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IN THE MATTER OF DISCIPLINARY PROCEEDINGS AGAINST

KRISTINE P. ROSEKI, L.P.N. RESPONDENT.

FINAL DECISION AND ORDER WITH VARIANCE

0004220

DHA Case No. SPS-15-0016 DLSC Case No. 14 NUR 049

BACKGROUND

On June 29, 2015, Administrative Law Judge Jennifer Nashold (ALJ), Division of Hearings and Appeals, issued a Proposed Decision and Order (PDO) in the above referenced matter. The PDO was mailed to all parties. Objections to the PDO, concerning the assessment of costs, were received from the Division of Legal Services and Compliance (Division). On August 13, 2015, the Board of Nursing (Board) met to consider the merits of the PDO as well as the objections filed by the Division. The Board voted to approve the PDO with variance. The PDO is attached hereto and incorporated in its entirety into this Final Decision and Order with Variance (Order).

VARIANCE

Pursuant to Wis. Stat. §§ 440.035(1) and 441.07, the Board is the regulatory authority and final decision maker governing disciplinary matters of those credentialed by the Board. The matter at hand is characterized as a class 2 proceeding pursuant to Wis. Stat. § 227.01(3). The Board may make modifications to a PDO, a class 2 proceeding, pursuant to Wis. Stat. § 227.46(2), provided the Board's decision includes an explanation of the basis for each variance.

In the present case, the Board adopts the PDO in its entirety except for the section titled, "Costs" found on page five (5) of the PDO, as well as numbered paragraph three (3) found on pages seven and eight (7 and 8) of the PDO. Those sections and paragraphs are deleted and replaced with the following.

Costs

As a result of the Respondent being reprimanded and her license limited by the Board, the Board is vested with discretion concerning whether to assess all or part of the costs of this proceeding against the Respondent. Wisconsin Stat § 440.22(2) reads in part:

In any disciplinary proceeding against a holder of a credential in which the department or an examining board, affiliated credentialing board or board in the department orders suspension, limitation or revocation of the credential or reprimands the holder, the department, examining board, affiliated credentialing board or board may, in addition to imposing discipline, assess all or part of the costs of the proceeding against the holder. . .

The above section does not require the Board to go through any particular analysis when determining whether to assess all or part of the costs of this proceeding against the Respondent.

Nevertheless, guidance can be found in the following Wisconsin Court of Appeal's Decision.

In Noesen v. State Department of Regulation & Licensing, Pharmacy Examining Board., 2008 WI App 52, ¶¶ 30-32, 311 Wis. 2d 237, 751 N.W.2d 385, the Court opined,

Under WIS. STAT. § 440.22(2), the Board may, in its discretion, "assess all or part of the costs of the proceeding" against the licensee if the Board takes disciplinary action as a result. We give due weight to the Board's exercise of discretion. WIS. STAT. § 227.57(10). In reviewing the exercise of discretion, we look to determine whether the decision maker examined the relevant facts, applied the proper standard of law, and reached a reasonable conclusion. *Doersching*, 138 Wis. 2d at 328. Noesen contends the Board erroneously exercised its discretion by imposing the full costs against him in this case.

Here, the Board assessed costs because:

First, the Department of Regulation and Licensing is a "program revenue" agency, which means that the costs of its operations are funded by the revenue received from its licensees. Second, licensing fees are calculated based upon costs attributable to the regulation of each of the licensed professions and are proportionate to those costs. This budget structure means that the costs of prosecuting cases for a particular licensed profession will be borne by the licensed members of that profession. It is fundamentally unfair to impose the costs of prosecuting a few members of the profession on the vast majority of the licensees who have not engaged in misconduct. The cost of this proceeding should not be borne by or passed along to the other members of the profession who abide by the rules of practice and follow the law. Since [Noesen] is found to have engaged in unprofessional conduct, he should be held responsible for the full costs of this proceeding.

