

Post-Licensure Employment Outcomes for Internationally Trained Individuals

FINAL

2018

Prepared for the Mobility and Qualification Recognition Working
Group of the Forum of Labour Market Ministers

Sherry Campbell Consulting Inc.
Sherry Campbell, Lauren MacKenzie

Disclaimer: The findings and recommendations expressed in this report are those of the authors and do not reflect official policy or positions of the Forum of Labour Market Ministers.

Forum of Labour Market Ministers (FLMM)

The FLMM is an intergovernmental forum established to strengthen cooperation and strategic thinking on the labour market priorities of the federal, provincial and territorial governments of Canada. To improve foreign qualification assessment and recognition processes across Canada, the FLMM developed a principles-based, pan-Canadian framework that articulated a joint vision upon which governments could take concerted action. On November 30, 2009, the FLMM released its vision in *A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications (Framework)*¹.

The Mobility and Qualification Recognition Working Group (MQRWG) (formerly the Foreign Qualification Recognition Working Group) was established by the FLMM to guide and support the implementation of the Framework. The MQRWG commissioned this report to gain a better understanding of the workforce participation of internationally trained individuals; in particular, their post-licensure employment outcomes across the 19 target occupations identified under the Framework².

This report was authored by:

Sherry Campbell Consulting Inc.

¹ The Québec government has not endorsed the Framework, but supports its principles and collaborates with other governments on FQR. However, in light of its existing accountability mechanisms, Québec does not participate in pan-Canadian monitoring and evaluating activities. Rather, Québec agrees to share public reports already made to its citizens, notably those tabled at the National Assembly.

² This report does not include the five trades that were identified under the Framework. See footnote 4 for the occupation titles.

Acknowledgements

The authors of this report gratefully acknowledge the time, personal experiences and opinions shared by key informants who were consulted as part of this report. The research and associated findings presented owe much to your collective wisdom.

Finally, the authors thank the members of the Mobility and Qualification Recognition Working Group (MQRWG) for their support, feedback, and guidance throughout the course of this project.

TABLE OF CONTENTS

| | |
|---|------------|
| Table of Contents | iii |
| Abbreviations | 1 |
| 1. Executive Summary | 2 |
| 2. Project Background and purpose | 4 |
| 3. Approach and Methodology | 4 |
| 3.1 Defining Post-Licensure Employment Outcomes..... | 4 |
| 3.2 Methodology | 5 |
| 4. Literature Review Summary | 6 |
| 5. Canadian Institute for Health Information Data Summary | 7 |
| 5.1 CIHI Employment Data | 8 |
| Percentage of Internationally Trained Licensed Members | 8 |
| Employment Rates of Licensed Members | 8 |
| Licensed Members Employed Other than in Licensed Field, and Seeking Work in their Trained Field..... | 10 |
| Licensed Members Not Employed, and Seeking Work in their Trained Field | 10 |
| Members Employed Other than in Licensed Field, and not Seeking Work in their Trained Field | 11 |
| 6. Stakeholder Consultation Summary | 11 |
| 6.1 Regulator Consultation Response Profile..... | 11 |
| 6.2 Stakeholder Consultation Responses – Employment outcomes | 12 |
| Success Stories As Reported by Stakeholders | 12 |
| Challenges Faced by ITIs in Obtaining Employment as Reported by Stakeholders | 13 |
| Opportunities for ITIs as Reported by Stakeholders..... | 13 |
| 6.3 Stakeholder Consultation Responses – Data Collection | 14 |
| Stakeholder Data and Ability to Collect Post-Licensure Employment Data | 14 |
| 6.4 Best Practices - Employment Outcomes | 16 |
| 6.5 Best Practices - Data Collection..... | 17 |
| 7. Recommendations | 18 |
| 7.1 Recommendations..... | 18 |
| Recommendations for Understanding Challenges Faced by ITIs in obtaining Post- Licensure Employment | 18 |
| Recommendations for Improving Data Requests by Government and Data Collection by Regulators | 19 |
| Appendix A – Literature Review Bibliography | 20 |

ABBREVIATIONS

| | |
|-------------|--|
| Action Plan | <i>An Action Plan for Better Foreign Qualifications Recognition</i> |
| FLMM | Forum of Labour Market Ministers |
| F/P/T | Federal, provincial and territorial |
| FQR | Foreign qualification recognition |
| FQRWG | Foreign Qualification Recognition Working Group (now the MQRWG) |
| Framework | <i>A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications</i> |
| ISO | Immigrant-serving organization |
| ITI | Internationally trained individual |
| MQRWG | Mobility and Qualification Recognition Working Group (formerly the FQRWG) |

1. EXECUTIVE SUMMARY

The Forum of Labour Market Ministers (FLMM) is an intergovernmental forum established to strengthen cooperation and strategic thinking on the labour market priorities of the federal, provincial and territorial (F/P/T) governments of Canada. To improve foreign qualification assessment and recognition processes across Canada, the FLMM developed a principles-based, pan-Canadian framework that articulated a joint vision upon which governments could take concerted action. On November 30, 2009, the FLMM released its vision in *A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications (Framework)*³. The Framework is based on four guiding principles: fairness, transparency, timeliness, and consistency.

Building on the Framework and renewing F/P/T efforts in foreign qualification recognition (FQR), the FLMM committed to *An Action Plan for Better Foreign Qualifications Recognition (Action Plan)* in 2014. The Action Plan identifies four key priorities to address remaining challenges along the FQR pathway, one of which is the workforce participation of internationally trained individuals (ITIs) in the target occupations.

The goal of this project is to gain a better understanding of the workforce participation of ITIs after obtaining licensure in one of the 19 target occupations⁴ identified in the Framework. Methods used to gather information included a literature review, an analysis of available data on post-licensure employment outcomes, and stakeholder consultations with regulators for each occupation in each jurisdiction, select national and professional associations, and the three fairness commissioners and one review officer⁵. For the stakeholder consultations, interviews were conducted and/or respondents were asked to complete a questionnaire.

Through this process, information was collected on:

- ITI employment outcomes
- Issues and challenges, success stories, and opportunities for ITI employment
- Best practices leading to post-licensure employment
- Initiatives in employment data collection
- Opportunities for improvement in ITI employment outcomes and data collection

³ The Québec government has not endorsed the Framework, but supports its principles and collaborates with other governments on FQR. However, in light of its existing accountability mechanisms, Québec does not participate in pan-Canadian monitoring and evaluating activities. Rather, Québec agrees to share public reports already made to its citizens, notably those tabled at the National Assembly.

