OFFICIAL TRANSCRIPT RY PROCEEDINGS BEFORE SUF LE COURT, U.S. ASHINGTON, D.C. 20543

THE SUPREME COURT OF THE UNITED STATES



DKT/CASE NO. 84-9 TITLE MASSACHUSETTS MUTUAL LIFE INSURANCE COMPANY, ET AL., Petitioners v. DORIS RUSSELL PLACE Washington, D. C. DATE January 16, 1985 PAGES 1 - 47



(202) 628-9300 20 F STREET, N.W.

IN THE SUPREME COURT OF THE UNITED STATES 1 2 - - - x MASSACHUSETTS MUTUAL LIFE 3 : 4 INSURANCE COMPANY, ET AL., . 5 Petitioners : 6 : No. 84-9 V . 7 DORIS RUSSELL : 8 - x 9 Washington, D.C. 10 Wednesday, January 16, 1985 11 The above-entitled matter came on for oral 12 argument before the Supreme Court of the United States at 12:56 p.m. 13 APPEARANCES: 14 JOHN E. NOLAN, JR., ESQ., Washington, D.C.; 15 on behalf of Petitioners. 16 17 BRAD N. BAKER, ESQ., Hermosa Beach, California; on behalf of Respondent. 18 19 20 21 22 23 24 25 1 ALDERSON REPORTING COMPANY, INC. 20 F ST., N.W., WASHINGTON, D.C. 20001 (202) 628-9300

| 1 | <u>C_O_N_T_E_N_T_S</u> | |
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| 3 | JOHN E. NOLAN, JR., ESQ., | 3 |
| 4 | on behalf of Petitioners | |
| 5 | BRAD N. BAKER, ESQ., | 18 |
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| 8 | on behalf of Petitioners - rebuttal | |
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| 1 | <u>PROCEEDINGS</u> |
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| 2 | CHIEF JUSTICE BURGER: We will hear arguments |
| 3 | next in Massachusettse Mutual Life v. Russell. |
| 4 | Mr. Nolan, you may proceed whenever you are |
| 5 | ready. |
| 6 | ORAL ARGUMENT OF JOHN E. NOLAN, JR., ESQ., |
| 7 | ON BEHALF OF PETITIONERS |
| 8 | MR. NOLAN: Mr. Chief Justice, and may it |
| 9 | please the Court: |
| 10 | This case arises under an important federal |
| 11 | statute, ERISA, and it is safe to say that if the |
| 12 | statute was working the way Congress intended that it |
| 13 | should, the case would not be here today at all. |
| 14 | The Respondent Russell received all of the |
| 15 | benefits to which he was entitled under the plan, under |
| 16 | the statute, all of the benefits that she had claimed in |
| 17 | March of 1980, just short of five years ago. Shortly |
| 18 | after that, this suit was filed. It was filed in state |
| 19 | court. It was removed to the Federal District Court in |
| 20 | California where the Court granted summary judgment for |
| 21 | Petitioners, ruling that punitive damages and |
| 22 | extracontractual compensatory damages in this case |
| 23 | including damages for pain and suffering and emotional |
| 24 | distress, were not available under ERISA. |
| 25 | The Ninth Circuit reversed, holding that they |
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were, and this Court granted certiorari.

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First, with regard to punitive damages, that issue is squarely presented by this case, whether or not they are available under ERISA. We contend that they are not, essentially for two reasons, that that is not what Congress said, and guite plainly, after review of the legislative history, that is not what Congress intended, and secondly, that if punitive damages were available, they would interfere with the proper functioning of the employee benefit system in the federal courts.

ERISA is a long, complex, comprehensive statute, but the provisions directly involved in this case are only two, and they are relatively simple. Section 502 provides that a civil action is available to the Secretary of Labor and to participants, beneficiaries and fiduciaries for relief under Section 409. Section 409, which deals with fiduciary breach, provides that fiduciaries who breach their duty will be personally liable to the plan to make good the losses that their breach occasioned or to restore to the plan --

QUESTION: Are you suggestion, Mr. Nolan, that under 409 the duties imposed run only for the plan, not for beneficiaries?

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MR. NOLAN: I am suggesting that, yes, Justice Brennan. Section 409 deals with fiduciary responsibility, and it talks about personal liability of fiduciaries, but it is our position that recovery under 409 is limited to the plan as distinguished from the individuals.

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QUESTION: Now, it talks about duties imposed upon fiduciaries by this subchapter. What are they?

MR. NOLAN: Some of them are defined explicitly, Justice Brennan, and others are to be inferred from the law of trusts to which Congress committed the entire statute of ERISA for its administration.

409, in addition to requiring that fiduciaries make good to the plan any loss occasioned by the breach, it requires that fiduciaries restore to the plan any gains that they have made from the use of plan assets.

QUESTION: Well, didn't trust law generally provide for recognizing that a beneficiary should be made whole?

You just suggested, I think, that Congress delegated to the law of trusts much of what ERISA was intended to accomplish.

> MR. NOLAN: That's correct, Your Honor. QUESTION: The beneficiaries under the old law

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were always entitled to be made whole.

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MR. NOLAN: Well, I think in the context of ERISA, Justice Brennan, to be made whole means to get the benefits to which they are entitled under the statute.

QUESTION: And that's all.

MR. NOLAN: And that's all. And that --

QUESTION: And anything else has to be for the benefit of the plan only.

MR. NOLAN: Well, under Section 409, it is our position that it does, Your Honor. There are a lot of provisions in ERISA. As you know, it is a very long statute, and the liabilities that it establishes run in many different ways. But 409 in our view is properly read to be a safeguard for the plan, the plan assets, and that, as a matter of fact, is what the four types of plaintiffs that are authorized to bring actions under 409.

19 QUESTION: Well, and I can't -- there's 20 nothing else in ERISA you suggest that could be read as 21 providing for something more to beneficiaries than what 22 the plan provides for them in the way of benefits?

MR. NOLAN: I believe that's correct, Your Honor, but the provision of ERISA that provides for individual rights for participants and beneficiaries is

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in 502, specifically 502(a)(1)(B), and that section which provides that participants and beneficiaries have the right to enforce their benefits under the plan, to determine what they are, to clarify their rights under the plan, has its comparable provision referring to equitable remedies in Section 502(a)(3).

