#### Medical Aid in Dying: Law & Ethics for Minnesota

Minnesota Coalition for Death Education and Support (September 29, 2017)

> Thaddeus M. Pope, JD, PhD Mitchell Hamline School of Law

Medical Aid in
Dying (MAiD)—
Lessons Learned
in Oregon and
Colorado



#### **Biography**



Advance Directives & POLST
Hastening Death – VSED
Hastening Death - MAID
Medical Futility
Surrogate Decision Making
Right to Die & UMT
Brain Death & Organ Donation
Conscience Based Objections
Healthcare Ethics Committees

#### THE RIGHT TO DIE

#### The Law of End-of-Life **Decisionmaking**

**Third Edition** 

Alan Meisel Kathy L. Cerminara Thaddeus M. Pope



#### **Disclosures**

#### The New york Times

The Opinion Pages ROOM for DEBATE

#### Oregon Shows That Assisted Suicide Can Work Sensibly and Fairly



Thaddeus Mason Pope is the director of the Health Law Institute at Hamline University, and a frequent legal commentator and blogger on end-of-life medical

UPDATED OCTOBER 7, 2014, 12:39 PM

#### The Changing Legal Climate for Physician Aid in Dying

David Orentlicher, MD, JD Hall Center for Law and Health, Indiana University Robert H. Law, Indianapolis

Thaddeus Mason Pope, JD, PhD Hamline University School of Law, St Paul

Ben A. Rich, JD, PhD of Medicine, arsity of California School of

While once widely rejected as a health care option, physician aid in dying is receiving increased recognition as a response to the suffering of patients at the end of life. With aid in dving, a physician writes a prescription for life-ending medication for an eligible can Public Health Association, the term aid in dying rather than "assisted suicide" is used to describe the practice. 1 In this Viewpoint, we describe the changing legal climate for physician aid in dying occurring in several states (Table).

Voters in Oregon and Washington have legalized aid cal about the right is the desire to protect seriously ill in dying by public referendum, legislators in Vermont people from intolerable suffering. have done so by statutory enactment, and courts in Montana and New Mexico have done so by judicial rul-ness is serious enough that treatment can be refused? ings. Support for aid in dying is increasing, and it would The Quinlan case concluded that the right to refuse lifenot be surprising to see voters, legislators, or courts in sustaining treatment should exist when the patient's

an advance directive statute in California. 5 courts and leg islatures concluded that patients may reject their phy sicians' treatment recommendations even when treat ment is necessary to prolong life.

Recognition of the right to refuse life-sustaining care patient. Following the recommendation of the Ameri- reflected a societal consensus that people should be able to decline treatment when they are suffering greatly from irreversible and severe illness. In such cases, the burdens of continued treatment may easily outweigh the benefits, and people should not be forced to endure a prolonged and undignified dying process. <sup>6</sup> What is criti-

How is it possible to decide when someone's illother states approve the practice. Indeed, in their 2014 prognosis becomes very grim. 4





#### Roadmap



#### **MAID** in Minnesota

Dying in MN
Recent MN bills

#### **Legalizing MAID**

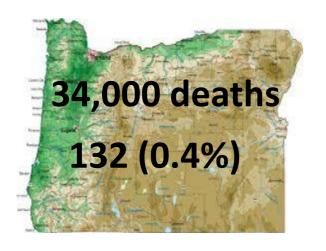
Why, what need Paths elsewhere

#### 2018 & beyond in MN

Safeguards to add Safeguards to remove 2:45 -

4:00

### Dying in Minnesota





41,000 / year

Total MN deaths

CDC National Center for Health Statistics, *Deaths: Final Data for* 2013, 64(2) NATIONAL VITAL STATISTICS REPORTS (Feb. 16, 2016), http://www.cdc.gov/nchs/data/nvsr/nvsr64/nvsr64\_02.pdf

