



Report on Implementation of the Labour Mobility Chapter of the Agreement on Internal Trade



FORUM OF LABOUR MARKET MINISTERS

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EXECUTIVE SUMMARY

Across Canada, governments and organizations that regulate occupations and trades are enacting changes intended to make it easier for regulated workers to have their qualifications recognized anywhere in the country.

This report gives an overview of 51 of the occupations that are regulated in two or more Canadian jurisdictions. With input and advice from the regulators, government officials assessed progress made by each occupation toward improved labour mobility. This report also summarizes steps taken to improve labour mobility among trade workers.

Regulators have had the opportunity to meet on a national basis—many for the first time and aided by funding from Human Resources Development Canada—to cooperatively work toward the common goal of improved labour mobility. In doing so, they have increased their understanding of the ways in which their occupations are similar or different across the country; identified barriers to worker mobility; and taken significant steps toward eliminating those barriers and accommodating each other's members.

The changes regulators are making were envisioned in the 1994 *Agreement on Internal Trade (AIT)*. Chapter 7 of that interjurisdictional agreement is intended to enable any worker qualified for an occupation in one province or territory to be granted access to employment opportunities in that occupation in any other province or territory. The goal is to see more people licensed and registered based primarily on their competency to do the job—not on where they come from—and without having to go through duplicative assessment and training.

All governments except Quebec further committed under *A Framework to Improve the Social Union for Canadians*, signed in February 1999, to ensure full compliance with the labour mobility provisions of the AIT by July 1, 2001. This document reports on progress achieved by that date. (While the July deadline is not binding on Quebec, that government nevertheless expects regulatory bodies under its jurisdiction to continue working to achieve compliance on a voluntary basis within a reasonable period of time.)

For many of these occupations, licensing requirements have varied significantly across the country, and regulators have had to grapple with complex issues such as legislative change, scope of practice, educational requirements, assessment mechanisms and continuing competence. It has required cooperation, goodwill and mutual effort on the part of regulators to achieve a sound balance between protecting the public and facilitating improved worker mobility.

Despite these challenges, at the writing of this report, regulators representing 42 of the 51 regulated occupations have, on a national level, substantially met their labour mobility obligations or are well on the way to doing so.

For the nine remaining occupations, regulatory bodies have major issues yet to resolve.

Unlike occupations that are usually regulated by non-governmental bodies, trades are regulated directly by all provincial/territorial governments. Each jurisdiction determines which trades it will regulate, whether certification in the trade will be compulsory or voluntary, and what training is required. All jurisdictions have taken steps or committed to offer further recognition of qualified tradespersons.

Fifteen to 20 percent of workers in Canada work in regulated occupations and trades. Some regulatory bodies had recognized the need for reciprocity agreements long before the AIT was signed and had taken steps to facilitate the mobility of their members. For these occupations, the current exercise has provided an opportunity to build on and strengthen previous agreements.

Now, as efforts continue to complete implementation of Chapter 7 of the AIT, a growing majority of workers in regulated occupations and trades can practice their occupation wherever opportunities exist.

BACKGROUND:

LABOUR MOBILITY IN CANADA

Issue

Every year, approximately 200,000 Canadians relocate to a different province or territory and look for work.

While many people encounter no difficulties, some—particularly those who work in regulated occupations—may find their qualifications are not accepted in their new jurisdiction. This occurs because licensing requirements vary across the country, and individuals sometimes find they cannot easily transfer their qualifications from one jurisdiction to another.

Even those whose qualifications are recognized may nevertheless face delays or extra costs in being licensed or certified. These delays, extra costs and lack of qualification recognition have the effect of restricting labour mobility.

Workers expect to be able to move freely and practice their occupation throughout the country, without being subjected to unnecessary reassessment processes and costs. They want to take advantage of opportunities for career advancement across Canada, without having to worry about a complex reassessment process. The ability of workers to move freely will also result in greater productivity for employers, who will face fewer delays in filling job openings and thus enjoy improved competitiveness.

“Labour mobility” refers to the ability of qualified workers to practice their occupation wherever opportunities exist.

History

The *Agreement on Internal Trade (AIT)*, which came into effect in 1995, is intended to make it easier for people, goods and services to move across Canada. The purpose of Chapter 7 of the AIT—the Labour Mobility Chapter—is to enable any worker qualified for an occupation in one province or territory to be granted access to employment opportunities in that occupation in any other province or territory.

This is particularly significant to the approximately 15 to 20 percent of workers in Canada who work in regulated occupations and trades. It means qualifications of workers from one part of the country are to be recognized and accommodated in other parts of Canada, and differences in occupational standards are to be accommodated or reconciled. The goal is to see people registered and licensed based primarily on their competency to do the job.

Governments regulate certain occupations in order to ensure public protection, but not all jurisdictions regulate the same occupations. In addition,



occupational standards may vary among jurisdictions. In signing the AIT, governments have agreed to examine these differences and to reconcile them to the greatest extent possible.

In February 1999, all federal, provincial and territorial governments except Quebec signed *A Framework to Improve the Social Union for Canadians*. This committed signatory governments to ensure compliance with all labour mobility

provisions of the AIT by July 1, 2001. While Quebec was not bound by this deadline, it has maintained its commitment to honour the obligations under the AIT with the confidence that regulatory bodies under its jurisdiction would achieve compliance on a voluntary basis within a reasonable period of time. All governments and regulatory bodies have since been working diligently to achieve full compliance with the AIT provisions.

The Agreement on Internal Trade (AIT)

- Signed on July 18, 1994
- Commits governments to ensuring the free movement of people, goods, services and investments across the country
- Parties to the agreement are the federal government, all provinces and two territories (pre-dates Nunavut)
- Includes 10 chapters on specific issues, including a chapter on labour mobility
- Establishes a process for receiving complaints and resolving disputes

A Framework to Improve the Social Union for Canadians

- Signed February 4, 1999 by the federal government and all provinces and territories except Quebec (pre-dates Nunavut)
- Agreement is based upon a mutual respect between orders of government and a willingness to work more closely to meet the needs of Canadians
- Says governments must ensure that no new barriers to mobility are created in new social policy initiatives
- Calls for full compliance with the labour mobility provisions of the Agreement on Internal Trade by July 1, 2001

The Labour Mobility Chapter

- Chapter 7 of the Agreement on Internal Trade focuses on labour mobility
- Aims to enable any worker qualified for an occupation in one jurisdiction to be granted access to employment opportunities in that occupation in any other jurisdiction
- Targets three main barriers that prevent or limit the interjurisdictional movement of workers:
 - residency requirements
 - practices related to occupational licensing, certification and registration
 - differences in occupational standards
- Obligates jurisdictions to give appropriate recognition to the training, skills, experience and education of workers from other jurisdictions, and to make necessary accommodations in their licensing or registration requirements
- Details a consultation process for resolving labour mobility disputes
- The Forum of Labour Market Ministers (FLMM) is responsible for implementation

Understanding Labour Mobility

Occupations

Governments have focused on 51 occupations in Canada that are regulated in two or more jurisdictions. People working in regulated occupations include, as examples, doctors, nurses, teachers, engineers and architects.

