



2023 REPORT

Implementation and Effectiveness of The Fair Registration Practices in Regulated Professions Act

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of The Fair Registration Practices in Regulated Professions Act

Fair Registration Practices Office



Fair Registration Practices Office

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Dear Minister:

I am pleased to present this report in accordance with Section 15.3(1) of The Fair Registration Practices in Regulated Professions Act, C.C.S.M c. F12, "Every two years, the director must prepare and submit to the minister a report on the implementation and effectiveness of this Act and the regulations in helping to ensure that the registration practices of regulated professions are transparent, objective, impartial and fair."

This report focuses on recent progress in fair registration practices among Manitoba regulated professions subject to the act.

Respectfully Submitted,

Amanda Kletke-Neufeld
Director, Fair Registration Practices

Indigenous Land Acknowledgement

We acknowledge that Manitoba is on the treaty territories and ancestral lands of the Anishinaabeg, Anishininewuk, Dakota Oyate, Denesuline and Nehethowuk nations.

We acknowledge Manitoba is located on the Homeland of the Red River Métis.

We acknowledge northern Manitoba includes lands that were and are the ancestral lands of the Inuit.

We respect the spirit and intent of treaties and treaty making and remain committed to working in partnership with First Nations, Inuit and Métis people in the spirit of truth, reconciliation and collaboration.

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Introduction

This report describes and comments on the current implementation and effectiveness of The Fair Registration Practices in Regulated Professions Act (act). This is the sixth report issued under the act since Manitoba's fairness legislation came into force in 2009.

The focus of the 2023 report is the recent 2021 amendments to the act and the state of compliance among Manitoba professions. Examples of progress made by the professions are provided. The report also offers registration and immigration data from 2018 to 2022. This provides a statistical picture of the internationally educated professionals immigrating to Manitoba and registration outcomes and timelines across Manitoba professions. The report concludes describing upcoming work of the Fair Registration Practices Office (FRPO), including the implementation of the 2023 amendments to fairness legislation.

Although improving qualification recognition remains a work under development, there is progress to report. A shortage of practitioners across the professions, particularly in the health field, a more assertive posture by government and Manitoba professions' willingness to consider and adopt new strategies for registration has created some progressive change. The impact of some of these changes is immediate; others may require some time to see their full effect.



Fair Registration Practices Office

The Fair Registration Practices Office is a branch of Manitoba Labour and Immigration. FRPO's role is to implement The Fair Registration Practices in Regulated Professions Act.

FRPO:

- reviews regulators for compliance to the legislation and makes recommendations for improvements; this occurs under the control and direction of the minister
- provides a report to the minister every two years about the implementation and effectiveness of the act
- provides regulators information and advice about compliance and the requirements of the act
- serves as a resource for government departments and other stakeholders
- provides general advice and assistance to applicants and stakeholder groups
- collects registration outcome and timeline data from the regulated professions

FRPO's principal role is to work co-operatively with Manitoba professions to ensure fair practice with a focus on improving registration outcomes and timelines for internationally educated applicants (IEAs) and labour mobility applicants. This work is conducted in a way that respects the regulated profession's role and authority to set entry-to-practice qualifications and standards.



FRPO welcomes and values hearing concerns and complaints from applicants seeking registration with a Manitoba profession.

FRPO can offer general advice regarding fairness obligations and the fair treatment people should expect. In accordance with fairness legislation, however, FRPO does not advocate, assess applicant qualifications or comment on the merit of assessment decisions.

Regulators under The Fair Registration Practices in Regulated Professions Act

Agrologists Manitoba (Manitoba Institute of Agrologists, in legislation)

Association of Manitoba Land Surveyors

Certified Technicians and Technologists Association of Manitoba Inc.

Chartered Professional Accountants of Manitoba

College of Audiologists and Speech-Language Pathologists of Manitoba

College of Dietitians of Manitoba

College of Licensed Practical Nurses of Manitoba

College of Medical Laboratory Technologists of Manitoba

College of Midwives of Manitoba

College of Occupational Therapists of Manitoba

College of Pharmacists of Manitoba

College of Physiotherapists of Manitoba

College of Podiatrists of Manitoba

College of Registered Nurses of Manitoba

College of Registered Psychiatric Nurses of Manitoba

Engineers Geoscientists Manitoba (Association of Professional Engineers and Geoscientists of the Province of Manitoba, in legislation)

Manitoba Association of Optometrists

Manitoba College of Social Workers

Manitoba Veterinary Medical Association

The College of Dental Hygienists of Manitoba

The College of Paramedics of Manitoba

The College of Physicians and Surgeons of Manitoba

The Denturists Association

The Law Society of Manitoba

The Manitoba Association of Architects

The Manitoba Association of Registered Respiratory Therapists

The Manitoba Chiropractors Association

The Manitoba Dental Association

The Manitoba Naturopathic Association

The Opticians of Manitoba

The Psychological Association of Manitoba

**Throughout this report, regulators are also referred to as "Manitoba professions".*

Context

For more than a decade, Manitoba professions have worked co-operatively with FRPO to improve practices. There have been considerable improvements in procedural fairness.

Regulators now:

- provide better information
- allow review opportunities
- synchronize documentation requirements with third parties
- provide applicants with written reasons
- have alternative documentation policies

As a group, regulators want to make transparent, objective, impartial and legally defensible decisions.

Recognizing the need for fair outcomes for IEAs, many professions have also introduced a number of dedicated accommodations: resource information, assessment preparation supports and work with educators and employers for remedial opportunities. These accommodations often have a direct impact on IEA outcomes and timelines, but can be resource-dependent, and the state and adequacy of accommodation varies across professions.

Particularly in the non-health professions – e.g., engineering, architecture, accounting – the increased and expanded use of mutual reciprocity agreements, where applicants from jurisdictions with similar training and practice environments are recognized without assessment requirements, is a promising trend resulting in more fast-track licensure opportunities.

In the health professions, the introduction of more meaningful competence assessments has resulted in a greater scrutiny of qualification and the identification of gaps. More rigorous assessment and remediation comes at the cost of longer registration timelines and often fewer IEA registrations.

Over the last few years, the COVID-19 pandemic and a concern over a critical shortage of practitioners has led to a renewed look at registration requirements, assessments and licensure pathways to ensure better outcomes and timelier registration opportunities for qualified IEAs.

Amended Fairness Legislation

In December 2021 and May 2023, the Manitoba government amended The Fair Registration Practices in Regulated Professions Act. The purpose of these amendments is to ensure that Manitoba professions offer registration processes for IEAs and labour mobility applicants (individuals registered in other Canadian jurisdictions) that are fair, timely and result in success for qualified applicants.

The role of Manitoba's self-regulated professions to ensure safe, expert services is important given high levels of skilled immigrants arriving in Manitoba. However, there continues to be a need for the systematic improvement of qualification recognition for foreign-trained professionals.

The 31 self-regulated professions subject to the legislation have an obligation to comply with a number of duties identified in the act's Fair Registration Practices Code (code). There is a general duty for assessment and registration practice to be transparent, objective, impartial and fair, as well as a number of specific duties that give further direction about the need for information, trained assessors, fair third-party assessment, timely decisions, written reasons, appeals and access to records.