182 / year

MN MAID deaths

99.6%

MN deaths unaffected

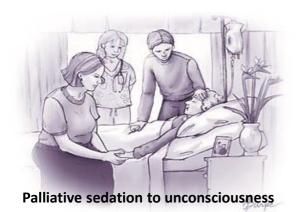
41,000 182 40,818

Most also make a deliberate decision to hasten death

Those dependent on dialysis, vents, CANH can hasten their deaths

MINNESOT Prov		E TO HEALTH CARE PROVIDERS AS Life-Sustaining	Treatment	(POLST)
orders are ba	orders until orders change. These medical sed on the patient's current medical preferences. Arry section not completed	LAST NAME	FIRST NAME	MIDDLE INITIAL
for that sectio	lidate the form and implies full treatment n. With significant change of condition ay need to be written. Patients should	DATE OF BIRTH		<u> </u>
always be treated with dignity and respect.		PRIMARY MEDICAL CARE PROVIDER NAME	PRIMARY MEDICAL CARE PROVID	ER PHONE (WITH AREA CODE)
Α	CARDIOPULMONARY	RESUSCITATION (CPR) PA	itient has no pulse and is not l	reathing.
CHECK	☐ Attempt Resuscitation / CPR	NOTE: Selecting THIS		
ONE	☐ Do Not Attempt Resuscitation	on / DNR (Allow Natural Death).		

Not only withholding & withdrawing LSMT





### Equal protection

Persons similarly situated should be treated alike

Every day, terminally ill patients in Minnesota hasten their deaths by withholding or withdrawing treatment

## Every 30 minutes

But some patients have no treatment to turn off or refuse

MAID gives these terminally ill, competent, adult patients the freedom to accelerate their imminent death.

## Legalization in MN

2017

02/09/17 REVISOR SGS/CC 17-1700 as introduced

SENATE STATE OF MINNESOTA NINETIETH SESSION

S.F. No. 1572

(SENATE AUTHORS: EATON, Klein, Marty, Dibble and Latz)

DATE D-PG OFFICIAL STATUS

02/27/2017 806 Introduction and first reading

Referred to Health and Human Services Finance and Policy





Matt Klein



Scott Dibble



John Marty



Ron Latz

02/09/17 REVISOR SGS CC 17-1700

This Document can be made available in alternative formats upon request

State of Minnesota

HOUSE OF REPRESENTATIVES

NINETIETH SESSION

H. F. No. 1885

03/01/2017 Authored by Freiberg, Liebling, Lesch, Scholtz, Smolin and others

The bill was read for the first time and referred to the Committee on Health and Human Services Reform



Liebling Hornstein Hansen Lesch Dehn, R. Lee Schultz Loeffler Kunesh-Podein Sundin Ward Thissen Considine Bly Clark Slocum Moran Nelson Allen



2016

02/17/15 REVISOR SGS/NB 15-2790 as introduced

SENATE STATE OF MINNESOTA EIGHTY-NINTH SESSION

S.F. No. 1880

(SENATE AUTHORS: EATON, Pappas, Dibble, Marty and Goodwin)

DATE D.PG

OFFICIAL STATUS

03/18/2015

12 Introduction and first reading Referred to Health, Human Services and Housing

03/25/2015 1358 Author added Goods







### Doctor-assisted suicide proposal tabled after emotional hearing

Sen. Chris Eaton abruptly withdrew the measure in a hearing that drew hundreds of people and hours of wrenching testimony.

By Maya Rao Star Tribune MARCH 17, 2016 - 10:26AM

MN 2018 -





**POLITICS & POLICY** 

#### Historic election puts Republicans in control of Minnesota House and Senate



## Better prospects





**1991**Follow AMA

"Physicians must not . . . . participate in assisted suicide. The societal risks . . . is too great to condone . . . ."

June 2016 to April 2017



### MMA BOARD OF TRUSTEES PHYSICIAN-AID-IN-DYING TASK FORCE

REPORT AND RECOMMENDATIONS

## May 2017

"MMA will oppose any aid-in-dying legislation . . . ."

"MMA will oppose any aid-in-dying legislation that fails to adequately safeguard the interests of patients or physicians."

Such **safeguards** include but are not limited to the following:

- Must not compel physicians or patients to participate . . . against their will
- · Must require patient self-administration
- Must not permit patients lacking decisional capacity to utilize . . .
- Must require mental health referral of patients with a suspected psychological or psychiatric condition
- Must provide sufficient legal protection for physicians who choose to participate.



