Minnesota Surrogate

Decision Making

MN Fall Aging Conference (Oct. 26, 2017)

Thaddeus Mason Pope, JD, PhD Mitchell Hamline School of Law

Thank you



Legal

Medical ethics Health policy

Roadmap

Decision making capacity

Making decisions when patient lacks capacity

3 preferred mechanisms

3 other mechanisms

Capacity

If decision not impaired by cognitive or volitional defect, providers must respect decision

Patient has capacity to make decision at hand Patient decides herself

1

MINNESOTA STATUTES 2016

CHAPTER 145C

- HEALTH CARE DIRECTIVES
- HCK
 HCKLIFT CALK
 HCKLIFT CALK

145C.01



Able to understand significant benefits, risks and alternatives to proposed health care

Able to make a decision

Able to communicate a decision

That's the definition

How to implement

When/How to Assess All patients presumed to have capacity

Clinicians must rebut the presumption

No need to prove capacity Must prove <u>in</u>capacity

Sometimes obvious





Often unclear

Assess capacity carefully

Not all or nothing

Patient might have capacity to make **some** decisions but not others Patient may lack capacity for complex decisions **Still** have capacity for **simpler** decisions

Examples



Still have capacity to appoint surrogate

May **fluctuate** over time

Patient may have capacity to make decisions in **morning** but not afternoon



Making Treatment Decisions for Incapacitated Older Adults Without Advance Directives

POSITION 1

Except in cases of obvious and complete incapacity, an attempt should always be made to ascertain the patient's ability to participate in the decision-making process. Restore capacity if possible



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Patients often lack capacity



Not yet acquired (minors) Never had (mental disability)

Had but lost (dementia...) Most common

Adults who once had but later lost capacity Can no longer make own decisions

Mechanisms

preferred

Advance directive POLST Agent / DPAHC **3** other

Default surrogate
Guardianship
Ad hocPromise
PitfallsAdvance
directive



FKA "living will"

Record what you want & do not want

Advantage

7

Hear from patient herself

Best DM for you
is you

Obstacle 1

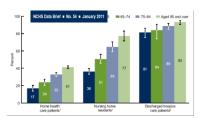
Not completed



Views on End-of-Life Medical Treatments Growing Minority of Americans Say Doctors Should Do Everything Possible to Keep Patients Alive

PewResearchCenter

18-29	15%
30-49	33%
50-64	38%
65-74	61%
75+	58%





Obstacle 2

Not found

65-76% of physicians whose patients have advance directives do not know they

exist

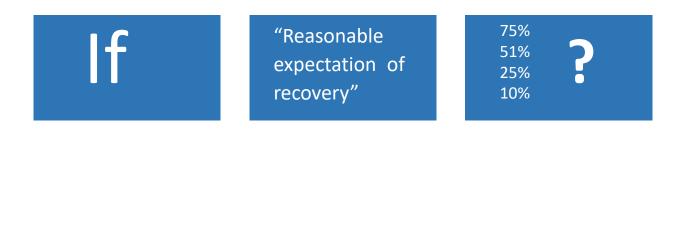
U.S. Department of Health and Human Services Assistant Secretary for Planning and Evaluation Office of Disability, Aging and Long-Term Care Policy

Fail to make & distribute copies

Primary agent Alternate agen Family membe PCP • Attorney Clergy Online registry Complete ≠ Have

Obstacle 3

Even if completed & available	Not clear	if, then
& available	CICAI	







Enough

THE FAILURE OF THE LIVING WILL

by ANGELA FAGELIN AND CARL E. SCHNEIDER In pursuit of the dream that patients' exercise of autonomy could extend beyond their span of competence, living with lave passed from controvery to conventional windom, to widely promotes policy, But the policy has not produced results, and should be abandomor.