And when you look at that, we would suggest that you would view that as part of the overall comprehensive statutory scheme where individual rights are provided for there in 502.

QUESTION: But only to the extend of the benefits that the plan provides.

MR. NOLAN: But only to the extent of the benefits of the plan.

QUESTION: And there is no remedy for beneficiaries, for something more anywhere else?

MR. NOLAN: Other than the equitable remedies provided there, I think that's right. I think your question, Mr. Justice Erennan, really goes to the heart of this case, and that is what Congress was trying to do when it enacted ERISA. It is our position that Congress was enacting a benefits statute, that it was seeking to put on the books a statute which would provide for certain minimum standards, procedures and rules directed to getting pension and welfare benefits to the people

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who were entitled to them, that as distinguished from any number of other things, including the issues involved in this case.

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It preempted state law. It was not seeking to duplicate it or to match it. It was not providing a state --

QUESTION: Well, where state law previously may have provided beneficiaries with a remedy for more than just the benefits under the plan, was that too preempted?

MR. NOLAN: To the extent that it was a state 11 law which related to an employee benefit plan, yes, it 12 was preempted. Now, I know that this Court recognizes 13 14 that this was not a one-way street, that the benefits that participants and beneficiaries receive under FRISA 15 are very, very significant. They involve the vesting 16 and the funding and the access to the courts and all of 17 the other provisions, review of the detailed civil and 18 criminal sanctions that are provided, but they 19 20 necessarily also involve some tradeoffs, and in our 21 view, a part of those tradeoffs are the state tort 22 remedies, of which this is a classic example.

With regard to --

QUESTION: Mr. Nolan, if the plaintiff below hass been someone suing on behalf of the plan, would

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1 compensatory damages be available under 409? MR. NOLAN: I believe they would not, Justice 2 3 O'Connor. 4 QUESTION: Well, certainly the language speaking of other equitable or remedial relief as the 5 6 Court may deem appropriate as applied to a suit by the 7 plan might result in a difference, might it not? MR. NOLAN: I think that it probably would, 8 Justice O'Connor. To the extent that it does under 9 10 Title VII, for example, where in actions like that the 11 party has a right to reinstatement with or without back 12 pay and such other equitable remedies as the Court might provide, and I think that the reason that damages, 13 14 whether they are punitive damages or in this case

15 compensatory damages for emotional distress, are at war 16 with this is that they involve a damages or legal 17 concept outside of the equitable remedies provision of 18 the statute.

Now, to the extent that your question goes to having the fund or the plan retain any losses that were occasioned by the breach, I think that that is very specifically provided by the first two clauses of Section 409, and that is the make whole concept specifically, expressly.

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QUESTION: Or there might be consequential

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1 damages beyond mere reimbursement of the amounts due. 2 MR. NOLAN: Damages, if there were damages to 3 the plan, I think that that might be available under the 4 equitable part of the section. 5 QUESTION: Why would it be available under the 6 equitable part of the section, Mr. Nolan? I thought 7 that common law courts gave damages, chancellors gave equitable rulings. 8 9 MR. NOLAN: That's generally true, that's 10 generally true, Justice --QUESTION: Well, then, my question remains why 11 12 would damages be available under a section providing for equitable relief? 13 14 MR. NOLAN: Well, I think in part this is terminology, but to the extent that it involves the 15 restoration of the plan, it would be involved, in our 16 17 view, under Section 409, and the courts in dealing with Section 409 have used, as this Court undoubtedly 18 recognizes --19 20 QUESTION: Sure. MR. NOLAN: -- a wide variety of equitable 21 22 remedies to do justice. QUESTION: But is damages one of the wide 23 24 variety of equitable remedies that they have used? MR. NOLAN: It is usually not. Oh, it is 25 10 ALDERSON REPORTING COMPANY, INC.

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always not in the context of 409, and it is usually not in equity generally.

OUESTION: And it could be other remedial relief, in any event.

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MR. NOLAN: I believe that the key language, 5 6 Justice O'Connor, is such other equitable or remedial 7 relief, which ties that clause very specifically to the 8 two preceding clauses. I don't think it can be read the 9 way Respondent reads it here by skipping from the 10 authorization at the top of Section 409 right down into that language and reading it as if it read equitable relief or remedial relief. It is really tied together. 12

QUESTION: Well, isn't the law of trusts historically a creature of equity?

MR. NOLAN: The law of trusts is very definitely a creature of equity, Justice White.

QUESTION: And suits against trustees raise equitable questions.

MR. NOLAN: That's correct.

20 I guess the most significant point about punitive damages is that they are not mentioned 21 22 anywhere, not just in 409, but not mentioned anywhere in ERISA. They are not mentioned anywhere in the very 23 24 extensive legislative history of ERISA.

QUESTION: Well, at the same time, Mr. Nolan,

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is there mention in the discussions in the legislative 1 2 history of preemption of state remedies, that Congress 3 intended to preempt any that gave more than just --4 beneficiaries more than just the benefits of the plan? 5 MR. NOLAN: There is no --6 QUESTION: Did Congress say that explicitly? MR. NOLAN: There is nothing that I know of in 7 the legislative history, Your Honor, that would suggest 8 that Congress intended to give the beneficiaries 9 10 anything more than their benefits under the plan. I think that the key --11 QUESTION: No, what -- no, my question was 12 whether in saying this Congress also said, and to the 13 extent beneficiaries had any right to anything else 14 under state law no longer, get only what ERISA 15 provides. 16 17 MR. NOLAN: That is correct. That --QUESTION: Did Congress say that expressly? 18 MR. NOLAN: Congress said it in the statute in 19 the preemption part of ERISA, that any law relating to 20 employee benefit plans would be preempted, and that, of 21 course, differentiates ERISA from a number of other 22 federal statutes which intend expressly to leave state 23 law standing. 24 25 MR. NOLAN: Well, I am still wondering, was 12 ALDERSON REPORTING COMPANY, INC.

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there anything said in the legislative history indicating that the Congress addressed itself specifically to the rights of beneficiaries under ordinary trust law in the states?