⁴ The FLMM identified 24 target occupations, comprised of 19 professions and five trades. The 19 target occupations that are the subject of this survey are as follows: Architects, Audiologists and Speech Language Pathologists, Dentists, Engineering Technicians and Technologists, Engineers, Geoscientists, Financial Auditors and Accountants, Lawyers, Licensed Practical Nurses, Medical Laboratory Technologists, Medical Radiation Technologists, Midwives, Occupational Therapists, Pharmacists, Physicians, Physiotherapists, Psychologists, Registered Nurses, and Teachers. The five trades not included in this survey are: Carpenters, Electricians, Heavy Duty Equipment Technicians, Heavy Equipment Operators, and Welders.

⁵ Three provinces have fairness commissioners: Ontario, Québec and Manitoba. Nova Scotia has a Review Officer that has a similar purpose. The role of the fairness commissioner is to assess the registration practices of certain regulated professions and trades to make sure they are transparent, objective, impartial and fair for all applicants. Many other provinces have dedicated units that work with FQR stakeholders to improve the licensure and employment outcomes of ITIs.

Some common themes that emerged in the literature and the consultations regarding the challenges ITIs face in obtaining employment post-licensure include:

- Employment outcomes vary significantly by occupation. For example, in some occupations, the post-licensure outcomes are nearly at parity for Canadian-trained and ITIs; however, in others, they differ substantially. More research is needed to understand the differences among occupations and post-licensure employment.
- Soft-skills training is needed to help ITIs understand Canadian workplace culture and employer communication styles.
- Official language skill requirements continue to be a challenge for some ITIs.
- More work needs to be done to introduce the ITI to employment opportunities outside of urban areas, while identifying community supports available for the ITI and their family.
- Canadian work experience may be required prior to licensure in specific occupations. Locating an employer and a supervisor for pre-licensing work experience may be a challenge for an ITI in these occupations.
- ITIs tend to be more affected by labour market challenges and economic conditions than Canadian trained workers.

Through surveys, stakeholders have recommended responding to challenges ITIs face in gaining post-licensure employment. Recommendations include:

- Providing targeted supports to prepare and assist ITIs to obtain employment.
- Continuing to develop pre-arrival information and pre-assessment FQR tools.
- Leveraging best practices from service providers and professional regulators to develop supports for ITIs.

Through surveys, stakeholders have recommended methods to improve data collection.

Recommendations include:

- Supporting efforts to define terms so that data is comparable.
- Exploring opportunities for funding to support organizations to collect data.
- Leveraging best practices and new initiatives to share information and tools for data collection across jurisdictions and organizations.
- Coordinating and streamlining data requests by F/P/T governments.

2. PROJECT BACKGROUND AND PURPOSE

The Forum of Labour Market Ministers (FLMM) is an intergovernmental forum established to strengthen cooperation and strategic thinking on the labour market priorities of the federal, provincial and territorial governments (F/P/T) of Canada. Over the past decade, F/P/T governments have been working with professional regulators to enhance and improve recognition processes for internationally trained individuals (ITIs⁶) in Canada. In 2009, the FLMM developed a vision to guide collaborative actions to improve foreign qualification recognition (FQR) systems, based on the principles of fairness, transparency, timeliness, and consistency. This vision was articulated in *A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications* (the Framework).

Early F/P/T work focused on strengthening pathways to professional recognition by supporting positive, systemic change in the assessment and licensure process. Ultimately, the goal of improving licensure was for ITIs to find work in regulated occupations in keeping with their skills and education, thereby benefiting the individual and also Canadian employers. However, recent studies indicate that although licensure⁷ rates have increased, this has not necessarily been matched by increased employment in fields commensurate with skills (Augustine, J. 2015).

In 2014, the FLMM launched *An Action Plan for Better Foreign Qualifications Recognition* (Action Plan) that builds on the activities carried out under the Framework and identifies the following four priority areas of improvement in FQR:

- Pre-decision information and pre-arrival assessment processes
- Workforce participation
- Monitoring and evaluation
- Communicating F/P/T actions to stakeholders

The purpose of this project is to understand workforce participation challenges by gaining a deeper understanding of the employment outcomes of ITIs following successful completion of the licensing process, across the 19 target occupations. In cases where employment outcomes were not collected by regulators, the aim was to understand barriers to data collection and to gather recommendations on ways these could be addressed.

The purpose is also to improve workforce participation by:

- Making recommendations to address the challenges that are identified.
- Identifying best practices that lead to better employment outcomes.

3. APPROACH AND METHODOLOGY

3.1 DEFINING POST-LICENSURE EMPLOYMENT OUTCOMES

⁶ The term “ITIs” applies to anyone educated, trained or licensed outside of Canada. The majority of these people would be immigrants, while a small minority are Canadians who have studied abroad.

⁷ For the purposes of this report, “licensure” and “certification” will be used interchangeably. “Certified” means that an individual has obtained a certificate, license, registration or any other form of official documentation, issued by a regulatory body, which allows that individual to work or to use a specific title in a regulated occupation in a Canadian jurisdiction (federal, provincial or territorial).

Professional certification, also called licensure, in a regulated occupation confirms that an individual has met pre-determined requirements and standards of practice to work legally in that occupation and/or use a specific title. A regulator's mandate is to ensure the safety of the Canadian public by establishing, monitoring and enforcing standards of practice in their designated occupation. Monitoring the employment outcomes of those they have licensed falls outside of the mandate of most regulators, though some do collect this information.

For the purposes of this project, post-licensure employment outcomes were measured by identifying whether licensed/certified individuals were employed after having become fully licensed. Where possible, employment data was further broken down to specify whether licensed individuals were working full-time or part-time; in their licensed field or not; and seeking employment or not; etc. While the question of whether licensed individuals are employed or not seems straightforward, there are a number of factors to take into consideration when interpreting the data:

- Some occupations require employment as a prerequisite for licensure and others do not. In addition, some regulators require members⁸ to have current employment to remain licensed and others do not. Therefore, employment requirements for licensure should be considered when analysing the post-licensure employment outcomes.
- Some occupations grant provisional licensure, allowing applicants the ability to practice in their occupation under specified limits and conditions while they work towards meeting full licensure requirements. The work experience gained while provisionally licensed may also facilitate securing permanent employment post-licensure.
- Canadian-trained applicants may complete work experience requirements as part of their education programs. ITIs may face challenges obtaining Canadian work experience to gain licensure and subsequently employment in the occupation.
- Some professions in certain jurisdictions, such as engineering in Alberta, allow an individual to work in the occupation without a licence as long as it is under the supervision of a licensed member of that occupation. This would allow an ITI to seek licensure while gaining Canadian work experience.

