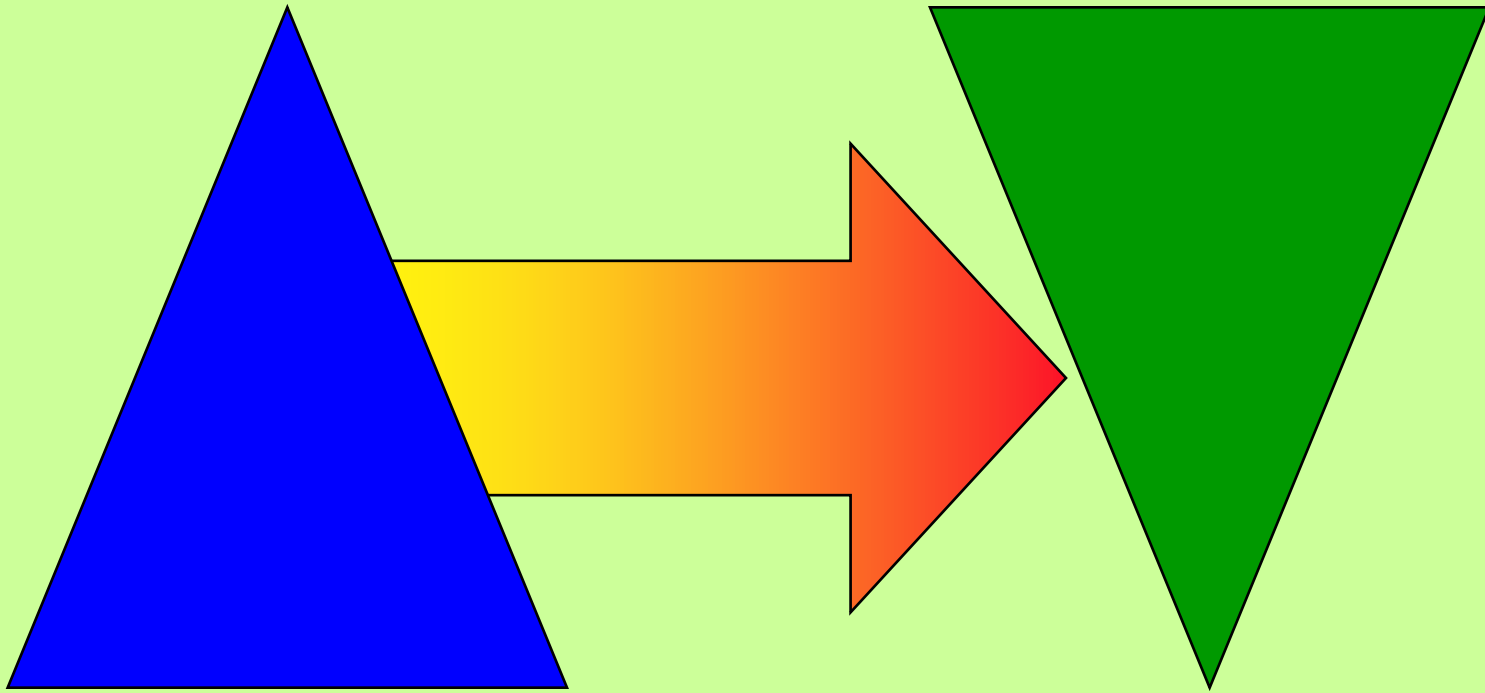

Benefits and Challenges of Legislated Fair Access to Regulated Professions: Emerging Global Best Practice



THE UNIVERSITY OF
MELBOURNE

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University of Melbourne
14th International Metropolis Conference
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Demographic Shift In OECD Nations



Traditional population structure

Emerging population structure

Proportion of Migrant Professionals by Field: Australia (2001 & 2006) Compared to Canada (2001)

Occupation	2006 Overseas-Born	2001 Overseas-Born (cf Canada)
Engineering	52%	48% (50%)
Computing	57%	48% (51%)
Medicine	45%	46% (35%)
Science		37% (36%)
Commerce/ business	40%	36% (27%)
Architecture		36% (49%)
Accountancy	44%	36% (35%)
Arts/ humanities		31% (24%)
Nursing	25%	24% (23%)
Teaching	25%	20% (15%)

