



Mind the Safety Gap: Reclaiming the role of the RN

Will you support improving patient health outcomes and safety by mandating that:

- Any new nursing hires in tertiary, quaternary, and cancer care hospitals be RNs
- All first home care assessments be conducted by an RN

Will you demand that health-care organizations use professional nursing care models?

Will you support increasing access to health services by implementing independent RN prescribing and allowing RNs to continue to initiate the controlled act of psychotherapy?

This is why

In May 2016, RNAO released a policy report entitled *Mind the safety gap in health system transformation: Reclaiming the role of the RN* which highlighted the health human resources necessary to achieve health system transformation.¹ The report concludes that trends in critical areas run counter to the Ontario government's goals for the health system transformation and putting "patients first," specifically:

- Nursing skill mix (number of RNs, RPNs, and unregulated care providers) in acute care, home care and long-term care is being diluted
- Organizational models of nursing care delivery that are being used create fragmentation of care provision instead of care continuity



Ontario needs more RNs

Ontario has the lowest RN-to-population ratio in Canada.² The Canadian Institute for Health Information (CIHI) figures show the province has only 703 RNs per 100,000 people compared to an average of 839 per 100,000 people in the rest of Canada.³ At the same time, the ratio of RPNs-to-population continues to increase.

RNs are often a patient's first point of contact with the health system and they are present in most health service delivery settings. Poll after poll shows that RNs enjoy the highest public trust compared to other occupations.⁴ In addition, studies conclusively show that employing RNs improves health and financial outcomes.⁵ And yet the Ontario government continues to enable the replacement of RNs with lesser qualified health-care workers. Often the result of budget constraints combined with rising salaries, this practice puts patient safety and outcomes at risk, especially at a time when patient complexity is increasing.

