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UNITED STATES DISTRICT COURT
NORTHERN DISTRICT OF CALIFORNIA

JOHN F. WALTERS,
Plaintiff,
v.
CAROLYN W. COLVIN,
Defendant.

Case No. [15-cv-01967-EMC](#)

**ORDER GRANTING PLAINTIFF'S
MOTION FOR SUMMARY
JUDGMENT; AND DENYING
DEFENDANT'S CROSS-MOTION FOR
SUMMARY JUDGMENT**

Docket Nos. 13-14

In January 2011, Plaintiff John F. Walters filed applications for disability insurance benefits and supplemental security income benefits under Titles II and XVI of the Social Security Act. *See* AR 123-38. The applications were denied initially in May 2011, *see* AR 30-41, and then upon reconsideration in December 2011. *See* AR 46-47, 58-62. Mr. Walters then requested a hearing before an administrative law judge (“ALJ”). *See* AR 66. A hearing was held before ALJ Major Williams, Jr., in April 2013. *See* AR 467. Subsequently, on July 8, 2013, ALJ Williams issued his decision, concluding that Mr. Walters was not disabled from April 1, 2009 (the alleged onset date) through the date of his decision. *See* AR 13-29. In August 2013, Mr. Walters asked that the Appeals Council for the Social Security Administration review the ALJ’s decision, *see* AR 9A, but that request was denied in March 2015. *See* AR 6-8. Mr. Walters then initiated the instant action, challenging the ALJ’s decision.

Mr. Walters has exhausted his administrative remedies with respect to his claim of disability. This Court has jurisdiction to review pursuant to 42 U.S.C. § 405(g). Mr. Walters has moved for summary judgment, seeking a reversal of the Commissioner’s decision and a remand for further consideration. The Commissioner has cross-moved for summary judgment. Having considered the parties’ briefs and accompanying submissions, including but not limited to the

1 administrative record, and good cause appearing therefor, the Court hereby **GRANTS** Mr.
2 Walters’s motion for summary judgment and **DENIES** the Commissioner’s cross-motion. The
3 case is remanded for further proceedings within the Social Security Administration.

4 **I. FACTUAL & PROCEDURAL BACKGROUND**

5 In January 2011, Mr. Walters filed applications for disability insurance and supplemental
6 security benefits. According to Mr. Walters, he suffered from a hereditary bone disease and
7 arthritis, which affected, *inter alia*, his knees, lower back, ankles, feet, right hand, and right arm,
8 and he became unable to work as of April 1, 2009. *See* AR 30, 36, 478-80. As noted above, ALJ
9 Williams rejected Mr. Walters’s claim for benefits, applying the five-step sequential evaluation
10 process provided for by 20 C.F.R. § 404.1520.

11 “Step one disqualifies claimants who are engaged in substantial
12 gainful activity from being considered disabled under the
13 regulations. Step two disqualifies those claimants who do not have
14 one or more severe impairments that significantly limit their
15 physical or mental ability to conduct basic work activities. Step
16 three automatically labels as disabled those claimants whose
17 impairment or impairments meet the duration requirement and are
18 listed or equal to those listed in a given appendix. Benefits are
awarded at step three if claimants are disabled. Step four disqualifies
those remaining claimants whose impairments do not prevent them
from doing past relevant work. Step five disqualifies those claimants
whose impairments do not prevent them from doing other work, but
at this last step the burden of proof shifts from the claimant to the
government. Claimants not disqualified by step five are eligible for
benefits.”

19 *Celaya v. Halter*, 332 F.3d 1177, 1180 (9th Cir. 2003).

20 In the instant case, ALJ Williams made the following rulings regarding the five steps.

21 At step one, the ALJ found that Mr. Walters had not engaged in substantial gainful activity
22 since the alleged onset date of April 1, 2009. *See* AR 15.

23 At step two, the ALJ determined that Mr. Walters suffered from a number of severe
24 impairments, including progressive diffuse osteoarthritis, hereditary multiple exostoses, chronic
25 hepatitis C, and chronic pain syndrome. *See* AR 15.

26 At step three, the ALJ concluded that Mr. Walters did not have an impairment or
27 combination of impairments that met or medically equaled the severity of one of the listed
28 impairments set forth in 20 C.F.R. Part 404, Subpart P, Appendix 1. *See* AR 16.