Most regulated occupations are governed by self-regulating, non-governmental bodies. In these instances, an organization or institution has been delegated authority through legislation by a provincial/territorial government to regulate its own occupation. For example, chartered accountants are governed in every province by a regulatory body that has been delegated authority.

Not all regulated occupations are overseen by regulatory bodies with delegated authority from their government. Certain occupations, such as teachers and paramedics, are regulated directly by governments in most provinces and territories. It is therefore up to these governments to ensure that barriers such as residency requirements as a condition of employment or certification are eliminated, and that workers are certified and licensed based primarily on their ability to do the job.

There are approximately 400 occupational regulatory bodies in Canada that must comply with the Labour Mobility Chapter of the AIT. For the most part, labour mobility will be improved as regulators in each jurisdiction complete their work to reconcile differences in occupational standards and agree to mutually recognize the qualifications of members from the other organizations.

When comparing standards, regulators must undertake an occupational analysis, which will examine scope of practice, generic and specific skills and entry requirements used to assess the competencies of a worker. Where jurisdictions use common assessment tools, such as a common exam, the job is made easier. Different methods of assessment may, however, be used to evaluate similar competencies and therefore be deemed equivalent for the purpose of licensing, certification or registration. Where a high level of commonality exists between occupational standards, organizations should



mutually recognize workers who meet those standards. Where a low level of commonality exists, additional training or assessment may be required. Additional assessments may also be required to determine knowledge of jurisdiction-specific regulations, policies, etc.

The outcomes of processes used to recognize occupational qualifications and to reconcile occupational standards must be documented. While this could be achieved through the negotiation of a Mutual Recognition Agreement (MRA) or similar protocol, the AIT does not prescribe a particular method for organizations to confirm the equivalency of their occupational standards or the accommodation mechanisms they have developed to manage differences. Therefore, lack of an MRA is not evidence of lack of compliance with Chapter 7 obligations.

It should not be assumed that a jurisdiction that has not signed an MRA or similar protocol will not facilitate labour mobility for members of that particular occupation. (A non-signatory jurisdiction, for example, may continue to assess the qualifications of incoming workers. Whether or not this assessment is consistent with the obligations of the Chapter would remain to be determined.) Conversely, the establishment of an MRA or similar protocol may not lead to the removal of all mobility

Mutual Recognition Agreement (MRA)

An MRA is an agreement by regulatory bodies in two or more regulating jurisdictions that provides information on the extent to which the qualifications of workers in a given occupation generally conform to one another's occupational standard, and whether workers need undergo any additional assessment or training to become licensed in the new jurisdiction. In instances where occupational standards differ, the MRA describes how workers from each jurisdiction will be accommodated.

barriers. Terms and conditions within MRAs and protocols vary considerably and can be subject to interpretation. Therefore, it should be recognized that the existence of an MRA does not preclude the possibility of a dispute between signatory parties.

“Occupational Standard” refers to the skills, knowledge and abilities required for an occupation, as determined by a recognized body.

Trades

Sixty-five trades are also regulated in some jurisdictions and require certification in those provinces/territories. Examples of trades that require certification/licensing in most jurisdictions include electricians, plumbers and automotive service technicians.

Governments introduced the Red Seal program in 1958 to facilitate mobility for tradespersons. The Labour Mobility chapter of the AIT endorses this program as the primary method of inter-

provincial/territorial qualifications recognition. Efforts to comply with the Labour Mobility chapter have attempted to build on the success of the Red Seal program.

Workers in the 44 Red Seal trades can have their qualifications recognized across the country by completing an apprenticeship and passing an interprovincial (Red Seal) exam.

An individual who has completed the prescribed apprenticeship and passed the interprovincial exam will receive the Red Seal endorsement of the provincial/territorial certificate of qualification. This means he or she will be provided ready access, without further assessment or evaluation, to employment opportunities in all jurisdictions that participate in the Red Seal program for that trade. Tradespersons who have not completed an apprenticeship but have proven competency through years of practice may also challenge the exam and receive the Red Seal endorsement.

For trades requiring certification in only a few jurisdictions and not covered by the Red Seal, governments are working to ensure more consistent exam and apprenticeship requirements across Canada, or to reconcile differences in occupational standards. Governments have also introduced other accommodating measures to improve mobility for non-Red Seal certified tradespeople.

“Red Seal trades” are trades for which common interprovincial standards and exams have been established. All jurisdictions that participate in the Red Seal program for any trade accept the Red Seal endorsement as proof of competency to work in that particular trade.



JULY 1, 2001

Regulatory bodies have worked to meet the July 1, 2001 deadline for compliance with the Labour Mobility Chapter, and have made significant progress. While Quebec regulators were not bound by the July 1 deadline, they worked on a voluntary basis to reconcile differences in occupational standards and achieve mutual recognition of occupational qualifications.

Regulators have had the opportunity to meet on a national basis—many for the first time—to cooperatively work toward the common goal of improved labour mobility. In doing so, they have increased their understanding of the ways in which their occupations are similar or different across the country; identified barriers to worker mobility; and taken significant steps toward eliminating barriers and accommodating each other's members.

As of the July 1, 2001 deadline, regulatory bodies representing 42 of the 51 regulated occupations had agreed or substantially agreed on conditions under which mobility will be facilitated (usually documented in the form of a mutual recognition agreement). The remaining nine regulated occupations have complex issues to resolve in order to meet their Chapter 7 obligations on a national level. The issues these occupations continue to deal with include differences with respect to scope of practice, educational requirements, initial assessment of workers, continuing competence, recognition of foreign credentials, and the recognition of workers who have been licensed under a grandparenting clause.

