1	COURT OF APPEALS
2	STATE OF NEW YORK
3	MATTER OF WAYNE SEON,
4	Respondent,
5	
6	-against- NO. 32
7	NEW YORK STATE DEPARTMENT OF MOTOR VEHICLES, et al.,
8	Appellants.
9 10	20 Eagle Stree
	June 2, 2020 Before:
11	CHIEF JUDGE JANET DIFIORE
12	ASSOCIATE JUDGE JENNY RIVERA ASSOCIATE JUDGE LESLIE E. STEIN
13	ASSOCIATE JUDGE EUGENE M. FAHEY
14	ASSOCIATE JUDGE MICHAEL J. GARCIA ASSOCIATE JUDGE ROWAN D. WILSON
15	ASSOCIATE JUDGE PAUL FEINMAN (TELEPHONICALLY)
16	Appearances:
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18	NEW YORK STATE ATTORNEY GENERAL'S OFFICE Attorney for Appellants
19	28 Liberty Street New York, NY 10005
20	VANESSA M. CORCHIA, ESQ. (Via Videoconference)
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24	Karen Schiffmille:
25	Official Court Transcribe:



1	CHIEF JUDGE DIFIORE: The next appeal on this
2	afternoon's calendar is appeal number 32, Matter of Seon v
3	New York State Department of Motor Vehicles.
4	Counsel?
5	MS. FANG: Good afternoon, Your Honor. May it
6	please the court, Linda Fang on behalf of DMV. With the
7	court's permission, I'd like to reserve two minutes for
8	rebuttal.
9	CHIEF JUDGE DIFIORE: You may have two minutes.
10	MS. FANG: Thank you.
11	Substantial evidence supported DMV's
12	determination here that petitioner's lack of due care
13	caused the bus that he was driving to strike and run over
14	an eighty-eight-year-old pedestrian's legs, having that
15	pedestrian to be taken to the hospital, where he died thre
16	weeks later from those injuries.
17	JUDGE RIVERA: Counsel, if I could interrupt?
18	MS. FANG: The majority of the Appellate Division
19	here
20	JUDGE RIVERA: Counsel?
21	MS. FANG: erred at the
22	JUDGE RIVERA: Counsel? Great, thank you. Can
23	you please set out what what is your position on the
24	interplay between the substantial evidence review and the
25	clear and convincing burden that falls on DMV?

1	MS. FANG: Of course. The relevant standard here
2	is a substantial evidence review, and the question here is
3	whether any rational factfinder, sitting in the first
4	instance, can find the evidence to have crossed the clear
5	and convincing threshold. This is not so dissimilar to the
6	legal sufficiency review that this court conducts all the
7	time of a jury verdict, but relevant re the question
8	is whether or not, you know, so long as there's any
9	evidence in the record, that could rationally support a
10	factfinder's determination in the first instance, the
11	substantial review standard is met, and a court should
12	affirm the Agency's determination.
13	JUDGE RIVERA: But what what's the
14	interplay between that and the and clear
15	MS. FANG: That is to say, it's irrespective
16	whether there is
17	JUDGE RIVERA: Well, what's the interplay between

JUDGE RIVERA: Well, what's the interplay between that and the initial burden on the clear and convincing evidence?

MS. FANG: The interplay is only that the initial evidence probably has to be a sub - - - a little bit higher than the usual preponderance standard. But the substantial review is the same. It's whether or not a rational factfinder could draw the inferences from the underlying evidence - - -

1	JUDGE RIVERA: Yeah, but does that mean that
2	_
3	MS. FANG: and have determined
4	JUDGE RIVERA: Does that mean that the reviewing
5	court has to find substantial evidence that would support
6	conclusion that there is clear and convincing evidence?
7	MS. FANG: Right. Whether any rational th
8	so the reviewing court could find any rational
9	factfinder sitting in the first instance could have found
10	the evidence to have been clear and convincing.
11	JUDGE RIVERA: Thank you.
12	JUDGE GARCIA: I I'm sorry. Can
13	Counsel?
14	MS. FANG: Yes?
15	JUDGE GARCIA: Have we ever said that? Is there
16	a case from this court? Because the case I see is
17	McKenzie, which is from '76, I think, which, in very
18	similar circumstances, the VTL violation and a similar
19	underlying standard just apply to substantial evidence
20	review.
21	MS. FANG: Right, well, we we haven't seen
22	this standard articulated in a lot of cases but again

it's - - - it's not dissimilar to a legal sufficiency

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argument.

argument. It's an Article 78 proceeding, which has a substantial review standard built into it. So I - - I don't really see the analogy of a sufficiency case.