1 At step four, the ALJ found that Mr. Walters had the residual functional capacity (“RFC”)
2 to perform less than the full range of medium work. More specifically, the ALJ held that Mr.
3 Walters could “sit for six hours in an eight hour workday with normal breaks; . . . stand and/or
4 walk for four hours in an eight hour workday with normal breaks; . . . lift and carry 25 pounds
5 frequently and 50 pounds occasionally; [and] perform[] all other postural activity [except for
6 crawling] on an occasional basis.” AR 18. The ALJ further held that Mr. Walters had “no
7 limitations relative to using his bilateral upper extremities for reaching and for fine and gross
8 manipulation.” AR 18. Based on this RFC, the ALJ concluded that Mr. Walters could not
9 perform any of his past relevant work, such as a lawnmower salesman and a helicopter pilot and
10 maintenance worker. *See* AR 26.

11 Finally, at step five, the ALJ found that, based on Mr. Walters’s age, education, work
12 experience, and RFC, there were “jobs that exist[ed] in significant numbers in the national
13 economy that [he could] perform.” AR 27.

14 **II. DISCUSSION**

15 A. Legal Standard

16 After a final decision on a claim for benefits by the Commissioner, the claimant may seek
17 judicial review of that decision by a district court. *See* 42 U.S.C. § 405(g). The Commissioner’s
18 decision will be disturbed only if the ALJ has committed legal error or if the ALJ’s findings are
19 not supported by substantial evidence. *See Stout v. Comm’r of Soc. Sec. Admin.*, 454 F.3d 1050,
20 1052 (9th Cir. 2006) (“We will uphold the Commissioner’s denial of benefits if the Commissioner
21 applied the correct legal standards and substantial evidence supports the decision.”). Substantial
22 evidence is relevant evidence – “more than a scintilla, but less than a preponderance” – that a
23 reasonable mind may accept to support a conclusion. *Lingenfelter v. Astrue*, 504 F.3d 1028, 1035
24 (9th Cir. 2007). A court evaluates “the record as a whole, . . . weighing both the evidence that
25 supports and detracts from the ALJ’s conclusion” to determine if substantial evidence supports a
26 finding. *Mayes v. Massanari*, 276 F.3d 453, 459 (9th Cir. 2001). If the evidence supports “more
27 than one rational interpretation,” the court must uphold the ALJ’s decision. *Burch v. Barnhart*,
28 400 F.3d 676, 680-81 (9th Cir. 2005).

1 B. Remand Based on *Luna*

2 As an initial matter, Mr. Walters asserts that the ALJ’s findings may not have been
3 supported by substantial evidence because, in August 2015 (*i.e.*, several months after the Appeals
4 Council denied him relief with respect to ALJ Williams’s decision), the Social Security
5 Administration issued a decision on a subsequent disability application filed by Mr. Walters and
6 found him to be disabled as of July 9, 2013 – *i.e.*, exactly one day after ALJ Williams’s decision
7 which found him to be not disabled from April 1, 2009, to July 8, 2013. *See* Mot., Ex. A (notice
8 of award). Mr. Walters argues that, given these circumstances, a remand to the agency is
9 warranted so that it, in effect, reassess whether ALJ Williams’s decision was correct.

10 Mr. Walters’s argument in support of a remand is predicated on *Luna v. Astrue*, 623 F.3d
11 1032 (9th Cir. 2010). In *Luna*, the claimant filed for benefits and the ALJ found her to be not
12 disabled through January 27, 2006. The claimant appealed this decision but, while her appeal was
13 pending, she filed a second application for benefits which was granted on August 20, 2007. *See*
14 *id.* at 1033. The notice of award reflected that the claimant was disabled as of January 28, 2006 –
15 *i.e.*, “one day after the date [the claimant] was found not to be disabled based on her first
16 application. [The claimant] did not provide any further information about the second, successful
17 application.” *Id.*