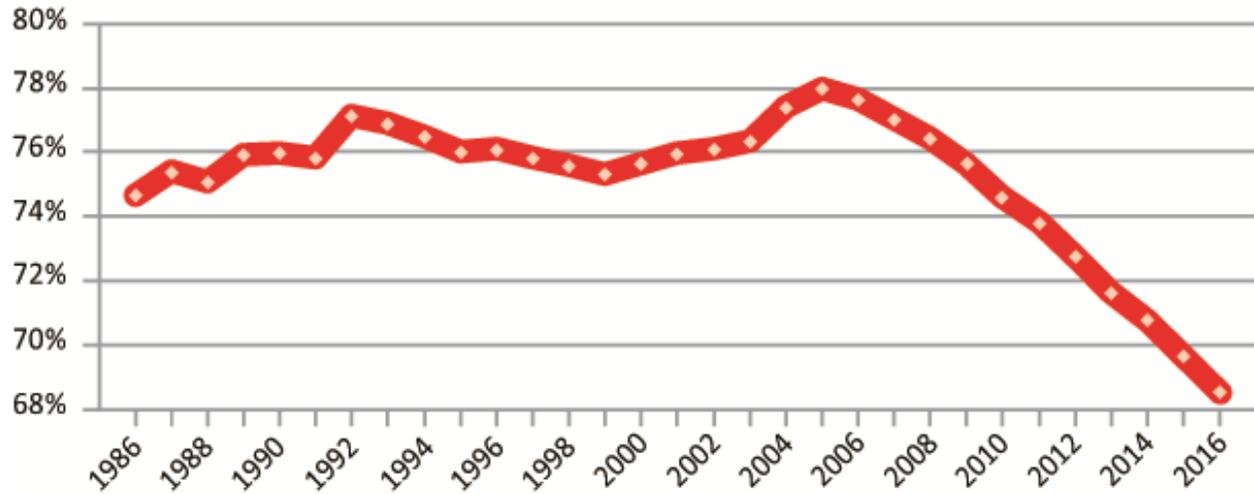


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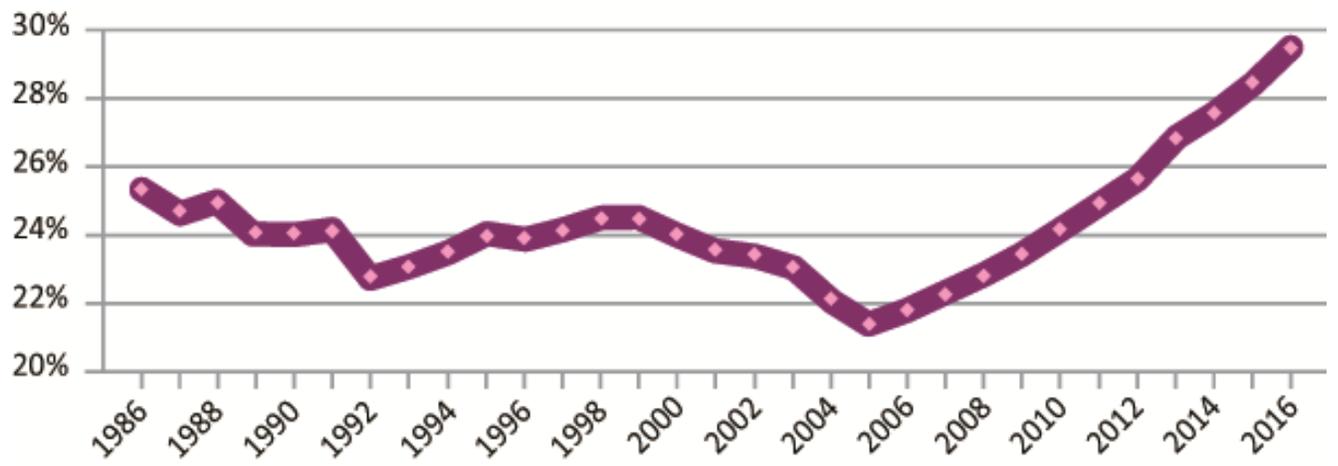
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RN SHARE OF ONTARIO NURSING EMPLOYMENT



RPN SHARE OF ONTARIO NURSING EMPLOYMENT



RN effectiveness

The largest ever publically available database of 70 years of research into RN effectiveness, released in 2017, shows that using RNs results in improved clinical and financial outcomes.⁶ Higher levels of care from RNs result in fewer deaths, pressure ulcers, pneumonia and other



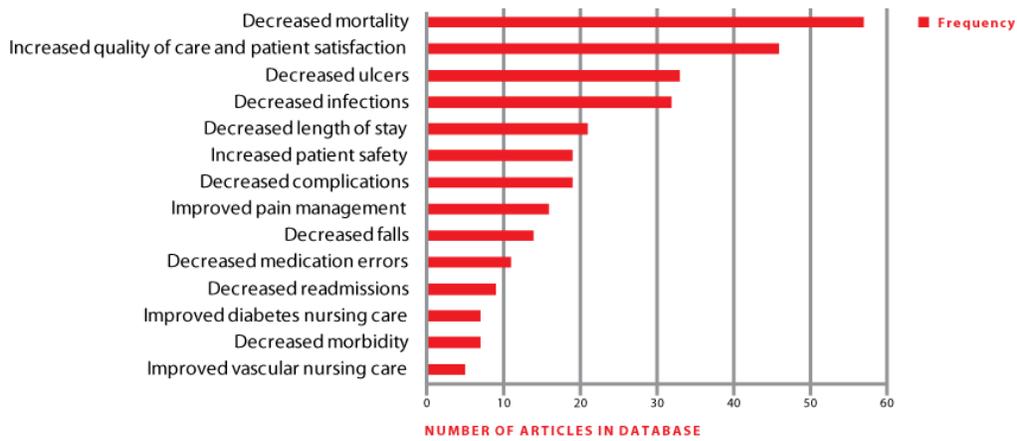
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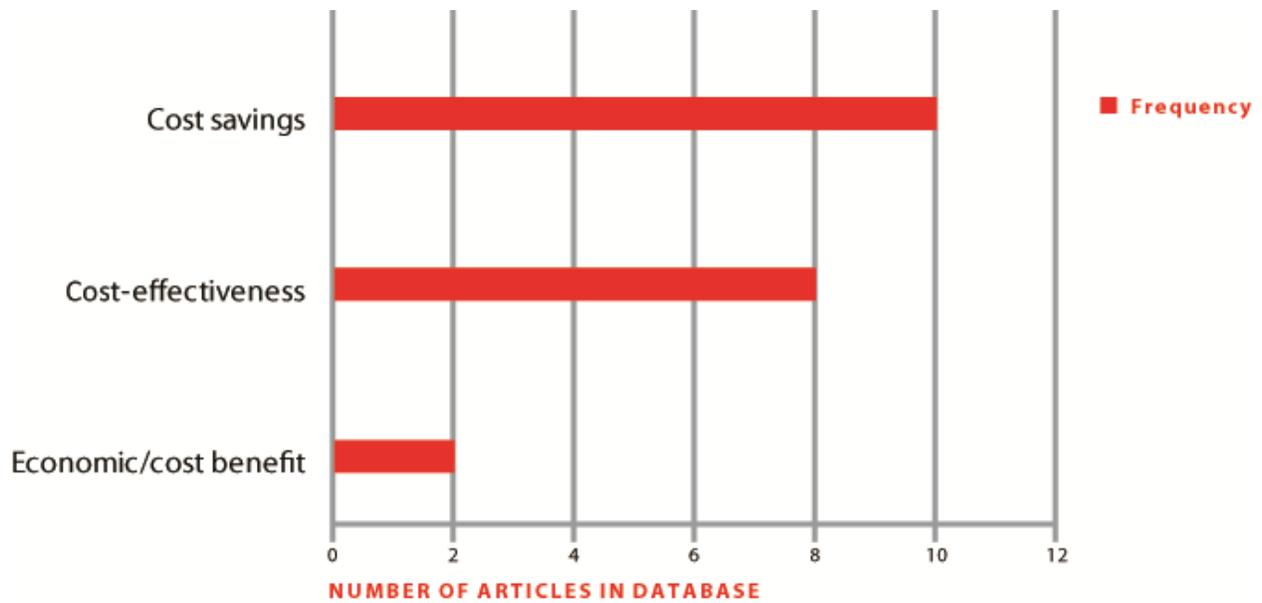