MS. FANG: Well, I - - - I think the point merely is substantial evidence standard is a - - - a low bar. It - - - it just asks whether or not any factfinder sitting in the first instance could have found the - - - the facts and drawn the inferences. And I - - - I think on this record here, we have - - - we have ample evidence of - - - of VTL 1146(c) violation, and we have the accident report here from the reporting officer who responded to the scene that an eighty-year-old pedestrian was found pinned under a bus on - - - this was a New York City Transit bus that had sixteen passengers on board.

We have petitioner's own testimony here at the administrative hearing that he heard a loud bump near the front door and tire of his bus, that he - - - it was loud enough to stop the bus and get out to investigate, where he found Mr. Mendez laying just behind the front tire of his bus. We have the police officer's investigation, Ofc.

Viera. He determined that the bus had hit the pedestrian and ran over the pedestrian's legs.

We have undisputed evidence that the petitioner - - excuse me - - - Mr. Mendez was taken directly from the
scene to the hospital for "severe leg injuries." And he



was in the hospital for twenty-four days before he passed away, and the record evidence showed that the cause of death was hit - - - the injuries and the complications resulting from having a bus - - - a New York City Transit bus run over the legs - -
JUDGE STEIN: Do we need to - - -

MS. FANG: - - - of this pedes - - -

JUDGE STEIN: Excuse me, Counselor. Do we need to - - -

MS. FANG: Yes?

JUDGE STEIN: - - - to conclude that there was sufficient evidence and that he actually died directly as a result of his injuries? Is that necessary in order for you to prevail here?

MS. FANG: No, it's not, Your Honor. We think there is ample evidence that - - - this court's role really is only to determine whether a rational factfinder could find, based on the evidence, that either a death occurred or a protracted impairment of health. That's what the ALJ found here. He found a violation of 1146(c). That statute encompasses both, you know - - - the - - - the relevant term is serious physical injury. And that term in the statute encompasses both - - - both death and a protracted impairment of health.

And the Appellate Division here really erred in



artificially limiting its review on essentially disregarding certain pieces of ev - - - evidence on the premise that somehow they could only affirm if there's a finding of death, but I think on this record, you know, even assuming the majority's premise here - - -

JUDGE RIVERA: But Counsel, I think the question

- - I think the issue, though, as I understood the

majority - - - and you'll correct me or if you have a

different view, please - - - please say so. I thought the

majority's view was that you didn't proceed on the

alternative ground. That you only proceeding on causation

of death, right? That - - that the - - that the result

was death, and that - - that's where the evidence fell

short.

MS. FANG: That is what the majority said, Your Honor, but there's a couple of reasons why that's not correct, viewed on - - - on this record. First of all, DMV does not proceed on anything. This is a - - - DMV's function here is purely as an adjudicatory body. This is an NYPD summons, as a - - - as an initial matter. But I think what's really important to note is that the evidence here is - - - it's one and the same. It - - - you know, it's the evidence that the individual was - - - had his legs ran over, he went into the hospital, and that he died twenty-four days thereafter.