An exercise of discretion must be "based upon the relevant facts by applying a proper standard of law and represents a determination that a reasonable person could reach." *Verhaagh v. LIRC*, 204 Wis. 2d 154, 160, 554 N.W.2d 678 (Ct. App. 1996). We conclude that the Board failed to exercise its discretion because it gave no consideration to the facts of the case. By concluding only that the profession should not bear the costs, the Board has created a bright line rule that fails to account for any other factors—aggravating or mitigating. Indeed, imposing costs simply to prevent them from being passed on to others is a concern that would apply to any disciplinary proceeding. While the "program revenue" nature of the Department is one factor that may fairly be considered in the cost determination, the exercise of discretion contemplates more than application of a rigid rule or invocation of an omnipresent policy.

In addition to the above mandatory authority, the Board has also, in previous orders, considered the following factors when determining if all or part of the costs should be assessed against the Respondent.

- 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 parties;
- 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 licensees, and the fairness of imposing the costs of disciplining a few members of the profession on the vast majority of licensees who have not engaged in misconduct; and
- Any other relevant circumstances.

The Board notes that the above factors, while having been considered by the Board in past orders, are not a mandatory analysis for this Board. The Board utilizes the above list as factors the Board may consider, in part or in whole, when determining if costs should be assessed in part or whole.

Using the above Court of Appeal's case as guidance, with consideration of the rationale set out in the PDO, and considering the facts of this case, the Board determines that one hundred percent (100%) of the costs of this proceeding shall be assessed against the Respondent.

The Board finds particularly relevant the following facts. First, the Division proved every count it alleged. This is not a case where the Division wasted resources or incurred additional costs by alleging multiple counts and then failing to prove those counts. Second, the Respondent's conduct that led to

the discipline and limitations at hand resulted from conviction of an OWI (2nd), conviction of possession of an illegally obtained prescription, failure to timely report such convictions to the Board as required by law, non-compliance with AODA outpatient treatment, and a chemical dependency problem. Such conduct is serious and demonstrates that the Respondent has been resistant to rehabilitation. Third, as a result of the Respondent's serious conduct, the Division sought a reprimand and significant limitations on the Respondent's license to practice nursing in Wisconsin. Those limitations, at a minimum, will significantly impact the Respondent's practice of nursing and lifestyle, and will exist for no less than two (2) years. The level of discipline sought, and ultimately ordered by this Board, is significant and recognizes the general absence of mitigating factors in this case. Fourth, the Department of Safety and Professional Services is a program revenue agency, whose operating costs are funded by the revenue received from credential holders. As such, fairness weighs heavily in requiring the Respondent to pay the costs of this proceeding which resulted in significant discipline, rather than spreading the costs among all nurse licensees in Wisconsin. Finally, the Respondent made no argument concerning whether costs should be assessed against her. When the Respondent fails to argue a position, the Board is not obliged to make the argument for her. The Board, having considered and weighed the above facts, finds that 100% of the costs of this proceeding shall be assessed against the Respondent.

3. Respondent shall pay one hundred percent (100%) of 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

EXPLANATION FOR VARIANCE

The ALI's PDO assessed costs at fifty percent (50%). The Board feels strongly that 50% does not reflect its intention and is not an accurate representation of the Board's use of discretion. The Board considered Wis. Stat. § 440.22(2), along with the mandatory guidance contained in the above Wisconsin Court of Appeal Decision, and decided to vary the ALI's PDO concerning costs.

Dated at Madison, Wisconsin this 272 day of August, 2015.

A Mothbar of the Boar

In the Matter of Disciplinary Proceedings Against Kristine P. Roseki, L.P.N., Respondent

DHA Case No. SPS-15-0016 DLSC Case No. 14 NUR 049

PROPOSED DECISION AND ORDER

0004220

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

Kristine P. Roseki, L.P.N. 21775 Marylynn Drive Brookfield, WI 53045

Wisconsin Board of Nursing P.O. Box 8366 Madison, WI 53708-8366

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

Attorney Amanda L. Florek
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 on January 22, 2015, when the Department of Safety and Professional Services (Department), Division of Legal Services and Compliance (Division), filed and served a formal Complaint against Respondent Kristine P. Roseki, L.P.N. (Respondent), alleging that Respondent failed to report a conviction within 48 hours, in violation of Wis. Stat. § 440.03(13)(am), and engaged in unprofessional conduct by obtaining any drug other than in the course of legitimate practice or otherwise prohibited by law, in violation of Wis. Admin. Code § N 7.04(2).

