

Case No. S247095

No Fee (Gov. Code § 6103)

IN THE SUPREME COURT OF THE STATE OF CALIFORNIA

ALAMEDA COUNTY DEPUTY SHERIFFS' ASSOCIATION, et al.,
Plaintiffs and Appellants,

v.

ALAMEDA COUNTY EMPLOYEES' RETIREMENT ASSN. AND BD. OF
THE ALAMEDA COUNTY EMPLOYEES' RETIREMENT ASSN., et al.,
Defendants and Respondents,

STATE OF CALIFORNIA
Intervenor,

CENTRAL CONTRA COSTA SANITARY DISTRICT, Jorge Navarrete Clerk
Real Party in Interest.

SUPREME COURT
FILED

MAY 28 2019

Deputy

AFTER A DECISION BY THE COURT OF APPEAL FIRST APPELLATE DISTRICT,
DIVISION FOUR, CASE NO. A141913, CONTRA COSTA COUNTY SUPERIOR CT.
CASE NO. MSN12-1870 (COORDINATED WITH ALAMEDA SUPERIOR CT. CASE
NO. RG12658890 AND MERCED SUPERIOR CT. CASE NO. CV003073)

**CENTRAL CONTRA COSTA SANITARY DISTRICT'S
SUPPLEMENTAL BRIEF (CRC RULE 8.520, SUBD. 9(D).)**

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**CENTRAL CONTRA COSTA SANITARY DISTRICT'S
SUPPLEMENTAL BRIEF (CRC RULE 8.520,
SUBD. 9(D).)**

I. INTRODUCTION

The Central Contra Costa Sanitary District (“Sanitary District”) submits this brief under California Rule of Court rule 8.520, subdivision (d). The Sanitary District is an employer participant in the Contra Costa County Employees’ Retirement System (CCCERA), and a Petitioner and Respondent in this case.

On March 4, 2019, this Court issued its decision in *Cal Fire Local 2881 v. California Public Employees’ Retirement System* (2019) 6 Cal.5th 965 (“*Cal Fire*”). This decision is new authority that was not available at the time the Sanitary District filed its Reply Brief On The Merits, or filed its Answer to Amicus Curiae Briefs.

The Court’s decision in *Cal Fire* buttresses the arguments made by the Sanitary District in the instant case that Gov. Code section 31461(b), which eliminated various forms of pension “spiking,” did not violate employees’ vested rights.

In *Cal Fire*, this Court held that its decisions recognized “two exceptions to the general rule permitting legislative modification of statutory terms and conditions of public employment.” (6 Cal.5th at 978-979.)

The first exception, based on this Court’s decision in *Retired Employees of Orange County v. County of Orange* (2011) 52 Cal.4th 1171, is “when the statute or ordinance establishing the benefit and the circumstances of its enactment clearly evince a legislative intent to create contractual rights.” (*Cal Fire* at 979.)

The second exception exists when a pension benefit is a form of “deferred compensation” because “the benefits constitute a portion of the compensation awarded by the government to its employees, paid not at the time the services are performed but at a later time.” (*Cal Fire* at 985.)

Neither of these exceptions applies to create vested contractual to inclusion of the pay items at issue here in “compensation earnable.” The legislature never “clearly” evinced an intent to create contractual rights to inclusion of these pay items nor do they constitute “deferred compensation.” Accordingly, application of the *Cal Fire* decision to this case results in a rejection of Plaintiffs’ contention that the state violated vested rights in enacting Government Code section 31461(b).

II. ARGUMENT

This case involves AB 197, enacted in 2012 as part of the Public Employees’ Pension Reform Act of 2013 (“PEPRA”). AB 197 amended the general definition of “compensation earnable” in Government Code section 31461(a) by adding subdivision 31461(b). Before the enactment of subdivision (b) the three retirement boards involved in this case had included, under various formulations, the following types of compensation, or pay items, as part of “compensation earnable”: Vacation Cash-outs, Terminal Pay, and On Call Pay. Under subdivision (b), the state legislature added provisions that prohibited the “spiking” of pensions with this type of compensation and also prohibited payments made to “enhance” a pension. The legislature made this change prospective only, affecting only those who retired after the amendment took effect on January 1, 2013.¹ Plaintiffs claim that subdivision (b) violates their vested pension rights.