3.2 METHODOLOGY

Project work began with a review and analysis of literature that included data reports on employment outcomes of ITIs (see **Annex A** for the Literature Review Bibliography). This was followed by stakeholder consultations conducted through a focused telephone interview and/or online questionnaire. Regulators were asked quantitative and qualitative questions about the employment outcomes of their licensed members, including employment statistics and demographics. National bodies, and the fairness commissioners and the review officer, were also given an opportunity to participate in the questionnaire. The authors also reviewed Canadian Institute for Health Information (CIHI) data for eight⁹ regulated health occupations, which are among the 19 target occupations identified in the Framework.

⁸ It should be noted that for some professions, the term "member" may not mean that an individual is "licensed" to practice. For example, an individual may be a member of Ontario's Chartered Professional Accountants, but not licensed as a professional accountant. While the individual that is a "member" may work in the accounting field, there are certain activities he or she is not authorized to perform that can only be carried out by someone who is "licensed".

⁹ The following are CIHI's eight regulated health occupations: Registered Nurses (includes Nurse Practitioners), Licensed Practical Nurses, Occupational Therapists, Physiotherapists, Pharmacists, Medical Laboratory Technologists, Medical Radiation Technologists, and Physicians. Nurse practitioners are not among the 19 target occupations, but are included with Registered Nurses because CIHI captures that data together.

4. LITERATURE REVIEW SUMMARY

The following section provides highlights from the literature review conducted for 15 articles, listed in **Appendix A**.

ITI versus domestically trained match rates

Employment match rate typically is measured by dividing the total number of people working in a regulated profession by the total number of employed people who have completed education that would normally lead to licensure in that regulated profession. The match rate studies reviewed compared the intended occupations of ITIs, as captured in Immigration, Refugee and Citizenship Canada's Landing Data, with the reported occupations of immigrants gathered from Census data.

Augustine's report examined 17 regulated occupations in Ontario¹⁰, 13 of which are among the 19 target occupations identified in the Framework. The match rate analysis indicated that only approximately 25 percent of immigrants who received their professional education abroad were working in their field, and most were employed below their skill level, compared with approximately 50 percent of their Canadian-born and educated counterparts (Augustine, J. 2015). The authors of the study indicate that further improvements are required in supporting ITIs to complete the licensure process, engaging employers in the hiring and retention of immigrants, the development of alternative careers supports and resources, and well-designed pre-arrival initiatives.

Sweetman, McDonald and Hawthorne, in their *Occupational Regulation and Foreign Qualification Recognition: An Overview*, show that match rates are lower for ITIs in the early periods following arrival in Canada, but increase over time spent in Canada. Additionally, this study found that match rates vary by country where an ITI's degree was earned, with ITIs educated in Asia, Latin America, and the Caribbean less likely to obtain a match between their intended occupation and employment in that field compared to those who earned their education in Europe, UK, USA, Australia, New Zealand and South Africa (Sweetman, McDonald, Hawthorne, 2015).

Warman et al (2015) examined the Longitudinal Survey of Immigrants to Canada data. They found that immigrants in Canada who worked in high-skilled occupations (some of which may be regulated occupations) prior to immigration tended to work in lower-skilled occupations post-immigration, though the skill level increased rapidly in the years following arrival in Canada. The study indicated that, for some immigrants, substantial differences observed between source-country occupational experience and intended occupation at landing were indicative of immigrants' intentions to switch occupations post-migration. The study also found that English-language fluency was the most likely to be correlated with occupational success for immigrants.

The databases used for the match rate studies (6 of 15 articles) did not allow for the calculation of licensing rates because an intention to work in an occupation upon arriving in Canada does not necessarily mean the individual did pursue licensing or, if they did, obtained a license. This is a general challenge with comparing landing data with Census data. As Jantzen (2015) notes, "match rates are the result of many factors; they indicate the proportion (in this case) of economic [principal applicants (PAs)] who navigate through the regulatory system and into their intended occupation. By themselves, match rates do not indicate the degree of barriers; instead they provide an idea as to whether economic PAs should be expected to access a specific occupation or an alternative career at the same skill level".

¹⁰ The following are the 17 regulated occupations in Ontario that the 2015 Augustine study focuses on: Architects, Accountants, Chiropractors, Dentists, Dietitians, Engineers, Lawyers, Occupational Therapists, Optometrists, Pharmacists, Physicians, Physiotherapists, Registered nurses, Teachers, Veterinarians, Engineering technologists, and Medial laboratory technologists.

Match rate studies show the proportion of individuals working in their intended occupations; what they do not show are the reasons individuals may not be working in their intended occupation.

Immigrants tend to have higher education levels, yet higher unemployment rates

The report *Breaking Down Barriers to Labour Market Integration of Newcomers* found that the education level of immigrants is much higher than the Canadian average. Data from Statistics Canada (2008) indicated that at least 90 percent of ITIs have a university degree, while only 43 percent of the Canadian-born population are as highly educated. Despite high education levels, “the proportion of immigrants earning a low income is more than twice that of native-born” with ITIs at 32.9 percent compared to Canadian trained workers at 14.3 percent (Weiner, 2008).

ITIs face many barriers to employment

Several of the articles highlighted the systemic disadvantage of employers requiring (or preferring) candidates with Canadian experience. Licensure requirements may also include a need for Canadian experience. Such requirements are typically put in place to protect the Canadian public by ensuring licensed members meet Canadian standards and requirements and understand the Canadian work environment. The requirement of Canadian experience as part of the licensure process presents a challenge for ITIs.

Alternative careers for ITIs are different from those for Canadian trained workers

An alternative career can be a permanent choice that allows an individual to work in a field related to their training when licensure is not pursued or obtained, but it can also serve to gain valuable Canadian work experience and enhance language and other skills, which may in turn facilitate licensure. Augustine (2015) found that “many immigrants work considerably below their skill level.” Additionally, the report indicated that the top three alternative careers for Canadian born and educated nurses in Ontario were: health care manager, head nurse, and college instructor. By contrast, the top three alternative careers for internationally trained nurses were: practical nurse, nurse aid/orderly, and homemaker/housekeeper (Augustine, 2015). The reasons for this difference require more research, but factors to consider include language skills, level and range of work experience, as well as a potential difference in education and training programs.