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MR. NOLAN: No, Justice Brennan, there was not. There was much in the legislative history on the point that we have been discussing just the last couple of minutes. There is much in the legislative history to suggest over and over and over again that the rights established in Section 409 are the rights of the plan, not the rights of individual beneficiaries.

12 Punitive damages, as I was saying, are nowhere mentioned in the statute, and that we find particularly 13 significant because it is plain that when Congress wants 14 to provide for punitive damages, they know exactly how 15 to do it. In the last fifty years since enactment of 16 17 the Securities and Exchange Act in 1934, and running through TEFRA in 1982, they have done that in fourteen 18 different statutes. Three of those statutes were 19 20 enacted in 1974, the same year that ERISA was enacted. And that I think, as this Court has recognized on other 21 22 occasions, is very strong evidence that they didn't intend to include punitive damages and then 23 absentmindedly overlook them. 24

QUESTION: Were there any states that allowed

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a beneficiary to recover punitive damages before ERISA 1 2 was enacted? 3 MR. NOLAN: Punitive damages as we know, 4 Justice Brennan, are found in many states, not all, but 5 many, and of course, there was a variety of state 6 pension and welfare laws, and there were actions under 7 those laws, and there were a variety of results. That in part was what Congress was driving at, again, to 8 9 refer to the legislative history in seeking --10 OUESTION: And the variety of results in some 11 instances --12 MR. NOLAN: The variety of results, exactly. QUESTION: -- included punitive damages. 13 MR. NOLAN: Including punitive damages in 14 amounts that were arbitrary, inconsistent, unreliable, 15 and including as Congress said a uniform source of law 16 17 for evaluating fiduciary conduct which they sought to establish in ERISA which that kind of system would not 18 provile for. 19 I think that --20 QUESTION: Well, are you saying that it was a 21 22 regular feature of trust law in one or more states or a lot of states that would award punitive damages in 23 24 connection with suits against trustees who have stolen from the fund or who engaged in some kind of conduct? 25 14

Can you --

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MR. NOLAN: No.

3 QUESTION: As well as just surcharging them, 4 would they award punitive damages as part of trust law? 5 MR. NOLAN: No, I don't think that it was ever any more than a rare and occasional anomaly of trust 6 law. I was referring to different kinds of actions 7 under state law for wrongful termination, cases like 8 9 this under state law, not employee benefits cases on 10 trustees. 11 QUESTION: So you would say even if there was 12 no preemption, there is no basis for awarding punitive damages against a trustee. 13 MR. NOLAN: There are cases like that, Justice 14 White, but -- and we have reviewed that fairly 15 carefully, but they are rare --16 17 QUESTION: All right. MR. NOLAN: And they are anomalous, and 18 actions by a beneficiary against a trustee are 19 20 ill-favored and rarely --QUESTION: But you can't say that in this case 21 22 because California law provides such a remedy. MR. NOLAN: That is correct. 23 QUESTION: Yes. 24 QUESTION: The Ninth Circuit held there was 25 15

preemption here, didn't it? 1 2 MR. NOLAN: The Ninth Circuit held there was 3 preemption, yes, Justice Rehnquist. 4 OUESTION: And I don't believe the Respondent 5 have cross-petitioned or assigned anything in their brief that would challenge that holding. 6 MR. NOLAN: I think there is quite clearly 7 preemption in this case. This case deals --8 QUESTION: Well, does your opponent question 9 10 that, do you know? 11 MR. NOLAN: I don't believe that our opponent 12 does. I would like to return again to the 13 14 comprehensive legislative scheme that is ERISA, because I think that that is perhaps the most persuasive single 15 reason for this Court holding that punitive damages are 16 not available here. As this Court said in the Northwest 17 18 Air Lines case, where a statute is comprehensive -- and 19 ERISA is among the most comprehensive statutes -- and 20 where it provides for private remedies in some situations, and federal government remedies in other 21 situations, that is very strong evidence that it didn't 22 intend that additional remedies should be grafted on to 23 a statute like that. 24 The review of ERISA is convincing indeed. Its 25 16

civil and criminal penalties and sanctions providing for 1 2 imprisonment, fines in various amounts for various kinds 3 of conduct, one would have to conclude that Congress 4 reviewed the subject that they had under consideration 5 exhaustively and in great detail, and unlike some other 6 statutes which do involve filling in the details by 7 courts, this is not that case. This is a very specific, very comprehensive act directed to providing minimum 8 standards for pensioners and benefits for those entitled 9 10 to them on a nationwide basis, and the emphasis is on 11 the delivery of those benefits rather than on state tort 12 claims which may be associated with the subject matter of earlier cases or like this case. 13

14 We contend also that punitive damages, if they were available, would have an adverse impact on the 15 functioning of the employee benefit system and in fact, 16 17 the federal courts. The Congress very carefully provided in the statute and by regulation promulgated by 18 the Secretary of Labor for an appeals process in the 19 20 event that a claim is denied, and that that appeals process would effectively be scrapped if the right to 21 22 damages were available to those who were applying for them. Who will go through the appeals process if he had 23 a right to damages for emotional distress, pain and 24 suffering, and particularly if he had a right to 25

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| 1 | punitive damages on the outside? |
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| 2 | This case is probably as good an example of |
| 3 | that as any. |
| 4 | We have talked about the remedial aspect of |
| 5 | the statute and how that works with the individual |
| 6 | rights provided under Section 502 and the plan rights |
| 7 | provided in Section 409. I would be glad to respond to |
| 8 | any questions that any Justice might have, or to reserve |
| 9 | the remainder of my times for rebuttal. |
| 10 | CHIEF JUSTICE BURGER: Very well, Mr. Nolan. |
| 11 | I think not at this time. |
| 12 | MR. NOLAN: Thank you. |
| 13 | CHIEF JUSTICE BURGER: Mr. Baker? |
| 14 | ORAL ARGUMENT OF BRAD N. BAKER, ESQ., |
| 15 | ON BEHALF OF RESPONDENT |
| 16 | MR. BAKER: Thank you, Mr. Chief Justice, and |
| 17 | may it please the Court: |
| 18 | ERISA was enacted to protect participants from |
| 19 | actions of the small percentage of fiduciaries who were |
| 20 | not acting in good faith and were not providing the |
| 21 | benefits that participants were rightfully entitled to. |
| 22 | Respondent at this time does not request the |
| 23 | Court to imply remedies into ERISA but to interpret the |
| 24 | language that is in ERISA right now in light of looking |
| 25 | at the legislative history, the legislative language. |
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It is the traditional role of this Court to analyze the statute, and that's what I wish to do for you at this particular point.