Annals of Internal Medicine

Perspective

Controlling Death: The False Promise of Advance Directives

Advance devolves promes patients a sign in their fabre care but advanty must have their events. Many quests tames problems work in the sign of the state of the sign of the sign of the support more control over table care to must a matter. However, insport more control over table care to must a matter. However, end and the sign and the stated, making more provided and efficiant to state, making matter without on the proteoms entities do matter, and work on the proteoms entities do matter without on the proteoms entities do matter without on the proteoms entities and the sign and the sign of the proteoms entities and the sign of the sign of the sign of the signed scatters are signed and the sign of the sign of the signed scatters are signed as the sign of the sign of the signed scatters are signed as the sign of the sign of the sign of the signed scatters are signed as the sign of the sign of the sign of the sign of the signed scatters are signed as the sign of the si

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Instruct Appoint

Hear from the patient herself

BUT

Advance directives not self-executing

Need aInstruct"Agent"SDMAppoint"DPAHC"

10/26/2017

1st choice – patient picks herself BUT

Usually in an advance directive

Not completed Not found Still need a SDM Overcome some AD limitations by supplementing AD

POLST

Provider Orders Life Sustaining Treatment

What is POLST 1 page form front & back Provider Orders for Life-Sustaining Treatment (POLST) TATION (CPR) Pasters are pate and in to a pate regime relation Tation Traditional in the application of the second second second second application of the second second second second application of the second second second second second application of the second second second second second second application of the second s A. CARDIOPULMONARY RESUSC react, Johnso andres in R. TB. Powert has paire andres is treasting. these advected are very interconstants, and reachanneal versitiation pital and/ve tensories care unit if indicated. All patients will receive B considered incomed two interventions. The state of the st

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- VIEW OF PERSONNEL AND A CONTRACT OF A CONTRA D

CARDIOPULMONARY RESUSCITATION (CPR) Patient has no pute and is not breating.

- D Attempt Resocitation / CPR (Note selecting this requires selecting "Full Treatment" in Section 8). CHECK
- ONE Do Not Attempt Resuctation / DNR (Allow Natural Death).
- When not in cardiopolynowy arrest, follow orders in R

A

В

MEDICAL TREATMENTS Patient has pulse and/or is breathing. □ Full Treatment. Use introductors, advanced airway interventions, and mechanical ventilation as indicated. Transfer to hospital and/or intensive care unit if indicated. All patients will receive confert functional treatments. (NOTE Require Ments) REATMENT PACESOL TREATMENTS. REATMENT PLAN: Full treatment including life support measures in the intensive care unit.

Statethey Tradinant. Use medical transmission in subjects was subject to 100 km and the sub-indicated. No introduced array interventions, or mechanical ventification. May consider how invasive airway append (e.g. CDAR, BiHP). Transfer to hospital if indicated. Generally avoid the intransic care unit. All printers will necessity consider focused interants. Plane Provide basic medical treatments aimed at treating new or reversible litters

C	DOCUMENTATION OF	DISCUSSION	
CAECK ALL Text apper	Patient (Patient kas capacity) Parent of Minor	Court-Appointed Guardian Health Care Agent	Other Surrogate Health Care Directive
	SIGNATURE OF PATIENT O	R SURROGATE	
	SCHATURE (STRONGLY RECOMMENDE	NAME (PRINT)	
	RELATION SHIP (F 10) ARE THE INTERN, W	RESERT PHONE (WITH	ARA (COB)
_	Signature acknowledges that these on	les reflect the patient's treatment wishes.	Absence of signature does not negate the above orders

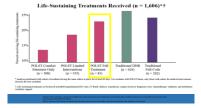
)	SIGNATURE OF PHYSIC	AN/APRN/PA	
TEKS	Aly signature below indicates to the best of m	invisig hit her rules ar cossient with he pair	nti carent medical condition and professio
	NHE PRICT)	LICENSE THRE	PHONE (WITH AREA CODE)
	SAUE	DATE	

Minnesota Provider Orders for Life-Sustaining Treatment (POLST). www.polstmn.org PAGE10F2

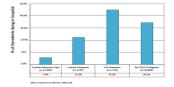


ADDITIONAL PATIENT PREFERENCES (OPTIONAL)
ARTIFICIALLY ADMINISTERED NUTRITION Offer food by mouth if feasible.
Long-term artificial nutrition by tube.
Defined trial period of artificial nutrition by tube.
No artificial nutrition by tube.
ANTIBIOTICS
Use IV/IM antibiotic treatment.
Oral antibiotics only (no IV/IM).
No antibiotics. Use other methods to relieve symptoms when possible.
ADDITIONAL PATIENT PREFERENCES (c.e. dialesis, duration of intubation).





