CHAPTER 4 ARRANGEMENTS FOR THE PRESCRIPTION, ADMINISTRATION, REVIEW AND RECORDING OF MEDICINES

Police inquiry and expert witness reports

CHIs terms of reference for its investigation in part reflected those of the earlier preliminary inquiry by the police, whose reports were made available to CHI.

The police expert witnesses reviewed the care of five individual patients who died in 1998 and made general comments in the reports about the systems in place at the trust to ensure effective clinical leadership and patient management on the wards. The experts examination of the use of medicines in Daedalus, Dryad and Sultan wards, led to significant concern about three drugs, the amounts which had been prescribed, the combinations in which they were used and the method of their delivery. In summary:

- there was no evidence of policy to ensure the appropriate prescription and dose escalation of strong opiate analgesia as the initial response to pain. It was the view of the police expert witnesses that a more reasonable response would have been the prescription of mild to moderate medicine initially with appropriate review of any pain followed up,
- there was inappropriate combined subcutaneous administration of diamorphine, midazolam and haloperidol, which could carry a risk of excessive sedation and respiratory depression in older patients, leading to death
- there were no clear guidelines available to staff to prevent assumptions being made by clinical staff that patients had been admitted for palliative, rather than rehabilitative care
- a failure to recognise potential adverse effects of prescribed medicines by clinical staff
- clinical managers failed to routinely monitor and supervise care on the ward

Medicine usage

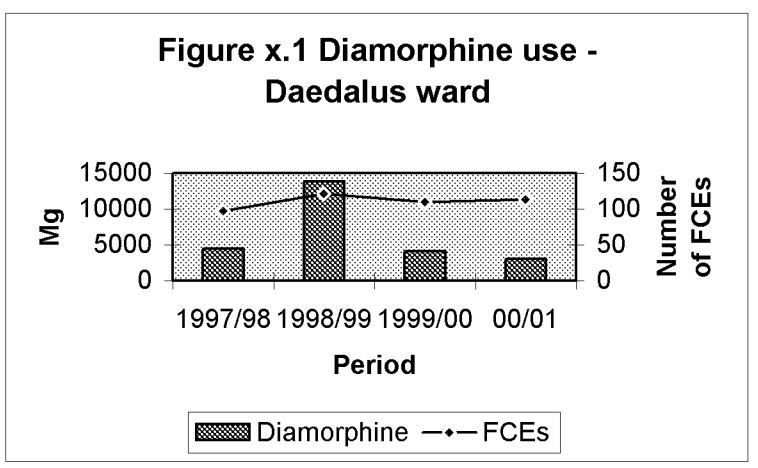
In order to determine the levels of prescribing at the trust between 1998 and 2001, CHI requested a breakdown from the trust of usage of diamorphine, haloperidol and midazolam for Daedalus, Dryad and Sultan wards. Data was also requested on the method of drug delivery. The data relates to medicines issued from the pharmacy and does not include any wastage, nor can it prove the amounts of medicines actually administered. As the data does not offer any breakdown of casemix, it is not possible to determine how complex the needs of patients were in each year. A detailed breakdown of medicines for each ward is attached at appendix H.

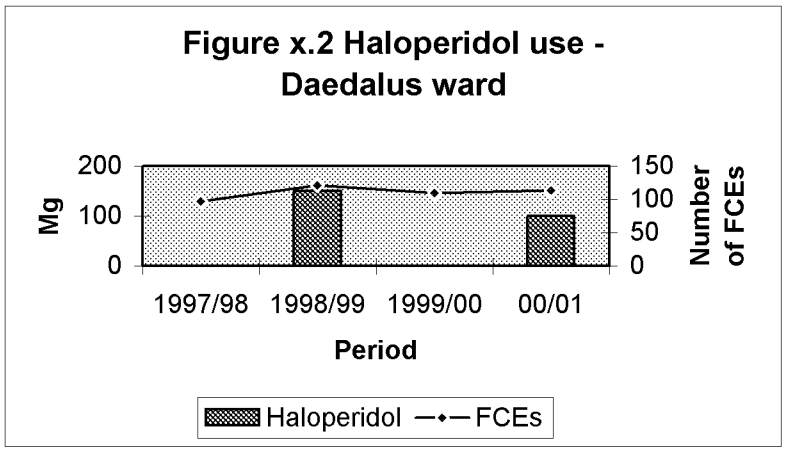
The experts commissioned by the police had serious concerns about the level of use of these three medicines (diamorphine, haloperidol and midazolam). CHI shares this view and believes the use and combination of medicines used in 1998 was excessive and outside normal practice. The following charts indicate the use of the respective

medicines by ward and year, plotted alongside the number patients treated (finished consultant episodes).

