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8
9 **BEFORE THE**
BOARD OF PHARMACY
10 **DEPARTMENT OF CONSUMER AFFAIRS**
STATE OF CALIFORNIA

11 In the Matter of the Statement of Issues
12 Against:

Case No. 4862

13 **MAXIM HEALTH SYSTEMS, LLC; TONI**
14 **JEAN LISA, AUTHORIZED**
REPRESENTATIVE

STATEMENT OF ISSUES

15 **Nonresident Wholesaler Permit Applicant**

16 Respondent.

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18
19 Complainant alleges:

20 **PARTIES**

21 1. Virginia Herold (Complainant) brings this Statement of Issues solely in her official
22 capacity as the Executive Officer of the Board of Pharmacy, Department of Consumer Affairs.
23 2. On or about September 28, 2012, the Board of Pharmacy, Department of Consumer
24 Affairs received an application for a Nonresident Wholesaler Permit from Maxim Health
25 Systems, LLC; Toni Jean Lisa, Authorized Representative (Respondent). On or about August 16,
26 2012, Toni Jean Lisa, aka Toni Jean Lisa Friedman certified under penalty of perjury to the
27 truthfulness of all statements, answers, and representations in the application. The Board denied
28 the application on March 1, 2013.

JURISDICTION

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2 3. This Statement of Issues is brought before the Board of Pharmacy (Board),
3 Department of Consumer Affairs, under the authority of the following laws. All section
4 references are to the Business and Professions Code unless otherwise indicated.

5 4. Section 4161 of the Code states, in pertinent part:

6 “(a) A person located outside this state that (1) ships, sells, mails, or delivers dangerous
7 drugs or dangerous devices into this state or (2) sells, brokers, or distributes dangerous drugs or
8 devices within this state shall be considered a nonresident wholesaler.

9 “(b) A nonresident wholesaler shall be licensed by the board prior to shipping, selling,
10 mailing, or delivering dangerous drugs or dangerous devices to a site located in this state or
11 selling, brokering, or distributing dangerous drugs or devices within this state.

12 “(c) A separate license shall be required for each place of business owned or operated by a
13 nonresident wholesaler from or through which dangerous drugs or dangerous devices are shipped,
14 sold, mailed, or delivered to a site located in this state or sold, brokered, or distributed within this
15 state. A license shall be renewed annually and shall not be transferable.

16 “... ”

17 “(f) A nonresident wholesaler shall comply with all directions and requests for information
18 from the regulatory or licensing agency of the state in which it is licensed, as well as with all
19 requests for information made by the board.

20 “... ”

21 “(h) A nonresident wholesaler shall at all times maintain a valid, unexpired license, permit,
22 or registration to conduct the business of the wholesaler in compliance with the laws of the state
23 in which it is a resident. An application for a nonresident wholesaler license in this state shall
24 include a license verification from the licensing authority in the applicant's state of residence.

25 “(i) The board may not issue or renew a nonresident wholesaler license until the
26 nonresident wholesaler identifies a designated representative-in-charge and notifies the board in
27 writing of the identity and license number of the designated representative-in-charge.

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1 7. Section 810 of the Code states, in pertinent part:

2 "(a) It shall constitute unprofessional conduct and grounds for disciplinary action,
3 including suspension or revocation of a license or certificate, for a health care professional to do
4 any of the following in connection with his or her professional activities:

5 " (1) Knowingly present or cause to be presented any false or fraudulent claim for the
6 payment of a loss under a contract of insurance.

7 " (2) Knowingly prepare, make, or subscribe any writing, with intent to present or use the
8 same, or to allow it to be presented or used in support of any false or fraudulent claim.

9 " (b) It shall constitute cause for revocation or suspension of a license or certificate for a
10 health care professional to engage in any conduct prohibited under Section 1871.4 of the
11 Insurance Code or Section 549 or 550 of the Penal Code.

12 "...

13 " (c)(4) Nothing in this subdivision shall preclude a board from suspending or revoking a
14 license or certificate pursuant to any other provision of law. . . ."

15 8. Section 4300 of the Code states, in pertinent part:

16 " (a) Every license issued may be suspended or revoked.

17 "...

18 " (c) The board may refuse a license to any applicant guilty of unprofessional conduct. The
19 board may, in its sole discretion, issue a probationary license to any applicant for a license who is
20 guilty of unprofessional conduct and who has met all other requirements for licensure. . . ."

