

# **Tuhinga whai tohutohu** **Consultation document**

## **Review of the** **Enrolled Nurse Scope of Practice** **Scope Statement**

December 2022

## **Nā te Kaiwhakahaere Matua – From the Chief Executive**

E ngā iwi, tēnā koutou katoa,

The Council sets scopes of practice in line with the Health Practitioners Competence Assurance Act 2003, to ensure that the public of Aotearoa New Zealand are safe and can have confidence in the competence and quality of our nursing workforce. The environment in which nurses practise is a dynamic one, and it is important that our work reflects the changing landscape for health and disability support.

I am therefore pleased to present for consultation the review of the Enrolled Nurse Scope of Practice that reflects contemporary and emerging research, policy, and best regulatory practice. This will ensure Enrolled Nurses are competent to practise in a culturally safe, competent, and ethical manner. It reflects the Council's commitment to Te Tiriti o Waitangi and the role Enrolled Nurses have to play in improving health equity for Māori.

Reflecting our commitment to Te Tiriti partnership within this review, we have been guided by NZNO's Enrolled Nurse section and Te Poari o Te Rūnanga o Aotearoa. We are conscious of engaging Māori Enrolled Nurses in this respect with a commitment to go out for broader sector consultation.

We have begun by reviewing the Scope Statement as this represents the foundational definition of practice which the Competencies and Standards will need to reflect. Revising the statement provides the opportunity to consider what the Enrolled Nurse 'is', what Enrolled Nurses do, and what role Enrolled Nurses play in the Aotearoa, New Zealand health system. This will also provide an opportunity to highlight issues of concern to Enrolled Nurses that are out of scope of this specific review, but which the Council may wish to consider in future. We then anticipate reviewing the Competencies and Standards in conjunction with each other.

This consultation document supports you to have your say on the reviewed Enrolled Nurse Scope of Practice. It sets out both what we are proposing to do and our reasons for doing so. We recognise changing a scope of practice can have unintended consequences on other scopes of practice or roles, therefore, we welcome this opportunity for you to raise these to inform the Council's future work programme.

Developing a reviewed scope of practice has involved background discussions, research, and deliberations across the sector. I would like to acknowledge the expertise, views, and time of the Design and Sector Reference Groups and others who have contributed to this important mahi so far.

Ngā mihi nui,

Catherine Byrne,

Chief Executive / Registrar Nursing Council New Zealand

## **Pēhea te urungi i ō mātou tuhinga – How to navigate our documents**

We are presenting our consultation documents in two parts for clarity, and in recognition of the breadth of information. These two parts are as follows:

- The first is this **consultation paper** which gives a brief overview of what we are asking, and sets out how to respond
- The second is our **technical background document**, that is available on the [consultation webpage](#), which gives a detailed rationale for the changes we are proposing, and information about the context to this work.

## **Pēhea te whakatakoto tāpaetanga – How to make a submission**

We value your views and encourage you to respond to this consultation.

Our consultation questions can be found toward the end of this document, and throughout the technical background document. **The survey to make a submission can be found [here](#).**

The closing date for submissions is **Monday 13<sup>th</sup> February 2023**.

**Alternatively, you can send your feedback to [enreview@nursingcouncil.org.nz](mailto:enreview@nursingcouncil.org.nz)**

## **He aha anō o mātou huarahi? – What are our next steps?**

The feedback and advice we receive during consultation will be considered by the Design Group and the proposed scope statement revised appropriately. It will then be formally proposed to the members of the Nursing Council's Board for their consideration and approval.

We will consider the outcome of this consultation and publish our analysis of the results on the Nursing Council website. Depending on the themes and issues that are raised, we may seek some additional expert advice or carry out some more targeted consultation with specific organisations or groups of nurses before the Council finally decides on any changes.

## **Āwhea tīmata ai ēnei panoni, ka pēhea te whakatutuki i ēnei panoni – When and how will these changes take place?**

We are aware that changes to the EN scope of practice and subsequent competencies and education standards will have an impact on prospective Enrolled Nurses, the health sector, and education providers. In recognition of this, please be assured that we will work alongside the sector to implement any changes that come as a result of this consultation and, at this stage, we estimate that this may take place over the course of 2023. Please note that these timeframes are estimates at this stage, and we will give plenty of advance notice to all affected organisations before we implement any changes.