In many cases, regulatory bodies worked extremely hard and faced significant challenges in order to meet their Chapter 7 obligations. Given that they are charged with protecting the public, some regulators had to do a delicate balancing act to achieve both public protection and labour mobility, particularly for occupations with varying scopes of practice and different educational standards. Governments have had to take their own necessary steps to meet the July 1, 2001 deadline for compliance with the Labour Mobility Chapter. In most jurisdictions, this has required—or will yet require—changes to the legislation governing specific occupations:

- Some jurisdictions have already made legislative or regulatory changes in order to eliminate barriers to facilitating labour mobility;
- Some may not need to pass new legislation;
- Some have been affected by the schedule of House sittings;
- Some need to consider the type of legislative change needed in a broader policy context;
- Some jurisdictions are waiting for the MRAs to be completed and ratified and have to wait for regulatory bodies themselves to propose legislative change ancillary to AIT; and
- Others are reviewing current legislation to enable regulatory bodies to recognize equivalencies in standards and qualifications.

POST JULY 1, 2001— WORK CONTINUES

While much was accomplished by the July 1 deadline, there is further work to do. Where assistance is required, the Forum of Labour Market Ministers (FLMM) and its working committee, the Labour Mobility Coordinating Group (LMCG) will continue working with regulators to facilitate labour mobility. Post July 1 activities will include:

- The development of an action plan for those occupations where further work is required, including each of the nine regulated occupations that still have major issues to resolve before meeting their Chapter 7 obligations on a national level;
- Human Resources Development Canada's continuation of funding over the next several months to allow regulators to meet and make further progress toward recognizing each other's members;

- Provincial and territorial governments continuing to work closely with regulatory bodies at the jurisdictional level to assist them in complying with the labour mobility provisions of the AIT; and
- Jurisdictions that have not yet done so will make necessary changes to their legislation and regulations governing specific occupations and trades.

Improving Transparency

Chapter 7 calls for greater transparency of regulations and practices affecting the mobility of workers between jurisdictions.

In response, governments have developed www.workdestinations.org. This Web site provides a wide range of labour market information, including a database on regulated occupations.

OCCUPATIONAL STATUS REPORT

Occupations

Regulators of 51 occupations were asked to take steps to facilitate labour mobility between and amongst jurisdictions. They were advised that Chapter 7 obligates provinces/territories and their regulators to take steps to mutually recognize the occupational qualifications of workers from another jurisdiction, and to reconcile any differences in occupational standards.

Attempts by some regulators to improve labour mobility for their members pre-date the *Agreement on Internal Trade*. For these occupations (such as nurses and physicians), efforts to meet Chapter 7 obligations have provided an opportunity to build on and strengthen previous agreements.

In keeping with the desire to provide an overview of progress toward labour mobility as of July 1, 2001, the following chart has been developed. The outcomes of complying with Chapter 7 vary significantly (particularly Article 708, which has generally been met through the development of a Mutual Recognition Agreement or similar protocol), as reflected in the individual descriptions in this section. Governments developed criteria to aid in their assessment of MRAs and endeavoured to apply these criteria consistently throughout their review process.

In categorizing occupations as substantially meeting their obligations or being well underway, Forum of Labour Market officials considered the following:

- Whether an acceptable mutual recognition agreement (MRA) or similar documentation of agreement on the terms of labour mobility has been reached among all jurisdictions and is either being implemented, awaiting approval or awaiting legislative changes; or
- Whether an MRA, or similar documentation of agreement on the terms of labour mobility,

acceptable to governments has been reached among most jurisdictions, with a commitment to try to extend the agreement to the non-signatory jurisdiction(s); or

- Whether the regulatory bodies are actively working on a comparison of jurisdictions' standards, assessment methods, or other requirements, in order to be able to conclude an MRA or similar documentation of agreement on the terms of labour mobility in the near future.

On the basis of these criteria, the progress of occupations has been assigned to one of the two following categories:

- Labour mobility obligations substantially met or well underway; or
- Major issues remaining.

Analysis

The following is a brief analysis of the progress toward labour mobility made by each of the 51 occupations which are regulated in more than one jurisdiction and which are the focus of this report.

This analysis focuses on the efforts of regulatory bodies to comply with the obligation to mutually recognize qualifications. An acceptable tool to achieve this is through the development of a mutual recognition agreement. Governments have encouraged regulatory bodies to develop a mutual recognition agreement or similar protocol in order to document their level of compliance with their obligations to mutually recognize the qualifications of workers.

Although there are several references to occupational regulators ratifying a mutual recognition agreement, this does not finalize its development. Governments may need to amend legislation before the provisions of the MRA can take effect. In cases where

LABOUR MOBILITY COORDINATING GROUP (LMCG)

The LMCG is made up of officials from each government that signed the AIT. On behalf of the Forum of Labour Market Ministers, members work with regulatory bodies and other stakeholders to help them recognize qualifications of workers and reconcile occupational standards. Current LMCG members are listed in Appendix D.

PROGRESS TOWARD LABOUR MOBILITY, BY OCCUPATION

Labour Mobility Obligations Substantially Met or Well Underway	Major Issues Remaining
Agrologists	Acupuncturists
Architects	Dental Specialties
Audiologists/Speech Language Pathologists	Hearing Aid Practitioners
Certified General Accountants	Home Economists
Certified Management Accountants	Hunting Guides
Chartered Accountants	Paramedics
Chiropractors	Podiatrists/Chiropodists
Community/Urban Planners	Public Accountants
Dental Assistants	Respiratory Therapists
Dental Hygienists	
Dental Technicians or Technologists	
Dentists	
Denturists	
Dietitians/Nutritionists	
Embalmers/Funeral Directors	
Engineering Technicians and Technologists	
Engineers	
Foresters	
Geoscientists	
Land Surveyors	
Landscape Architects	
Lawyers	
Licensed Practical Nurses/ Registered Nursing Assistants/Registered Practical Nurses	
Massage Therapists	
Medical Laboratory Technologists	
Medical Radiation Technologists	
Midwives	
Naturopathic Physicians	
Occupational Therapists	
Opticians	
Optometrists	
Pharmacists	
Physicians	
Physiotherapists	
Psychologists	
Real Estate Agents	
Registered Nurses	
Registered Psychiatric Nurses	
Social Workers	
Teachers	
Translators/Interpreters/Terminologists	
Veterinarians	
Total 42 (82%)	Total 9 (18%)

legislation is pending, it should not be assumed the jurisdiction's regulators are not in compliance with Chapter 7 of the AIT. In fact, regulators will continue to assess the qualifications of incoming workers, but on a case-by-case basis.