pulmonary events, sepsis and infections, upper gastrointestinal bleeds, cardiac arrests, falls, and medication errors. ^{7 8 9 10 11 12 13 14 15 16}

POSITIVE CLINICAL/PATIENT OUTCOMES



POSITIVE FINANCIAL OUTCOMES





In addition, patient outcomes improve when RNs provide direct care instead of assuming only a supervisory role.¹⁷ A higher proportion of RNs is also linked to shorter lengths of stay in hospital and improved organizational effectiveness.^{18 19 20}

POSITIVE ORGANIZATIONAL AND NURSE OUTCOMES



We need to have the right nurse in the right place
 The College of Nurses of Ontario (CNO) is clear that nursing skill mix should be determined based on three factors: the client, the nurse, and the environment. These factors should impact care provider assignment, or which category of nurse to match with patients, clients or residents based on their complexity, predictability, and risk of negative outcomes. More complex patients with less predictability and less stable environments should be cared for by RNs. Less complex patients, with predictability and a stable environment may be cared for by RPNs.²¹ Despite our warnings of the negative impact of RN replacement and risky assignments, RNAO continues to hear of these trends across the province in various health-care settings and sectors. RNAO is not sitting idly by as RN replacement is occurring and functional models²² of nursing care delivery are re-emerging. We have issued multiple [action alerts](#) calling on nurses, other health professionals and the public to respond. Despite over 28,000 responses, no action has been taken by government.

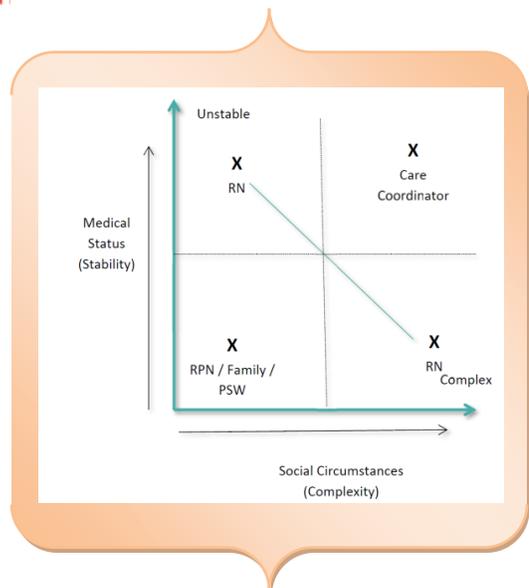


Fig. 1. Optimizing Ontario's Nursing Workforce³⁴



RNAO is calling on the Ontario government to mandate that any new nursing hires in tertiary, quaternary and cancer care hospitals be RNs with a long-term goal of having an all RN-workforce in these settings within three years and in large community hospitals within five years. These centres are designed to provide care specifically to persons with high degrees of complexity and instability. Diluting RN care in these settings is risky to patient safety and outcomes.

