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In the Matter of the Disciplinary Proceedings Against Angelina M. Montemurro, M.D.

FINAL DECISION AND ORDER

Order No. <u>0002139</u>

Division of Legal Services and Compliance Case No. 12 MED 288

The State of Wisconsin, Medical Examining Board, having considered the above-captioned matter and having reviewed the record and the Proposed Decision of the Administrative Law Judge, make the following:

<u>ORDER</u>

NOW, THEREFORE, it is hereby ordered that the Proposed Decision annexed hereto, filed by the Administrative Law Judge, shall be and hereby is made and ordered the Final Decision of the State of Wisconsin, Medical Examining Board.

The rights of a party aggrieved by this Decision to petition the department for rehearing and the petition for judicial review are set forth on the attached "Notice of Appeal Information."

Dated at Madison, Wisconsin on the 18 day of March

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Member Medical Examining Board In the Matter of the Disciplinary Proceedings Against Angelina M. Montemurro, M.D., Respondent

DHA Case No. SPS-14-0103 DLSC Case No. 12 MED 288

PROPOSED DECISION AND ORDER

The parties to this proceeding for purposes of Wis. Stat §§ 227.47(1) and 227.53 are:

Angelina M. Montemurro, M.D. 3717 13th St. Kenosha, WI 53144

Wisconsin Medical Examining Board P.O. Box 8366 Madison, WI 53708-8366

Department of Safety and Professional Services, Division of Legal Services and Compliance, by

Attorney Joost Kap Department of Safety and Professional Services Division of Legal Services and Compliance P. O. Box 7190 Madison, WI 53707-7190

PROCEDURAL HISTORY

These proceedings were initiated when the Department of Safety and Professional Services, Division of Legal Services and Compliance (Division), filed a formal Complaint against Respondent Angelina M. Montemurro, M.D. (Respondent), alleging that Respondent engaged in unprofessional conduct, contrary to Wis. Admin. Code § Med 10.03(1)(a), by violating any provision, condition or term of a valid rule or order of the Wisconsin Medical Examining Board. The Division served Respondent on December 19, 2014, by sending a copy of the Notice of Hearing and Complaint to Respondent's last known address. Respondent failed to file an Answer to the Complaint, as required by Wis. Admin. Code § SPS 2.09, and failed to appear at the telephone prehearing conference held before the Division of Hearings and Appeals on January 20, 2015.

The Division moved for default pursuant to Wis. Admin. Code § SPS 2.14 and Wis. Admin. Code § HA 1.07(3)(c). In light of Respondent's failure to file an Answer to the Complaint and failure to appear at the prehearing conference, the undersigned Administrative Law Judge (ALJ) found Respondent to be in default. On January 20, 2015, the ALJ issued a Notice of Default and Order against Respondent. Consistent with the notice, the Division filed a recommended proposed decision and order on January 27, 2015.

FINDINGS OF FACT

Facts Related to the Alleged Violations

Findings of Fact 1-11 are taken from the Division's Complaint against Respondent filed in this matter.

- 1. Respondent Angelina M. Montemurro, M.D. (D.O.B. July 21, 1958) is licensed in the State of Wisconsin to practice medicine and surgery, having license number 27740-20, first issued on July 1, 1986, with registration current through October 31, 2015.
- 2. Respondent's most recent address on file with the Wisconsin Department of Safety and Professional Services (Department) is 3717 13th Street, Kenosha, Wisconsin 53144.
- 3. On August 20, 2012, the Division opened investigation 12 MED 288 against Respondent.
- 4. On September 5, 2014, the Division filed a Petition For Mental Examination in 12 MED 288.
- 5. On September 18, 2014, the Wisconsin Medical Examining Board (Board) granted the petition and entered an Order For Mental Examination of Respondent (hereinafter, the "September Order" which is attached hereto as Exhibit A).
- 6. The September Order requires Respondent to, within 30 days of the date of the Order, provide the Department Monitor with proof that she has scheduled a comprehensive neuropsychological examination and a comprehensive psychiatric examination by a professional preapproved by the Board or its designee, and undergo the evaluations as soon as possible, but not more than 15 days thereafter. The September Order further requires Respondent to, within 10 days of scheduling the examinations, inform the Department Monitor of the facility, contact information and dates during which the examinations will occur.
- 7. The September Order mandates other terms of the examinations once they are scheduled with preapproved examiners, and concludes that a "violation of any of the terms of the Order may be construed as conduct imperiling public health, safety and welfare and may result in a summary suspension of Respondent's license."
- 8. Respondent sought relief from the September Order by requesting waiver of all examination costs, as well as additional time to comply, but on October 20, 2014, the Board denied Respondent's requests and affirmed that the terms of the September Order remained in effect without modification.