Amendments

Motivated by the need for more substantive progress, amendments to the act in December 2021 included:

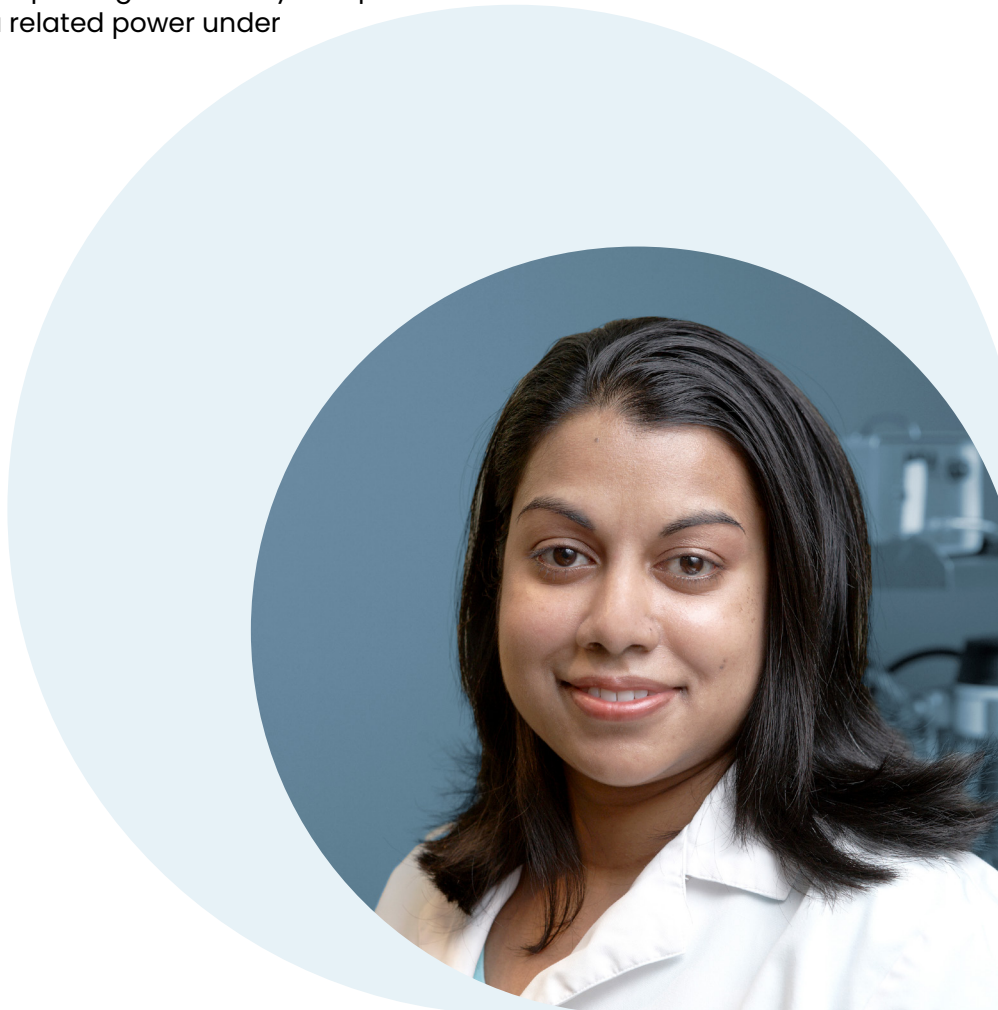
- new duties for regulators to:
 - ◇ ensure assessment criteria and registration requirements are necessary
 - ◇ take reasonable steps collaborating with educators and employers on remediation opportunities for IEAs
 - ◇ comply with labour mobility obligations
 - ◇ notify the director regarding changes in assessment and registration practice
- new role for a director of fair registration practices in place of the Manitoba fairness commissioner
- new authority for the minister to set timeliness standards for registration decisions and to issue compliance orders for regulatory practice in contravention of the legislation

These duties strengthen the code, providing greater direction to Manitoba professions in critical areas where compliance supports progress in outcomes and registration timelines. Other changes, a duty to notify, a new director role in a traditional line department model and greater authority for the minister to ensure compliance, support more effective implementation of the act. Although Manitoba regulators are subject to labour mobility obligations under The Labour Mobility Act, introducing a duty under fairness legislation supports stronger, proactive oversight by the government to ensure compliance.

FRPO developed policies for the duties introduced in 2021 to support Manitoba professions in ensuring compliance. FRPO consulted with regulators during the drafting stage. The policies are concrete and practical, with best practice examples.

Further amendments came into force May 2023:

- adding a definition of “domestic labour mobility applicant” as an individual currently registered in another Canadian province or territory
- establishing timelines for responding to mobility applicants: Manitoba professions under fairness legislation must respond to the applicant within 10 days of initial application and make an assessment decision within 30 days of a complete application. The registration decision must be communicated in writing to the applicant as soon as reasonably practical after the decision is made. Appeal decisions must be provided in writing with reasons within 10 days of the appeal decision
- introducing a provision to establish regulations for language proficiency testing
- providing the minister with the power to make a compliance order respecting practices that contravene language proficiency regulations made under the act
- enabling compliance orders respecting mandatory compliance with domestic trade agreements, to supplement a related power under The Labour Mobility Act



Duty to collaborate

In many professions, individuals trained and experienced in foreign jurisdictions are not a perfect fit to Canadian standards and practice; however, professions that provide applicants with a means to address gaps maximize success rates. The duty to collaborate with employers and educators on IEA remedial opportunities directs Manitoba professions to engage in opportunities for remediation, moving beyond their traditional gatekeeper role.

The extent and type of collaboration called for varies depending on the context and circumstance of the profession. The number of IEAs a profession receives as well as the degree and nature of qualification gaps found are relevant. What is feasible for professions with in-province education programs and work environments that support forms of conditional registration or supervised practice may be quite different from professions operating in other circumstances. More so than others, the duty to collaborate is heavily influenced by context and practical considerations.

Duty to ensure assessment criteria are necessary

To be fair, the qualifications, assessments and documentation required to enter a profession should be relevant and necessary. FRPO recognizes the authority and expertise of self-regulated professions setting these standards and requirements. However, these requirements are questioned in the circumstance they are patently unreasonable. FRPO's evaluation focuses on the ways in which criteria and requirements may be unnecessary, unduly burdensome or potentially result in forms of systemic discrimination, particularly as they may affect IEAs. FRPO encourages regulators to seek less onerous alternatives that still allow standards to be maintained.

Duty to respect labour mobility obligations

The Manitoba government has labour mobility obligations that extend to regulated occupations, under both Chapter 7: Labour Mobility of the Canadian Free Trade Agreement (CFTA) and Article 13: Labour Mobility of the New West Partnership Trade Agreement (NWPTA). For Manitoba professions, the purpose of these obligations is to ensure mobility of workers through licence-to-licence recognition. This needs to occur without any material requirements for further training, experience, examinations or assessments. FRPO's compliance evaluations are conducted in consultation with Manitoba's labour mobility co-ordinator.

Duty to notify FRPO

The self-regulatory environment is rapidly evolving in Manitoba and across the country. The purpose of notification is to ensure FRPO has accurate, up-to-date information about the registration practices of Manitoba professions. This supports FRPO's oversight role and allows for proactive discussion about the fairness of proposed changes. FRPO is committed to an efficient, lean notification process: only changes that materially impact applicants or that impact the fairness of the process require notification. FRPO notification forms, process and protocols are in place.

Policies can be found at: manitoba.ca/frpo



Registration Reviews

Following the legislative amendments in 2021, FRPO undertook a registration review process to examine the state of compliance among Manitoba professions to the newly introduced duties.

Two review cycles were planned. The first review took place from September 2022 to June 2023. It examined the state of compliance of Manitoba professions to the duty to ensure assessment criteria are necessary, the duty to abide labour mobility obligations and the duty to notify FRPO regarding changes in assessment and registration practice. In some cases, issues were raised from previous registration reviews that remained an ongoing and relevant concern. The second review cycle began in the fall of 2023. It examines compliance to the duty to collaborate with educators and employers regarding remedial opportunities for IEAs.

In accordance with provisions set out in Manitoba's fairness legislation, FRPO conducts reviews to determine a regulated profession's compliance to the duties in the code and to identify areas that may need improvement. Under the law, Manitoba professions are responsible to co-operate with FRPO and be compliant with the code.

Process

FRPO review work with Manitoba professions is collaborative, with the office striving to take the least burdensome approach possible. Manitoba regulators co-operate by providing documents, attending review meetings and participating in good faith discussions about registration practice. When issues of concern are identified, FRPO provides written analyses and meets with the regulator to ensure the policy and its rationale are well understood and that the regulator is well informed about the concern(s). FRPO is open to hear the regulator's perspective and there is a focus on the impact of the policy as well as the feasibility of alternative policy. In consideration of regulator feedback, FRPO may revise, remove or let stand a recommendation. Labour mobility concerns are discussed with Manitoba's labour mobility co-ordinator; the legislative unit of Manitoba Health is consulted concerning issues that involve regulation in the health professions.

In many cases when FRPO raises a concern, regulators will quickly resolve it and no recommendation is needed. When FRPO issues a recommendation, the regulator is asked to provide an action plan that documents concrete actions to address the issue and the anticipated completion date. Regulators have the opportunity to provide comments about any FRPO recommendation, and FRPO provides statements of compliance regarding the adequacy of planned actions to address the issue(s).

