1	COURT OF APPEALS
2	STATE OF NEW YORK
3	MARRIED OF COMPACNONE
4	MATTER OF COMPAGNONE,
5	Appellant,
6	-against- NO. 106
7	DINAPOLI,
	Respondent.
9	20 Eagle Stree Albany, New Yor
10	November 19, 202 Before:
11	CHIEF JUDGE ROWAN D. WILSON
12	ASSOCIATE JUDGE JENNY RIVERA ASSOCIATE JUDGE MICHAEL J. GARCIA
13	ASSOCIATE JUDGE MADELINE SINGAS ASSOCIATE JUDGE ANTHONY CANNATARO
14	ASSOCIATE JUDGE ANTHONY CANNATARO ASSOCIATE JUDGE SHIRLEY TROUTMAN ASSOCIATE JUDGE CAITLIN J. HALLIGAN
15	
16	Appearances:
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25	Official Court Transcribe



CHIEF JUDGE WILSON: Next matter on the calendar is matter of Compagnone v. DiNapoli.

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MR. ROTH: Good afternoon, Your Honors. I would be remiss if I didn't take a second to say that this is the highlight of thirty-four years of practice and thirty-two years of representing uniformed members of the service handling appeals. If you go through the decisions from the Appellate Division, Third Department on a regular basis, my casework is cited - - whether I've won or lost - - - for decades. It is truly an honor to get to appear in front of you. More than you can humanly imagine. Thank you for this opportunity.

Your Honors, I am here today on Compagnone - - - CHIEF JUDGE WILSON: Do you wish to save any time for rebuttal?

MR. ROTH: Three minutes, please.

CHIEF JUDGE WILSON: Yep

MR. ROTH: Your Honors, Potter Stewart said he knew what it was essentially when he saw it in the Supreme Court in 1964. And I think we can all agree here with my having spent over three decades doing it, an accident really turns on the facts and practitioners do not always have a black and white framework to work with.

JUDGE SINGAS: Well, haven't we said, though, that if the risk is inherent in the job, then the case is



over?

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MR. ROTH: It depends on what happened and what the risk is. Because, Your Honors, members of the uniformed services risk their lives, whether we believe it or not, on a frequent basis. It happens. At my table are two police officers that work within my Department of Labor. They are both active duty police officers. They both have children. They both have people that they want to go home to at night. I don't think being a police officer, a corrections officer, or a firefighter means when we deal with the term "accident" that everything is an inherent risk.

and no one's disputing the risks that the service members face. The question, though, here, is under our legal standards - - - to go to Judge Singas' question - - - there are certain risks inherent - - serious risks - - - inherent in those duties. And when that risk comes about and causes an injury, we have said that's inherent and that's a line-of-duty injury rather than an accidental.

MR. ROTH: Correct.

JUDGE GARCIA: So how is this injury not fit into what we have said is one of the very real risks that are ordinarily faced by this type of service?

MR. ROTH: Well, the first injury occurred here



with Ofc. Compagnone was out on patrol. There was a house that was known to him to be empty. He knew there was work being done in the house, and he saw a second-floor light on. He called the headquarters, requested a backup unit, got out of his vehicle, took out a flashlight, started to do from the front of the house to check to see if he could see people or activity in the house.

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When he made his way around to the back of the house - - - the facts and circumstances actually fit in with what Mr. Brodie was saying a minute ago on the prior case about encountering a wet floor. When Mr. Compagnone went around to the rear of the house - - - police officers are trained to turn the flashlight off if you're in a position where the light's going to give away your position and you're going to get hurt. When he went around the corner, he fell into a hole up to his waist. There was no way on the planet Earth that he was - - -

JUDGE TROUTMAN: With respect to - - -

MR. ROTH: - - going to know there was a hole there.

JUDGE TROUTMAN: - - - what he was doing, investigating, that was a normal part of the duties, correct?

MR. ROTH: Absolutely. But this is a latent risk that he would not expect.