## **Te Tiriti o Waitangi me te Wairua Tōkeke mō te Māori - Te Tiriti o Waitangi and equity for Māori**

The Council carries out its functions within the context of its commitments, responsibilities, and obligations under Te Tiriti o Waitangi, and has developed a Te Tiriti o Waitangi statement and framework to guide its work. The statement and framework adopt Te Tiriti principles and some of the goals from Whakamaua: Māori Health Action Plan 2020-2025.

The Council as a Tiriti partner has articulated the ways in which we can uphold Te Tiriti o Waitangi through our Te Tiriti policy statement and framework. The Tiriti principles we have articulated can be used as a tool to develop not only the work, but our way of working. Key actions we have identified to uphold Te Tiriti through this review include:

- Identifying and building relationships with tangata whenua partners to work alongside us
- Collaborating with Tōpūtanga Tapuhi Kaitiaki o Aotearoa /Te Pōari as a key strategic partner
- Examining the data to understand the current representation of Māori nurses within enrolled nursing, and the workforce as a whole
- Understanding historical tangata whenua connections to enrolled nursing and working in partnership to enact aspirations for the future.

One important way in which we can uphold Te Tiriti in our regulatory work is through ensuring an appropriately prepared and competent Enrolled Nurse workforce, where our definition of competence includes a strong focus on Kawa Whakaruruhau and cultural safety. The Council's statutory role is to protect public safety and this includes requiring culturally safe practice in the context of Te Tiriti o Waitangi. This is especially important as we work towards equitable health outcomes for tangata whenua.

### **Arotakenga Hōkaitanga o te Wainga Tapuhi Whakauru - Enrolled Nurse Scope of Practice review**

In this consultation, Te Kaunihera Tapuhi o Aotearoa Nursing Council of New Zealand is seeking views on a proposed new scope statement for the Enrolled Nurse Scope of Practice. A scope statement is part of three elements of a Scope of Practice. It describes the nature of the role, and sits alongside the nursing competencies that define what makes competent practitioners in that scope, and the education standards for programmes that develop competent practitioners. Under the Health Practitioners Competence Assurance Act 2003 (the Act), setting scopes is one of the core functions of the Council.<sup>1</sup>

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<sup>1</sup> The other two Scopes of Practice set by the Council are for Registered Nurses and Mātanga Tapuhi Nurse Practitioners.

The current scope statement for Enrolled Nurses was approved by the Nursing Council in 2010 and formally published in 2012.

The Design Group has developed the following new Enrolled Nurse scope statement. The proposed changes to the Enrolled Nurse Scope of Practice reflect the Council's desire to modernise the current scope statement by:

- clearly recognising commitment to, and the position of, Te Tiriti o Waitangi within the Kawa Whakaruruhau framework for cultural safety
- reflecting more breadth of practice in the scope statement
- removing specific prescription of tasks and
- better reflecting the appropriate position of Enrolled Nurses with respect to Registered Nurses and other practitioners.

### **Proposed Enrolled Nurse Scope of Practice Statement**

The practice of Enrolled Nursing in Aotearoa New Zealand reflects concepts, knowledge, and worldviews of both partners to Te Tiriti o Waitangi. Enrolled nurses are committed to upholding and enacting Te Tiriti o Waitangi ngā mātāpono – or principles, based within the Kawa Whakaruruhau framework for cultural safety, with respect to equity, inclusion, and diversity.

The Enrolled Nurse works in partnership and collaboration with the health consumer, their whānau, communities, and the wider healthcare team to deliver equitable person/whānau/whakapapa-centred general nursing care, advocacy, and health promotion across the life span in all healthcare settings. Their practice is informed by their level of educational preparation and practice experience, and may include a leadership or coordination role within the healthcare team.

Enrolled Nurses manage the health status of the health consumer through nursing assessments, care planning, implementation, and evaluation of care, and in some settings, seeking guidance from a Registered Nurse or other registered health practitioners.\* They are accountable and responsible for their nursing practice ensuring all health services they provide are consistent with their education and assessed competence, legislative requirements, and are supported by appropriate standards.