Source: 2001 and 2006 Census data analysis, Australia and Canada

Canada's Level of Reliance on Foreign Qualified Professionals: Top Fields in 2007, 2008 (Economic Category), Includes 24,315 Health Professionals

Canada	2007	2008
Teachers/ academics		
Temporary	5,737	5,178
Permanent	4,790	5,670
Engineers		
Temporary	4,789	5,246
Permanent	5,400	4,598
IT/ Computing professionals		
Temporary	3,793	1,646
Permanent	4,638	4,428
Physicians:		
Temporary	1,498	1,627
Permanent	1,137	1,444
Nurses:		
Temporary	576	1,108
Permanent	665	853
Nurse Assistants/ Live-in Caregivers:		
Temporary	13,746	2,864
Permanent	2,841	4,909

Source: Table prepared based on data purchased from Citizenship and Immigration Canada August 2009

Skilled Migration to the UK - 'Third Country Nationals' Work Permit Holders by Select Nationality Admitted 2007 – Plus EU Flows

Source Country	Employment for 12 Months+	Employment for Less Than 12 Months	Total	Dependents
India	21,200	5,020	26,220	13,500
USA	6,170	14,800	20,970	4,780
Australia	2,670	1,450	4,120	1,150
China	2,450	654	3,104	2,060
South Africa	1,830	1,060	2,890	1,190
Japan	1,730	695	2,425	1,790
Philippines	1,740	205	1,945	2,760
Pakistan	1,260	205	1,645	820
New Zealand	710	465	1,175	260
Nigeria	300	140	440	775

Source: Table 3.4, p. 57, *Analysis of the Points Based System: Tier 2 and Dependents*, Migration Advisory Council Report, August 2009, London

Migration to Australia (2009): 168,700 Plus 13,000 Refugees Plus Uncapped Temporary Worker Entry in Australia = Around 280,000

Source: 'Skilled Migrant Visas up by 24 per cent', P Maley, The Australian, 23 July 2008 p 5

Temporary Employer Sponsorship 2008: 110,000 (compared to 46,680 the previous year)

- **Health/community services: 9,090 (+21% from 2006-07)**
- **Property/ business services: 6,020 (+33%)**
- **Construction: 5,690 (+36%)**
- **Manufacturing: 5,480 (+26%)**
- **Communication services: 5,200 (+10%)**
- **Mining: 4,890 (+36%)**
- **Accommodation/ cafes/ restaurants: 3,210 (+22%)**
- **Finance/insurance: 3,150 (+48%)**
- **Education: 2,540 (+27%)**
- **Retail trade: 1,940 (+58%)**

Top Occupations for Temporary Workers 2008-09 (Australia)

Computing professionals: 5,490

Registered nurses: 3,850

Physicians: 2,890

Business and information professionals: 1,930

Specialist managers: 1,090

Civil engineers: 1,040

Source: *Subclass 457 Business (Long Stay) – State/ Territory Summary Report 2008-09*.
Department of Immigration and Citizenship, Canberra, 2009

Major Foreign Credential Recognition Challenges for OECD Nations

1. Arrival mode/ length of planned stay:
 - Temporary or permanent?
 - Employer sponsored/ intra-company transfers (eg UK)
2. Immigration category/ selection mechanisms
3. Power of the regulatory bodies
4. Transformation of immigrant source countries
5. Differential education systems
6. Impact of bilateral/ multilateral agreements (eg EU):
 - Forced automatic recognition?
 - Case study – Eastern enlargement (A10) professionals in western Europe
7. Host country language ability:
 - The ‘gatekeeper’ to professional recognition?