- 9. All of the deadlines imposed by the September Order have passed.
- 10. Respondent has not provided the Department Monitor with proof that she has scheduled a comprehensive neuropsychological examination and a comprehensive psychiatric examination by a professional preapproved by the Board or its designee, and she has not provided the Department Monitor with information regarding the facility, contact information and dates during which the examinations will occur, all as required by the September Order.
- 11. By her failure to comply with these requirements of the September Order, Respondent cannot comply with its other terms. Consequently, on December 18, 2014, the Board summarily suspended Respondent's license to practice medicine and surgery in the State of Wisconsin.

Facts Related to Default

- 12. The Complaint and Notice of Hearing in this matter were served on Respondent on December 19, 2014, by both certified and regular mail, consistent with Wis. Admin. Code § SPS 2.08. The Notice of Hearing informed Respondent: "If you do not provide a proper Answer within 20 days, you will be found to be in default, and a default judgment may be entered against you on the basis of the Complaint and other evidence. In addition, the Board may take disciplinary action against you and impose the costs of the investigation, prosecution and decision of this matter upon you without further notice or hearing."
 - 13. Respondent failed to file an Answer as required by Wis. Admin. Code § SPS 2.09(4).
- 14. Following expiration of the 20-day time period to file an Answer, the ALJ scheduled a telephone prehearing conference for January 20, 2015. Notice of the prehearing conference was sent to both parties on January 8, 2015, with instructions that Respondent provide the ALJ with a telephone number at which she could be reached for the conference no later than January 13, 2015. The Notice further informed Respondent: "A respondent's failure to appear at a scheduled conference or hearing may result in default judgment being entered against the respondent."
- 15. Respondent failed to provide a telephone number and instead indicated in a letter dated January 12, 2015: "You will not have a phone conference on January 20th, 2015 regarding any issue related to my situation. My phones are not 'reliable' for any phone hearing." She further accused the ALJ, Division counsel and Board members of corruption and crimes and stated that she had "filed criminal charges" against them.
- 16. At the scheduled time on January 20, 2015, the ALJ attempted to contact Respondent using a telephone number the ALJ had previously used in another matter pending before this tribunal, DHA Case No. SPS-14-0028. The person at that telephone number indicated that Respondent was not there and provided a different number for Respondent. The ALJ called the number provided and reached an answering machine for "Angie," which is Respondent's first name. The ALJ left a voicemail for Respondent indicating that Respondent should contact the ALJ at the telephone number within the next 10 minutes, failing which the ALJ would proceed with the conference without Respondent. Respondent did not contact the ALJ at any time following the conference.

- 17. At the prehearing conference, the Division moved for default pursuant to Wis. Admin. Code § SPS 2.14 and Wis. Admin. Code § HA 1.07(3)(c).
- 18. On January 20, 2015, the ALJ issued a Notice of Default and Order which concluded that Respondent was in default and required the Division to serve no later than January 27, 2015 a recommended proposed decision and order.
- 19. The Division filed its recommended proposed decision and order on January 27, 2015.
- 20. Respondent did not file a response to either the Division's submission or the Notice of Default and Order.

DISCUSSION AND CONCLUSIONS OF LAW

Default

As stated in the January 20, 2015 Notice of Default and Order, Respondent is in default for failing to file an Answer to the Complaint and failing to appear at the prehearing conference held on January 20, 2015. See Wis. Admin. Code § SPS § 2.09(4) and 2.14; Wis. Admin. Code § HA 1.07(3). Accordingly, an order may be entered against Respondent on the basis of the Complaint and other evidence. See Wis. Admin. Code § SPS 2.14; Wis. Admin. Code § HA 1.07(3).