\*A health practitioner is a person who is registered under the Health Practitioners Competence Assurance Act 2003 – for example a midwife, medical practitioner or occupational therapist.

You can compare the proposed Enrolled Nurse Scope of Practice with the current Scope as set out below.

### **Enrolled Nurse Scope of Practice<sup>2</sup>**

Enrolled Nurses practise under the direction and delegation of a Registered Nurse or Nurse Practitioner to deliver nursing care and health education across the life span to health consumers in community, residential or hospital settings.

Enrolled Nurses contribute to nursing assessments, care planning, implementation, and evaluation of care for health consumers and/or families/whānau. The Registered Nurse maintains overall responsibility for the plan of care.

Enrolled Nurses assist health consumers with the activities of daily living, observe changes in health consumers' conditions and report these to the Registered Nurse, administer medicines, and undertake other nursing care responsibilities appropriate to their assessed competence.

In acute settings, Enrolled Nurses must work in a team with a Registered Nurse who is responsible for directing and delegating nursing interventions.

In some settings, Enrolled Nurses may coordinate a team of health care assistants under the direction and delegation of a Registered Nurse.

In some settings, Enrolled Nurses may work under the direction and delegation of a registered health practitioner.\* In these situations, the Enrolled Nurse must have registered nurse supervision and must not assume overall responsibility for nursing assessment or care planning.

\*A health practitioner is a person who is registered under the Health Practitioners Competence Assurance Act 2003 – for example, a midwife, medical practitioner, or occupational therapist.

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<sup>2</sup> <https://www.nursingcouncil.org.nz/>

## He aha tā mātou e marohi ana? – What are we proposing?

Our accompanying technical background document - Tuhinga Kōrero Whakamuri Hangarau contains detail about our rationale for this change. We are seeking your views about:

<b>He aha tā mātou e marohi ana? - What are we proposing?</b>	<b>He aha ai? – Why?</b>
<b>Proposed New Scope Statement</b>	<p>Internationally and in research literature, there are a wide variety of approaches to defining scopes of practice. A scope of practice is a broad description of the role associated with the educational preparation and level of the nurse. It is provided as a foundation for establishing standards of nursing practice, nursing education, nursing roles and responsibilities, and is defined within the legislative and regulatory framework of the country in which the nurse works (ICN, 2013).</p> <p>The Design Group has developed the following new Enrolled Nurse scope statement. The proposed changes to the Enrolled Nurse Scope of Practice reflect the Council’s desire to modernise the current scope statement by:</p> <ul style="list-style-type: none"><li>• clearly recognising commitment to and the position of Te Tiriti o Waitangi, within the Kawa Whakaruruhau framework for cultural safety</li><li>• reflecting greater breadth of practice in the scope statement</li><li>• removing specific prescription of tasks and</li><li>• better reflecting the appropriate position of Enrolled Nurses with respect to Registered Nurses and other practitioners.</li></ul>

<p><b>He aha tā mātou e marohi ana?</b></p> <p><b>What are we proposing?</b></p>	<p><b>He aha ai? - Why?</b></p>
<p><b>Te Tiriti o Waitangi and Kawa Whakaruruhau Framework for Cultural Safety</b></p>	<p>The new scope statement is intended to ensure the position and importance of Te Tiriti o Waitangi, Kawa Whakaruruhau, and cultural safety in the practice of enrolled nursing. The current Enrolled Nurse Scope does not refer to Te Tiriti o Waitangi, Kawa Whakaruruhau or cultural safety.</p> <p>Te Tiriti o Waitangi guarantees the protection of Māori intellectual property and cultural integrity as taonga. The principles of cultural safety are broadly based and applied.</p> <p>The Council acknowledges Kawa Whakaruruhau<sup>3</sup> refers to a specific concept or approach and acknowledges the mana and wehi of ngā wāhine Māori, especially Dr Irihapeti Ramsden, who led, persisted, and worked tirelessly in the development of Kawa Whakaruruhau.</p> <p>Kawa Whakaruruhau remains one of the most significant pieces produced and published in the Aotearoa New Zealand health sector. It critiques the impact of western (or colonial)-centred nursing practices that have dominated the health sector since colonisation in Aotearoa, New Zealand. It is a necessary response to the painful experiences of Māori communities. The need to change access to and delivery of equitable health care is based on the premise of 'by Māori for Māori'.</p> <p>The Design Group firmly believes the scope must acknowledge this clearly to ensure Enrolled Nurses are supported to deliver care that is culturally safe and responsive to the rights and needs of tangata whenua, and does not entrench existing health inequities.</p> <p>Kawa Whakaruruhau requires a commitment to purposeful collaboration between all individuals and groups involved.</p>