The complexity and prevalence of patients receiving home care have also increased as patients are being discharged earlier from hospital.²³ The practice of home care nursing is complex, requiring a diverse knowledge base to manage patient care across the lifespan.²⁴ During the initial visit, the complexity and stability of the patient is often unknown.²⁵ It is critical that all initial home health-care visits be provided by an RN because they have the advanced knowledge, skill, and judgment required to perform a comprehensive assessment and develop a care plan that ensures a patient's complex needs are met safely in their homes.²⁶

Models of nursing care

RNAO believes that a nursing human resources strategy is not as simple as increasing the number of staff. It is about effectively matching human resources with the needs of patients.²⁷ It is imperative that nurses are fully engaged in the evolution of the health system to ensure service delivery remains person-and family-centred and of high quality.²⁸ This can only be accomplished through evidence-based practice and policy that includes: the appropriate number of RN staff; full and expanded scope of practice utilization; robust interprofessional practice; effective organizational models of nursing care delivery; the appropriate skill mix; and evidence based clinical practice.

The replacement of RNs with less qualified providers often goes hand-in-hand with implementing organizational models of nursing care delivery that fragment patient care. These models focus on parceling out patient care into a series of tasks to be completed. This practice, known as "functional nursing," was abandoned in the 1970s due to its detrimental impact on patient experience and outcomes, and it has now reemerged as "team nursing." Functional models of nursing care view nursing as a broad set of tasks (e.g. medication administration, dressing changes, baths, and vital signs) that can be carried out by a variety of workers (e.g. RNs developing care plans, RPNs performing vital signs, and PSWs giving baths).²⁹ Fragmenting patient care based on tasks results in miscommunication and errors. With the care provider focused on the task at hand rather than connecting all aspects of care to form a complete picture of the person's health, they are not able to intervene in a timely manner when necessary. Implementation of these models is often motivated by budgetary restraints combined with rising salaries. This is a misguided attempt to save money and control local health-care spending by placing greater reliance on cheaper staff to deliver nursing services. Functional (or task-oriented



nursing) is criticized for not recognizing clients as individuals and devaluing aspects of psychosocial care.³⁰

In contrast, primary nursing (or total patient care models) assign individual patients to the most appropriate nurse (RN or RPN) who acts as their primary nurse throughout the entire care process, providing all aspects of nursing care. This model facilitates comprehensive care of clients and is linked to improved patient outcomes as the nurse is better able to detect threats to patient safety and intervene promptly to avoid adverse events.³¹

Primary nursing is associated with improved outcomes for patients, nurses, and work environments when implemented through a supportive culture.³² When nurses practise in primary nursing models, they have more autonomy, increased accountability for the care they provide, and improved clinical decision-making skills.³³ Evidence indicates that models of primary nursing are less costly for organizations than team-based models due to the decrease in administrative and supervisory activities.^{34 35}

Increase access to care by RNs

RNs are autonomous health professionals who practice independently and collaboratively within interprofessional teams. With 104,483 RNs registered to practice with the College of Nurses of Ontario,³⁶ expanding their scope of practice will secure timely access to quality health services across Ontario, and lead to a more efficient and effective health system. Unfortunately, Ontario has stagnated in achieving scope expansion for RNs. Despite the move to a mandatory BScN entry requirement for RNs in 2005 – which involved a curricula change from three years to four years – there has been no recent scope expansion for RNs. The time has come to make transformative changes.

RN prescribing

The *Primary Solutions for Primary Care* report released in 2012 recommends expanding the scope of practice for RNs to include prescribing.³⁷ The report was fully endorsed by all political parties and other key stakeholders.³⁸

On May 17, 2017, Bill 127, *Stronger, Healthier Ontario Act (Budget Measures) Act*, received royal assent. This bill amended the *Nursing Act, 1991* to “...permit registered nurses who are not nurse practitioners to prescribe drugs that are designated in the regulations.”³⁹ Amendments to the *Nursing Act* also give RNs authority to communicate a diagnosis for the purpose of prescribing a medication, yet they do not enable RNs to perform diagnostic tests, which is a necessary aspect of formulating a diagnosis. On June 28, 2017, the CNO received a letter from Minister of Health and Long-Term Care Dr. Eric Hoskins directing CNO to do the necessary work to enable RN prescribing. RNAO is urging the CNO to move forward with drafting regulations to allow RNs to independently prescribe medications.



