F363BROC UNITED STATES DISTRICT CO	
SOUTHERN DISTRICT OF NEW	
BROOKLYN CENTER FOR INDEPENDENCE OF THE DISAM et al.,	BLED,
Plaintiffs	s,
v.	11 CV 6690 (JM
DE BLASIO, et al.,	
Defendants	s.
	x New York, N.Y. March 6, 2015 10:00 a.m.
Before:	
HON	. JESSE M. FURMAN,
	District Judge
	APPEARANCES
SHEPPARD MULLIN RICHTER & Attorneys for PlaintBY: DANIEL BROWN	
NEW YORK CITY LAW DEPARTS OFFICE OF THE CORPORATION Attorneys for Defeno	N COUNSEL
BY: MARK G. TOEWS CAROLYN KRUK	

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THE DEPUTY CLERK: In the matter of Brooklyn Center for Independence of the Disabled v. de Blasio.

MR. BROWN: Daniel Brown, Sheppard Mullin, counsel for plaintiffs.

 $\ensuremath{\mathtt{MR}}.$ TOEWS: Mark Toews with the Law Department for the city.

 $\ensuremath{\mathsf{MS}}$. KRUK: Good morning. Carolyn Kruk for the Law Department for the city.

THE COURT: Good morning to both of you. I'm glad to see you made it back, Mr. Brown.

 $\,$ MR. BROWN: Thank you. Sorry to bother the Court with those letters. Apparently there was some kind of weather situation in New York yesterday.

THE COURT: It's been that kind of winter. If I could ask everybody to make sure you can speak into the microphone so we can hear you. As you well know, the acoustics in here are a bit challenging.

We were last here on February 13, when I had raised some concerns regarding the fairness, reasonableness, and adequacy of the settlement, specifically with respect to the highrise evacuation memorandum of understanding.

I did review your supplemental submissions filed on February 27, and I think that they satisfy or assuage my concerns. But in order to be sure, I just want to go through what I understand to be essentially my remedial options and SOUTHERN DISTRICT REPORTERS, P.C.

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authority in the event that various scenarios play out, and I just want to make sure everybody is on the same page.

To begin with, obviously the settlement creates a NYC/ADA Building Highrise Evacuation Task Force. As I understand it from the city's letter, the task force has already been meeting on a biweekly basis, which is good to hear, since it is in effect. And has developed "preliminary recommendations." So in that regard, I'm hopeful that all of these sort of worst-case scenarios won't actually play out, but nevertheless I think it is better to think them through at this stage.

Pursuant to the terms of the memorandum, the task force is required within a year to develop a set of recommendations to address the existing gaps in New York City's highrise building evacuation plans and protocols that the Court found in its opinion. And further, the city agrees to implement all such recommendations that are reasonable and achievable.

Needless to say, the memorandum of understanding includes other provisions, but I think what I just quoted is plainly the core of the agreement and the part that I was concerned with a couple of weeks ago.

So, as far as I see it, there are three potential scenarios that could develop. First, in theory, the task force could fail all together to make any recommendations. If that SOUTHERN DISTRICT REPORTERS, P.C.

were to happen, I think it is clear that upon a motion for contempt or enforcement, I could hold the city in contempt and levy fines or some other sanction, unless and until the task force developed recommendations.

Is everybody in agreement with that? Mr. Brown?

MR. BROWN: Yes, your Honor.

THE COURT: Mr. Toews?

MR. TOEWS: Yes, your Honor.

THE COURT: To be clear, I hope that none of this comes to pass. I just want to make sure we are all on the same page.

What is less clear to me is whether I would ultimately have authority to impose my own plan in the event that the task force, after being given an opportunity, whether under pain of contempt or otherwise, failed to produce its own recommendations. At the February 13 hearing, the city suggested that I would not have that authority, that my authority would be limited to ordering the task force to keep deliberating, and that was a source of some concern to me. But in the February 27 letter, it seemed to me that the city took a different position, namely conceding that "in the unlikely event that the task force fails to develop recommendations by the stated deadline, the Court retains broad authority to issue an injunction to remedy the violations identified in the Court's opinion." That is page two and cites Dean v. Coughlin,

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804 F.2d 207, 213 (2d. Cir. 1986). I would also cite EEOC v. Local 580 International Association of Bridge, Structural and Ornamental Ironworkers, Joint Apprentice-Journeyman Educational Fund, 925 F.2d 588, 593 (2d. Cir. 1991), where the Court of Appeals said "The court has inherent authority to enforce consent judgments, beyond the remedial 'contractual' terms agreed upon by the parties."