Violations of Wisconsin Statute and Administrative Code

The Board has jurisdiction over this matter pursuant to Wis. Stat. § 448.02. Following an investigation and disciplinary hearing, if the Board determines that a licensee has engaged in unprofessional conduct, it may "warn or reprimand that person, or limit, suspend or revoke any license, certificate or limited permit granted by the Board to that person. . . ." Wis. Stat. § 448.02(3)(c).

The phrase "unprofessional conduct" as used in Wis. Stat. § 448.02(3)(c) includes "[t]hose acts or attempted acts of commission or omission defined as unprofessional conduct by the Board under the authority delegated to the Board by s. 15.08(5)(b)." Wis. Stat. § 448.015(4)(am)1. The Board has defined unprofessional conduct in Wis. Admin. Code § Med 10.03. This definition includes "[v]iolating or attempting to violate ch. 448, Stats., or any provision, condition, or term of a valid rule or order of the board." Wis. Admin. Code § Med 10.03(1)(a).

It is undisputed that Respondent violated a valid order of the Board by failing to schedule comprehensive neuropsychological and psychological examinations and failing to comply with the other requirements of the Board's September Order. As a result of such conduct, Respondent engaged in unprofessional conduct in violation of Wis. Admin. Code § Med 10.03(1)(a), and is subject to discipline pursuant to Wis. Stat. § 448.02(3).

Appropriate Discipline

The three purposes of discipline are: (1) to promote the rehabilitation of the licensee; (2) to protect the public from other instances of misconduct; and (3) to deter other licensees from engaging in similar conduct. *State v. Aldrich*, 71 Wis. 2d 206, 237 N.W.2d 689 (1976).

The Division recommends the discipline imposed in the Order section below. This discipline includes an indefinite suspension of Respondent's license and requirements that Respondent comply with the September Order attached to this decision, complete an assessment establishing her competence to practice medicine and surgery, and follow any education and training recommended by the evaluator. The Division further recommends that Respondent be allowed to petition the Board for a stay of the suspension only upon completion of the ordered terms, and that if the Board grants the stay, it be permitted to limit Respondent's license in any manner it deems appropriate for purposes of discipline.

Under the facts of this case and the criteria set forth in *Aldrich*, the Division's recommendations are appropriate. With respect to the protection of the public, I note the significant underlying mental health concerns which led the Board to issue the September Order and subsequently summarily suspend Respondent's license. Those concerns are compounded by Respondent's failure to comply with the September Order, her failure to answer the Complaint or appear for the prehearing conference, and her outlandish accusations. I also note that an additional disciplinary proceeding is pending before this tribunal against Respondent in Case No. SPS-14-0028, in which the Division has alleged that Respondent engaged in conduct which constitutes a danger to the health, welfare, or safety of patient or public. Taken together, this information establishes Respondent's unwillingness to comply with the requirements governing her profession and raises significant concerns regarding her ability to safely and reliably practice as a physician.

Regarding the second factor, rehabilitation, it is important that Respondent understand that she cannot ignore the Board's orders, especially when the Board has legitimate concerns about Respondent's ability to safety practice medicine and surgery. Because Respondent has refused to schedule the mental health assessments required or cooperate with these proceedings, it is impossible for the Board to determine the extent of any mental illness Respondent may have and the impact any such illness has on her ability to practice. The only way to move Respondent toward rehabilitation is to suspend her license until such compliance is obtained. Finally, concerning deterrence, other licensees should be on notice that there are significant consequences for failing to comply with a Board order to schedule mental health and competency evaluations when substantial mental health and practice issues are raised.

Costs

The Division has the authority to assess costs pursuant to Wis. Stat. § 440.22. The Division requests that Respondent be ordered to pay the full costs of this investigation and of these proceedings. The factors to be considered in assessing costs are: (1) the number of counts charged, contested and proven; (2) the nature and seriousness of the misconduct; (3) the level of discipline sought by the prosecutor; (4) the respondent's cooperation with the disciplinary process; (5) prior discipline, if any; (6) the fact that the Department is a "program revenue" agency, whose operating costs are funded by the revenue received from licenses, and the fairness of imposing the costs of disciplining a few members of the profession on the vast majority of the

licensees who have not engaged in misconduct; and (7) any other relevant circumstances. See In the Matter of Disciplinary Proceedings Against Elizabeth Buenzli-Fritz, D.C., LS0802183CHI (Aug. 14, 2008).