Once regulations are passed, Ontario will become the first Canadian jurisdiction where RNs can prescribe medications and communicate diagnoses for the purpose of prescribing medications. RNAO continues to push for the necessary legislative changes to the *Laboratory and Specimen Collection Centre Licensing Act* to allow RNs to perform point-of-care tests which will expand their ability to diagnose and prescribe medications accordingly.

Independent prescribing will allow RNs to prescribe medications under their own authority within a regulated scope of practice and within their clinical competency area, without restricting them to a limited or pre-defined formulary. This model has been successfully used in the United Kingdom for the past 15 years and for the past 10 years in Northern Ireland, Australia, and New Zealand.

RNAO recommends two phases to the implementation of independent RN prescribing. The first phase would be to expand the scope of currently practising RNs who choose to integrate prescribing into their practice. These RNs would be required to complete a 300-hour postgraduate course and pass the final evaluative component. Once they have successfully passed, they will be granted a designation on their registration enabling them to practice to an expanded scope. RNAO expects this phase to come into effect in 2018.

The second phase would incorporate the curriculum from the course into undergraduate nursing programs within three years. The new competencies would be reflected in RNs' entry-to-practice exam and become part of entry-to-practice requirements. The efficacy of Ontario's health system depends largely on advancing access to care through innovative and evidence-informed enhancements, and independent RN prescribing will be an effective example of that. RNAO expects this phase to come into effect in 2021.

Psychotherapy

On Dec. 30, 2017, the Ontario government proclaimed psychotherapy as a controlled act. RNs, along with five other regulated professions (social workers, occupational therapists, physicians, psychologists, psychotherapists), are authorized to continue to treat patients using psychotherapy techniques during a two-year exemption period before the controlled act will be enforced.

A large number of nurses, including nurses working in mental health, are already performing and initiating psychotherapy and have been doing so for many years. RNAO has strongly advocated that RNs who have the appropriate education and training be able to continue initiating the controlled act of psychotherapy. However, unlike other regulatory colleges for the professions authorized to use psychotherapy, CNO wants RNs to obtain an order to perform the controlled act of psychotherapy from a prescriber (a nurse practitioner or physician). This decision was made despite recommendations from HPRAC that each of the colleges should outline



appropriate guidelines and standards for their members and avoid dual memberships,⁴⁰ and despite the fact that some RNs have long been able to independently initiate and deliver psychotherapy. Many RNs have more extensive experience and training in psychotherapy than some other members of the five professions.

RNs who meet the conditions for initiating a controlled act, as with others who have the authority to practice psychotherapy, are best situated to assess their own knowledge, skill, and judgment; a specific client's condition; and the appropriateness of intervention. They are more than capable of accepting sole responsibility for initiation.

On Dec. 21, 2017, the CNO Council received a letter from Minister Hoskins asking that the CNO revisit its requirement that RNs obtain an order to perform the controlled act of psychotherapy. If CNO does not reverse its decision, it will create a barrier for Ontarians to access valuable mental health services. There is a large body of evidence which supports the need for mental health services, especially in primary care settings, and a need for professionals who have the adequate skills, training and knowledge to deliver them.^{41 42} Furthermore, establishing direct accountability for initiating and performing psychotherapy as a controlled act will best protect the public. RNAO has repeatedly urged CNO to reconsider its approach to psychotherapy initiation since 2014.^{43 44 45 46}

RNAO's RECLAIMING THE ROLE OF THE RN ASKS

- Require that all new nursing hires in tertiary, quaternary, and cancer care hospitals be RNs
- All initial home health care visits be provided by an RN
- Require professional models of nursing care that advance care continuity and avoid care fragmentation (primary or total patient care) across all sectors of the health system
- Ensure RNs can order lab tests and prescribe medications for common ailments
- Integrate RN prescribing into the baccalaureate nursing curriculum by 2021
- Allow RNs to continue to initiate the controlled act of psychotherapy



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