21 9. Section 4301 of the Code states:

22 "The board shall take action against any holder of a license who is guilty of unprofessional
23 conduct or whose license has been procured by fraud or misrepresentation or issued by mistake.
24 Unprofessional conduct shall include, but is not limited to, any of the following:

25 " (a) Gross immorality. . . .

26 "...

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1 "(1) Knowingly present or cause to be presented any false or fraudulent claim for the
2 payment of a loss or injury, including payment of a loss or injury under a contract of insurance.

3 "(2) Knowingly present multiple claims for the same loss or injury, including presentation
4 of multiple claims to more than one insurer, with an intent to defraud.

5 "...

6 "(5) Knowingly prepare, make, or subscribe any writing, with the intent to present or use it,
7 or to allow it to be presented, in support of any false or fraudulent claim.

8 "(6) Knowingly make or cause to be made any false or fraudulent claim for payment of a
9 health care benefit.

10 "(7) Knowingly submit a claim for a health care benefit that was not used by, or on behalf
11 of, the claimant.

12 "(8) Knowingly present multiple claims for payment of the same health care benefit with
13 an intent to defraud.

14 "(9) Knowingly present for payment any undercharges for health care benefits on behalf of
15 a specific claimant unless any known overcharges for health care benefits for that claimant are
16 presented for reconciliation at that same time.

17 "(10) For purposes of paragraphs (6) to (9), inclusive, a claim or a claim for payment of a
18 health care benefit also means a claim or claim for payment submitted by or on the behalf of a
19 provider of any workers' compensation health benefits under the Labor Code.

20 "(b) It is unlawful to do, or to knowingly assist or conspire with any person to do, any of
21 the following:

22 "(1) Present or cause to be presented any written or oral statement as part of, or in support
23 of or opposition to, a claim for payment or other benefit pursuant to an insurance policy, knowing
24 that the statement contains any false or misleading information concerning any material fact.

25 "(2) Prepare or make any written or oral statement that is intended to be presented to any
26 insurer or any insurance claimant in connection with, or in support of or opposition to, any claim
27 or payment or other benefit pursuant to an insurance policy, knowing that the statement contains
28 any false or misleading information concerning any material fact.

1 (3) Conceal, or knowingly fail to disclose the occurrence of, an event that affects any
2 person's initial or continued right or entitlement to any insurance benefit or payment, or the
3 amount of any benefit or payment to which the person is entitled. . . .”

4 **REGULATORY PROVISION**

5 12. California Code of Regulations, title 16, section 1770, states:

6 "For the purpose of denial, suspension, or revocation of a personal or facility license
7 pursuant to Division 1.5 (commencing with Section 475) of the Business and Professions Code, a
8 crime or act shall be considered substantially related to the qualifications, functions or duties of a
9 licensee or registrant if to a substantial degree it evidences present or potential unfitness of a
10 licensee or registrant to perform the functions authorized by his license or registration in a manner
11 consistent with the public health, safety, or welfare."

12 **FIRST CAUSE FOR DENIAL OF APPLICATION**

13 **(Commission of an Act Involving Dishonesty, Fraud or Deceit With the Intent to**
14 **Substantially Benefit Itself or Another, or Substantially Injure Another)**

15 13. Respondent Maxim's application is subject to denial under sections 475(a)(3) and
16 480(a)(2) of the Code in that four of Maxim's former employees pled guilty to¹: (1) from 2001
17 through 2009, submitting or causing to be submitted false claims to the state Medicaid program
18 for services not rendered; (2) from 2001 through 2009, submitting or causing to be submitted
19 false claims to the state Medicaid program for services not reimbursable by the state Medicaid
20 program because Maxim lacked adequate documentation to support the services purported to
21 have been performed; and (3) from October 2007 through February 2008, submitting or causing
22 to be submitted false or fraudulent claims to the state Medicaid program for services not
23 reimbursable by the state Medicaid programs because its office in Gainesville, Georgia was not
24 licensed. These actions were a result of a climate that Maxim fostered in its operations which
25 encouraged criminal behavior as more fully described as follows:

26 _____
27 ¹ Because these former employees admitted to engaging in illegal and unethical conduct
28 during the course and scope of their employment with Respondent, Respondent is vicariously
liable for their conduct for the purpose of this action.