<sup>3</sup> <https://www.nursingcouncil.org.nz/>

<p><b>He aha tā mātou e marohi ana?</b></p> <p><b>What are we proposing?</b></p>	<p><b>He aha ai? - Why?</b></p>
	<p>Communication and acknowledging the importance of providing each other with the necessary space to voice one's own concerns and ideas are also essential. In doing so, we can take real, and practical steps towards re-enhancing the mana of Kawa Whakaruruhau as a taonga which needs to be protected by those who engage with it. Thus, the principles are not only limited to those who identify as Māori, but also peoples from all communities.</p> <p>The Council recognises Kawa Whakaruruhau as a taonga which has been gifted to the nursing profession as a tool to add to our own kete of knowledge. We are proposing that the mana of the Kawa Whakaruruhau framework for cultural safety fundamentally needs to be central to the Enrolled Nurse Scope of Practice foundation statement.</p>
<p><b>Differentiating nursing scopes of practice</b></p>	<p>The new scope is intended to describe enrolled nursing practice more broadly, reflecting a breadth of practice across the life span while recognising the Enrolled Nurse's level of educational preparation and practice experience. There is extensive discussion in the international literature on lack of clarity and confusion with the Enrolled Nurse Scope of Practice, particularly regarding distinction from the Registered Nurse Scope of Practice, as discussed later in the technical document. However, while there are areas of overlap between nursing scopes, there are differences that are based on entry-level and ongoing nursing knowledge and competencies (RPNAO, 2018).</p> <p>This proposed change is intended to enable a more optimal scope of practice, recognising the Enrolled Nurse works in partnership and collaboration with the health consumer, their whānau, communities, and the wider healthcare team. This may include a leadership or coordination role within the healthcare team, taking into account the differences in role expectations.</p>
<p><b>Direction and delegation</b></p>	<p>The Design Group is proposing to remove the requirement for Registered Nurse "direction and delegation" to the Enrolled Nurse, focusing instead on an Enrolled Nurse</p>

<p><b>He aha tā mātou e marohi ana?</b></p> <p><b>What are we proposing?</b></p>	<p><b>He aha ai? – Why?</b></p>
	<p>establishing a relationship with the Registered Nurse and wider healthcare team. The Council recognises that additional guidance on this relationship will likely need to be developed with the sector if there are changes to this requirement.</p> <p>One of the distinguishing features of the current Enrolled and Registered Nurse Scopes of Practice and their respective competencies is that the direction and delegation relationship is a professional competency required by all nurses who are registered with the Nursing Council of New Zealand (NCNZ, 2011).<sup>4</sup></p> <p>International nurse regulators from countries with comparable health systems to Aotearoa have differing requirements for Registered Nurse’s responsibility, direction, and delegation or direct supervision. Hughes (2017) contends the term “direction and delegation” is used only in New Zealand. However, literature from Europe, the United States, the Nordic countries, Australia, and Korea notes the tension and barriers associated with delegation interactions (see discussion in the technical document)</p>
<p><b>Enrolled Nurse title</b></p>	<p>The Design Group has had an in-depth kōrero on the Enrolled Nurse title. The Group acknowledges both the historical trauma for Māori related to the connotations of a second-level scope of nursing, and the hurt and distress for Enrolled Nurses impacted by legislative and structural changes to the scope and title over time. This is discussed more fully later in this document.</p> <p>Titles are important and are used to inform the public of a healthcare worker’s scope of practice and professional identity. However, these titles vary by country and may vary within the same country. Where the titles are the same, the nurse’s role and responsibilities may differ by country or jurisdiction. Commonly, there are four categories of titles for nurses outlined by WHO (2009): first level or RN, second level</p>

<sup>4</sup> The Registered Nurse Scope Statement states that RNs “delegate to and direct Enrolled Nurses” (among other groups of health workers), and RN Competency 1.3 refers to “directing, monitoring and evaluating nursing care that is provided by enrolled nurses and others”.