Although regulators may consider the terms “licensed,” “certified” and “registered” to have distinct meanings, for the purposes of this report the terms are used interchangeably. That is, they all refer to a formal recognition that a person has met the requirements to be certified to work in a particular occupation.

The occupations are listed alphabetically.

Regulatory bodies have had an opportunity to review officials' assessments of progress made.

Acupuncturists

Acupuncturists are regulated in Alberta, Quebec and British Columbia.

Some initial steps were taken in early 2000 to begin discussions among the three regulated jurisdictions, but their lack of resources prevented progress. In addition, British Columbia was involved with establishing its College of Traditional Chinese Medicine Practitioners and Acupuncturists, which did not leave much time to address Chapter 7 obligations. The Alberta and British Columbia regulatory bodies have been using the tenets of the AIT as the basis of bilateral discussions that are currently taking place with respect to provincial examinations.

The LMCG believe acupuncturists have outstanding issues to resolve.

Agrologists

Agrologists are regulated in all jurisdictions except the territories.

A consortium of registrars from nine provinces recently submitted a draft of their MRA to the regulatory bodies for signature. The MRA indicates that the current admission standard to most provincial institutes is a minimum of a bachelor's degree from an accredited educational program. The MRA would recognize fully-licensed agrologists without further assessment except where there are differences in the scope of practice. Where the scope of practice does differ, an individual could require further assessment when moving to another jurisdiction.

While the Quebec regulator is not a party to the proposed MRA, the current draft MRA includes a commitment to considering ways in which the Quebec regulatory body could become a signatory to the Agreement.

Architects

Architects are regulated by legislation in all jurisdictions except Yukon, the Northwest Territories and Nunavut.

A reciprocity agreement that pre-dates the AIT has provided architects with mobility across Canada. A further agreement was negotiated, largely independent of efforts to comply with the AIT, to further improve labour mobility for architects.

Audiologists/Speech Language Pathologists

These two occupations are regulated in New Brunswick, Quebec, Ontario, Manitoba and Saskatchewan. Voluntary professional associations from all other provinces and the Yukon have participated in the labour mobility discussions and all are signatories to the proposed MRA.

Under the MRA, regulators in all provinces will recognize qualified practitioners from other jurisdictions who hold a master's degree that includes specified course work and supervised practice hours (this is the current entry-to-practice requirement across all provinces). Manitoba and Ontario will also recognize qualified practitioners from other provinces who were “grandparented” but do not meet current entry-to-practice requirements.

Regulators indicate that the MRA has been ratified by all jurisdictions.

Certified General Accountants (CGAs)

This occupation is regulated in all jurisdictions and has had a long-standing practice of facilitating labour mobility.

CGAs have had an agreement in place since 1991, which states that interprovincial transfers are uncontested except for the need of incoming applicants to satisfy continuing education requirements within a reasonable period of time after entry to the new jurisdiction.

At the request of the Labour Mobility Coordinating Group, CGAs developed a mutual recognition

agreement. The MRA has recently been signed by all provincial associations and further reinforces mobility rights.

Certified Management Accountants (CMAs)

Certified Management Accountants are regulated in all jurisdictions.

Labour mobility within the occupation has been based on bilateral Affiliation Agreements between individual jurisdictions and the national body, which sets standards for CMAs. In practice, CMAs registered in one jurisdiction do not seem to have much difficulty obtaining registration when moving to another jurisdiction. Provincial and territorial associations have formally indicated their view that a high level of labour mobility exists using the bilateral agreements. They have also committed to undertaking a process to develop an MRA that would document the current level of mobility and address any outstanding labour mobility issues.

Chartered Accountants (CAs)

Chartered accountants are regulated in all jurisdictions.

The Canadian Institute of Chartered Accountants and its member jurisdictions have an existing protocol that includes issues related to reciprocity. For this reason it has seen no need for any further mobility guarantees.

Despite some reservations that the protocol could allow jurisdictions to maintain measures that are inconsistent with the AIT, the Labour Mobility Coordinating Group recognizes that CAs have, in practice, enjoyed free mobility between Canadian jurisdictions.

Chiropractors

Chiropractors are regulated in all jurisdictions except the Northwest Territories and Nunavut.

Regulators in all jurisdictions but British Columbia have ratified an MRA that provides mobility rights for qualified practitioners. The British Columbia regulatory authority has established in writing its support for equivalent recognition, but the *Chiropractors' Act* requires that all applicants for registration must have successfully passed the

Canadian national board examination process. This may present a barrier for some applicants. (Board exams have been mandatory in all jurisdictions for many years and a small number of long-practicing chiropractors from a few jurisdictions would be affected.) The British Columbia government is reviewing this legislative requirement.

Community/Urban Planners

This occupation is regulated in Alberta, Saskatchewan, Ontario, and Quebec. In addition, discussions are under way between the governments of Nova Scotia and Manitoba and the provincial planning institutes in those provinces to introduce legislation governing the occupation. Draft legislation is expected to be tabled in the Nova Scotia legislature in the near future.

Regulators of this occupation are all affiliate members of the Canadian Institute of Planners (CIP). It is understood that each provincial organization has an existing agreement with the national body that will mutually recognize the competencies of members across the country, subject to a member passing an exam on provincial legislation. It is believed that this agreement has traditionally ensured good mobility for all members of the CIP. The agreements are between each provincial association and the national body, and not between provinces as envisioned in the AIT.



Dental Assistants

Dental assistants are regulated in eight jurisdictions. The occupation is regulated by dental boards in British Columbia, Nova Scotia, Manitoba, Newfoundland, Prince Edward Island and New Brunswick. In Saskatchewan and Alberta, it is regulated by the occupation itself.

Traditionally, registration requirements for dental assistants have varied considerably across the country. Some regulatory bodies have required the completion of an accredited program (many dental assisting programs in Canada are not accredited), some have required the applicant to pass a national exam administered by the National Dental Assisting Examining Board (NDAEB), and some have required both.

Those regulatory bodies that once required graduation from an accredited institution as an entry-to-practice requirement are now willing to recognize a dental assistant who has graduated from non-accredited institutions if s/he has successfully completed the NDAEB written examination and clinical practice evaluation.

Dental assisting regulators have also agreed to recognize registered dental assistants from another jurisdiction that regulates dental assisting if s/he has worked a minimum of 900 hours in the preceding three years.

Applicants from non-regulated jurisdictions will be assessed on a case-by-case basis.

