Impasse Resolution Under the Taylor Law Second Edition

Philip L. Maier, Esq.
Edited by:
Michael Krauthamer, Esq.
Alyson Mathews, Esq.

PREFACE

This second edition of Impasse Resolution Under the Taylor Law provides both an overview and an in-depth discussion of the impasse resolution procedures under the Public Employees' Fair Employment Act, commonly known as the Taylor Law. It incorporates and reviews recent statutory developments such as the property tax cap and amendments to the Act's interest arbitration provisions, as well as recent decisions of interest. It will assist practitioners of all levels of experience by promoting a greater understanding of this important aspect of public sector labor relations. The detailed discussion of the Act's statutory framework and relevant case law provides a useful resource for those active in the field. It will also assist union officers, public employees, governmental officials and interested members of the public in gaining greater insight into this aspect of labor relations.

Philip L. Maier, Esq.

DETAILED TABLE OF CONTENTS

About the Authors	vii
Preface	ix
[1.0] I. Introduction 1	
[1.1] A. Public Employment Relations Board 3	
[1.2] B. Structure of the Act—Impasse Resolution	
Procedures 4	
[1.3] C. Local Options5	
[1.4] 1. Mini-PERBs 5	
[1.5] 2. The New York City Office of Collective	
Bargaining 6	
[1.6] D. Section 209-a(1)(e)—Triborough Amendment 7	
[1.7] E. The Duty to Bargain in Good Faith 7	
[1.8] 1. Authority of Negotiator 12	
[1.9] 2. Delay and Evasion 13	
[1.10] 3. Counterproposals 14	
[1.11] 4. Conditions to Bargaining 15	
[1.12] 5. Withdrawal of Agreement 15	
[1.13] F. Subjects of Bargaining16	
[1.14] 1. Mandatory/Nonmandatory/Prohibited 17	
[1.15] 2. Balancing Approach—Employer Versus	
Employee Interests 17	
[1.16] 3. Mandatory Subjects of Bargaining 19	
[1.17] 4. Nonmandatory Subjects of Bargaining 20	
[1.18] 5. Prohibited Subjects of Bargaining 21	
[1.19] 6. The Conversion Theory of Negotiability—	
Cohoes 22	
[1.20] G. Role of the Chief Executive Officer and the	
Legislative Body24	
[1.21] H. Ratification 30	
[1.22] II. Impasse Resolution Procedures Under the	
Taylor Law 30	
[1.23] A. Impasse	
[1.24] 1. Premature Impasse Declaration 34	
[1.25] 2. Introduction of New Subjects to Bargaining	
After Impasse 35	
[1.26] 3. Failure to Meet With Mediator 36	
[1.27] 4. The Mediation Process 37	
[1.28] a. Appointment of Mediator	
[1.29] b. Role of Mediator 38	
[1.30] B. Fact-Finding 41	
[1.31] 1. The Statutory Framework	

[1.32] 2. Nature of the Proceeding
[1.33] 3. Procedure
[1.34] 4. Scope of Fact-Finding
[1.35] a. Improper Practice Charges
[1.36] b. Declaratory Ruling Petitions 47
[1.37] 5. Objections to the Submission of Demands
to Fact-Finding 48
[1.38] a. Submission of Nonmandatory Subjects
of Bargaining to Fact-Finding 48
[1.39] b. Point of Insistence
[1.40] c. Submission of New Matters 52
[1.41] d. Matters Previously Agreed 53
[1.42] 6. The Fact-Finding Process 53
[1.43] 7. Post-Fact-Finding Issues
[1.44] C. Legislative Imposition 56
[1.45] 1. Nature of Proceeding 56
[1.46] 2. Legislative Imposition—During Life of
the CBA 57
[1.47] 3. Statutory Framework 58
[1.48] a. Section 209(3)(e) 59
[1.49] b. Waiver of Union Rights 66
[1.50] c. Duration of Legislative Imposition 68
[1.51] 4. Issues After Hearing and Legislative
Imposition69
[1.52] D. Interest Arbitration
[1.53] 1. Nature of the Proceeding 71
[1.54] 2. Constitutionality
[1.55] 3. Interest Arbitration—City of New York
Context 73
[1.56] 4. Voluntary and Compulsory Interest
Arbitration 75
[1.57] a. Voluntary Interest Arbitration 76
[1.58] b. Compulsory Interest Arbitration 77
[1.59] (1) Eligibility for Compulsory Interest
Arbitration77
[1.60] (2) Special Interest Arbitration
Provisions 80
[1.61] c. Metropolitan Transportation Authority
and Its Subsidiaries83
[1.62] 5. Rules—Contents of the Petition
[1.63] E. Processing the Petition
[1.64] F. Challenging the Submission of Demands
to the Panel
[1.65] 1. Objections to Arbitrability