So, does everybody agree with that? Mr. Brown?

MR. BROWN: Yes, your Honor, we agree.

THE COURT: Mr. Toews?

MR. TOEWS: Yes, your Honor.

THE COURT: So that is to say that if it turns out that the task force doesn't develop recommendations, and it would be my full intention to give the task force an opportunity, whether under pain of contempt or not, to come up with its own recommendations. But if I ultimately determine that doing so is not effective or futile, everybody is in agreement that I would be authorized to and able to craft my own remedies without the need for a new lawsuit. Correct?

MR. BROWN: Yes, your Honor.

MR. TOEWS: Yes, your Honor.

THE COURT: The second scenario is the task force could develop recommendations, but the plaintiffs or myself, mea sponte, might believe that the recommendations do not "address the existing gaps in New York City's highrise building SOUTHERN DISTRICT REPORTERS, P.C.

evacuations plans that the Court found in its opinion." In that instance, I presume that I would have the authority to decide whether the recommendations do or do not address those gaps. If I found the recommendations to be inadequate, I could direct the task force to promulgate new recommendations that satisfied my concerns, and addressed the existing gaps that I found in the opinion. And if the task force failed to do that, I presume I would have the same options that I just discussed; that is, the same options as if no recommendations had been developed in the first place. Everybody agree with that?

MR. BROWN: Yes, your Honor.

MR. TOEWS: Yes, your Honor.

THE COURT: Finally, the task force could develop recommendations that addressed the deficiencies that were identified in my opinion, but the city could refuse to implement them. In that instance, I presume that I would have the authority to determine whether the recommendations were "reasonable and achievable." And if I found that they were, I could direct the city to put them in place under pain of contempt or otherwise. And if I found that they were not, presumably the city would not be required to implement them under the terms of the memorandum of understanding, even if that meant that existing gaps in the plans that I found in my opinion would go unaddressed.

Mr. Brown, do you agree with that?
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1 MR. BROWN: Yes, your Honor. 2 THE COURT: Mr. Toews? MR. TOEWS: Yes, your Honor. 3 4 THE COURT: Great. I think that does it for me. 5 Anyone have anything they want to say or raise with respect to 6 that issue? 7 MR. TOEWS: No, your Honor. 8 THE COURT: Anyone have anything else that they want 9 to say with respect to the settlement as a whole or the pending 10 motion? 11 MR. BROWN: I just want to thank the Court and its 12 staff and also the city for eventually working this out. was very a important case for our clients, and I'm very happy 13 14 to be here today for this resolution. THE COURT: Mr. Toews, Ms. Kruk? 15 16 MR. TOEWS: I have nothing else, your Honor. 17 THE COURT: All right. So having said all that, I am prepared to rule on the fairness, reasonableness, and adequacy 18 19 of the proposed settlement. I will assume general familiarity 20 with the facts and relevant procedural background, but I want 21 to reiterate at the outset one thing that I said in my November 2013 opinion: That preparing for and responding to 22 emergencies and natural disasters is one of a city's most 23 24 critical and difficult tasks, and it is even more challenging

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in New York City, which is not only the country's most

populated city, but also has the largest number of highrise buildings, and also when the people in need of aid have disabilities, as do the plaintiffs in this case. That is to say that the issues here are incredibly complicated, and as I think I made clear in my opinion, I think the city has gone to great lengths to do what it should do, even if I ultimately found that it fell short of what the law required in certain respects.

As everybody knows, this case was tried before me in March 2013. The trial involved hundreds of pages of pretrial submissions, the testimony of approximately 35 witnesses, and approximately 25,000 pages of trial exhibits.

After trial, the parties, and the United States Department of Justice as an interested party pursuant to Section 517 of Title 28 of the United States Code, filed hundreds of additional pages of briefing and proposed findings of fact and conclusions of law.

In November of that year, I issued my findings of fact and conclusions of law on the issue of liability, an opinion that totaled 119 pages and addressed each area in dispute in some detail. In brief, I found that although the city's emergency response and preparedness efforts were commendable and lawful in some respects, that they violated the law in others. Specifically, I found that the city had failed to adequately ensure that people with disabilities were able to SOUTHERN DISTRICT REPORTERS, P.C.

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evacuation before or during an emergency, provide accessible shelters, or inform people with disabilities of the availability and location of accessible emergency services. See Brooklyn Center for Independence of the Disabled v. Bloomberg, 980 F. Supp. 2d 588, 597,(S.D.N.Y. 2013).