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In the purpose of ERISA, it indicates that 5 ERISA was created to protect participants and to provide appropriate remedies, sanctions and ready access to the federal court. The legislative history of both the House and the Senate is unambiguous and guite clear, and it states that the enforcement provisions were created and specifically designed to provide broad remedies for participants to redress or prevent violations of the act. It then goes on and says it is the Committee's intent to provide the full rnage of legal and equitable remedies, and in both -- available both in state and federal courts.

Now, at the time that this specific 16 17 legislative intent created a full range of legal and equitable remedies for participants, it was guite clear 18 19 that compensatory and punitive damages were part of the 20 full range of legal remedies available to participants.

The Section 502 -- excuse me -- (a)(2) 21 language which refers over to Section 409 allows 22 participants equitable or remedial relief as the Court 23 deems appropriate, and this is for breaches of fiduciary 24 duty. Traditionally, breaches of fiduciary duty are a 25

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tort. It is not founded in trust law, but a breach of fiduciary duty is a tort.

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If you look at the ERISA the way it is set up, Section 502 provides for remedies against the plan. Section 409 sets forth the tort remedies against the fiduciary.

7 The preemption which totally occupied the 8 field and removed many tort remedies, intentional torts 9 as well as breach of fiduciary duty torts, completely 10 wiped the slate clean. It would be anomalous at this 11 particular point to so narrowly construe Section 409 as 12 to not provide the teeth in ERISA necessary to fill that 13 void, that preemption.

QUESTION: Then you do agree that all state law was preempted by ERISA.

MR. BAKER: Every court including yourself in
Shaw v. Delta Air Lines, seems to be taking that
position. Our position in the Ninth Circuit was certain
torts should not be preempted. However --

20 QUESTION: Have there been many states that 21 allowed punitive damages in suits by beneficiaries 22 against fiduciaries?

MR. BAKER: In the restatement of torts, a
breach of fiduciary duty is a tort, and it cites many
cases from differing jurisdictions in California all the

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way, and since 1908 they have allowed --1 QUESTION: Punitive damages? 2 MR. BAKER: -- punitive damages, compensatory 3 damages, the full rnage of whatever you can get under a 4 tort against the fiduciary. 5 QUESTION: Well, a fiduciary who faces the 6 7 possibility of punitive damages hasn't much incentive, has he, to accept the job? 8 9 MR. BAKER: I believe you are referring to the -- all the amicus briefs on behalf of the 10 11 Taft-Hartley plans where you have half of the fiduciaries from the employers and half from the 12 employees. You have got some checks and balances and 13 14 safeguards there that themselves would immunize the fiduciaries from punitive damages. 15 It is also interesting to note that in the 16 17 context where we are right now, that the administration of welfare plans under Section 405(c)(1) and (2), these 18 19 fiduciaries may allocate their responsibilities and obligations for nontrust asset type decisions, and if 20 they adequately in fact do delegate their authority, 21 22 they are immune from liability, so that trustees who are sitting on the plans to make sure that the trust assets 23 are being governed and that the policies themselves are 24 being established properly, they will not be affected 25

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unless they are in there actually working on a day-to-day basis exhibiting discretion as to whether or not a participant should or should not receive a benefit.

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So those obligations can be delegated to professionals who, just like insurance, and it is interesting to note that the -- any participant who happens to be receiving benefits pursuant to an insurance administered plan, do have the full range of remedies in state law for their protection, compensatory damages, punitive damages.

The particular situation we are in right now is a self-funded, self-administered plan that if the benefits are not paid, the direct benefit accrues to the employer who is administering the plan. It is a total conflict situation, and it was these types of breaches that ERISA was created to prevent. And we are not talking about wholesale -- wholesale poor actions by fiduciaries. This is a small percentage of fiduciaries who need to be kept in line.

21 QUESTION: May I ask on the facts of this 22 case, I notice one of the petitioners is a person named 23 Cecilia Steavenson.

Who is that?

MR. BAKER: That is the supervisor. She was

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named not with regards to ERISA but --1 OUESTION: Nothing to do with the ERISA. 2 MR. BAKER: Nothing to do with ERISA. 3 4 QUESTION: Then in the ERISA claim, who is the 5 fiduciary, the corporation? 6 MR. BAKER: In the particular plan, we did not name the fiduciaries because we sued the plan. We 7 should have been suing the fiduciaries. The fiduciaries 8 were long-time company employees. 9 10 OUESTION: But you didn't sue them? MR. BAKER: We have an amendment before the 11 12 Court to amend the complaint to sue them at this particular point. 13 14 QUESTION: So your suit really is not against Massachusetts Mutual then. 15 MR. BAKER: Massachusetts Mutual, because they 16 17 exhibit or they have control over the employees and are acting in a discretionary manner in setting up the 18 policies of ERISA, could conceivably be a fiduciary, and 19 20 we contend that they are a fiduciary under the definition of fiduciary. 21 22 QUESTION: Well, say they get five or six people, whether employees or outside people, to 23 24 administer the plan and this same sort of thing happened, they were slow in making payments and for 25 23

whatever the reason might be, your cause of action would be against the individual trustees, wouldn't it?

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3 MR. BAKER: That is correct, unless there can be proven that the company itself is exerting such 5 influence over these people and they have not allocated their duties pursuant to 405(c)(1) and (c)(2). If 6 employers allocate their duties properly and truly do have independent people administering the plans, then they will be exempt from liability for these types of damages, compensatory or punitive.

The legislative history or the legislative intent is guite clear that the whole range of legal and equitable remedies are available to participants.