### Track record even longer

 $1998 \to (20)$ 

2008 → (10)

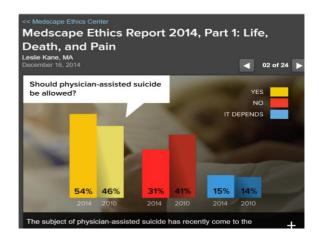
 $2013 \rightarrow (5)$ 

 $2015 \rightarrow (3)$ 



68% public support AID

Gallup 2015





Like almost all US bills, closely modeled on ODWDA

Politically safe

But ethically questionable

Return at end

Why do we need a statute like these bills

Need to legalize

"Assisted Suicide" Laws



Across USA, since 1800s, helping someone commit suicide is a **crime** 



"assisted suicide prohibitions are deeply rooted in our nation's legal history"

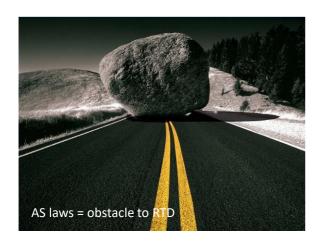


Minnesota Statutes
Chapter 609
Criminal Code

Minn. Stat. **609.215** 

"Whoever . . . assists another in taking the other's life may be sentenced to . . . 15 years . . . \$30,000"





## Right to die



#### 1950s & 1960s

Mechanical ventilators

**Dialysis** 

Feeding tubes





>100
appellate cases

Right to refuse treatment even if life-sustaining





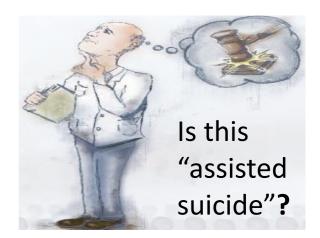
1993

MINNESOTA STATUTES 2012

145C.01

#### CHAPTER 145C HEALTH CARE DIRECTIVES

	145C.01	DEFINITIONS.	145C.09	REVOCATION OF HEALTH CARE DIRECTIVE.		
	145C.02	HEALTH CARE DIRECTIVE.	145C.10	PRESUMPTIONS.		
	145C.03	REQUIREMENTS.	145C.11	IMMUNITIES.		
	145C.04	EXECUTED IN ANOTHER STATE.	145C.12	PROHIBITED PRACTICES.		
145C.05	145C.05	SUGGESTED FORM; PROVISIONS THAT MAY	145C.13	PENALTIES.		
	BE DICLUDED.	145C.14	CERTAIN PRACTICES NOT CONDONED.			
	145C.06	WHEN EFFECTIVE.	145C.15	DUTY TO PROVIDE LIFE-SUSTAINING HEALT		
	145C.07	AUTHORITY AND DUTIES OF HEALTH CARE	1170.17	CARE.		
	AGENT.	145C.16	SUGGESTED FORM.			
	145C.08	AUTHORITY TO REVIEW MEDICAL RECORDS.				



#### **Chill** from

609.215

#### 609.215(3)

"provider . . . who withholds or withdraws a life-sustaining procedure . . . does **not violate** this section"



MAID = AS

AS = felony

MAID = felony

# Need to legalize



Other attempts to legalize

Who else?
Where?
How?

Paths to MAID legalization



#### **Statutory Approaches**

Ballot initiatives Legislation

#### **Litigation Approaches**

Federal constitution
State constitution
Statutory interp.