(Ali – these need to be set out 3 per ward)

Medicine issued 1997/1998-2000/2001 according to the number of finished consultant episodes per ward





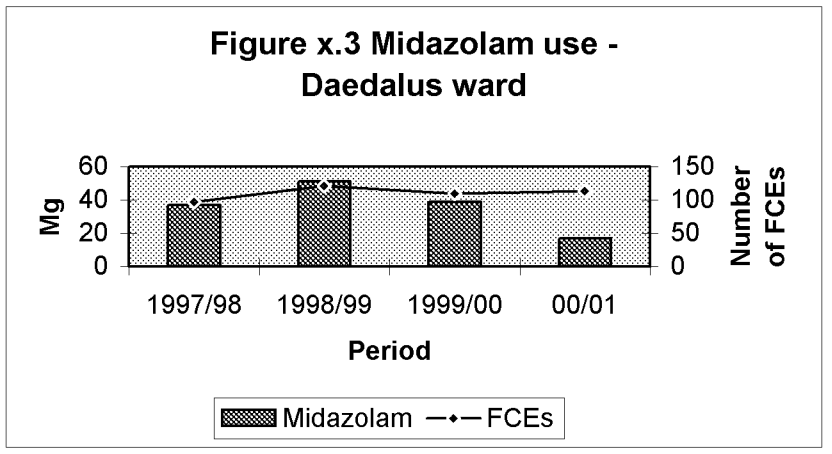


Figure x.3 Midazolam use -
Daedalus ward
60
40
20
0
Mg
150
100
50
0
Number of FCEs
1997/98
1998/99
1999/00
00/01
Period
Midazolam
FCEs

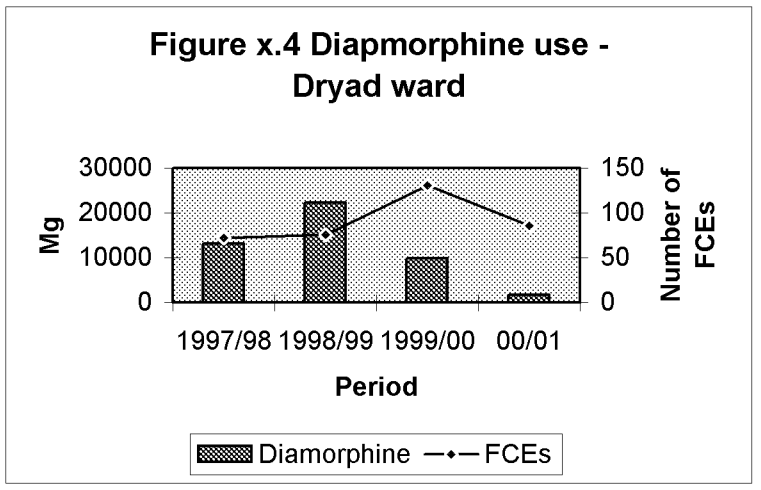


Figure x.4 Diapmorphine use -
Dryad ward
30000
20000
10000
0
Mg
150
100
50
0
Number of FCEs
1997/98
1998/99
1999/00
00/01
Period
Diamorphine
FCEs