Registration review reports are public documents available on FRPO's website. FRPO has issued registration review reports for each Manitoba profession subject to fairness legislation. To date, three cycles of registration reviews have been completed. Each review focuses on different aspects of fairness legislation and reports contain compliance analysis, recommendations, regulator action plans and FRPO compliance statements.

State of compliance among Manitoba regulators

2022-23 review results were positive. Although the state of compliance to the three new duties under review varied by profession, with all but a few exceptions, Manitoba regulators agreed to actions that will fix the issues, remove barriers and reduce unnecessary requirements. Numerous commitments were made to drop, revise and clarify registration requirements. These changes will positively impact both IEAs and labour mobility applicants. Although actions to address the compliance issues may take some time to complete, as a group, Manitoba professions will realize a higher degree of compliance to these duties.

In the 2022-23 review cycle, FRPO issued 45 recommendations in total. Seven Manitoba professions were fully compliant and had no recommendations issued. Twenty-four Manitoba professions had one or more compliance issues identified. The large majority of FRPO recommendations, 87 per cent (39/45), were met with action plan commitments that will address the concern. In the case of five recommendations, regulators agreed to review the matter; given the character of some of these recommendations, a commitment to review was appropriate and reasonable. In one case, the regulator did not agree with FRPO's compliance analysis and recommendation.

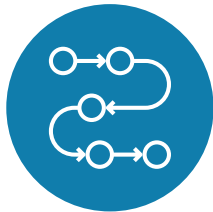
Regulators with no compliance issues

Agrologists Manitoba
Association of Manitoba Land Surveyors
College of Dietitians of Manitoba
College of Midwives of Manitoba
Manitoba Association of Optometrists
Manitoba College of Social Workers
The Opticians of Manitoba



Compliance to the duty to notify

Since December 2021, when amendments introducing the duty to notify came into force, Manitoba regulators have provided FRPO with 44 notifications. This is telling of the current, rapidly changing environment of Canadian self-regulation. The majority of notifications have been about positive change, intended to improve efficiency and fairness of assessment and registration practices. Outlined below are the key themes represented by these notifications along with examples of changes implemented.



New Pathways

- limited/restricted licence options
- provisional licensing categories
- introduction of national application portals/processes
- option to complete bridging in lieu of clinical assessment
- competence-based assessments completed in the workplace by licensed members
- entirely new assessment pathway for applicants from unrecognized programs



Supports

- learning modules for exam preparation
- policies rewritten for transparency and clarity
- improved web information and navigation
- policies outlining how results of record checks will be handled



Increased Access

- more frequent exam offerings/virtual exams and earlier access to exams
- option to repeat an assessment and elimination of restriction on number of exam attempts
- recognition of professional experience when program of study does not meet practice hour requirements
- more flexible currency-of-practice requirements for previously registered members
- elimination of mandatory Canadian work experience requirement



Requirement Updates

- streamlined processes and documentation requirements
- acceptance of new language tests and test results later in the assessment process
- reduced language cut score requirements and the introduction of language waiver policies
- elimination of remediation requirement for mobility applicants
- changes to professional competency standards
- elimination of a licensing exam for applicants meeting other criteria
- introduction of a records check policy
- fee increases
- requirement for Personal Health Information Act training

Review findings and regulator commitments

From the 2022-23 review cycle, common compliance issues and action plan commitments from Manitoba professions are presented below.



Duty to ensure assessment criteria are necessary

Review findings	Regulator commitments
Duplicate requests for documentation between Manitoba regulators and their national third-party assessment organizations.	Development of information sharing agreements with national third-parties so that applicants only provide key documents once.
Burdensome document notarization requirements.	Review and removal of requirements where feasible.
Registration requirements such as mandatory Canadian work experience or Manitoba residency and proof of previous registration from new graduates.	Removal of mandatory Canadian work experience and Manitoba residency requirements. Consultation on and review of previous registration requirements.
Language proficiency policies with questionably high cut scores, no language testing waiver policies and unduly restrictive test expiration timeframes.	Review of language proficiency requirements, introduction of progressive language testing waiver policies and the extension of expiration timeframes.
Lack of registration pathways for applicants who are educated outside of recognized academic programs or whose professional degrees are at a level that is different from the Canadian education standard.	Introduction of assessment pathways that give fair consideration to all IEAs regardless of program of study or type of professional degree.



Duty to respect labour mobility obligations

Review findings	Regulator commitments
Non-permissible requirements for practice hours, education, language proficiency, specific documentation and job offers.	Removal of all requirements deemed non-permissible under mobility legislation.
Lack of clear, accurate and easily accessible information on application processes and requirements.	Improved information on registration requirements including revised application packages and updated web navigation.



Duty to notify FRPO of changes

As part of the preparation process for the 2022-23 review engagement, regulators provided updates regarding recent changes to their assessment and registration practices.

All 31 Manitoba professions satisfied the duty to notify. No compliance issues were identified.



Compliance issues falling under other duties

These issues were unaddressed from previous review work.

Review findings

Lack of review or appeal mechanisms.

Non-transparent assessment criteria.

Restricted/limited capacity and pathways for IEAs to register.

Unclear application information.

Regulator commitments

Development of an appeal/review policy and procedure.

Posting clear and complete information regarding assessment criteria and processes.

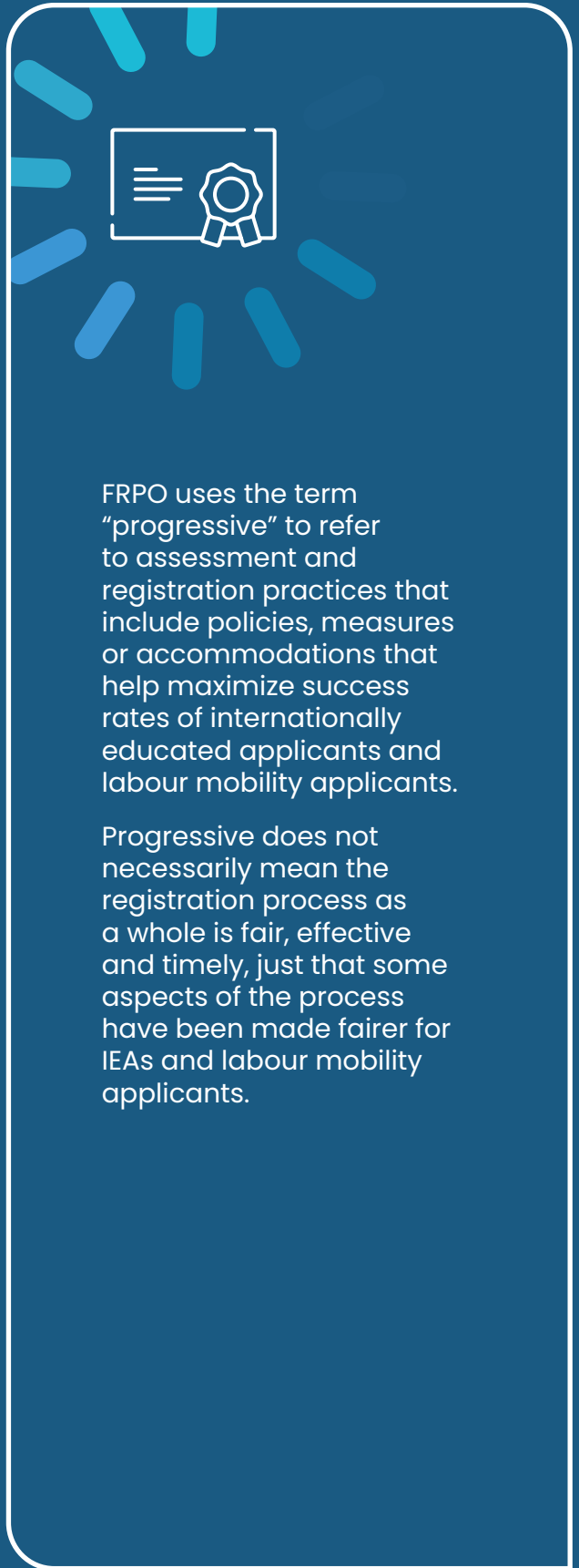
Consultation on regulation changes that would allow for additional pathways to registration for IEAs.