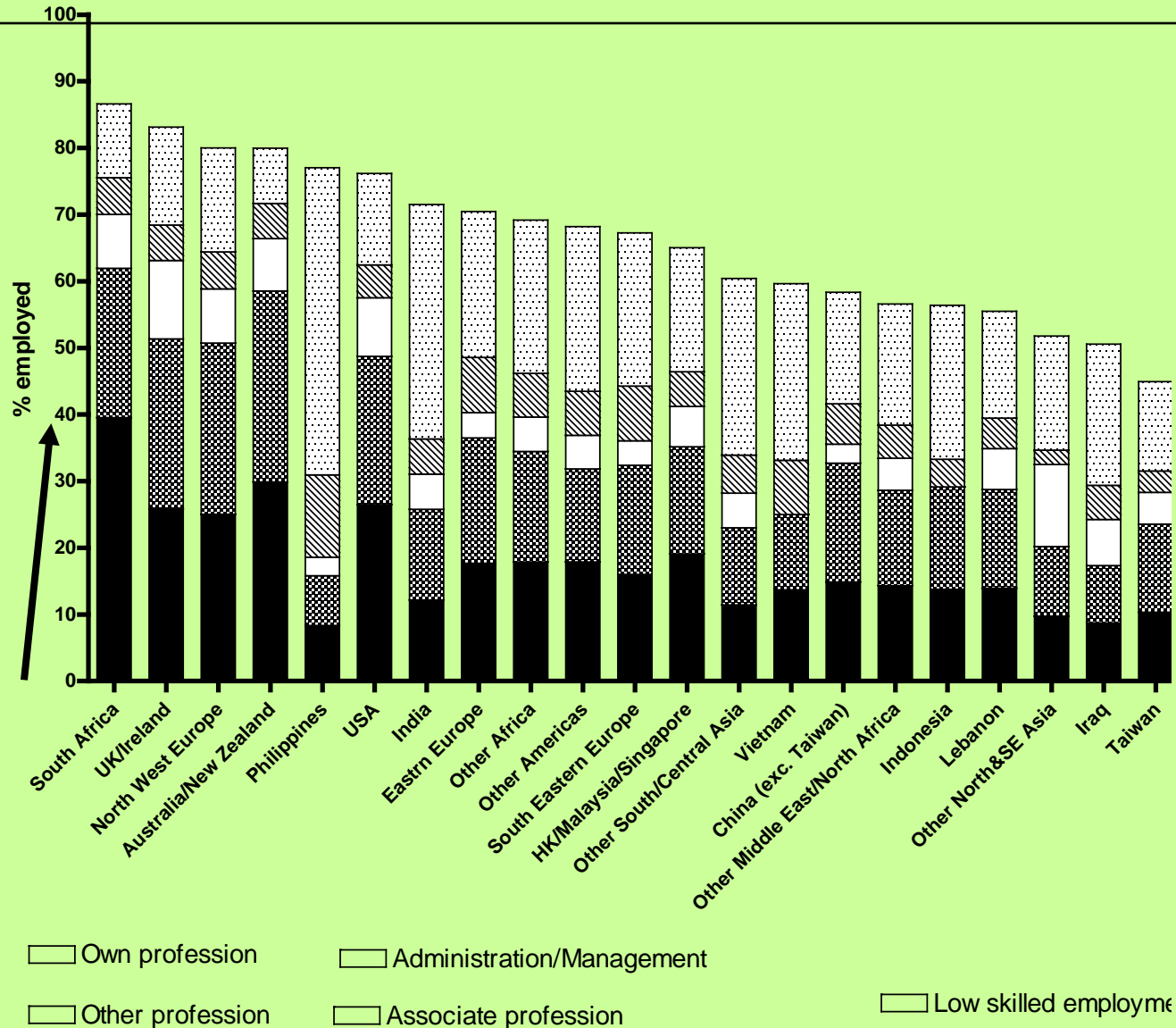
Diversity: Top Source Countries for Permanent Economic Category Migrants to Canada (2008)

1. China (20,897)
2. Philippines (20,244)
3. India (15,169)
4. **UK/Ireland (6,564)**
5. **USA (6,314)**
6. Republic of Korea (6,164)
7. Pakistan (4,164)
8. Iran (4,462)
9. **France (3,631)**
10. Morocco (3,199)

Source: Based on unpublished data ordered from Citizenship and Immigration Canada, August 2009

Degree-Qualified Migrant Employment by Work Type in Canada, by Birthplace, All 1996-2001 Arrivals (2001)

Source: L Hawthorne op cit 2007



Impact of Differential University Training Systems (Length of Academic Tradition, Level of Resources)

Ranking of top 500 world universities (Shanghai Jiao Tong 2006):

