WORKERS' COMPENSATION APPEALS BOARD

STATE OF CALIFORNIA

MARIA MORENO, Applicant,

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vs.

KELLY SERVICES, INC.; Permissibly Self-Insured, Administered By ESIS,

Defendants.

Case No.

ADJ6690599 (Long Beach District Office)

OPINION AND ORDERS GRANTING DEFENDANT'S PETITION FOR RECONSIDERATION AND DISMISSING LIEN CLAIMANT'S PETITION FOR RECONSIDERATION, AND DECISION AFTER RECONSIDERATION

Defendant and lien claimant Express Case Management (ECM) both seek reconsideration of the 11 April 19, 2013 Finding, Award and Order (FAO), wherein the workers' compensation administrative law 12 judge (WCJ) found that applicant, while employed as a machine operator on October 17, 2008, sustained 13 14 industrial injury to her low back. The WCJ declined to admit into evidence several exhibits submitted by 15 ECM, and disallowed ECM's lien, finding that ECM failed to meet its burden of proof. The WCJ also 16 admitted into evidence several exhibits submitted by another lien claimant, Foundation Medical Group 17 (FMG), and found that FMG did meet its burden of proof on its lien. The WCJ ordered defendant to pay 18 FMG.

Defendant contends that the WCJ erred in admitting three of FMG's exhibits (Exhibits 409, 413,
and 417). Defendant also contends that the WCJ erred in not requiring that FMG comply with Labor
Code section 4903.8(d)¹.

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Lien claimant ECM contends that the WCJ erred in disallowing its liens.

We have received defendant's Answer to ECM's Petition for Reconsideration (Petition). We
have not received an Answer from FMG to defendant's Petition. On May 20, 2013, the WCJ prepared a
Report and Recommendation of Workers' Compensation Judge on Petition for Reconsideration (Report

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¹ Unless otherwise indicated, all further statutory references are to the Labor Code.

on Defendant's Petition), recommending that defendant's Petition be denied. On May 30, 2013, the WCJ 1 prepared a Report and Recommendation of Workers' Compensation Judge on Petition for 2 Reconsideration (Report on ECM's Petition), recommending that ECM's Petition be denied. 3

We have considered the two Petitions, defendant's Answer to ECM's Petition, the WCJ's two 4 Reports, and we have reviewed the record in this matter. For the reasons discussed below, we will grant 5 defendant's Petition, amend the WCJ's FAO as it pertains to lien claimant FMG (Findings of Fact Nos. 6 7-9, the Award, and the Order), and return this matter to the trial level for further proceedings and a new decision by the WCJ. Additionally, we will dismiss ECM's Petition.

FACTS

Applicant, while employed by defendant as a machine operator on October 17, 2008, sustained an 10 admitted industrial injury to her low back. Applicant's case was resolved by way of a Compromise and 11 Release, and an order approving issued on June 9, 2011. 12

On October 31, 2012, FMG e-filed a \$27,742.16 lien.

A lien trial was held on February 7, 2013 regarding the liens of ECM, FMG, Aspen Medical, and Unlimited Interpreting (the lien claimants). Each of the lien claimants submitted documentary exhibits for admission into evidence. FMG submitted, among other documents, medical bills reflecting applicant's treatment by Khalid B. Ahmed, M.D. (Exhibits 409, 413, and 417). Defendant objected to the admission into evidence of these exhibits on the ground that "they were not accompanied by the declaration required by [section 4903.8(d)] indicating under penalty of perjury that the services were actually provided and the prices are correct." (February 7, 2013 Minutes of Hearing, 7:5-9.)

On April 19, 2013, the WCJ issued his FAO, admitting Exhibits 409, 413, and 417 into evidence, finding that FMG had met its burden of proof on its lien, and ordering defendant to pay FMG \$22,677.20. In the Opinion on Decision accompanying the FAO, the WCJ stated,

> It is clear that none of the Lien Claimants filed and served the required declarations. [Section 4903.8(d)] does appear to have an ambiguity in regards to how a violation of the code section is treated for liens that were filed prior to January 1, 2013. It is clear under [section 4903.8(e), that if the lien is filed after January 1, 2013, and violates this section, it is invalid. The section does not say that a lien filed prior to January 1, 2013 is invalid for not having the declarations.