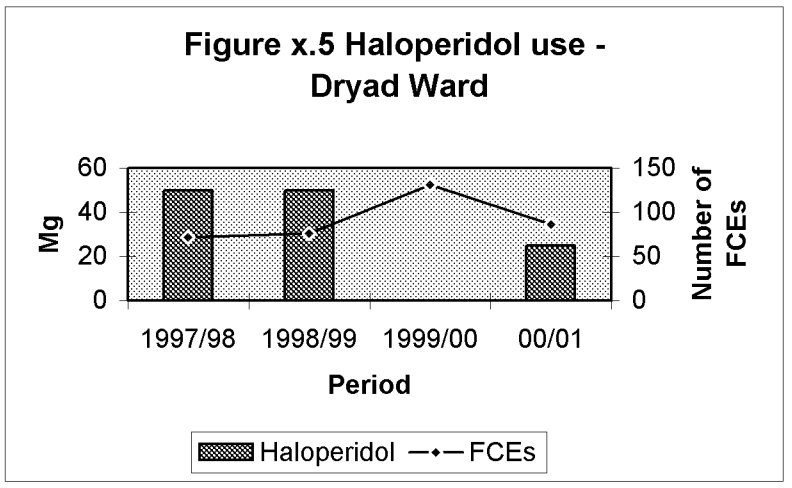


Figure x.5 Haloperidol use -
Dryad Ward
60
40
20
0
Mg
150
100
50
0
Number of FCEs
1997/98
1998/99
1999/00
00/01
Period
Haloperidol
FCEs

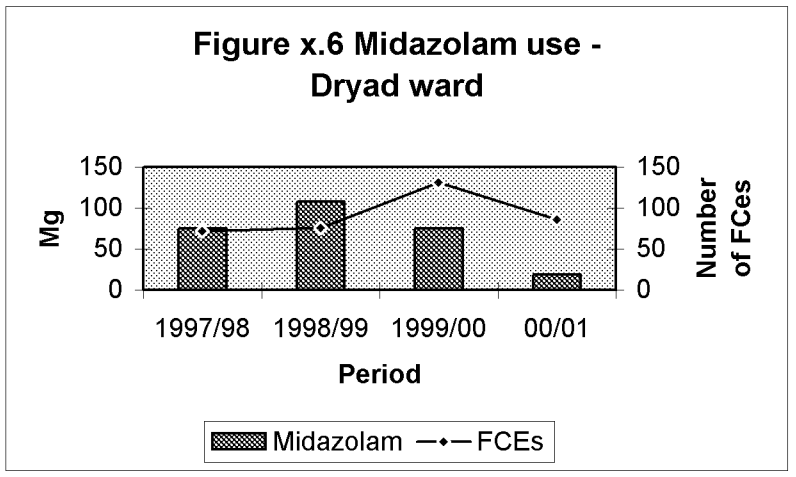
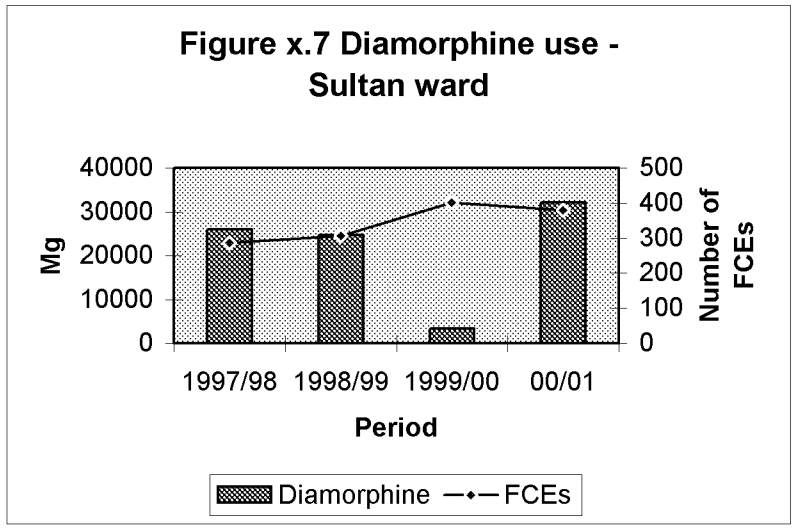
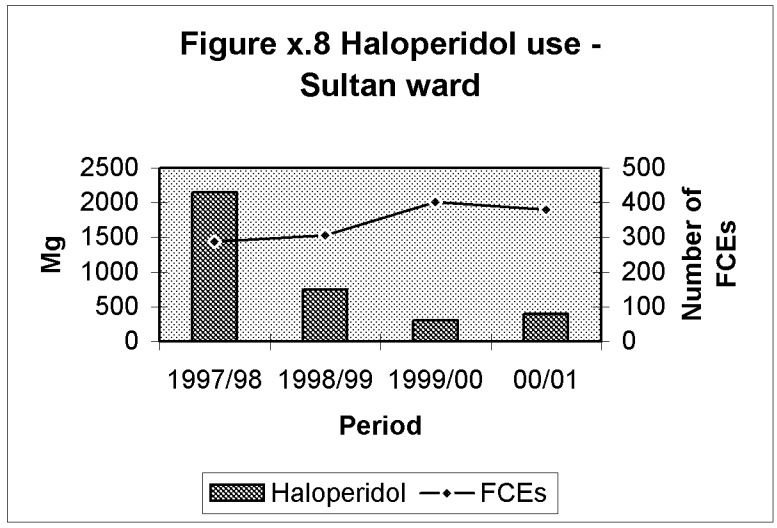
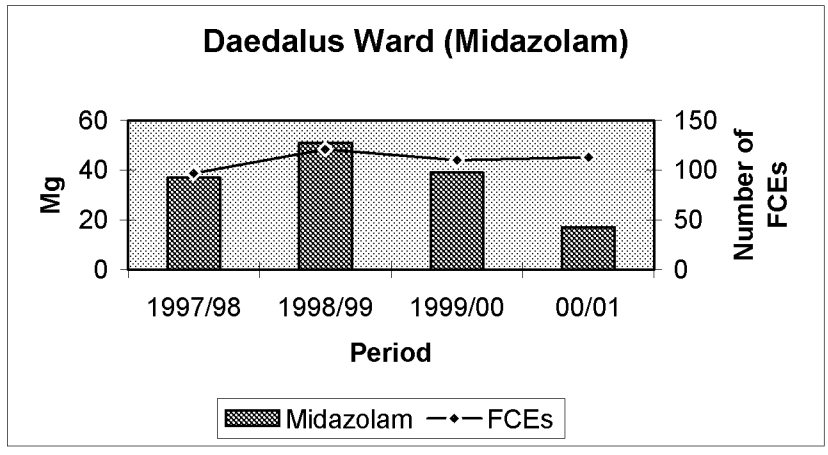