QUESTION: Well, despite the language in the 14 legislative history, Congress nevertheless enacted a 15 very specific series of remedies and didn't incorporate 16 17 expressly any provision for a beneficiary to obtain 18 punitive or extracontractual compensatory relief, and 19 our normal presumption, is it not, in those 20 cirucmstances, would be not to read into the act additional remedies. 21

MR. BAKER: Looking at the language of Section 409, you have an equitable or remedial relief in there, and the opposite --

QUESTION: Well, but looking at 409, it does

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appear to be addressed to relief for the plan itself, not a beneficiary.

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MR. BAKER: No federal court has ever taken that position, even the cases --

QUESTION: Well, reading the language of it, at least, that's what one would normally think it meant.

MR. BAKER: With regards to an earlier Senate 8 version that Petitioners contend cast aspersions upon 9 10 the intent of Congress since that earlier version was 11 not adopted, and the earlier version had the words "civil action for legal or equitable relief can be 12 granted to participants," the -- that was a section for 13 14 breach of fiduciary duty, and that was the Senate version under S. 4 at Section 693. That language there 15 specifically lines up with the language of 409 such that 16 17 the only consistent reading you can have, looking at the legislative intent along with an earlier version, and 18 what you actually end up with under 409 --19

QUESTION: Well, the earlier version, of 20 course, wasn't adopted.

MR. BAKER: That is correct. In fact, when the House of Representatives committee said that they intended to provide the full range of legal and equitable remedies, the precise language that is in

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ERISA now was before them. It was the original version of the statute that was before the committee when the committee said it is our intent to provide the full range. If it is not provided under Section 409, there is no other provision in ERISA which would allow legal remedies.

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QUESTION: But that might mean Congress didn't provide for any, and that gets down to the question I asked you. Our normal presumption would be that we don't read in additional remedies that Congress did not provide for.

MR. BAKER: The definition of remedial is quite -- it is a very nebulous definition. It can mean punitive, compensatory, whatever it takes to remedy the wrong that is perceived. So --

QUESTION: Well, again, that makes the assumption that 409 is addressed to remedies of the beneficiary as opposed to the plan.

MR. BAKER: That is correct.

20 QUESTION: Now, assuming we think it applies 21 only to the plan, then where are we?

22 MR. BAKER: At that particular point, a tribal 23 right of action argument would indicate that the statute 24 was specifically provided, the benefit of that statute 25 was for participants. State law has completely

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preempted all state causes of action therefore making it a federal concern, and there should be an implied remedy for the participants.

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There they would be -- they would also, if you do not --

QUESTION: Well, that brings you to Transamerica Mortgage Advisors, to Shaw v. Delta Air Lines, to cases where we have not implied additional remedies.

MR. BAKER: Absent specific legislative intent, and the legislative intent here by both the House and the Senate was to provide the full rage of legal and equitable remedies, and if you do not read remedial to mean legal, then there have been no legal remedies afforded to the participants.

QUESTION: Supposing Congress in either a Senate report or a House report says we intend to provide the full range of legal and equitable remedies, and then in the statute itself you just have a very specific section that says the plan shall have a right to recover from Defendants type A, B, and C, nothing else.

Now, would that -- would you think that the legislative -- statement in a committee report would justify inferring a private right of action in the face

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of statutory language like that? 1 2 MR. BAKER: If in fact -- no, there is a 3 presumption you do not want to create a private right of 4 action, and I --5 QUESTION: There is also a presumption that 6 what Congress had to say was said primarily in the statute, not in the legislative history, isn't there? 7 MR. BAKER: Also correct. The --8 QUESTION: Well, why -- Congress did provide 9 for a participant or a beneficiary to have a -- to be 10 11 able to sue. 12 MR. BAKER: That is correct. QUESTION: But it rather carefully said what 13 14 he could sue for. MR. BAKER: Under Section 409 or under Section 15 502, or both? 16 17 OUESTION: 502. MR. BAKER: Section 502 says against the plan 18 you can only sue for equitable relief or benefits, and 19 20 the purpose of that was becase you don't want to -- you do not want to jeopardize the assets of the plan which 21 22 would then jeopardize all beneficiaries. QUESTION: No, I know, but Congress did 23 24 provide for a civil action by participants or beneficiaries. 25 28 ALDERSON REPORTING COMPANY, INC.

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MR. BAKER: Correct. 1 QUESTION: And said what they could sue for. 2 3 This is just another argument, perhaps 4 Congress didn't intend participants and beneficiaries to 5 have any other kind of a cause of action. 6 MR. BAKER: Except that under 502 they 7 specifically say for appropriate relief, the participants or beneficiaries may sue for appropriate 8 relief under Section 409. 9 QUESTION: To enjoin any act or practice which 10 11 violates any provision of this title or the terms of the 12 plan, or to obtain other appropriate equitable relief, to redress such violations, or to enforce any 13 14 provision. MR. BAKER: That's a --15 QUESTION: Do you think punitive damages falls 16 within those words? 17 MR. BAKER: No, not at all. Those are 18 19 remedies that are available against the plan under Section 502. You must refer it over to Section 409 to 20 find out the remedies against a fiduciary. 21 QUESTION: Well, I know, but that section 22 doesn't say anything about a participant or a 23 beneficiary suing. 24 MR. BAKER: I believe that if it is read in 25 29 ALDERSON REPORTING COMPANY, INC.

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conjunction with a participant or beneficiary going to 1 2 502(a) says a participant or beneficiary may sue for 3 appropriate relief under Section 409, you then get referred over to Section 409, and it says that the 4 participant may receive other equitable or remedial 5 relief --6 7 OUESTION: All right. MR. BAKER: -- as the Court deems 8 9 appropriate. So the question before the Court is how to 10 interpret the word "remedial." Does it mean just 11 equitable? 12 QUESTION: May I just ask one other question 13 14 to be sure I am right? MR. BAKER: Certainly. 15 QUESTION: As I understand your position, you 16 do not claim you have any rights at all against the 17 plan. 18 MR. BAKER: Most certainly. 19 QUESTION: So that always, in all of this 20 class of cases, there will always be individual 21 liability of the individual trustees. 22 MR. BAKER: Of the individual trustees unless 23 an employer puts himself in a conflict situation and is 24 actually administering a self-funded plan so that an 25 30 ALDERSON REPORTING COMPANY, INC. 20 F ST., N.W., WASHINGTON, D.C. 20001 (202) 628-9300

employer becomes a fiduciary. But then he will still be sued in his fiduciary capacity.