1	JUDGE CANNATARO: Well, you know, as you said,
2	these cases are all so very fact dependent. But you also
3	did state that he was aware when he approached the home
4	that there was construction going on in the home. And I'm
5	wondering, doesn't that somewhat change the analysis in
6	terms of whether or not a hole might be inherent in going
7	in executing your duties on that premises?
8	MR. ROTH: I agree with you, if there was obviou
9	signs of construction at the exterior of the house.
10	JUDGE CANNATARO: Well, you said he knew. He
11	knew that.
12	MR. ROTH: He knew that there was work inside th
13	house, not outside of the house. There was no obvious
14	signs of construction outside of the house. And, in fact,
15	the homeowner was cited by OSHA for creating a hazard. It
16	was like a beartrap. There's a hole in the ground, and
17	there's no sawhorses, lighting, or any protective barriers
18	It was impossible for him to have anticipated that.
19	JUDGE SINGAS: So is it your argument that the
- 1	

JUDGE SINGAS: So is it your argument that the depth of the hole or the width of the hole was so extraordinary? If it was a smaller hole, it would have been okay?

MR. ROTH: Well - - -

 $\,$ JUDGE SINGAS: Or is it just the fact that there's this hole in a - - -



MR. ROTH: - - - I think that he could have - -1 2 JUDGE SINGAS: - - - outside the perimeter that 3 he wasn't expecting? 4 MR. ROTH: The hole was up to his waist. We're 5 not talking that he tripped on a small indentation in the 6 pavement. Somebody dug a deep hole, didn't cover the hole, 7 and didn't mark the hole. 8 I recently had a case where the Attorney 9 General's Office conceded on a hole and remanded it back 10 before the Appellate Division decided it. In that case, it 11 was a police officer that went to get gas in his police car 12 for the City of Mount Vernon, and they left a manhole cover 13 off, and they put a garbage barrel over it. He leaned on 14 the garbage barrel, it moved, and he fell into the hole. 15 He had no way of knowing there was a hole there. 16 way of knowing there was a defect. He was performing his 17 normal duties, bringing the - - -18 JUDGE TROUTMAN: But isn't that - - -- - - emergency services truck there. 19 20 JUDGE TROUTMAN: - - - different from this case 2.1 where you're going to an active construction site? 2.2 MR. ROTH: It's not an outdoor active 23 construction site. He's there on a burglar alarm - - -24 excuse me. Not a burglar alarm. My apologies. He's there



for suspicious activity on the second floor. He sees a

light on. He's trying to be - - -

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JUDGE TROUTMAN: So - - - so - - -

MR. ROTH: -- diligent.

JUDGE TROUTMAN: - - - are you saying that knowledge that there was construction going inside of the house, one can assume that there wasn't anything going on outside?

MR. ROTH: There was nothing visible to the naked eye at the time that he turned to the back of the house.

There was no signs of outdoor exterior construction, and the law was not filed - - - followed. The hole was there.

It's a latent defect. There's no way he's going to know the hole is there. There's no way for him to avoid it.

And I think where the court went with it is, they said on this first event, well, if he had his flashlight on and he had it aimed at the ground at that location, he might have seen the hole. But he couldn't turn his flashlight on, he'd be putting himself in grave danger based on his training.

JUDGE CANNATARO: But isn't that what makes it a risk inherent in the job? The - - - if - - - any other person would have had a flashlight, probably would have been pointing it at the ground, not up into the house, and would likely, as the court said, have appreciated the hazard.



MR. ROTH: But that would have gone against his training. Police officers are trained - - -

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JUDGE CANNATARO: That's his job. To take that risk.

MR. ROTH: No. But then, Your Honor, everything would not be an accident. In Castellano v. DiNapoli, we had a police officer who slipped on black ice when he went out to go break up a bunch of youths. It's his job to go out and break up a bunch of youths. It's not his job to know that there was black ice in that spot.

In Bucci v. DiNapoli, a police officer went to the restroom, and she did not know that there was a spot of water on the floor. And she went down on the water and broke her hip, and that was her career. There are countless cases I've seen in my career where you start to do something and there's a risk, but it doesn't go to that level.

Certainly from the earlier case, a firefighter where the roof is leaking and goes up on the ceiling and he's attempting to patch the ceiling, is not assuming the risk that he is going to get struck by lightning. There are limits. There has to be limits here for what goes on.

