

# WISCONSIN DEPARTMENT OF REGULATION & LICENSING



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STATE OF WISCONSIN  
BEFORE THE MEDICAL EXAMINING BOARD

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IN THE MATTER OF DISCIPLINARY	:	
PROCEEDINGS AGAINST	:	FINAL DECISION AND ORDER
	:	
PHILIP D. SEEGER, D.P.M.	:	86 MED 354
RESPONDENT.	:	89 MED 238
	:	89 MED 445

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The parties to this action for the purposes of § 227.53, Wis. Stats., are:

Philip D. Seeger, D.P.M.  
2102 Riverside Drive  
Beloit, WI 53511

Wisconsin Medical Examining Board  
P.O. Box 8935  
Madison, WI 53708-8935

Department of Regulation and Licensing  
Division of Enforcement  
P.O. Box 8935  
Madison, WI 53708-8935

The parties in this matter agree to the terms and conditions of the attached Stipulation as the final decision of this matter, subject to the approval of the Board. The Board has reviewed this Stipulation and considers it acceptable.

Accordingly, the Board in this matter adopts the attached Stipulation and makes the following:

**FINDINGS OF FACT**

1. Respondent Philip D. Seeger, D.P.M., is and was at all times relevant to the facts set forth herein a podiatric physician and surgeon licensed in the State of Wisconsin pursuant to license # 380.

2. The board has received informal complaints alleging that the Respondent, during the course of his practice:



a. On and between November 1979 and October 1980, performed Dwyer osteotomies upon patients at the Beloit Memorial Hospital which were unnecessary and/or inadequately documented.

b. On and between October 1979 and October 1981, performed bunionectomies with and without silastic implantation which were unnecessary and/or had inadequate documentation, upon patients at Beloit Memorial Hospital.

c. On and between November 1982 and September 1983, performed unnecessary bunionectomies and excision of nonexistant Morton's neuromas, and/or without adequate documentation, upon patients at Beloit Memorial Hospital. As a result of the allegations set forth in paragraphs (a), (b), and (c), Beloit Memorial Hospital began action to restrict respondent's privileges. Respondent subsequently resigned from the hospital staff.

d. On April 8, 1983, performed hammertoe correction procedures on eight toes of patient Susan W., without informed consent for such procedure, and without such procedures being medically necessary on four of the toes. The consent given by the patient was for such procedures on four toes only.

e. On July 13, 1983, performed osteotomies on both feet and a great toe of patient Marion H. Respondent failed to properly immobilize the feet of the patient following the osteotomies, and as a result of such failure the patient did not heal properly and developed calluses. The osteotomy which was performed on the patient's great toe was unnecessary and resulted in a permanent shortening of that toe.

f. On and between 8/1/83 and 1/31/85, provided care for patient Sally S. without adequate chart or patient records to document her care.

g. On 6/22/83, performed osteotomies with improper fixations upon patient Gail M., and then permitted her to walk before her feet were adequately healed, resulting in permanent deformity and loss of function of the patient's toes.

h. On April 27, 1984, performed ostectomies of the navicular bilaterally and double osteotomy first metatarsal bilaterally with fibular sesamoidectomy, partial phalangectomy on second, third, fourth and fifth toes bilaterally, osteotomy of second and fifth metatarsals bilaterally, resection of Morton's neuroma third interspace bilaterally, removal of traumatic neuroma, and fifth metatarsal head right foot, upon patient Joyce P. in a manner that was below the minimum standards of competence for a podiatrist. In particular, he:

i. failed to perform a competent comprehensive biomechanical evaluation before surgery, or failed to document such evaluation;

ii. performed all of the procedures at the same time, thus increasing the risk of complications including a stiff and scarred foot which would have limited range of motion;

iii. performed an unnecessary osteotomy upon the second metatarsal, bilaterally;

iv. performed an unnecessary double osteotomy on the first metatarsal of both feet;

v. performed an inappropriate bunion correction procedure on both feet;

vi. permitted the patient to put bearing weight on the feet immediately following metatarsal base osteotomies, thus causing elevation of the first metatarsal, metatarsalgia, pain, and flatfootedness (increased pronation);

vii. failed to position the great left toe correctly or to fix the metatarsal shaft sufficiently during the surgery;

viii. failed to read or interpret the first postoperative x-ray which showed that the great left toe was malpositioned, or failed to act upon such knowledge, which resulted in that toe becoming permanently malpositioned;

ix. performed the double osteotomy at a point too distally from the base on both feet, and removed too much bone from the left first metatarsal resulting in delayed healing and excessive shortening of the first metatarsal.