<p><b>He aha tā mātou e marohi ana?</b></p> <p><b>What are we proposing?</b></p>	<p><b>He aha ai? - Why?</b></p>
	<p>or Licensed/Enrolled/Practical Nurse, specialty midwife, and no professional level (RPNAO, P.8, 2018).</p> <p>We are seeking the profession’s view on the Enrolled Nurse title through this consultation. The Nursing Council is not at this point proposing to change the name of the Enrolled Nurse scope. However, we are seeking the profession’s views on the appropriateness of the name, and how this part of the nursing profession might be described in the future. This will be shared with the profession to support ongoing discussions about the title and future recommendations to the Council.</p>

## Ngā pātai whaitohutohu - Consultation questions

Please find our consultation questions below. [You can access our survey here,](#) alternatively complete this written survey and email to: [enreview@nursingcouncil.org.nz](mailto:enreview@nursingcouncil.org.nz)

<p><b>Kaupapa - Subject</b></p>	<p><b>Ngā pātai whaitohutohu - Consultation questions</b></p>	<p><b>Your response</b></p>
<p><b>The proposed new scope statement</b></p>	<p>Overall, do you support the proposed Enrolled Nurse Statement?</p> <p>Yes/No</p> <p>Do you have any comments you would like to make?</p>	

<b>Kaupapa - Subject</b>	<b>Ngā pātai whaitohutohu - Consultation questions</b>	<b>Your response</b>
	What are the strengths or potential benefits of the draft scope statement? Please list up to three.	
	What are the weaknesses or potential risks of the draft scope statement? Please list up to three	
<b>Te Tiriti o Waitangi and Kawa Whakaruruhau Framework for Cultural Safety</b>	How well does the proposed Scope Statement reflect the appropriate position of Te Tiriti o Waitangi within the practice of enrolled nursing?	
	If you wish to discuss your answer you can here.	
	How well does the proposed Scope Statement support and enable equitable access, experience, and outcomes for Māori?	
	If you wish to discuss your answer you can here.	
<b>Differentiating nursing scopes of practice</b>	How well does the proposed statement capture the distinctive features of enrolled nursing practice?	
	If you wish to discuss your answer you can here.	
	How well does the proposed statement appropriately distinguish enrolled nursing from other types of nursing practice?	
	How well does the proposed statement appropriately distinguish enrolled nursing from the practice of other members of the health care team, including both regulated and non-regulated healthcare workers?	

<b>Kaupapa - Subject</b>	<b>Ngā pātai whaitohutohu - Consultation questions</b>	<b>Your response</b>
	If you wish to discuss your answer you can here	
<b>Direction and delegation</b>	Do you believe there are any specific risks in the Design Group's approach to or wording of the appropriate relationship between Enrolled Nurses and other health practitioners? If so, please describe these	
	Do you support the removal of "direction and delegation" terminology from the Enrolled Nurse Scope Statement?	
	If you would like to discuss your answer, please do so here	
<b>Enrolled Nurse title</b>	Do you have any comments you wish to make on the Enrolled Nursing title?	
	Given that there are many titles around the world for this form of nursing, do you have any comments on other potential titles?	
<b>Other Issues</b>	Do you wish to highlight any other implications of, or issues with, changing the Enrolled Nurse Scope Statement as proposed?	
	Do you have any further comments you wish to make about the Enrolled Nurse Scope of Practice Review?	

## Ngā Tohutoro – References

Hughes, M, E. (2017). *Nurses storied experiences of direction and delegation. A thesis submitted in total fulfilment of the requirements for the Degree of Doctor of Philosophy*, University of Canterbury, Christchurch

International Council of Nurses. (2013). *Scope of nursing practice (pp. 2)*. Geneva, Switzerland: International Council of Nurses.

Nursing Council of New Zealand. (2011). *Guideline: responsibilities for direction and delegation of care to enrolled nurses*.

Registered Practical Nurses Association of Ontario (2018). *Practically Speaking: International Comparison of Registered Practical Nurse Utilisation to identify best practice*.