5. CANADIAN INSTITUTE FOR HEALTH INFORMATION DATA SUMMARY

The following section provides an analysis of data from the Canadian Institute for Health Information (CIHI) on eight of the 19 target occupations. The Canadian Institute for Health Information provided 2015 data sets for 9 regulated health professions: registered nurses (including nurse practitioners), licensed practical nurses, registered psychiatric nurses (not included in the 19 target occupations and therefore excluded from the tables below), occupational therapists, physiotherapists, pharmacists, medical laboratory technologists, medical radiation technologists, and physicians.

5.1 CIHI EMPLOYMENT DATA

Analysis of the CIHI data for the eight health occupations targeted by the FLMM provides some insights into the licensure outcomes for domestically trained versus internationally trained individuals. It should be noted that the CIHI data for the eight targeted occupations varied; therefore, the data sets in the tables below do not always include all eight occupations due to data limitations. Where possible, comparisons have been made across occupations with the data available.

PERCENTAGE OF INTERNATIONALLY TRAINED LICENSED MEMBERS

The average percentage of internationally trained licensed members among the eight target occupations is approximately 11.6% percent. Higher than average percentages of ITIs are seen for pharmacists (29.2%), physicians (25.6%), and physiotherapists (15.7%). Lower than average percentages are seen for licensed practical nurses (5.1%), and medical radiation technologists (4.7%).

| Occupation | Total Licensed Members | Licensed Domestically Trained | Licensed Internationally Trained | % Licensed who are Internationally Trained |
|--|------------------------|-------------------------------|----------------------------------|--|
| Licensed Practical Nurses | 112,325 | 106,613 | 5,712 | 5.1% |
| Medical Laboratory Technologists | 17,040 | 15,774 | 1,266 | 7.4% |
| Medical Radiation Technologists | 16,966 | 16,168 | 798 | 4.7% |
| Occupational Therapists | 16,540 | 15,412 | 1,128 | 6.8% |
| Pharmacists | 30,431 | 21,531 | 8,900 | 29.2% |
| Physicians | 81,661 | 60,737 | 20,924 | 25.6% |
| Physiotherapists | 21,266 | 17,926 | 3,340 | 15.7% |
| Registered Nurses (includes Nurse Practitioners) | 295,977 | 269,503 | 26,474 | 8.9% |
| Total | 592,206 | 523,664 | 68,542 | 11.6% |

EMPLOYMENT RATES OF LICENSED MEMBERS

CIHI data of licensed members shows high employment in the trained field for both Canadian-trained and ITIs. This could be because employment is one of the requirements for remaining licensed in these occupations.

| Occupation | # Licensed Members employed in trained field | | Total # of licensed members | | % Licensed Members employed in trained field | |
|--|--|---------------|-----------------------------|---------------|--|---------------|
| | Domestic | International | Domestic | International | Domestic | International |
| Licensed Practical Nurses | 95,913 | 4,712 | 106,613 | 5,712 | 90.0% | 82.5% |
| Occupational Therapists | 14,475 | 1,055 | 15,412 | 1,128 | 93.9% | 93.5% |
| Pharmacists | 20,543 | 8,304 | 21,531 | 8,900 | 95.4% | 93.3% |
| Physiotherapists | 17,368 | 3,149 | 17,926 | 3,340 | 96.9% | 94.3% |
| Registered Nurses (includes Nurse Practitioners) | 257,804 | 25,105 | 269,503 | 26,474 | 95.7% | 94.8% |
| | | | | | Average: | 91.7% |

As seen from the CIHI data, the employment rate in health professions is high once the ITI is licensed and close to the rate for Canadian trained members: 91.7 percent for ITIs compared to 94.4 percent for Canadian trained members. Recall that match rate studies found that only approximately 25 percent of ITIs were working in their intended profession, whereas approximately 50 percent of Canadians were. This is a disparity of approximately 25 percent. However, disparity between outcomes for ITIs and Canadian-trained in CIHI data on employment outcomes post-licensure is much smaller, with the employment rate for ITIs only 2.7% lower than that of Canadian-trained.

As noted, the low match rates may indicate that the ITI did not apply for licensure in their trained profession, or that they were unsuccessful during the licensure process. The disparity between the match rates from Augustine's study, and the CIHI employment rates, suggests that ITIs may not be working in their intended occupations because they may still be experiencing difficulties with the licensing process. This seems to indicate a need for further research and occupation-specific supports for ITIs through the licensure process, in addition to the development and provision of employment and workforce integration supports.

Augustine (2015) also found that match rates varied significantly by profession. For example, ITI employment match rates in the 17 professions varied between a low of 11.3 percent for engineering technologists and a high of 69.8 percent for occupational therapists. By comparison, the CIHI employment rates for ITIs varied from 82.49 percent for licensed practical nurses to 94.83 percent for registered nurses.

It should be cautioned that the data sample is small and limited to health professions. Having data from a limited number of professions makes it difficult to draw generalizations, but it is indicative that post-licensure outcomes for ITIs vary by occupation and that finding employment once licenced may not be as significant a barrier as successfully completing the licensure process.

LICENSED MEMBERS EMPLOYED OTHER THAN IN LICENSED FIELD, AND SEEKING WORK IN THEIR TRAINED FIELD

Some professions reported to CIHI on the number of licensed members employed in an occupation other than in their licensed field, and who are seeking work in their trained field.¹¹ Compared to the other three occupations, a higher percentage of ITI Licensed Practical Nurses are employed in a field other than in their licensed field, at 5.5 percent.

| Occupation | # Licensed Members not employed in trained field, and seeking work in trained field | | Total # of licensed members | | % Licensed Members not employed in trained field, and seeking work in trained field | |
|--|---|---------------|-----------------------------|---------------|---|---------------|
| | Domestic | International | Domestic | International | Domestic | International |
| Licensed Practical Nurses | 945 | 313 | 106,613 | 5,712 | 0.9% | 5.5% |
| Pharmacists | 56 | 26 | 21,531 | 8,900 | 0.3% | 0.3% |
| Physiotherapists | 21 | 10 | 17,926 | 3,340 | 0.1% | 0.3% |
| Registered Nurses (includes Nurse Practitioners) | 804 | 144 | 269,503 | 26,474 | 0.3% | 0.5% |

LICENSED MEMBERS NOT EMPLOYED, AND SEEKING WORK IN THEIR TRAINED FIELD

Looking at data on licensed members who are unemployed, but who are seeking work in their trained field, licensed ITIs experience a slightly higher unemployment rate (average of 3.6%) compared with domestically trained (1.7%).