Development of a detailed IEA application guide.

Impact

FRPO's 2022-23 review work with Manitoba professions resulted in numerous commitments to improve compliance to amended fairness legislation. Although greater compliance to fairness legislation often results in improved registration outcomes and timelines for IEAs and labour mobility applicants, the relationship is complicated and not always direct. Context matters. Fairness, particularly the procedural fairness and natural justice called for in fairness legislation, tends to be a necessary, but not always sufficient, condition for maximizing registration outcomes and reducing timelines for qualified applicants.

Following are examples from the 2022-23 review of the importance of context and the relationship between fairness and improved outcomes and registration timelines. The engineers and the physicians represent FRPO's best news stories of greater compliance that have or promise a direct, positive impact on IEA registration outcomes and timelines. Examples of less straightforward cases are also presented.



FRPO uses the term “progressive” to refer to assessment and registration practices that include policies, measures or accommodations that help maximize success rates of internationally educated applicants and labour mobility applicants.

Progressive does not necessarily mean the registration process as a whole is fair, effective and timely, just that some aspects of the process have been made fairer for IEAs and labour mobility applicants.

Engineers

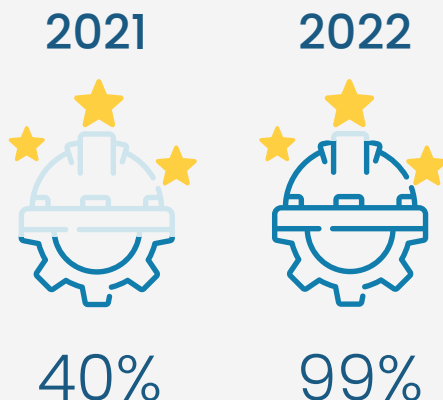
In 2022, Engineers Geoscientists Manitoba (EngGeoMB) moved to adopt a new assessment strategy regarding the first-step assessment of academic qualification and the second-step internship assessment. In this new approach, only applicants with gaps identified in their academic credentials are required to confirm their academic qualification. Previously, applicants would have to confirm academic qualification in the circumstances that their academic program was not accredited or recognized by Engineers Canada, for engineering, or when EngGeoMB was unable to easily confirm whether their academic qualifications were substantively equivalent to Canadian standards. This is a subtle, but critical, assessment difference for applicants. Confirming academic qualification is onerous and can occur in a number of ways: completing subject matter technical exams, a U.S. regulatory exam, university coursework, bridge training or a master's degree. FRPO 2011 to 2020 registration data indicates only a small number – 10 per cent – of internationally educated engineers (IEEs) assigned a confirmatory program went on to confirm academic qualification.

The change to assign a confirmatory program only when gaps in qualification can be identified was made possible with

the adoption of a new pan-Canadian competency based-assessment (CBA) approach. CBA is used to assess the professional experience of interns to qualify for full registration as professional engineers (P.Eng.) or professional geoscientists (P.Geo.). CBA supports a more sophisticated, objective assessment of intern qualifications and competencies than what was previously in place. Greater confidence with the intern assessment supports a less restrictive approach to the first-step assessment of academic qualification.

EngGeoMB's change in assessment strategy is having a big impact on internationally educated applicants (IEAs) in Manitoba. More people are qualifying and can proceed to internship, with a timelier opportunity to work in their field under supervision, and ultimately with a better opportunity to achieve the P.Eng. or P.Geo. designation.

The numbers are significant; EngGeoMB contacted over 300 IEEs previously assessed as requiring a confirmatory program, to inform them of their reassessment as academically qualified. They are now able to apply for internship. Since the adoption of the new policy in 2022, FRPO registration data also shows a marked increase in the number of IEAs deemed academically qualified upon initial application to EngGeoMB.



In 2021, only 40 per cent (59/147) of internationally educated engineers were deemed academically qualified upon initial application; 60 per cent (88/147) were assigned a confirmatory program.

By contrast, 99 per cent of the 239 who applied in 2022 were deemed academically qualified upon application.

Audiologists, Speech-Language Pathologists, Podiatrists, Chiropractors, Naturopaths

These professions all committed to adopting assessment practices that allow for consideration of a broader range of IEAs.

Previously these professions had somewhat restrictive application policies; in some cases, applicants may not have qualified for assessment if they trained outside of a limited number of recognized academic programs or if they did not possess the same level or type of education credential. In some of these professions, training in other jurisdictions occurs at a bachelor degree level, where in Canada, programs result in masters degrees.

To be fair, for applicants with training and experience substantively equivalent to Canadian standards, there needs to be an assessment strategy in place that can recognize it. Organizations that will only consider applicants with academic training from a select group of educational institutions or that require a masters level degree risk not recognizing well-qualified practitioners.

The impact of these Manitoba professions moving to allow a broader range of applicant consideration is uncertain. FRPO does not anticipate a large number of individuals will now qualify in these professions for registration in Manitoba. Nevertheless, FRPO is aware of an applicant who was denied consideration on these grounds. As a matter of principle and for future applicants, these Manitoba professions have taken a significant step improving compliance to Manitoba's fairness legislation.



Physicians

The College of Physicians and Surgeons of Manitoba (CPSM) removed the requirement of the Licentiate of the Medical Council of Canada (LMCC) for specialists and family physicians. A new route to full registration for Royal College sub-specialist affiliates (Subspecialist Examination Affiliate Program – SEAP) has also been implemented. CPSM underwent a public consultation process and the Manitoba government approved amendments to CPSM’s regulation in March and July 2023.

For qualifying IMG sub-specialists, a new registration pathway removes the need for a practice readiness assessment, lengthy provisional registration under supervision and potentially the Manitoba Practice Assessment Program. Physicians who meet the requirements may have an approved period of supervision depending on their education, training and practice experience.

Ensuring assessment and registration processes for IMGs are no more onerous than necessary is critical to ensure Manitoba maximizes licensure rates for qualified IMGs. Traditionally, physicians are subject to considerable scrutiny of qualifications, with numerous exams and assessments. CPSM has streamlined these requirements. Focusing on ensuring only the most relevant assessments are required makes sense. These changes will have a significant impact on IMGs who qualify for the subspecialist pathway or the licentiate waiver, improving Manitoba’s ability to attract and license more IMGs, without compromising CPSM standards. This is a strong example of progressive change true to the spirit and intent of Manitoba’s fairness legislation to improve qualification recognition. Registration data collection from CPSM will allow FRPO to track the impact of these changes.



Registered Nurses

Manitoba's registered nursing profession is an example of the complexity between fairness, timeliness and outcomes.

In Manitoba and across the country, nursing shortages pose a serious challenge to provincial health-care systems. This has resulted in renewed attention to the effectiveness and efficiency of internationally educated nurse (IEN) assessment and registration practices. The College of Registered Nurses of Manitoba (CRNM) is working with Manitoba Health and other stakeholders to pursue opportunities to expedite registration for IENs as part of the response to the nursing shortage in Manitoba.

CRNM has taken several steps to improve the efficiency, effectiveness and fairness of its assessment and registration process. Measures include:

- working to develop, monitor and improve the clinical competence assessment (CCA): wait times were eliminated. Applicants can now retake the CCA if they perform poorly. The requirement for clinical practice hours in their nursing education program was adjusted to support greater eligibility for IENs to qualify for a CCA
- introducing a new registration pathway for IENs, allowing approved applicants to complete the entire Nurse Re-Entry Program rather than complete a CCA
- implementing new language proficiency policies, including lower cut scores, language test alternatives and allowing applicants to satisfy the language proficiency requirement later in the process
- allowing IENs who are completing remedial education to work under supervision as unregulated nurse

employees, an opportunity that has historically only been available to third and fourth year nursing students

- removing barriers to labour mobility regarding language proficiency requirements, the CCA and practice hour requirements

These changes are significant and should support improved timelines and registration outcomes for IENs and mobility applicants. However, in Manitoba, almost all IENs require a CCA, with nearly all requiring some measure of bridge training. Other Canadian jurisdictions are moving away from these requirements for IENs who meet specific criteria such as recognized academic training and/or successful completion of the National Council Licensure Examination (NCLEX-RN). These provinces are seeing an increase in IEN applications and registrations, while Manitoba's numbers continue to be low.