¹ The trial court stayed Government Code section 31461(b) while it was litigated in that court. Subsequently, on May 12, 2014, the trial court upheld most of the measure but delayed the lifting of the stay until July 12, 2014, which became the actual effective date for the measure. The Court of Appeal

Cal Fire settles numerous legal issues argued in this case, confirming that employees never had a vested right to inclusion of the pay items at issue in “compensation earnable.”

A. The Definition Of “Compensation Earnable” Never Clearly Included The Pay Items At Issue Here, And Thus The Legislature Had The Authority, In Government Code Section 31461(b), To Clarify That Definition.

Cal Fire confirms that, in determining whether a vested right exists to the inclusion of the pay items at issue here in “compensation earnable,” the Court must apply the “clear” and “unmistakeable” standard articulated in *Retired Employees*. (See Sanitary District 5/4/18 Opening Br. at 28-29, 8/22/18 Reply Br. at 10-13, arguing that *Retired Employees* standard applies in this case.) Here, Plaintiffs argued that this standard only applies in the case of “implied” benefits, such as the right to health benefits at issue in *Retired Employees*, and does not apply in the case of statutorily-created pension-related benefits. In *Cal Fire*, this Court rejected similar arguments and confirmed that the *Retired Employees* standard applies to all claims for vested rights. As stated above, the Court “conclude[d] generally” that legislation creates “contractual rights” when “statutory language or circumstances accompanying its passage ‘clearly’” demonstrate “a legislative intent to create private rights of a contractual nature enforceable against [the governmental body]” (*Cal Fire* at 980, quoting *Retired Employees* at 1187.)

Cal Fire also confirms that the retirement board policies at issue here do not create vested rights. Under *Cal Fire*, even statutes that announce a policy rather than create a contract, “are inherently subject to revision and repeal.” (*Cal. Fire* at 982, quoting *Retired Employees* at 1185.) Here, the statutory definition of “compensation earnable,” which was very general

refused to continue the stay.

until the enactment of subdivision (b), never specifically included the benefits at issue here: Vacation Cash-outs, Terminal Pay, On-call Pay, or pension “enhancements.”² Rather, it was retirement board policies that included these items as part of “compensation earnable.” But retirement boards, through the enactment of policies, do not have the authority to create vested rights. (Sanitary District Opening Br. at 29-30; Reply at 26-29, citing among other cases *City of San Diego v. San Diego City Employees’ Retirement System* (2010) 186 Cal.App.4th 69, 80 [“It is not within [a retirement board’s] authority to expand pension benefits beyond those afforded by the authorizing legislation.”].) *Cal Fire* ends any argument by Plaintiffs that the retirement board policies created vested rights.

Finally, *Cal Fire* confirms that the state legislature’s enactment of a general definition of “compensation earnable” in Government Code section 31461 cannot be read to create vested rights in the specific pay items at issue here, again Vacation Cash-outs, Terminal Pay, On-call Pay, and pension “enhancements.” Here, as in *Cal Fire*, “plaintiffs’ interpretation

² In enacting Government Code section 31641(a), the legislature retained the original definition of “compensation earnable” from Government Code 31461 which was:

[T]he average compensation as determined by the board, for the period under consideration upon the basis of the average number of days ordinarily worked by persons in the same grade or class of positions during the period, and at the same rate of pay. The computation for any absence shall be based on the compensation of the position held by the member at the beginning of the absence. Compensation, as defined in section 31460, that has been deferred shall be deemed “compensation earnable” when earned, rather than when paid.

does not ‘clearly evince a legislative intent to create private rights of a contractual nature,’ which is required before such rights will be found.” (*Cal Fire* at 982.) (See Sanitary District Opening Br. at 32-44, Reply Br. at 10-13.) Moreover, even if Plaintiffs had a plausible argument that these items were includable in “compensation earnable” (which they do not), the statute does not contain a legislative promise that precludes clarification of the definition to prevent the spiking abuses that had arisen over time. (Sanitary District Opening Br. at 30-31.) As the Court explained in *Cal Fire*: “To convert ‘this straightforward reading of this statutory phrase [into a] promise by the legislature *not to modify or eliminate* the option to purchase service credit’ would fly in the face of ‘the legal presumption *against* the creation of a vested contractual right.” (*Id.* at 983, quotations omitted.) The same is true here.