- **206 in Europe** (overwhelmingly located in North West Europe), including 43 in the UK, and 40 in Germany
- **197 in the Americas** (167 in the US, 22 in Canada, and just 7 in all Central or South America [including 1 in the top 150])
- **92 in the Asia-Pacific** (32 in Japan, 16 in Australia, 14 in China (none ranked in the top 150, and with 2 of the top 4 ranked institutions in Hong Kong), 9 in South Korea, 7 in Israel, 5 in New Zealand, 4 in Taiwan, 2 in Singapore, and just **2 in India** (neither ranked in the top 300))
- **5 in the Africas** (4 in South Africa, 1 in Egypt, with no other African or Middle Eastern country listed)

August 2008: Minimal change (eg still just 2 universities listed for India)



Differential Global Approaches to Foreign Credential Recognition: Engineering Case Study

Canada:

- Tightly regulated field, differential requirements across 13 provinces
- Mandatory year of Canadian professional experience, 1-24 exams

Australia:

- Quasi-regulated field, 80% of foreign engineers fully recognised at point of arrival (1994+)
- 10 models of bridging programs by 1994, to support FCR and labour market adaptation

European Union:

- Full automatic recognition for engineers from EU member states
- Separate determination of status for 'third country' nationals, with employers the major determiners of employment outcomes

United States:

- 'Market rules' (minimal regulation outside medicine and nursing)
- Employers (rather than regulatory bodies) determine engineers' professional status

Labour Market Outcomes for Degree-Qualified 1996-2001 Arrivals, Australia and Canada (2001), All Immigration Categories

Birthplace		Professional	Admin/ Management	Associate Professional	Any work S/TOTAL	Unemployed	Not in Laborforce	Number
Overseas	Degree	29.8	5.0	6.3	64.9	14.7	20.4	266,109
(Canada)	Post-sec. with dip	10.3	5.1	7.1	61.5	13.0	25.5	108,059
	Post-sec. w/o dip	4.9	3.8	3.8	57.1	12.9	30.0	103,199
	High school/ less	1.6	2.4	1.4	44.8	10.6	44.6	249,514
Overseas	Degree	31.4	7.6	6.2	65.9	7.8	26.2	126,470
(Australia)	Diploma	13.5	4.9	7.4	56.6	8.2	34.9	51,379
	Skilled vocation	3.6	4.0	9.3	73.0	7.8	19.0	34,603
	Other	3.4	2.2	3.7	40.5	8.7	49.4	271,269

UNESCO Study 2008: Foreign Credential Recognition Strategies Across Nine Countries

1. Australia
2. Canada
3. China
4. France
5. Malaysia
6. Morocco
7. Philippines
8. Senegal
9. United Kingdom

Source: L Hawthorne (2008), *Migration and Education: Quality Assurance and Mutual Recognition of Qualifications – Nine Country Overview Report*, UNESCO, <http://unesdoc.unesco.org/images/0017/001798/179851E.pdf>, Paris, pp 1-28; see also nine country-specific papers

Differential Global Approaches to Foreign Credential Recognition

1. Free-market approach:

- **Model:** Migrant selection plus credential recognition in the hands of employers (eg H1B visa for 1 million degree-qualified workers in the US; German 'Green Card' for 30,000 IT workers)
- **Case studies:** The US and foreign accountants; intra-company transfers to Germany (eg IT professionals)
- **Employment outcomes:** Strong (a condition of visa status)
- **Underpinning values:** 'Free enterprise' paramount; skills discounting acceptable

Translation to examination processes:

- Eg US nurses (all entry pathways to common examination)

Overview of Global Foreign Credential Recognition Strategies...

2. Primacy of bilateral and/or multilateral agreements (eg the European Union):

- **Model:** Forced subservience of national or provincial regulatory body powers
- **Case study:** Rubber-stamping – eg General Medical Council's registration of EU medical graduates in the UK
- **'Fit for practice?':** Assessed by employers in situ, not the regulatory bodies
- **Contrast:** EU compared to 'third country nationals' (eg from India, China)

Overview of Global Foreign Credential Recognition Strategies...