18 “Before the district court the parties [in *Luna*] agreed that the case should be remanded to
19 the agency to reconcile the denial of benefits based on [the claimant’s] first application with the
20 grant of benefits based on her second application, but they did not agree on the terms of the
21 remand.” *Id.* The claimant argued that the agency’s second decision granting benefits “indicated
22 that she was disabled for the earlier time period covered by her first application as well, so the
23 proper remedy would be a remand ordering that benefits be paid for the earlier time period.” *Id.*
24 The Social Security Administration argued that the remand should be for reconsideration as to
25 whether the claimant was actually disabled during the period relevant to her first application for
26 benefits. The district court agreed with the agency and “remanded for resolution of factual issues
27 pursuant to 42 U.S.C. § 405(g).” *Id.*

28 Section 405(g) provides in relevant part as follows:

1 The court may, on motion of the Commissioner of Social Security
2 made for good cause shown before the Commissioner files the
3 Commissioner’s answer, remand the case to the Commissioner of
4 Social Security for further action by the Commissioner of Social
5 Security, and it may at any time order additional evidence to be
6 taken before the Commissioner of Social Security, but only upon a
7 showing that there is new evidence which is material and that there
8 is good cause for the failure to incorporate such evidence into the
9 record in a prior proceeding

6 42 U.S.C. § 405(g). “New material is material when it bear[s] directly and substantially on the
7 matter in dispute, and if there is a reasonabl[e] possibility that the new evidence would have
8 changed the outcome of the . . . determination.” *Luna*, 623 F.3d at 1033 (internal quotation marks
9 omitted).

10 The Ninth Circuit agreed with the district court that “the finding of disability based on [the
11 claimant’s] second benefits application was new and material evidence warranting remand for
12 further factual consideration because it commenced at or near the time [she] was found not
13 disabled based on the first application.” *Id.* It explained as follows: “the ‘reasonable possibility’
14 that the subsequent grant of benefits was based on new evidence not considered by the ALJ as part
15 of the first application indicates that further consideration of the factual issues is appropriate to
16 determine whether the outcome of the first application should be different.” *Id.*

17 The Ninth Circuit also underscored that this was not “a case where an initial denial and
18 subsequent award were easily reconcilable on the record before the court” – *e.g.*, where the second
19 application involved different medical evidence, a different time period, and a different age
20 classification. *Id.*

21 We cannot conclude based on the record before us whether the
22 decisions concerning [the claimant] were reconcilable or
23 inconsistent. There was only one day between the denial of [the
24 claimant’s] first application and the disability onset date specified in
25 the award for her successful second application, but she may have
26 presented different medical evidence to support the two applications,
27 or there might be some other reason to explain the change. Given
28 this uncertainty, remand for further factual proceedings was an
appropriate remedy.

26 *Id.* (emphasis added).

27 *Luna* is analogous to the instant case. In *Luna*, the claimant was denied benefits through
28 January 27, 2006, but then was awarded benefits starting the very next day. Here, Mr. Walters

1 was denied benefits through July 8, 2013, but then was awarded benefits starting the very next
2 day. In *Luna*, the claimant did not provide any information about her second application other
3 than that it was successful and that she was awarded benefits as of the day following the ALJ’s
4 decision denying benefits on her first application. Here, Mr. Walters has not provided any
5 information about his second application other than that it was successful and that he was awarded
6 benefits as of the day following the ALJ’s decision denying benefits on his first application.
7 Given these circumstances, the Court is hard pressed to see why resolution of this case should be
8 any different from the resolution of *Luna* – *i.e.*, a remand so that the Commissioner may further
9 consider potentially new and material evidence. Here, as in *Luna*, this is not a case where the first
10 and second agency decisions are easily reconcilable based on the record before the Court.

11 In her papers, the Commissioner contends that *Luna* is distinguishable because, there, the
12 agency actually *agreed* that the case should be remanded so that the agency could reconcile the
13 denial of benefits based on the claimant’s first application with the grant of benefits based on her
14 second application.¹ The only dispute between the *Luna* parties was what the terms of the remand
15 should be. While the Commissioner is correct, the Ninth Circuit’s analysis did not rest on that
16 agreement by the Commissioner. The Ninth Circuit’s analysis was based on 42 U.S.C. § 405(g),
17 which provides that a court “may *at any time* order additional evidence to be taken before the
18 Commissioner of Social Security, but only upon a showing that there is new evidence which is
19 material and that there is good cause for the failure to incorporate such evidence into the record in
20 a prior proceeding.” 42 U.S.C. § 405(g) (emphasis added). The Ninth Circuit clearly expressed
21 its agreement with the district court that the claimant’s “second benefits application was new and
22 material evidence warranting remand,” in particular, given the timing. *Luna*, 623 F.3d at 1033.