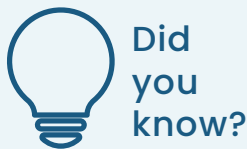
In this context, even with CRNM's suite of progressive changes, Manitoba remains one of the more challenging Canadian jurisdictions to be licensed as a registered nurse. In Manitoba, IENs still do not have the type of fast-track licensure opportunities increasingly common in other provinces.

Requiring a CCA and bridge training is not necessarily a fairness concern. Well-executed clinical assessments are an impartial, objective approach that can help ensure a high degree of confidence in practitioner qualification; bridge training helps IENs enter a Canadian practice environment. Rather, this is about risk management, a standards issue surrounding how much scrutiny should be brought to qualifications, how much risk is acceptable, and balanced in light of the labour shortage, what alternatives should be given consideration.

Non-permissible practice hour requirements

In the 2022-23 reviews, FRPO identified a common concern across professions regarding the duty to abide labour mobility obligations and the use of non-permissible practice hour requirements. A practice hour requirement means mobility applicants, regardless of whether they are in good standing and can practice in their home province, must have practiced a set amount of hours over a given period to register in Manitoba. Failure to meet this requirement means applicants typically require some sort of refresher training or need to return to their province to acquire more practice hours.

In professions where practice hour standards vary across provinces, labour mobility applicants may easily face a barrier coming to Manitoba. In professions where practice hour requirements are similar across the country, applicants are unlikely to face an issue. However, even in the latter circumstance, there is still a benefit to removing this requirement in Manitoba because changes to policies in other jurisdictions can create barriers. In this context, FRPO's review work is a matter of assurance for today and tomorrow; removing this requirement acts to ensure fair practice, making certain that outcomes are not detrimentally impacted.



Manitoba was the first province in Canada to introduce labour mobility legislation and the second province to introduce fairness legislation. Both laws were introduced in 2009.

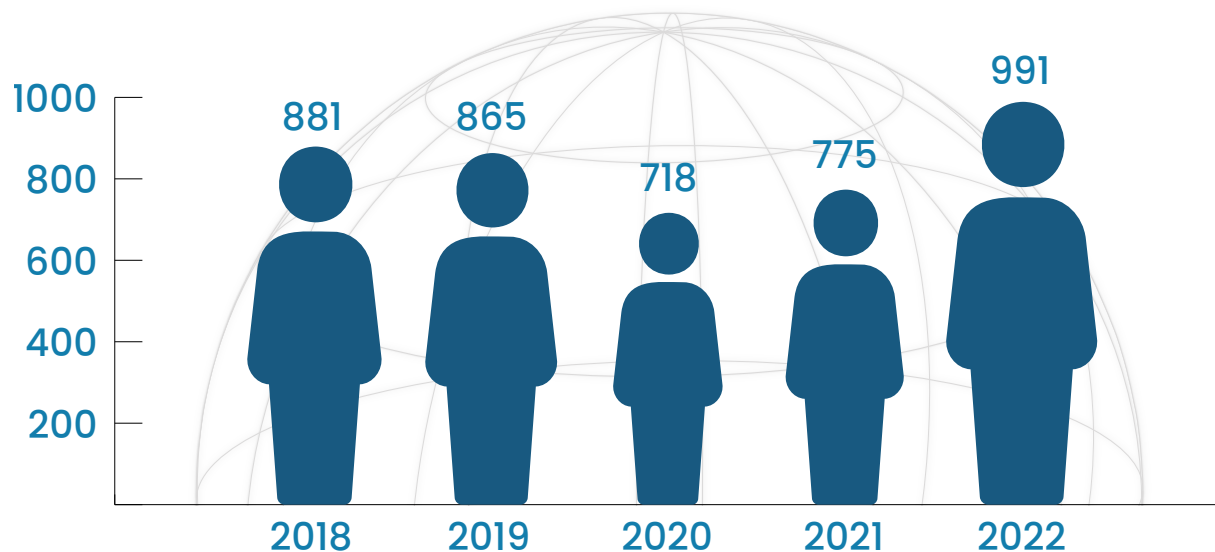


2018 to 2022 Registration Data

FRPO has collected registration data from Manitoba professions under the act since 2011. Key application and assessment outcomes and dates are collected for each IEA applying to a Manitoba profession.

Registration data in this report is restricted to the 2018 to 2022 period. Assessment and registration practice is rapidly evolving, which makes the more recent period more telling of the current situation. Also, early data (2011 to 2015) undercounts registrations because when data collection began in 2011, only applicants who applied in that year were counted and applicants in process were excluded.

Annual IEA applications to Manitoba professions



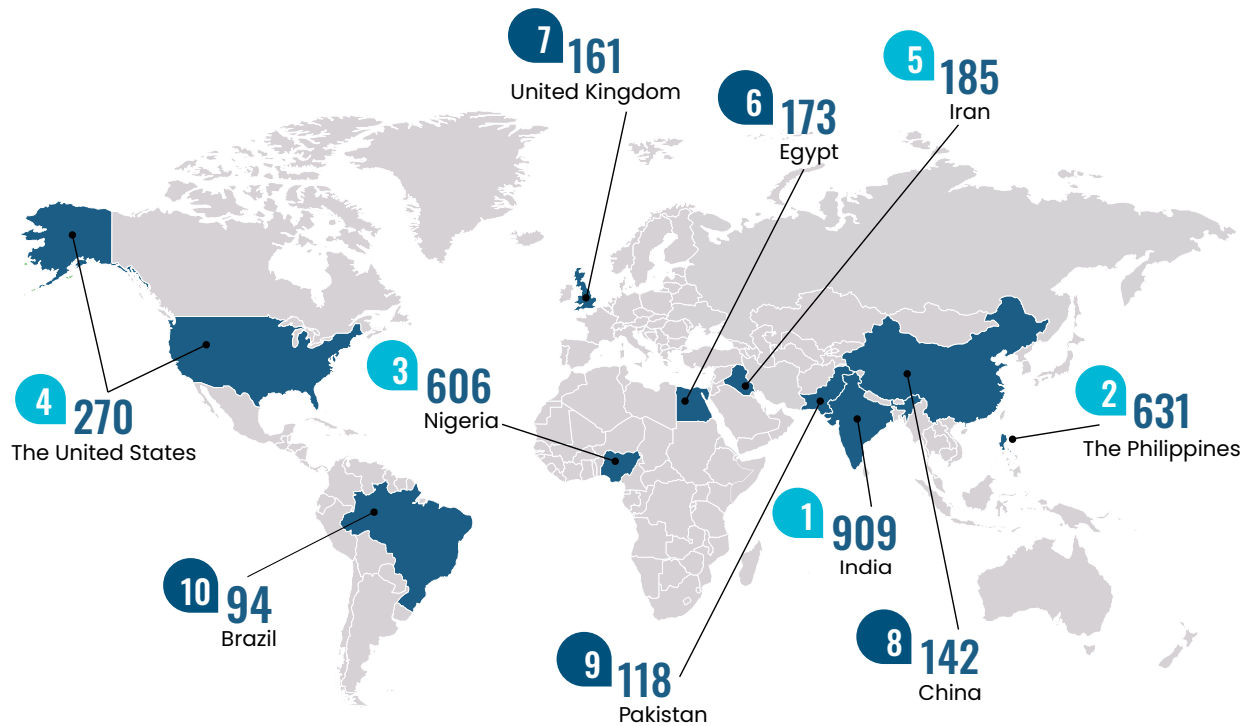
4,230
Total applications
2018-2022



846
Average number
of applications
per year

Top countries of education 2018 to 2022

Trained all over the world, FRPO registration data indicates Manitoba regulators saw applicants educated in 124 countries. India was the top source country of education, followed by The Philippines and Nigeria.



619 (15%)
applied pre-arrival













124

countries of education



Top ten professions by IEA applications 2018 to 2022

	Engineers Geoscientists Manitoba	1,238
	Chartered Professional Accountants of Manitoba	1,041
	The College of Physicians and Surgeons of Manitoba	506
	College of Pharmacists of Manitoba	317
	College of Registered Nurses of Manitoba	191
	Certified Technicians and Technologists Association Manitoba Inc	142
	The Law Society of Manitoba	142
	College of Licensed Practical Nurses of Manitoba	101
	The Manitoba Dental Association	80
	Manitoba College of Social Workers	68

The top five professions received 78 per cent (3,293) of all IEA applications.