3. Implementation of government-driven national reform agenda:

- **Case study:** Australia 1989+ (Canada in the current period)
- **Strategy:** National focus on 9 professions and key trades; government-led funding and advocacy; competency based assessment
- **Positive outcomes:** Nursing, trades (eg three month CBA courses in nursing)
- **Limitations:** Minimal shift in other professions (engineering, architecture, medicine, physiotherapy, occupational therapy, psychology, dietetics, pharmacy, veterinary science); limits to government power (compared to the regulatory bodies)

Overview of Global Foreign Credential Recognition Strategies...

4. Investment in interventions designed to meet employer/ regulatory body FCR requirements:

- **Case study:** Canada's FCR Initiative (language and labour market programs, including regulatory exam preparation)
- **Focus:** Language, exam preparation, and bridging program interventions
- **Issues:**
 1. High cost (eg \$C75 million to bridge 1,000 physicians and 800 nurses into full registration)
 2. Ongoing access to training places (compared to scale of need)
 3. Establishment of learner pathways (eg General English →English for Engineers →Engineer exam preparation →industry placement); access to internships)

Case Study: Employment Outcomes for 1996-2001 Migrant Engineer Arrivals in Canada (2001)

Birth Country	Employed				Unemp	Not in Labor-force	Number
	Own Prof	Other Prof/ Manag	Other work	S/Total			
Canada	27.9	45.1	15.2	88.2	3.7	8.1	142,774
UK/Ireland	25.2	48.7	12.6	86.5	~	~	633
USA	17.6	48.4	11.9	77.9	~	~	392
South Africa	19.0	56.2	0.0	75.2	~	~	215
Australia/New Zealand	~	75.3	0.0	75.3	~	~	81
South Eastern Europe	15.1	24.9	35.1	75.1	12.8	12.13	2074
Eastern Europe	19.2	23.8	31.7	74.7	12.9	12.4	10280
North West Europe	17.4	53.1	13.9	84.3	8.2	4.55	1110
India	19.0	30.9	33.0	82.9	9.6	7.49	4933
Other South/Central Asia	15.9	22.3	31.2	69.4	17.1	13.53	7632
HK/Malaysia/Singapore	16.7	29.3	17.2	63.2	11.7	20.9	817
China (exc. Taiwan)	12.0	24.4	23.5	59.8	21.0	19.17	15234
Taiwan	8.3	20.8	18.8	47.9	16.9	31.38	1020
Philippines	5.3	14.2	58.7	78.2	11.4	10.38	2844
Iraq	15.6	27.0	17.6	60.2	14.4	17.6	572
Other Middle East/N Africa	14.9	23.7	24.2	62.8	22.1	15.09	3566
Central & South Americas	20.5	30.4	28.3	79.2	9.3	11.54	2190
Other	17.8	34.7	22.4	74.9	20.2	15.6	3278
TOTAL MIGRANTS							56,871

Source: Hawthorne (2007), op cit

Case Study – Australian Strategies to Bridge Migrant Engineers into Professional Work

1. **Language training:** English for engineers
2. **Accreditation barriers:** Eg taking additional subjects in local engineering standards; completing mandatory internships
3. **Examination preparation:** Intensive training to prepare for pre-registration examinations
4. **Technical upgrades:** Computer skills for engineers (eg AutoCAD)
5. **Employment:** Job-seeking strategies for engineers, including orientation to professional engineering in the host country
6. **Further engineering study:** eg Masters of Computer Engineering, PhD
7. **Career conversion:** IT graduate diplomas or management degrees

Source: L Hawthorne, *Labour Market Barriers for Immigration Engineers*, Australian Government Publishing Service, Canberra, 1994

Overview of Global Foreign Credential Recognition Strategies...

5. Partial recognition of foreign credentials for limited practice purposes

- **Example:** Foreign medical graduates in Australia, to address problems of medical maldistribution and under-supply
- **Model:** Conditional registration for 'area of need' practice, around 5,500 temporary FMGs this year; immediate access to professional employment, prior to achievement of full medical registration (MCQ and Clinical exams)
- **Case studies:** The UK 'backpacker doctors' seeking 'adventure medicine'; however by 2001 participants derived from 27 source countries (many associated with low exam pass rates)

Case Study: Access to Medical Employment for 1996-2001 Medical Arrivals in Canada Compared to Australia (2001 Census)

South Africa: 81% employed in Canada (81% in Australia) ✓

UK/Ireland: 48% employed in Canada (83% in Australia)

India: 19% employed in Canada (61% in Australia)