#### **Other Approaches**

Limit prosecutorial discretion

Jury nullification

**Not** covering "all" law re MAID

Only **affirmative** efforts to permit

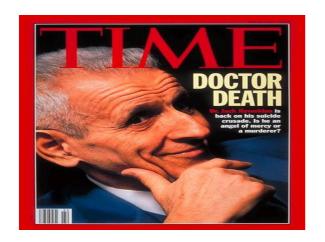
#### Pathway 1

Litigation
US Constitution

Due process

**Equal protection** 

1st Amendment







D. Ore. (1994)
 Y
 9<sup>th</sup> Cir. (1995)
 N
 9<sup>th</sup> Cir. EB (1996)
 Y
 SCOTUS (1997)
 N





NDNY (1994) N

2d Cir. (1996) Y

SCOTUS (1997) N

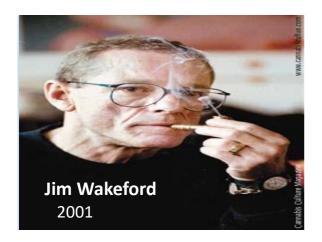
>15
appellate judges



Federal constitutional rights in other countries











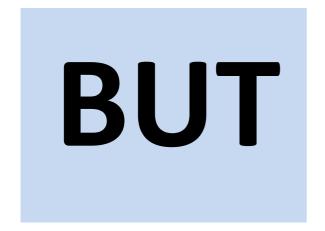
EOL in Canada – MAID	Medically assisted deaths in Canada			
First 9 months  1324/195,000 = 0.68%  Numbers increasing in Ontario  July-Dec 2016- 31/month  Jan-Jun 2017- 60/month  Highly variable by region	OUEBEC ONTARIO B C. ALBERTA MANITOBA N.S SASK N.B. N.L. PE1 N.W.T	469 365 285 100 37 31 21 9 7	081 12 2011 1501 1 201 2010	
	NUNAVUT	0	Marie Street on the contract of the contract o	



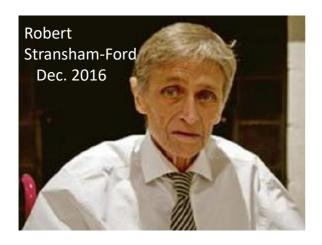




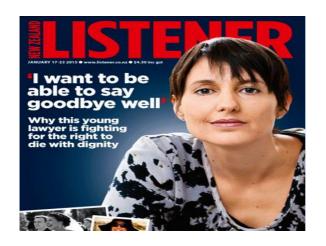




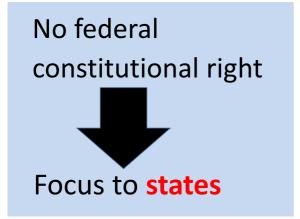
















"[T]he...challenging task of crafting appropriate procedures for safeguarding...liberty interests is entrusted to the laboratory of the States..."

"States are . . . undertaking extensive and serious evaluation . . . ."

# Pathways 2 & 3 State statutes

### Ballot initiatives Legislation

### **Ballot** initiatives



#### **Early failures**

1988 California

1991 Washington

1992 California

1994 Michigan

#### **Problem**

Legalize **both**euthanasia **and**medical aid in dying

#### **MAID**

**Self** ingestion

Patient takes the final overt act

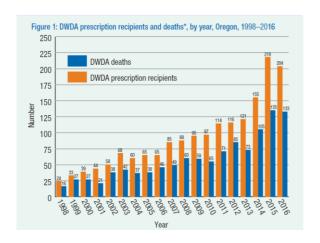




Injunction 1994 to 1997







Characteristics		2016		1998-2015		Total		
		=133)	(N=994)		(N=1,127)			
Lethal medication								
Secobarbital (%)	86	(64.7)	582	(58.6)	668	(59.3)		
Pentobarbital (%)	0	(0.0)	386	(38.8)	386	(34.3)		
Phenobarbital (%)	39	(29.3)	17	(1.7)	56	(5.0)		
Other (combination of above and/or morphine) (%)	8	(6.0)	9	(0.9)	17	(1.5)		
End of life concerns <sup>4</sup>	(N=133)		(N=	994)	(N=	991)		
Losing autonomy (%)	119	(89.5)	906	(91.6)	1,025	(91.4)		
Less able to engage in activities making life enjoyable (%)	119	(89.5)	888	(89.7)	1,007	(89.7)		
Loss of dignity (%) <sup>5</sup>	87	(65.4)	680	(78.8)	767	(77.0)		
Losing control of bodily functions (%)	49	(36.8)	475	(48.1)	524	(46.8)		
Burden on family, friends/caregivers (%)	65	(48.9)	408	(41.3)	473	(42.2)		
Inadequate pain control or concern about it (%)	47	(35.3)	249	(25.2)	296	(26.4)		