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1	Based upon this ambiguity and no showing of any prejudice by the Defendant, the motion to strike is overruled." (Opinion on Decision, p. 5.)
3	On May 6, 2013, defendant timely sought reconsideration, contending that the WCJ erred in
4	admitting FMG's billing records and in not requiring FMG to submit a sworn declaration, as required by
5	section 4903.8(d), stating that the services reflected in the billing records were actually provided and the
6	prices were correct.
7	On May 16, 2013, ECM sought reconsideration, contending that the WCJ erred in disallowing its
8	lien.
9	DISCUSSION
10	A. Defendant's Petition
11	Section 4903.8, subdivision (d), provides, in relevant part,
12	At the time of filing of a lien on or after January 1, 2013, or in the case of a lien
13	filed before January 1, 2013, at the earliest of the filing of a declaration of readiness, a lien hearing, or January 1, 2014, supporting documentation shall be
14	filed including one or more declarations under penalty of perjury by a natural person or persons competent to testify to the facts stated, declaring both of the
15	following
16	(1)The services or products described in the bill for services or products were actually provided to the injured employee.
17	(2) The billing statement attached to the lien truly and accurately describes the
18	services or products that were provided to the injured employee. (Lab. Code,
19	§ 4903.8(d)(1), (2).)
20	It is clear from the record before us that FMG did not file a declaration as required by section
21	4903.8(d). However, as the WCJ stated in his Report on Defendant's Petition, section 4903.8(d) "is
22	silent as to the effect of a failure to comply for those liens that were filed before January 1, 2013."
23	(Report on Defendant's Petition, p. 3.) In other words, section 4903.8(d) does not provide a mechanism
24	for a WCJ to deny or dismiss a lien where no declaration is submitted, or where a declaration is
25	submitted but is not valid.
26	In light of this ambiguity, we will grant defendant's Petition, affirm the WCJ's FAO except that
27	we will amend it with respect to FGM's lien, and return the matter to the WCJ for further proceedings.

Upon return, FMG should provide a declaration that complies with section 4903.8(d), after which
 defendant may have the opportunity for its bill review experts to examine and testify regarding Exhibits
 409, 413, and 417.

B. ECM's Petition

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5 Turning to ECM's Petition, section 5903 allows any aggrieved person 20 days after service of a final order, decision, or award to file a petition for reconsideration. The time for filing the petition is 6 extended five calendar days when service of the order is made by mail on an address within California. 7 (Cal. Code Regs., tit. 8, § 10507.) A petition is deemed "filed" when it is received. (Cal. Code Regs., 8 tit. 8, §§ 10230(a), 10845(a).) The period in which to file a petition for reconsideration is mandatory and 9 jurisdictional and cannot be extended, even by stipulation. (Lab. Code, § 5900(a); Rymer v. Hagler 10 (1989) 211 Cal.App.3d 1171, 1182; Scott v. Workers' Comp. Appeals Bd. (1981) 122 Cal.App.3d 979, 11 984 [46 Cal. Comp. Cases 1008, 1011].) Here, the FAO was served on April 19, 2013. The last day that 12 a timely petition for reconsideration could be filed was May 14, 2013. ECM filed its Petition on May 16, 13 2013. It is therefore untimely, and we will dismiss it. 14

For the foregoing reasons,

IT IS ORDERED that lien claimant Express Case Management's Petition for Reconsideration of
 the April 19, 2013 Finding, Award and Order is DISMISSED.

IT IS FURTHER ORDERED that defendant's Petition for Reconsideration of the April 19,
 2013 Finding, Award and Order is GRANTED.