With respect to the question of remedies, I expressed my view that, given the complexity and magnitude of the problems, that the task of fashioning a remedy was best left to those with the necessary expertise, if possible. See pages 659-60. Accordingly, I directed the parties to meet and confer in person and with representatives of the Department of Justice, if they elected to participate, about the most productive means of resolving the question of remedies through alternative dispute mechanisms. See the opinion at 660. At the same time, I made clear that I was prepared to impose the necessary remedies if the parties were unable able to reach agreement.

What followed was a nine-month negotiation process which included six mediation sessions before retired state Judge James McGuire. Due to the nature of the issues involved, the parties focused on one emergency planning area at a time, with each being the subject of vigorous debate. See paragraph 18 of Mr. Wolinsky's declaration. That the parties would reach a settlement agreement was at no point a foregone conclusion. Accordingly, they also conducted further discovery in SOUTHERN DISTRICT REPORTERS, P.C.

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anticipation of a trial on remedies, and in June 2014 I set a date for such a trial. See docket number 177.

On August 22, 2014, however, the parties informed me that they had reached a settlement, and I subsequently vacated the trial date. Docket numbers 187 and 191.

On September 30, 2014, the parties submitted their memoranda of understanding. Docket number 198. And due to the urgent nature of the issues raised, I granted immediate relief, subject to modification or rejection at the fairness hearing that we are continuing today. Docket number 199.

With that introduction, let me turn to the proposed settlement. Actually, before I do so, I have to address the issue of notice. Under Rule 23(e)(1) of the Federal Rules of Civil Procedure, before approving a proposed class action settlement, a court "must direct notice in a reasonable manner to all class members who would be bound by the proposal." I approved the parties' proposed notice to the class, previously certified pursuant to Rule 23(b)(2), in my October 15, 2014, order, which also required the parties to post or distribute the notice no later than October 27. That is docket number 203. The notice was posted publicly on the websites of BSID and CIDNY, and was timely distributed by five of the eight organizations named in my order. See paragraphs four and five of the supplemental plaintiffs' declaration, docket number 211. Admittedly, two organizations distributed the notice after the SOUTHERN DISTRICT REPORTERS, P.C.

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October 27 deadline, and one, which apparently does not have a 1 working web page and the majority of whose customers or clients 3 do not have Internet access, informed its clients through its 4 announcement board and word of mouth. See the Chuang 5 declaration at paragraphs five and seven through 11. At the 6 same time, however, the notice was distributed by the Coalition 7 of People of Disabilities of New York State, CPANYS or Luda's 8 List, which was not specifically named in my earlier order. 9 See paragraph 12. And regardless, even with the minor 10 deviations from my prior order, I find that the notice 11 requirements of both Rule 23 and due process were satisfied and 12 that the notice provided to the class was the best practicable 13 under the circumstances.

Turning to the fairness of the settlement itself, Rule 23(e) of the federal rules provides that "the claims of a certified class may be settled, voluntarily dismissed, or compromised only with the court's approval." Rule 23(e)(2) requires, as a precondition to approval that would bind class members, that the court find, after conducting a hearing, that the settlement is "fair, reasonable, and adequate." In conducting that review, I have a duty "to make a considered and detailed assessment of the reasonableness of proposed settlements." Weinberger v. Kendrick, 698 F.2d 61, 82 (2d. Cir. 1982). Generally, "the district court must consider many, factors including the complexity of the litigation, comparison SOUTHERN DISTRICT REPORTERS, P.C.

of the proposed settlement with the likely result of litigation, experience of class counsel, scope of discovery preceding settlement, and the ability of the defendant to satisfy a greater judgment. In re Drexel Burnham Lambert Group, 960 F.2d 285, 292 (2d. Cir. 1992). And that is citing Weinberger as well as the City of Detroit v. Grinnell, 495 F.2d 448, 463 (2d. Cir. 1974). The last of those factors, the so-called Grinnell factors, that is the ability of the defendant to satisfy a greater judgment, is not relevant where, as here, the case is about injunctive relief. See Blatch v. Hernandez. 2008 WL 4826178, at *5-6 (S.D.N.Y. November 3, 2008).

I will briefly address the other factors in order. The complexity, expense, and likely duration of the litigation weigh strongly in favor of approving the settlement. Plaintiffs in this case are seeking a dramatic reshaping of the city's emergency response plans and system. Although I already ruled in plaintiffs' favor on the issue of liability, a remedies trial in itself would have been complex and expensive. Indeed, as I noted, the liability phase of the trial lasted six days, and included the testimony of more than 35 witnesses and approximately 25,000 pages of trial exhibits. But for the fact that I required direct testimony by affidavit, the trial would have been considerably longer than six days.