Following receipt of Respondent's Answer to the Complaint, on February 18, 2015, the administrative law judge (ALJ) held a telephone prehearing conference. During the prehearing conference, Respondent admitted to the findings of fact and violations in the Complaint, with the

¹ All references to Wis. Admin. Code § N 7.04 refer to the code as it existed at the time of the conduct at issue, prior to amendments effective August 1, 2014.

exception of references to Percocet. The Division, *ore tenus*, amended the Complaint to remove paragraphs 4 and 7, which referenced Percocet. The parties agreed that the only remaining issues to be resolved were those related to discipline and costs.

On February 18, 2015, the ALJ issued an order amending the Complaint to remove paragraphs 4 and 7, finding the violations as alleged in the Amended Complaint, and setting a status conference for March 9, 2015. At the March 9, 2015 conference, Respondent again admitted to the facts and violations in the Amended Complaint. An Amended Briefing Order was issued on March 20, 2015, which again noted Respondent's admissions to the violations and set a briefing schedule on the issues of discipline and costs.

On April 10, 2015, the Division filed a written recommendation for discipline and costs to be imposed on Respondent. Respondent filed a response on May 11, 2015, and the Division filed its reply on May 20, 2015. Pursuant to the ALJ's request, the Division submitted additional information by email on June 23, 2015, with regard to Respondent's current licensing status.

FINDINGS OF FACT

Facts Related to the Alleged Violation²

- 1. Respondent Kristine P. Roseki, L.P.N. (DOB March 31, 1976), is licensed in the State of Wisconsin as a practical nurse, having license number 309890-31, which was first issued on May 7, 2008 and was current through April 30, 2015. Respondent's license was renewed on April 24, 2015 and is now current through April 30, 2017.
- 2. On June 25, 2012, a Brookfield Township police officer arrested Respondent for Operating while Intoxicated (OWI) (2nd), in violation of Wis. Stat. § 346.63(1)(a), and possession of an illegally obtained prescription, in violation of Wis. Stat. § 450.11(7)(h).
- 3. On September 25, 2013, in Waukesha County Circuit Court, case number 2012CF852, Respondent pled guilty by no contest plea of OWI (2nd), in violation of Wis. Stat. § 346.63(1)(a), and possession of an illegally obtained prescription, in violation of Wis. Stat. § 450.11(7)(h).
- 4. Respondent did not report the above convictions to the Department until February 3, 2014.
- 5. Respondent received AODA outpatient treatment with Cornerstone Counseling Services on nine occasions from December 2013 through June 26, 2014 but was discharged on September 6, 2014 due to non-compliance.

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² With the exception of the last sentence of paragraph 1 and paragraph 5, all of the findings of fact are taken from the Amended Complaint. The last sentence of paragraph 1 was taken from an email provided by the Division on June 23, 2015, pursuant to the ALJ's request, and the information contained in paragraph 5 was taken from Exhibit A attached to the Division's reply brief.

DISCUSSION AND CONCLUSIONS OF LAW

The Wisconsin Board of Nursing (Board) has jurisdiction over this matter pursuant to Wis. Stat. § 441.07. Following an investigation and disciplinary hearing, the board may "revoke, limit, suspend or deny a renewal of a license" of a professional nurse or may reprimand a professional nurse if the Board determines that a nurse has violated any statute under subchapter I of Chapter 441 of the Wisconsin Statutes or any administrative rule promulgated under that subchapter, or has committed misconduct or unprofessional conduct. Wis. Stat. § 441.07(1)(b) and (d), respectively (2011-2012).