1 a. On or about November 4, 2009, in *United States of America v. Andrew*
2 *Sabbaghzadeh*, United States District Court, District of New Jersey, Trenton Division, case no. 3-
3 09-cr-00820-AET-1, Andrew Sabbaghzadeh (hereinafter "A.S."), Account Manager for
4 Respondent Maxim's Tempe, Arizona office from November 2007 through November 2008,
5 admitted to the following:

6 i. Respondent Maxim's Tempe, Arizona office provided staffing of nurses to
7 various facilities in and around Tempe, Arizona, which included an Academic Behavioral
8 Alternative school (ABA), providing special educational services for students with autism, mental
9 retardation, and other health impairments;

10 ii. In A.S.'s role as Account Manager, he was responsible for, among other things,
11 ensuring that time cards were submitted to Respondent Maxim's corporate office for all shifts
12 worked by nurses so that Maxim could then bill the facilities;

13 iii. The time cards were supposed to reflect the time actually worked by the nurse
14 and the signature of a supervisor at the facility verifying that the work was completed;

15 iv. During A.S.'s time as Account Manager, he, along with others working with
16 him, created fraudulent time cards, and submitted them to Respondent Maxim's corporate office;

17 v. These time cards included forged, cut, and pasted or otherwise fraudulent
18 supervisor signatures when, in fact, a supervisor from the facility had not signed those time cards;

19 vi. These fraudulent time cards included ones reflecting work done by a nurse, F.J.,
20 at ABA schools, when, in fact, F.J. was not at the time an employee of Respondent Maxim and
21 did not actually work the shifts reflected on behalf of Maxim;

22 vii. Respondent Maxim and others created and submitted these fraudulent time
23 cards in order that the facilities would be billed by Maxim;

24 viii. As part of this scheme, A.S. submitted, or caused to be submitted, fraudulent
25 time cards resulting in bills from Respondent Maxim to facilities amounting to more than
26 \$10,000.00 but less than \$30,000.00;

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1 ix. A.S. engaged in these fraudulent billing practices in response to sales pressure
2 from his superiors, also employees of Respondent Maxim, to generate more revenue for the
3 Tempe, Arizona office;

4 x. A.S. took these actions knowingly and willfully.

5 b. On or about December 4, 2009, in *United States of America v. Bryan Lee Shipman*,
6 United States District Court, District of New Jersey, Trenton Division, case no. 3-10-cr-00404-
7 AET-1, Bryan Shipman (hereinafter "B.S."), Respondent Maxim's Regional Account Manager
8 from March 2001 through September 2009, admitted to the following:

9 i. During B.S.'s time of employment with Respondent Maxim, it was his
10 experience that sales and profits were the number one priority of Maxim;

11 ii. At at least one point during B.S.'s position as Regional Account Manager, he
12 believed his job was in jeopardy because while all of the other revenues and profitability of
13 offices under his supervision had grown, they did not grow by as a dramatic degree as his
14 supervisors seemed to expect;

15 iii. The degree of growth demanded by B.S.'s supervisors was based on a belief
16 that dramatic growth was necessary regardless of market conditions;

17 iv. Between October 2007 and February 2008, B.S. was responsible as the
18 Regional Account Manager for a region of Georgia and Respondent Maxim's offices in
19 Gainesville and Atlanta, which provided staffing of nurses and other caregivers to individuals for
20 home care services in and around the areas where these offices were located;

21 v. A substantial portion of Respondent Maxim's home care services in Georgia
22 were paid for through public programs, such as Georgia's Medicaid program;

23 vi. Opening new branch offices within B.S.'s region was a method of increasing
24 the sales of his region;

25 vii. Before October 2007, B.S. requested that Respondent Maxim open a new
26 branch in Gainesville, Georgia, which was to be an expansion from the office in Atlanta North,
27 which was already in existence at the time;

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1 viii. The new office was expected both to take over the supervision of care for
2 certain patients who were, up until that point, supervised by Atlanta North, and also to accept
3 referrals and supervise the care of new patients;

4 ix. J.M. was the Vice President of sales for the region which included Atlanta
5 North and Gainesville offices, and he was B.S.'s supervisor at the time;

6 x. The Gainesville office began operating in or about October 2007;