Track record

Documented

Solid







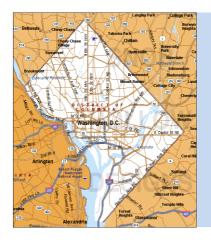


#### Legislation



May 2013



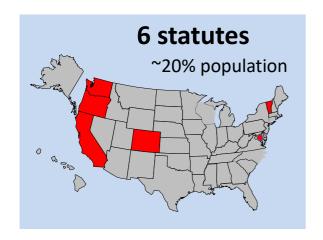


Feb. 2017

#### **Enacted**

3 initiatives

3 bills



# Statutes in other countries







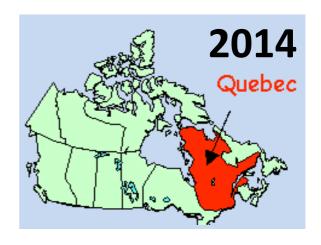


115TH CONGRESS 1ST SESSION H. CON. RES. 80

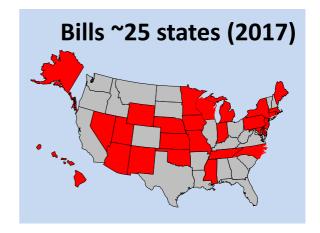
Expressing the sense of the Congress that assisted suicide (sometimes referred to as death with dignity, end-of-life options, aid-in-dying, or similar phrases) puts everyone, including those most vulnerable, at risk of deadly harm and undermines the integrity of the health care system.

IN THE HOUSE OF REPRESENTATIVES

September 26, 2017



### Ongoing



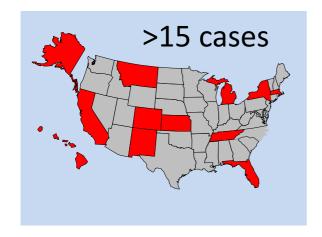






#### Pathway 4

Litigation state constitution



No "lasting" success

Trial court win

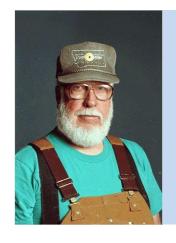
Appellate loss

3





McIver wins FL DCT Reversed FL SCT



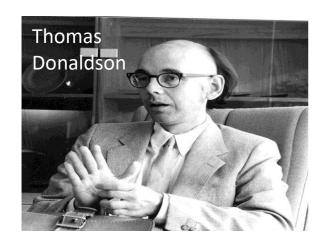
Baxter wins MT DCT

Not reached MT SCT Trial court loss

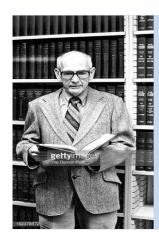
**Appellate loss** 

>10

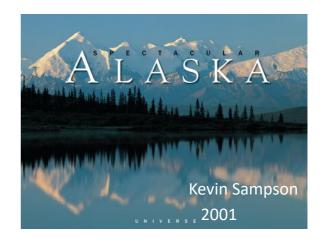
1992







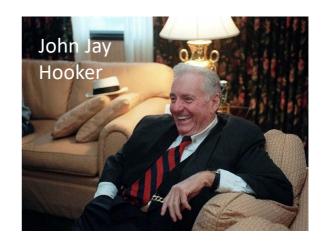
Robert Sanderson Colo. 2000



## Most recently









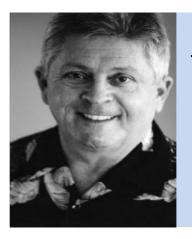
State constitutional right

App. courts

Trial courts

3

## Active cases



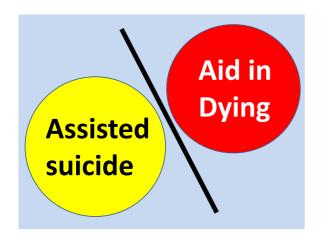
John Radcliffe **HI** 





# Pathway 5 Litigation State statute









#### MAID is different

But **still** legally "assisted suicide"

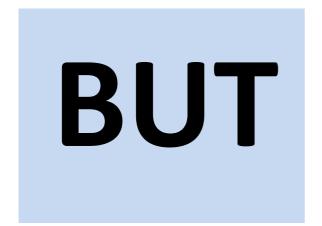


Often included with state con. law claims (e.g. NM, NY)

But never accepted











Mont. Code Ann. 45-2-211

"consent of the victim to conduct charged . . . is a defense"

### AS statute not apply

Trial court C

Appellate 1

## Pathway 6

Limit prosecutorial discretion

Not decriminalized

But **guidance** on MAID without penalty









factors that will influence whether or not someone is prosecuted for assisting suicide





"urges prosecutorial
discretion by the Cochise
County Attorney in
de-prioritizing cases . . .
imminent death . . .
intolerable suffering."