Dental Hygienists

The occupation is regulated in all jurisdictions. The occupation is self-regulated in British Columbia, Alberta, Saskatchewan, Ontario and Quebec. In the Yukon, Northwest Territories and Nunavut, dental hygienists are regulated by the government. Elsewhere, they are regulated by dental boards.

All regulators have agreed that under an MRA, dental hygienists must graduate from an accredited program. In addition, five jurisdictions currently require that registrants pass the National Dental Hygiene Certification Board (NDHCB) exam. All regulators support the principle of national certification and have agreed to encourage the NDHCB to develop and add a simulated clinical component to the existing written exam.

Based on the current legislation regulating dental hygienists in Quebec, a second examination is not permitted. However, the Quebec regulator has suggested that an evaluation by an independent firm be conducted to determine equivalency of the comprehensive tests administered by Quebec colleges at the end of their programs, to the national exam. Given that there are eight Quebec colleges that will be involved in this process, it is expected to take some time. It appears that a positive outcome of the evaluation would result in all jurisdictions becoming signatories to an agreement that would include the NDHCB exam or the Quebec equivalent as a basis for mutual recognition. In Quebec, the regulator will recognize dental hygienists who meet the requirements set out in its equivalency regulations.

Regulators expect to complete their MRA sometime this year.

Dental Specialties

Nine specialty areas of dentistry (such as orthodontics, pediatric dentistry and endodontics) are being treated separately from general dentistry for the purposes of addressing Chapter 7. This occupational group is regulated in all jurisdictions except the Yukon.

Traditionally, licensing requirements for dental specialties have varied somewhat across Canada. For example, while regulators in most jurisdictions require that candidates pass the exam of the National Dental Examining Board (NDEB) plus a specialty exam, the British Columbia regulator requires candidates to have the NDEB and pass its own provincial exam. Ontario does not require the NDEB for dental specialists and currently grants restricted licenses based on the specialty once a candidate has successfully completed a specialty examination approved by the regulatory body. The Alberta regulator presently has the ability to license specialists from other jurisdictions.

Most regulators except those in British Columbia, Alberta, Ontario and perhaps Quebec have agreed to standardize licensing requirements. A necessity for licensure and portability would be graduation from an accredited program, and passing the NDEB exam and a national specialty exam. All regulators except for those in British Columbia, Alberta and Quebec are willing to grandparent all specialists who are licensed with unrestricted licensure on or before January 1, 2000 on the condition that all other regulators agree to do the same.

There is considerable work to be done to bring British Columbia, Alberta, Ontario and Quebec regulators into a mutual recognition agreement.

The LMCB believes dental specialties have outstanding issues to resolve.

Dental Technicians and Technologists

Dental technicians and technologists are registered/licensed in British Columbia, Alberta, Saskatchewan, Ontario, Quebec, New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland.

The occupation has identified five areas of competency. Regulators recognize the five areas but several do not require dental technicians to be competent in all five in order to be registered/licensed. As the educational, registration, examination and entry level competencies required by British Columbia, Quebec, and Ontario regulators are substantially similar, an MRA will be ratified by these three bodies shortly.

Regulators from other jurisdictions may become parties to the MRA as they demonstrate the implementation of substantially similar educational, registration, examination and entry level competencies. In the meantime, regulators in British Columbia, Quebec and Ontario have agreed to implement measures to accommodate practitioners from other jurisdictions who do not meet all the requirements of those three provinces. They would also identify, on an individual basis, further training and examination required for full registration/licensing.

Dentists

Dentists are licensed in all jurisdictions. Within the last decade, dentists holding National Dental Examining Board (NDEB) certification have enjoyed good mobility, since most jurisdictions require successful completion of the NDEB exam.

A mutual recognition agreement is currently being ratified that provides full recognition for dentists who hold unrestricted licensure, have graduated from a Canadian accredited program and have passed the NDEB exam. It also allows for the grandparenting of dentists who held unrestricted licensure without holding an NDEB certificate prior to January 1st, 2000.

There remains an outstanding issue concerning the mobility of foreign-trained professionals provided



unrestricted licensure in Quebec, after January 1st, 2000, without holding the NDEB certificate. Currently, the Quebec regulator will recognize holders of equivalent foreign credentials and will require them to pass the Quebec exam. Under the terms of the MRA, all licensed foreign-trained dentists who held unrestricted licensure as of January 1, 2000 would be grandparented and would have their credentials recognized across the country. Post January 1, 2000, any foreign-trained dentists newly licensed in Quebec would be required to write the NDEB exam before being granted an unrestricted license in another jurisdiction. The regulators are committed through their MRA to work toward reconciling differences in how they assess foreign-trained practitioners.

Denturists

Denturists are regulated in all jurisdictions except Prince Edward Island.

While regulators of this occupation have attempted to develop a mutual recognition agreement acceptable to all jurisdictions, the Newfoundland regulator has not yet signed the MRA, due to some concerns related to the accreditation of a particular two-year program. However, it is apparent that all two-year programs will soon receive an accreditation status that is acceptable to Newfoundland. Upon confirmation of accreditation, Newfoundland will sign the current MRA.

In the interim period in Newfoundland, all new graduates of two-year denturism programs must complete a one-year apprenticeship under supervision. The apprenticeship requirement only applies to new graduates. Therefore, a graduate from a two-year program who is licensed as a denturist in his/her jurisdiction and has worked for one year or more, would have his/her qualifications recognized by Newfoundland without a requirement for a period of apprenticeship.

The denturist consortium has agreed to continue discussions with the Newfoundland regulator.

Regulators are in the process of ratifying the MRA.

Dietitians/Nutritionists

This occupation is regulated in all provinces except British Columbia, where regulation is under consideration.

Regulators in all provinces except Quebec use a common entry exam to assess competency before licensing; Quebec programs assess candidates on an ongoing basis throughout their training and Quebec considers this to be sufficient. Regulators in the other nine jurisdictions believe the entry exam is necessary because it constitutes a comprehensive assessment of candidates' competencies that is different from the assessments conducted in a practical training program outside Quebec. This difference in assessment is an outstanding issue for mutual recognition.

All regulatory bodies signed a draft MRA in principle in October 1998 and began introducing the common entry exam. In Quebec, however, the implementation of a registration exam as set out in the MRA was not authorized because it is considered a duplication of assessment mechanisms and therefore an artificial barrier for membership in the organization.

Regulators are considering an accommodation mechanism to recognize Quebec qualified dietitians who have not written the common entry examination. Other provinces will recognize a Quebec qualified dietitian, (or a dietitian from any other jurisdiction who has not successfully completed the examination) if the individual has worked for a three-year period prior to re-locating and if the individual meets the previous jurisdiction's quality assurance requirements.