Registration Timelines

All key steps in the assessment and registration process are tracked. The data shows how long registration takes, as well as how long steps in the process take.

Median timeline figures are presented rather than timeline averages. This helps mitigate the impact of outlier applicants with extended timelines. Numerous factors influence timelines to registration in a profession and cannot be attributed to the process alone. Particularly for individual cases, long timelines do not necessarily point to a fairness issue.

Median timelines to registration 2018 to 2022

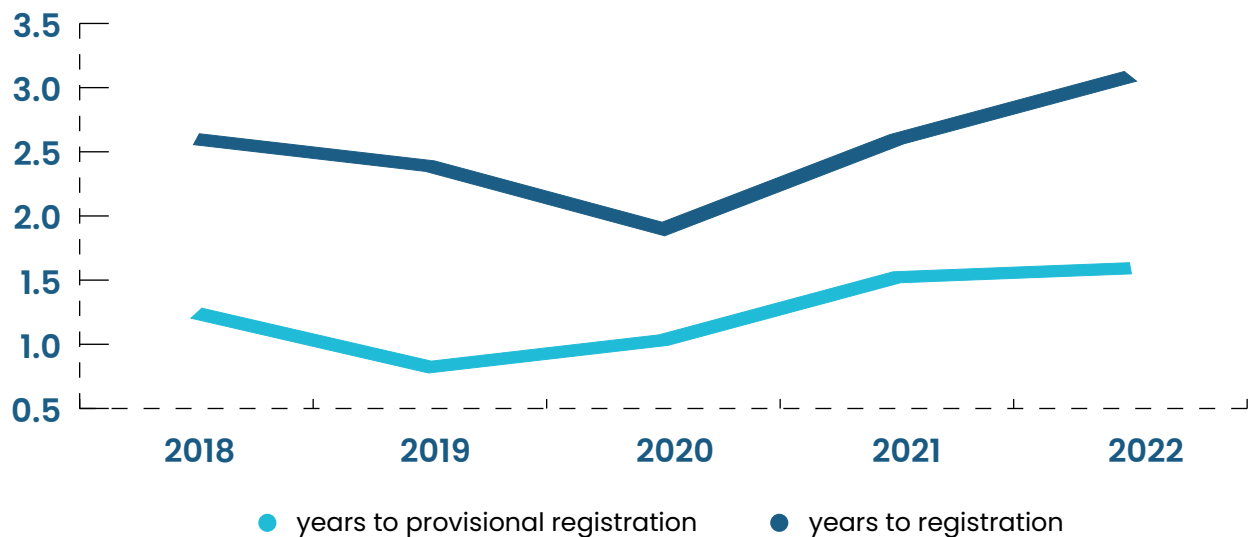


1.2 years
Provisional Registration



2.4 years
Registration

Median timelines to registration by year, 2018 to 2022



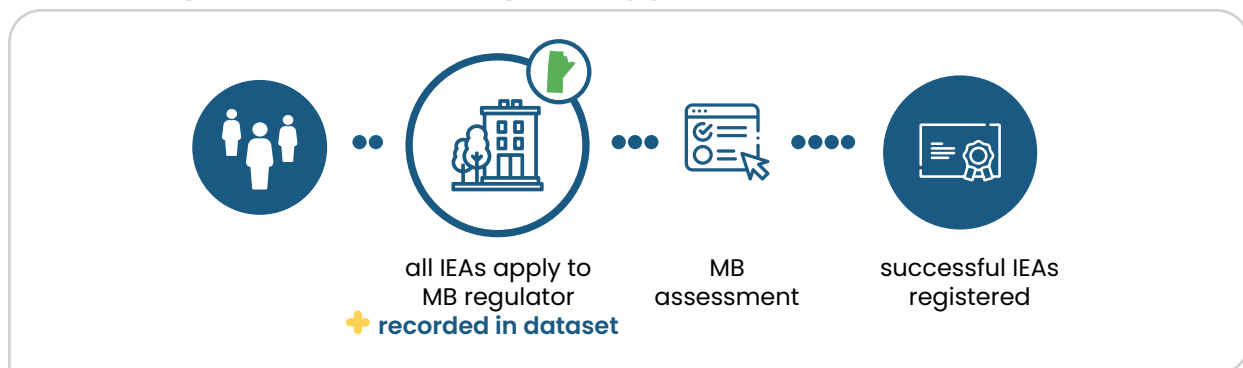
Median registration and provisional registration timelines vary somewhat throughout the 2018 to 2022 period. No significant trend to improving or worsening timelines is easily discerned; these figures are similar to the earlier reporting years.

Registration Outcomes

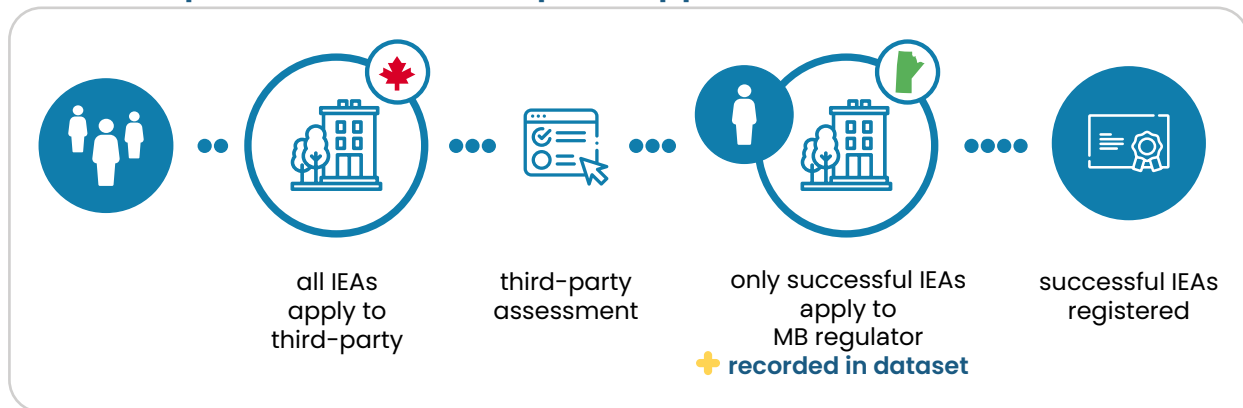
The IEA registration rate across Manitoba professions for the 2018 to 2022 period refers to the percentage of applicants who applied in the period with all documents needed for an initial assessment and went on to successfully register. For a number of reasons, FRPO registration data does not allow a straightforward determination of the registration rate:

1. Registration can be a multi-year process and all applicant files need to be resolved, with no one remaining in process, to determine the registration rate.
2. Almost half of Manitoba professions use national assessment bodies for the first steps of their assessment. For this group, FRPO data only captures those who are successful at the national body and go on to apply to the Manitoba regulator.

Manitoba professions - complete application data:



Manitoba professions - incomplete application data:



To provide an indicator of registration rates for the period, FRPO presents the registration-to-application ratio for the above two groups of regulated professions; those with a national body first-step (incomplete application data) and those without (complete application data). The number of applications in the period is compared to the number of registrations in the period. This means some applicants registering applied before the reporting period and some applicants not registering may do so after the reporting period.

In the case of Manitoba professions with complete application information, the ratio provides an indicator of the registration rate. In the case of regulators with a first-step national assessment, the ratio only provides an indicator of the registration rate after people have successfully completed the first part of the process and applied to a Manitoba regulator.

Manitoba professions with complete application data

IEAs to these professions start and end their application and registration process with a Manitoba regulator. This group includes:

- Agrologists Manitoba
- Certified Technicians and Technologists Association of Manitoba, Inc.
- Chartered Professional Accountants of Manitoba
- College of Audiologists and Speech-Language Pathologists of Manitoba
- College of Dietitians of Manitoba
- College of Licensed Practical Nurses of Manitoba*
- College of Podiatrists of Manitoba
- College of Registered Nurses of Manitoba*
- College of Registered Psychiatric Nurses of Manitoba*
- Engineers Geoscientists Manitoba
- The Denturists Association
- The Manitoba Association of Registered Respiratory Therapists
- The Manitoba Naturopathic Association
- The Opticians of Manitoba
- The Psychological Association of Manitoba

*Although applicants to Manitoba nursing professions first apply to the National Nursing Assessment Service (NNAS), they are included here. This first step is similar to an academic credential assessment required by other professions in this group. IEAs can proceed to apply to the Manitoba regulator regardless of the outcome of this initial assessment.