1	So it would be hard and implausible to find that
2	there was a finding of death without finding also a
3	protracted impairment of health on this record. But also
4	the parties petitioner's questioning I see my
5	time is up; if I could just finish my response?
6	CHIEF JUDGE DIFIORE: Please.
7	MS. FANG: I think what's really important to
8	note is that petitioner's questioning during the
9	administrative hearing made it clear that he understood
10	they were proceeding on both. He questioned the officer
11	both as to the severity of the injuries and also as to the
12	cause of death.
13	So I think on on this record here, there's
14	no basis to limit the finding only to death, but I think
15	the record supports here both, and this court could affirm
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17	JUDGE FAHEY: Judge, is it all right if I ask a
18	question?
19	MS. FANG: DMV's determination on both.
20	Thank you. I'll reserve the rest
21	JUDGE FAHEY: Judge, could I ask a question?
22	CHIEF JUDGE DIFIORE: Yes, of course.
23	JUDGE FAHEY: Just one question, Counselor. If
24	have this right, it seems to be the core of your argument
25	is that we have to answer the question about the

substantial evidence standard, and the key here is 1 2 basically rationality. And in my mind, I see it was it 3 rational for the DMV to find serious physical injury/death 4 by clear and convincing evidence. We're not saying that it 5 would be irrational to find that there was no serious 6 physical injury or there was no death attributed to a 7 serious physical injury, but that it was rational for them 8 to find that in this context. Isn't that the core of it? 9 MS. FANG: That is absolutely correct, Your 10 That's at the core - - -Honor. JUDGE FAHEY: So - - -11 12 MS. FANG: - - - and fundamental nature of 13 substantial evidence review. This court's recognized many

MS. FANG: - - - and fundamental nature of substantial evidence review. This court's recognized many times that there could conflicting evidence on both sides, and rational factfinders sitting in the first instance may come to different conclusions, but that's not the role of substantial evidence review.

JUDGE FAHEY: Thank you.

CHIEF JUDGE DIFIORE: Thank you.

MS. FANG: Thank you.

CHIEF JUDGE DIFIORE: Thank you, Counsel.

Counsel?

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MS. CORCHIA: Yes, may it please the court, my name is Vanessa Corchia from Armienti, Debellis & Rhoden, and we represent the respondent, Wayne Seon, in this



1 matter. 2 The order of the Appellate Division should be 3 affirmed on the basis that there was no substantial evidence of either - - - no substantial evidence that there 4 5 had been clear and convincing evidence that either branch 6 of VTL 1146 was met - - -7 JUDGE STEIN: Are you saying - - -8 MS. CORCHIA: - - - spec - - -9 JUDGE STEIN: Are you saying that - - - that it 10 would require medical evidence or a death certificate or 11 something like that? 12 MS. CORCHIA: Absolutely. 13 JUDGE STEIN: You are? 14 MS. CORCHIA: Here, as the majority had pointed 15 out, there was not even a death certificate presented, and 16 despite Police Ofc. Viera's investigation, he still could 17 not answer the question as to how - - - how the 18 pedestrian's legs were injured. Was it the leg? Was it 19 the foot? Was it both legs? Was it both feet? 20 JUDGE STEIN: But - - - but - - - but does it - -2.1 - does it matter - - -2.2 MS. CORCHIA: He had no clue whatsoever and this 23 24 JUDGE STEIN: I guess - - - I guess - - - is that



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MS. CORCHIA: - - - was despite his investigation.

JUDGE STEIN: I guess my question is, Counselor - my question is, is that required, because generally,
when we decide questions of fact or when factfinders decide
questions of fact, they're allowed to draw certain
inferences.

And here, I mean, you've already heard your adversary recite probably more of these than I will, but the fact that you have an eighty-eight-year-old man, he's found pinned behind the wheel, he's taken to the hospital after hearing the loud thump and I think there was some adjective about the noise - - some other vocalization that the driver heard. And he's taken immediately to the hospital, and he never leaves the hospital.

All of those things put together, just as a matter of common sense and - - - and - - - and drawing inferences from those facts, why - - - why isn't that enough?