IT IS FURTHER ORDERED, as the Decision After Reconsideration of the Workers'
Compensation Appeals Board, that the April 19, 2013 Finding, Award and Order is AFFIRMED,
EXCEPT THAT Findings of Fact Nos. 7-9 and 14, the Award, and the Order are AMENDED as
follows:

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MORENO, Maria

1	<u>FINDINGS OF FACT</u>
2	7. Defendant's liability for the lien of lien claimant Foundation Medical Group is deferred.
3	8. Lien claimant Foundation Medical Group's lien is deferred.
4	 Lien claimant Foundation Medical Group's entitlement to penalties and interest is deferred.
5	10. The motion to strike all of the lien claimants' billings under Labor
6 7	Code section 4903.8(d) is overruled as to lien claimants Aspen Medical Equipment and Unlimited Interpreting, and deferred as to lien claimant Foundation Medical Group.
8	14. The motion to exclude exhibits is overruled as to lien claimants
9	Aspen Medical Equipment and Unlimited Interpreting; therefore, exhibits 201-207, 301, and 302 are admitted into evidence as
10	designated below. The motion to exclude exhibits is deferred as to lien claimant Foundation Medical Group.
11	AWARD
12	AWARD with respect to lien claimant Foundation Medical Group's
13	lien is deferred.
14	IT IS ORDERED as follows:
15 16	a. The issue of whether Foundation Medical is entitled to penalties and interest is deferred.
	e. The motion to strike all of the lien claimants' billings under Labor Code section 4903.8(d) is overruled as to lien claimants Aspen
17 18	Medical Equipment and Unlimited Interpreting, and deferred as to lien claimant Foundation Medical Group.
19	g. The motion to exclude exhibits is overruled as to lien claimants
20	Aspen Medical Equipment and Unlimited Interpreting, and deferred as to lien claimant Foundation Medical Group.
21	j. The issue of whether exhibits listed below are admitted into evidence is deferred:
22	Lien Claimant's 409 (Foundation Medical Group) – Medical
23	bills dated January 29, 2013.
24	Lien Claimant's 413 (Foundation Medical Group) – Medical bills dated October 31, 2012.
25	Lien Claimant's 417 (Foundation Medical Group) – Medical Bills dated March 14, 2012.
26	Diffs dated Watch 14, 2012.
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	I IT IS FURTHER ORDERED that the matter is RETURNED to the trial level for further
	² proceedings and a new decision by the WCJ consistent with this opinion.
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4	WORKERS' COMPENSATION APPEALS BOARD
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10	Mandance
11	RONNIE G. CAPLANE
12	CONCURRING, BUT NOT SIGNING
12	ALFONSO J. MORESI
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16	DATED AND FILED AT SAN FRANCISCO, CALIFORNIA
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20	ADDRESSES SHOWN ON THE CORRENT OFFICIAL ADDRESS RECORD.
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STATE OF CALIFORNIA Division of Workers' Compensation Workers' Compensation Appeals Board

CASE NUMBER: ADJ6690599

MARIA MORENO

-VS.-

KELLY SERVICES; ESIS CHATSWORTH;

WORKERS' COMPENSATION JUDGE: DATE OF INJURY:

Jeffrey Bruflat 10/17/2008

<u>REPORT AND RECOMMENDATION OF WORKERS' COMPENSATION</u> JUDGE ON PETITION FOR RECONSIDERATION

<u><u>l</u> <u>INTRODUCTION</u></u>

- Applicant's Occupation: Applicant's Age: Date of Injury: Parts of Body Injured:
- 2. Identity of Petitioner: Timeliness: Verification:
- 3. Date of Findings, Award & Order:
- 4. Petitioner's Contentions:

Machine Operator 53 10/17/2008 Low back Defendant, ESIS Chatsworth Petition was timely filed on 05/06/2013 Petition was verified 04/19/2013

The WCJ erred by: 1) Admitting Lien Claimant's exhibits 409, 413 and 417 as medical bills; 2) Failing to require Lien Claimant to comply with Labor Code Section 4903.8(d).

<u>II</u> <u>STATEMENT OF FACTS</u>

The current matter was a lien trial involving four liens in an admitted injury claim to Applicant's low back. The treating physician was Dr. Ahmed. Dr. Ahmed's services were provided to the Applicant through Lien Claimant, Foundation Medical Group. The lien of Foundation Medical Group was in the sum of \$22,677.20. The lien was for dates of service from March 16, 2009, to and including May 25, 2011. Ultimately, the underlying case settled by way of Compromise and Release in the sum of \$21,000.00 on June 9, 2011.

At the trial, documentary evidence was presented by all parties. No witnesses were called by any party. Objections were made by Defendant, Petitioner herein, that all of the Lien Claimants' exhibits should not be admitted into evidence based upon alleged violations of Labor Code Sections 4903.8(a) and Labor Code Section 4903.8(d). The WCJ deferred rulings on those objections to the

time of the decision. Thereafter, the matter was submitted for decision on February 7, 2013.