Based on the factors delineated in the *Buenzli-Fritz* decision and the facts of this case, Respondent should be assessed the full amount of recoverable costs in this case. Respondent has not presented any evidence regarding any of the above factors that would mitigate the imposition of the full costs of this proceeding. The factual allegations were deemed admitted and proven. There is no argument to apportion any counts that were unproven, nor is there any argument that the Division investigated and litigated unnecessary facts.

Respondent's conduct is very serious, as is the discipline recommended by the Division. The recommended discipline is proportionate to the concerns regarding Respondent's refusal to follow the Board's orders, orders which were intended for the purpose of determining whether Respondent may safely and reliably practice medicine and surgery.

Moreover, Respondent has been consistently uncooperative. Not only has she refused to participate in this proceeding but in both this proceeding and the other proceeding pending before this tribunal, Respondent has displayed an ongoing and escalating level of disregard and disrespect for the ALJ, Division counsel, and members of the Board. She has baselessly impugned their characters by accusing them of criminal misconduct and other wrongdoing, and has ignored and denied their authority.

Finally, given the fact that the Department is a program revenue agency whose operating costs are funded by the revenue received for licensees, fairness dictates imposing the costs of disciplining Respondent upon Respondent and not fellow members of the medical profession who have not engaged in such unprofessional conduct.

<u>ORDER</u>

Accordingly, IT IS HEREBY ORDERED:

- 1. Respondent's license and privilege to practice medicine and surgery in the State of Wisconsin, are SUSPENDED INDEFINITELY.
 - A. Respondent shall mail or physically deliver all indicia of Wisconsin licensure to practice medicine and surgery to the Department Monitor within 14 days of the effective date of this order.
 - B. Respondent shall successfully comply with the September Order attached hereto as Exhibit A.
 - C. Respondent shall undergo and fully cooperate with an assessment establishing her competence to practice medicine and surgery by an assessment program recognized by the Federation of State Medical Boards or one preapproved by the Board's Monitoring Liaison.
 - 1. Respondent shall provide the assessment program with a copy of this Order and the September Order, and shall execute authorizations for

- release(s) of information such that the Board's credentialing liaison or other designee may communicate freely with the assessment program staff, may provide documents to the assessment program staff and may use the resulting final assessment report for the Board's purposes.
- 2. Respondent shall complete, to the satisfaction of the Board's monitoring liaison, all education and training recommended by the competence evaluator. In the alternative, in the discretion of the Board's designee, Respondent shall have a preapproved written plan for remediation that will not create an unacceptable risk of harm to patients.
- 3. Respondent is responsible for all costs associated with this requirement.
- D. Upon completing the above requirements and presenting proof thereof that is acceptable to the Board or its designee, and upon full payment of the Division's recoverable costs as established pursuant to Wis. Admin. Code § SPS 2.18, Respondent may petition the Board for a stay of the suspension. The assessment required under subsection C. above shall have been completed no more than 90 days before the date of the petition for reinstatement, or as otherwise approved by the Board's designee.
- E. The determination of whether or not to stay the suspension of Respondent's license to practice medicine and surgery is entirely within the discretion of the Board or its designee. The prerequisites to a petition to stay the suspension should not be interpreted to be an indication that the stay will be granted.
- F. If the Board agrees to stay the suspension of Respondent's license, the Board or its designee may, in its discretion, limit Respondent's license in any manner the Board or its designee deems appropriate for reasons consistent with the purposes of professional discipline.
- G. If the Board agrees to stay the suspension of Respondent's license, and Respondent practices under the stay for five years in full compliance with all applicable rules and regulations and all license limitations imposed under subsection F. above, Respondent may petition the Board to terminate the suspension.
- H. If the Board agrees to stay or remove the suspension of Respondent's license, Respondent shall not engage in unprofessional conduct of any kind. The Board or its designee may, in its discretion, remove any stay of the suspension or reinstate the suspension, without further notice or hearing, if the Board determines to a level of probable cause, that the Respondent has engaged in unprofessional conduct.
- I. The decisions of whether to stay the suspension, impose limitations on Respondent's license to practice medicine and surgery, and terminate the suspension are matters that lie solely within the discretion of the Board and are not reviewable.
- 2. Respondent shall pay all recoverable costs in this matter in an amount to be established, pursuant to Wis. Admin. Code § SPS 2.18. After the amount is established, payment