ABOUT THE AUTHOR

PHILIP L. MAIER, ESQ.

Philip Maier has been the General Counsel and Director of the New York City Office of Collective Bargaining since October 2012. His responsibilities include supervising a staff of Trial Examiners, holding hearings, providing legal counsel to the Board, and supervising litigation involving the Office of Collective Bargaining. He was the Regional Director of the New York State Public Employment Relations Board's New York City office from 1993 until 2012, having joined the Board as an Administrative Law Judge in 1991. As an Administrative Law Judge, he presided over hundreds of cases alleging retaliatory discharges, refusals to bargain, and representation issues. He also served as a mediator pursuant to PERB's impasse resolution procedures, and mediated hundreds of collective bargaining disputes involving all aspects of public sector bargaining, including police, firefighter, and school district units. He graduated from Clark University and Vermont Law School, has written numerous articles on labor law issues, and is the author of The Taylor Law and the Duty of Fair Representation. He has also been an adjunct professor teaching Business Ethics and Business Law at New York University since 2003.

ABOUT THE EDITORS

MICHAEL KRAUTHAMER, ESQ.

Michael Krauthamer has worked primarily in the area of public sector labor relations since 1995, and is currently employed by the New York State United Teachers (NYSUT) as a Labor Relations Specialist. He represents both public and private sector unions in collective bargaining, grievance arbitration, disciplinary matters, civil service issues and matters before PERB and the NLRB. He was previously a partner in the Melville law firm Lamb & Barnosky where he represented municipalities including school districts, counties, towns and villages in all types of labor and employment matters. He has served as a labor arbitrator, mediator and hearing officer in the public and private sectors, counsel to the Suffolk County Public Employment Relations Board and a Labor Relations Specialist for the Civil Service Employees Association, and lectures extensively in the area of public sector employment law. He received his law degree, cum laude, from Suffolk University Law School in Boston, Massachusetts, and his undergraduate degree, cum laude, from the University of Massachusetts, Amherst.

ALYSON MATHEWS, ESQ.

Alyson Mathews is a partner at Lamb & Barnosky, LLP and practices education, labor and employment law. She has assisted municipalities with grievance arbitrations, improper practice charges before PERB, disciplinary charges, contract negotiations, fact finding, and compulsory and voluntary interest arbitration proceedings. She is an expert on the Affordable Care Act and has frequently lectured on the topic. She is actively involved in the New York State Bar Association and currently serves on the Executive Committee of the Labor and Employment Law Section as the Co-Chair of the Membership Committee and as a member of the Electronic Communications Committee. Ms. Mathews is also a member of the American Bar Association and the Suffolk County Bar Association. She received her law degree from Brooklyn Law School and her undergraduate degree, cum laude, from Boston College. While at Brooklyn Law School,

she was a member of the Moot Court Honor Society and the Journal of Law and Policy. She participated in the 2003 National First Amendment Moot Court Competition where she placed as a semifinalist. She also served as the coach of the 2004 First Amendment Moot Court team, Notes and Comments Editor for the Journal of Law and Policy, and editor of the Brooklyn Law School News.