A Findings, Award and Order were issued on April 19, 2013. Three of the liens were disallowed. The lien of Foundation Medical Group was awarded in the sum of \$22,677.20. The motion by Defendant, Petitioner herein, to exclude all of the exhibits of the Lien Claimants pursuant to the alleged violations of Labor Code Section 4903.8(a) was sustained as to the exhibits offered by Lien Claimant, Express Case Management. It was overruled as to the exhibits of the other three lien claimants. The motion by Defendant, Petitioner herein, to exclude all of the Lien Claimants' exhibits for an alleged violation of Labor Code Section 4903.8(d) was over ruled as to the exhibits of Lien Claimants of Lien Claimants Aspen Medical, Unlimited Interpreting and Foundation Medical Group.

Only the lien claim of Foundation Medical Group is at issue in the present Petition for Reconsideration. The other three lien claimants did not file petitions.

<u>III</u> <u>DISCUSSION</u>

A. Admitting Lien Claimant's exhibits 409, 413, and 417

The Petitioner alleges that exhibits 409, 413 and 417 should not have been admitted into evidence as medical bills. Petitioner claims in its petition that it objected to these exhibits on that basis. However, a review of the Minutes of Hearing, dated February 7, 2013, does not indicate that this objection was made by Petitioner. Specifically on pages 6 and 7, it states that the Petitioner had objected to the admissibility of the proffered exhibits of the Lien Claimants on the basis of the alleged violations of two code sections, Labor Code Section 4903.8(a) and (d). There is no objection listed in the Minutes of Hearing that the Petitioner objected to exhibits 409, 413 and 417 as not being proper medical bills.

The Petitioner was served with the Minutes of Hearing on February 12, 2013. If Petitioner felt that the WCJ failed to properly list the proposed objections to the exhibits, it should have requested that the Minutes be amended to reflect that objection. Petitioner never objected to the contents of those Minutes at any time. As such, the objection being argued herein was not addressed by the WCJ in his Findings, Award and Order. Consequentially, it was not discussed in the WCJ's Opinion on Decision. It is not proper to argue this objection for the first time on a Petition for Reconsideration. Any objection on the basis of the Lien Claimants' evidence as not being a proper bill should be deemed waived.

It should also be pointed out that the WCJ made the award to Lien Claimant, Foundation Medical Group, because it was determined, after reviewing the evidence, that the Lien Claimant had met its burden of proof by a preponderance of evidence as to the reasonableness and necessity of the services provided. There was no credible or persuasive evidence submitted on behalf of the Petitioner at the time of trial concerning this issue. The Petitioner even admits that it had two expert witnesses available to testify at the time of trial which it did not call. To fail to call rebuttable witnesses was the Petitioner's strategy in the presentation of its defense. The WCJ was not the one that excused those witnesses from testifying. The WCJ weighed the evidence as presented by the Lien Claimant in support of its lien and made the determination that the unrebutted evidence supported the lien. The

preponderance of the evidence weighed in favor of allowing the lien in its entirety less credit for payments made.

Additionally, the Lien Claimant was the treating physician in this matter. The Lien Claimant had treated the Applicant on an admitted injury for several years. There was a history of authorization and payment by Petitioner. As pointed out in the Opinion on Decision, there are actually two phases of treatment by the Lien Claimant. Phase one is just after the first examination by the AME wherein, the AME opined that the Applicant was in need of the treatment that the Lien Claimant was providing to the Applicant. On the merits of the lien, there was no rebuttable evidence offered at all in regards to this period of treatment. The second phase of the treatment program in question followed the last report of the AME on October 6, 2009. Contrary to the allegation of Petitioner in its Summary of the Case, the AME on October 6, 2009, did not say that the Applicant does not require any further treatment measures. The AME, on page 6 of that report, stated "Future care is indicated." The Lien Claimant presented evidence that there was a reasonable and necessary need for the services provided after that report. It was the determination of the WCJ that the actual treatment provided to the Applicant after October 6, 2009, was consistent and in conformity with the AME's future medical recommendations. Once again, there was no rebuttable evidence present in that regard.