Figure x.6 Midazolam use -
Dryad ward
150
100
50
0
Mg
150
100
50
0
Number of FCes
1997/98
1998/99
1999/00
00/01
Period
Midazolam
FCEs



[where is midazolam chart for Sultan ward? Has last chart been wrongly titled?]





Assessment and management of pain

Part of the total assessment of each patient includes an assessment of any pain they may be experiencing and how this is to be managed. In 1998, the trust did not have a policy for the assessment and management of pain. This was introduced in April 2001, in collaboration with Portsmouth Hospitals NHS Trust, and is due for review in 2003. The stated purpose of the document was to identify mechanisms to ensure that all patients have early and effective management of pain or distress. The policy placed responsibility for ensuring that pain management standards are implemented in every clinical setting and sets out the following:

- the prescription must be written by medical staff following diagnosis of type(s) of pain and be appropriate given the current circumstances of the patient
- if the prescription states that medication is to be administered by continuous infusion (syringe driver) the rationale for this decision must be clearly documented
- all prescriptions for drugs administered via a syringe driver must be written on a prescription sheet designed for this purpose

CHI has also seen evidence of a pain management cycle chart and an 'analgesic ladder'. The analgesic ladder indicates the drug doses for different levels and types of pain, how to calculate opiate doses, gives advice on how to evaluate the effects of analgesia and how to observe for any side effects. Nurses interviewed by CHI demonstrated a good understanding of pain assessment tools and the use of the analgesic ladder.

CHI was told by some nursing staff that following the introduction of the policy, it took longer for some patients to become pain free and that medical staff were apprehensive about prescribing diamorphine. Nurses also spoke of a reluctance of some patients to take pain relief. CHI's case note review concluded that two of the fifteen patients reviewed were not prescribed adequate pain relief for part of their stay in hospital.

Many staff interviewed referred to the "Wessex guidelines" This is a booklet "Palliative Care Handbook Guidelines on Clinical Management" drawn up by Portsmouth Healthcare trust, the Portsmouth Hospitals Trust and a local hospice, in association with the Wessex palliative care units. These guidelines were in place in 1998. Although the section on pain focuses on patients with cancer, there is a clear highlighted statement in the guidelines that states "all pains have a significant psychological component, and fear, anxiety and depression will all lower the pain threshold".

The Wessex guidelines are comprehensive and include detail, in line with British National Formulary recommendations, *(need to check)* on the use, dosage, and side effects of drugs commonly used in a palliative care, rather that a rehabilitation environment.