I did a case with the Appellate Division over a decade ago, where it was a police sergeant who went in a home - - - and it was a family dispute. There were sons in



their late teens, early twenties sitting there, and the mother wanted the husband arrested. The two officers were effecting the arrest of the husband who had beaten up his wife. And as the sergeant was standing there, one of the kids that was sitting in the background, yelled, you can't do this to my father, and jumped on top of the sergeant.

And he was gravely injured. He hurt his neck. He impacted on a bookcase. His career was over. It was ruled an accident. Because he didn't know that the other people in the room were going to react that way.

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Compagnone had no way of knowing that that defect was there. This would be a completely different case if there were any type of barriers put up, a warning sign, lighting, anything.

And I wanted to just briefly mention the second event that he had when he was checking for people that he thought were breaking into cars. And he was there with other officers. He went down some stairs, which is similar to one of my other cases, Stancarone v, DiNapoli. And he went down. But I think the hearing officer here was wrong, because he said because it's misting out, he should have assumed that the steps were going to be wet and slippery. The problem with that is the hearing officer did not take into account the fact that these rail ties were unsafe and that they were covered in algae and/or mold. And the

1 officer didn't see that, wasn't anticipating it. 2 thought in a public place the stairs would be safe, and he 3 went down. If nothing else from today, Your Honors, I want 4 5 you to take away, that as practitioners it is difficult for 6 us in looking at these cases we try to see from our 7 perspective, is something here going so far askew that the 8 fireman or the officer involved or the corrections officer 9 10 JUDGE RIVERA: Let me - - - let me ask you 11 something. 12 MR. ROTH: - - - would know the risk? 13 JUDGE RIVERA: I think most people would say that 14 if one is stumbling in the dark and can't put a light onto 15 the ground at all times, that they may possibly get 16 injured. Right? They may fall on something. They may 17 trip over something. Is your point about the construction 18 inside versus outside, that an officer would assume that 19 the outside perimeter of the house has no barriers, has no 20 uneven ground, has nothing that they might trip over, not 21 even a flower pot? 2.2 MR. ROTH: He had turned the flashlight on and 23 off a second or two before he fell in. 24 JUDGE RIVERA: Yes.



MR. ROTH: He had take -

1 JUDGE RIVERA: Well, he was walking a particular 2 way also, was he not? 3 MR. ROTH: Yes. And - - -4 JUDGE RIVERA: He wasn't walking the way one 5 usually would walk - - -6 MR. ROTH: No. JUDGE RIVERA: - - - around the perimeter as it 7 stands? 8 9 MR. ROTH: No. He's walking around. He's trying 10 to protect his position. JUDGE RIVERA: Yes. 11 12 MR. ROTH: He's trying to be careful. 13 JUDGE RIVERA: Yes. 14 MR. ROTH: He did look at the ground, but you 15 couldn't see the hole in the ground. This is not his own 16 fault that it's the opening of the Dick Van Dyke Show from 17 the 1960s and Dick Van Dyke trips over the ottoman in the 18 living room. There was no way that he could have 19 anticipated a hole. It goes against the local town 20 ordinances, the city ordinances that would have required 2.1 the proper barrial markings that there's a hole there. 2.2 JUDGE RIVERA: Was the house vacant? 23 MR. ROTH: Yes. Somebody owned the house and 24 apparently they were doing work inside the house. And I do



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think - - -

JUDGE RIVERA: Apparently outside the house? 1 2 MR. ROTH: Huh? 3 JUDGE RIVERA: And apparently outside the house? 4 MR. ROTH: They had something there. But it 5 wasn't the whole place was ripped up. They had a specific 6 hole in the ground at one spot. We're not talking about 7 the entire backyard was torn up. 8 JUDGE SINGAS: For a sewer line? Wasn't that for 9 a sewer line? 10 MR. ROTH: Yes. He had no way to know it was 11 All I'm saying is, for the people that serve and -12 - - and my father was the chief surgeon of the State of New 13 York for the National Guard. And he did twenty-some-odd 14 years as a New York City Police Department trauma surgeon. 15 I have a soft spot in my heart for the people that do what 16 they do to protect us all. I'm simply saying there has to 17 be some availability, some window where the case facts 18 deserve it. And the facts are all different. 19 JUDGE RIVERA: Well, the real issue is with the 20 legislature in that sense; is it not? Because there is a -2.1 - - there are benefits available to your client. 2.2 right? I mean, in -23 MR. ROTH: Yes. 24 JUDGE RIVERA: - - - the performance of duty. So 25 the question is whether or not there's more money with - -