j. On February 15, 1985, performed a bunionectomy and surgical correction of hammertoes on patient Marie D. At that time, patient D. had made no complaints concerning these conditions, and such procedures were unnecessary. Patient D. did have an inflamed fifth metatarsal head and neuroma, and she complained about these conditions to respondent, but he did nothing to treat or correct them.

k. On August 23, 1984, or within a reasonable time thereafter, failed to give a copy of the medical record of Violet N. to John McCrea, D.P.M., whom respondent knew to be the patient's subsequent treating podiatrist, upon proper authorization and request, contrary to § 146.83(1), Wis. Stats.

m. On July 11, 1985, performed hammertoe surgery upon patient Sophie Z., although the patient had not complained of that condition. Patient Z. had complained of bunion problems. The surgery was performed in a substandard manner, as the screw insertion caused the bone to splinter, and the replacement screw was placed in such a manner that it came loose. The patient was inappropriately sent home on the same day as surgery was performed.

n. On or about October 6, 1989, received payment specifically for an orthotic device on behalf of patient Lisa W., and then failed to deliver such device to the patient. Respondent had written to the insurance company on patient W's behalf, explaining the need and cost of the orthotic. The company sent respondent a check for the amount of the covered portion of the orthotic. Respondent converted

the payment to his own use, an in particular to payment of a prior debt owed to him by Lisa Williams, without consent, and with intent to permanently deprive the patient and her insurance company of the money and the orthotic.

o. On June 5, 1991, on advice of counsel, failed to provide a copy of the health care records of patients Violet N., Lisa W., and/or Sophie Z. to the department upon proper written request. Copies of the records of Lisa W. and Sophie Z. were later furnished.

3. Respondent denies these allegations. However, for purposes of this Stipulation and Final Order only, respondent has agreed that there is evidence from which the board may make the Findings, the Conclusions of Law, and the Order set forth herein.

4. The board has received documentation from the Beloit Memorial Hospital to the effect that the allegations in pars. 2.a, b, and c are true, and the board so finds. The board has viewed the consent from Susan W., together with her chart and statement, and finds that the allegation of par 2.d is true. The board has obtained the opinion of Michael Jourdan, D.P.M., a board-certified podiatrist licensed in Wisconsin, who has examined the charts of the patients involved in pars. 2.e, f, g, h, j, and m. It is Dr. Jourdan's opinion that the allegations set forth in those paragraphs are true, and the board so finds. The board has received the chart of Dr. McCrea for Violet N., and the statment of Ms. N., and to the effect that the allegation of par. 2.k is true, and the board so finds. The board has reviewed the chart and payment records for Lisa W., and finds that the allegations of par. 2.n are true. The board has received the report of its investigator R. Naef, and finds that the allegations of par. 2.o are true.

### CONCLUSIONS OF LAW

5. The Wisconsin Medical Examining Board has jurisdiction to act in this matter pursuant to § 450.10(1), Wis. Stats.

6. The Board is authorized to enter into the attached Stipulation pursuant to § 227.44(5) and 448.02(5), Wis. Stats.

7. The conduct described in paragraph 2 violates § MED 10.02(1)(h), Wis. Adm. Code. The conduct described in par. 2. k and o constitutes a violation of §146.82(2)(a)5., Wis. Stats. Such conduct by the Respondent constitutes unprofessional conduct within the meaning of the Code and statutes.

ORDER

NOW, THEREFORE, IT IS HEREBY ORDERED, that the attached Stipulation is accepted.

IT IS FURTHER ORDERED, that the surrender of the license of Philip D. Seeber, D.P M., is accepted.

Dated this 19 day of Dec, 1991.