In this data set, ITI Licensed Practical Nurses experience a higher unemployment rate (8.6%) than ITIs in the other four occupations (average of 2.4%).

| Occupation | # Licensed Members unemployed and seeking work in trained field | | Total # of licensed members | | % Licensed Members unemployed and seeking work in trained field | |
|--|---|---------------|-----------------------------|---------------|---|---------------|
| | Domestic | International | Domestic | International | Domestic | International |
| Licensed Practical Nurses | 3,149 | 491 | 106,613 | 5,712 | 3.0% | 8.6% |
| Occupational Therapists | 177 | 31 | 15,412 | 1,128 | 1.1% | 2.7% |
| Pharmacists | 606 | 382 | 21,531 | 8,900 | 2.8% | 4.3% |
| Physiotherapists | 80 | 25 | 17,926 | 3,340 | 0.4% | 0.7% |
| Registered Nurses (includes Nurse Practitioners) | 3,197 | 460 | 269,503 | 26,474 | 1.2% | 1.7% |
| Average: | | | | | 1.7% | 3.6% |

¹¹ Occupational therapist data was not available from CIHI for the data element “licensed members employed in an occupation other than in their licensed field, and who are seeking work in their trained field”.

MEMBERS EMPLOYED OTHER THAN IN LICENSED FIELD, AND NOT SEEKING WORK IN THEIR TRAINED FIELD

For licensed members who are employed in an occupation other than their licensed field, and who are not seeking work in their trained field, the averages between ITIs and domestically trained workers are similar.¹²

| Occupation | # Licensed Members unemployed and not seeking work in trained field | | Total # of licensed members | | % Licensed Members unemployed and not seeking work in trained field | |
|--|---|----------------------|-----------------------------|---------------|---|----------------------|
| | Domestic | International | Domestic | International | Domestic | International |
| Licensed Practical Nurses | 227 | 12 | 106,613 | 5,712 | 0.2% | 0.2% |
| Pharmacists | 81 | <i>Not Available</i> | 21,531 | 8,900 | 0.4% | <i>Not Available</i> |
| Physiotherapists | 105 | 8 | 17,926 | 3,340 | 0.6% | 0.2% |
| Registered Nurses (includes Nurse Practitioners) | 492 | 71 | 269,503 | 26,474 | 0.2% | 0.3% |
| Average: | | | | | 0.35% | 0.23% |

6. STAKEHOLDER CONSULTATION SUMMARY

The following highlights are taken from comments gathered in the interviews with and/or questionnaires submitted by stakeholders. Responses are grouped by (i) employment outcomes and (ii) data collection themes.

6.1 REGULATOR CONSULTATION RESPONSE PROFILE

The Interview Protocol and Questionnaire was distributed via an introductory email to 221 regulators across Canada who are responsible for licensure in the 19 target occupations, as well as select professional associations and national bodies. The recipients were offered the option of a 30-minute interview to discuss the ten questions and provide any additional comments, or to complete the questionnaire as a survey and submit by email.

The following table provides an overview of responses received for each of the 19 target occupations. In total, 81 stakeholders participated in interviews or the questionnaire for a response rate of 37 percent.

Since not all jurisdictions that regulate a particular occupation responded, generalizations cannot be made for an entire occupation. The table below provides the response rates by occupation.

¹² Occupational therapist data was not available from CIHI for the data element “employed in an occupation other than their licensed field, and not seeking work in their trained field”.

Response Rate by Occupation

| Occupations | Total Responses | # of Stakeholders Contacted ¹³ | Occupation Response Rate |
|---|-----------------|---|--------------------------|
| Architects | 2 | 11 | 18% |
| Audiologists and Speech Language Pathologists | 6 | 9 | 67% |
| Dentists | 2 | 13 | 15% |
| Engineering Technicians and Technologists | 3 | 11 | 27% |
| Engineers | 7 | 14 | 50% |
| Geoscientists | 4 | 11 | 36% |
| Financial Auditors and Accountants | 2 | 13 | 15% |
| Lawyers | 4 | 13 | 31% |
| Licensed Practical Nurses | 4 | 10 | 40% |
| Medical Laboratory Technologists | 9 | 12 | 75% |
| Medical Radiation Technologists | 3 | 10 | 30% |
| Midwives | 1 | 7 | 14% |
| Occupational Therapists | 3 | 13 | 23% |
| Pharmacists | 5 | 12 | 42% |
| Physicians | 4 | 15 | 27% |
| Physiotherapists | 4 | 13 | 31% |
| Psychologists | 6 | 11 | 55% |
| Registered Nurses | 6 | 14 | 43% |
| Teachers | 6 | 9 | 67% |
| TOTAL | 81 | 221 | 37% |

6.2 STAKEHOLDER CONSULTATION RESPONSES – EMPLOYMENT OUTCOMES**SUCCESS STORIES AS REPORTED BY STAKEHOLDERS**

Some stakeholders highlighted the following as best practices for improving post-licensure employment outcomes of ITIs:

- The introduction of English proficiency requirements for licensing and employment in the occupation improved the success of ITIs in completing registration and finding employment opportunities.
- Pre-arrival information and education for ITIs, including information on the geography, economy, political and cultural aspects of work in Canada, improves the preparation of ITIs, and their subsequent integration into the workforce and community.
- Professional associations and employment and settlement agencies that provide support to ITIs through targeted services relevant to employment, networking, job boards, business acumen, and communication skills for Canadian recruitment and selection processes improve outcomes for ITIs.

¹³ Not all professions are regulated in every province/territory, so the number of stakeholders contacted varies by profession.