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3 OUESTION: Well, presumably you could -- I 4 suppose that you might now, if the employer is kind of a 5 third party who breached the -- compelled the trustees 6 to violate their trust, maybe you have a claim against 7 him, but that is not -- the theory of your case is wrongdoing by the trustees themselves, and you -- and it 8 9 is guite clear, you do not seek to impose liability 10 against a plan for that sort of thing.

MR. BAKER: Not at all. That would defeat one of the major purposes of ERISA to maintain the economic integrity of the plan.

QUESTION: In anything other than 409, is there anything else in the statute that implies that a beneficiary under this statute has a right of action against anybody not payable out of the plan? I mean, everything else is in terms of getting his -- making sure he gets his benefits.

MR. BAKER: 409.

21 QUESTION: 409 is your entire statutory basis 22 for your position.

MR. BAKER: That's it.

QUESTION: Well, how about 502(a)(3), which gives a -- the authority for a civil action to be

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brought by a beneficiary to obtain "other appropriate 1 2 equitable relief?" 3 MR. BAKER: Okay. Traditionally equitable 4 relief does not include compensatory or punitive 5 damages, and it seems to be a consistent reading of the 6 statute that you can only get equitable relief or your benefits from the plan, which is 502. 7 QUESTION: Well, do you read 502(a)(3) as 8 giving a cause of action to a beneficiary against a 9 trustee? 10 11 MR. BAKER: 502(a) --12 OUESTION: (a)(3) --MR. BAKER: -- (a)(3) does not give any right 13 against a fiduciary. 409 is the only right that a 14 beneficiary participant has to sue a fiduciary. 15 The -- if in fact remedial means just 16 17 equitable, as must be the Court's finding in order to 18 determine that no compensatory or punitive damages are allowed against fiduciaries, then you have created in 19 20 essence an immunization of fiduciaries. They cannot be sued for compensatory or punitive damages no matter how 21 22 willful or malicious their conduct is. QUESTION: Well, that doesn't follow. They 23 could steal money from the trust, and on behalf of the 24 plan you could get remedial relief which might include 25 32 ALDERSON REPORTING COMPANY, INC.

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| 1 | punitive damages. I mean, if you take your opponent's |
| 2 | view of this case. |
| 3 | MR. BAKER: I am not certainly what my |
| 4 | opponent |
| 5 | QUESTION: If you say I mean, but if you |
| 6 | read 409 as just providing a remedy for the plan, |
| 7 | conceivably a trustee could act in a way that would |
| 8 | justify a damage remedy against him which would come |
| 9 | within the word remedial. |
| 10 | MR. BAKER: That is correct. |
| 11 | QUESTION: Yes. |
| 12 | MR. BAKER: That is correct. It is not the |
| 13 | other equitable or remedial relief is not just provided |
| 14 | for the benefits. The plan also could |
| 15 | QUESTION: Right. |
| 16 | MR. BAKER: against fiduciaries receive |
| 17 | other equitable or remedial relief. |
| 18 | There is nothing in the legislative intent or |
| 19 | the legislative scheme that in any way indicates that |
| 20 | they want to protect fiduciaries for willful, malicious |
| 21 | actions against plan participants. In fact, just the |
| 22 | opposite is true, you have been set up strict standards |
| 23 | for fiduciaries and personal liability. |
| 24 | The balancing of costs argument the |
| 25 | Petitioners have advanced, the costs that Congress, when |
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reading the legislative history, the costs that they were referring to were not the administration costs, the day in, day out. That did not change that much when ERISA was enacted. The true costs were the vesting and the accrual rates, and they wanted to make sure that when ERISA was established, it did not put such a financial burden on the employers with regards to making employees vested 100 percent on day one and have a 100 percent accrued benefit. That is the cost analysis.

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If compensatory and punitive damages are 10 11 allowed under Section 409, these will not be costs that will be borne by the employer. These are against the 12 fiduciaries themselves. 13

QUESTION: Do you think there is any 14 difference at all for purposes of your argument in 15 reading the statute to give you relief and punitive 16 damages as opposed to compensatory, noncontractual damages? Is one more difficult to find than the other?

MR. BAKER: Once you expand beyond equitable 19 20 into legal, the facts of the case will control and the standard of review will determine whether compensatory 21 or punitive damages should be allowed against the 22 fiduciary. I do not draw a distinction of compensatory 23 or punitive damages, if the situation warrants, as the 24 Ninth Circuit has said, and there should be a very 25

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narrow definition that only willful misconduct or Wanton disregard of participants' rights would --

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OUESTION: Has this Court been more reluctant to find punitive damages authorization than compensatory, in your view?

MR. BAKER: Traditionally, yes. However, 6 usually it is when there is such unambiguous 7 congressional intent to protect participants and provide 8 the full range of legal and equitable remedies. Once 9 10 again, that will help interpret the word "remedial," and 11 it is a remedial statute. It is either a remedial 12 statute that expands the rights of participants, or it is a remedial statute that restricts the right of 13 participants. All the way through the legislative 14 history, ERISA is something that expands the rights of 15 participants. Nowhere does it state we are restricting 16 17 participants' rights, or participants are forfeiting rights they already had under state law for the benefit 19 of the common good, and the benefit of the common good in this particular situation would be the immunization of fiduciaries. There is nothing in the legislative history that indicates the fiduciaries should be put in an immunized position, or that they should be a favored type of class.