WISCONSIN MEDICAL EXAMINING BOARD

by: Michael P. Mehnert  
a member of the Board

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STATE OF WISCONSIN  
BEFORE THE MEDICAL EXAMINING BOARD

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IN THE MATTER OF	:	
DISCIPLINARY PROCEEDINGS AGAINST	:	
	:	STIPULATION
PHILIP D. SEEBER, D.P.M.	:	
Respondent.	:	86 MED 354
	:	89 MED 238
	:	89 MED 445

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It is hereby stipulated between the above Respondent, personally on his own behalf, and the Department of Regulation and Licensing, Division of Enforcement by its undersigned attorney as follows:

1. This Stipulation is entered into as a result of a pending investigation of licensure of Respondent by the Division of Enforcement. Respondent consents to the resolution of this investigation by Stipulation and without the issuance of a formal complaint.
2. Respondent is aware and understands his rights with respect to disciplinary proceedings, including the right to a statement of the allegations against him; a right to a hearing at which time the State has the burden of proving those allegations; the right to confront and cross-examine the witnesses against him; the right to call witnesses on his behalf and to compel attendance of witnesses by subpoena; the right to testify himself; the right to file objections to any proposed decision and to present briefs or oral arguments to the officials who are to render the final decision; the right to petition for rehearing; and all other applicable rights afforded to him under the United States Constitution, the Wisconsin Constitution, the Wisconsin Statutes, and the Wisconsin Administrative Code.
3. Respondent voluntarily and knowingly waives the rights set forth in paragraph 2 above, on the condition that all of the provisions of this Stipulation are approved by the Board.
4. Respondent is aware of his right to seek legal representation and has obtained legal advice prior to execution of this Stipulation.
5. With respect to the attached Final Decision and Order, Respondent denies the allegations set forth in the Findings of Fact, but agrees that the Board may make the Findings of Fact and Conclusions of Law, and may enter the Order.



6. If the terms of this Stipulation are not acceptable to the Board, the parties shall not be bound by the contents of this Stipulation or the proposed Final Decision and Order, and the matter shall be returned to the Division of Enforcement for further proceedings. In the event that this Stipulation is not accepted by the Board, the parties agree not to contend that the Board or Respondent has been prejudiced or biased in any manner by the consideration of this attempted resolution.

7. If the Board accepts the terms of this Stipulation, the parties to this Stipulation consent to the entry of the attached Final Decision and Order without further notice, pleading, appearance or consent of the parties.

8. Respondent agrees that an attorney for the Division of Enforcement may appear at any deliberative meeting of the Board, in open or closed session, without the presence of Respondent or Respondent's attorney, with respect to this Stipulation but that appearance is limited to statements solely in support of this Stipulation, and to answering questions asked by the Board and its staff, and for no other purpose.

9. The Division of Enforcement joins Respondent in recommending that the Board adopt this Stipulation and issue the attached Final Decision and Order.

10. Respondent is informed that should the board adopt this stipulation, the board's final decision and order adopting the terms of the stipulation shall be published in the Monthly Disciplinary Report issued by the department, and a summary of the order adopting the terms of the stipulation shall be published in the Wisconsin Regulatory Digest issued semiannually by the department, all of which is standard Department policy and in no way specially directed at Respondent. Additionally, respondent is informed that the file in this matter is a public record.

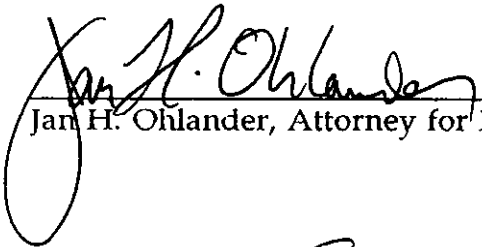
11. Respondent denies the allegations of par. 2 of the Findings, Conclusions, and Order. However, respondent agrees that there is evidence which, if believed, would allow the board to make the findings, conclusions and order set forth. In consideration of the cost, time and energy required to defend against such allegations, for the purposes of this Stipulation and Final Order only and without admitting any liability, respondent agrees to allow the board to make the findings, conclusions, and order set forth, and to surrender his Wisconsin license to practice podiatry. Respondent agrees that if he reapplies for licensure, the board may summarily deny his application and respondent waives his right to appeal and to a hearing. If the board should choose to consider his application, the board may consider the division's files in the matters set forth in the Final order, require respondent to appear before the board personally, and may grant such license on such terms and conditions as the board, in its sole discretion, may determine.

Stipulation  
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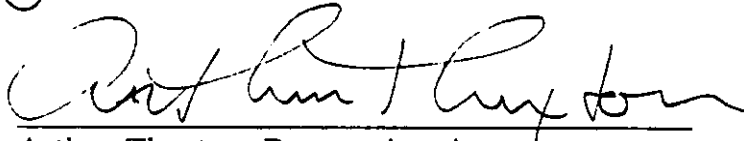
Respondent's indicia of Wisconsin licensure and registration (wall and wallet certificates) are enclosed.