HK, Malaysia, Singapore: 31% employed in Canada (59% in Australia)

Eastern Europe: 8% employed in Canada (24% employed in Australia)

China: 4% employed in Canada (5% in Australia)

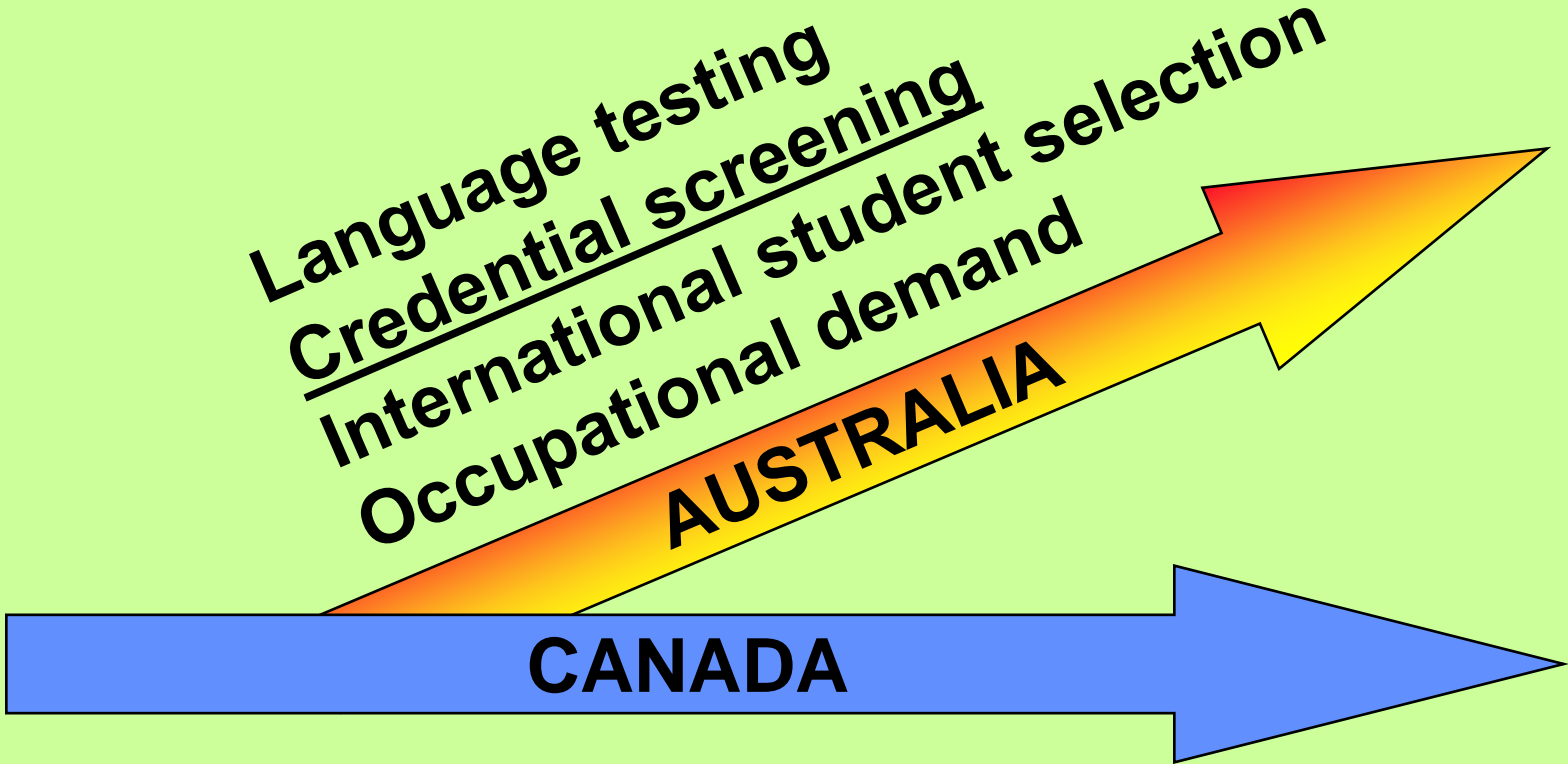
Source: *The Impact of Economic Selection Policy on Labour Market Outcomes for Degree-Qualified Migrants in Canada and Australia*, L Hawthorne, Institute for Research on Public Policy, Vol 14 No 5, 2008, Ottawa

Overview of Global Foreign Credential Recognition Strategies...