7 xi. Between October 2007 and February 2008, B.S. was aware that the new
8 Gainesville office was operating as a freestanding office, meaning that the Gainesville office was
9 accepting patients and supervising the care of patients without being licensed by the State of
10 Georgia;

11 xii. During this time, all billings related to the Gainesville office were submitted to
12 Georgia's Medicaid program as if they were attributable to Respondent Maxim's Atlanta North
13 office when, in fact, the Atlanta North office was not involved in the provision of care for those
14 patients;

15 xiii. Although Respondent Maxim submitted billings for both of the offices as they
16 were all attributable to the Atlanta North office, Maxim, in fact, tracked which billings were
17 attributable to the Gainesville office and which were attributable to the Atlanta North office;

18 xiv. During this time, B.S. had conversations and/or e-mail exchanges with J.M.,
19 J.D., and T.C. in which it was clear they were aware that billings related to the Gainesville office
20 were being submitted to Georgia's Medicaid program as if they were attributable to Respondent
21 Maxim's Atlanta North office;

22 xv. B.S. believed at that time that if the State regulators learned of the manner in
23 which the Gainesville office was operating, the State of Georgia may have, at a minimum, refused
24 to pay Respondent Maxim based on the claims properly attributable to the Gainesville office and
25 required Maxim to repay monies based on claims already filed through the Atlanta North office
26 which were properly attributable to the Gainesville office;

27 xvi. During this time, B.S. had conversations and/or e-mail exchanges with J.M.,
28 J.D., and T.C. in which it was clear they similarly understood that funds would be recouped by

1 the State if the State regulators learned of the manner in which the Gainesville office was
2 operating, meaning that it was operating as a freestanding office;

3 xvii. In order to make it appear that the Gainesville office was not a freestanding
4 office, the billings related to the Gainesville office were submitted to Georgia's Medicaid
5 program as if they were attributable to the Atlanta North office;

6 xviii. During this time, B.S. had conversations or e-mails with J.M. and J.D. about the
7 fact that Respondent Maxim would be able to avoid recoupment for billings by the Gainesville
8 office by claiming the billings were attributable to Maxim's Atlanta North office when, in fact,
9 they were not;

10 xix. In order to make it appear that the Gainesville office was not a freestanding
11 office, B.S. and others directed T.S., S.C., and others not to disclose the Gainesville office's
12 existence as a freestanding office to State regulators;

13 xx. B.S. directed T.S. to be careful about marketing his office so that the office's
14 existence as a freestanding office would not be disclosed to State regulators;

15 xxi. B.S. and others, including J.D., also directed T.S. and S.C. that original patient
16 records should be kept in Atlanta North, and only copies of patient records be kept in Gainesville
17 so that in the event the Gainesville offices were visited by State regulators, they would be led to
18 believe patient care was being supervised by the Atlanta North office when, in fact, that was not
19 the case;

20 xxii. B.S. had conversations or e-mail exchanges with J.M., J.D., and T.C. about the
21 need to make sure State regulators did not learn that Respondent Maxim's Gainesville office was
22 operating as a freestanding office;

23 xxiii. In February 2008, prior to a time when J.D. believed a State regulator would be
24 visiting the Gainesville, Georgia office, J.D. related to B.S. through both an e-mail and telephone
25 conversation that she had a conversation with T.S. and S.C. in which she told him to replace
26 original documents in patient files located in the Gainesville office with copies and to tell the
27 State regulator that the original documents were located in Atlanta North when, in reality, the
28 original documents were located in Gainesville, Georgia. B.S. understood that J.D. gave this

1 direction in order that the State regulator would not learn that the Gainesville office was
2 functioning as a freestanding office;

3 xxiv. Between October 2007 and February 2008, more than \$400,000.00, but less
4 than \$1,000,000.00 in billings, properly attributable to the unlicensed Gainesville, Georgia office,
5 were submitted to the Georgia Medicaid program for reimbursement even if they were
6 attributable to the Atlanta North office.

7 xxv. B.S. took these actions knowingly and willfully.