# Pathway 7 Jury nullification

Not decriminalized

But de facto immunity



Death and Dignity — A Case of Individualized Decision Making

Timothy E. Quill, M.D.

N Engl J Med 1991: 324:691-694 March 7, 1991 DOI: 10.1056/NEJM199103073241010





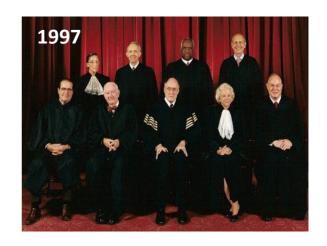
7 pathways

Set aside
3 pathways

### No ex ante guidance

Prosecutorial discretion

Jury nullification



	Succeed	Fail
Ballot	3	>7
Bill	3	>200
AS not apply	1	>5
State const.	0	15

## Oregon model

Death is **not** always bad

Life is not always good

For many, the alternative to death is worse



Avoid unwanted life

Even more obviously

Avoid unwanted death

2 risks
to avoid

Dying too fast

Dying too slow



Preference sensitive

Value laden

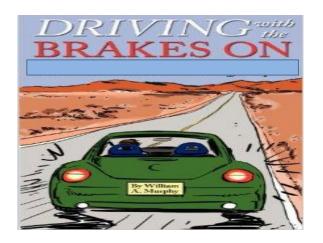
But ...

Safeguards to reduce one risk increase the other risk

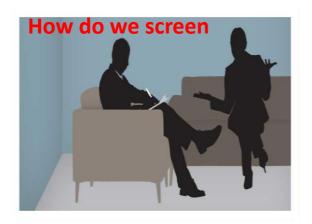


Too Fast

# Smaller risk



"impaired judgment ... mental disorder"



Mental health specialist assessment only if attending or consulting physician determines "indications of a mental disorder"

Subd. 9. Medical determination on competency. (a) If, in the medical opinion of the attending physician or the consulting physician, a patient may be suffering from a psychiatric or psychological condition that is causing impaired judgment, either the attending or consulting physician shall refer the patient for counseling to determine whether the patient is capable of making and communicating an informed medical decision.

## Rare

**OREGON DEATH WITH DIGNITY ACT: 2015 DATA SUMMARY** 



5/132 . < 4%

OUT Law Review Volume 16, Issue 1, pp 76-83. ISSN: (Print) 2205-0507 (Online) 2201-7275 DOI: 10.5204/qutlr.v16i1.623

### **OHSU** psychiatrist

LEGALISED PHYSICIAN-ASSISTED DEATH IN OREGON

LINDA GANZINI\*



The Challenge of New Legislation on Physician-Assisted Death

Psychiatry, Oregon Health & Science University & VA Portland Health Care System, Portland.

Anthony L. Back, MD

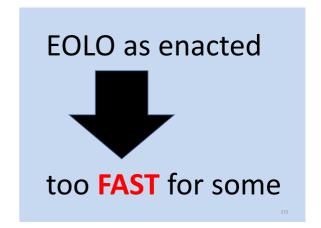
nt in few cerns that legalization for hysician-assisted of state T (1) in many exp (en) v in phy tie 1 m in (e) (e) d el fra (en) (p) ative care assisted death began in 1994, when voters in Oregon apprograms and target vulnerable groups, such as the elg to critic we see get to the comes the realized. In fact, in Oregon and Washington the that a patient volumenty self-administers. Or availability of hospice and palliative care has expanded egon stood alone for 14 years until Washington (2008), substantially, though the increased availability cannot Vermont (2013), and now California (2015) approved necessarily be attributed to legalization of physician-



Linda Ganzini, MD, MPH Department of Psychiatry, Oregon Health & Science University & VA Portland Health Care System, Portland.