23 The Commissioner protests that ordering a remand would “produce an absurd result” – *i.e.*,

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¹ The Commissioner claims that, in *Luna*, the agency “agreed with the claimant that the challenged ALJ’s decision contained indefensible errors based on the record that was before the ALJ.” Opp’n at 4. However, the district court opinion cited in support simply states as follows: “[T]he Appeals Council agreed to accept voluntary remand to re-assess Plaintiff’s mental and physical residual capacity, reevaluate all of the medical evidence, properly address Plaintiff’s obesity, and consider an earlier onset date than the date found in the Notice of Award.” *Luna v. Astrue*, No. CIV 07-719-PHX-MHB, 2008 U.S. Dist. LEXIS 108381, at *4 (D. Ariz. June 23, 2008)

1 it would “not only permit[], but encourage[], a plaintiff to provide the federal court as little
2 information and evidence as possible [in an initial application], even though the plaintiff is
3 responsible for providing medical evidence and knows what evidence he submitted or alerted the
4 agency to when he filed the second application.” Opp’n at 5-6. The Court is not persuaded. A
5 claimant for disability or supplemental security benefits has little incentive to withhold
6 information that would support an application for benefits; in other words, it is hard to imagine
7 that a claimant would risk an immediate award of benefits just so as to set up a potentially
8 successful second application. This is especially so because, even if the second claim is granted,
9 the differing results could be justified on the basis of differing evidence submitted by the claimant
10 in each proceeding. The risks would seem too high to justify a strategy to sandbag. Moreover, the
11 Commissioner’s position ignores the ALJ’s duty to fully and fairly develop the record (more
12 specifically, where there is ambiguous evidence or where the record is inadequate to allow for
13 proper evaluation of the evidence). *See Mayes*, 276 F.3d at 459-60.

14 The Court acknowledges the Commissioner’s point that it is not necessarily inconsistent
15 for the agency to deny a first application for benefits and then grant a second application, even
16 when the timing is such as is presented here; that is, it is entirely possible for two ALJs to view the
17 same or similar time period and reach reasonable, but differing, conclusions on disability. *Cf.*
18 *Burch*, 400 F.3d at 680-81 (noting that an ALJ’s decision must be upheld where the evidence is
19 susceptible to more than one rational interpretation). But the larger point here is that a remand is
20 needed to see if the different results *can* be reconciled in the first place. The Commissioner is
21 putting the cart before the horse. *Cf. Chudy v. Colvin*, 10 F. Supp. 3d 203, 207 (D. Mass. 2014)
22 (stating that, in the absence of evidence as to why the agency ruled in the claimant’s favor on the
23 second application, “it is simply prudent to have the matter reconsidered on remand”).

24 Finally, the Court takes into account that there are some opinions from other circuits in
25 tension with *Luna*. In particular, in *Allen v. Commissioner of Social Security*, 561 F.3d 646 (6th
26 Cir. 2009), the Sixth Circuit was presented with similar circumstances – *i.e.*, the claimant was
27 denied benefits with respect to his first application but granted benefits with respect to his second
28 application, and the benefits began the day after the ALJ’s denial. *See id.* at 647, 649-50. The

1 court concluded that “a subsequent favorable decision itself, as opposed to the evidence supporting
2 the subsequent decision, does not constitute new and material evidence under § 405(g).” *Id.* at
3 653. It explained as follows:

4 If a subsequent favorable decision – separated from any new
5 substantive evidence supporting the decision – could itself be “new
6 evidence” under sentence six [of § 405(g)], the only way that it
7 might change the outcome of the initial proceeding is by the power
8 of its alternative analysis of the same evidence. But remand under
9 sentence six is not meant to address the “correctness of the
10 administrative determination” made on the evidence already before
11 the initial ALJ. In addition, it is overly broad to read the words
12 “new evidence” in sentence six to include a subsequent decision
13 based on the same evidence. In *Melkonyan*, the Court noted that the
14 legislative history of § 405(g) shows that “Congress made it
15 unmistakably clear that it intended to limit the power of district
16 courts to order remands for 'new evidence' in Social Security cases.”