CHALLENGES FACED BY ITIs IN OBTAINING EMPLOYMENT AS REPORTED BY STAKEHOLDERS

Stakeholders identified the following current and historic issues faced by ITIs in obtaining employment, whether pre or post-licensure:

- Soft-skills training is needed to help ITIs understand Canadian workplace culture and employer communication styles.
- English language skill requirements continue to be a challenge for some ITIs.
- While the availability of employment opportunities in urban areas is not a unique issue to the ITI, stakeholders commented on a higher level of interest by ITIs in locating themselves and their families in larger cities. Stakeholders indicated that more work needs to be done to introduce the ITI to employment opportunities outside of urban areas, while identifying community supports available for the ITI and their family.
- Canadian work experience may be required prior to licensure in specific occupations. Locating an employer and a supervisor for pre-licensing work experience may be a challenge for an ITI in these occupations.
- A lack of professional networks in Canada may hinder an ITI's access to employers and job opportunities.
- ITIs tend to be more affected by labour market challenges and economic conditions than Canadian trained workers. For example, the Ontario teaching market has experienced high unemployment rates for the past decade. In an Ontario College of Teachers 2015 study of its members, they found that first-year Ontario educated graduates reported a 22% unemployment rate, while first-year post-licensure ITIs in Ontario reported more than a 62% unemployment rate.

OPPORTUNITIES FOR ITIs AS REPORTED BY STAKEHOLDERS

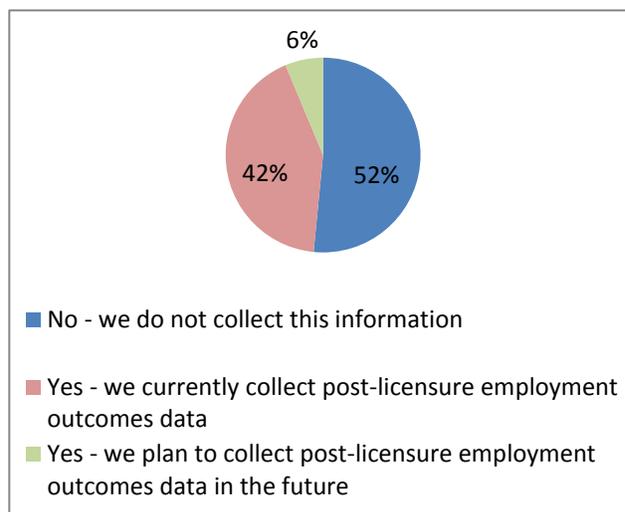
- ITIs may be able to work in their profession without a licence in some occupations (e.g., engineers in a supervised engineering role, psychologists in a counselling role). This can provide an easier transition to employment after licensure for the ITI. For example, working as a nurse care aide may help an ITI transition to a Licensed Practical Nurse role. Alternatively, there may be a permanent employment opportunity in an alternative career.
- Self-employment is common in some occupations (e.g. midwives in certain jurisdictions, dentists, physiotherapists). This allows ITIs to create their own practice or join a small practice.
- Providing alternatives to the Canadian work experience requirement helps ITIs obtain licensure in their occupation. For example, the Canadian Architectural Certification Board (CACB) and the Broadly Experienced Foreign Architects (BEFA) program eliminated the requirement for Canadian work experience to become licensed.

6.3 STAKEHOLDER CONSULTATION RESPONSES – DATA COLLECTION

STAKEHOLDER DATA AND ABILITY TO COLLECT POST-LICENSURE EMPLOYMENT DATA

Stakeholders were asked whether they collect post-licensure employment outcomes data, and if they do not currently, whether they are willing to do so. In addition, stakeholders were asked to indicate any limitations or resource requirements in providing this data.

Of the 64 responses received for this question, 57.9% do not collect post-licensure employment outcomes data, while 42.2% of respondents do. Of those who do not currently collect this data, 6.3% of respondents indicated that they intend to collect it in the future.



Stakeholders' ability to collect post-licensure employment data:

- Some regulators believe that the professional association for the occupation is better suited to collect employment data since the association is closer to the employment activity of members. On the other hand, some professional associations believe that the regulators should be responsible for collecting this information. There was a lack of consensus as to who should be responsible for collecting post-licensure employment outcomes data.
- Several regulators indicate that they do not see the collection of post-licensure employment data as being within their mandate. These regulators tend to collect information on their members only to the point of licensure. Following licensure, they would typically only collect self-reported data from members (e.g., declaration of unemployed status of members for a reduced fee).
- Small regulators indicate they do not have the capacity or resources to collect more than basic licensure outcomes data.

Stakeholders' plans to collect post-licensure employment data:

- Many stakeholder organizations that collect limited data are willing to and interested in expanding their collection of data if provided funding and support for better development of their data systems. The potential costs include hiring an employee, funding for an information technology consultant, and the in-house development of a database system.
- Other organizations indicate that their members require employment to gain licensure, and once licensed they do not continue to monitor the employment status of their members. However, it was noted that it would be feasible to collect additional employment data during licence renewal with the agreement of members and/or executive councils. However, this would result in a lengthier renewal process for data collection and analysis with additional costs.
- Some stakeholders commented that the collection of additional employment data might require an explanation of the data requests and rationale to their members and executive councils. This

would necessitate a clarification of the value of the disaggregated data, notably between internationally trained and Canadian trained, where there is not currently a differentiation of these members. Many regulators differentiate between ITI and Canadian-educated individuals only for the purposes of assessment for licensure. After licensure is achieved, the belief is that there is no need to differentiate among their members.

Stakeholders currently collecting post-licensure employment data:

Stakeholders who collect employment data indicated that even with the data collected, there may not be mechanisms in place to extract the relevant data requested for this analysis. Their input included:

- The need to build queries into their system to extract the data. Additional effort and cost would be required to program these queries into their systems.
- Organizations that are currently designing and implementing new database systems suggested that it would be an opportune time to provide guidance on an agreed-upon set of standardized data elements to be collected across regulatory, professional, or national bodies.
- The frequency of data collection and the methods used need to be coordinated so that it is neither intrusive nor cumbersome for stakeholders to take on. Keeping records up to date is an issue for smaller organizations and for those that do not collect employment information.
- A few organizations have data research and labour market staff that specialize in collecting and analyzing data, including employment outcomes. However, most organizations consulted do not have specialized staff, or have a limited number of staff, and so they find it difficult to dedicate them to the collection of additional data and/or analysis.