shall be made by certified check or money order payable to the Wisconsin Department of Safety and Professional Services and sent to:

Department Monitor Department of Safety and Professional Services Division of Legal Services and Compliance P.O. Box 7190 Madison, WI 53707-7190

3. The terms of this Order are effective the date the Final Decision and Order is signed by the Board.

IT IS FURTHER ORDERED that the above-captioned matter is hereby closed as to Respondent Angelina M. Montemurro, M.D.

Dated at Madison, Wisconsin on February 5, 2015.

STATE OF WISCONSIN DIVISION OF HEARINGS AND APPEALS 5005 University Avenue, Suite 201 Madison, Wisconsin 53705 Tel. (608) 266-7709 Fax (608) 264-9885

By:

Jennifer E. Nashold

Administrative Law Judge

Attachment: Exhibit A

STATE OF WISCONSIN BEFORE THE MEDICAL EXAMINING BOARD

IN THE MATTER OF THE DISCIPLINARY

PROCEEDINGS AGAINST

DLSC Case No. 12 MED 288

ANGELINA M. MONTEMURRO, M.D.,

DHA Case No. SPS-14-0028

RESPONDENT.

02DER 0002139

ORDER FOR MENTAL EXAMINATION OF RESPONDENT

Angelina Montemurro, M.D. 3717 13th Street Kenosha, WI 53144

Attorney Joost Kap Division of Legal Services and Compliance Department of Safety and Professional Services PO Box 7190 Madison, WI 53707-7190

PROCEDURAL HISTORY

Investigation 12 MED 288 was opened on August 20, 2012, after the Department of Safety and Professional Services, Division of Legal Services and Compliance (Department) received information from Respondent's employer indicating that it was planning to take action to summarily suspend Respondent's privileges based on concerns about her ability to treat patients safely due to potential issues with mental instability.

On April 3, 2014, the Department filed a Notice of Hearing and Complaint initiating DHA Case Number SPS-14-0028.

FINDINGS OF FACT

- Department records show that Respondent Angelina M. Montemurro, M.D., (dob July 21, 1958) is licensed in the state of Wisconsin to practice medicine and surgery, having license number 27740-20, first issued on July 1, 1986, with registration current through October 31, 2015.
- Respondent's most recent address on file with the Department is 3717 13th Street. Kenosha, Wisconsin 53144.
- Investigation 12 MED 288 was opened on August 20, 2012, when information was received from Respondent's employer indicating that it was planning to take action to summarily suspend Respondent's privileges based on concerns about her ability to treat patients safely due to potential issues with mental instability.