17 A sentence six remand would be appropriate based on Allen's
18 subsequent favorable decision only if the subsequent decision was
19 supported by new and material evidence that Allen had good cause
20 for not raising in the prior proceeding. It is Allen's burden to make
21 this showing under § 405(g), but he has failed to meet this burden.
22 On appeal, Allen does not argue that there is any new substantive
23 evidence that might change the outcome of the previous denial, but
24 instead relies exclusively on the existence of the subsequent
25 decision. To the extent that Allen argues that remand is appropriate
26 based on the *possibility* of new and material evidence, this
27 contradicts the clear language of § 405(g) that requires a “*showing*
28 *that there is new evidence* which is material and that there is good
cause for the failure to incorporate such evidence into the record in a
prior proceeding.” 42 U.S.C. § 405(g) (emphasis added).

Id. at 653 (emphasis added).²

In *Luna*, the Ninth Circuit did not necessarily hold that the second agency decision
awarding benefits constituted new evidence itself. The Ninth Circuit stated: “the ‘reasonable
possibility’ that the subsequent grant of benefits was based on new evidence not considered by the
ALJ as part of the first application indicates that further consideration of the factual issues is
appropriate to determine whether the outcome of the first application should be different.” *Luna*,

² *Allen* was decided by a divided panel. Judge Clary dissented, noting, *inter alia*, that, “[w]ithout examining the evidence submitted in support of Allen’s subsequent application for benefits, this Court cannot determine whether there is ‘new evidence which is material’ underlying the subsequent determination of disability that would support a sentence six remand.” *Allen*, 561 F.3d at 654 (Clay, J., dissenting).

1 623 F.3d at 1033. In any event, even if *Luna* and *Allen* do conflict, *Allen* is not binding authority
2 on this Court³; *Luna* is and, as discussed above, the Commissioner has failed to show that the
3 instant case is materially distinguishable from *Luna* such that a different result should obtain.

4 C. Disqualification of Dr. Chen

5 In his papers, Mr. Walters argues that, although there should be a remand under *Luna* to
6 determine whether the agency decisions on his two applications are reconcilable, there is an
7 independent basis to remand – and that remand will involve a different analysis. More
8 specifically, Mr. Walters argues that this Court should remand to the agency for further
9 proceedings because the ALJ relied heavily on the opinion of a consulting physician, Dr. Chen,
10 and, in December 2013, approximately six months after the ALJ issued his decision, the California
11 Department of Social Services Disability Determination Service Division (“California DDSD”)
12 removed Dr. Chen from its consultative examination panel. *See* AR 465; *see also* SSR 96-6p
13 (stating that “[s]tate agency medical and psychological consultants are highly qualified physicians
14 and psychologists who are experts in the evaluation of the medical issues in disability claims
15 under the Act” and that, “[a]s members of the teams that make determinations of disability at the
16 initial and reconsideration levels of the administrative review process (except in disability
17 hearings), they consider the medical evidence in disability cases and make findings of fact on the
18 medical issues”); <https://www.ssa.gov/disability/determination.htm> (last visited September 30,
19 2016) (stating that “[m]ost Social Security disability claims are initially processed through a
20 network of local Social Security Administration (SSA) field offices and State agencies (usually
21 called Disability Determination Services or DDSs”). Apparently, the California DDSD

22 sent Dr. Chen an initial Corrective Action letter dated September 2,
23 2011 [*i.e.*, well before the ALJ decision], identifying four main areas
24 of concern – quality of CE reports, thoroughness of examinations,

25 ³ Similarly, *Baker v. Commissioner of Social Security*, 520 Fed. Appx. 228, 229 n.1 (4th Cir. May
26 6, 2013) (citing *Allen* favorably; adding that “Baker has not met her burden of showing that
27 evidence relied upon in reaching the favorable decision pertains to the period under consideration
28 in this appeal”), and *Gill v. Colvin*, No. 13-1792 (1st Cir. Apr. 9, 2014) (siding with *Allen* more
than *Luna*; noting that claimant has the burden of proving entitlement to a remand and all that
claimant provided was a Disability Determination Explanation, which suggested that all or nearly
all of the medical evidence supporting the second application for benefits post-dated the denial of
the first application), are not binding authority.