General challenges for data collection

Responses showed that there are a number of ongoing challenges related to data collection and comparison across occupations and/or jurisdictions:

- Many regulators do not collect all of the data elements requested for this study. Regulators may differ in their view of whether collecting this data fits within their role and mandate. Some organizations referred the researchers to other organizations (e.g., professional associations, national bodies, governments) as the best sources for the data requested¹⁴.
- There are no standard definitions or timeframes of data collected by regulators, so even where data was collected, comparisons are difficult. Examples include:
 - The definition of “employment status” may include self-employment, employment in private practice, or a combination of part-time positions.
 - Inactive memberships with a regulator cannot serve as a proxy for “unemployed” because inactive members may simply not be practicing for a variety of unknown reasons, or employed in another jurisdiction (with an active licence there).
- Regulators identified limitations with their technology used to track registrants. For example:

¹⁴ If referred by regulators to other bodies, such as professional associations, the researchers attempted to connect with those associations for further information/ data.

- Some regulators have robust data available, but cannot extract it from their data systems.
- Several regulators are undergoing a technology upgrade with the intention to collect better data.
- Some regulators require their members to report on their employment status (for example, during the annual renewal process), others rely on their members to self-report, while some do not collect this data.

6.4 BEST PRACTICES - EMPLOYMENT OUTCOMES

A best practice is a method or technique that has been generally accepted as producing results that are superior to those achieved by other means.

The following are examples of best practices identified in the consultations as leading to better employment outcomes for ITIs:

- The Ontario Association of Certified Engineering Technicians and Technologists (OACETT) developed professional supports for ITIs to remove the one-year mandatory Canadian work experience. These supports prepare the ITI for the transition to employment with an understanding of specific codes, technical language and standards, health and safety requirements and their 'fit' into workplace culture. ITIs experience more success in licensing exams and improved post-licensure employment outcomes.
- A regulator for engineers identified the Canadian Technology Employment Network (CTEN) as a best practice connecting licensed engineers with employment opportunities. CTEN provides employment support and a job board for opportunities across Canada. Since its inception 10 years ago, there have been fewer issues with licensed engineers who are unable to find employment as engineers – both ITI and Canadian trained.
- Technical language assessment training is being considered more broadly across regulated occupations to increase the likelihood of employment success, given the obstacles ITIs may face with technical language and concepts. For example, the Canadian Society for Medical Laboratory Science has developed technical assessment training that can be accessed by Medical Laboratory Technicians across Canada to prepare for licensure and employment requirements. This can increase the employment readiness of ITIs. Additionally, the tools that are developed by a lead or national organization can assist other jurisdictions to improve employment outcomes.
- Two Nova Scotia regulators identified the services offered by Immigrant Settlement Association of Nova Scotia (ISANS) as a best practice. ISANS is an immigrant service provider organization that is focused on working with ITIs in many different occupations to find employment in their occupation or a related occupation. Examples include:
 - Engineers: The Engineering Work-based Competency Assessment Program is a 12-week work placement opportunity to demonstrate the ITI's engineering competencies with a Nova Scotia engineering employer. The ITI will have the chance to explore how their profession is practiced in Canada and to show their qualifications to a potential employer. The final work experience record may be submitted to Engineers Nova Scotia (ENS) for consideration as part of their application for licensure. Many of the ITIs secure ongoing employment with the employer.

- Pharmacists: The International Pharmacy Graduates (IPG) Bridging Program includes Pharmacy Study Groups that prepare the ITI for the Canadian Evaluating and Qualifying Pharmacy Exams and provide training during Communication Skills Lab sessions. The skills developed assist the ITI with their application of knowledge and skills to role-play realistic pharmacy scenarios and to interact with simulated patients. A licensed pharmacist observes, evaluates and provides direct feedback on the ITI's pharmacy knowledge, communication and interpersonal skills. This focus on both technical and non-technical soft skills enables the ITI to be better prepared for employment.
- Many immigrant service provider organizations across Canada provide similar supports to ITIs as ISANS does as they prepare for and seek employment. ISANS is one of approximately 500 service provider organizations funded by Immigration Refugees and Citizenship Canada to deliver settlement services to newcomers, under the Settlement Program. The Settlement Program provides overseas and in-Canada information and employment services to help newcomers overcome integration barriers and participate fully in Canada's labour market. Services include language training, mentoring, networking, bridging programs, workplace culture or soft-skills training and path-finding referral services for credential recognition, licensure and alternative careers¹⁵.
- Career advisory services and supports are increasingly provided by regulators and professional associations to help ITIs understand the Canadian workplace context and to improve self-marketing skills, business acumen, and communication, as well as resume and interview skills.
- Immigrant-serving organizations, as well as service provider organizations¹⁶ across Canada, provide access to soft-skills training to improve understanding of workplace culture and employer communication styles as well as Canadian context orientation and employment support services and mentoring.

6.5 BEST PRACTICES - DATA COLLECTION

The following are examples of best practices for data collection on post-licensure employment:

- The Canadian Nurses Organization (CNO) is collaborating with similar organizations with robust database systems to share information and approaches to collecting and managing data with their members. The CNO supports data collection through a staffed labour market analysis section of their organization. They are currently seeking partnerships with peer organizations including the RN regulator in Québec, College of Physicians and Surgeons in Ontario, College and Association of Registered Nurses of Alberta, and the BC College of Physicians and Surgeons. CNO anticipates that collaboration will enrich collective databases, as well as the consistency and value of data that is available for analysis and reporting. Stakeholders view the process of sharing and collaborating as a collective advantage that leverages systems and tools developed by larger organizations with richer databases and dedicated staff to share information and improve their data collection practices.
- The Ontario College of Teachers has been tracking (i) the teaching market and (ii) employment data for ITIs and domestically trained individuals for more than a decade. Their annual *Transition*

¹⁵ Settlement Program pre and post arrival services link: <http://www.cic.gc.ca/english/newcomers/before-services.asp>

¹⁶ Immigrant-serving organizations provide services to new arrivals in Canada whereas service provider organizations provide services to a broad range of people, including new arrivals.

to Teaching Study over the last 15 years has tracked and analyzed post-licensure employment of new teachers, including internationally trained teachers. In addition, the College prepares employment forecasts, including location and type of employment. Their study has identified specific trends and factors for ITI employment and unemployment.

New Initiatives

The following initiatives are focused on improving existing database systems to collect post-licensure employment data. Examples are:

- The Ontario Association of Certified Engineering Technicians and Technologists (OACETT) is in the process of designing and implementing a new member database that will list employment information.
- Some regulators (e.g., BC Engineering Technicians and Technologists, Engineers Ontario, NT Engineers and Geoscientists, Saskatchewan Association of Speech Language Pathologists and Audiologists) are developing new database systems and have expressed an interest in coordinated data collection.