  
Philip D. Seeber, D.P.M., Respondent

11-22-91  
Date

  
Jan H. Ohlander, Attorney for Respondent

11-22-91  
Date

  
Arthur Thexton, Prosecuting Attorney  
Division of Enforcement

12/2/91  
Date

## **NOTICE OF APPEAL INFORMATION**

**(Notice of Rights for Rehearing or Judicial Review,  
the times allowed for each, and the identification  
of the party to be named as respondent)**

**The following notice is served on you as part of the final decision:**

### **1. Rehearing.**

**Any person aggrieved by this order may petition for a rehearing within 20 days of the service of this decision, as provided in section 227.49 of the Wisconsin Statutes, a copy of which is attached. The 20 day period commences the day after personal service or mailing of this decision. (The date of mailing of this decision is shown below.) The petition for rehearing should be filed with** The State of Wisconsin Medical Examining Board.

**A petition for rehearing is not a prerequisite for appeal directly to circuit court through a petition for judicial review.**

### **2. Judicial Review.**

**Any person aggrieved by this decision has a right to petition for judicial review of this decision as provided in section 227.53 of the Wisconsin Statutes, a copy of which is attached. The petition should be filed in circuit court and served upon** The State Of Wisconsin Medical Examining Board.

**within 30 days of service of this decision if there has been no petition for rehearing, or within 30 days of service of the order finally disposing of the petition for rehearing, or within 30 days after the final disposition by operation of law of any petition for rehearing.**

**The 30 day period commences the day after personal service or mailing of the decision or order, or the day after the final disposition by operation of the law of any petition for rehearing. (The date of mailing of this decision is shown below.) A petition for judicial review should be served upon, and name as the respondent, the following:**

The State of Wisconsin Medical Examining Board.

**The date of mailing of this decision is** December 20, 1991

**227.49 Petitions for rehearing in contested cases.** (1) A petition for rehearing shall not be a prerequisite for appeal or review. Any person aggrieved by a final order may, within 20 days after service of the order, file a written petition for rehearing which shall specify in detail the grounds for the relief sought and supporting authorities. An agency may order a rehearing on its own motion within 20 days after service of a final order. This subsection does not apply to s. 17.025 (3) (c). No agency is required to conduct more than one rehearing based on a petition for rehearing filed under this subsection in any contested case.

(2) The filing of a petition for rehearing shall not suspend or delay the effective date of the order, and the order shall take effect on the date fixed by the agency and shall continue in effect unless the petition is granted or until the order is superseded, modified, or set aside as provided by law.

(3) Rehearing will be granted only on the basis of:

(a) Some material error of law.

(b) Some material error of fact.

(c) The discovery of new evidence sufficiently strong to reverse or modify the order, and which could not have been previously discovered by due diligence.

(4) Copies of petitions for rehearing shall be served on all parties of record. Parties may file replies to the petition.

(5) The agency may order a rehearing or enter an order with reference to the petition without a hearing, and shall dispose of the petition within 30 days after it is filed. If the agency does not enter an order disposing of the petition within the 30-day period, the petition shall be deemed to have been denied as of the expiration of the 30-day period.

(6) Upon granting a rehearing, the agency shall set the matter for further proceedings as soon as practicable. Proceedings upon rehearing shall conform as nearly may be to the proceedings in an original hearing except as the agency may otherwise direct. If in the agency's judgment, after such rehearing it appears that the original decision, order or determination is in any respect unlawful or unreasonable, the agency may reverse, change, modify or suspend the same accordingly. Any decision, order or determination made after such rehearing reversing, changing, modifying or suspending the original determination shall have the same force and effect as an original decision, order or determination.

**227.52 Judicial review; decisions reviewable.** Administrative decisions which adversely affect the substantial interests of any person, whether by action or inaction, whether affirmative or negative in form, are subject to review as provided in this chapter, except for the decisions of the department of revenue other than decisions relating to alcohol beverage permits issued under ch. 125, decisions of the department of employee trust funds, the commissioner of banking, the commissioner of credit unions, the commissioner of savings and loan, the board of state canvassers and those decisions of the department of industry, labor and human relations which are subject to review, prior to any judicial review, by the labor and industry review commission, and except as otherwise provided by law.