1 religious comments, and unauthorized neurological examinations.
2 We monitored the quality of his work and have not seen
3 improvement consistent with the Corrective Action letter.
4 Subsequently, we sent a follow-up Corrective Action letter on
5 October 14, 2013 [*i.e.*, a few months after the ALJ’s decision],
6 identifying several additional complaints we received related to the
7 thoroughness of his exams, quality of his reports, and his
8 unprofessional manner toward claimants.

9 Despite two Corrective Action letters, we have continued to receive
10 complaints regarding the quality of Dr. Chen’s exams. We find that
11 he has not made the changes required to provide adequate service to
12 our claimants and the DDS. Therefore, we are taking adverse
13 action and have removed him from the DDS CE [consultative
14 examination] panel effective immediately.

15 AR 465.⁴

16 Mr. Walters did provide the Appeals Council with information about Dr. Chen’s
17 “disqualification” in February 2014. *See* AR 463-64. The Appeals Council made that new
18 evidence part of the administrative record. *See* AR 5. Nevertheless, even considering the new
19 evidence, the Appeals Council declined to give Mr. Walters any relief, stating, *inter alia*: “We
20 have found no reason under our rules to review the Administrative Law Judge’s decision” and
21 “We found that this [new] information does not provide a basis for changing the Administrative
22 Law Judge’s decision.” AR 6-7; *see also* 20 C.F.R. § 404.970(b) (providing that, “[i]f new and
23 material evidence is submitted, the Appeals Council shall consider the additional evidence only
24 where it relates to the period on or before the date of the administrative law judge hearing
25 decision”; adding that the Appeals Council will then review the case to see if the ALJ’s “action,
26 findings, or conclusion is contrary to the weight of the evidence currently of record”); *Martinez v.*
27 *Astrue*, No. 12-cv-02997-JCS, 2014 U.S. Dist. LEXIS 10534, at *59-60 (N.D. Cal. Jan. 28, 2014)
28 (indicating that evidence dated after an ALJ’s decision can still be related to the period before the
ALJ’s decision). The Appeals Council further stated: “This means that the Administrative Law
Judge’s decision is the final decision of the Commissioner of Social Security in your case.” AR 6.

Under Ninth Circuit law, “when the Appeals Council considers new evidence in deciding

⁴ In Mr. Walters’s case, he indicates that he is challenging the thoroughness of the examination that Dr. Chen conducted on him. *See* AR 482 (testifying at ALJ hearing that the examination lasted only ten minutes).

1 whether to review a decision of the ALJ, that evidence becomes part of the administrative record,
2 which the district court must consider when reviewing the Commissioner’s final decision for
3 substantial evidence.” *Brewes v. Comm’r of SSA*, 682 F.3d 1157, 1163 (9th Cir. 2012); *see also*
4 *id.* at 1162 (stating that, “as a practical matter, the final decision of the Commissioner includes the
5 Appeals Council’s denial of review, and the additional evidence considered by that body is
6 ‘evidence upon which the findings and decision complained of are based’”).