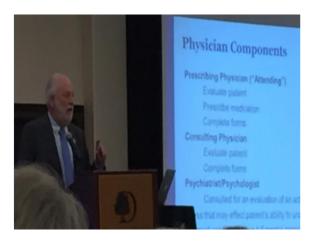
Anthony L. Back, MD Department of Medicine, University of Washington, Seattle.





But ...





#### **Attending** physician determine

- 1. Adult
- 2. Terminal illness
- 3. Capable
- 4. Making informed decision

#### **Consulting** physician determine

- 1. Adult
- 2. Terminal illness
- 3. Capable
- 4. Making informed decision

#### MH physician determine

- 1. Capable
- 2. Making informed decision



Capacity assessed only at **time** prescription not ingestion

**Contrast Canada** 

Adding more safeguards?



# Too Slow

Challenges

ROBERT BRODY, M.D.; MARC CONANT, M.D.;
DONALD ABRAMS, M.D.; ROBERT LINER,
M.D.; DANIEL M. SWANGARZ, WHITE; and ANGELICA BLOOCCESTST

WHITE; and ANGELICA BLOOCCESTST

Vs.

KAMALA D. HARRIS, in her official capacity as Attorney General of the State of California; GEORGE GASCON, in his official capacity as District Attorney for San Francisco County, and JACKIE LACEY, in her official capacity as District Attorney for Los Angeles County,

Defendants.

MAID = constitutional right

EOLO requirements are obstacles

15 day waiting period

## Undue burden



### "Terminal illness"

final stage of an incurable and irreversible medical condition . . . death within six months."



# unbearable suffering

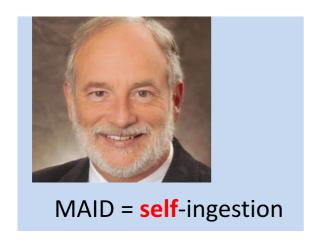
(not necessarily
"terminal")





# Mature minors





Oregon Death with Dignity Act

Data summary 2016

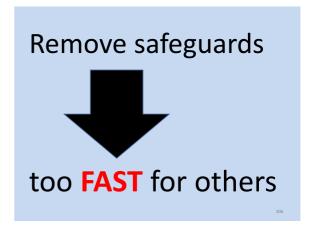
Complications <sup>6</sup>	(N=133)	(N=994)	(N=1,127)
Difficulty ingesting/regurgitated	3	27	30
None	24	530	554
Unknown	106	437	543
Other outcomes			
Regained consciousness after ingesting DWDA medications <sup>7</sup>	0	6	6







But ...









Minnesota Compassionate Care Act

Show your support

Wear YELLOW

#### LISTENING SESSION

with Senator Chris Eaton

SATURDAY, JANUARY 30, 2016 1:00 - 3:00 P.M.

MINNESOTA SENATE BUILDING (ROOM 1200) 95 UNIVERSITY AVE. W., ST. PAUL



### Forums set on Minnesota bill to give terminally ill right to die



Politic

Most common question - by far?



Subd. 3. Request for medical aid in dying. (a) A request for medical aid in dying is

made when a person who:

(1) is an adult;



(3) has been determined by the person's attending physician to have a terminal illness;

## **VSED**

Voluntarily
Stopping
Eating &
Drinking

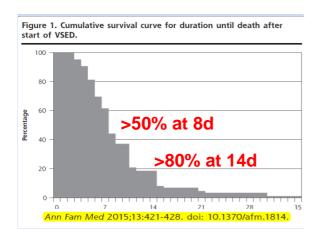
# Define VSED

3

Physiologically
able to take food
& fluid by mouth

Voluntary,
deliberate
decision to stop

**Intent:** death from dehydration



# Bad rap



# Peaceful Comfortable



The NEW ENGLAND JOURNAL of MEDICINE

SPECIAL ARTICLE

Nurses' Experiences with Hospice Patients Who Refuse Food and Fluids to Hasten Death

Linda Ganzini, M.D., M.P.H., Elizabeth R. Goy, Ph.D., Lois L. Miller, Ph.D., R.N., Theresa A. Harvath, R.N., Ph.D., Ann Jackson, M.B.A., and Molly A. Delorit, B.A.