The parties believe, and I have no reason to doubt, SOUTHERN DISTRICT REPORTERS, P.C.

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that a remedies trial would similarly involve hundreds of pages of testimony and briefing. And a trial would also result in a further material delay in providing relief to the class, which is obviously of concern given the critical nature of the relief sought.

The fact that we needed to delay the liability trial in this very case because of Hurricane Sandy makes it starkly clear that an emergency can occur at any time, and by the time a remedies trial would have been concluded, it might well have been too late for some members of the class to obtain appropriate relief and benefit from settlement.

Turning to the second factor, the parties have submitted to me the settlement which contains all of the terms of their agreement with the exception of attorneys' fees, which I will address shortly. And as discussed, it provides for comprehensible remedial plans in five areas. First, disability and access and functional needs coordinator/disability community panel; second, canvassing; third, transportation; fourth, sheltering; and fifth, highrise evacuation. As I think I have made clear, I do have some concerns about the highrise evacuation memorandum. But based on the understandings put on the record at the outset of today's hearing with respect to my authority to enforce the settlement in the event that the task force fails to produce any recommendations, produces recommendations that I ultimately find are not adequate, or the SOUTHERN DISTRICT REPORTERS, P.C.

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city refuses to implement the recommendations, I am prepared to approve it.

Put simply, given the complexity of the problem and the novelty of the task force's efforts, I am persuaded that there may well be no better options for plaintiffs at the present than the process-based agreement that the parties have reached. And that the plaintiffs would not necessarily have achieved a more concrete remedy after trial.

Accordingly, while I promise you that I will closely monitor the progress of the task force and the implementation of any recommendations, I do not think that the weaknesses of that portion of the settlement and my concerns about them call for the settlement's rejection. That is particularly true given that I must consider the fairness of the settlement as a whole, see, for example, McBean v. City of New York, 233 F.R.D. 377, 382 (S.D.N.Y. 2006); see also Ingles v. Toro, 483 F. Supp. 2d 203, 212, 215 (S.D.N.Y. 2006), which approved a settlement despite finding one aspect of it troubling. And Charron v. Pinnacle Group NY LLC, 874 F. Supp. 2d 174, 184-185 (S.D.N.Y. 2012), noting that, in the settlement context, "the perfect could easily become the enemy of the good which would not be in the best interests of the class." My concerns about the highrise evacuation memorandum notwithstanding, I am persuaded that the settlement as a whole does represent "the most detailed emergency plan existing in this country for SOUTHERN DISTRICT REPORTERS, P.C.

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disabilities." That is from Mr. Wolinsky's declaration at 1 paragraph 20, and provides almost complete, if not complete, 3 relief to the class. By the end of September 2017, for 4 example, the city will make at least 60 shelter facilities 5 throughout the five boroughs programmatically and physically 6 accessible. See the settlement Exhibit A at page two. 7 shelters, which will include all evacuation centers, that is, 8 the critical entry points into the shelter system that have 9 co-located shelters, will be able to shelter approximately 10 120,000 people with disabilities in the event of an emergency. 11 In addition, pursuant to the settlement, the city will create a 12 post-emergency canvassing plan to facilitate evacuation and 13 survey households to assess critical needs such as lack of food 14 and water, lack of electricity, need for medical care, and so 15 See Exhibit B at pages one to two. The city will also 16 hire a disability and access functional needs coordinator with 17 responsibility and authority to oversee revisions to the city's emergency plans and serve as the point of contact when there is 18 an emergency situation. See Exhibit F at one. 19 20

Those are just a few of the many concrete steps that the city has agreed to take and/or has already taken to dramatically remodel its emergency response system.

In all, and my reservations about the highrise evacuation memorandum notwithstanding, I agree with plaintiffs' counsel that the settlement is "nothing short of remarkable,"

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and that it will make New York City a safer place to live for people with disabilities and serve as a model for municipalities nationwide. That is pages one to two of the plaintiffs' motion for final approval. Docket number 209.

More to the point for present purposes, given the scope of the settlement agreement, it is unlikely that plaintiffs could have obtained a better or materially better outcome after trial.