CHI's random case note review of fifteen recent admissions concluded that the pain assistance and management policy is being adhered to. CHI was told by staff of the previous practice of anticipatory prescribing of palliative opiates. As a result of the pain and assessment policy, this practice has now stopped. CHI understands that one of the people who initiated this change of practice was the staff grade physician appointed in September 2000, who, based on knowledge gained elsewhere, had expressed concern over the range of anticipatory doses being prescribed on the wards.

Prescription writing policy

This policy was produced jointly with the Portsmouth Hospitals NHS Trust in March 1998. The policy covered the purpose, scope, responsibilities and requirements for prescription writing, medicines administered at nurses' discretion and controlled drugs. A separate policy covers the administration of intravenous medicines.

The policy has a section on verbal orders. Telephone orders for single doses of medicines can be accepted over the telephone by a registered nurse if the doctor is unable to attend the ward. According to United Kingdom Central Council guidelines (October 2000), this is only acceptable where, "the medication has been previously prescribed and the prescriber is unable to issue a new prescription. Where changes to the dose are considered necessary, the use of information technology (such as fax or email) is the preferred method. The UKCC suggests a maximum of 24 hours, in which a new prescription confirming the changes should be provided. In any event, the changes must have been authorised before the new dosage is administered."CHI understands that arrangements such as these are common practice in GP led wards and work well on the Sultan ward, with arrangements in place for GPs to sign the prescription within 12 hours. These arrangements were also confirmed by evidence found in CHI's case note review.

Administration of medicines

Medicines can be administered in a number of ways, for example, orally in tablet or liquid form, by injection and via a syringe driver. Some of the medicines used in the care of older people can be delivered by a syringe driver, which delivers a continuous subcutaneous infusion of medication. Syringe drivers can be an entirely appropriate method of medicine administration which provides good control of symptoms with little discomfort or inconvenience to the patient. Guidance for staff on prescribing via syringe drivers is contained within the trust's policy for assessment and management of pain. The policy states that all prescriptions for continuous infusion must be written on a prescription sheet designed for this purpose.

Evidence from CHI's case note review demonstrated good documented examples of communication with both patients and relatives over medication and the use of syringe drivers and the application of the trust's policy.

Information provided by the trust indicates that only two qualified nurses from Sultan ward had taken part in a syringe driver course in 1999. Five nurses had also completed a drugs competencies course. No qualified nurses from Dryad or Deadalus ward had taken part in either course between 1998 and 2001. Some nursing and healthcare support staff spoke of receiving syringe driver information and training from a local hospice.

Role of nurses in medicines administration

Registered nurses are regulated by the Nursing and Midwifery Council, a new statutory body which replaced the United Kingdom Central Council on 1 April 2002. Registered nurses must work within their code of professional conduct (UKCC, June 1992). The scope of professional practice (UKCC, June 1992) clarified the way in which registered nurses are personally accountable for their own clinical practice and for care they provide to patients. The standards for the administration of medicines (UKCC, October 1992) details what is expected of nurses carrying out this function and every nurse should have a copy of the standards.

Underpinning all of the regulations that govern nursing practice, is the requirement that nurses act in the best interest of their patients at all times. This could include challenging the prescribing of other clinical staff.

Review of medicines

The regular ward rounds and multidisciplinary meetings should include a review of medication by senior staff, which is recorded in the patient's case notes. CHI recognises the complexity of the multidisciplinary meetings. Despite this, a process should be found to ensure that effective and regular reviews of patient medication take place by senior clinicians and pharmacy staff.

CHI was made aware of one trust audit of medicines since 1998. In 1999, a review of the use of neuroleptic medicines, which includes tranquillisers such as haloperidol, within all trust elderly care continuing care wards concluded that neuroleptic medicines were not being over prescribed. The same review revealed that "the weekly medical review of medication was not necessarily recorded in the medical notes". The findings of this audit and the accompanying action plan, which included guidance on completing the prescription chart correctly, was circulated to all staff on Daedalus and Dryad wards, including part time staff and the clinical assistant. A copy was not sent to Sultan ward. There was a reaudit in late 2001 which concluded that overall use of neuroleptic medicines in continuing care wards remained appropriate.