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2	MR. ROTH: But it may
3	JUDGE RIVERA: with the other one. But
4	that is for the legislature eventually to decide as a
5	policy matter.
6	MR. ROTH: But for now, it is up to the courts to
7	police this and give us some guidelines as to what will and
8	won't be an accident. And it's up to the court to step in
9	for the little guy
10	JUDGE RIVERA: Or gal.
11	MR. ROTH: when it's obvious that they
12	should have received the benefit. The guy or the gal
13	that's involved
14	JUDGE RIVERA: Well, they're receiving a benefit.
15	MR. ROTH: But it's completely
16	JUDGE RIVERA: It's a different category of
17	benefit.
18	MR. ROTH: But it makes
19	JUDGE RIVERA: Just to be clear
20	MR. ROTH: Yes.
21	JUDGE RIVERA: they're not left with no
22	benefits?
23	MR. ROTH: No. But but again
24	JUDGE RIVERA: Yes.
25	MR. ROTH: it's about fairness. The people



1 sitting with me, the detective on the right has three 2 children. It makes a life-changing difference to her if 3 she gets hurt at work. 4 JUDGE TROUTMAN: Counsel, as Judge Rivera said, 5 it is the legislature, for whatever reason, making these 6 distinctions. Instead of saying the recovery is X because 7 it occurred in the line of duty, and that everybody gets it 8 because they are doing something and putting their lives at 9 risk. It would be simpler for us all. Would you not 10 agree? 11 MR. ROTH: I agree with you, Your Honor. But 12 however, everything can't be in the line of duty. 13 v. DiNapoli, we had a Yonkers firefighter. 14 JUDGE RIVERA: That may be a very powerful 15 argument to the legislators. 16 MR. ROTH: But in the meantime, it's up to the 17 judges. The judges are the true - - -18 JUDGE RIVERA: But we have particular standards. 19 The question is whether or not, as you're arguing, this is 20 not something that the - - - this is not - - - this is an 2.1 accident because the officer could not have in - - -2.2 MR. ROTH: Correct. 23 JUDGE RIVERA: - - - any way have thought that he 24 would end up falling - - -



MR. ROTH: Absolutely.

1 JUDGE RIVERA: - - - up to his hips in a grave 2 site. 3 MR. ROTH: It is up to the judges here. Judges 4 hold the highest standard of all the branches of 5 government. 6 My great-grandmother, Jeanette Brill, was the 7 first female assistant attorney general in New York, and 8 she was the second state magistrate in New York State. 9 Jeanette Brill founded the Brooklyn Women's Bar 10 Association. So believe me, my life is about service. My 11 middle name is Jeffrey for Jeannette, and my daughter 12 Jennifer, who's going to be a lawyer, is named for 13 Jeannette. So I understand, and I implore you before I sit 14 down, please look at these cases and give us some light. 15 Give us some road markings, because what you do here is so 16 incredibly important. 17 Thank you, Your Honors. This has been honor of 18 my lifetime. 19 CHIEF JUDGE WILSON: Thank you. 20 JUDGE SINGAS: Counsel, do you agree that if 2.1 there was barriers or some kind of markings, that this 2.2 would be a different case? 23 MR. BROCKNER: In the sense that it would still -24 - - no, I don't, Your Honor. And Dustin Brockner, on



behalf of the Comptroller.

Here, this was an inherent risk of the job. And I actually just want to start with some factual points that there was no - - - there is evidence that he knew it was a construction site. This is page 94 of the record, 106, 107. Other buildings in the area are under construction. He says it only has three sides. All the windows are empty. He said the foundation is in the process of being lifted because it's a flood zone. And so he is fully aware that it is an open construction site.