8 c. On or about May 28, 2010, in *United States of America v. Donna Ocansey*, United
9 States District Court, District of New Jersey, Trenton Division, case no. 3-10-cr-00371-AET-1,
10 Donna Ocansey (hereinafter "D.O."), Director of Clinical Services of Respondent Maxim's
11 Cherry Hill, New Jersey office from July through December 2009, admitted to the following:

12 i. Respondent Maxim's Cherry Hill, New Jersey office provided home healthcare
13 to individuals in and around Cherry Hill, New Jersey;

14 ii. A substantial portion of Respondent Maxim's home healthcare services were
15 paid for through public programs, such as New Jersey's Medicaid program;

16 iii. As Director of Clinical Services, D.O. had oversight responsibility for, among
17 other things, ensuring that Medicaid-required supervisory visits of patients were conducted
18 periodically, meaning that a registered nurse periodically visited each patient to check on that
19 patient's condition, and the care the patient was receiving from Respondent's caregivers;

20 iv. As Director of Clinical Services, D.O. had oversight responsibility for, among
21 other things, ensuring that documentation associated with those supervisory visits was completed;

22 v. At various times throughout D.O.'s employment with Respondent Maxim as
23 Director of Clinical Services, D.O. completed documentation indicating that she or another
24 registered nurse had conducted a required supervisory visit when D.O. knew that no registered
25 nurse had conducted such a visit;

26 vi. At various times during that same time period, D.O. completed documentation
27 indicating that supervisory visits had been completed on certain dates within required time
28 periods when she knew they were not completed within those time periods;

1 vii. Throughout D.O.'s employment with Respondent Maxim, D.O. fabricated
2 documentation to make it appear that supervisory visits were properly conducted within required
3 time periods when, in fact, they were not. D.O. did so knowing that the information she was
4 putting on the documentation was not accurate;

5 viii. D.O. did these things in response to pressure from her superiors, also
6 employees of Respondent Maxim, to make sure that all supervisory visits were completed, despite
7 not being given adequate resources to conduct all necessary visits;

8 ix. D.O. took these actions knowingly and willfully;

9 x. From July through December 2009, in Camden County, D.O. knowingly and
10 willfully falsified, concealed, and covered-up by scheme or device a material fact, and made
11 materially false fictitious and fraudulent statements, made and used materially false writings and
12 documents knowing them to contain materially false fraudulent statements in connection with the
13 delivery of and payment for healthcare benefits.

14 d. On June 17, 2010, in *United States of America v. Gregory Munzel*, United States
15 District Court, District of New Jersey, Trenton Division, case no. 3-09-cr-00895-AET-1, Gregory
16 Munzel (hereinafter "G.M."), Account Manager for Respondent Maxim's Charleston, South
17 Carolina office from 2001 through 2005, admitted to the following:

18 i. Respondent Maxim's South Carolina office provided home healthcare to
19 individuals in and around Charleston, South Carolina;

20 ii. A substantial portion of Respondent Maxim's home healthcare services were
21 paid for through public programs, such as South Carolina's Medicaid program and Community
22 Long-Term Program;

23 iii. In the role of Account Manager, G.M. had oversight responsibility for, among
24 other things, the documentation associated with the provision of healthcare services to home care
25 patients, which included documentation to ensure that all care givers utilized by Respondent
26 Maxim were properly credentialed, that is that they had documentation reflecting, for example,
27 that they were properly licensed or had completed any necessary training;

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1 iv. Throughout G.M.'s employment with Respondent Maxim, G.M. fabricated
2 documentation to make it appear that care givers were properly credentialed when, in fact, they
3 were not. This was a practice G.M. learned from a superior, who was also an employee of
4 Maxim;

5 v. G.M. created copies of altered CPR cards to be included in care giver personnel
6 files to make it appear as if those care givers were current on their training requirements to be
7 eligible to provide services to home care patients;

8 vi. G.M. did these things in response to sales pressure from his superiors, also
9 employees of Respondent Maxim, to generate more revenue;

10 vii. It was G.M.'s experience that the forging of credentials for care givers to meet
11 sales expectations from superiors was a common occurrence with Respondent Maxim;

12 viii. In the role of Account Manager, G.M. was aware that individuals working
13 under his supervision were similarly forging credentials for care givers;

14 ix. In G.M.'s role as Account Manager, he was also responsible for ensuring that
15 time cards and other forms were submitted to Respondent Maxim's corporate office for all shifts
16 worked by caretakers so that Maxim could then bill for these home healthcare services provided.
17 These time cards and other forms were supposed to reflect the time actually worked by the care
18 givers;