I know of, personally know of no type of

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statute that as a class protects an individual group of 1 2 people from willful, malicious conduct, especially when 3 that person is supposed to be acting on behalf of 4 participants. QUESTION: Well, there is no suggestion that 5 6 you can't get compensatory damages against a defaulting 7 trustee, is there? MR. BAKER: Respondent's position is that 8 compensatory -- you can't get anything --9 QUESTION: You can't get anything. 10 11 MR. BAKER: All you get are just your 12 benefits. QUESTION: And that would be you would get 13 14 them from the plan or not? MR. BAKER: Only from the plan, that if in 15 fact your welfare or your disability payments are 16 chopped off for two years and you lose your house and 17 they turn around and give you your two years worth of 18 back lisability payments, you cannot receive 19 20 compensation for an erroneous act by a fiduciary that cost you your house or that might have been a spiteful 21 action. Fiduciaries are completely immunized under 22 Petitioners position. 23 QUESTION: May I ask this about the 24 legislative history? I understand there is a lot in the 25 36

legislative history about concern about the integrity of 1 2 the plans and misuse of assets and that sort of thing. 3 Is there anything in the legislative history 4 to indicate Congress was concerned with the kind of problem you described, of trustees just being slow in 5 payment or deliberately withholding payment for some 6 7 malicious reason? MR. BAKER: They really spend very little time 8 on the remedies. I think that that was not a key 9 issue. They presumed --10 QUESTION: Well, was it an issue at all? Was 11 it ---12 MR. BAKER: It was not discussed one way or 13 14 the other. They did not say we are picking one set of remedies over another set of remedies. They said they 15 wanted the full range of legal and equitable, and the 16 full range --17 QUESTION: On the guestion of timing, as I 18 understand the regulations, they do say to you that if 19 they don't act within three or four months, I forget 20 what it is, you treat the application as though it had 21 been denied, is that right, so that you may then go into 22 court and get your action against the plan. 23 MR. BAKER: With regards to exhaustion of 24 administrative remedies, that is correct. 25 37 ALDERSON REPORTING COMPANY, INC. 20 F ST., N.W., WASHINGTON, D.C. 20001 (202) 628-9300

OUESTION: So that if you waited two years, it 2 would be at the beneficiary's option if he had a right 3 to sue. He had a right to benefits.

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MR. BAKER: That is correct. Respondent's position is not that the administrative remedies section should be removed. Petitioners' argument that the internal resolution of plans will go completely out the window if compensatory and punitive damages are awarded does not follow. If in fact you must or the participants still must exhaust their administrative remedies before they can sue, if the fiduciaries reverse their position and make payments within that period of time, that is the best evidence as to good faith which would immunize them from compensatory or punitive damages.

The Petitioners also indicate that there is a 16 17 tradeoff going here, that there is -- because the 18 participants receive certain rights under ERISA, they 19 have to give up something else. There is absolutely 20 nothing in the legislative history or any case law that has been cited that takes that position. 21

QUESTION: So I guess your argument really boils down to it that punitive damages is a form of remedy.

MR. BAKER: Is a remedy to redress or prevent

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violations of the act. It is true that punitive damages 1 2 are a great preventative deterrent tool. QUESTION: Well, is that a remedy to a 3 4 plaintiff? 5 QUESTION: Or a deterrence to others? MR. BAKER: It is more of a deterrence to 6 7 others. I think that we are not arguing here whether punitive damages are in society or not. You discussed 8 that in Smith v. Wade. The standard for punitive 9 10 damages I concede should be high. I think it should be 11 the one enumerated by the Ninth Circuit, that only for 12 willful, malicious misconduct or for wanton disregard or indifference towards the rights of participants. 13 QUESTION: Well, all of the wanton disregard 14 and other phrases like that you have to get from the 15 state law. You can't get it from ERISA. 16 17 MR. BAKER: You cannot get that from ERISA. 18 However, ERISA in the legislative history indicated that 19 they wanted a body of federal common law to be 20 established to fill the void created by the complete preemption of all state laws. 21 22 QUESTION: Well, I imagine every state's punitive damage rule is different. 23 Are you arguing that? 24 MR. BAKER: Well, yes, I believe it is. 25 39 ALDERSON REPORTING COMPANY, INC.

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QUESTION: I didn't think so.

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| 2 | MR. BAKER: However, it is the Court's ability |
| 3 | at this particular point to set the uniform standard for |
| 4 | punitive damages under ERISA. Nowhere does it state |
| 5 | that state law must be followed. In fact, state law |
| 6 | will not be followed. It is for federal common law to |
| 7 | be established to fill the void created by the total |
| 8 | preemption, and the standard that has been established |
| 9 | by the Ninth Circuit is a willful wantonness standard. |
| 10 | QUESTION: And you want us to adopt the Ninth |
| 11 | Circuit's rule. |
| 12 | MR. BAKER: I do not feel that a mere reckless |
| 13 | standard would be appropriate in this situation. I |
| 14 | think it should be a willful standard. |
| 15 | It would be anomalous at this particular point |
| 16 | to completely wipe out all remedies that participants |
| 17 | had under state law. |
| 18 | QUESTION: May I ask, going back to your |
| 19 | compensatory damages for a minute |
| 20 | MR. BAKER: Surely. |
| 21 | QUESTION: The willful and wanton business |
| 22 | goes to punitive damages. |
| 23 | MR. BAKER: That is correct. |
| 24 | QUESTION: But if we put that to one side for |
| 25 | a minute, I guess we also have to fashion the standard |
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of reliability for prompt payment, too, because on the 1 2 basic liability, your position is they were too slow in 3 paying, and I suppose that could be just because they 4 were negligent or had sloppy administration or anything. 5 MR. BAKER: Our particular case does not just 6 7 deal with slow payment. It --QUESTION: Well, I understand. You make the 8 punitive damage claim, too, but your compensatory 9 damages, say they just took four months to process your 10 claim because they had a sick secretary or something, I 11 suppose you would have a compensatory damage claim. 12 MR. BAKER: Under certain circumstances, if 13 14 the --QUESTION: Well, I have given you the 15 16 circumstances. MR. BAKER: You see, the four month period is 17 still --18 19 QUESTION: It took four months to process your claim, and in the meantime you couldn't pay off your 20 21 mortgage. MR. BAKER: That is still within the 26 --22 QUESTION: Well, say eight months, say eight 23 months. 24 MR. BAKER: Eight months, yes. 25 41 ALDERSON REPORTING COMPANY, INC. 20 F ST., N.W., WASHINGTON, D.C. 20001 (202) 628-9300