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And again, a contemporaneous report - - - this is 147 of the record - - - actually talks about the day of the incident. Says "Officer states that while checking an open construction site in the dark, he twisted his right knee and fell, injuring the same." It doesn't mention any hole, much less one of the proportions that petitioner says, but it does make clear that it was an open construction site.

And the Comptroller can reasonably find that petitioner was well aware of that fact, especially given his testimony about the very significant construction that was being done on this - - - on this project.

And then - - - and one risk of searching for intruders in a vacant house that you know is under construction in the middle of the night, is there will be conditions underfoot that will be hard to perceive, and that will be ordinarily present at a construction site,

such as holes and debris. And that's what happened here.

He was injured by just an ordinary condition of a

construction site.

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This is not, like the hypotheticals that he cites in his brief, a beartrap. That is not an ordinary condition of a construction site. An inherent risk of conducting an investigation on a construction site is not, typically, one will encounter bear traps. So there are limits. I think his hypotheticals, certainly - - - you know - - - you make that clear.

And if I could actually just take a step back and talk about policework being dangerous. Fully appreciated.

And that is also appreciated by the legislature.

Accidental disability benefits are not supposed to compensate you for the dangers of your job. Accidental benefits are available for all kinds of public workers: custodians, librarians, teachers. So that's not what accidental - - is the purpose of those benefits. Rather, we have performance of duty benefits specifically. Created specifically for the first responders that we have here, police officers, firefighters. So that is how the legislature has chosen to - - you know, provide the benefits for these kind of first responders who are injured as a result of inherent risks of the job.

JUDGE GARCIA: And those benefits in the line of



duty recovery, that would be regardless of whether the person could anticipate or could see the hazard? You know, in this case, he - - - running and it's a construction site and you're checking something out. Your flashlight's off. That would still be - - - that would still qualify as a line of duty recovery?

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MR. BROCKNER: Correct. In terms of inherent risk? Yes. Yes, Your Honor. I think that - - - that is true, and that's the first inquiry whether this was sort of a inherent risk of the policework.

JUDGE GARCIA: If you know this. Before they passed the line of duty recovery statute - - - which, I think, is '84 - - - if it didn't qualify as an accident, right, under this standard we've been discussing today, what was it? Was it some type of ordinary disability?

MR. BROCKNER: Oh, the - - - what - - - what was a disability back then? Maybe ordinary disability? I - - - unfortunately, I do not know the answer to that. I do know that in - - - the year before they passed that statute in '84. And '83 Third Department says, we've consistently upheld the denial where the incident - - - denial of accidental benefits when it's been an incident that could be reasonably expected in the performance of the duty.

So that's what the court, the Third Department's making clear. If it's reasonably expected in the



1	performance of duty
2	JUDGE HALLIGAN: Do you know what
3	MR. BROCKNER: and the legislature respond
4	by passing these the performance of duty benefits.
5	Yes?
6	JUDGE HALLIGAN: And and tell me if you
7	would, what types of positions are eligible for performance
8	of duty benefits? I'm not looking for you know
9	MR. BROCKNER: Right.
10	JUDGE HALLIGAN: if you don't happen to
11	know every single one. But I take it from what you said
12	that it's limited to certain particularly risky
13	occupations; is that right? As opposed to you know,
14	state employees, broadly speaking?
15	MR. BROCKNER: That's my understanding. In this
16	statute it's 363, and I don't know the letter
17	subsection and it's for it's a police and
18	firefighter system.
19	JUDGE HALLIGAN: Right.
20	MR. BROCKNER: So it's for those people.
21	JUDGE HALLIGAN: Okay.
22	MR. BROCKNER: Maybe the state police have
23	something similar. I shouldn't be
24	JUDGE GARCIA: Corrections officers maybe?
25	MR BROCKNER: Do they have a I I'm