>100 Oregon nurses cared for VSED patient Most deaths:

"peaceful, with little suffering"

"opportunity for reflection, family interaction, and mourning"

Not for everyone

# Preferred by many



Even though MAID available, "almost twice" chose VSED

# Good option

Recognized as healthcare by medical profession

More position statements (e.g. ANA, IAHPC) **POSITION STATEMENT** 



JOURNAL OF PALLIATIVE MEDICINE Volume 20, Number 1, 2017 Mary Ann Liebert, Inc. DOI: 10.1089/jpm.2016.0290

Position Statement

### Nutrition and Hydration at the End of Life

Status:

Revised Position Statement

Written by: ANA Center for Ethics and Human Rights Adopted by:

ANA Board of Directors

International Association for Hospice and Palliative Care Position Statement: Euthanasia and Physician-Assisted Suicide

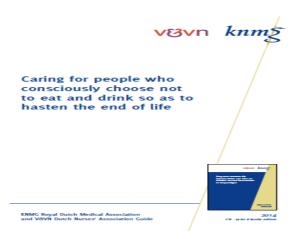
physical delication



### JAMA Internal Medicine

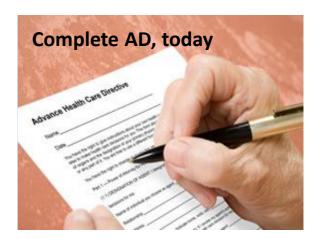
Nov. 6, 2017

**More** clinical practice guidelines





1

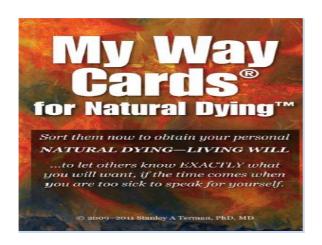


2

Direct VSED in **future** 

3

When reach point you define as intolerable



I cannot remember the important events of my life. If reminded. I don't know why they are important. [1.2]



I have severe pain. But I cannot say what bothers me.

Doctors don't see my pain. They do not treat my pain.

[2.6]



When I see people in my close family or see my best friends, I do not know who they are.

[3.1]



You lack capacity at that time

# Can you leave VSED instructions in an AD?

## Yes

#### Wis. Stat. 155.20

"A health care agent may not consent to the withholding or withdrawal of orally ingested nutrition or hydration . . ."

#### Minn. Stat. 145C

"Health care" means any care, treatment, service, or procedure to maintain, diagnose, or otherwise affect a person's physical or mental condition.





#### PART I: POWER OF ATTORNEY FOR HEALTH CARE

I revoke all prior advance health care directives and durable powers of attorney for health care signed by me. This document shall not be affected by my subsequent incapacity. I am not a patient in a skilled nursing facility, and I am not a conservatee.

1.1 NAME AND ADDRESS OF PRINCIPAL. My name and address are:

Nora R. Harris, 83 Arnold Drive, Novato, CA 94949

#### PART 2: INSTRUCTIONS FOR HEALTH CARE

2.1 END-OF-LIFE DECISIONS. I direct that my health care providers and others involved in my care provide, withhold, or withdraw treatment in accordance with the choice I have marked below:

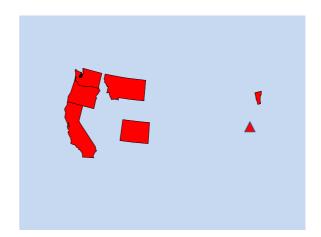
Multra. I Choose NOT To Prolong Life. If I initial this line, I do not want my life to be prolonged and I do not want life-sustaining treatment to be provided or continued if any of the following conditions apply:

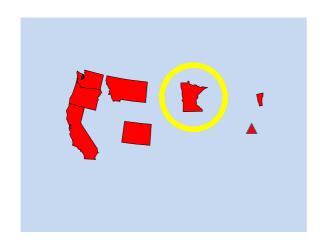
## Very detailed and specific

### **Conclusion**









### Thaddeus Mason Pope, JD, PhD

Director, Health Law Institute Mitchell Hamline School of Law 875 Summit Avenue Saint Paul, Minnesota 55105

**T** 651-695-7661

**C** 310-270-3618

E Thaddeus.Pope@mitchellhamline.edu

**W** www.thaddeuspope.com

**B** medicalfutility.blogspot.com

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