Registration-to-application ratio (complete data) 2018 to 2022



For Manitoba professions with complete application data, the registration-to-application ratio suggests one in three applicants registered in the period.

Registration-to-application ratio, by profession 2018 to 2022

Professions with complete application data	Registrations	Applications	Registrations: Applications
Agrologists Manitoba	38	63	60%
Certified Technicians and Technologists Association of Manitoba Inc.	104	142	73%
Chartered Professional Accountants of Manitoba	99	979	10%
College of Audiologists and Speech-Language Pathologists of Manitoba	36	45	80%
College of Dietitians of Manitoba	1	12	8%
College of Licensed Practical Nurses of Manitoba	130	100	130%
College of Podiatrists of Manitoba	6	6	100%
College of Registered Nurses of Manitoba	240	165	145%
College of Registered Psychiatric Nurses of Manitoba	12	28	43%
Engineers and Geoscientists Manitoba	287	1,066	27%
The Denturists Association	-	-	-
The Manitoba Association of Registered Respiratory Therapists	1	1	100%
The Manitoba Naturopathic Association	-	-	-
The Opticians of Manitoba	8	9	89%
The Psychological Association of Manitoba	3	6	50%
Totals	965	2,622	37%

The chart above presents registration, application and ratio figures by Manitoba profession. A registration-to-application ratio is only an indicator of the registration rate. In cases where applications decline in the reporting period, regulators can see a ratio greater than 100 per cent.

Low registration ratios and registration statistics in general do not necessarily indicate fairness issues or a lack of progressive practices.

Manitoba professions with first-step national assessment bodies and incomplete application data

IEAs to these professions start their application process with a national third-party assessor and complete the process with a Manitoba regulator. FRPO only has outcome data on applicants who are successful with the national body and go on to apply to the Manitoba regulator. This group includes:

- Association of Manitoba Land Surveyors
- College of Medical Laboratory Technologists of Manitoba
- College of Midwives of Manitoba
- College of Occupational Therapists of Manitoba
- College of Paramedics of Manitoba
- College of Pharmacists of Manitoba
- College of Physiotherapists of Manitoba
- Manitoba Association of Optometrists
- Manitoba College of Social Workers*
- Manitoba Veterinary Medical Association
- The College of Dental Hygienists of Manitoba
- The College of Physicians and Surgeons of Manitoba
- The Law Society of Manitoba
- The Manitoba Association of Architects
- The Manitoba Chiropractors Association
- The Manitoba Dental Association

*IEAs to the Manitoba College of Social Workers apply first to a national body unless they are educated in the United States. As the majority of their applicants are educated outside the United States, they are included in this group.

Registration-to-application ratio (incomplete data) 2018 to 2022



A relatively high registration-to-application ratio is expected for this group of professions. The 79 per cent ratio only captures the through rate of applicants in the latter part of the registration process.

Registration-to-application ratio, by profession 2018 to 2022

Professions with first-step national assessment bodies and incomplete application data	Registrations	Applications	Registrations: Applications
Association of Manitoba Land Surveyors	-	-	-
College of Medical Laboratory Technologists of Manitoba	37	48	77%
College of Midwives of Manitoba	3	10	30%
College of Occupational Therapists of Manitoba	5	4	125%
College of Paramedics of Manitoba	-	-	-
College of Pharmacists of Manitoba	293	317	92%
College of Physiotherapists of Manitoba	24	44	55%
Manitoba Association of Optometrists	16	15	107%
Manitoba College of Social Workers	46	53	87%
Manitoba Veterinary Medical Association	18	32	56%
The College of Dental Hygienists of Manitoba	2	2	100%
The College of Physicians and Surgeons of Manitoba	224	349	64%
The Law Society of Manitoba	115	145	79%
The Manitoba Association of Architects	24	35	69%
The Manitoba Chiropractors Association	28	26	108%
The Manitoba Dental Association	81	80	101%
Totals	916	1,160	79%

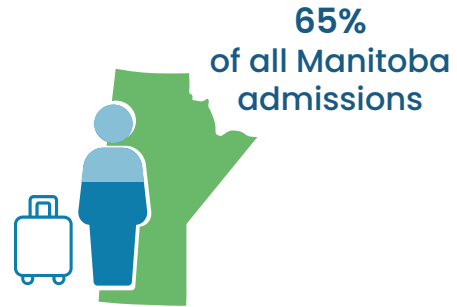
The chart above presents registration, application and ratio figures by Manitoba profession. A registration-to-application ratio is only an indicator of the registration rate. In cases where applications decline in the reporting period, regulators can see a ratio greater than 100 per cent. Low registration ratios and registration statistics in general do not necessarily indicate fairness issues or lack of progressive practice.