I - - - I do not know. But there might be something 1 2 similar, at least, tailored to their specific job. 3 JUDGE SINGAS: Well, not all unseen hazards, 4 right, are you're arguing, would be inherent to the job, 5 right? You're not saying that everything that happens when 6 an officer is on patrol is inherent? 7 MR. BROCKNER: That's correct, Your Honor. But -8 9 JUDGE SINGAS: So what kind of parameters would 10 you put on that? Like, what kind of guidance are you asking for, how to set those boundaries of what's inherent 11 12 and what's not? 13 MR. BROCKNER: Okay. So I think, first, the 14 court would consider - - - you know, you don't look to the 15 job duties in the abstract. You look to the circumstances 16 of the work that the petitioner has to perform. 17 what we see in Kelly when they have to run - - - the person 18 has to run into a building that's been hurricane damaged. So you look to the circumstances. And I think whether it's 19 20 up to the comptroller, whether this is a normal hazard, a 21 normal incident of that site. You know, if this is, for 22 example, a condition that's ordinarily found by operation 23 of a construction site, that would be - - -



JUDGE CANNATARO: And is there - - -

MR. BROCKNER: And here, that's what we have

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here.

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JUDGE CANNATARO: - - is there any deference owed to the hearing officer with respect to that determination? Or is this purely a question of law, whether this type of hazard is one that is inherent in the duties?

MR. BROCKNER: I think it is a factual question and that there is some substantial evidence. The standard does - - - does show - - - give deference to the Comptroller's determination. We even see that in Kelly, where it says, ultimately, well, it could go - - - there's evidence on both sides, but we are defer - - - you know, upholding the Comptroller's decision because it's supported by substantial evidence.

So unless the court has any questions, we ask that you affirm.

CHIEF JUDGE WILSON: Thank you.

MR. BROCKNER: Thank you.

MR. ROTH: I just wish to, respectfully, note.

On the record on appeal on page 171, the employer's report to the New York State Workers' Compensation Board, did indicate under item 11 on page 171, "Employee stepped into a large hole and twisted his right knee." There's no question that he went into the hole.

Having said everything, I think that this bench



has a really firm grasp of the issues based on your talking 1 2 about the two cases. And I think this really, in the end, 3 comes in line with - - - there are risks that police 4 officers have in their job on a daily basis. And there are 5 exceptions if there is a defect that they can't reasonably 6 anticipate and they're injured by it, unless there's some 7 type of negligence. There's no question here that this 8 veteran police officer was following his training, and he 9 was acting cautiously, but unfortunately, he didn't know 10 there was a hole there and he went in it. 11 JUDGE RIVERA: What - - - what if he had tripped 12 over a flower - - - a large plant? Right? 13 MR. ROTH: That's a incident. That's a 14 performance of duty. That's the normal risk of his job. 15 He could be on the lookout for a flower pot. 16 reasonable to anticipate when you go to somebody's yard, 17 they could have a flower pot. Not a - - - not the hole.

JUDGE RIVERA: What about the point that there's --- there are some statements in the record --- let me put it that way --- that indicate that he was aware that there was some external construction ---

MR. ROTH: Well, he was - - -

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JUDGE RIVERA: - - - as cited? Some of the other facts or statements that he pointed to?

MR. ROTH: There was nothing to put him on the



lookout for a hole in the ground in the backyard. 1 2 JUDGE RIVERA: No. But that - - - that wasn't 3 the question. Whether or not there's - - - in the record -- - some material that one could infer from that he was 4 5 aware that the construction was not limited to the interior 6 of the house? That's my point. 7 MR. ROTH: My understanding, from speaking with 8 him and having known him for over twenty years, he was not 9 aware that there was construction in the area where he 10 fell, and he was hurt. And again, there was nothing there 11 to warn him. It's - - - you would not expect this when you 12 go to somebody's house, that there's going to be this type 13 of a hole in the backyard. And there was no signs. 14 were no warnings. There's nothing there for him. This is 15 truly - - - you know, the hidden defect. 16 Again, I can't tell you what an honor this was. 17 Thank you for hearing me. 18 CHIEF JUDGE WILSON: Thank you, Counsel. 19 (Court is adjourned) 20 2.1 2.2 23 24



CERTIFICATION

I, Chrishanda Sassman-Reynolds, certify that the foregoing transcript of proceedings in the Court of Appeals of Matter of Compagnone v. DiNapoli, No. 106 was prepared using the required transcription equipment and is a true and accurate record of the proceedings.

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Date: November 24, 2024