QUESTION: We have to decide what period of 1 2 time -- basically we need a national rule to determine 3 how slow a payment becomes -- creates a compensatory 4 damage liability. MR. BAKER: There is a standard that has been 5 6 set forth already in the regulations, and that is Regulation 2560.503. 7 QUESTION: That's the 120 days, they treat the 8 claim as denied. 9 10 MR. BAKER: It goes on just denied. If no response is made, you may treat it as denied for the 11 12 purposes of exhausting your administrative remedies. QUESTION: But do you say that every claim 13 that takes more than 120 days to process gives rise to a 14 damage liability? 15 MR. BAKER: That's a very difficult guestion. 16 17 QUESTION: But we have to answer it for the whole country. 18 MR. BAKER: I think it sets up a presumption, 19 20 yes, that --QUESTION: Well, is there a defense to it, and 21 22 if so, what? MR. BAKER: Reasonable cause. 23 CHIEF JUSTICE BURGER: Do you have anything 24 further, Mr. Nolan? 25 42 ALDERSON REPORTING COMPANY, INC.

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ORAL ARGUMENT OF JOHN E. NOLAN, JR., ESQ.

ON BEHALF OF PETITIONERS - REBUTTAL

MR. NOLAN: I have four very brief points, Your Honor.

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5 There have been a number of questions dealing with preemption and state remedies in my argument and in 6 7 my opponent's, and that is referred to in our reply brief at pages 8 and 9, the rationale for it. Congress 8 essentially said that the fiduciary standard embodied in 9 10 federal legislation is considered desirable because it 11 will bring a measure of uniformity in an area where 12 decisions under the same set of facts may vary from state to state. It is evident that the operations of 13 employee benefit plans are increasingly interstate. The 14 uniformity of decision which the act is designed to 15 foster will help administrators, fiduciaries and 16 17 participants to predict the legality of proposed actions 18 without the necessity of reference to varying state 19 laws, and I would suggest that that is fundamental, core 20 to this case and to the issues that we have discussed here.

There have been a number of questions about making the plan whole from Justice O'Connor and Justice White and others, and there is a case that deals with that, a federal case that deals with that that I would

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commend to the Court. It is called Froyen v. Marshall and Eisley. It is a Wisconsin case decided in 1971 and found at 485 Fed. Sup. 629.

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QUESTION: Marshall and Elsely.

MR. NOLAN: And -- Elsely, is it?

It says that the Court has broad discretion in awarding equitable relief to make the plan whole, and I think that responds to what happens if the fiduciary takes something and goes away, and whether you call it damages or not is an issue. I think that ERISA, it would be regarded as equitable relief as distinguished from damages, but the effect of it would be to restore the plan, to make the plan whole.

14 There have been a few cases that have gone the other way on our issue, by our count, about a half a 15 dozen, and fifteen resolve it the way we recommend to 16 17 the Court. The interesting thing about the six is that they all ride the same horse. They all take the same 18 19 line from the legislative history, the line that refers 20 to the full range of legal and equitable relief, and which is repeated in the House and Senate reports, and 21 they use that as the basis for the decision. 22

We would suggest that that is an insubstantial basis, particularly where the bill was amended going through, and that reference which may have been accurate

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when the legislative history was written, was stripped 1 2 from the bill before it was enacted, and there is in the present bill no reference at all to legal relief, and we 3 4 would suggest therefore no reference at all to the kind of damages relief raised by Respondents here. 5 Justice O'Connor had a question about 6 7 502(a)(3), would it give participants or beneficiaries a right against fiduciaries. In our view, it would. 8 9 If there are any further questions, I would be glad to respond. 10 Justice White? 11 OUESTION: Is there -- is the claim in this 12 case that the beneficiary should get punitive damages? 13 14 MR. NOLAN: The claim in this case is that the participant, I believe, should get punitive damages, 15 16 yes. OUESTION: And not -- rather than the plan. 17 MR. NOLAN: Rather than the plan, clearly. 18 QUESTION: What if the beneficiary sues under 19 (3)(a)(2) for appropriate relief under Section 409? I 20 understand your position is that all recoveries under 21 409 go to the plan. 22 MR. NOLAN: That is correct. 23 QUESTION: And part of his cause of action is 24 25 I am suing on behalf of the plan to get relief against 45 ALDERSON REPORTING COMPANY, INC. 20 F ST., N.W., WASHINGTON, D.C. 20001 (202) 628-9300

1 this fiduciary, and I want the fiduciary to pay punitive 2 damages to the plan. MR. NOLAN: Well, there are two aspects to 3 4 that which make it good as a hypothetical but not very good as a case. The first is that if you are going to 5 go through 409, you go through 502(a)(2), I believe, 6 7 which has a specific reference to 409. OUESTION: Yes. 8 MR. NOLAN: The other is that 502(a)(3) is by 9 its terms expressly limited to equitable relief. 10 QUESTION: I understand that. 11 MR. NOLAN: It is in our view by the 12 individual as to --13 OUESTION: I know that. 502(a)(2) permits the 14 participant to sue for appropriate relief under 409, I 15 think. 16 MR. NOLAN: I believe that --17 QUESTION: That's just what it says. It says 18 a beneficiary may sue for appropriate relief under 19 Section 409, and you say the only appropriate relief 20 would have to be paid to the plan, and you also say that 21 22 in any event, punitive damages is never appropriate relief. 23 MR. NOLAN: That's correct. 24 QUESTION: Okay. 25 46 ALDERSON REPORTING COMPANY, INC.

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| 1 | CHIEF JUSTICE BURGER: Thank you, gentlemen. |
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| 2 | the case is submitted. |
| 3 | We will hear arguments next in Allis-Chalmers |
| 4 | Corporation v. Lueck. |
| 5 | (Whereupon, at 1:56 o'clock p.m., the case in |
| 6 | the above-entitled matter was submitted.) |
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CERTIFICATION

Alderson Reporting Company, Inc., hereby certifies that the attached pages represents an accurate transcription of electronic sound recording of the oral argument before the Supreme Court of The United States in the Matter of:

84-9 - MASSACHUSETTS MUTUAL LIFE INSURANCE COMPANY, et al., Petitioners

V. DORIS RUSSELL

and that these attached pages constitutes the original transcript of the proceedings for the records of the court.

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