Violation of Wis. Stat. § 440.03(13)(am)

On September 25, 2013, Respondent was found guilty of OWI (2nd) pursuant to a no contest plea in Waukesha County Circuit Court. Wisconsin Stat. § 440.03(13)(am) requires licensees to send a notice of conviction to the Department within 48 hours of the entry of the judgment of conviction. The judgment of conviction was entered on September 25, 2013. Respondent did not report the convictions to the Department until February of 2014. This notice was provided approximately four and a half months after the judgment of conviction was entered. As Respondent has admitted and as found in the ALJ's February 18, 2015 and March 20, 2015 orders, Respondent violated Wis. Stat. § 440.03(13)(am) by failing to report her conviction to the Board within 48 hours.

Violation of Wis. Admin. Code § N 7.04(2)

Respondent was also convicted of possession of an illegally obtained prescription. Wisconsin Admin. Code § N 7.04(2) defines misconduct or unprofessional conduct to include "obtaining any drug other than in the course of legitimate practice or as otherwise prohibited by law." As admitted by Respondent and as found in the ALJ's February 18, 2015 and March 20, 2015 Orders, Respondent engaged in misconduct or unprofessional conduct under Wis. Admin. Code § N 7.04(2).

As a result of the above violations, Respondent is subject to discipline pursuant to Wis. Stat. § 441.07(1)(b) and (d).

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 asserts that as a result of Respondent's conduct, she should be reprimanded and her nursing license should be limited for at least two years. The limitations requested include: (1) drug testing at 49 times a year; (2) enrollment in and compliance with a drug monitoring program which is approved by the Department; (3) abstaining from all personal use of controlled substances as defined in Wis. Stat. § 961.01(4), except when prescribed, dispensed or administered by a practitioner for a legitimate medical condition; (4) not working as a nurse or other health care provider in a setting in which Respondent has access to controlled substances; (5) providing a copy of the final order in this case to all employers before engaging in employment; (6) practicing only in Wisconsin pursuant to the Uniform Nurse Licensure

Compact during the pendency of all limitations; and (7) obtaining an AODA assessment with an evaluator, and complying with all requirements of the AODA assessment and allowing the Department Monitor access to information from Respondent's AODA records and treaters.

Respondent requests that she be permitted to be employed in a position where she can pass narcotic medication, that the drug testing be less than 49 times per year, and that due to financial hardship, she be allowed to take the test through urine samples. She states that she has learned her lesson from her mistake over two years ago and that she has paid the price for her actions, including losing her driver's license for 16 months, being in jail for 45 days, paying thousands of dollars, and being placed on probation for a year. Respondent contends that she has been seeing a counselor since the arrest and that she has been employed as a nurse at the same place for the past five years, where she is permitted to pass narcotics with patients and where she has had no incidents involving medications. She further states that the medication she had in her possession at the time of her arrest was not taken from her workplace and that it was not a narcotic. Rather, a friend gave her some sleep medication when she had complained to the friend about having trouble sleeping, and she had not taken the medication provided by her friend. She states that she loves her job and her patients, that she will not be able to keep her current job if she cannot pass narcotic medications, and that it will be extremely difficult for her to find a new position with such a restriction on her license.

With regard to the failure to report the convictions for approximately four and a half months rather than within the required 48 hours, Respondent states that, until her probation officer informed her otherwise, she believed that she only had to report felony convictions to the Department.

Based on the record in this case, I adopt that discipline recommended by the Division, with the exception of the prohibition against Respondent working in a setting where she has access to controlled substances.

As reflected by her two convictions for operating while intoxicated and her conviction for possession of an illegally obtained prescription, Respondent has a chemical dependency problem. The Division states that Respondent's OWI (2nd) conviction resulted from Respondent driving with controlled substances, not alcohol, in her system. Although that assertion is not supported by any information in the record, a second offense OWI is extremely serious and concerning, regardless of what caused the intoxication. These concerns are magnified by the fact that although Respondent received AODA treatment from December 2013 through June 26, 2014, she was discharged from the program on September 6, 2014 due to noncompliance. Nurses are responsible for the health and well-being of an often vulnerable population. A nurse with chemical dependency raises serious safety concerns. In addition, nurses typically have access to controlled substances.