6. Utilisation of regulatory bodies as global training providers (with country-specific modules):

- **Example: Association of Chartered Certified Accountants global (ACCA)**
- **Model:** UK-based regulatory body = global accrediting body across **47 countries**
- **Curriculum:** Written by ACCA (UK), delivered by multiple global providers
- **Examinations:** ACCA-prepared and controlled, with multiple national modules (eg specific taxation, law and auditing courses)
- **Global portability: Designed into course;** scope for study in multiple countries, with 'add-on' modules to support future migration (eg Hong Kong or Indian accountant planning migration to Australia, the UK or Canada)
- **Facilitates: Virtual careers** (eg Indian accountant with multiple-country ACCA recognition auditing UK companies from Delhi)

7. Screening for Credential Recognition Off-Shore: Australia's Changed Skilled Migrant Selection Criteria (1999+)



Screening for Credential Recognition Off-Shore

1. US Predictive Nursing Tests (CGFNS/ NCLEX)
2. Joint Canada-Australia medical screening:
 - Medical Council Canada's and the Australian Medical Council's global administration of a jointly-developed MCQ exam
 - Potential to screen prospective foreign medical migrants to either country
 - Cost-effectiveness and security (7,000 items)

Overview of Global Foreign Credential Recognition Strategies...

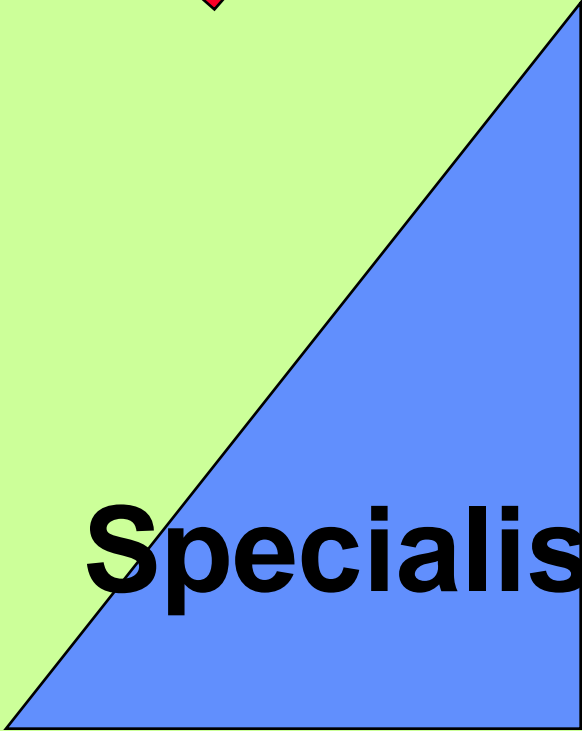
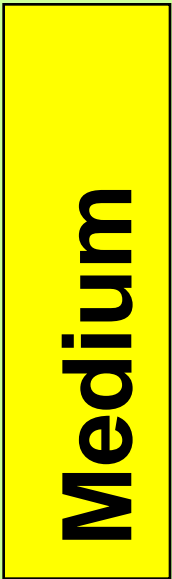
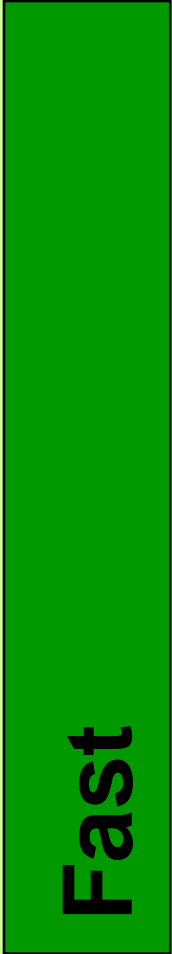
8. Establishment of multiple pathways into practice and full recognition:

- Utilise available data to define 'near equivalent' training programs
- Abandon requirements for reciprocal recognition
- Define differential pathways to address professional transition needs

Using the Data: Australian Medical Council Candidates and Examination Pass Rates (1st and Repeat Attempts) by Select Country, 1978-2008