MS. CORCHIA: Because, Your Honor, the -- as I mentioned, this officer that testified, presumably, since he's the one that investigated, he would be in possession with the information necessary to sustain the violation. He has -- if -- if -- if the only evidence given is somebody with no clue as to what the severity of the



injuries were and what the exact nature of the injuries were, I don't think that it's fair to conclude that there was a causal relationship between the contact with the bus and the death of the pedestrian, which occurred some three-and-a-half weeks later. I -- I would also like to point out that I

I - - - I would also like to point out that I believe the affirmance could be sustained on a different basis, which we preserved, is that there was no evidence that the bus operator failed to exercise due care. And the only evidence was - - - the only evidence pointed to the fact that he was careful.

Specifically, he was travelling, and - - - and as the court had noted, he was traveling less than one mile per hour, because he was making a right turn. He was driving slowly. He was continuously scanning his mirrors left and right. He was turning onto a very narrow street with parked cars on either side. Significantly, it's his testimony that when he began the turn, he looked, and there was no pedestrian in the intersection. There's no dispute to his testimony.

JUDGE STEIN: Well, the - - -

MS. CORCHIA: So what that means - - - and - - -

and - - -

JUDGE STEIN: Well, Vi - - - Viera - - -

MS. CORCHIA: I'm sorry.



JUDGE STEIN: Ofc. Viera disputes that, but maybe 1 2 he doesn't - - - Ofc. Viera says he should have, given the 3 configuration of the bus, and - - - and where he was in the 4 turn, and the - - - the glass door, if he was using due 5 care, he should have seen this pedestrian. Why - - - why 6 isn't - - - he's an expert, right? 7 MS. CORCHIA: Well, Your Honor, I - - - I - - -8 look, he doesn't exactly say that. He does not exactly say 9 that. The actual - - - the - - - the specifics - - -10 that's - - - there's a conclusion, but you have to look to 11 see what are the facts. And the facts are, again, the bus 12 operator - - - and this was uncontested - - - he testified 13 that the front wheels of the bus had already passed the 14 crosswalk, okay. That's uncontested. So when Police Ofc. 15 Viera admits that it was just as likely that the pedestrian 16 walked into the bus, that's based on the fact that the bus 17 is already in the intersection. That's uncontested. All -18 - - all of this evidence is uncontested. 19 Police Ofc. Viera does not ever actually say this 20 accident was because - - - due to driver inattention. 21 JUDGE FAHEY: Counselor - - -22 MS. CORCHIA: He can't because there's - - - it's 23 raining - - -24 JUDGE FAHEY: Counselor?



Yes?

MS. CORCHIA:

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JUDGE FAHEY: Yes, it's Judge Fahey. Those factual arguments are - - are significant, more so at the Appellate Division than here. But isn't the Appellate Division essentially restrained? Their function is not to decide whether it would have reached the same factual conclusion as the factfinder below. The only function of the Appellate Division is to see if that was a rational decision, not - - not to say if I had been on the jury, if I had been the factfinder, I would have found it differently.

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So the question for us is did they apply the substantial evidence rule correctly? It - - - or did they act as if they were the factfinder in the initial circumstance? Isn't that really what you're, before this court, constrained to argue?

MS. CORCHIA: Well, Your Honor - - -

not really - - - here, you're not really allowed to - - - but it's - - it's not really relevant to us as to whether or not there are nuances in the facts that could have gone the other way because that's a perfectly reasonable argument. The - - - for you to be successful, don't you have to show that it was irrational and unreasonable for them to find by a clear and convincing evidence that - - - that they met the standard of the burden of proof?

MS. CORCHIA: I submit that it was irrational, based on all the objective facts that I listed. There's no objective fact given by Police Ofc. Viera, either on the issue of the serious physical injury resulting in death, or on the grounds of failure to use due care. The re - - - JUDGE GARCIA: But there is one fact you didn't

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mention, I think, which is uncontested, which is he is in the crosswalk with the light in his favor, with the walk light in his favor. No one contests that, so really the argument, I think, that was made there was he walked into the side of the bus, or the bus turning struck him, proceeded through the crosswalk and he wound up behind the front right wheels I believe.

So I mean, there was that uncontested fact in the record also, right? That he was in a crosswalk with a walk light?