**227.53 Parties and proceedings for review.** (1) Except as otherwise specifically provided by law, any person aggrieved by a decision specified in s. 227.52 shall be entitled to judicial review thereof as provided in this chapter.

(a) 1. Proceedings for review shall be instituted by serving a petition therefor personally or by certified mail upon the agency or one of its officials, and filing the petition in the office of the clerk of the circuit court for the county where the judicial review proceedings are to be held. If the agency whose decision is sought to be reviewed is the tax appeals commission, the banking review board or the consumer credit review board, the credit union review board or the savings and loan review board, the petition shall be served upon both the agency whose decision is sought to be reviewed and the corresponding named respondent, as specified under par. (b) 1 to 4.

2. Unless a rehearing is requested under s. 227.49, petitions for review under this paragraph shall be served and filed within 30 days after the service of the decision of the agency upon all parties under s. 227.48. If a rehearing is requested under s. 227.49, any party desiring judicial review shall serve and file a petition for review within 30 days after service of the order finally disposing of the application for rehearing, or within 30 days after the final disposition by operation of law of any such application for rehearing. The 30-day period for serving and filing a petition under this paragraph commences on the day after personal service or mailing of the decision by the agency.

3. If the petitioner is a resident, the proceedings shall be held in the circuit court for the county where the petitioner resides, except that if the petitioner is an agency, the proceedings shall be in the circuit court for the county where the respondent resides and except as provided in ss. 77.59 (6) (b), 182.70 (6) and 182.71 (5) (g). The proceedings shall be in the circuit court for Dane county if the petitioner is a nonresident. If all parties stipulate and the court to which the parties desire to transfer the proceedings agrees, the proceedings may be held in the county designated by the parties. If 2 or more petitions for review of the same decision are filed in different counties, the circuit judge for the county in which a petition for review of the decision was first filed shall determine the venue for judicial review of the decision, and shall order transfer or consolidation where appropriate.

(b) The petition shall state the nature of the petitioner's interest, the facts showing that petitioner is a person aggrieved by the decision, and the grounds specified in s. 227.57 upon which petitioner contends that the decision should be reversed or modified. The petition may be amended, by leave of court, though the time for serving the same has expired. The petition shall be entitled in the name of the person serving it as petitioner and the name of the agency whose decision is sought to be reviewed as respondent, except that in petitions

for review of decisions of the following agencies, the latter agency specified shall be the named respondent:

1. The tax appeals commission, the department of revenue.

2. The banking review board or the consumer credit review board, the commissioner of banking.

3. The credit union review board, the commissioner of credit unions.

4. The savings and loan review board, the commissioner of savings and loan, except if the petitioner is the commissioner of savings and loan, the prevailing parties before the savings and loan review board shall be the named respondents.

(c) A copy of the petition shall be served personally or by certified mail or, when service is timely admitted in writing, by first class mail, not later than 30 days after the institution of the proceeding, upon each party who appeared before the agency in the proceeding in which the decision sought to be reviewed was made or upon the party's attorney of record. A court may not dismiss the proceeding for review solely because of a failure to serve a copy of the petition upon a party or the party's attorney of record unless the petitioner fails to serve a person listed as a party for purposes of review in the agency's decision under s. 227.47 or the person's attorney of record.

(d) The agency (except in the case of the tax appeals commission and the banking review board, the consumer credit review board, the credit union review board, and the savings and loan review board) and all parties to the proceeding before it, shall have the right to participate in the proceedings for review. The court may permit other interested persons to intervene. Any person petitioning the court to intervene shall serve a copy of the petition on each party who appeared before the agency and any additional parties to the judicial review at least 5 days prior to the date set for hearing on the petition.

(2) Every person served with the petition for review as provided in this section and who desires to participate in the proceedings for review thereby instituted shall serve upon the petitioner, within 20 days after service of the petition upon such person, a notice of appearance clearly stating the person's position with reference to each material allegation in the petition and to the affirmance, vacation or modification of the order or decision under review. Such notice, other than by the named respondent, shall also be served on the named respondent and the attorney general, and shall be filed, together with proof of required service thereof, with the clerk of the reviewing court within 10 days after such service. Service of all subsequent papers or notices in such proceeding need be made only upon the petitioner and such other persons as have served and filed the notice as provided in this subsection or have been permitted to intervene in said proceeding, as parties thereto, by order of the reviewing court.