Embalmers/Funeral Directors

The occupation is regulated in all jurisdictions except the Northwest Territories and Nunavut.

Standards for this occupation vary across the country. For example, while the Ontario regulator requires that funeral directors have up to two years combined classroom and apprenticeship training, regulators in some other jurisdictions require a shorter period of training and apprenticeship. In addition, some regulators license only embalmers, some license only providers of funeral services, and some have a dual licensing system.

An MRA that provides recognition and mobility amongst jurisdictions has been ratified by all regulators except those in Ontario, Quebec and the Yukon. The Quebec regulator is seeking legislative amendments that would allow it to sign the MRA. The Ontario regulator takes the position that it needs more information on all jurisdictions' occupational standards before it can reach a decision on equivalency.

Ontario has changed its regulations to allow for equivalency assessments and accommodation mechanisms.

It is not clear if or when Ontario, Quebec and Yukon regulators might join the MRA.

Engineering Technologists/Technicians

This occupation is regulated in all provinces except Newfoundland, Prince Edward Island and Alberta.

The Canadian Council of Technicians and Technologists, which is the occupation's national association, facilitates mobility for practitioners through a transfer agreement between itself and the regulatory authorities and provincial associations. The transfer agreement pre-dates the AIT and regulators indicate it is being modified slightly to meet the requirements of Chapter 7. There are no substantive outstanding issues.

Engineers

Engineers are regulated in all jurisdictions.

Regulators have signed a mutual recognition agreement that further improves the traditionally easy labour mobility of engineers. Notably, they have



dropped a requirement that engineers have five years experience prior to being eligible for recognition.

The MRA, however, still left some outstanding issues to be addressed. These issues include: no specific time limitation relating to records of past disciplinary actions; the treatment of practitioners who, within two years of obtaining a license, transfer to jurisdictions where four years is the minimum practical training requirement; and a broad “notwithstanding” clause. It is recognized this “notwithstanding” clause leaves the regulator with the right to have practices that conflict with the AIT. The occupation is nevertheless monitoring usage of the clause on an annual basis through a mandatory reporting mechanism, with a view to possibly amending or removing it. Over the year 2000, the “notwithstanding” clause was used in only 2.7% of cases of engineers who sought licensure in another jurisdiction. This is a reduction from the 4% of cases that occurred in the first six-month period following the agreement taking effect in 1999.

Foresters

Foresters are regulated in seven provinces: British Columbia, Alberta, Ontario, Quebec, New Brunswick, Nova Scotia and Newfoundland.

The occupation has traditionally enjoyed good mobility, and regulators had no problem completing a mutual recognition agreement. There are no outstanding issues, and the MRA has been ratified.

Geoscientists

Geoscientists are regulated by joint engineering and geoscience legislation in British Columbia, Alberta, Saskatchewan, Manitoba, the Northwest Territories (and Nunavut), New Brunswick and Newfoundland. Geoscientists in Ontario and Quebec are regulated by legislation, separate from that governing engineers.

Through the Canadian Council of Professional Geoscientists (CCPG), the provincial and territorial occupational associations that regulate the occupation have developed an MRA that currently contains a “notwithstanding” clause which mirrors that contained in the MRA governing the mobility of engineers in Canada. As a result of this clause, a regulator may deny registration for any reason.

While the clause may appear not to guarantee mobility, its inclusion was required for broad acceptance of the MRA. The existence of the MRA will permit the associations to begin developing familiarity and a comfort level with the concept of mobility and is the second step towards full national mobility. The first step was taken when all jurisdictions accepted the national standards recommended by the CCPG’s Canadian Geoscience Standards Board (CGSB). The standards are based on an appropriate blend of credits from a recognized university geoscience program coupled with appropriate work experience. The CCPG, supported by the CGSB, will work in consort with the Canadian Council of Professional Engineers to rework both the geoscience and engineering MRAs as may be required so that both occupations, which are linked at the provincial and territorial association level, are provided maximum mobility.

Both councils have struck task groups and are meeting jointly to recommend actions to be taken to implement full mobility, that is, incorporating definitions and recognition of incidental practice and national mutual recognition of registrations.

Hearing Aid Practitioners

This occupation is regulated by legislation in six provinces: British Columbia, Alberta, Manitoba, Quebec, Nova Scotia and Newfoundland. Saskatchewan will begin regulating hearing aid practitioners as soon as legislation is passed.

The regulatory authorities are making steady progress toward complying with the terms of Chapter 7. A consultant's report outlining the details of an occupational analysis for the profession is due in mid-September. It is expected that an MRA can be negotiated, probably by the end of the year.

The LMCG believes hearing aid practitioners have outstanding issues to resolve. The most important issue concerns developing an acceptable accommodation mechanism for practitioners with many years of experience who do not meet present entry to practice requirements.

Home Economists

Home economists are regulated in five provinces: British Columbia, Alberta, Manitoba, Ontario and New Brunswick.

A conditional reciprocity agreement has been in place among regulated jurisdictions since the mid 1990s; however, the Alberta regulatory body withdrew from this agreement in 1998.

The LMCG believes home economists have outstanding issues to resolve.

Hunting Guides

Hunting guides are regulated in British Columbia, Alberta, Manitoba, Nova Scotia, New Brunswick, Newfoundland and the Yukon.

Newfoundland maintains a residency requirement; however, the Newfoundland regulator has indicated that it is reviewing its policy. The LMCG will follow-up with regulators for this occupation to identify any labour mobility issues beyond residency requirements.

The LMCG believes that hunting guides have outstanding issues to resolve.

Land Surveyors

Regulatory bodies for land surveyors exist in all jurisdictions except the Northwest Territories, Nunavut and the Yukon. On "Canada Lands" (federal land) in any province or territory, land surveyors are regulated by the Association of Canada Lands Surveyors.

An MRA has been signed by regulators in all provinces except PEI. It has also been signed by the Association of Canada Land Surveyors and was coordinated by the Canadian Council of Land Surveyors. The agreement specifies that licensed land surveyors from other jurisdictions will be recognized after they have demonstrated that they have acquired the local knowledge required to practice in the jurisdiction. At the present time, all regulatory bodies except Prince Edward Island have agreed that local knowledge will be assessed through professional exams and a professional survey project which have parameters specified in schedules to the MRA.