MS. CORCHIA: No, at the - - - he - - - the uncontested fact which came from the police accident report was that the pedestrian was in the crosswalk. Police Ofc. Viera said when he had canvassed the 911 callers, they were not able to confirm whether or not the pedestrian had a walk signal in his favor. On the other hand, he admitted that the 911 callers verified that - - - that the bus operator had the green light.

I do want to mention on another topic - - -



JUDGE RIVERA: Counsel, before you do that, I just want to confirm that I'm understanding what you see is the standard of review because I know Judge Fahey has asked you about rationality and irrationality, as he did to opposing counsel. But I thought both counsels' argument was that the standard is whether or not there's substantial evidence to support the determination. So I thought, really, your argument is that there's not substantial evidence to support any of these determinations.

MS. CORCHIA: That is - - -

JUDGE RIVERA: Have I misunderstood you?

MS. CORCHIA: Yes.

JUDGE RIVERA: Not - - - and that it would not be rational if there's not substantial evidence. It's not a rational determination if there's not substantial evidence.

What - - - am I misunderstanding you?

MS. CORCHIA: Actually, I don't think I put it that way in the brief. I - - - my position is you have to still look at the record as a whole, specifically my position as - - - there's a case I had cited in my brief, Reape v. Adduci, where the court says, "Substantial evidence consists of proof within the whole record of such quality and quantity as to generate conviction in and persuade a fair and detached factfinder that, from that proof as a premise, a conclusion or ultimate fact may be

extracted reasonably, probatively, and logically."

So I think when you - - - when you look at the record as a whole, there's zero evidence that Mr. Seon failed to exercise due care and zero evidence on which you could base the conclusion that such failure resulted in a fatality.

CHIEF JUDGE DIFIORE: Thank you.

JUDGE RIVERA: But why can't you - - -

I'm sorry; if I may?

CHIEF JUDGE DIFIORE: Yes.

JUDGE RIVERA: What - - I - - I don't think you've responded to the questions, and I think they may have come from Judge Stein, about - - or that she raised before - - about inferences. Why can't there be an inference or inferences that a - - a elderly individual who's struck by a bus, whether he walks into the bus or the bus walks into him or drives into him, who then ends up in the hospital immediately and stays there until his death, what - - why can't you draw the inference that either the death is caused by this accident, or that there is the protected - - protracted impairment of health, given the amount of time that's spent in the hospital before he succumbs to the injuries?

MS. CORCHIA: Because in this case, there's a fine line between an inference and guesswork. I submit



that the fact that the pedestrian was elderly would - - - I mean, for all we know, he died from a heart attack. I mean, we - - - we - - - we don't know. That - - - that's why it becomes a guesswork. The same factor that the dissent had used to say, oh, come on, of course he died because of the bus. I submit that that factor, that the pedestrian was elderly renders it pure guesswork that there was any connection between contact with the bus and the fact that the pedestrian died some three weeks later.

CHIEF JUDGE DIFIORE: Thank you, Ms. Corchia. Counsel?

MS. FANG: Thank you, Your Honor. Just three brief points. Just briefly on the due-care point, I think there is substantial evidence to support the DMV's determination on that point, and - - - and I think we have five justices of the Appellate Division all agree that there was substantial evidence for the lack of due care here.

And the second point here is there was evidence in the record from which a reasonable factfinder can draw the probable inferences that the death here that Mr. Mendez suffered was caused from the injuries. We have the circumstances of the injuries, which were pretty substantial. He was rushed to the hospital with severe leg injuries. There's nothing contradictory in the record



about that.

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And the officer testified that after his investigation, he determined that the death was result of injuries. There's a reference from a doctor at St.

Barnabas Hospital who - - - it's in the record. And in terms of the accident report, that's substan - - - that supports the causal connection here.

And - - - and the final point is the one that

Judge Stein just referred to, which is common sense does

play a huge role in substantial evidence review here. This

court's recognized that time and again. And the common

sense here is, if an - - - an individual pedestrian, who

had the right of way in a crosswalk - - - and this is New

York City, so if the bus had a green, the pedestrian also

had the right of way. He was legally in the crosswalk. If

he walks into the side of a bus, at a - - - with a bus

going less than one mile per hour, he does not end up

behind the - - - the wheel of the bus or make a loud thump.