Patient's preferences recorded as medical orders on a POLS Form and how those orders match with death in the hospita



For whom

POLST supplements AD

Does not replace



POLST **primarily** for those expected to die in next year

Also: others who want to define care

Terminal illness

Advanced chronic progressive illness

Frailty

POLST benefits

Single page

Follow these orders worth orders change. These meeting orders are based on the partners) converse meeting conduction and continuous can be active and considered		NUMBER OF CASE STORE	VERTICAL	AREA AREA
		Dett. OF BRIDE		
		THERE AND AN OWNER CAPE TROUGHT IN ADDR.		
-	Annungel Research astern / CPB De Neel Addressed Research attern When need to condependencemy and		"Full Treatment" in New	Allow B).
		TB Particul has pulse analyse to becally		
ALCOLOGY A		then, advertiged an way interpretents as stall and/or interactive care wait if hadro	ated. All patients will not	aline.
		medical treatment, antifetering, PV thend		

- C simbar i

More informed



Minnesota Provider Orders for Life-Sustaining Treatment (POLST). www.polstmn.org PAGE10F2

Immediately actionable

EAST METRO

Maplewood fire chief, 5 others placed on leave after death at nursing home

By DAVID PETERSON , STAR TRIBUNE August 18, 2015 - 11:51 PM

EMS will follow POLST but not AD

Provider **Orders** Life Sustaining Treatment

No need to "interpret" advance directive

No need to "translate" into orders

Easy to follow

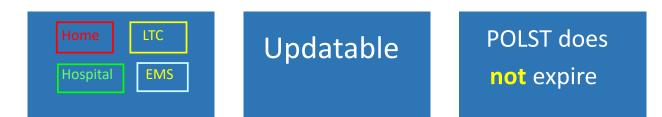
CARDIOPULMONARY RESUSCITATION (CPR) Patient has no polec and is not breathing.

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ONE Do Not Attempt Resuccitation / DNR (Allow Notural Death).

When not in cardiopsimonary arrest, follow orders in R





POLST can be revised or revoked anytime Review with change in condition or location

Can be completed by surrogate, if patient lacks capacity

70% patient

30% surrogate

Recap

Patient cannot speak for herself



Default

surrogate

2nd choice – after agent

Not chosen by patient

Chosen off a list

"Surrogate" "Proxy"

Almost all states specify a <u>sequence</u>

Agent
Spouse
Adult child
Adult sibling
Parent

More relatives ND list is **longer** than most

9 categories deep

- stated person; or custodian of the patient, if any; who has maintained significant co
- it who are at least eighteen years of age contacts with the incapacitated person;
- pacitated person; ters of the patient who have maintained significant Adult brothers and sist
- g. Grandparents of the patient who have maintained significant contacts with the incapacitated person;
- h. Grandchildren of the patient who are at least eighteen years of age and who have maintained significant contacts with the incapacitated person; or
- i. A close relative or friend of the patient who is at least eighteen years of age and who has maintained significant contacts with the incapacitated person.

Close friend

Nuclear family	member		102 042	92.9
Spouse			53 212	48.5
Adult child	1888A And 7 1015 Values 212 Number 12	1200	22 495	20.5
Parent	JAMA April 7, 2015 Volume 313, Number 13	1303	14 031	12.8
Sibling 12 304			11.2	
Outside the nu	clear family		7761	7.1
Nonnuclear	relative		3190	2.9
Niece or n	ephew		1134	1.0
Cousin			523	<1
Aunt or un	ncte		490	<1
In-Law		358	<1	
Step-pare	nt or step-sibling		291	<1
Grandpart	ent		170	<1
Grandchil	d		166	<1
Other blo	od or legal relative		58	<1
Other relation	onship		4571	4.2
Friend			1854	1.7
Relations	Relationship outside marriage		1329	1.2
Ex-spouse	•		539	-1
Other			849	<1

No authoritative list in Minnesota

BUT

Custom & practice



MMA Policies

2015

(reflects policies adopted through April 30, 2015)

240.22 Decisions to Forego Life-Sustaining Treatment for Patients Lacking Decision Making Capacity

The MMA endorses the AMA Council on Ethical and Judicial Affairs recommendations adopted at the 1991 AllA Annual Neeting as follows:

"Without an advance directive that designates a proxy . . ." "patient's family should become the surrogate . . ."

"Family includes persons with whom the patient is closely associated."

"In the case when there is no one closely associated with the patient . . ."

"but there are persons who both care about the patient and have some relevant knowledge of the patient . . ."

"such relations should be involved in the decision-making process, and may be appropriate surrogates."

Making Treatment Decisions for Incapacitated Older Adults Without Advance Directives

POSITION 2

POSITION 2 It should not be assumed that the absence of traditional surrogates (next-of-kin) means the patient lacks an appropri-ate surrogate decision-maker. A nontraditional surrogate, such as a close friend, a live-in companion who is not married to the patient, a neighbor, a close member of the clergy, or others who know the patient well, may, in individual cases, be the appropriate surrogate. Health professionals should make a conscientious effort to identify such individuals.

Judicially endorsed

	CASE	TYPE	INDICATOR	CIVIL	- OTHER
STATE OF MINNESOTA				DISTRIC	T COURT
COUNTY OF RAMSEY			SECOND JU	DICIAL I	ISTRICT
			PI	OBATE D	IVISION
(44)			FILE NUM	ERI C7-	94-1717
RE: .James D. Butcher and Patri Butcher, individually and parents and natural guardi of James D. Butcher, II,		ĸ.			

FINDINGS OF FACT, CONCLUSIONS OF LAW AND JUDGMENT

3. Plaintiffs are appropriate surrogate decision makers for all health care decisions for their son, and they are not required to petition for or be appointed guardians or conservators in order to continue making all health care decisions for their son,

Minnesota.

is consistent with the standard of medical and ethical practice in the State of



No default surrogate statute



De facto flexibility





Some providers refuse to recognize family NJ IN NY NJ

Still need a SDM

Guardian

3rdchoice – After agent & surrogate

Ask court to appoint SDM

Last resort Not sufficiently responsive

3 SDM types

Who appoints	Type of surrogate
Patient	Agent DPAHC
Legislature	Surrogate Proxy
Court	Guardian Conservator

<u>How</u> does SDM decide? Any type of SDM can usually make any decision patient could have made

Minn. Stat. 145C.07(3)

Health care agent must "act in the **best interests** . . . considering . . . the principal's **personal values** to the extent known"

Hierarchy

- 1. Subjective
- 2. Substituted judgment
- 3. Best interests



Subjective If patient left instructions, follow them

Substituted Judgment

Do what patient would do (using known values, preferences)

Best interests

If cannot exercise substituted judgment, then objective standard







aggressive treatment

Code of Medical Ethics

"surrogate's decision . . . almost always accepted"

AMA





State of Minnesota District Court—Probate **Court Division County of Hennepin** Fourth Judicial District

File No. PX-91-283 In Re: The Conservatorship of Helga M. Wanglie Findings of Fact: Conclusions of Law And Order



Advanced dementia End stage kidney disease Chronic respiratory failure





Abel Tello

aggressive unethical & painful

BUT





State of Minnesota	FILED	District Court
County of Hennepin	11 FEB -4 PH 1: 32	Probate Division Judicial District: Fourth
	FOURTH DISTRICT COULT	Judicial District: Fourth rt File No. 27-GC-PR-111-16
In Re: Emergency Guard	dianship of	
Albert N. Barnes, Responder		inting Emergency Guardian

Beyond what is identified above, Mrs. Barnes has not acted in the best interest of Mr. Barnes and has failed to appropriately advocate for Mr. Mrs. Barnes continues to demand unnecessary, inappropriate, and in some cases harmful testing and treatment for Mr. Barnes. Mrs. Barnes

Clinicians should not follow "bad" surrogates

Recap

We looked at 5 SDM mechanisms Advance directive POLST Agent / DPAHC Default surrogate Guardianship

Unrepresented

Making Treatment Decisions for Incapacitated Older Adults Without Advance Directives AGS Ethics Co

> "highly vulnerable" "most vulnerable"



Increasingly common situation

Minnesota hospitals & LTC challenged

Patient needs treatment



No capacity No surrogate

cannotelse totermsconsentconsentterms			Various terms
---------------------------------------	--	--	------------------

"unrepresented" "adult orphan" Patient w/o proxy

Incapacitated & alone

Most prevalent

"unbefriended"

Incapacitated and Alone: Health Care Decision-Making for the Unbefriended Elderly

Naomi Karp and Erica Wood



American Bar Association Commission on Law and Aging July 2003 Advocating for the Unbefriended Elderly An Informational Brief

> August 2010 Jessica E. Brill Ortiz, MPA



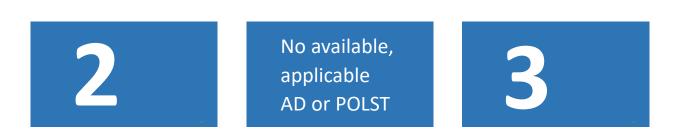
AGS Position Statement: Making Medical Treatment Decisions for Unbefriended Older Adults 2017

Timothy W. Farrell, MD, AGSF,¹² Eric Widera, MD,³⁴ Liss Rosenberg, MD,³ Craig D. Rubin, MD, AGSF,⁶ Anaurd D. Nak, MD,⁷³ Ursula Beam, MD, MPH,⁷³ Alexis Torke, MD, MO,⁹ Inu Li, MD,¹⁰ Caroline Vitale, MD, AGSF,¹¹²³ Joseph Shega, MD,¹³³⁴for the Editos, Clinical Practice and Models of Care, and Public Policy Committees of the American Geriatrics Society <u>Who</u> are unbefriended patients? Definition Prevalence Causes

Definition 3 conditions



Lack capacity



No reasonably available authorized surrogate Nobody to consent to treatment

Big problem

Hospital estimates

16% ICU admits

> Decisions to limit life-sustaining treatment for critically ill patients who lack both decision-making capacity and surrogate decision-makers* Douglas 8. White, MD, J. Randel Carlis, MD, MPH; Bornard Le, MD, Jafn M. Lace, MD

5% ICU deaths

ARTICLE Annals of Internal Medicine
Life Support for Patients without a Surrogate Decision Maker:
Who Decides?
Medicine Streams of the Streams of the Stream Streams of the Streams of the





End of Life Care Audit – Dying in Hospital National report for England 2016

	National	audit (n=9302)
3.4. Is there documented evidence that the cardiopulmonary rediscussed with the nominated person(s) important to the patient of the patien		
 YES 	78%*	7219
• NO	184	1706
NO BUT	4%	377
If 'no but' during the last episode of care it was recorded that:		
 There was no nominated person important to the patient 	47%	177
 Attempts were made to contact the nominated person important to the patient but were unsuccessful 	53%	200

Table 14

LTC estimates

Incapacitated and Alone: Health Care Decision-Marking for the Unberfriended Elderly Naemi Karp and Eries Wood



3 - 4% U.S. nursing home population



> 56,000







THE COMMISSION ON END OF LIFE CARE

Final Report

January 2002

The Commission on End of Life Care was staffed by the Minnesota Partnership to Improve End of Life Care and the Minnesota Department of Health.

GUARDIANSHIP FOR VULNERABLE ADULTS IN NORTH DAKOTA: RECOMMENDATIONS REGARDING UNMET NEEDS, STATUTORY EFFICACY, AND COST EFFECTIVENESS



Trust Fund is gratefully acknowledged. This Article is based on a Final Report submitted to the Human Services Committee, North Dakota Legislature: Winsor Schmidt, Study of Guardianship Services for Vulnerable Adults in North Dakota (May 30, 2012).















4	Others "have" family members	No contact (e.g. LGBT, homeless, criminal)
---	---------------------------------------	---

Family	Able but
member also lacks capacity	unwilling

Risks & Harms

Cannot
advocate
for self

Have **no** substitute advocate GUARDIANSHIP FOR VULNERABLE ADULTS IN NORTH DAKOTA: RECOMMENDATIONS REGARDING UNMET NEEDS, STATUTORY EFFICACY, AND COST EFFECTIVENESS

WINSOR C. SCHMIDT®



Problem

Nobody to authorize treatment

3 common responses



Wait

Until emergency (implied consent)

BUT

Longer period suffering

Increases risks



Ethically "troublesome . . . waiting until the patient's medical condition worsens into an **emergency** so that consent to treat is implied"

2

Over-treatment

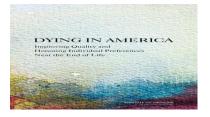
Fear of liability

Fear of regulatory sanctions

Treat aggressively

BUT

Burdensome Unwanted



"compromises patient care and prevents . . . consideration of patient preferences or best interests"



No discharge to appropriate setting





Challenges

Default surrogate law for MN

Mechanism for unbefriended

SDM help avoid advanced dementia



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- E Thaddeus.Pope@mitchellhamline.edu W www.thaddeuspope.com B medicalfutility.blogspot.com