The above arguments dispose of this case because the definition of “compensation earnable” never clearly included the pay items at issue here, and thus the legislature had the authority, in Government Code section 31461(b), to clarify that definition. This Court need go no further. But, the pay items at issue here also do not fall within the other exception identified by this Court, for “deferred compensation.”

B. The Pay Items At Issue Here Are Not Deferred Compensation Because They Are Not Pension Rights Earned Incrementally Over An Employee’s Career.

As explained by this Court, “Pension benefits, the classic example of deferred compensation, flow directly from a public employee’s service, and their magnitude is roughly proportional to the time of that service. Just as each month of public service earns an employee a month’s cash compensation, it also earns him or her a slightly greater benefit upon retirement.” (*Cal. Fire* at 986.) In contrast, the pay items at issue are not

only absent from the pension statutes, they are not earned incrementally by employees over a lifetime of public service.

Rather, these pay items reflect the compensation offered by the employer at a particular point in time and are subject to change. As stated in *Cal Fire*, it is “well settled that public employees have no vested right to any particular measure of compensation or benefits.” (*Cal Fire* at 977.) For example, some employers may offer Vacation Cash-outs, Terminal Pay or On call Pay, as part of employee compensation, others may not. Moreover, employees’ access to these pay items may change over time based on Memoranda of Understanding (MOU’s) and other compensation schedules and agreements. (*Cal Fire* at 978, quoting *Vallejo Police Officers Ass’n v. City of Vallejo* (2017) 15 Cal.App.5th 601 [“Like other contracts, MOU’s ordinarily cover distinct periods of time, and the obligations associated with them ordinarily terminate with the agreement.”].) Finally, some employees may save up or otherwise accrue limited amounts of vacation pay, sick pay or other types of pay, which they cash out upon retirement, and others may not. (See *Cal Fire* at 986-987 [purchase of ALS credit was “at the option of each individual employee”].) Accordingly, the pay items at issue here are not earned, month by month, over the years, as “deferred compensation,” to be paid after retirement, but reflect only compensation offered by the employer at one point in time.

Moreover, under *Cal Fire*, it is irrelevant that the retirement boards included the pay items here as part of “compensation earnable,” a “pension” statute, or that inclusion of these pay items affected the size of an employee’s pension benefit. In *Cal Fire*, this Court rejected arguments that the opportunity to purchase ARS credit was protected “by the contract clause because it was a ‘pension right,’” or “constituted a vested right because, if an employee exercised that opportunity, ‘it increased the pension benefit.’” (*Cal. Fire* at 990.) Rather, this Court stated: “We have

never held, however, that a particular term or condition of public employment is constitutionally protected solely because it affects in some manner the amount of a pensioner's benefit." (*Cal Fire* at 990.)

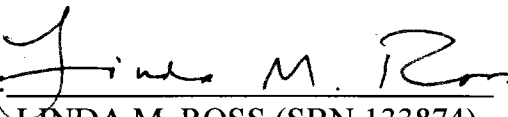
III. CONCLUSION

These points are dispositive of Plaintiffs' claims that the legislature violated their vested rights. The definition of "compensation earnable" in Government Code 31461 never included a "clear" and "unequivocal" statement that included the benefits at issue here. Nor can it be read to preclude the legislature from clarifying its application, as the legislature did in enacting Government Code 31461(b). The pay items at issue here are not "deferred compensation" earned incrementally month by month over an employee's entire years of service. The fact that "compensation earnable" is part of the pension statutes, or its interpretation may lead to greater benefits, is irrelevant here.

Respectfully submitted,

Dated: May 28, 2019

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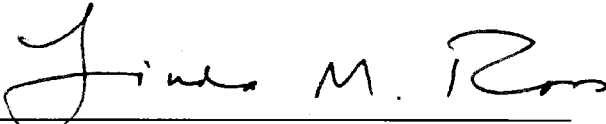
CERTIFICATION OF WORD COUNT
(California Rules of Court, Rule 8.204(c)(1))

The foregoing brief contains 1887 words (including footnotes, but excluding the table of contents, table of authorities, certificate of service, and this certificate of word count), as counted by the Microsoft Word processing program used to generate the brief.

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Lower Court Case No.: MSN12-1870

I am not a party to the within action, am over 18 years of age. My business address is 350 Sansome Street, Suite 300, San Francisco, California 94104.

On May 28, 2019, I served the following document(s):

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SUPPLEMENTAL BRIEF (CRC RULE 8.520, SUBD. 9(D).)**

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