And so here we have protracted impairment of health, just from the fact of the nature of the injuries alone, plus the fact that twenty-four days is a substantial amount of time for anyone to be in a hospital, let alone an eighty-year-old pedestrian, who, again, was in the hospital

JUDGE RIVERA: So Counsel, let me ask you - - -



JUDGE RIVERA: I want to know what you think is your burden? What kind of evi - - - or what kind of evidence - - - I'm sorry - - - would have to have been presented to support the outcome here, the determination against Mr. Seon?

MS. FANG: If the hypothetical had been that he left the hospital in a week, is that - -

JUDGE RIVERA: Sure, a week, sure, fine. I didn't give you a number of days, but that's fine.

MS. FANG: I'm sorry. The - - - so there has to be some connection to - - - there has to be substantial evidence that a reasonable factfinder can conclude that there was protracted impairment of health. And I think in your example is the - - - if the individual left the hospital, was discharged, and then died a day after, then in that in - - - incident - - - in that instance, I think there would have to be more medical testimony presented to causally connect the two things.



And here, we don't have that problem because 1 2 there was a continuous stretch of hospitalization. 3 not that this individual left - - -4 JUDGE RIVERA: What - - - what if, at the 5 hospital - - - since - - - if I could interrupt you? 6 MS. FANG: - - - and was discharged and then dies 7 thereafter. 8 JUDGE RIVERA: Let me interrupt you here. 9 MS. FANG: There's substantial evidence here - -10 11 JUDGE RIVERA: What if, at the hospital, someone 12 committed terrible malpractice, gave him the wrong drug, 13 and that's what's killed him? 14 MS. FANG: Right. And - - - and I think that 15 would be a different circumstance. There - - - in - - - it 16 -- - it de - - - depends on whether there's a sufficiently 17 independent event that breaks the causation. In terms of 18 general causation - - -19 JUDGE RIVERA: Well, all I'm suggest - - -20 Counsel, if I can interrupt you? All I'm suggesting is 2.1 that - - - that the way the evidence is set up in this 2.2 record, it - - - it - - - it demands of the factfinder to 23 come to what I don't disagree with you is, of course, an 24 obvious view of the evidence. That someone this elderly 25

who's hit by a bus, who's severely injured, or who's

injured in the leg, ends up in the hospital, is there for some period of time, and - - - and then passes away, that that seems to naturally flow as a consequence of the accident.

I don't - - - but what seems missing there is that someone like this at a hospital may be very vulnerable to other reasons for having passed away or other possible injuries that may occur at the hospital. And it strikes that that's what the majority is pointing out, that - - - that they're concerned about that - - - the record as presented.

MS. FANG: I - - - I understand, Your Honor, that is pa - - - maybe part of the concern that drove the majority in the - - - in the Appellate Division here, but again, I think whether there were other causes or not, that was - - - that would just be pure speculation on this record.

JUDGE RIVERA: What - - - what if the pedestrian was fifty-five years old?

MS. FANG: I - - - I don't think the age matters as much, Your Honor, in - - - in this record, as the nature of the injuries. I think the dissent correctly pointed this out, is any person, whether you're eighteen-years-old or eighty-eight-years old, if you are - - - if you have your legs runover by a New York City Transit bus,

1	reasonable inferences could be drawn from what happens to
2	you thereafter at the hospital.
3	I thank you very much.
4	CHIEF JUDGE DIFIORE: Thank you, Counsel.
5	(Court is adjourned)
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CERTIFICATION I, Karen Schiffmiller, certify that the foregoing transcript of proceedings in the Court of Appeals of Matter of Seon v. New York State Department of Motor Vehicles, No. 32 was prepared using the required transcription equipment and is a true and accurate record of the proceedings. Karen Schiffmille Signature: Agency Name: eScribers Address of Agency: 352 Seventh Avenue Suite 604 New York, NY 10001 June 14, 2020 Date:

