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Introduced: 1/17/86
Referred: Health, Education &
Social Services and Judiciary

1 IN THE HOUSE

BY SUND AND GRUENBERG

2 HOUSE BILL NO. 485

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to powers and duties of guardians."

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8 * Section 1. AS 13.2 (e) is amended to read:

9 (e) A guardian may not

10 (1) place the ward in a facility or institution for the
11 mentally ill other than through a formal commitment proceeding under
12 AS 47.30 in which the ward has a separate guardian ad litem;

13 (2) consent on behalf of the ward to an abortion, ster-
14 ilization, psychosurgery, or removal of bodily organs except when
15 necessary to preserve the life or prevent serious impairment of the
16 physical health of the ward;

17 (3) consent on behalf of the ward to the withholding of
18 life-saving medical procedures; however, a guardian is not required to
19 oppose the cessation or withholding of life-saving medical procedures
20 when those procedures will serve only to prolong the dying process and
21 offer no reasonable expectation of effecting a temporary or permanent
22 cure of or relief from the illness or condition being treated;

23 (4) consent on behalf of the ward to the performance of an
24 experimental medical procedure or to participation in a medical ex-
25 periment not intended to preserve the life or prevent serious impair-
26 ment of the physical health of the ward;

27 (5) consent on behalf of the ward to termination of the
28 ward's parental rights;

29 (6) prohibit the ward from registering to vote or from

1 casting a ballot at public election;

2 (7) prohibit the ward from applying for and obtaining a
3 driver's license;

4 (8) prohibit the marriage or divorce of the ward.
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STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date: _____

REQUEST

Bill/Resolution No.: HB 485
 Title: "An Act relating to powers and duties of guardians."
 Sponsor: Rep. Sund
 Requestor: HBSS & Judiciary
 Date of Request: 1/28/86

FISCAL DETAIL

Agency Affected: Administration
 BRU: Office of Public Advocacy
 Components: Office of Public Advocacy

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES	-0-	-0-				
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-				

CAPITAL	-0-	-0-				
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REVENUE	-0-	-0-				
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FUNDING : (Thousands of Dollars)

GENERAL FUND	-0-	-0-				
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-				

POSITIONS :

FULL-TIME	-0-	-0-				
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by: Phillip D. McCarthy, Jr. / Brant McGee, Public Advocate Phone: 274-1684
 Division: Office of Public Advocacy Date: 2/4/86
 Approved by Commissioner: Eleanor Andrews Date: 2/4/86
 Agency: Department of Administration

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : 2/3/86

REQUEST

Bill/Resolution No. : HB 485
 Title : An Act relating to powers and duties of guardians.
 Sponsor : Sund & Gruenberg
 Requestor : _____
 Date of Request : 2/3/86

FISCAL DETAIL

Agency Affected : Health & Social Services
 BRU : Social Services
Youth Services
 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		0	0	0	0	0

CAPITAL						
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REVENUE						
----------------	--	--	--	--	--	--

FUNDING : (Thousands of Dollars)

GENERAL FUND		0	0	0	0	0
FEDERAL FUNDS						
OTHER						
TOTAL		0	0	0	0	0

POSITIONS :

FULL-TIME		0	0	0	0	3
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

n/a

Prepared by : Michael L. Price, Director *Michael L. Price* Phone : 465-3170
 Division : Family and Youth Services Date : February 4, 1986 *46*

Approved by Commissioner : John R. Pugh, Commissioner *JRP* Date : 2/5/86
 Agency : Health and Social Services

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

health
association
of alaska

319 Seward St., Juneau, Alaska 99801

Mr. Chairman, I am Sister Barbara Haase, a member of the Sisters of St. Joseph of Peace, Administrator of Ketchikan General Hospital and former Chairman of the Health Association of Alaska. I am here today to speak on behalf of the Association as well as my own facility. The Health Association of Alaska represents hospitals and nursing homes in Alaska.

We support House Bill 485 by Representatives Sund and Gruenberg. This is a tightly drawn proposal which resolves a very specific and real problem. Under the current law "life saving procedures" may not be withheld from a ward under any circumstance. This is a substantial difference from the standard of medicine which is available to you and me. The guardianship law ought to work to protect the rights of an individual, not to deprive the person of rights.

The purpose of AS 13.26.150(e)(3) was to prevent situations where a guardian, who could benefit from the death of a ward, could decide whether or not the ward should die. It was thought that putting either a guardian or a ward in that position should be avoided. Unfortunately, there have been unforeseen consequences.

Life-saving procedures, once begun, cannot be stopped without a court order. Heroic treatment must always be applied, without regard to its ultimate usefulness. This results in prolonged useless medical treatment.

Let me offer you 2 examples: A 90 year old frail and deteriorating patient with a failing kidney. If the patient suffers acute renal failure, is hemodialysis appropriate? Probably not, unless you are a ward. If the patient goes into cardiac arrest, should defibrillation be administered? Probably not, unless you are a ward. In either case is there a realistic expectation of any positive or prolonged outcome? I would expect not.

Under current law there is no latitude in these cases. This is not the intent of the original law nor is it reasonable or humane treatment of individuals with proper concern for the dignity of the individual.

House Bill 485 offers a simple and realistic solution to this dilemma. It provides that a guardian can accept the advice of the medical community as it relates to the withholding of procedures when those procedures will only serve to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure of, or relief from, the illness or condition being treated. The ward remains protected by the provisions of the guardianship law. The guardian retains the obligation to act on behalf of the ward and to protect the rights of the ward. This measure simply includes the option, not a mandate, to accept medical advice.

We do not believe that the guardian is placed in an impossible situation in this bill. A guardian retains the obligation to review the recommendations and if, in the guardian's opinion, the recommendation is not appropriate, to object. This bill simply says that the objection is not mandated in law. It restores judgement where it should have always been and restores rights to a ward which we believe were unintentionally taken away with the passage of Alaska's guardianship law.

Mr. Chairman, I would like to thank you for this opportunity to testify. I would be pleased to answer any questions.

health association of alaska

319 Seward St., Juneau, Alaska 99801 • (907) 586-1790
REPRESENTING ACUTE, LONG TERM AND OUTPATIENT FACILITIES

POSITION PAPER

GUARDIANSHIP LAW: NO CODE ORDERS

Chairman of the Board
Michael Herring
South Peninsula Hospital
Homer

Chairman-Elect
R. Dale Reynolds
Charter North Hospital
Anchorage

Immediate Past Chairman
Edward Zeine
Cordova Community
Hospital
Cordova

Secretary/Treasurer
Michael Lockwood
Central Peninsula
General Hospital
Soldotna

Delegate to the American
Hospital Association
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Providence Hospital
Anchorage

Alternate Delegate to the
American Hospital Assoc.
Sister Barbara Haase
Ketchikan General Hospital
Ketchikan

Delegate to the American
Health Care Association
Tom Bolling
Our Lady of Compassion
Care Center
Anchorage

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American Health Care
Association
Ronald Olthoff
Denali Center
Fairbanks

Delegate to the Association
of Western Hospitals
C. Keith Campbell
Seward General Hospital
Seward

Alternate Delegate to the
Association of Western
Hospitals
Jane Sabes
Norton Sound Regional
Hospital
Nome

Delegate to the National
Congress of Hospital
Governing Boards
Maxine Robertson
Ketchikan General Hospital
Ketchikan

Alternate Delegate to the
National Congress of
Hospital Governing
Boards
Sharon Jean
Central Peninsula
General Hospital
Soldotna

Physician Member of
the Board
Morris Horning, M.D.
Anchorage

President
Dennis DeWitt
Juneau

POSITION:

Guardians should be permitted to consent to the withholding of medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure or relief from the illness or condition being treated. The current law, AS 13.26.150(e)(3) presently is being interpreted to require the continuation of "lifesaving medical procedures" no matter what value such procedures might offer the patient in terms of benefits received. The question which needs to be considered is whether the procedure offers relief or cure or rather is simply prolongation of the dying process by use of invasive and heroic means.

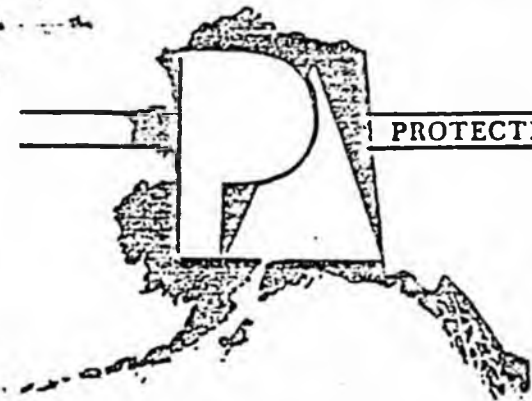
ACTION:

Amend AS 13.26.150(e)(3) to provide that a guardian is not required to oppose the cessation or withholding of lifesaving medical procedures when those procedures will serve only to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure or relief from the illness or condition being treated.

December 6, 1985

FORMERLY

alaska
state
hospital
association



PROTECTION AND ADVOCACY FOR THE DEVELOPMENTALLY DISABLED

MAIN OFFICE
325 East 3rd, 2nd Floor
Anchorage, AK 99501
(907) 274-3658

**SOUTHEAST
REGIONAL OFFICE**
127 S. Franklin, Suite 2
Juneau, AK 99801
(907) 586-1627

**NORTHERN
REGIONAL OFFICE**
767 7th Ave.
Fairbanks, AK 99701
(907) 456-1070

December 23, 1985

Ms. Dot Truran
Governor's Council for the Handicapped & Gifted
600 University Ave., Suite C
Fairbanks, Alaska 99701



Re: No Code Bill

Dear Dot:

The legislative committee of the council has asked P.A.D.D. to address two proposed amendments to the guardianship statute. These proposed amendments concern AS 13.26.150(c)(5) which prohibits a guardian from consenting on behalf of the ward to the withholding of life-saving medical procedures. Copies of these proposed amendments are attached and marked Proposed Amendment A and Proposed Amendment B.

Proposed Amendment A continues the prohibition against consenting, but clarifies that a guardian need not oppose the cessation or withholding of life-saving medical procedures when they would only prolong dying and offer no reasonable expectation of cure or relief. Proposed Amendment B prohibits the withholding of comfort, care, or substantially beneficial medical treatment, but allows the guardian to consent to the withholding of medical procedures which offer no reasonable expectation of cure or relief.

The current law was fashioned to prevent situations where guardians, who may benefit from the death of a ward (i.e., as beneficiary of a will) are deciding whether or not the ward should die. The idea was to prevent the guardian from having such power. Unfortunately, there have been unforeseen consequences. Life-saving medical procedures, once begun, cannot be stopped without court order. This may result in prolonged useless medical treatment. It may also result in guardians not attempting life-saving medical treatments for the fear that once begun they cannot be discontinued.

The two proposed amendments take very different approaches to the same problem. Proposed Amendment A allows the guardian to defer to the physician's conclusions that life-saving procedures would be useless. It relieves the guardian of the obligation to interfere with and prevent a

Ms. Dot Truran
Page 2
December 23, 1985

doctor from acting pursuant to the doctor's reasonable medical judgment. Yet, if the guardian disagrees with the doctor, the guardian may still oppose and seek to prevent the doctor from carrying out the disputed cessation of treatment.

Proposed Amendment B would change the law in two ways. First, it changes "life-saving medical procedures" to "comfort, care, or ... substantially beneficial medical treatment." Second, it requires the guardian's consent before medical procedures can be terminated.

"Comfort" and "care" have been interpreted to include feeding and hydration and therefore go beyond "medical treatments" such as respirators.

Of the two amendments, Proposed Amendment A is preferable. The distinction between not having to oppose and having to consent is substantial. The former places the responsibility where it belongs, with the physician. While the guardian may interfere, he need not act if he does agree. Proposed Amendment B's obligation to consent is much different. This places responsibility on the guardian to approve a procedure he will likely know little about. The guardian may not merely defer to the physician. The guardian must make the decision himself. Under Proposed Amendment A the decision remains with the physician and the guardian need only act if he opposes that decision.

Change in the guardianship statute is a good idea which should be acted upon promptly. Proposed Amendment A is the preferable method and the Governor's Council should support it.

Thank you for this opportunity to comment. Please feel free to contact me if you have any questions or comments.

Sincerely,

Jonathon A. Katcher
Supervising Attorney

JAK:jim

cc: Cindy Farrons, Public Guardian, Office of Public Advocacy
Dennis L. Dewitt, President, Alaska State Hospital Association

Encl.

PROPOSED AMENDMENT A

IN THE HOUSE

BY

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - FIRST SESSION

A BILL

For an Act entitled: "An Act relating to powers and duties of guardians."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. AS 13.26.150(e) is amended to read:

(e) A guardian may not

(1) place the ward in a facility or institution for the mentally ill other than through a formal commitment proceeding under AS 47.30.350 - 47.30.915 in which the ward has a separate guardian ad litem;

(2) consent on behalf of the ward to an abortion, sterilization, psychosurgery, or removal of bodily organs except when necessary to preserve the life or prevent serious impairment of the physical health of the ward;

(3) consent on behalf of the ward to the withholding of life-saving medical procedures; however, the guardian is not required to oppose the cessation or withholding of life-saving medical procedures when those procedures will serve only to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated;

(4) consent on behalf of the ward to the performance of an experimental medical procedure or to participation in a medical experiment not intended to preserve the life or prevent serious impairment of the physical health of the ward;

(5) consent on behalf of the ward to termination of the

1 ward's parental rights;

2 (6) prohibit the ward from registering to vote or from
3 casting a ballot at public election;

4 (7) prohibit the ward from applying for and obtaining a
5 driver's license;

6 (8) prohibit the marriage or divorce of the ward.
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PROPOSED AMENDMENT B

POSSIBLE PROPOSAL FOR AN AMENDMENT

SENATE BILL NO. XXX

IN THE LEGISLATURE OF THE STATE OF ALASKA

THIRTEENTH LEGISLATURE - SECOND SESSION

A BILL

For an Act entitled: "Protection of Persons Under Disability and Their Property."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. AS 13.26.150(e)(3) is amended to read:

— Sect. 13.26.150(e)(3). (e) A guardian may not

(3) consent on behalf of the ward to the withholding either of comfort care or of substantially beneficial medical treatment [OF LIFE-SAVING MEDICAL PROCEDURES], although consent may be granted to the withholding of medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

* Section 2. This Act takes effect immediately in accordance with AS 01.070(c).

Amendment VIII--Ethical Issues Forum
Cf. Rev. Ted Zembal, Providence Hospital
February 5, 1984

STATE OF ALASKA

DEPARTMENT OF ADMINISTRATION

OLDER ALASKANS COMMISSION

BILL SHEFFIELD, GOVERNOR

POUCH C, M.S. 0209
JUNEAU, ALASKA 99811
PHONE: (907) 465-3250

June 4, 1985

Dennis Dewitt
Alaska State Hospital Association
319 Seward Street
Juneau, Alaska 99801

Dear Dennis:

I want to express my appreciation to you and the Association for your participation at our "Aging Together in Alaska Conference". Your participation and that of other Association members was very beneficial to the success of our meeting.

Peggy Burgin and I have reviewed your draft amendment to the guardianship laws (AS 13.21.150(c)). We agree that it is important to clarify or limit the role of guardians in making a living will declaration on behalf of their client. Let me know if we can be of assistance.

Sincerely,



Jon B. Wolfe
Executive Director

PROVIDENCE HOSPITAL
3200 PROVIDENCE DRIVE-POUCH 6604
ANCHORAGE, ALASKA 99502-0604
PHONE: (907) 562-2211

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SISTERS OF
PROVIDENCE

SERVING IN THE WEST SINCE 1856

July 26, 1985

Joyce Munson
Director of Division of Pioneer Benefits
Pouch-CL
Juneau, Alaska 99811

RE: Amendment to Guardianship Law

Dear Ms. Munson:

We were happy that you were able to attend our recent Bioethics Symposium on the Incompetent Patient. The problem with the present wording of the Guardianship Law arose several times during the day. After the final session you asked about the present status of the possible amendment.

Enclosed with this letter is a copy of a possible amendment. This possible amendment was itself amended because the public guardianship office felt an earlier version might offer too much latitude to the guardian. The present wording has the advantage of mentioning both the guardian and physician, thus implying a dialogue process of informed consent.

I am also enclosing a second possible amendment worked out by the Alaska State Hospital Association. This amendment also addresses the need for an amendment and proposes such an amendment. Those with whom I spoke found this amendment as very satisfactory but favored the first enclosed copy in its wording.

I do hope you will be able to further the passage of either of the proposed amendments or another which may better solve the uncomfortable problem created by the wording of the present law.

It was my pleasure to meet and speak to you. If I may of any assistance to you in the future, I would be happy if you called upon me.

Sincerely,

Rev. Ted Zembal, S.J.
(Rev) Ted Zembal, S.J.
Coordinator, Human & Ethical Values

cc: Dennis DeWitt, ASHA
Brant McGee, Public Advocacy
Al M. Camosso, Providence Hospital
Tom Boling, OLCCC
Doug Smith, M.D.
Mark Agnew, M.D.
Donna Stephens, Pioneer Home

Enclosures (2)

July 26, 1985

A LETTER OF INTENT AND INTERPRETATION

Accompanying House Bill No.
Amending an Act entitled: "Protection of Persons Under Disability and Their Property."

PRESENT STATUTE:

AS 13.26.150(e)(3) presently reads: (e) A guardian may not... (3) consent on behalf of the ward to the withholding of life-saving medical procedures.

PROBLEM AREAS:

(1) A literal reading of the statute would mean that life-saving medical procedures cannot be stopped once they are started. Hence the possibility may arise that non-beneficial and even harmful procedures could not be withdrawn. A further result is that a different standard of care would be used for wards than for others. Those with guardians might be either overtreated since the treatment could not be stopped once started or undertreated because the treatment would not be begun lest it could not be withdrawn.

(2) The meaning of "life-saving medical procedures" is not clear nor is it defined. An attempt to define the phrase defies enumeration. Basically, this is so because the existing statute focuses on "procedures" etc., instead of the "relationship" of the procedure to the ward in terms of the benefits received, e.g., chemotherapy or a respirator is life-saving if it is helpful in the restoration of health of the ward but it would be counterindicated if it simply prolonged the dying process.

(3) To attempt to solve these problems by having the health care provider act independently of the guardian would defeat the purpose of guardianship. Also such activity on the part of the health care provider would undermine the informed consent process.

(4) In summary, this part of the statute can create difficulties in the decision-making process for the guardian, ward, physician, health care institution and its personnel, and other health care providers. Carrying out the existing law would sometimes lead to conflict with the practice of good medicine and ethics.

PROPOSED AMENDMENT:

AS 13.26.150(e) (3): (e) A guardian may not... (3) consent on behalf of the ward to the withholding either of comfort care or of substantially beneficial medical treatment, although the guardian may consent to the physician's recommendation to withhold/withdraw medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

POSSIBLE PROPOSAL FOR AN AMENDMENT

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - SECOND SESSION

A BILL

For an Act entitled: "Protection of Persons Under Disability and Their Property."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. AS 13.26.150(e). (e) A guardian may not (3) consent on behalf of the ward to the withholding either of comfort care or of substantially beneficial medical treatment [OF LIFE-SAVING MEDICAL PROCEDURES]; however, the guardian may consent to/concur with the physician's recommendation to withhold/withdraw medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

* Section 2. This Act takes effect immediately in accordance with AS 01.10.070(c).

GENERAL INTENT OF THE AMENDMENT:

(1) By clearer delineation of the different types of medical/nursing care involved, the amendment would allow the guardian more adequately to carry out his/her responsibilities toward the ward.

(2) By distinguishing among the three general categories, the amendment allows for one category where "life-saving medical procedures" may be withheld, viz., those which are clearly ineffective and not beneficial to the ward from the perspective of the ward.

(3) The amendment would facilitate and keep open communication, dialogue and the informed consent process among the guardian and health care providers at all times.

INTERPRETATION AND AMPLIFICATION ON THE MEANING OF THE TERMS USED IN THE AMENDMENT..

(1) "Comfort care" is meant to cover that type of supportive care that common decency grants to all people by virtue of their being human. It entails respect for all stages and conditions of human life. Comfort care has two basic aspects. (1) Basic "nursing-like" care aims at maintaining the ward physically comfortable and emotionally at ease. It includes such items as food, water, air, positioning, bathing, mouth care, suction, etc. in so far as these are consistent with supportive comfort care. (2) The second type of comfort care has a medical component but is not associated with aggressive medical treatment but rather aims at providing comfort or the easing of pain.

(2) "Substantially beneficial medical treatment" covers a broader range than "life-saving medical procedures", e.g., it would include the treatment and repair of a broken limb. The treatment decisions would be evaluated in relation to the benefits for the ward from the perspective of the ward, e.g., to restore the ward permanently or temporarily to a cognitive, sapient state would be considered "substantially beneficial medical treatment." Choices giving substantial benefits for the ward would of necessity be sought for by the guardian.

(3) The exception clause, "medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated," is itself a definition of "ineffective, futile medical procedures which offer no benefit for the ward from his/her perspective." Rather than the vague phrase "ineffective futile medical procedure, the exception clause attempts to define its meaning.

(4) "Illness or condition being treated" is meant to prevent the holding back of medical treatment on the basis of another condition which is not treatable. For example, being mentally retarded is not a medically treatable condition and hence it cannot be used as a basis for withholding other medical procedures which are substantially beneficial for the ward.

(5) The terms "terminal", "dying", and the like were not used (1) because they defy definition and (2) because, although they may fit most situations, they do not fit all, e.g., is a person in a stable coma dying or not.

1
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BY

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5 FOURTEENTH LEGISLATURE - FIRST SESSION

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14 litem;

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16 zation, psychosurgery, or removal of bodily organs except when neces-
17 sary to preserve the life or prevent serious impairment of the phys-
18 ical health of the ward;

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22 procedures when those procedures will serve only to prolong the dying
23 process and offer no reasonable expectation of effecting a temporary
24 or permanent cure of or relief from the illness or condition being
25 treated;

26 (4) consent on behalf of the ward to the performance of an
27 experimental medical procedure or to participation in a medical exper-
28 iment not intended to preserve the life or prevent serious impairment
29 of the physical health of the ward;

(5) consent on behalf of the ward to termination of the

OUR LADY
OF COMPASSION
CARE CENTER

4805 CORDOVA STREET - POUCH 66711
ANCHORAGE, ALASKA 99502
PHONE: (907) 562-2251



SERVING IN THE WEST SINCE 1856

December 5, 1983

Kathleen Harrington, Atty.
Probate Master
303 K. Street
Anchorage, Alaska 99501

Dear Ms. Harrington:

I represent a local Long Term Care Facility, Our Lady of Compassion Care Center. Our Social Services staff have been very involved with your offices and the appointment of Guardians for our incompetent residents. An issue that is becoming more of a discussion point is that of the relationship of No Code orders and the Guardian.

It is my understanding that since your appointment as Probate Master you have been addressing the issue of No Code in the following manner. On a case by case basis you evaluate the need, and if appropriate, include in the language of the order acknowledgement that a Guardian can not withhold life saving actions. However, it is mentioned that other family members and the physician can make such a decision in regards to No Code. It has been explained to me that if it is not mentioned in the order, the above may not be assumed.

Our Facility Administrator has recently received a legal opinion through Dennis DeWitt, President of the Alaska State Hospital Association. I have enclosed a copy for your reference. It seems the conclusion is that a test case needs to be found to bring issue of No Code Orders and the Guardianship role to a conclusion.

Our facility staff are often involved with physicians and families in encouraging their participation in choosing their own plan of care. This includes decisions about life saving actions. Sometimes a decision has been made prior to Guardianship hearings, other times it has not. I feel clarification of the Guardians role is needed to provide structure to all parties in the midst of these decisions. Sometimes advocating for patients best care does not include advocating for a specific life saving action. This option is not always allowed under the present system.

OUR LADY
OF COMPASSION
CARE CENTER

3805 CORDOVA STREET · POUCH 65000
ANCHORAGE, ALASKA 99502
PHONE: (907) 522-2281



SISTERS OF
PROVIDENCE

SERVING IN THE WEST SINCE 1860

I am most interested in your input and reactions to the enclosed opinion. I am also looking at what possible steps we could take together to discuss this issue and find a reasonable solution. I realize the difficulty this issue raises for all parties and the complications legally and morally.

I look forward to hearing from you.

Sincerely,

OUR LADY OF COMPASSION CARE CENTER

Julia Thorsness, BSW
Director of Support Services

cc: John Nugent, Administrator
Dennis DeWitt, ASHA
D. Charlene Doris, Coroner

JT/jar 12/5/83

WILLIAM T. COUNCIL
THOMAS E. WAGNER

LAW OFFICE
WILLIAM T. COUNCIL
A PROFESSIONAL CORPORATION
424 NORTH FRANKLIN STREET
JUNEAU, ALASKA 99801

(907) 588-1788

October 5, 1983

Mr. Dennis DeWitt, President
Alaska State Hospital Association
319 Seward Street
Juneau, Alaska 99801

Re: Effect of Appointment of a Guardian
Under AS 13.26.116 on "No Code" Status of
Incapacitated Patient in Health Care Facility.

Dear Dennis:

You have asked for our opinion on the question of what effect the appointment of a guardian for an incapacitated nursing home patient would have on an existing "No Code" order for that patient. The principal legal questions raised by your request are: (1) Whether a "No Code" order can be legally entered; (2) whether the guardian has the power or duty to seek withdrawal of the "No Code" order; and (3) whether the physician is required to comply with a guardian's request to withdraw a "No Code" order.

We are unable to give you definitive answers because the law in this area is not settled in Alaska. We will discuss the legal issues involved in this letter, and will suggest procedures for seeking some guidance for your members from the legislature or the courts.

Mr. Dennis DeWitt
October 5, 1983
Page -2-

I. Background - The Legality of "No Code" Orders.

Cardiopulmonary Resuscitation (CPR) is an emergency procedure for the restoration of respiration and pulse in a person whose heartbeat and breathing have ceased. "Code" is medical shorthand for the summoning of a resuscitation team by the announcement of "Code Blue" over a hospital's public address system. A "No Code" order is a treating physician's order to other physicians, nurses, and other health care professionals involved in a patient's care, that no cardiopulmonary resuscitation measures should be undertaken in the event of a cardiac or respiratory arrest.

The legal status of "No Code" orders has not been addressed by either the legislature or the courts in Alaska. Several other authorities have examined this and closely related issues, and their decisions give some indication of the results the Alaska courts might be expected to reach in cases where no guardian has been appointed. I conclude that it is possible that "No Code" orders will be upheld as legal in Alaska, at least in certain circumstances. In the next part (Part II), I will discuss the potential effect on such an order of the appointment of a guardian under AS 13.26.

Mr. Dennis DeWitt
October 5, 1983
Page -3-

Resuscitation after a cardiac arrest involves a series of steps directed toward sustaining adequate circulation of oxygenated blood to vital organs while heartbeat is restored.

Efforts typically involve the use of cardiac massage or chest compression and the delivery of oxygen under compression through an endo-tracheal tube into the lungs. An electrocardiogram is connected to guide the resuscitation team....Various plastic tubes are usually inserted intravenously to supply medications or stimulants directly to the heart. Such medications can also be supplied by direct injection into the heart.... A defibrillator may be used, applying electric shock to the heart to induce contractions. A pacemaker...may be fed through a large blood vessel directly to the heart's surface....These procedures to be effective, must be initiated with a minimum of delay....Many of the procedures are obviously highly intrusive, and some are violent in nature. The defibrillator, for example, causes violent (and painful) muscle contractions which...may cause fracture of vertebrae or other bones.

In Re Dinnerstein, 380 N.E.2d 134, 135-36 (Mass. App. 1978).

Though initially developed for otherwise healthy persons whose heartbeat and breathing failed following surgery or near-drowning, resuscitation procedures are now used with virtually everyone who has a cardiac arrest in a hospital. The initial success rate for in-hospital resuscitation is about one in three for all victims and two in three for patients hospitalized with irregularities of heart rhythm. Among patients who are successfully resuscitated, about one in three recovers enough to be discharged from the hospital eventually. Especially when used on the general hospital population, long-term success is fairly

Mr. Dennis DeWitt
October 5, 1983
Page -4-

rare. In the past decade, health care providers have begun to express concern that resuscitation is being used too frequently and sometimes on patients it harms rather than benefits.

Certain professional organizations have recognized that non-resuscitation is appropriate when the patient's well-being would not be served by an attempt to reverse cardiac arrest. For example, the 1974 standards published by the American Heart Association and the American Academy of Sciences stated:

The purpose of cardiopulmonary resuscitation is the prevention of sudden, unexpected death. Cardiopulmonary resuscitation is not indicated in certain situations, such as in cases of terminal irreversible illness where death is not unexpected or where prolonged cardiac arrest dictates the futility of resuscitation efforts. Resuscitation in these circumstances may represent a positive violation of an individual's right to die with dignity. When CPR is considered to be contra-indicated for hospital patients, it is appropriate to indicate this in the patient's progress notes. It also is appropriate to indicate this on the physician's order sheet for the benefit of nurses and other personnel who may be called upon to initiate or participate in cardiopulmonary resuscitation.

Standards and Guidelines for Cardiopulmonary Resuscitation (CPR) and Emergency Cardiac Care (E.C.C.), 227 J.A.M.A. 837, 854 (1980).

In general, policymakers have had to balance several sometimes competing values in this area. First is the individual patient's right of bodily self-determination as to medical treatment.

Mr. Dennis DeWitt
October 5, 1983
Page -5-

Sometimes this right has been cast in constitutional terms as a right to privacy. In Re Quinlan, 355 A.2d 674 (N.J. 1976); Superintendent of Belchertown v. Saikewicz, 370 N.E.2d 417 (Mass. 1977); Satz v. Perlmutter, 379 SO.2d 359 (Fla. 1980); In Re Colyer, 660 P.2d 738 (Wash. 1983). In other cases, courts have relied upon a common law right to refuse medical treatment. In Re Eichner, 423 N.Y.S.2d 580 (N.Y. Sup. Ct. 1979), modified sub nom. In Re Storar, 420 N.E.2d 64 (N.Y. 1979).

The second value is the well-being of the patient. For some patients, cardiopulmonary resuscitation may simply be an unnecessary prolongation of the dying process, and would probably not benefit the patient in any meaningful sense. For others, it may be of significant medical benefit. The treating physician's assessment of whether a patient stands to benefit from CPR sometimes points to a different result than consideration of self-determination alone. Other interests, such as State's the interests in the protection of innocent third parties (e.g., minor children), in the preservation of life and the prevention of suicide, and in upholding the integrity of the medical profession, may figure in the balance, but the patient's informed choice and the physician's assessment of the potential benefit of CPR are the primary factors to be balanced.

Mr. Dennis DeWitt
October 5, 1983
Page -6-

The analysis differs for patients with decisionmaking competence and those who are incompetent. For the purposes of this discussion, decisionmaking competence means that the individual must have sufficiently stable and developed personal values and goals, an ability to communicate and understand information adequately, and an ability to reason and deliberate sufficiently well to make an informed choice about a particular matter. Competence, in this sense, is a distinct concept from that of legal incapacity, which in Alaska refers to an individual's partial or total inability to care of himself or herself (AS 13.26.113).

A. Competent Patients

1. Where the patient opposes CPR

At least where the physician's assessment is that CPR will not benefit the patient's well-being in the case of cardiac arrest, and there are no minor children involved, a patient's informed refusal to submit to such treatment may possibly be upheld by the Alaska courts. The patient's death following cardiac arrest in such a case may not be considered a suicide because the death, whether or not desired by the patient, would result from natural causes, not from the patient's setting in motion a death

Mr. Dennis DeWitt
October 5, 1983
Page -7-

producing agent which causes his or her own death. See Saikewicz, supra, 370 N.E.2d at 426, n.11, citing Byrn, "Compulsory Life Saving Treatment for the Competent Adult," 44 Fordham L.Rev. 1 (1975).

It could also be maintained that the legal or ethical obligations of the physician would not be breached by entering a "No Code" order in such a case. A physician normally may not treat a person without first obtaining that person's informed consent to the treatment. Although an "implied consent" exception is usually made in emergency situations, such as when an unexpected cardiac arrest occurs, consent will not be implied even in an emergency if the patient has previously stated that he would not consent. In Re Storar, supra, 420 N.E.2d at 70.

According to case law in other jurisdictions, even when a physician believes that CPR will benefit the patient, he or she should usually honor the competent patient's informed refusal to consent to that treatment. Satz v. Perlmutter, supra, (73-year old terminally ill but competent patient had constitutional right to have a life-sustaining respirator removed); Lane v. Candura, 376 N.E.2d 232 (Mass. 1978) (77-year old widow had constitutional right to refuse amputation of gangrenous leg, a decision sure to result in death). There may be cases, however, in which the state interest in the preservation of life is so strong that it

Mr. Dennis DeWitt
October 5, 1983
Page -8-

could override the patient's expressed desires, as where CPR could potentially lead to the restoration of a full and vibrant life.

A conflict between the physician's assessment that CPR will benefit the patient's well-being and the patient's choice to forego such treatment calls for careful re-examination by both, further discussion, and perhaps consultation with experts. If neither the physician's assessment nor the patient's preference changes, however, then the competent patient's decision should be honored, according to the President's Commission for the Study of Ethical Problems in Medicine and Biomedical and Behavioral Research, (hereafter "the President's Commission"), Deciding to Forego Life-Sustaining Treatment, 244-46 (1983). If a physician finds the course of action preferred by a competent patient to be medically or morally unacceptable and is unwilling to participate in carrying out the choice, he or she should help the patient find another physician. Id. There is, of course, no assurance that the Alaska courts would agree with the President's Commission but the Commission's report presents strong evidence of what is acceptable under current medical standards.

2. Where the Patient Expresses No Preference

a. Emergencies

The President's Commission recommends that if the competent

Mr. Dennis DeWitt
October 5, 1983
Page -9-

patient has not expressed a preference on the matter, the physician would ordinarily have "implied consent" to administer CPR in an emergency cardiac arrest situation, and should do so unless the physician's assessment is that CPR would not benefit the patient's well-being. Where the potential benefit of CPR is unclear, there should be a presumption in favor of resuscitation. Id. There is some question whether, in an emergency situation where no advance deliberation has led to a decision to withhold CPR, a physician or other health care provider can ever be justified in withholding CPR based on a spur-of-the-moment decision that CPR would not be in the patient's best interest. Alaska law is not settled in this situation. The most prudent legal course, where a "No Code" order has not been entered in advance, is for the medical providers to attempt CPR in all cases of cardiac arrest.

b. Where Cardiac Arrest is Foreseeable

There is also some controversy over whether, when cardiac arrest is foreseeable, a physician has a duty to ascertain the patient's preference, which involves informing the patient of the possible need for CPR and of the likely consequences (both beneficial and harmful) of either employing it or foregoing it if the need arises. The President's Commission has taken the position that

Mr. Dennis DeWitt
October 5, 1983
Page -10-

the physician has such a duty, and must secure the patient's consent to any course of treatment, whether involving omissions ("No Code"), or actions (CPR), unless the patient would experience needless harm in such a detailed discussion of resuscitation measures and procedures. The Commission cited a senior attorney at the National Institutes for Health for the countervailing proposition regarding "No Code," however:

"Consent of the patient is irrelevant because we are dealing with a situation in which there is no course of treatment for which to secure consent. This is different from a case in which there is a medically accepted course of treatment, but the patient does not wish to be subjected to this care."

President's Commission, Deciding to Forego Life-Sustaining Treatment, supra, at 241 n.39.

Our opinion is that the most prudent legal course is to obtain the patient's informed consent to any proposed course of treatment, including "No Code," at least where such discussion is not likely to seriously harm the patient. Also, where cardiac arrest is foreseeable, the most prudent course is to develop and follow an established institutional procedure for making an advance decision regarding whether CPR will be appropriate and to review that decision frequently. Such a careful deliberate process, with written documentation of the factors upon which any decision is based, presents far less risk that the physician or

Mr. Dennis DeWitt
October 5, 1983
Page -11-

other health care provider will be charged with negligently making the wrong decision regarding CPR than does making a decision on the spur of the moment once cardiac arrest has occurred.

3. Where the Patient Favors CPR

If the physician's assessment is that CPR will benefit the patient's well-being, and the patient favors CPR, CPR should be performed. If the physician is doubtful about the potential benefit of CPR, the patient's wishes should control. Even where the physician is convinced that CPR would not benefit the patient, it is not clear that the treatment may be withheld when the patient desires it. Once a doctor has undertaken to treat a patient he cannot, without liability, abandon that patient. A few extra days, or even hours of life, even under the most excruciating conditions, may be of considerably different value to different people. Disagreements between doctor and patient regarding the value of CPR may be reason for re-examination by both doctor and patient, but unless the patient changes his or her mind, a physician who enters a "No Code" order for a competent patient who has expressed a preference for CPR treatment runs the risk of being charged with negligence or abandonment. In the future, case law may develop which, based on

Mr. Dennis DeWitt
October 5, 1983
Page -12-

the scarcity of medical resources, allows a physician to withhold CPR treatment if he or she believes it would not serve the patient's well-being, despite the patient's wishes to the contrary, but at this time it would be legally risky to deny such care.

B. Incompetent Patients

Decisionmaking regarding whether "Code" should be initiated is further complicated when the decisionmaking competence of the patient is impaired. Not only is there a problem as to what constitutes sufficient impairment such that ultimate decisionmaking authority should not be left with the patient, but there are also questions regarding who, if anyone, may legally act as a surrogate decisionmaker, and what standards should guide their decisions. Again, Alaskan law offers no clear resolution of these issues, but decisions from other authorities may offer some guidance.

1. When is a Patient Incompetent?

It is important to remember that, for the purposes of this analysis, the concept of decisionmaking incompetence is used to designate a person's inability to adequately comprehend his or

Mr. Dennis DeWitt
October 5, 1983
Page -13-

her situation, form and express a preference regarding CPR treatment, and communicate that preference. This concept is distinct from that of legal incapacity. Under the guardianship laws, a person may be declared partially or totally incapacitated legally if the person is unable to care for himself or herself, and the court may use guardianship or other means to provide for the person's needs. The guardianship statutes provide that:

. . . An incapacitated person for whom a guardian has been appointed is not presumed to be incompetent and retains all legal and civil rights except those which have been expressly limited by court order or have been specifically granted to the guardian by the court.

AS 13.26.090.

Accordingly, the fact that a person is legally incapacitated, like the fact that the person makes a highly idiosyncratic decision, or the fact that the person has a medical or mental condition similar to others who have been unable to make decisions that advance their own well-being, may alert health care professionals to the possibility of decisionmaking incompetence, but does not conclusively resolve the matter.

The determination of decisional competence focuses on the patient's actual functioning in a particular decisionmaking situation rather than simply on a person's age, ability to care

Mr. Dennis DeWitt
October 5, 1983
Page -14-

for himself or herself, or diagnosis. What is relevant is whether a person is in fact capable of making the decision of whether to forego CPR treatment despite his or her youth, retardation, dementia, or other condition. Health care professionals should make a determination of incompetence only when people lack the ability to make decisions that promote their well-being in conformity with their own values and preferences, and should document the grounds for that determination. Even when a determination of incompetence is made, and the ultimate decisional authority is not left with the patient, reasonable efforts should be made to give the person relevant information about the situation and the available options and to solicit and accommodate his or her preferences. President's Commission, Deciding to Forego Life-Sustaining Treatment, at 121-124.

2. Who, if Anyone, May Act as a Surrogate Decisionmaker?

Courts in other jurisdictions have often relied on surrogate decisionmakers to make decisions for incompetent patients, under the doctrine of "substituted judgment," about whether to forego life-sustaining treatment. In the Quinlan case, the New Jersey court approved the appointment of the patient's father as guardian over the person of a patient in a vegetative comatose state. The father had favored discontinuance of a life-sustaining respirator, while the attending physician opposed it.

Mr. Dennis DeWitt
October 5, 1983
Page -15-

The court specifically authorized the father as guardian to select different attending physicians, and further authorized the attending physicians, if they concluded there was no reasonable possibility of the patient ever emerging from her comatose condition to a cognitive, sapient state, and upon concurrence of the guardian and the family and a hospital "Ethics Committee", to disconnect the life support system.

The Quinlan court thus required the consent of the guardian and the family as surrogates for the patient herself to the withdrawal of life-sustaining treatment, but left the actual decision to the attending physicians. The court stated that the decision to be made was particularly within the field of competence of the medical profession, and that absent a justiciable controversy, court oversight would be unnecessary. It stated that access to the courts would not be foreclosed in such cases, however, where a justiciable controversy existed.

In the Saikewicz case, the Massachusetts court accepted the principle of "substituted judgment," but held that once a justiciable controversy has been presented to the courts, the court itself should "don the mental mantle of the incompetent" (370 N.E.2d at 431) and act as the patient's surrogate decisionmaker regarding whether to forego potentially

Mr. Dennis DeWitt
October 5, 1983
Page -16-

life-prolonging treatment. 370 N.E.2d at 431. The lower courts were instructed to not attempt to shift the decision to any other person or group, such as the guardian, family, attending doctors and hospital "ethics committee" used in Quinlan for that purpose. The Saikewicz court articulated the standard to be used as follows:

The decision should be that which would be made by the incompetent person, if that person were competent, but taking into account the present and future incompetency of the individual as one of the factors which would necessarily enter into the decisionmaking process of the competent person." 370 N.E.2d at 431.

The court in In Re Dinnerstein, 380 N.E.2d 134 (Mass. App. 1978), distinguished a situation in which a "No Code" order was entered in the terminal stages of an unremitting, incurable mortal illness, Alzheimer's disease, a hopeless case in which death would come soon in any event, probably in the form of cardiac or respiratory failure, from the Saikewicz situation where chemotherapy for a 67-year old profoundly retarded leukemia victim was at issue. The Dinnerstein court held that when the Saikewicz court spoke of life-saving or life-prolonging treatments, it referred to "treatments administered, with some reasonable expectation of effecting a permanent or temporary cure of or relief from the illness or condition being treated," and that "'prolongation of life,' as used in the Saikewicz case, does not mean a mere suspension of the act of dying, but contemplates,

Mr. Dennis DeWitt
October 5, 1983
Page -17-

at the very least, a remission of symptoms enabling a return towards a normal, functioning, integrated existence." 390 N.E.2d at 137-8. The Appeals Court in Dinnerstein stated that "the question of what measures are appropriate to ease the imminent passing of an irreversibly, terminally ill patient in light of the patient's history and condition and the wishes of her family" was a "question peculiarly within the competence of the medical profession." 380 N.E.2d at 139. It entered a judgment declaring that a "No Code" order was not contrary to law and that the validity of such an order did not depend on prior judicial approval.

In In Re Spring, 405 N.E.2d 115, 120 (Mass. 1980), the Massachusetts Supreme Court noted in dictum "[w]ithout approving all that is said in the opinion of the Appeals Court [in Dinnerstein]," that the result reached in Dinnerstein was consistent with its Saikewicz holding. The Spring court went on to note that neither the case before it nor the Saikewicz case involved the legality of actions taken without judicial action, and held that its opinions should not be taken to establish any requirement of prior judicial approval that would not otherwise exist. Id. Accord, In Re Colyer, 660 P.2d 738, 746 (Wash. 1983).

In Custody of a Minor, 434 N.E.2d 601 (Mass. 1982), the

Mr. Dennis DeWitt
October 5, 1983
Page -18-

Massachusetts court upheld a "No Code" order entered by the Juvenile Court in the case of an abandoned infant with serious cardiac problems. The order was upheld over the opposition of the health care facility, which had originally sought the order, and the custodian of the child (the state Department of Social Services), a guardian ad litem, and the attorney for the child, each of whom had always opposed the order. All of the parties argued against the continuation of the "No Code" order, and argued that since they were in agreement, the issue was moot and the courts had no further role to play. The court disagreed. It distinguished the Dinnerstein holding, that the decision to enter a "No Code" order on the medical record of an irreversibly terminally ill patient, in consultation with the family or the patient's guardian, does not require prior judicial review, from the Saikewicz holding, that the court itself, once presented with the legal question whether treatment may be withheld, must decide the question and not delegate it to some private person or group. It pointed to the factors enumerated in In Re Spring as affecting when a court order is required:

In Spring, we pointed out that various factors affect the question of when a court order is required. We stated that, among these factors, at least the following were material: [T]he extent of impairment of the patient's mental faculties, whether the patient is in the custody of a State institution, the prognosis without the proposed treatment, the prognosis with the proposed treatment, the complexity, risk and novelty of

Mr. Dennis DeWitt
October 5, 1983
Page -19-

the proposed treatment, its possible side effects, the patient's level of understanding and probable reaction, the urgency of decision, the consent of the patient, spouse, or guardian, the good faith of those who participate in the decision, the clarity of professional opinion as to what is good medical practice, the interests of third persons, and the administrative requirements of any institution involved.

434 N.E.2^d at 608. The court held that several of the Spring factors distinguished the case from Dinnerstein, and warranted a "No Code" order despite the position of the parties. It emphasized particularly that the child had no loving family members willing to be involved in the decision, and that the child was already a ward of the state. The court added that the child already was within the jurisdiction of the court before the question arose as to whether a "No Code" order should be issued and continued. It was thus appropriate for the court to decide, under the "substituted judgment" doctrine of Saikewicz, whether "Code" was appropriate. It ordered "No Code."

In Re Conroy, 457 A.2d 1232 (N.J. Super. Ct. 1983) held that if the patient is incompetent and had not earlier given a clear indication of her views, and the family is divided in its views, or the physicians are divided, judicial involvement is indicated.

The New York Court of Appeals appeared to reject the doctrine of "substituted judgment" altogether in the case of a profoundly retarded 52-year old victim of terminal cancer, who had always

Mr. Dennis DeWitt
October 5, 1983
Page -20-

been incapable of understanding or making a reasoned decision about medical treatment, holding that it would be unrealistic to attempt to determine whether he would want to continue potentially life-prolonging treatment if he were competent. In Re Storar, 420 N.E.2d 64, 72 (N.Y.1981). The Storar court therefore assessed the patient's rights as it would those of an infant. Under New York law, the court held, a parent or guardian may not deprive a child of life-saving treatment, no matter how well intentioned. Therefore, blood transfusions to replace blood lost in bleeding from a cancerous bladder could not be terminated. It did not address, however, the Dinnerstein situation where life-saving life-prolonging treatment was not at issue but only "life-sustaining" treatment.

As you can see from the discussion of the above cases, there are complex medical, legal, social and moral issues involved in any attempt to determine who, if anyone, may act as a surrogate decisionmaker for an incompetent patient in deciding whether to forego life-sustaining, but not life-prolonging or life-saving treatment. In general, however, at least in cases where the patient had given no expression of his or her preference while previously competent, or had expressed a preference to forego life-sustaining treatment if his or her situation became terminal and irreversible, and where the patient's medical condition is

Mr. Dennis DeWitt
October 5, 1983
Page -21-

such that no "life-saving" or "life-prolonging" procedures are available which would have a reasonable expectation of effecting a temporary or permanent cure of or relief from the patient's condition, and where there is agreement among the treating physicians and the patient's family that it would be pointless and unnecessarily harmful to the patient to initiate CPR measures which would only prolong the act of dying, courts in other jurisdictions have indicated that family representatives may act as surrogate decisionmakers and consent on the patient's behalf to the withholding of life-sustaining treatment. No judicial involvement would be required. Rather, the physicians in those jurisdictions may simply enter a "No Code" order upon the family's informed consent on behalf of an incompetent patient. The law might be different, however, in situations where the surrogate decisionmaker is not adequately informed or does not give the matter adequate consideration. A "No Code" order was overturned on that basis in Hoyt v. St. Mary's Rehabilitation Center, No. 774555 (Dist. Ct., Hennepin County, Minn., Feb. 13, 1981).

In Alaska, however, the legal status of surrogate decisionmaking may be somewhat different. The Alaska guardianship statutes express a preference for family members over nonfamily members to be appointed as guardians. AS 13.26.145. As will be discussed

Mr. Dennis DeWitt
October 5, 1983
Page -22-

further below, even when a court makes a specific determination that a person is incapacitated, after an inquiry designed to reveal, among other things, the extent to which the person retains decisionmaking competence, and the court further determines that the person's needs cannot be met by any means short of guardianship, the court still may not confer on the guardian it appoints, even if that guardian is a family member, the power to "consent on behalf of the ward to the withholding of life-saving medical procedures." AS 13.26.150(e)(3). This suggests that unless the Alaskan courts are willing to distinguish, as the Dinnerstein court did, between "life-saving" medical procedures, as that term is used in AS 13.26.150(e)(3), and "life-sustaining" procedures which offer no reasonable probability of even temporary cure or remission, such as CPR in the case of an irreversibly terminally ill patient, no surrogate decisionmaker, not even a family member appointed as guardian, may give effective consent to a "No Code" order.

I can find no legislative history indicating that the legislature specifically focused on the words "life-saving medical treatment" in AS 13.26.150(e)(3), and meant to either include or distinguish "life-sustaining" procedures as I have defined them above. It is possible that the Alaska courts may make the distinction and follow Dinnerstein in holding that the decision to withhold CPR

Mr. Dennis DeWitt
October 5, 1983
Page -23-

is peculiarly within the competence of the medical profession, and that the attending physicians should take into account, but need not necessarily follow, the wishes of the patient's family when the death by cardiac arrest of an irreversibly, terminally ill patient is expected imminently. Or the Alaska courts might first make the life-saving/life-sustaining distinction and then hold that the patient's informed consent is required, and that a surrogate decisionmaker, whether a guardian or a non-guardian family member, may consent on behalf of the incompetent patient to the withholding of "life-sustaining," as opposed to "life-saving" medical treatment.

There is also the possibility, however, that the Alaska courts will refuse to make the distinction between "life-saving" and "life-sustaining" treatment, and hold that AS 13.26.150(e)(3) prohibits a guardian from consenting on behalf of the ward to the withholding of CPR treatment even in irreversible, terminal cases where death by cardiac arrest is expected imminently. They could further hold, by inference from that section, that no other surrogate decisionmaker may give effective consent for an incompetent patient, making the inference from the words of the statute that the legislature intended that nobody would have the right to withhold medical treatment from an incompetent dying patient. Conceivably, the courts could hold that a guardian has

Mr. Dennis DeWitt
October 5, 1983
Page -24-

a positive duty to not only refrain from consenting to a "No Code" order, but to seek reversal of any such order, even one entered before his or her appointment as guardian.

The uncertainty regarding the potential impact of AS 13.26.150(e)(3) can be reduced in one of two ways. First, your association could seek legislation, either a specific amendment to the guardianship statute clarifying that AS 13.25.150(e)(3) does not preclude a guardian's consent to "No Code" orders in an appropriate case, or more general "Natural Death Act" legislation, providing for advance directives, or "living wills," to be made by patients while still competent, stating their preferences regarding life-sustaining treatment in the event they become irreversibly, terminally ill, and providing for legal effect to be given such directives. Such legislation should also spell out who is to decide, and the standards for their decisionmaking, whether to withhold CPR treatment in the case of irreversibly and terminally ill incompetent patients who have made no advance directives regarding their preferences.

Second, interpretation could be sought in the courts. The medical provider or the guardian could, in a proper case, bring a declaratory judgment action seeking a declaration either that the guardian is not precluded from consenting to an appropriate "No

Mr. Dennis DeWitt
October 5, 1983
Page -25-

Code" order, or that such consent is unnecessary and the decision is to be left to the attending physicians guided by the wishes of the patient's family. Such a declaration is more likely to be granted if the health facility has clearly defined procedures and policies for determining when "No Code" is warranted, and can demonstrate to the court that adequate precautions have been taken to guard against inappropriate orders being entered. Several such health facility policies are included in Appendix I to the enclosed report of the President's Commission.

C. Principles of Liability

1. Potential liability for performing CPR

The potential for civil liability for entering or following a "No Code" order has not been addressed in Alaska. Virtually any type of medical treatment, including CPR, involves a touching of the patient's body. If performed without a valid, informed consent, it has been viewed as an intentional interference with the person--a battery. Note, Informed Consent and the Dying Patient, 83 Yale L.J. 1632 (1974). There is an "implied consent" exception in the case of emergencies, but consent will not be implied even in an emergency if the patient has previously stated that he would not consent. In Re Storar, 420 N.E.2d at 70. Accordingly, where a competent patient makes an informed decision

Mr. Dennis DeWitt
October 5, 1983
Page -26-

to exercise his or her constitutional or common law right to refuse treatment, the physician may be liable for an unpermitted touching of the patient if he applies CPR. The "No Code" order merely implements the patient's decision.

In other jurisdictions, as noted above, court approval of the withholding of treatment has often been framed as approval of a surrogate's exercise of the patient's right to refuse treatment. Since it is not clear in Alaska the extent to which, if any, either a guardian or a family member who has not been appointed as guardian may legally exercise an incompetent patient's right to refuse treatment, it is not clear whether a physician could be held liable for performing CPR when the surrogate has consented to "No Code," or has attempted to exercise the patient's right to refuse treatment.

It is at least possible, however, that an Alaska court would hold a physician liable for refusing to honor the refusal of a patient or a patient's surrogate to consent to CPR treatment, or for refusal to honor an advance directive of an incompetent patient, made while previously competent, and contained in a "living will" or other such document, directing that such treatment should not be administered should the patient's condition become hopeless. In addition to the possibility of liability for an unconsented

touching, the physician may be liable for negligence if he or she performs CPR, or allows it to be performed, on a patient for whom such treatment is futile, and is contra-indicated under current medical standards.

2. Potential Liability for Not Performing CPR

Just as a physician can be liable for negligently performing CPR, he or she can be liable for negligently failing to perform CPR. Whenever a physician in good faith decides that a particular treatment is not called for, there is a risk that in some subsequent litigation the omission will be found to be negligent. If, for example, a physician negligently misdiagnoses a patient's illness as terminal and irreversible, and enters a "No Code" order based on that misdiagnosis, the patient's death due to cardiac arrest might be actionable. A physician who has undertaken to render medical services violates his duty of care if he abandons his patient or fails to take the steps called for by good medical practice. W. Prosser, Torts, Sec. 56 (4th Ed. 1971).

Even where "No Code" is medically indicated, however, failure to obtain informed consent to that course of treatment may itself be negligence. The usual rule in treatment situations which involve

Mr. Dennis DeWitt
October 5, 1983
Page -28-

a touching of the patient is that failure to obtain informed consent may itself be negligence. Cobbs v. Grant, 502 P.2d 1, 8 (Cal. 1972); Poulin v. Zartman, 542 P.2d 251, 274 (Alaska 1974). There is some dispute within the medical community, as discussed above, whether it is necessary to obtain informed consent to a course of treatment involving omissions (of CPR attempts) rather than actions. Since at least some courts have held that the informed consent doctrine, which requires explanation of the treatment options and associated risks, is applicable even where the option eventually taken is no treatment, Truman v. Thomas, 611 P.2d 902 (Cal. 1980), and since the President's Commission has taken the position that the physician usually has a duty to obtain informed consent to a "No Code" order (at least where the discussion necessary to obtain such consent is not itself likely to unnecessarily harm the patient), the mere fact that "No Code" does not involve a touching may not automatically insulate a physician from liability for failure to obtain informed consent to that course of treatment. Even though it is perhaps possible that a court would find informed consent from the guardian or family to be inadequate, due to lack of authority to give such consent (effectively ruling that "No Code" orders for incompetent patients are impermissible and automatically constitute negligence), the risk of liability is considerably more substantial when no informed consent has been obtained from an incompetent patient's family or guardian.

Mr. Dennis DeWitt
October 5, 1983
Page -29-

ADVISE

To minimize the risk of liability for entering a "No Code" order, a physician would never even enter such an order for an incompetent patient. That course of action, however, risks liability for negligently applying "Code" treatment when such treatment was medically contra-indicated. To minimize the overall risk of liability, a "No Code" order should be entered for an incompetent patient if and only if the physician believes that "Code" is contra-indicated and the guardian or family of the patient, after having been informed of the available treatment alternatives, has consented to the "No Code" course of treatment. The standard for determining civil liability is not affected by whether prior court approval was sought.

"In any subsequent litigation, the standard for determining whether the treatment was called for remains the same after the event as before. Negligence cannot be based solely on failure to obtain prior court approval, if the approval would have been given."

In Re Spring, 405 N.E.2d at 122.

3. Potential liability of health care institutions

ADVISE

If the physician is acting as a hospital or nursing home employee, the institution is liable under the doctrine of respondeat superior for the physician's negligent acts occurring within the scope of employment. Hoover v. University of Chicago

Mr. Dennis DeWitt
October 5, 1983
Page --30--

Hosps., 366 N.E.2d 925 (Ill. App. 1977). Where the physician is acting as an independent contractor, however, unless the patient is led to believe the physician is acting for the health facility, the facility will not usually be held vicariously liable for the physician's negligence. Haven v. Randolph, 342 F.Supp. 358 (D.D.C. 1972); Cooper v. Curry, 589 P.2d 201 (N.M. App. 1978).

Where an independent contractor attending physician gives direct and explicit orders to the health facility staff, the staff members, nurses and others involved in the patient's care are not authorized to determine for themselves what is a proper course of medical treatment. The facility would therefore not incur liability for its nurses carrying out the attending physician's negligent orders in a non-negligent manner.

The health facility may, however, have an independent duty to select, supervise, and review staff physicians, and to take action where an attending physician's order is not in accord with normal medical practice or otherwise inappropriate. Poor Sisters of St. Francis Seraph of the Perpetual Adoration, Inc. v. Catron, 435 N.E.2d 305 (Ind. App. 1982). This is another reason why each institution should have a well-developed pre-established procedure of consultation and review in "No Code" situations, so that all such orders are subject to peer approval and frequent review.

Mr. Dennis DeWitt
October 5, 1983 .
Page -31-

In most jurisdictions, the "borrowed servant rule" is an exception to the respondeat superior doctrine so that a health facility would not be liable for the negligent acts of a staff employee, e.g., a nurse, acting at the direction of an independent contractor or physician. Instead, the borrowing master (the physician) but not the lending master (the facility) would be liable for the negligent acts of the borrowed servant (the nurse). In Alaska, however, the "borrowed servant" rule has been abolished. Kastner v. Toombs, 611 P.2d 62 (Alaska 1980). Both the borrowing and the lending masters are initially liable under respondeat superior for the negligent acts of the borrowed employee, leaving it to principles of indemnity and contribution to allocate distribution of the loss. Thus, both the health facility and the physician may be held liable, at least initially, if a nurse or a staff physician, for instance, negligently applies CPR when a "No Code" order has been entered, or negligently fails to initiate resuscitation when no such order has been entered.

4. Potential Criminal Liability

There is little precedent regarding the possibility of criminal liability for implementing "No Code" orders, and what little there is suggests that the doctor will be protected if he acts on a good faith judgment that is not grievously unreasonable by

Mr. Dennis DeWitt
October 5, 1983
Page -32-

medical standards. In Re Spring, 405 N.E.2d at 121, citing Commonwealth v. Edelin, 359 N.E.2d at 4 (Mass. 1976). It is reported that apparently no prosecutor has proceeded to trial in a case where a physician chose to terminate life-preserving treatment or omit emergency treatment in a hopeless case. Id., citing Collester, Death, Dying and the Law: A Prosecutor's View of the Quinlan Case, 30 Rutgers L.Rev. 304, 310-311 (1977).

II. Effect of the Appointment of a Guardian Under AS 13.26.

Previously, the appointment of a guardian was discussed with regard to whether the guardian, or some other surrogate decisionmaker, could give effective consent to a "No Code" order on behalf of an incompetent patient. This section deals with the effect of a guardian under AS 13.26 upon the propriety of an existing "No Code" order.

It should be noted that the process by which a guardian is appointed affords an opportunity for judicial resolution of some important issues. First, if the court is satisfied that because of impaired ability to effectively receive and evaluate information regarding the proceedings or because of impaired ability to communicate regarding the proceedings, the ward or respondent cannot determine his own interests without assistance,

Mr. Dennis DeWitt
October 5, 1983
Page -33-

the court, upon request by the respondent or the respondent's attorney will appoint a guardian ad litem to assist the ward or respondent in determining his or her interests, or, if the person is entirely incapable of determining his interests, to make that determination and advise the court and counsel for all parties accordingly. AS 13.26.112.

The general procedure for the appointment of guardians for incapacitated persons is set forth in AS 13.26.090-.150. Those statutes provide that any person may petition the court for a finding of incapacity and the appointment of a guardian for himself or another person. The respondent, the person alleged to be incapacitated and for whom a guardian is sought, is entitled to be represented by counsel in the proceedings. The court appoints a trained visitor to investigate the respondent's situation and to make an evaluation report. A guardian ad litem may be appointed if the court is satisfied that the respondent, because of impaired ability to receive and evaluate information or to communicate decisions, cannot determine his own interests without assistance. A temporary guardian may be appointed if it appears that the respondent is in need of immediate services.

AS 13.26.150(e)(3) precludes a guardian, once appointed, from consenting on behalf of a ward to the withholding of life-saving

Mr. Dennis DeWitt
October 5, 1983
Page -34-

[medical procedures. As discussed above, it is possible there should be a distinction drawn in accord with the Dinnerstein case between "life-saving" or "life-prolonging" procedures and "life-sustaining" procedures, and that AS 13.26.150(c)(3) does not preclude the guardian from consenting to the withholding of "life-sustaining" procedures in hopeless cases. Rather than even risking litigation over the proper scope of a guardian's duties after he or she has acted, it would be preferable to ask the court during the guardianship proceeding to appoint a guardian ad litem to determine whether the Dinnerstein distinction is relevant to the case at hand, and to advocate, if appropriate, giving the guardian the specific authority to consent, under appropriate circumstances, to the withholding of "life-sustaining" treatment if (a) no "life-saving" procedures are available; (b) the attending physician's assessment is that CPR will not benefit the patient's well-being; and (c) if the guardian determines that the patient, if competent, would wish to forego CPR. In that way, the risk to the guardian, and/or the physicians, of acting inappropriately with regard to the scope of the guardian's authority or the necessity of judicial approval of any subsequent "No Code" order can be minimized.

Second, the guardian ad litem could be charged with the "responsibility of presenting to the judge, after as thorough an

Mr. Dennis DeWitt
October 5, 1983
Page -35-

investigation as time will permit, all reasonable arguments in favor of administering treatment to prolong the life of the individual involved." In Re Saikewicz, 370 N.E.2d at 433. In that way, even if all concerned are in agreement that "No Code" is appropriate, the court will be presented with all reasonable contravailing arguments. These steps, taken during the pendency of the guardianship proceedings, could do much to clarify the duties of the various parties.

B. The Guardian's Powers and Duties

The court may appoint a guardian only if a determination of incapacity is made and the court finds that alternative forms of protection are not sufficient to meet the respondent's needs. The respondent has a jury trial right on the issue of incapacity. Even if guardianship is necessary, the law favors partial guardianship over full guardianship. Only if the court finds that the respondent is totally without capacity to care for himself, and that the combination of partial guardianship and alternatives to guardianship are not feasible or adequate to provide for the needs of the respondent, may a full guardian be appointed. It should be remembered, however, that legal incapacity is a distinct concept from decisionmaking incompetence, and that even an incapacitated ward for whom a full

Mr. Dennis DeWitt
October 5, 1983
Page -36-

guardian has been appointed retains decisionmaking autonomy regarding treatment alternatives unless he or she is also incompetent.

Notwithstanding the limits of a temporary guardianship or an order of appointment, any guardian at all times has the right to authorize the provision of emergency life-saving medical services. AS 13.26.141. A full guardian has the same powers respecting his ward that a parent has respecting his unemancipated minor child, except as modified by the order of appointment. AS 13.26.150(c). A parent could certainly object if he or she believed that his or her unemancipated minor child was the subject of an inappropriate "No Code" order. A guardian, therefore, probably has the power (or standing) to object to such an order. A guardian also has a duty to "assure the care, comfort, and maintenance of the ward." AS 13.26.150(2). This duty probably includes the duty to object to an inappropriately entered "No Code" order. Finally, no guardian may consent on behalf of his or her ward to the withholding of life-saving medical procedures. AS 13.26.150(e)(3). This also leads to the conclusion that the guardian has a duty to object when "No Code" is inappropriate, i.e., when "life-saving" measures, as opposed to "life-sustaining" measures, are available, because failure to object might be construed as "consenting" to the withholding of treatment.

Mr. Dennis DeWitt
October 5, 1983
Page -37-

In fact, if the Alaska courts refuse to make the Dinnerstein distinction, a guardian might have the duty to refrain from consenting to a "No Code" order under any circumstances. AS 13.26.150(e)(3) could be interpreted, when taken in conjunction with the duty to assure the care, comfort, and maintenance of the ward, to mean that a guardian has the duty to object to a "No Code" order, regardless of whether or not it was entered in accordance with accepted medical standards.

C. Judicial Clarification of Guardian's Authority.

If the health care provider determines that an incapacitated person for whom a guardian has been appointed is also incompetent with respect to decisionmaking regarding his or her own treatment, the provider should fully inform the guardian, to the same extent it would inform a competent patient, of the various treatment alternatives and the risks attendant to each. Failure to do so might result in liability for negligence, under the doctrine of Cobbs v. Grant, supra. It should also be noted that the hospital or nursing home, or any other person who "provides, or is likely to provide during the guardianship period, substantial services to the incapacitated person in a professional or business capacity," may not be appointed as the guardian for that person. AS 13.26.145.

Mr. Dennis DeWitt
October 5, 1973
Page -38-

The guardian must then decide whether to oppose the "No Code" order, either on the ground that the ward would, if competent, oppose the particular order, or on the ground that the guardianship statutes, as he or she interprets them, require the guardian to oppose any "No Code" order. If the guardian requests that the "No Code" order be withdrawn, and even refuses to consent to the order, the provider must decide whether to honor the guardian's request. If, upon review and reconsideration, the provider still believes CPR would be medically inappropriate, it should seek judicial resolution of the issue rather than risk negligence liability for proceeding with an unconsented course of treatment.

Even if the guardian "consents" to the "No Code" order, the provider risks negligence liability for an unconsented course of treatment in that a court might subsequently hold that the guardian cannot give effective consent under the terms of AS 13.2.150(e)(3). A cautious approach, which we recommend, would be to seek judicial approval of the "No Code" order, and of the guardian's power to consent to it, at that point. Other courts have held that practical limits on the capacity of the judiciary indicate that judicial involvement is not warranted where there is no disagreement among the family and physicians (and presumably the guardian) on the propriety of a "No Code"

above

Mr. Dennis DeWitt
October 5, 1983
Page -39-

order. In Re Dinnerstein, 380 N.E.2d at 137 n.5. Nevertheless, since Alaska courts have not ruled on that issue, and since any participant in the decision may petition the court for intervention, In Re Colyer, 660 P.2d at 750, it would not be inappropriate for a physician or health facility to seek judicial approval of a "No Code" order even though there is no disagreement as to its propriety, but only doubt as to the authority of a guardian, as a surrogate decisionmaker, to consent to such an order. Once Alaska law is established, it is not likely that decisions will normally require judicial resolution in cases where the physicians, the family, and the guardian all agree that "No Code" is appropriate.

III. Recommendations.

A. Natural Death Act Legislation Should Be Enacted.

To clarify the extent to which physicians are bound to follow the wishes of a competent patient, or an incompetent patient who while previously competent made his or her wishes known regarding continued treatment in the event the patient's condition should become terminal and irreversible, the Alaska State Hospital Association could seek enactment of Natural Death Act legislation, such as 1983 Alaska House Bill 107. Such legislation would

Mr. Dennis DeWitt
October 5, 1983
Page -40-

provide an avenue for a patient to clearly delineate his or her preference, and would provide that health care providers are not only immune from liability for following those wishes, but are bound to either follow those wishes or transfer the patient's care to a provider who will follow them.

1983 HB 107 should be amended, as indicated on the enclosed marked copy, to indicate the circumstances under which a "No Code" order may be entered for an incompetent patient in the absence of a written declaration as outlined in that proposed legislation.

We also recommend that AS 13.26.150(e)(3) be amended by adding a clause similar to the following: "This section does not preclude the guardian from consenting in the case of an irreversible, terminal illness, to the withholding of medical procedures which, in the opinion of the attending physician(s), have no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated, but which serve only to prolong the dying process."

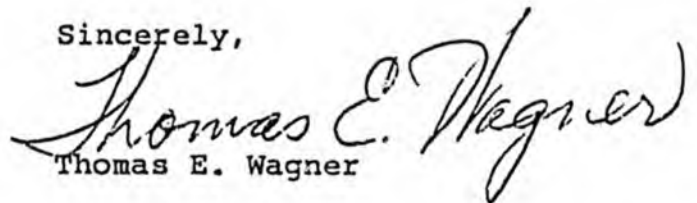
III. Conclusion.

We hope you will find our discussion and recommendations helpful

Mr. Dennis DeWitt
October 5, 1983
Page -41-

in developing a policy for your members. We are enclosing a copy of the report by the President's Commission, which contains a more detailed discussion of some of the issues discussed herein, and which contains in the appendices (particularly Appendix I) several policy statements of professional societies, health care institutions, federal agencies and the State of California. Please call me if you have further questions regarding this matter.

Sincerely,


Thomas E. Wagner

Alaska State Legislature



House of Representatives

REPRESENTATIVE
JOHN L. SUND


Box 8440
KETCHIKAN, ALASKA 99901
(907) 225-5552

WHILE IN JUNEAU
POUCH V
JUNEAU, ALASKA 99811
(907) 465-4818

CHAIR, HOUSE SPECIAL COMMITTEE ON LOANS
VICE-CHAIR, JUDICIARY COMMITTEE
MEMBER, SPECIAL COMMITTEE ON OIL AND GAS
MEMBER, RESOURCES COMMITTEE

January 23, 1986

TO: Lisa
Rep. Koponen's office

FROM:  Kitty
Rep. Sund's office

RE: Another bill!

HB485 is another guardian bill that you might want to consider scheduling along with HB474, for which I've already given you a packet. This packet includes:

1. A copy of the bill
2. An overview, with sectional analysis and history
3. A position paper from the Alaska Health Association
4. Letters of support
5. A legal opinion from the law office of William Council

Persons likely to testify are Dennis DeWitt, of the Alaska Health Association, a representative from the Office of Public Advocacy and Rep. Sund, himself.

Let me know what you can do about scheduling these bills.
Thanks.

POSITION PAPER

HOUSE BILL NO. 485

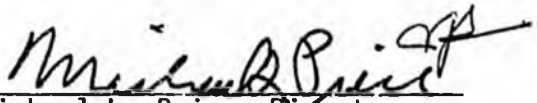
For an Act entitled: "An Act relating to powers and duties of guardians."

House Bill No. 485 amends Alaska Statute 13.26.150(e) to clarify that a guardian is not required to oppose the cessation or withholding of life-saving medical procedures when those procedures will serve only to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

It is the department's understanding that some guardians have a felt responsibility to oppose the withholding of medical treatment regardless of their beliefs or judgement. The change would allow the guardian to defer to a more appropriate party, such as a relative, to make critical decisions regarding life saving medical procedures. In addition, the bill is consistent with other federal and State policies requiring review of such decisions.

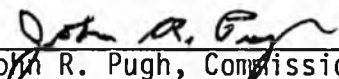
The department has no objection to the passage of HB 485.

RECOMMENDED:


Michael L. Price, Director
Division of Family
and Youth Services

DATE: February 4, 1986

APPROVED:


John R. Pugh, Commissioner
Department of Health
and Social Services

DATE: 2/5/86

**STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE**

Revision Date : 2/3/86

REQUEST

Bill/Resolution No. : HB 485
 Title : An Act relating to powers and duties of guardians.
 Sponsor : Sund & Gruenberg
 Requestor : _____
 Date of Request : 2/3/86

FISCAL DETAIL

Agency Affected : Health & Social Services
 BRU : Social Services
Youth Services
 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		0	0	0	0	0

CAPITAL						
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REVENUE						
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FUNDING : (Thousands of Dollars)

GENERAL FUND		0	0	0	0	0
FEDERAL FUNDS						
OTHER						
TOTAL		0	0	0	0	0

POSITIONS :

FULL-TIME		0	0	0	0	0
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

n/a

Prepared by : Michael L. Price, Director *Michael L. Price* Phone : 465-3170
 Division : Family and Youth Services Date : February 4, 1986 *46*

Approved by Commissioner : John R. Pugh, Commissioner Date : 2/5/86
 Agency : Health and Social Services

- Distribution (by Agency preparing fiscal note) :
- Legislative Finance
 - Legislative Sponsor
 - Requestor
 - Office of Management and Budget
 - Impacted Agency(ies)

PROPOSED AMENDMENT A

IN THE HOUSE

BY

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - FIRST SESSION

A BILL

For an Act entitled: "An Act relating to powers and duties of guardians."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. AS 13.26.150(e) is amended to read:

(e) A guardian may not

(1) place the ward in a facility or institution for the mentally ill other than through a formal commitment proceeding under AS 47.30.350 - 47.30.915 in which the ward has a separate guardian ad litem;

(2) consent on behalf of the ward to an abortion, sterilization, psychosurgery, or removal of bodily organs except when necessary to preserve the life or prevent serious impairment of the physical health of the ward;

(3) consent on behalf of the ward to the withholding of life-saving medical procedures; however, the guardian is not required to oppose the cessation or withholding of life-saving medical procedures when those procedures will serve only to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated;

(4) consent on behalf of the ward to the performance of an experimental medical procedure or to participation in a medical experiment not intended to preserve the life or prevent serious impairment of the physical health of the ward;

(5) consent on behalf of the ward to termination of the

1
2 ward's parental rights;

3 (6) prohibit the ward from registering to vote or from
4 casting a ballot at public election;

5 (7) prohibit the ward from applying for and obtaining a
6 driver's license;

7 (8) prohibit the marriage or divorce of the ward.
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PROPOSED AMENDMENT B

POSSIBLE PROPOSAL FOR AN AMENDMENT

SENATE BILL NO. XXX
IN THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE - SECOND SESSION
A BILL

For an Act entitled: "Protection of Persons Under Disability and Their Property."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. AS 13.26.150(e)(3) is amended to read:

— Sect. 13.26.150(e)(3). (e) A guardian may not

(3) consent on behalf of the ward to the withholding either of comfort care or of substantially beneficial medical treatment [OF LIFE-SAVING MEDICAL PROCEDURES]; although consent may be granted to the withholding of medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

* Section 2. This Act takes effect immediately in accordance with AS 01.10.070(c).

Amendment VIII--Ethical Issues Forum
Cf. Rev. Ted Zembal, Providence Hospital
February 5, 1984

STATE OF ALASKA

DEPARTMENT OF ADMINISTRATION

OLDER ALASKANS COMMISSION

BILL SHEFFIELD, GOVERNOR

POUCH C, M.S. 0209
JUNEAU, ALASKA 99811
PHONE: (907) 465-3250

June 4, 1985

Dennis Dewitt
Alaska State Hospital Association
319 Seward Street
Juneau, Alaska 99801

Dear Dennis:

I want to express my appreciation to you and the Association for your participation at our "Aging Together in Alaska Conference". Your participation and that of other Association members was very beneficial to the success of our meeting.

Peggy Burgin and I have reviewed your draft amendment to the guardianship laws (AS 13.21.150(c)). We agree that it is important to clarify or limit the role of guardians in making a living will declaration on behalf of their client. Let me know if we can be of assistance.

Sincerely,



Jon B. Wolfe
Executive Director

PROVIDENCE HOSPITAL
3200 PROVIDENCE DRIVE—POUCH 6604
ANCHORAGE, ALASKA 99502-0604
PHONE: (907) 562-2211

*File
with Juneau slip
Agis/whw*



SISTERS OF
PROVIDENCE

SERVING IN THE WEST SINCE 1856

July 26, 1985

Joyce Munson
Director of Division of Pioneer Benefits
Pouch 66
Juneau, Alaska 99811

RE: Amendment to Guardianship Law

Dear Ms. Munson:

We were happy that you were able to attend our recent Bioethics Symposium on the Incompetent Patient. The problem with the present wording of the Guardianship Law arose several times during the day. After the final session you asked about the present status of the possible amendment.

Enclosed with this letter is a copy of a possible amendment. This possible amendment was itself amended because the public guardianship office felt an earlier version might offer too much latitude to the guardian. The present wording has the advantage of mentioning both the guardian and physician, thus implying a dialogue process of informed consent.

I am also enclosing a second possible amendment worked out by the Alaska State Hospital Association. This amendment also addresses the need for an amendment and proposes such an amendment. Those with whom I spoke found this amendment as very satisfactory but favored the first enclosed copy in its wording.

I do hope you will be able to further the passage of either of the proposed amendments or another which may better solve the uncomfortable problem created by the wording of the present law.

It was my pleasure to meet and speak to you. If I may of any assistance to you in the future, I would be happy if you called upon me.

Sincerely,

Ted Zembal S.J.
(Rev) Ted Zembal, S.J.
Coordinator, Human & Ethical Values

cc: Dennis DeWitt, ASHA
Brant McGee, Public Advocacy
Al M. Camosso, Providence Hospital
Tom Boling, OLCCC
Doug Smith, M.D.
Mark Agnew, M.D.
Donna Stephens, Pioneer Home

Enclosures (2)

July 26, 1985

A LETTER OF INTENT AND INTERPRETATION

Accompanying House Bill No.
Amending an Act entitled: "Protection of Persons Under Disability and Their Property."

PRESENT STATUTE:

AS 13.26.150(e)(3) presently reads: (e) A guardian may not... (3) consent on behalf of the ward to the withholding of life-saving medical procedures.

PROBLEM AREAS:

(1) A literal reading of the statute would mean that life-saving medical procedures cannot be stopped once they are started. Hence the possibility may arise that non-beneficial and even harmful procedures could not be withdrawn. A further result is that a different standard of care would be used for wards than for others. Those with guardians might be either overtreated since the treatment could not be stopped once started or undertreated because the treatment would not be begun lest it could not be withdrawn.

(2) The meaning of "life-saving medical procedures" is not clear nor is it defined. An attempt to define the phrase defies enumeration. Basically, this is so because the existing statute focuses on "procedures" etc., instead of the "relationship" of the procedure to the ward in terms of the benefits received, e.g., chemotherapy or a respirator is life-saving if it is helpful in the restoration of health of the ward but it would be counterindicated if it simply prolonged the dying process.

(3) To attempt to solve these problems by having the health care provider act independently of the guardian would defeat the purpose of guardianship. Also such activity on the part of the health care provider would undermine the informed consent process.

(4) In summary, this part of the statute can create difficulties in the decision-making process for the guardian, ward, physician, health care institution and its personnel, and other health care providers. Carrying out the existing law would sometimes lead to conflict with the practice of good medicine and ethics.

PROPOSED AMENDMENT:

AS 13.26.150(e) (3): (e) A guardian may not... (3) consent on behalf of the ward to the withholding either of comfort care or substantially beneficial medical treatment, although the guardian may consent to the physician's recommendation to withhold/withdraw medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure or relief from the illness or condition being treated.

POSSIBLE PROPOSAL FOR AN AMENDMENT

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - SECOND SESSION

A BILL

For an Act entitled: "Protection of Persons Under Disability and Their Property."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. AS 13.26.150(e). (e) A guardian may not (3) consent on behalf of the ward to the withholding either of comfort care or of substantially beneficial medical treatment [OF LIFE-SAVING MEDICAL PROCEDURES]; however, the guardian may consent to/concur with the physician's recommendation to withhold/withdraw medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

* Section 2. This Act takes effect immediately in accordance with AS 01.10.070(c).

GENERAL INTENT OF THE AMENDMENT:

(1) By clearer delineation of the different types of medical/nursing care involved, the amendment would allow the guardian more adequately to carry out his/her responsibilities toward the ward.

(2) By distinguishing among the three general categories, the amendment allows for one category where "life-saving medical procedures" may be withheld, viz., those which are clearly ineffective and not beneficial to the ward from the perspective of the ward.

(3) The amendment would facilitate and keep open communication, dialogue and the informed consent process among the guardian and health care providers at all times.

INTERPRETATION AND AMPLIFICATION ON THE MEANING OF THE TERMS USED IN THE AMENDMENT..

(1) "Comfort care" is meant to cover that type of supportive care that common decency grants to all people by virtue of their being human. It entails respect for all stages and conditions of human life. Comfort care has two basic aspects. (1) Basic "nursing-like" care aims at maintaining the ward physically comfortable and emotionally at ease. It includes such items as food, water, air, positioning, bathing, mouth care, suction, etc. in so far as these are consistent with supportive comfort care. (2) The second type of comfort care has a medical component but is not associated with aggressive medical treatment but rather aims at providing comfort or the easing of pain.

(2) "Substantially beneficial medical treatment" covers a broader range than "life-saving medical procedures", e.g., it would include the treatment and repair of a broken limb. The treatment decisions would be evaluated in relation to the benefits for the ward from the perspective of the ward, e.g., to restore the ward permanently or temporarily to a cognitive, sapient state would be considered "substantially beneficial medical treatment." Choices giving substantial benefits for the ward would of necessity be sought for by the guardian.

(3) The exception clause, "medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated," is itself a definition of "ineffective, futile medical procedures which offer no benefit for the ward from his/her perspective." Rather than the vague phrase "ineffective futile medical procedure, the exception clause attempts to define its meaning.

(4) "Illness or condition being treated" is meant to prevent the holding back of medical treatment on the basis of another condition which is not treatable. For example, being mentally retarded is not a medically treatable condition and hence it cannot be used as a basis for withholding other medical procedures which are substantially beneficial for the ward.

(5) The terms "terminal", "dying", and the like were not used (1) because they defy definition and (2) because, although they may fit most situations, they do not fit all, e.g., is a person in a stable coma dying or not.

1
2 IN THE HOUSE

BY

3 HOUSE BILL NO.

4 IN THE LEGISLATURE OF THE STATE OF ALASKA

5 FOURTEENTH LEGISLATURE - FIRST SESSION

6 A BILL

7 For an Act entitled: "An Act relating to powers and duties of guardians."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 13.26.150(e) is amended to read:

10 (e) A guardian may not

11 (1) place the ward in a facility or institution for the
12 mentally ill other than through a formal commitment proceeding under
13 AS 47.30.350 - 47.30.915 in which the ward has a separate guardian ad
14 litem;

15 (2) consent on behalf of the ward to an abortion, sterili-
16 zation, psychosurgery, or removal of bodily organs except when neces-
17 sary to preserve the life or prevent serious impairment of the phys-
18 ical health of the ward;

19 (3) consent on behalf of the ward to the withholding of
20 life-saving medical procedures; however, the guardian is not required
21 to oppose the cessation or withholding of life-saving medical
22 procedures when those procedures will serve only to prolong the dying
23 process and offer no reasonable expectation of effecting a temporary
24 or permanent cure of or relief from the illness or condition being
25 treated;

26 (4) consent on behalf of the ward to the performance of an
27 experimental medical procedure or to participation in a medical exper-
28 iment not intended to preserve the life or prevent serious impairment
29 of the physical health of the ward;

(5) consent on behalf of the ward to termination of the

OUR LADY
OF COMPASSION
CARE CENTER

4505 CORDOVA STREET · POUCH 66111
ANCHORAGE, ALASKA 99502
PHONE: (907) 562-2251



SERVING IN THE WEST SINCE 1856

December 5, 1983

Kathleen Harrington, Atty.
Probate Master
303 K. Street
Anchorage, Alaska 99501

Dear Ms. Harrington:

I represent a local Long Term Care Facility, Our Lady of Compassion Care Center. Our Social Services staff have been very involved with your offices and the appointment of Guardians for our incompetent residents. An issue that is becoming more of a discussion point is that of the relationship of No Code orders and the Guardian.

It is my understanding that since your appointment as Probate Master you have been addressing the issue of No Code in the following manner. On a case by case basis you evaluate the need, and if appropriate, include in the language of the order acknowledgement that a Guardian can not withhold life saving actions. However, it is mentioned that other family members and the physician can make such a decision in regards to No Code. It has been explained to me that if it is not mentioned in the order, the above may not be assumed.

Our Facility Administrator has recently received a legal opinion through Dennis DeWitt, President of the Alaska State Hospital Association. I have enclosed a copy for your reference. It seems the conclusion is that a test case needs to be found to bring issue of No Code Orders and the Guardianship role to a conclusion.

Our facility staff are often involved with physicians and families in encouraging their participation in choosing their own plan of care. This includes decisions about life saving actions. Sometimes a decision has been made prior to Guardianship hearings, other times it has not. I feel clarification of the Guardians role is needed to provide structure to all parties in the midst of these decisions. Sometimes advocating for patients best care does not include advocating for a specific life saving action. This option is not always allowed under the present system.

OUR LADY
OF COMPASSION
CARE CENTER

4395 CORDOVA STREET - POUCH 65-111
ANCHORAGE, ALASKA 99502
PHONE: (907) 572-0251



SERVING IN THE WEST SINCE 1856

I am most interested in your input and reactions to the enclosed opinion. I am also looking at what possible steps we could take together to discuss this issue and find a reasonable solution. I realize the difficulty this issue raises for all parties and the complications legally and morally.

I look forward to hearing from you.

Sincerely,

OUR LADY OF COMPASSION CARE CENTER

Julia Thorsness, BSW
Director of Support Services

cc: John Nugent, Administrator
Vernis DeWitt, ASFA
D. Charlene Doris, Coroner

JT/jar 12/5/83

Original sponsors: Sund and
Gruenberg

1 IN THE HOUSE

BY THE HEALTH, EDUCATION AND
SOCIAL SERVICES COMMITTEE

2 CS FOR HOUSE BILL NO. 485 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to powers and duties of guardians."

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8 * Section 1. AS 13.26.150(e) is amended to read:

9 (e) A guardian may not

10 (1) place the ward in a facility or institution for the
11 mentally ill other than through a formal commitment proceeding under
12 AS 47.30 in which the ward has a separate guardian ad litem;

13 (2) consent on behalf of the ward to an abortion, ster-
14 ilization, psychosurgery, or removal of bodily organs except when
15 necessary to preserve the life or prevent serious impairment of the
16 physical health of the ward;

17 (3) consent on behalf of the ward to the withholding of
18 life-saving medical procedures; however, a guardian is not required to
19 oppose the cessation or withholding of life-saving medical procedures
20 when those procedures will serve only to prolong the dying process or
21 offer no reasonable expectation of effecting a temporary or permanent
22 cure of or relief from the illness or condition being treated; a
23 guardian is not civilly liable for acts or omissions under this para-
24 graph unless the act or omission constitutes gross negligence or
25 reckless or intentional misconduct;

26 (4) consent on behalf of the ward to the performance of an
27 experimental medical procedure or to participation in a medical ex-
28 periment not intended to preserve the life or prevent serious impair-
29 ment of the physical health of the ward;

1 (5) consent on behalf of the ward to termination of the
2 ward's parental rights;

3 (6) prohibit the ward from registering to vote or from
4 casting a ballot at public election;

5 (7) prohibit the ward from applying for and obtaining a
6 driver's license;

7 (8) prohibit the marriage or divorce of the ward.
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**HOUSE
COMMITTEE REPORT**

Date referred: 1/17/86

FURTHER REFERRALS: JUDICIARY

DATE: 2/6/86

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee has considered HB 485

"An Act relating to powers and duties of guardians."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with CS HB 485 (HES'S) same title
- new title

and recommends do pass

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note
 - new fiscal note
 - zero fiscal note (2)

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Mary G. Hurd
John E. Koponen
Kate Shirley
Robert J. Taylor
David W. Thompson

Alyce Hanley - No Rec

John Koponen co-chair
Chairman
Mary G. Hurd
Co-Chair

 * DELIVER TO: TCANC *
 * ORIGINAL *
 * SENT: 02/05/86 TIME: 17:11 *
 * SUBJECT: HOUSE HESS COMM/2-6-86 *
 * PRINT DATE: 02/06/86 TIME: 10:04 *

* FINAL T/C STATE **

DATE: FEBRUARY 5, 1986
 SITE: ANCHORAGE
 SPONSOR: HOUSE HESS COMMITTEE
 SUBJECT: HB 474 & 485
 LOCAL MODERATOR DAVID J

TESTIFIED:

NAME/REPRESENTING	ADDRESS	PHONE
JAY MCCARTHY	900 W 5TH AVE STE 525 ANCH	274-1684
REBECCA CLEMENT	10045 GOODNEWS CL ANCH	344-6706
REV TED ZEMBEL	PROVIDENCE HOSPITAL ANCH	

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE
PHILLIP J MCCARTHY JR		

TESTIFIED: 03	TIME START: 4:30
OBSERVED: 01	TIME END: 6:30PM
TOTAL: 04	

 * DELIVER TO: TCANC *
 * ORIGINAL *
 * SENT: 02/05/86 TIME: 17:11 *
 * SUBJECT: HOUSE HESS COMM/2-6-86 *
 * PRINT DATE: 02/06/86 TIME: 10:04 *

*** FINAL T/C STATS ***

DATE: _____ FEBRUARY 5, 1986 _____
 SITE: _____ ANCHORAGE _____
 SPONSOR: _____ HOUSE HESS COMMITTEE _____
 SUBJECT: _____ HB 474 & 485 _____
 LOCAL MODERATOR: _____ DAVID J _____

TESTIFIED:

NAME/REPRESENTING	ADDRESS	PHONE
JAY MCCARTHY	900 W 5TH AVE STE 525	ANCH 274-1684
REBECCA CLEMENT	10045 GOODNEWS CL	ANCH 344-6706
RE/ TED ZEMBEL	PROVIDENCE HOSPITAL	ANCH

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE
PHILLIP J MCCARTHY JR		

TESTIFIED	03	TIME START:	4:30
OBSERVED:	01	TIME END:	6:30PM
TOTAL:	04		

TO: House of Representatives
Health, Education and Social Services Committee
Robin Taylor, Alyce Hanley, Katie Hurley, F. Pettyjohn, D. Thompson,
J. Sund, M. Gruenburg, N. Koponen

Testimony H.B. 485
Feb. 5, 1986

My name is Rebecca Clement.

Some of you heard me speak last legislative session concerning House Bill 279, relating to Alzheimer's Disease and other bills concerning the elderly. My interest for such legislation comes from being a caregiver for my Mother for nearly 10 years. Because of my Mother's declining abilities to take care of herself and her finances, my sister and I were appointed her joint legal guardians in October of 1983.

It was not until June of 1985 that my sister and I realized what a significant impact the current Guardianship laws would play in our lives and ultimately the death of our Mother on June 31, 1985.

We first learned about the current law while attending a BioEthics symposium at Providence Hospital. We learned that, as her legal guardians, we would be breaking Alaska State law if we were to withhold life saving medical procedures.

At this time, our Mother was in the final stages of Alzheimer's Disease. She was no longer able to attend the Alzheimer's Day Care. She had to be fed and was incontinent. We had decided to care for her as long as possible in her own home.

It wasn't but a few days after the symposium that I received a call from our Mother's live-in nurse - "Martha wasn't able to walk, she didn't appear to be aware of anything and was in somewhat of a stupor."

I phoned her physician. Mother was admitted to Providence for tests and observation in order to determine if there was anything except Alzheimer's Disease causing the rapid decline in her condition.

Because Mother was being poked and prodded during the testing, she became a little more alert. She had lost her ability to swallow food. She had no idea what to do with anything put in her mouth. However, she did let us know that she wanted nothing to do with the catheter the hospital insisted on using. She tried several times to pull it out. Then the nurse came with the "hand cuffs" or what they call "wrist restraints". I told the nurse to take them away and for six hours, I held my Mother's hands. That six hours gave me plenty of time to decide that "Law or no Law, come hell, high water and possibly jail" there would be no more tubes for my Mother. About 10 p.m. that evening, the nurse came in with the N.G. feeding tube and looked at me very strangely when I asked her to please take it away until I called the Doctor. By 11:30 that same evening, I had borrowed a hospital bed from OLOC. I went home with Mother.

My Mother had lived many years in confusion. She did not deserve to be more confused and confined by the "Wonders of Medical Science" just to keep her alive. It would have only prolonged what was a natural process of this terminal disease. The current law put family members who become legal guardians in extremely precarious positions. I fully support this amendment and thank Representatives Sund and Gruenberg for

their efforts to relieve families from the anxiety of making a decision for a dying person they love. No one knows until they experience the dying process with someone, how it will go. I might have felt less afraid if I could have had the support of a hospital staff or nursing home where they could have said, "What is happening now is normal and this will happen next." I would have felt better with this kind of expertise. But because of the current law, I had to rely on the Books on Death and Dying, information from Hospice, and the many phone calls from people who said, "Yes, Becky, you are doing the right things for your Mother." My Mother died with dignity and in a very natural way.

In closing, I'd just like to ask - would you have done the same thing?

Rebecca Clement

Rebecca Clement
10045 Good News Circle
Anchorage, Ak. 99502

907-344-6706

POSITION PAP.
Bill No. HB48.

The Office of Public Advocacy in the Department of Administration performs the duties of the Public Guardian under A.S. 13.26.360-13.26.410. Guardians provide informed medical consents for incapacitated persons (wards) directly impacting the ward's health and safety according to A.S. 13.26.150(c)(5) except as limited by (e) of this section.

PRESENT STATUTE:

A.S. 13.25.150(e) "A guardian may not... (d) consent on behalf of the ward to the withholding of life-saving medical procedures."

PROPOSED AMENDMENT:

A.S. 13.25.150(e) "A guardian may not... (3) consent on behalf of the ward to the withholding of life-saving medical procedures; however, the guardian is not required to oppose the cessation or withholding of life-saving medical procedures when those procedures will serve only to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure or relief from the illness or condition being treated;"

RATIONALE:

The current law could be interpreted as requiring the guardian to insist upon the continuation of "life-saving medical procedures" regardless of the values such procedures might offer the patient in terms of benefits received. The question which needs to be considered is whether the procedure offers relief or cure, versus simply prolonging the dying process by the use of heroic means.

PROBLEM AREAS IN THE PRESENT STATUTE:

(1) A literal reading of the statute would mean that life-saving medical procedures cannot be stopped once they are started. Hence the possibility may arise that non-beneficial and even harmful procedures could not be withdrawn. A further possible effect might be that a different standard of care would be used for wards than for other patients. Also those with guardians might be either overtreated since the treatment could not be stopped or undertreated because the treatment was not begun or could not be withdrawn.

(2) the meaning of "life-saving medical procedures" is not clear nor is it defined. An attempt to define the phrase defies the enumeration process, as does a list of the exceptions. Moreover, such a task borders on the impossible because of the nature of the words. The phrase focuses on "procedures" instead of the "relationship" of the treatment to the ward in terms of the benefits received. E.G., chemotherapy or a respirator is life-saving if it is helpful in the restoration of health of the ward, but it would be counterindicated if it simply prolonged the dying process.

(3) An attempt to solve these problems by having the health care provider act independently of the guardian would defeat the purpose of guardianship. Further, such actions by the health care provider would be destructive of the informed consent process.

(4) The statute can create difficulties in the decision-making process for the guardian, ward, physician, health care institution and its personnel, and other health care providers. In addition, it would often conflict with the philosophy of medical ethics.

SUPPORT/HB485:

(1) The amendment more clearly delineates the different types of medical/nursing care involved, thus allowing the guardian to carry out more adequately his/her responsibilities toward the ward.

(2) The amendment allows the guardian to not oppose the cessation or withholding of life-saving medical procedures where they are clearly ineffective and not beneficial to the ward from the perspective of the ward.

(3) The amendment facilitates and keeps open the communication process and dialogue among the guardian and health care providers at all times.

(4) There are no foreseen costs to the OPA with passage of HB485.

Brant McGee

Brant McGee, Public Advocate
Office of Public Advocacy

0/3/86

Date

Commissioner Eleanor Andrews
Department of Administration

Date

STATE OF ALASKA

DEPARTMENT OF LAW

CRIMINAL DIVISION/THIRD JUDICIAL DISTRICT
OFFICE OF THE DISTRICT ATTORNEY

December 17, 1985

Mr. John Reese, Co-Chair
Volunteer Guardian ad litem Program
Alaska Bar Association
P.O. Box 100279
Anchorage, Alaska 99510

Dear Mr. Reese:

I endorse the proposal to establish a volunteer guardian ad litem program. I am the prosecutor who handles most of the child sexual abuse cases in Anchorage and have done so for the last three years.

Sexually abused children need an effective advocate to prevent damage to them from their involvement with the criminal justice system. In the past our prosecutors were able to spend much more time with victims to help ease their way through the system. Due to budget cuts and the increasing number of these cases we can no longer provide these services.

I believe a volunteer guardian ad litem would be very useful in child sexual abuse cases to fill the gap caused by our lack of resources. Advocating for the child's best interest takes a lot of time. I see no need for that advocate to be an attorney. In fact, there is an advantage to the guardian being outside the system because the guardian can encourage the system better to act in the best interest of the child. Lucy Berliner of the Harborview Sexual Assault Center in Seattle, who is a nationally known expert on child sexual abuse, endorses this concept of each sexually abused child having a non attorney advocate like the ones proposed in the volunteer ad litem program.

Very truly yours,

HAROLD M. BROWN
ATTORNEY GENERAL

VICTOR C. KRUMM
DISTRICT ATTORNEY

Elizabeth H. Sheley
Elizabeth H. Sheley
Assistant District Attorney

BILL SHEFFIELD, GOVERNOR

REPLY TO

1031 WEST 4th AVENUE, SUITE 520
ANCHORAGE, ALASKA 99501
PHONE (907) 277-8622

DRAWER 1180
KENAI, ALASKA 99611
PHONE (907) 283-3131

326 CENTER AVE. 2ND FLOOR
KODIAK, ALASKA 99615
PHONE (907) 486-5744

P.O. BOX 1070
FALMER, ALASKA 99645
PHONE (907) 745-5027

P.O. BOX 671
VALDEZ, ALASKA 99686
PHONE (907) 835-2462



DEC 30 1985

S.T.A.R.

Bus. 276-7278
24-hr.
Crisis 276-RAPE

December 20, 1985



Mr. John Reese
Volunteer Guardian ad Litem Program
P.O. Box 100279
Anchorage, Alaska 99510

Dear John:

On behalf of STAR I am writing to express our support of the proposed Volunteer Guardian ad litem Program. We are well aware of the need for such a program. Some of our clients have recently worked closely with staff from the Office of Public Advocacy. Additionally, I have visited this agency and am aware of the high quality of work that the staff perform.

As with any small agency it is important to maximize the use of volunteers. It sounds like your program will provide services to clients who could otherwise have been left unserved, and these services will be provided at a low cost. Children who are victims of sexual assault are unfortunately often revictimized by the length of and complexities in the court process. Further, children may not have the kind of support they deserve to receive from their parents. In the interest of serving and protecting the interests of children a program such as yours should provide a kind of advocacy that is the right of any victim.

Please feel free to contact me at STAR if we can be of assistance.

Sincerely,

Ann W. Stockman, MSW
Director of Crisis Services

AWS/sjj

STANDING TOGETHER AGAINST RAPE
PO BOX 103358 ANCHORAGE, ALASKA 99510



DEC 20 1985



Trial Courts

State of Alaska

THIRD JUDICIAL DISTRICT

303 K STREET

ANCHORAGE, ALASKA 99501

December 19, 1985

WILLIAM D. HITCHCOCK
Master, Trial Courts

John Reese, Co-Chairman
Volunteer Guardian ad Litem Program
211 H Street
Anchorage, Alaska 99501

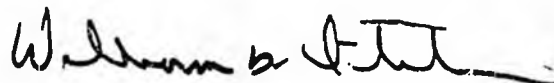
Dear Mr. Reese,

I am writing this letter in support of the efforts being made to establish a full-time volunteer guardian ad litem program within the Office of Public Advocacy. As Children's Court Master here in Anchorage for the past seven years, I have seen firsthand the important role which the guardian ad litem plays in children's proceedings. Case investigation and assessment are the most important and often the most time consuming aspects of this job. Unfortunately, the resources of the state within any agency are often strained to the maximum just dealing with the voluminous caseloads. This is where volunteers can play a vital role in being able to devote the time needed to complete impartial investigations and more adequately represent the best interests of the children.

As a member of the National Council of Juvenile and Family Court Judges, I have attended various national conferences at which presentations have been made by volunteer programs in other states. It is my impression that these programs have been extremely successful and have overwhelmingly won the support of the bench and the bar. I think it is particularly unfortunate that we here in Alaska have not done more to tap the resources of our communities and achieve more citizen involvement in areas such as child welfare. A program such as this one would do just that, and from a cost efficient standpoint would materially save the expense of adding more paid staff and attorneys to public agencies.

It is also my distinct impression that no program outside that has been successful has been able to do so without competent administration. Recruitment, training and quality control monitoring of volunteers is an absolute prerequisite to success. Therefore, I urge the legislature to pass enabling legislation which would provide funds to secure an administrator for this program so that it may benefit not only Anchorage but eventually become a statewide program.

Sincerely,

A handwritten signature in cursive script, appearing to read "William D. Hitchcock".

William D. Hitchcock
Master, Children's Court

WDH/ss

BILL SHEFFIELD, GOVERNOR

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF MENTAL HEALTH & DEVELOPMENTAL DISABILITIES
ALASKA PSYCHIATRIC INSTITUTE

2900 PROVIDENCE AVENUE
ANCHORAGE, ALASKA 99508-4677

(907) 561-1633

December 20, 1985

John Reese, Co-Chairman
Volunteer Guardian Ad Litem Program
Alaska Bar Association
Family Law Section
P.O. Box 100279
Anchorage, Alaska 99510



Dear Mr. Reese:

Dr. Bruce Livingstone, our Acting Medical Director, and I have reviewed your letter of December 3, 1985.

We would both endorse the creation of a Volunteer Guardian Ad Litem Program in the community. We would see them as being persons who would be most useful to our patients. Please feel free to contact us if we can in any way help train your volunteers.

We look forward to working with you when this new program is available.

Sincerely,

Veronica Duke
Veronica Duke, ACSW
Chief, Clinical Social Work Services

VD/eb EB4 1781

d. 12/20/85

t. 12/20/85

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

PUBLIC DEFENDER AGENCY

900 W. 5TH AVENUE
SUITE 200
ANCHORAGE, ALASKA 99501
PHONE: (907) 279-7541

MEMORANDUM

DATE: December 20, 1985

TO: John Reese, Co-Chair
Volunteer Guardian ad litem Program .

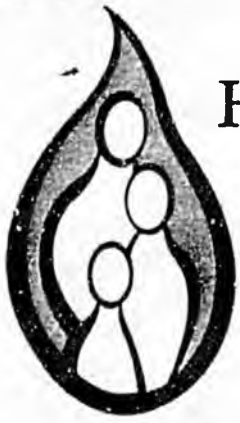
Jay McCarthy
Office of Public Advocacy

FROM: *Dana Fabre*
Dana Fabre
Public Defender



I am writing to add my support for proposed legislation establishing a volunteer guardian ad litem program within the Office of Public Advocacy. This program would save money for the State of Alaska by avoiding the necessity of adding guardian ad litem positions to meet rising caseloads. Careful recruitment and training of qualified community volunteers should increase the level of service to children needing guardians ad litem to represent their best interests.

I fully support establishment of a volunteer guardian ad litem program within the Office of Public Advocacy. Please let me know if there is anything I can do to aid passage of enabling legislation for such a program.



Human Relations Center

421 E. 45th, Suite 1
Anchorage, Alaska 99503-7348
(907) 562-6677

Phillip Kaufman, M.S.
Pamela Kirk, M.S.
Dr. Patricia C. Patrick, M.D.
Child Psychiatric Consultant
Dr. Jim Harper, Ph.D.
Psychological Consultant
Dr. Janet Lindeman, Ph.D.
Psychological Consultant

December 23, 1985

John Reese
Co-chair of the Volunteer
G.A.L. Program
Family Alaska Bar Association
Family Law Section
P.O. Box 100279
Anchorage, Alaska 99510



Re: Letter of Support

Dear Mr. Reese:

In response to your letter of December 3, 1985, asking for letters of support for the Office of Public Advocacy and the G.A.L. Program, the Human Relations Center is very much in support of the Office of Public Advocacy. Since most of the cases we work with have to do with child sexual abuse, it is extremely important that our child clients have a strong G.A.L. to protect their interests in these difficult situations. We would be supportive of any legislation that would guarantee more funding for the Office of Public Advocacy so that more G.A.L.'s could be hired. It is obvious that the guardians are so overworked at the present time that they are having difficulty providing high quality services to the children.

We also work with a number of cases where children have reported that they have been sexually abused by a parent during visitation. These cases often result in custody and visitation battles which are complicated by the child sexual abuse allegations. In such cases it is important for the safety of the children that supervised visitation be provided. D.F.Y.S. is not able, due to the time and case load restrictions, to provide such supervision for these children. If the volunteer G.A.L. Program could be expanded and supported, then these volunteers could provide some of the supervision that was necessary in our custody cases. Such supervised visitation is also often necessary in our child sexual abuse cases so that the children may maintain a relationship with the perpetrator yet remain safe.

In some child sexual abuse cases, we have mothers who are not supportive of their children and therefore, the children can not be left alone in visitation with a non-offending, non-supportive parent. These are another set of cases where the G.A.L.'s could provide much needed supervision so that the children maintain their mother/child bond with these non-supportive mothers.

We would give our support to any legislation that would: 1) increase the number of G.A.L.'s at the Office of Public Advocacy, 2) provide for funding to increase the volunteer G.A.L. Program, and 3) provide funding so that the volunteer G.A.L.'s could be trained to provide complete and safe supervision to children.

We highly support the Office of Public Advocacy and the volunteer G.A.L. Program. If we can be of further service providing support, please do not hesitate to contact this office.

Respectfully submitted,



Pamela Kirk, M.S.



Phil Kaufman, M.S.

PK:ln
cc: Jay McCarthy

ALASKA BAR
ASSOCIATION

JAN 10 1986

December 16, 1985

John Reese, Co-Chair
Volunteer Guardian ad litem Program
Alaska Bar Association
P. O. Box 100279
Anchorage, AK 99510

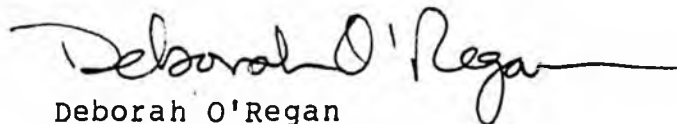
Dear Mr. Reese:

I am writing in support of the committee's efforts to develop a volunteer guardian ad litem program.

Such a program would provide much needed representation for children in our community. The utilization of trained volunteers will make it possible to adequately represent children without substantially increased state funding.

I endorse the enabling legislation which would establish a volunteer guardian ad litem program within the Office of Public Advocacy.

Sincerely,



Deborah O'Regan
Executive Director

vu



Alaska Baptist Family Services

1600 O'Malley Rd. • Anchorage, Ak. 99516 • Phone (907) 349-2222

December 5, 1985

John Reese, Co-Chair
Volunteer Guardian ad litem Program
AK BAR ASSOCIATION
P O Box 100279
City 99510



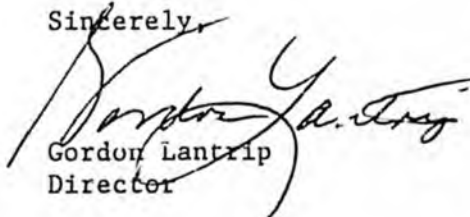
Dear Mr. Reese:

Thank you for your recent letter re the development of a Volunteer Guardian ad litem program here in Alaska.

It has been my experience over these past 25 years in child care work that better things happened to youth who had a guardian ad litem working in their behalf. I know the financial cost of such a program for every child would be staggering and so I think a volunteer program that utilized well chosen and trained citizens has great potential.

I heartily endorse the development of enabling legislation to begin such a program.

Sincerely,


Gordon Lantrip
Director



THE CENTER FOR CHILDREN AND PARENTS

December 13, 1985



John Reese, Co-Chair
Volunteer Guardian ad litem Program
Alaska Bar Association
P.O. Box 100279
Anchorage, Alaska 99510

Dear Mr. Reese:

I am pleased to submit a letter of support for your efforts to establish a volunteer guardian ad litem program. Such a service will provide a needed adjunct to existing guardian ad litem services.

The use of carefully selected and well trained volunteers in child welfare matters has proven to be very effective. The Court Appointed Special Advocate Program (CASA) is well respected in communities in the lower forty-eight. The continued increase of child abuse cases and the number of divorces in the Anchorage area are impacting the court system as well as investigation and rehabilitation resources. At a time when financial resources are declining we must find responsible, yet creative ways to serve families in need. The volunteer guardian ad litem is, indeed, a responsible solution to the problem of the increased number of children requiring representation.

I wish you well in the development of the volunteer guardian ad litem program. I am happy to support your efforts and the enabling legislation which will allow you to proceed.

Sincerely,

Milli Andreini, M.S.W.
Executive Director

MA/wst



Southcentral Alaska Chapter -
National Committee for
Prevention of Child Abuse

808 E STREET, SUITE 200, ANCHORAGE, ALASKA 99501 (907) 276-4994
Programs of the Anchorage Child Abuse Board, Inc.





FEB 3 1986

Alaska Court System

State of Alaska

303 "K" STREET
ANCHORAGE, ALASKA
99501

ARTHUR H. SNOWDEN II
ADMINISTRATIVE DIRECTOR

(907) 274-8611

January 29, 1986

Rep. Niilo Koponen
Rep. Max Gruenberg, Co-Chairman
House Health Education and
Social Services Committee
P. O. Box V
Juneau AK 99811

Dear Representatives Koponen and Gruenberg:

I am writing to express support by the Alaska Court System for those provisions of HB 474 which would permit the Office of Public Advocacy to develop and coordinate a volunteer guardian ad litem program.

Information from other states in which similar programs have been established indicates that programs of this nature improve the quality of guardian ad litem services and also help contain costs.

If you have any questions regarding the court's position, please contact either me or my staff counsel Karla Forsythe.

Sincerely,

A handwritten signature in cursive script that reads "Arthur H. Snowden II".

Arthur H. Snowden, II
Administrative Director

KF/k1

cc: Karla Forsythe
Brant McGee
John Reese

Court Appointed Special Advocate Association

909 N.E. 43rd, Suite 202; Seattle, Washington 98105 (206)547-1059

January 30, 1986

FEB
5 1986

Mr. Philip J. McCarthy, Jr.
Office of Public Advocacy
900 W. 5th Avenue, Ste. 525
Anchorage, AK 99501

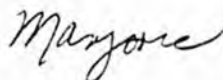
Dear Jay,

Thank you for your memorandum and copy of the legislation which you introduced January 15, 1986. There is no problem at all with the National CASA Association's supporting this Bill.

I am wondering if there are particular items regarding your CASA Project or regarding your legislation which you would wish to address. Please let me know. There is no difficulty in simply stating that the legislation seems to be appropriate and helpful to the cause of Volunteer Guardians. As a matter of fact, I am a bit envious of your §44.21.450, that holds that the Volunteer Guardian may not be held civilly liable except in cases of gross negligence.

If you need more than the above statement please let me know.

Sincerely,



Marjorie MacAdams
President, National CASA Association
Executive Director, FOCAS

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date: _____

REQUEST

Bill/Resolution No.: HB 485
 Title: "An Act relating to powers and duties of guardians."
 Sponsor: Rep. Sund
 Requestor: HESS & Judiciary
 Date of Request: 1/28/86

FISCAL DETAIL

Agency Affected: Administration
 BRU: Office of Public Advocacy
 Components: Office of Public Advocacy

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES	-0-	-0-				
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-				

CAPITAL	-0-	-0-				
----------------	------------	------------	--	--	--	--

REVENUE	-0-	-0-				
----------------	------------	------------	--	--	--	--

FUNDING : (Thousands of Dollars)

GENERAL FUND	-0-	-0-			
FEDERAL FUNDS					
OTHER					
TOTAL	-0-	-0-			

POSITIONS :

FULL-TIME	-0-	-0-			
PART-TIME					
TEMPORARY					

ANALYSIS : Attach a separate page if necessary

Prepared by: Phillip J. McCarthy, Jr. / Brent McGee, Public Advocate
 Division: Office of Public Advocacy

Phone: 274-1684
 Date: 2/4/86

Approved by Commissioner: Eleanor Andrews
 Agency: Department of Administration

Date: 2/4/86

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

House Bill 485- An act relating to powers and duties of guardians
Overview prepared by Rep. John Sund's office

SECTIONAL ANALYSIS

Section 1, subsection (3) is amended to allow a guardian to accept a medical decision to withhold medical procedures from their ward, when the procedures would only serve to prolong the dying process.

HISTORY

Current law is being interpreted as requiring that a guardian insist on the continuation of medical procedures, once begun, regardless of a medical judgment that those procedures will not provide relief or cure for the guardian's ward.

The bill does not require the guardian to accept the medical judgment, but gives them permission to accept or reject that judgment as they see fit.

A guardian is appointed by the court with the "same powers and duties respecting the ward that a parent has respecting an unemancipated minor child," except for the responsibility for care and maintenance.

health association of alaska

319 Seward St., Juneau, Alaska 99801 • (907) 586-1790
REPRESENTING ACUTE, LONG TERM AND OUTPATIENT FACILITIES

POSITION PAPER

GUARDIANSHIP LAW: NO CODE ORDERS

POSITION:

Guardians should be permitted to consent to the withholding of medical procedures which offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated. The current law, AS 13.26.150(e)(3) presently is being interpreted to require the continuation of "lifesaving medical procedures" no matter what value such procedures might offer the patient in terms of benefits received. The question which needs to be considered is whether the procedure offers relief or cure or rather is simply prolongation of the dying process by use of invasive and heroic means.

ACTION:

Amend AS 13.26.150(e)(3) to provide that a guardian is not required to oppose the cessation or withholding of lifesaving medical procedures when those procedures will serve only to prolong the dying process and offer no reasonable expectation of effecting a temporary or permanent cure of or relief from the illness or condition being treated.

December 6, 1985

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South Peninsula Hospital
Homer

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R. Dale Reynolds
Charrar North Hospital
Anchorage

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Dennis DeWitt
Juneau

FORMERLY

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state
hospital
association