B. Failing to require Lien Claimant to comply with Labor Code Section 4903.8(d)

Labor Code Section 4903.8(d) provides in pertinent part that for liens that are filed prior to January 1, 2013, that at the earliest of the filing of a declaration of readiness, a lien hearing, or January 1, 2014, supporting documentation shall be filed including a declaration under penalty of perjury that the services indicated in a billing were actually provided to the injured employee and that the billing statement truly and accurately describes the services provided to the injured employee.

This code section was enacted as part of SB 863. Labor Code Section does state that if the lien is filed after January 1, 2013, and does not have with it the supporting declaration under penalty of perjury, that it shall be deemed to be invalid. The code is silent as to the effect of a failure to comply for those liens that were filed before January 1, 2013.

This code section was enacted after the parties herein had filed the Declaration of Readiness to Proceed and after the parties had a lien conference. Any objection to the admissibility of the Lien Claimant's exhibits for failure to comply with this new code section was not listed as an issue at the time of the conference. The objection by Petitioner was overruled by the WCJ. There was no prejudice shown by Petitioner for lien claimant's failure to comply with this section.

There were several grounds for making this ruling besides it not being listed as an issue at the lien conference. First, the ground involves the principle of retroactivity. In workers' compensation cases, it is not uncommon to provide that newly stated judicial rules or newly stated judicial interpretations of statutes shall be applied prospectively only. <u>Messele v. Pitco Foods, Inc. (2011)</u> 76 Cal.Comp.Cases 1318, 1320. Here, to allow Petitioner to prevail in this respect would be unfair to the Lien Claimants as applied.

Secondly, Labor Code Section 4903.8 is silent as to the effect of any alleged failure to comply with Labor Code Section 4903.8(d) for liens that were filed "before" January 1, 2013. Labor Code

Section 4903.8(e) does state that a failure to comply with the requirements of Labor Code Section 4903.8(d) for liens filed "after" January 1, 2013, the failure means that the lien is invalid. There was no such legislative expression for the pre-January 1, 2013, liens. This uncertainty should not result in a Lien Claimant's exhibits from being introduced into evidence.

This WCJ did not ignore or fail to apply Labor Code Section 4903.8(d) in that regard. Where the statutory language is not clear and is ambiguous, there is room for interpretation. <u>DuBois v.</u> <u>Workers' Comp. Appeals Bd.</u> (1993) 5 Cal.4th 382, 387. The WCJ herein did not feel that it was proper to declare the lien claims invalid when the code section did not state specifically as it did for liens filed after January 1, 2013. Based upon the foregoing the Petitioner's objection was overruled. The exhibits were admitted into evidence.

<u>IV</u> <u>RECOMMENDATION</u>

It is respectfully recommended that Applicant's Petition for Reconsideration be denied in its entirety.

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DATE: May 20, 2013

Jeffrey Bruflat WORKERS' COMPENSATION ADMINISTRATIVE LAW JUDGE

Service on:

ASPEN MEDICAL RESOURCES ANAHEIM, US Mail ESIS CHATSWORTH, US Mail EXPRESS CASE MANAGEMENT, US Mail FOUNDATION MED GRP PICO RIVERA, US Mail PINNACLE LIEN SERVICES, US Mail UNLIMITED INTERPRETING WHITTIER, US Mail WALL MCCORMICK SANTA ANA, US Mail

By: Agatha Magana DATE: May 20, 2013

STATE OF CALIFORNIA Division of Workers' Compensation Workers' Compensation Appeals Board

CASE NUMBER: ADJ6690599

MARIA MORENO

-VS.-

KELLY SERVICES; ESIS CHATSWORTH;

WORKERS' COMPENSATION JUDGE: DATE OF INJURY:

Jeffrey Bruflat 10/17/2008

REPORT AND RECOMMENDATION OF WORKERS' COMPENSATION JUDGE ON PETITION FOR RECONSIDERATION

<u>l</u> <u>INTRODUCTION</u>

- Applicant's Occupation: Applicant's Age: Date of Injury: Parts of Body Injured:
- Identity of Petitioner: Timeliness: Verification:
- 3. Date of Findings, Award & Order:
- 4. Petitioner's Contentions:

Machine Operator 53 10/17/2008 Low back Lien Claimant, Express Case Management Petition was not timely filed on 05/16/2013 Petition was verified 04/19/2013

The WCJ erred by: 1) Excluding the exhibits and disallowing the lien of Express Case Management for being in violation of Labor Code Section 4903.8(a).