Landscape Architects

Landscape architects are regulated only in Ontario and British Columbia.

The two regulated provinces have had a reciprocity agreement since 1995, which assures easy mobility of landscape architects between Ontario and British Columbia. Landscape architects moving from a non-regulated to a regulated province will continue to be assessed on a case-by-case basis.

Lawyers

Lawyers are regulated in all jurisdictions.

Provincial law societies have had an Inter-Jurisdictional Practice Protocol since 1994, thus predating the Agreement on Internal Trade. (The regulators from the Yukon, Northwest Territories and Nunavut are not signatories of the protocol at this time.) The protocol facilitates temporary mobility of lawyers by allowing lawyers from one province to offer legal services in another province. It also facilitates permanent mobility by requiring a practicing lawyer to write only that portion of the bar exams on "jurisdiction-specific substantive law, practice and procedure." It should be noted that, in Quebec, the profession of notary is regulated separately. The Chambre des notaires du Québec, regulator for the profession, is also signatory to the 1994 Protocol. The LMCG recognizes that provincial laws vary and Chapter 7 (Labour Mobility) of the Agreement on Internal Trade allows for the assessment of jurisdiction-specific knowledge.

Licensed Practical Nurses/Registered Nursing Assistants/Registered Practical Nurses

Licensed Practical Nurses (LPN) are regulated in all jurisdictions.

There is variance among jurisdictions in the scope of practice of LPNs. In jurisdictions with a broader scope of practice, there is concern about licensing LPNs who have not had the required training or experience to perform the broader duties set out in their licensing requirements. However, regulators are trying to accommodate LPNs from across the country and have drafted an MRA to accomplish this. In jurisdictions where LPNs perform a wider range of duties, restricted licenses will be issued that would allow the incoming LPNs to perform specific duties and may specify a period of time by which s/he must complete training and assessment in “broader” duties.

A further issue for this occupation concerns the need to compare the common exam with the Quebec assessment process. (All LPNs outside Quebec write a basic common exam. Jurisdictions with a broader scope of practice require additional assessment of specific duties such as issuing pharmaceuticals.) Regulators are working with a consultant to determine whether the two assessment processes are equivalent and produce the same outcomes.

Massage Therapists

Massage therapists are regulated only in British Columbia and Ontario. The Newfoundland government has approved the drafting of legislation to govern this occupation.



Regulators in Ontario and British Columbia compared their occupational standards and identified differences in competencies required to practice in their respective jurisdictions. The two regulators have completed a mutual recognition agreement that is expected to facilitate registration for moving practitioners and ensure training in those areas of differing competencies. In order to implement the MRA, the British Columbia regulator has submitted required bylaw changes to the British Columbia Government for approval.

Medical Laboratory Technologists

Medical laboratory technologists are regulated in New Brunswick, Quebec, Ontario, Saskatchewan and Alberta.

A common examination is used in all jurisdictions except Quebec. A consultant has been hired to compare the Quebec training and assessment processes to those used by other jurisdictions. If the processes are found to be equivalent, a full MRA could be developed amongst all regulated provinces. The consultant's report has been delayed until the fall.

Regulators negotiated an MRA that has been ratified by all jurisdictions except Quebec. Once the consultant's report is available, and assuming that all provinces' programs and assessment mechanisms are deemed equivalent, Quebec is expected to sign the MRA later this year. In the interim, the regulator in Quebec will recognize medical laboratory technologists who meet the requirements set out in its equivalency regulations.

Representatives of medical lab technologists in unregulated provinces participated in developing the MRA and have signed the final document, although their signatures are not binding on their governments.

Medical Radiation Technologists

This occupation is regulated in Nova Scotia, New Brunswick, Quebec, Ontario, Alberta and Saskatchewan.

Comparison of standards across the country was relatively easy, since regulators in all provinces but Quebec use the common examination developed and administered by the national association. Given that the Quebec regulator and the national association had established a bilateral equivalency agreement, no

major issues were encountered and an MRA has been ratified by all jurisdictions.

Midwives

Midwives are regulated in British Columbia, Alberta, Manitoba, Ontario and Quebec. The Newfoundland government has approved drafting of legislation to govern this occupation. Saskatchewan has passed but has yet to implement midwifery legislation.

Under a draft recognition agreement, a midwife from a regulated jurisdiction would be assessed if s/he has attended 60 births (including 40 births where s/he is the primary care provider and 30 with continuity of care) as a registrant during the preceding five years. Midwives lacking the requisite home or hospital experience would be granted a conditional license.

Applicants from non-regulated jurisdictions would continue to be assessed on a case-by-case basis.

Naturopathic Physicians

The occupation is regulated in four jurisdictions: British Columbia, Saskatchewan, Manitoba and Ontario.

A mutual recognition agreement was developed with input from both regulated and unregulated jurisdictions. It has been signed by all regulatory boards and voluntary associations (in the unregulated jurisdictions). Regulators believe the MRA, once implemented, will bring the occupation into full compliance with Chapter 7.

The B.C. government is currently reviewing bylaw changes requested by the B.C. regulator.

Occupational Therapists

Occupational therapists are regulated in all jurisdictions except the Northwest Territories, Nunavut and the Yukon.

A draft MRA has been developed that would have all regulators recognize a Canadian bachelor's degree from a list of approved programs. In addition, regulators in all provinces except Quebec would recognize, without additional assessment, licensed/registered occupational therapists who are degree or diploma graduates or foreign trained.

As a further step toward common assessment, regulators have agreed on conditions under which existing practitioners moving to a jurisdiction that

requires an examination could meet this requirement. These conditions include: successful completion of an approved exam in a previous jurisdiction; graduation from a Canadian program before December 31, 1985; specific grandparenting provisions for individuals registered before implementation of an exam in his/her home jurisdiction; having worked under supervision in the first 18 months following graduation; and graduation from a Canadian program closely allied with a regulator, as required by statute.

Opticians

Opticians are regulated in all jurisdictions except the Northwest Territories, Nunavut and the Yukon.

There are currently four different assessment processes across the country—an Ontario exam, a British Columbia exam, an exam developed by the National Accreditation Committee of Opticians and used by most jurisdictions and, in Quebec, ongoing assessment during training. The main issue for this occupation is whether the four assessment processes are equivalent.

Approximately a year ago, regulators agreed to engage an independent expert to compare the four assessment processes, and drafted an MRA that appears to ensure mobility for opticians between jurisdictions that were deemed to have equivalent processes. However, the review of assessment processes has not yet begun.