Select Country of Training	MCQ Candidates	MCQ Passed	Clinical Candidates	Clinical Passed	Overall % Passed
Iraq	482	94.0%	368	87.5%	66.8%
UK	686	93.9%	479	95.4%	66.6%
S Africa	516	87.8%	363	93.4%	65.7%
Egypt	766	81.3%	536	90.3%	63.2%
Ireland	138	86.2%	87	90.8%	57.3%
China	667	84.3%	411	90.3%	55.6%
Sri Lanka	947	88.3%	548	86.9%	50.3%
Bangladesh	705	87.4%	457	77.0%	49.9%
India	2,509	78.3%	1,310	84.5%	44.2%
Philippines	585	61.7%	251	71.3%	30.6%
Nigeria	140	65.0%	57	82.5%	33.6%

~~One size fits all~~



Specialists

Principles of Effective Foreign Credential Recognition Solutions...

9. Accurate and early definition of the available training pathways for migrants requiring these, supported by adequate language training

Supported by commitment to the certainty and frequency of course provision in key professions, based on the assessed merit of models

Case study:

Formal language FCR 'hurdle' requirements by field

Occupation-specific language and labour market training (eg Quebec)

Funding levels, and construction of learner pathways

Interconnectivity with FCR training (supported by annual reporting by regulatory bodies of assessment outcomes)

Principles of Effective Foreign Credential Recognition Solutions...

10. Construction of FCR pathways designed to permit multiple accredited 'exit points' (for migrants unwilling/ unable at that time to secure full accreditation)

- Eg nursing (registered nurse, licensed practising nurse, assistant nurse)

11. Transparency and accountability in terms of screening processes/ outcomes

- Eg Ontario, Manitoba, Quebec fairness initiatives

Conclusion: Effective Solutions to Foreign Credential Recognition

The imperative: To balance a reform agenda with realistic context appraisal, taking into account:

- The legal limits of national and provincial governments, versus the vested power of regulatory bodies
- The ambivalence of professional bodies to labour market competitors (particularly in contexts of over-supply)
- The availability (or capacity to create) national bodies for pre-migration screening The impact of location and critical mass on provision of FCR interventions
- Level and consistency of funding required (etc)

Sources: *Foreign Credential Recognition - Canadian Issues*, Spring 2007; Hawthorne, L (2002), 'Qualifications Recognition Reform for Skilled Migrants in Australia: Applying Competency-Based Assessment to Overseas-Qualified Nurses', *International Migration Review*, Volume 40 (6): 55-92, Geneva; Freidson, E (1994), *Professionalism Reborn: Theory, Prophecy and Policy*, Polity Press, Cambridge

Essential Ingredients

Acceptable and sustainable funding strategies to support FCR interventions, defining:

- Federal versus provincial government inputs
- The merits of participant-loans
- Repayment
- Potential employer roles

Policy coherence and will:

- National and provincial decisions

The Risk of Failing on Reform: Recent Canadian Data on Economic Migrant Employment Outcomes

- 'The new face of the chronically poor' in Canada
- Worse employment outcomes than Family category migrants (despite selection for 'human capital' attributes)
- 20+ years post-migration (if ever) to secure wage parity with comparably qualified Canadians
- No wage premium for overseas work experience

Sources: Eg Thompson, E & Worswick, C (2004), *Canadian Research on Immigration and the Labour Market: An Overview*, Human Resources and Skills Development Canada; Picot, G, Feng, H, & Coulombe, S (2007), 'Chronic Low-Income and Low-Income Dynamics Among Recent Immigrants', *Analytical Studies Research Papers*, Statistics Canada Research Paper Series, Catalogue No. 11F0019MIE, No 294, Ottawa; Aydemir, A & Skuterad, M (2005), 'Explaining the Deteriorating Entry Earnings of Canada's Immigrant Cohorts: 1966-2000', *Canadian Journal of Economics*, Vol 38 No 2

The Dividend for Australia in Improved Recognition: Skilled Migrants' Employment 6 Months Post-Arrival by Category 2006

Source: *Evaluation of the General Skilled Migration Categories*, B Birrell, L Hawthorne & S Richardson, Commonwealth of Australia, Canberra, 2006