The experience of counsel also weighs in favor of approval. The class is represented by disability rights advocates and Sheppard Mullin Richter & Hampton LLP. DRA has served as class counsel in more than 250 class actions, while Sheppard Mullin is experienced in complex litigation, including class actions and disability cases. See Mr. Wolinsky's declaration, paragraphs four and five and 13. Further, that experience showed throughout the litigation, which I have presided over since it was reassigned to me in April 2012. That is, I can say firsthand that plaintiffs' counsel has zealously and effectively litigated this case, including but not limited to doing a terrific job at trial. And by deferring any discussion for the issue of attorneys' fees until after my assessment of the settlement, counsel has mitigated if not eliminated a potential source of conflict between their own interests and the interests of the class.

Turning to the negotiations, the parties' extensive SOUTHERN DISTRICT REPORTERS, P.C.

and arm's length negotiations further weigh in favor of the settlement. The settlement comes on the heels, as I mentioned, of a vigorously contested trial on liability, and there is no reason to believe that the settlement discussions were any less heated. In fact, as I mentioned, over the time period of more than nine months, the parties participated in six mediation sessions with Judge McGuire, and met separately on their own both in person and by telephone. See paragraphs 15 and 17 of Mr. Wolinsky's declaration. Indeed, the issues were so contentious that I scheduled a remedies trial to begin in October of last year at plaintiffs' request. The parties had already begun preparing for that trial when they notified me that they had reached an agreement. See paragraph 19 of Mr. Wolinsky's declaration.

Next, given that I had already certified a class and held a trial on liability, the parties have obviously engaged in extensive discovery over the course of several years.

Namely, they have exchanged more than 30,000 pages of documents, most of which were admitted into evidence, and have taken over 40 depositions of fact and expert witnesses. See paragraph 15. Hurricane Sandy, it is sad to say, presented a real time test of many of the plaintiffs' claims, and allowed both sides to develop a rather detailed and significant record of how the city's plans functioned in a real-world emergency. The plaintiffs also had the benefit of my detailed findings of SOUTHERN DISTRICT REPORTERS, P.C.

fact and conclusions of law from the liability phase of the litigation. Plaintiffs were therefore more than able to make an informed decision.

Finally, despite the notice provided to the class and the reasonably significant publicity that this case has received, no class member or disability rights organization has objected to the settlement, and that speaks in favor of its reasonableness as well.

As I said in my November 2013 opinion, the city's planning and responses to emergencies have been remarkable in many, many ways, and in particular, I found the array and detail of its plans for almost every imaginable kind of emergency quite impressive. And I found even more impressive the valor and sacrifice of those who have come to the aid of New Yorkers in times of emergency, from first responders to the many volunteers who assist in such circumstances.

At the same time, I obviously did find that the plans fell short in critical ways in providing what the law requires. Namely, that the city's plans failed in certain ways to adequately accommodate the needs of people with disabilities. In my view, this landmark settlement does what is needed to address those deficiencies, and will help to make this great city even greater. For that, I commend all counsel as well as Judge McGuire for his able assistance in helping the parties to reach this point. I have little doubt that this settlement SOUTHERN DISTRICT REPORTERS, P.C.

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will serve as a model for municipalities nationwide, and, frankly, that all Americans, not just those with disabilities, will be the better for it.

Accordingly, and taking all of the relevant factors into account, I find that the settlement is fair, reasonable, and adequate, and it is therefore approved.

There is one final matter. Namely, attorneys' fees and costs. As I mentioned, the agreement does not address attorneys' fees. Three days before the February 13 hearing, I granted the parties' request to extend the deadline for them to reach an agreement on fees until April 28, 2015. That's docket number 216. Accordingly, by that date, plaintiffs must submit either an agreement for my approval or a motion seeking an award of attorneys' fees and costs supported by appropriate documentation. If there is such a motion, defendants' opposition shall be due by May 12, 2015, and plaintiffs' reply due by May 19, 2015.

I think that resolves what we needed to take care of today. I will, unless there is any objection to its language, I think I'll modify the proposed order that plaintiffs had submitted with their motion just to reflect that the settlement is approved in part for the reasons stated on the record as well as the reasons stated in the order.

Is that okay, Mr. Brown?

MR. BROWN: Yes.

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1	THE COURT: Mr. Toews?
2	MR. TOEWS: Yes.
3	THE COURT: Any other business, Mr. Brown?
4	MR. BROWN: No, thank you.
5	THE COURT: Mr. Toews?
6	MR. TOEWS: No. Thank you, your Honor.
7	THE COURT: In that case, I commend you all on
8	handling yourselves well throughout this case, and congratulate
9	you on your settlement. I wish you luck. I sincerely hope I
10	don't see you back in connection with any component of the
11	settlement. And we are adjourned. Thank you very much. Have
12	a good weekend.
13	MR. BROWN: Thank you.
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