7 Here, the Court finds that further development of the record, and subsequent consideration
8 thereof, is needed in order to assess whether there is substantial evidence to support the ALJ’s
9 decision. The removal of Dr. Chen from the California DDS’s panel does not automatically
10 render all of his previous opinions invalid. However, it does raise serious questions about whether
11 his opinions in this case are substantiated, especially as Mr. Walters raises a complaint similar to
12 those which led to Dr. Chen’s removal. *See* note 4, *supra*. The Commissioner did have the
13 developments regarding Dr. Chen before it; the Commissioner suggests, however, that the ALJ’s
14 reliance on Dr. Chen’s opinion is harmless error. *See* AR 6-7. However, it is far from clear
15 whether any such reliance was indeed harmless. ALJ Williams relied heavily on Dr. Chen’s
16 opinion. *See, e.g.*, AR 23 (ALJ “conclud[ing] that [the] Dr. Chen RFC assessment is entitled to
17 great evidentiary weight”). Moreover, the ALJ also relied heavily on Dr. Chen’s opinion as an
18 indirect matter – *i.e.*, because the testifying medical expert, Dr. Brovender, largely agreed with Dr.
19 Chen’s opinion and the ALJ gave Dr. Brovender’s opinion “the greatest evidentiary weight.” AR
20 24; *see also* AR 20 (noting that Dr. Brovender “essentially agreed” with Dr. Chen’s RFC
21 assessment, “with certain modifications”; adding that “I adopt the RFC of consultative examiner
22 Dr. Chen, as the ME [Dr. Brovender] modified in his persuasive and probative testimony”); AR
23 474 (testimony of medical expert, Dr. Brovender, at ALJ hearing) (stating that “[t]here was an
24 RFC in [Exhibit] 7F [*i.e.*, Dr. Chen’s report] and I would agree with that”). Indeed, giving Dr.
25 Brovender’s opinion the great evidentiary weight in the absence of Dr. Chen’s similar opinion
26 would be problematic because Dr. Brovender never personally examined Mr. Walters. *See Lester*
27 *v. Chater*, 81 F.3d 821, 830-31 (9th Cir. 1995) (noting that, in general, the opinion of a
28 nonexamining physician has less weight compared to a treating or examining physician).

1 To the extent the Commissioner argues that there is substantial evidence to support the
2 ALJ’s decision based on the opinion of Mr. Walters’s treating physician, Dr. Lively, the Court
3 does not agree. Even if the Court were to reject Dr. Lively’s opinion from December 2012 (as the
4 ALJ did), *see* AR 23, 304-06, Dr. Lively’s December 2009 assessment (which found fewer
5 restrictions compared to the December 2012 assessment) in and of itself does not support the
6 ALJ’s *entire* RFC assessment. *See* AR 248 (medical record from Dr. Lively) (simply stating
7 “ambulation as tolerated” and “[a]void any heavy weight lifting or carrying” but not addressing
8 other functional capabilities or restrictions).

9 Accordingly, the Court remands for further development of the record, and consideration
10 by the agency thereof, consistent with the above. The Court notes that its order of remand here
11 does not preclude Mr. Walters from participating in the putative class action, *Hart v. Colvin*, No.
12 C-15-0623 JST (N.D. Cal.) (asking for relief for a class based on the removal of Dr. Chen as a
13 panel physician).

14 D. Step Five Analysis

15 In his papers, Mr. Walters also makes various arguments as to how the ALJ’s step five
16 analysis was erroneous – *e.g.*, the ALJ improperly failed to make a finding on transferability of
17 skills and improperly failed to ask the vocational expert if her testimony differed from the DOT.
18 The Court need address these arguments because its ruling above regarding Dr. Chen may affect
19 the agency’s step five analysis.

20 **III. CONCLUSION**

21 For the foregoing reasons, Mr. Walters’s motion for summary judgment is granted, and the
22 Commissioner’s cross-motion denied. The Court remands, pursuant to sentence four and sentence
23 six of § 405(g), for further proceedings consistent with the above. *See, e.g., Hadera v. Colvin*, No.
24 C-12-5315 EMC, 2013 U.S. Dist. LEXIS 119638, at *34 (N.D. Cal. Aug. 22, 2013) (“find[ing]
25 that Plaintiff is entitled to a sentence four remand based on the ALJ’s inadequate consideration of
26 whether he has a severe mental impairment, and a sentence six remand based on new, material
27 evidence related to his back problems”); *see also Jackson v. Chater*, 99 F.3d 1086, 1090, 1097
28 (11th Cir. 1996) (holding that a “dual basis remand is permissible”; adding that, in a dual basis

1 remand, “[t]he entry of judgment remanding the case does not end the jurisdiction of the district
2 court” as “the district court retains jurisdiction over the case pursuant to sentence six of
3 § 405(g)”.

4 This order disposes of Docket Nos. 13 and 14. The Clerk is instructed to enter judgment
5 and close the file.


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7 **IT IS SO ORDERED.**

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9 Dated: September 30, 2016

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EDWARD M. CHEN
United States District Judge

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