<u>II</u> STATEMENT OF FACTS

The current matter was a lien trial involving four liens in an admitted injury claim to Applicant's low back. The lien in question herein is that of Express Case Management. The original lien was filed by Express Case Pharmacy for medical services in the sum of \$1,797.89 for dates of service from November 15, 2010, to and including June 7, 2011. At the time of the original filing, Petitioner was listed as the representative for Express Case Pharmacy. Express Case Pharmacy apparently assigned its right, title and interest in its lien to Express Case Management.

The other three liens are not at issue herein. Ultimately, the underlying case settled by way of Compromise and Release in the sum of \$21,000.00 on June 9, 2011.

At the trial, documentary evidence was presented by all parties. No witnesses were called by

any party. Objections were made by Defendant that all of the Lien Claimants' exhibits should not be admitted into evidence based upon alleged violations of Labor Code Sections 4903.8(a) and Labor Code Section 4903.8(d). The WCJ deferred rulings on those objections to the time of the decision. Thereafter, the matter was submitted for decision on February 7, 2013.

A Findings, Award and Order were issued on April 19, 2013. The lien of Express Case Management was disallowed. The motion by Defendant to exclude all of the exhibits of the Petitioner pursuant to the alleged violation of Labor Code Section 4903.8(a) was sustained as to the exhibits offered by Petitioner. Since Petitioner's exhibits were excluded for its violation of Labor Code Section 4903.8(a), the Petitioner failed to meet its burden of proof and its lien was disallowed. There was no ruling as to whether Petitioner's violation of Labor Code Section 4903.8(d) would also apply since it was disallowed for violating Labor Code Section 4903.8(a).

The Petition for Reconsideration filed by Express Case Management is not timely.

<u>III</u> DISCUSSION

A. Lien Claimant failed to comply with Labor Code Section 4903.8(a)

Labor Code Section 4903.8(a) provides in pertinent part:

"(a) Any order or award for payment of a lien filed pursuant to subdivision (b) of Section 4903 shall be made for payment only to the person who was entitled to payment for expenses as provided in subdivision (b) of Section 4903 at the time the expenses were incurred, and not to an assignee unless the person has ceased doing business in the capacity held at the time the expenses were incurred and has assigned all right, title and interests in the remaining accounts receivable to the assignee."

Lien claimant argues that the new law should not apply to its lien. It does not cite any authority for this proposition. The matter went to trial after the enactment of Labor Code Section 4903.8(a) and therefore pursuant to subsection (f), the section takes effect for the matter at bar. The original lien was filed by Express Case Pharmacy. At the time of the filing of that lien, Petitioner was listed as the representative of Express Case Pharmacy. It is clear that the lien was assigned to Petitioner. In order for an assignee to be entitled to payment, it has the burden of showing that the assignor must have ceased doing business. There was no evidence presented that Express Case Pharmacy has ceased doing business. Therefore, the lien of Express Case Management was a prohibited assignment under Labor Code Section 4903.8(a). To argue that the law should not apply to it, is simply without merit.

Where the statutory language is clear and not ambiguous, there is no room for interpretation. <u>DuBois v. Workers' Comp. Appeals Bd.</u> (1993) 5 Cal.4th 382, 387. The WCJ applied the law as it existed at the time of the trial.

IV RECOMMENDATION

It is respectfully recommended that Applicant's Petition for Reconsideration be denied in its entirety.

DATE: May 30, 2013

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Jeffrey Bruflat WORKERS' COMPENSATION ADMINISTRATIVE LAW JUDGE

Service on: ASPEN MEDICAL RESOURCES ANAHEIM, US Mail ESIS CHATSWORTH, US Mail EXPRESS CASE MANAGEMENT, US Mail FOUNDATION MED GRP PICO RIVERA, US Mail PINNACLE LIEN SERVICES, US Mail UNLIMITED INTERPRETING WHITTIER, US Mail WALL MCCORMICK SANTA ANA, US Mail

By: Agatha Magana DATE: 05.30.2013

MARIA MORENO