I conclude that the protection of the public and Respondent's rehabilitation require the drug testing as requested by the Division in addition to the AODA assessment and other requirements ordered below. After the first year, Respondent may petition the Board for modification of the frequency of the tests and the Board may also adjust the frequency at any time on its own initiative. The drug testing may be by urine, blood, sweat, fingernail, hair, saliva or other specimen. While Respondent may request from those responsible for such testing and monitoring that she be allowed to submit to a urine screen rather than some other type of testing, I am not in a position to second-guess the best methods for obtaining the testing sample.

However, I decline the Division's request that Respondent be barred from working in a setting where she has access to controlled substances, which presumably would include her current position she has evidently held for five years despite the convictions and resulting punishments. I conclude the drug testing, monitoring, AODA treatment, and other requirements ordered in this case sufficiently protect the public under the circumstances. Moreover, the facts of this case more closely resemble the cases cited in the Division's reply brief rather than those relied on in its initial submission. The cases in the Division's reply brief involved nurses ingesting a controlled substance which did not come from the workplace. In those cases, the Board did not prohibit the nurses from working in settings where they had access to controlled substances. The cases cited in the Division's initial submission involved nurses who illegally obtained controlled substances from their workplaces. In those cases, the Board imposed such a limitation. Compare, In the Matter of Disciplinary Proceedings Against Catherine Stoehr, L.P.N., Order No. 0003395 (Sept. 11, 2014); In the Matter of Disciplinary Proceedings Against Tammy R. Finley, LP.N., R.N., Order No. 0003733 (Feb. 2, 2014) with In the Matter of Disciplinary Proceedings Against Catherine M. Cowart, R.N., Order No. 0003626 (Jan. 8, 2015); In the Matter of Disciplinary Proceedings Against Monica J. Stout, R.N., A.P.N.P., Order No. 0003621 (Jan. 8, 2015); In the Matter of Disciplinary Proceedings Against Tracy M. Majerle, R.N., Order No. 0003459 (Oct. 9, 2014).

Based on prior Board decisions, the facts of this case, and the criteria in *Aldrich*, a reprimand and the license limitations set forth in the Order section below are appropriate.

Costs

The Division has the authority to assess costs pursuant to Wis. Stat. § 440.22. With respect to imposition of costs, factors to consider include: (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 cooperation of the respondent; (5) any prior discipline; and (6) the fact that the Department is a program revenue agency, funded by other licensees. See In the Matter of Disciplinary Proceedings against Elizabeth Buenzli-Fritz, Order No. LS 0802183 CHI (Aug. 14, 2008).

The Division requests that Respondent be ordered to pay the full costs of its investigation and of these proceedings. I conclude that imposition of 50 percent of the costs on Respondent is appropriate. Although the Division has proven both of the counts it alleged, and Respondent's conduct is serious, I note that the discipline sought by the Division -- a reprimand with limitations on Respondent's license -- is almost the lowest level of discipline available. In addition, Respondent has been nothing but fully cooperative in these proceedings, appearing at every scheduled conference, timely filing submissions and admitting the violations up front. Further, Respondent has no prior discipline. I am also mindful, however, that any costs not borne by Respondent will be borne by other members of her profession who have not engaged in misconduct.

In light of the factors in *Buenzli-Fritz* and the circumstances of this case, I conclude that Respondent should pay 50 percent of the costs of these proceedings.