Structure of pharmacy

PORTSMOUTH HEALTHCARE NHS TRUST HAS A SERVICE LEVEL AGREEMENT FOR PHARMACY SERVICES WITH THE LOCAL ACUTE TRUST, PORTSMOUTH HOSPITALS NHS TRUST. THE CONTRACT IS MANAGED LOCALLY BY A GRADE E PHARMACIST AND THE SERVICE PROVIDED BY A SECOND

PHARMACIST, WHO IS THE LEAD FOR OLDER PEOPLES SERVICES. PHARMACISTS SPEAKING TO CHI SPOKE OF A REMOTE RELATIONSHIP BETWEEN THE COMMUNITY HOSPITALS AND THE MAIN PHARMACY DEPARTMENT AT QUEEN ALEXANDRA HOSPITAL, TOGETHER WITH AN INCREASING WORKLOAD. PHARMACY STAFF WERE CONFIDENT THE PHARMACIST WOULD CHALLENGE LARGE DOSES WRITTEN UP BY JUNIOR DOCTORS BUT STRESSED THE NEED FOR A COMPUTERISED SYSTEM WHICH WOULD ALLOW CLINICIAN SPECIFIC RECORDS. THERE ARE SOME RECENT PLANS TO USE THE TRUST INTRANET TO PROVIDE A COMPENDIUM OF DRUG THERAPY GUIDELINES, ALTHOUGH THE INTRANET IS NOT EASILY AVAILABLE TO ALL STAFF.

PHARMACY TRAINING FOR NON PHARMACY STAFF WAS DESCRIBED AS "TOTALLY INADEQUATE" AND NOT TAKEN SERIOUSLY. NOBODY KNEW OF ANY TRAINING OFFERED TO CLINICAL ASSISTANTS

There were no systems in place in 1998 which could have alerted the trust to any unusual or excessive patterns of prescribing, although the prescribing data was available for analysis.

KEY FINDINGS

CHI has serious concerns regarding the quantity, combination and lack of review of medicines prescribed to older people on Dryad and Deadalus wards in 1998. This is based on the findings of police expert witnesses and pharmacy data provided for the wards. A protocol existed in 1998 for palliative care prescribing the "Wessex guidelines", this was inappropriately applied to patients admitted for rehabilitation.

The data provided by Portsmouth Healthcare NHS Trust shows an increase in the amount of diamorphine, haloperidol and midazolam used on Daedalus ward in 1998. Though CHI is unable to determine whether these levels of prescribing contributed to the deaths of any patients, it is clear that had adequate checking mechanisms existed in the trust, this level of prescribing would have been detected and prevented.

The useage of all three drugs in recent years illustrates a decline, reinforced by trust staff interviewed by CHI and by CHI's own review of recent case notes. This should be seen against a slight rise in patient numbers. Nursing staff interviewed confirmed the decreased use of both diamorphine and the use of syringe drivers since 1998. CHI's review of recent case notes confirmed that prescribing levels of diamorphine, midazolam and haloperiodol has reduced substantially.

CHI found some evidence to suggest a recent reluctance amongst clinicians to prescribe opiates though trust pharmacy data indicated ???? recent large increase in diamorphine used on Sultan ward – needs further explanation when have final graph.

CHI welcomes the introduction and adherence to policies regarding the prescription, administration, review and recording of medicines. Although the palliative care Wessex guidelines refer to non physical symptoms of pain, the trust's policies do not include methods of non verbal pain assessment and rely on the patient articulating when they are in pain.

CHI found little evidence to suggest that thorough whole patient assessments were being made by multidisciplinary teams in 1998. CHIs case note review concluded that this approach to care had been developed in recent years.

Pharmacy support to the wards in 1998 was inadequate. The trust were able to produce data in 2002 relating to the issue of medication by pharmacy in 1998. A system should have been in place to review and monitor prescribing at ward level, using data such as this as a basis.

RECOMMENDATIONS

The East Hampshire PCT and Fareham and Gosport PCT and should review all local prescribing guidelines to ensure their appropriateness for the current use of the wards.

The Fareham and Gosport PCT should review the provision of pharmacy services to Dryad, Deadalus and Sultan wards, taking into account the change in casemix and use of these wards in recent years. Consideration should be given to including pharmacy input into regular ward rounds.

As a priority, the Fareham and Gosport PCT must ensure that a system is in place to routinely review and monitor prescribing of all medicines on wards caring for older people. Consideration must be given to the adequacy of IT support available to facilitate this.

The Fareham and Gosport PCT and East Hampshire PCT, in conjunction with the pharmacy department, must ensure that all relevant staff are trained in the prescription, administration, review and recording of medicines