19 x. During G.M.'s time as Account Manager of the Charleston, South Carolina
20 office, he became aware that a care giver, M.M., prepared time cards purporting to reflect home
21 care services rendered that had overlapping hours, that is reflecting that M.M. was providing care
22 to different patients at different locations at the same time;

23 xi. G.M. understood it was not possible for M.M. to be servicing two different
24 patients at separate locations at the same time;

25 xii. G.M., along with others working with him, nevertheless submitted to
26 Respondent Maxim's corporate offices the total M.M. hours billed for home care services so that
27 Maxim could, in turn, bill Medicaid. These bills were submitted, despite G.M.'s awareness that
28 they were based on false information;

1 xiii. Under the CLTC Program, care givers were required to place a telephone call to
2 a system utilized by the program at the beginning and end of the provision of home care to
3 confirm that they were actually beginning and ending the provision of care at the times which
4 Respondent would then send a bill;

5 xiv. For instances where a care giver failed to utilize the CLTC Program's telephone
6 system, the program allowed a bill to be submitted if Respondent Maxim submitted a form
7 reflecting the identity of the care giver who provided the care. Under these circumstances, the
8 program assigned a strike to such a care giver who repeatedly failed to utilize the telephone
9 system and they were then prevented from billing for services under the program;

10 xv. To avoid any of Respondent Maxim's care givers being barred from billing for
11 services according to the CLTC Program strike system, G.M. submitted false claims to the
12 program which reflected the name of a care giver whom G.M. knew did not provide the home
13 health care services to the patient. These forms were submitted as the basis for bills to South
14 Carolina's CLTC Program, and this was done intentionally to bypass the CLTC Program's strike
15 system;

16 xvi. G.M. engaged in these practices and allowed those working under him to
17 engage in these practices in response to sales pressure from his superiors, also employees of
18 Respondent Maxim, to generate more revenue for the Charleston, South Carolina office;

19 xvii. G.M. was aware that sales employees, known as recruiters, working under his
20 supervision in the Charleston office, also engaged in these practices to generate false paperwork
21 in connection with the billing of home care services;

22 xviii. False documents submitted to Respondent Maxim's corporate offices by G.M.
23 and others under his supervision resulted in bills from Maxim to South Carolina Medicaid amount
24 to more than \$10,000.00 but less than \$30,000.00;

25 xix. G.M. took these actions knowingly and willfully.

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SIXTH CAUSE FOR DENIAL OF APPLICATION

(Unprofessional Conduct—Knowingly Making or Signing Any Certificate or Other Document That Falsely Represents the Existence or Nonexistence of a State of Facts)

18. Respondent Maxim’s application is subject to denial under sections 480(a)(3) and 4301(g) of the Code in that from 2001 through 2009, Maxim, by and through its employees, knowingly made or signed documents that falsely represented the existence or nonexistence of a state of facts, as more fully set forth in paragraph 13 and all of its subparts.

SEVENTH CAUSE FOR DENIAL OF APPLICATION

(Unprofessional Conduct—Violating or Attempting to Violate, Directly or Indirectly, any Provision or Term of the Business and Professions Code Applicable to Pharmacy or the Applicable Federal and State Laws and Regulations Governing Pharmacy)

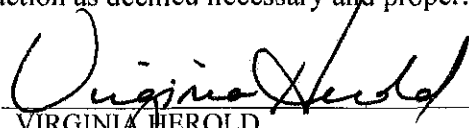
19. Respondent Maxim’s application is subject to denial under sections 480(a)(3) and 4301(o) of the Code in that from 2001 through 2009, Maxim, by and through its employees, violated or attempted to violate, directly or indirectly, provisions and terms of the Business and Professions Code applicable to pharmacy as well as applicable federal and state laws and regulations governing pharmacy, as more fully set forth in paragraph 13 and all of its subparts.

PRAYER

WHEREFORE, Complainant requests that a hearing be held on the matters herein alleged, and that following the hearing, the Board of Pharmacy issue a decision:

1. Denying the application of Maxim Health Systems, LLC; Toni Jean Lisa, Authorized Representative for a Nonresident Wholesaler Permit; and
2. Taking such other and further action as deemed necessary and proper.

DATED: 7/23/14



VIRGINIA HEROLD
Executive Officer
Board of Pharmacy
Department of Consumer Affairs
State of California
Complainant

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