ORDER

Accordingly, it is hereby ORDERED:

- 1. Respondent Kristine P. Roseki, L.P.N. (license no. 309890-31), is reprimanded.
- 2. The license issued to Respondent to practice nursing in the State of Wisconsin, and her privilege to practice in Wisconsin pursuant to the Nurse Licensure Compact, is LIMITED as follows:
 - a. For a period of at least two years from the date of this Order:
 - i. Respondent shall enroll and participate in a drug monitoring program which is approved by the Department (Approved Program).
 - ii. At the time Respondent enrolls in the Approved Program, Respondent shall review all of the rules and procedures made available by the Approved Program. Failure to comply with all requirements for participation in drug monitoring established by the Approved Program is a substantial violation of this Order. The requirements shall include:
 - 1. Contact with the Approved Program as directed on a daily basis, including vacations, weekends and holidays.
 - 2. Production of a urine, blood, sweat, fingernail, hair, saliva or other specimen at a collection site designated by the Approved Program within five hours of notification of a test.
 - 3. The Approved Program shall require the testing of specimens at a frequency of not less than 49 times per year, for the first year of this Order. After the first year, Respondent may petition the Board on an annual basis for a modification of the frequency of tests. The Board may adjust the frequency of testing on its own initiative at any time.
 - iii. Respondent shall abstain from all personal use of controlled substances as defined in Wis. Stat. § 961.01(4), except when prescribed, dispensed or administered by a practitioner for a legitimate medical condition. Respondent shall disclose her drug history and the existence and nature of this Order to the practitioner prior to the practitioner ordering the controlled substance. Respondent shall at the time the controlled substance is ordered immediately sign a release in compliance with state and federal laws authorizing the practitioner to discuss Respondent's treatment with, and provide copies of treatment records to, the

Board or its designee. Copies of these releases shall immediately be filed with the Department Monitor.

- iv. Respondent shall report to the Department Monitor all prescription medications and drugs taken by Respondent. Reports must be received within 24 hours of ingestion or administration of the medication or drug, and shall identify the person or persons who prescribed, dispensed, administered or ordered said medications or drugs. Each time the prescription is filled or refilled, Respondent shall immediately arrange for the prescriber or pharmacy to fax and mail copies of all prescriptions to the Department Monitor.
- v. Respondent shall provide the Department Monitor with a list of over-the-counter medications and drugs that she may take from time to time. Over-the-counter medications and drugs that mask the consumption of controlled substances, create false positive screening results, or interfere with Respondent's treatment and rehabilitation, shall not be taken unless ordered by a physician, in which case the drug must be reported as described in paragraph 2(a)iv.
- vi. All positive test results are presumed valid and may result in automatic suspension of licensure by the Board or the Board's designee. Respondent must prove by a preponderance of the evidence an error in collection, testing, fault in the chain of custody or other valid defense.
- vii. If any urine, blood, sweat, fingernail, hair, saliva or other specimen is positive or suspected positive for any controlled substances, Respondent shall promptly submit to additional tests or examinations as the Board or its designee shall determine to be appropriate to clarify or confirm the positive or suspected positive test results.
- viii. Respondent shall provide her nursing employer with a copy of this Order before engaging in any nursing employment.
- ix. Respondent shall obtain an AODA assessment with an evaluator, pre-approved by the Board or its designee, who has experience conducting these assessments within 30 days of this Order. Respondent shall ensure a copy of the assessment is immediately submitted to the Department Monitor and comply with all requirements of the AODA assessment. Respondent shall keep signed releases on file with all treaters to allow the Board or its designee to obtain any reports, confer with treaters or otherwise ensure Respondent is complying with treatment.
- 3. Respondent shall pay 50 percent of 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

- 4. The terms of this Order are effective the date the Final Decision and Order is signed by the Board.
- 5. IT IS FURTHER ORDERED that the above-captioned matter is hereby closed as to Respondent Kristine P. Roseki, L.P.N..

Dated at Madison, Wisconsin on June 29, 2015.

STATE OF WISCONSIN DIVISION OF HEARINGS AND APPEALS

5005 University Avenue, Suite 201

Madison, Wisconsin 53705

Telephone: (608) 266-7709

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Jepnifer E. Nashold

Administrative Law Judge