7. RECOMMENDATIONS

7.1 RECOMMENDATIONS

The following recommendations were compiled from stakeholder interviews and surveys regarding (i) opportunities to enhance ITI employment outcomes and (ii) the collection of post-licensure employment data. Not all recommended actions fall within the mandate of regulators, and as such others (i.e. professional associations, governments, or other FQR stakeholders) could consider undertaking these activities.

RECOMMENDATIONS FOR UNDERSTANDING CHALLENGES FACED BY ITIS IN OBTAINING POST-LICENSURE EMPLOYMENT

1. Provide targeted pre- and post-licensure supports for ITIs to obtain employment:
 - Evaluate opportunities to enhance and develop bridging programs that provide direct links to employment such as placement with employers to assist ITIs in acquiring Canadian work experience and in developing their understanding of the Canadian workplace culture and job readiness (i.e. the IPG Bridging Program).
 - Look to service providers, professional regulators, and national bodies demonstrating best practices for the design of programs that improve ITI pre- and post-licensure employment (i.e. ISANS, OACETT and CTEN). Areas to focus on include language skills (technical and non-technical), soft skills, business communication, employer marketing skills, access to networking opportunities and mentorship, as well as consolidated job boards. These supports have been shown to enhance the success of the ITI in locating and obtaining employment.
2. Continue to develop pre-arrival information and pre-assessment FQR tools that will provide ITIs with the information required to successfully become licensed and gain employment in Canada. Pre-arrival information that may directly impact an ITI's ability to find employment in their occupation may include:

- Familiarization with the nature of the occupation in Canada as well as alternative careers.
- Language requirements for licensure and employment.
- Workplace culture and occupation-specific practices in the Canadian context.
- The location of jobs and opportunities in rural as well as urban areas.
- Inventories of supports available to ITIs and their families.
- Tools and links to networks for locating employment, mentorship, and sponsored work experience.
- Access to professional practice, technical training and exams that may reduce or replace Canadian work experience requirements, where accepted by regulators, and lead to earlier licensure and employment.

Overall, it was noted by many stakeholder organizations that there needs to be collaboration across regulators and between the F/P/T governments to better assist ITIs in finding and maintaining employment post-licensure.

RECOMMENDATIONS FOR IMPROVING DATA REQUESTS BY GOVERNMENT AND DATA COLLECTION BY REGULATORS

3. To facilitate data requests, Government bodies could:

- Coordinate data requests to streamline and reduce the frequency of requests from governments.
- Support collaboration among stakeholders to prepare a standardized format for data collection, including developing agreed-to definitions (data dictionary), during licence renewal and reporting.
- Assess the capacity of regulators and associations to collect and compile employment data and identify supports (including shared tools, systems) for data collection.
- Compile national data to address the privacy concerns of regulators with a small number of ITIs.
- Explore opportunities to fund interested organizations to build database systems and to share and implement across smaller regulators.

4. To facilitate data collection by regulators, regulators could:

- Build a business case for the collection of post-licensure employment outcomes by regulators. This would require the identification of required data and the purpose of the data.
- Identify best practices and supports currently in use and leverage collaboration to reduce investment and effort to collect data while building consistency of data collection across jurisdictions.

APPENDIX A – LITERATURE REVIEW BIBLIOGRAPHY

Alberta Labour. *Alberta Labour Force Profiles: Immigrants in the Labour Force*. 2015. Accessed 21 October 2016 from: <https://work.alberta.ca/documents/labour-profile-immigrants.pdf>.

Augustine, J. 2015. "Employment Match Rates in the Regulated Professions: Trends and Policy Implications". *Canadian Public Policy/Analyse de politiques* 41 (Supplement 1): S28-S47.

Canadian Institute for Health Information Statistics data accessed 21 October 2016 at <https://www.cihi.ca/en/data-and-standards/access-data>.

Curtis, L.J., and U. Dube. 2015. "Demographics, Debt, and Practice Intentions of Medical Residents Training in Canada." *Canadian Public Policy/Analyse de politiques* 41 (Supplement 1): S138-S149.

FLMM (Forum of Labour Market Ministers). 2009. *A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications*. Cat. No. HS4-91/2009E. Gatineau, QC: Human Resources and Skills Development Canada.

--. 2014b. "A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications: An Action Plan for Better Foreign Qualification Recognition." Accessed 20 October 2016: http://novascotia.ca/lae/RplLabourMobility/documents/VanessaFQRAActionPlan2014_001.pdf.

Girard, M., and M. Smith. 2013. "Working in a Regulated Occupation in Canada: An Immigrant-Native Born Comparison." *Journal of International Migration and Integration* 14 (2): 219-44.

Hawthorne, L. 2008. *The Impact of Economic Selection Policy on Labour Market Outcomes for Degree-Qualified Migrants in Canada and Australia*. Institute for Research on Public Policy, vol. 14, no. 5.

Jantzen, L. 2015. "Do Economic Principal Applicants Work in Their Intended Regulated Occupation? Introducing the National Household Survey and Immigration Landing File Linkage Database." *Canadian Public Policy/Analyse de politiques* 41 (Supplement 1): S48-S63.

Owusu, Y., and A. Sweetman. 2015. "Regulated Health Professions: Outcomes by Place of Birth and Training." *Canadian Public Policy/Analyse de politiques* 41 (Supplement 1): S98-S115.

Sweetman, A., J.T. McDonald, and L. Hawthorne. 2015. "Occupational Regulation and Foreign Qualification Recognition: An Overview." *Canadian Public Policy/Analyse de politiques* 41 (Supplement 1): S1-S13

Von Zweck, C. (2006). *Enabling the Workforce Integration of International Graduates: Issues and recommendations for occupational therapy in Canada* (Rep.). Retrieved 26 October 2016, from Canadian Association of Occupational Therapists' website: https://www.caot.ca/pdfs/wip/WIP_Report.pdf

Warman, C., A. Sweetman, and G. Goldmann. 2015. "The Portability of New Immigrants' Human Capital: Language, Education, and Occupational Skills." *Canadian Public Policy/Analyse de politiques* 41 (Supplement 1): S64-S79.

Wiener, N. 2008. "Breaking Down Barriers to Labour Market Integration of Newcomers in Toronto." IRPP Choices 14 (10).

Zietsma, D. 2010. "Immigrants Working in Regulated Occupations." *Perspectives* (February) Cat. no. 75-001-X. Ottawa: Statistics Canada.