EXHIBIT A

- 4. Respondent's concerning behavior formed the basis for a Petition for Mental Evaluation; filed by Department Attorney Kim Kluck on October 30, 2012, and the Wisconsin Medical Examining Board (Board) granted the petition and issued an Order on November 14, 2012.
- 5. Pursuant to November 14, 2012 Order, Respondent was evaluated by Dr. Jeffrey Anders on February 5, 2013. Dr. Anders subsequently issued a report entitled "Independent Psychiatric Evaluation."
- 6. Since the evaluation and report by Dr. Anders, Respondent has continued to display behavior that gives rise to ongoing concern about whether Respondent is suffering from an undiagnosed and thus untreated mental health condition that was not identified, or not fully identified, by Dr. Anders.
- 7. Respondent has since filed documents totaling hundreds of pages. In her filings, Respondent portrays herself as a victim of a vast organized crime conspiracy that has so far resulted in the loss of her job and medical practice, the suspicious deaths of people who are somehow related to her fight against corruption, and a wide array of graft by which millions of dollars have been embezzled.
- 8. Respondent's filings reflect her belief that she is the target of corrupt judges, lawyers, doctors, law enforcement officers, and business executives who all share a common interest to punish Respondent for her work as a federal informant against organized crime in Kenosha.
- 9. As a result of her beliefs, Respondent has been involved in various state and federal lawsuits. The lawsuits that she has filed have been dismissed as frivolous and lacking merit. The lawsuit involving claims against Respondent have resulted in a judgment against her, including damages exceeding \$100,000.
- 10. Respondent's filings and other file materials, including Dr. Anders' report, were provided to the Department's retained medical expert, Dr. Martha Rolli, a board certified psychiatrist who is currently serving as the Medical Director of the Mendota Mental Health Institute.
- 11. Dr. Rolli has provided a sworn affidavit stating her professional opinions that Dr. Montemurro should undergo a full neuropsychological exam to determine if she is able to function at the high level required of a physician. Dr. Rolli's affidavit also indicated that although Dr. Anders' exam raised some concerns, his evaluation of Respondent was a basic screening test designed to identify or exclude severe impairment. Dr. Rolli avers that a physician obviously must function far above that level, and that therefore a much more in-depth neuropsychological evaluation is warranted.

CONCLUSIONS OF LAW

1. The Board has jurisdiction over this matter pursuant to Wis. Stat. § 448.02(3).

- 2. The Board has authority, pursuant to Wis. Stat. § 448.02(3)(b), to require Respondent to undergo one or more mental evaluations if the Board believes that the results of any such examinations may be useful to the Board in conducting its hearing.
- 3. The Board concludes that the results of a comprehensive neuropsychological examination and a comprehensive psychiatric examination of Respondent will be useful to the Board in conducting its hearing in this matter.

NOW THEREFORE IT IS HEREBY ORDERED:

- 1. Within 30 days of the date of the Order, Respondent Angelina M. Montemurro, M.D., shall provide the Department Monitor with proof that she has scheduled a comprehensive neuropsychological examination and a comprehensive psychiatric examination by a professional preapproved by the Board or its designee, and will undergo the evaluations as soon as possible, but not more than 15 days thereafter. Respondent shall, within 10 days of scheduling the examinations, inform the Department Monitor of the facility, contact information and dates during which the examinations will occur.
 - a. The neuropsychological examination shall be performed by a doctorate-level, fully credentialed psychologist, and the psychiatric examination shall be performed by a doctorate-level, fully credentialed psychiatrist, whose licenses to practice remain in good standing, and who have no personal or business association with Respondent or her family members (the "examiner").
 - b. Respondent shall execute necessary documents authorizing the Division to obtain records of the examinations, and to discuss Respondent and her case with the examiners. Respondent shall execute all releases necessary to permit disclosure of the final examination reports to the Board or its designee. Certified copies of the final examination reports shall be admissible in any future proceeding before the Medical Examining Board.
 - c. Respondent shall identify and provide the examiners with authorizations to communicate with all physicians, mental health professionals, and facilities at which Respondent has been treated or evaluated.
 - d. Respondent shall provide the examiners with a copy of the Order in this matter and of this Petition, including all exhibits.
 - e. The parties may provide whatever documentation believed helpful to the examiners. The parties shall contemporaneously copy the opposing party on all communication by or on their behalf with the examiners.
 - f. The examiners shall provide a written report of the evaluation within 15 days of completing it.
 - g. Respondent shall comply with any and all reasonable requests by the examiner(s) for purposes of scheduling and completing the examinations, including additional testing the examiner(s) deems helpful. Any lack of reasonable and timely

cooperation, as determined by the examiner(s), may constitute a violation of an order of the Medical Examining Board.

- h. Respondent is responsible for timely payment of the costs of the examinations. Payment shall be made directly to the examiners.
- 2. Violation of any of the terms of the Order may be construed as conduct imperiling public health, safety and welfare and may result in a summary suspension of Respondent's license.

WISCONSIN MEDICAL EXAMINING BOARD

A Member of the Board

Date