Immigration Facts and Stats



**Manitoba
Permanent Residents
2018-2022**

80,935

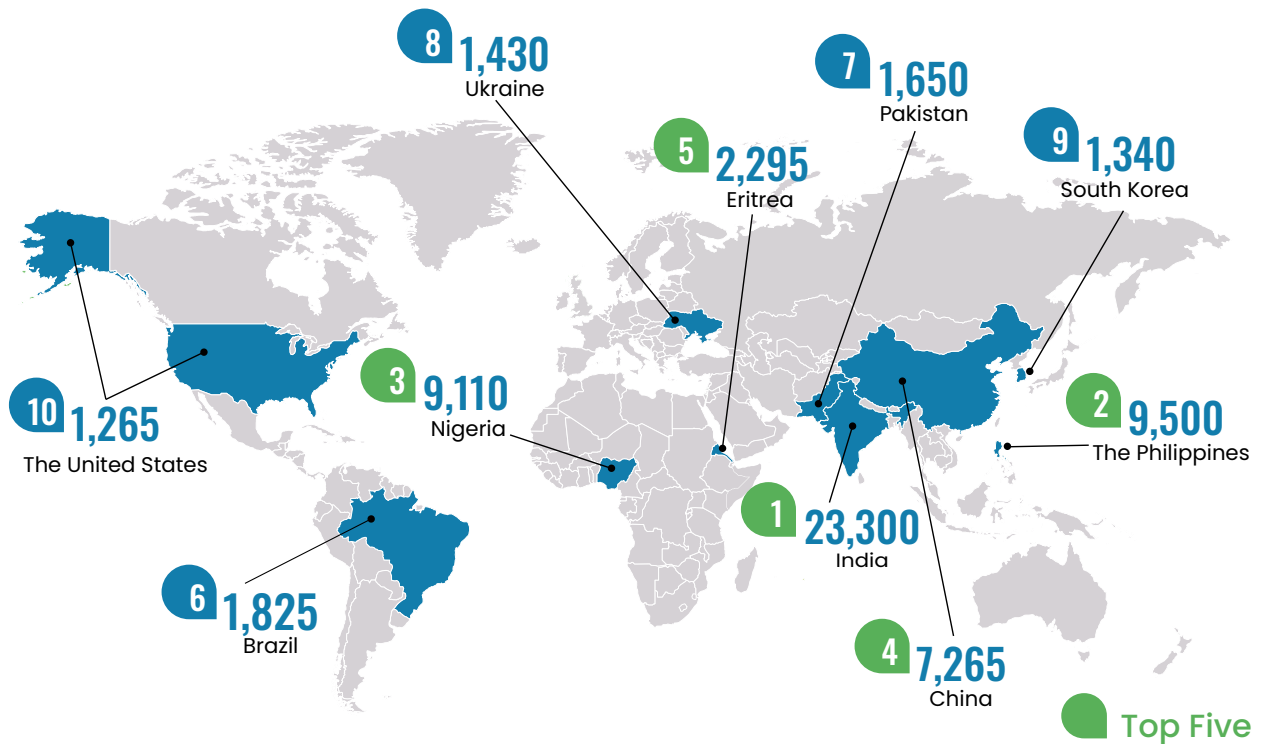


**Manitoba
Provincial Nominees
2018-2022**

52,545

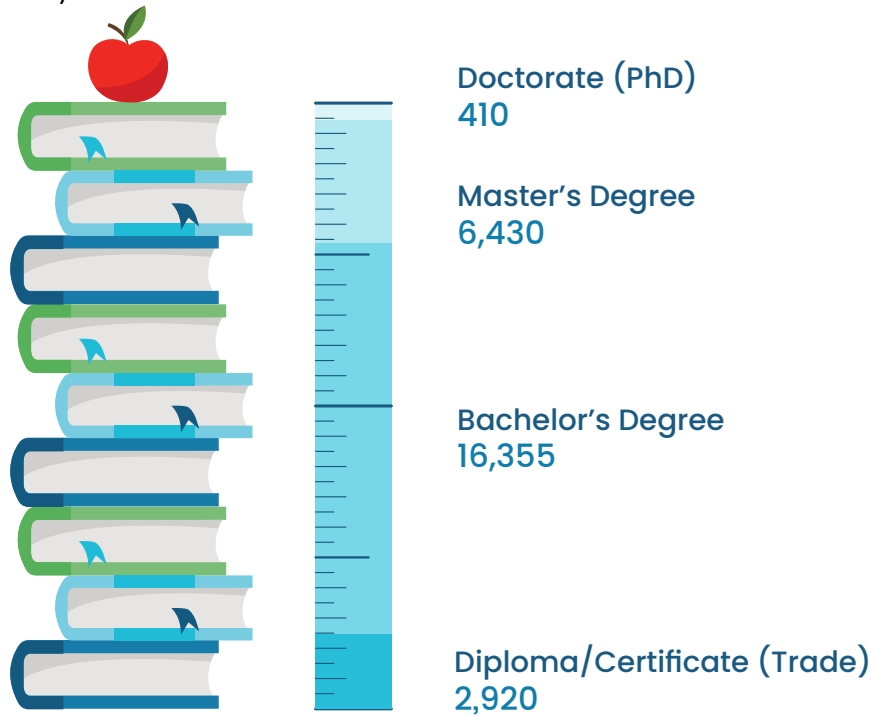
Top Source Countries

Manitoba permanent resident admissions, 2018 to 2022.



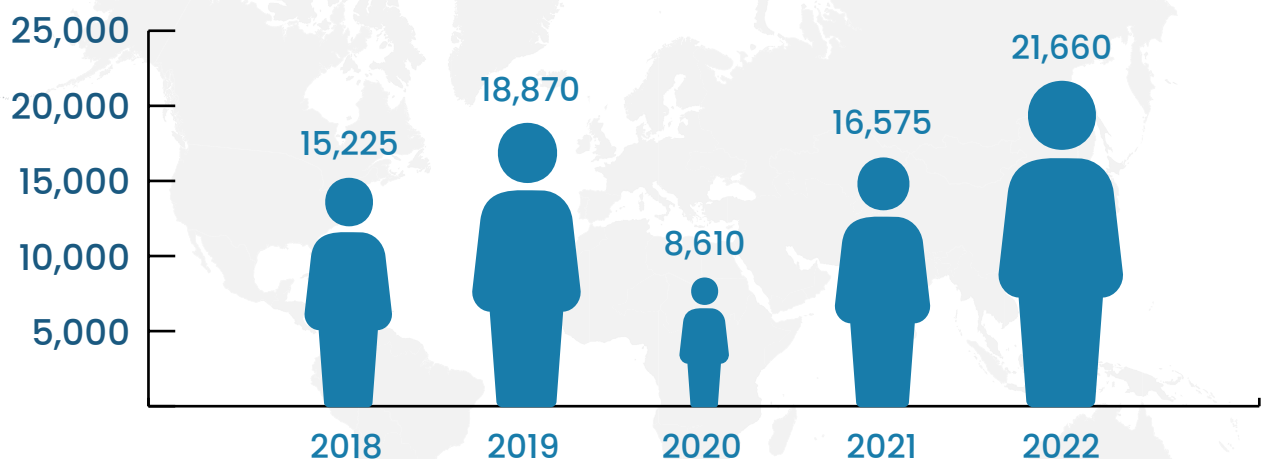
Education

Of 80,935 admissions to Manitoba in 2018 to 2022 age 25 and up, 26,115 had completed post-secondary education.



Immigration to Manitoba

Manitoba permanent resident admissions, 2018 to 2022.



Source: Created May 24, 2023 by the Manitoba Government using IRCC Q1 2023 immigration data.

Notes: Data are preliminary estimates and are subject to change. All values are rounded to the closest multiple of 5.

Moving Forward

Upcoming FRPO activities for 2023 to 2024 will revolve around ongoing implementation of amended fairness legislation. Areas of focus include review activity, data collection and analysis, regulation development, action plan follow-up with regulators, FRPO website work and stakeholder engagement.

2023-24 Review

FRPO has planned a 2023-24 review for Manitoba professions to examine compliance to the duty to collaborate with employers and educators on IEA remedial opportunities. As of fall of 2023, Manitoba professions are engaged in a self-assessment exercise with FRPO to evaluate their current state of collaboration and consider opportunities for improvement. Opportunities for collaboration vary markedly by profession and depend heavily on contextual considerations. For this reason, an open dialogue, self-assessment review strategy was chosen rather than the more conventional compliance audit approach, which is appropriate when there are well-defined evaluation standards and contextual considerations are less pronounced.

An FRPO review report presenting the results of the review across Manitoba professions will be released in 2024. The report will document the state of compliance to this duty among Manitoba professions and report on any progress commitments achieved in the reviews.

Data collection and analysis

Manitoba regulators provide annual registration data to FRPO. Currently, applicant timeline data, when people apply and various assessment outcome dates throughout the process, is collected for IEAs. The May 2023 amendment to Manitoba's fairness legislation introduced timelines for processing applications from labour mobility applicants. To monitor compliance to these timeline obligations, FRPO will work with Manitoba regulators to start supplying this data.

Regulation development

The May 2023 amendment also introduces authority for language proficiency testing regulations under The Fair Registration Practices in Regulated Professions Act. Regulation development for language proficiency testing requirements and policies is underway, as are regulations for exemptions to labour mobility application response timelines. Upon implementation, FRPO review activity will follow to ensure compliance to the new regulations.

Action plan follow-up

The 2023-24 review reports for each Manitoba profession subject to fairness legislation are posted on FRPO's website. These reports include action plans from regulators. FRPO also posts action plan updates. Regulators provide notice to FRPO when actions are completed and FRPO monitors actions that may be delayed or changed. For the 2022-23 reviews, many actions are complete and many more are anticipated to be complete in the upcoming year. The fall 2023-24 review will involve further action plan documentation and follow-up by FRPO.

Engagement

Furthering the work to improve foreign qualification recognition (FQR), FRPO will consult the public, internationally educated professionals and other key stakeholders in an engagement regarding FQR challenges and ideas for progress in the coming year. FRPO will publish a report on the findings and use the learnings to help improve policies and practices.

FRPO website

FRPO's website serves as an important resource for Manitoba professions, IEAs and other stakeholders. People can find information about Manitoba's fairness legislation as well as policies and resources that help explain fair practice. Profession-specific reviews and registration data reports are available, as well the present report and other biennial reports to the minister.

FRPO is constantly improving information available to internationally educated professionals, Manitoba professions and other relevant groups, particularly through its website. Work on website accessibility is ongoing, including the addition of helpful infographics.

Progress ahead

The state of fair registration practice in Manitoba professions continues to evolve. Manitoba professions are allowing better access for internationally educated professionals and labour mobility applicants. Amendments to fairness legislation have had a positive impact on labour mobility policies and support internationally educated professionals. Continued collaboration with Manitoba professions has been central to making progress in fair assessment and registration practice for IEAs and labour mobility applicants. The commitment of Manitoba professions to being fair, transparent and open to alternative assessment strategies and registration pathways is essential to seeing continued progress in Manitoba.



Photographs

Page 1 - Jennifer Schell, Dental Hygienist

Page 6 - Dr. Renu Peterson, Veterinarian

Page 15 - Susan Frank, Midwife

Page 16 - Dr. Earl Jamora, Optometrist

Page 18 - Cherry Javier, Certified Engineering Technologist

Page 31 - Manuel Araullo, Professional Agrologist



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