Most jurisdictions are prepared to recognize a licensed optician from any other province and have signed, or committed to sign, an MRA to that effect. The British Columbia and Quebec regulators consider that a review of the assessment processes should take place before they will join the MRA.

Optometrists

Optometrists are regulated in all jurisdictions.

It is noted that as there are only two schools of optometry in Canada, many optometrists practicing in this country were trained in the United States.

In all provinces and territories except Quebec, optometrists, including those trained outside the country, must write a common exam administered by the Canadian Examiners in Optometry. The British Columbia regulator also requires practitioners to pass

a province-specific exam, and several jurisdictions certify optometrists in certain drug therapies. Most jurisdictions also require an exam on their own jurisprudence.

The group recently met and agreed on principles that were incorporated into a draft MRA. It includes a commitment by the British Columbia regulator to no longer require its provincial exam, and mutual recognition of grandparented practitioners (those who have not written the national exam and were licensed prior to July 1, 2001).

While the Quebec regulator will recognize incoming optometrists who meet the requirements set out in its equivalency regulations, further discussions will be required to determine how Quebec optometrists will be accommodated by other jurisdictions, as the national exam is a non-exemptable requirement post July 1, 2001.

Paramedics (Emergency Medical Assistants)

Paramedics are regulated in all jurisdictions except Newfoundland, the Yukon, Northwest Territories and Nunavut. In Alberta, they are regulated by a self-regulatory body; in other regulated jurisdictions they are governed directly by governments.

Occupational standards, education and training requirements vary tremendously from one province to another, as does the scope of work. Nevertheless, the national professional association has developed a competency profile that will allow each jurisdiction to compare its regulatory standards against the



knowledge, skills and abilities required in other jurisdictions and to develop mechanisms to accommodate differences. This profile has also been adopted by the Canadian Medical Association for accrediting academic programs for paramedics. Regulators are in the process of establishing comparability to the national profile to determine what recognition could be granted to paramedics moving from one jurisdiction to another.

The LMCG believes paramedics have outstanding issues to resolve.

Pharmacists

Pharmacists are regulated in all provinces and territories.

Registrars from all provinces except Quebec developed and ratified a mutual recognition agreement in early 2000. This agreement guarantees mobility to all pharmacists who are licensed in good standing as of July 1, 2001 and to those who meet specific licensing requirements after this date. These specific requirements include an accredited degree, level of achievement in language fluency, practical experience and knowledge of jurisdiction-specific regulations, and successful completion of the common licensing exam used by all jurisdictions except Quebec. (Regulators in Yukon, the Northwest Territories and Nunavut did not participate in developing the MRA but are taking steps to become signatories.) The Quebec regulator participated as an observer at consortium meetings leading to the development of the MRA.

On March 7, 2001, the Ordre des Pharmaciens du Québec proposed significant amendments to the MRA signed by nine provinces that would deal with the issue of bringing Quebec into the MRA. Registrars from the other provinces are working in consultation with the Quebec regulator to examine ways the MRA could be amended to allow pharmacists licensed in Quebec to be recognized in the other jurisdictions. In Quebec, the regulator will recognize pharmacists who meet the requirements set out in its equivalency regulations.

Physicians

Physicians are regulated in all jurisdictions.

Regulatory authorities initiated work towards meeting the obligations of the Labour Mobility Chapter in fall 1999. An MRA has been developed and endorsed

by all licensing authorities, but has not been signed by the Yukon. The MRA indicates there is a high degree of commonality in the expected standards for the practice of medicine in Canada. Licensing requirements recognized by the regulatory authorities include successful completion of the evaluation process of the Medical Council of Canada (MCC), and certification by the College of Family Physicians of Canada (CFPC), or certification by the Royal College of Physicians and Surgeons of Canada (RCPSA).

Most jurisdictions use common educational and exam processes of the College of Family Physicians of Canada or the Royal College of Physicians and Surgeons (for specialists) while Quebec physicians write a different exam administered by the Collège des médecins du Québec. The MRA states that other credentials may be considered acceptable by the licensing authorities.

There is also a significant number of practicing physicians who are licensed but may not have received certification from the CFPC or RCPSA. A specific provision allows a regulatory authority to consider for licensing such physicians who may not have certification from the MCC, CFPC or RCPSA but who are fully and unconditionally licensed in another Canadian jurisdiction and who can demonstrate such things as proof of “good standing” in another province or territory and proof of competency (i.e., currency of practice).

The licensing authorities consider that the negotiation of this MRA represents a significant achievement that will further facilitate the recognition of qualifications of physicians, particularly those family physicians licensed prior to the introduction of the minimum two-year educational and CFPC certification requirement in 1994.

Governments have suggested to the regulatory authorities that the MRA could benefit from greater clarity with respect to 1) the level of equivalency of the different exams used, and 2) the conditions under which those licensed prior to 1994, and who are fully and unconditionally licensed in another Canadian jurisdiction, could have their qualifications recognized.

Physiotherapists

Physiotherapists are regulated in all jurisdictions except the Yukon, Northwest Territories and Nunavut.

All regulators use a common document to describe the competencies of the entry-level physiotherapist. Most, but not all, jurisdictions require physiotherapists to complete a common exam at the time of initial licensure. (All provinces except Quebec use the common exam for the initial licensure of physiotherapists educated outside of Canada.)

When jurisdictions began using the common exam as an entry requirement, they grandparented their own physiotherapists and exempted them from writing the examination. Under the terms of their draft MRA, regulators have taken different approaches to how they will recognize these “beyond entry-level” physiotherapists who have not written the exam. Following completion of the registration application process, beyond entry-level physiotherapists may be granted a full or temporary/conditional licence or certificate of registration without further assessment or evaluation. Alberta, Manitoba and Newfoundland are prepared to recognize these physiotherapists without additional assessment; British Columbia, Ontario and Nova Scotia will conduct a case-by-case assessment of their competencies and will decide on that basis whether to recognize them immediately or require further assessment; P.E.I. will continue to require any transferring physiotherapist who has not written the common exam to successfully do so. All eligible applicants will be granted temporary/conditional licensing until they have completed the required process to meet this requirement.

Regulators concluded an MRA that has been agreed to by almost all jurisdictions just prior to the July 1 deadline, so LMCG comments were not available at the writing of this report.

Podiatrists/Chiropodists

Podiatrists and/or chiropodists are regulated in British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec and New Brunswick.

Regulators have held meetings to discuss and address a number of issues; one key issue being how podiatry and chiropody are the same, and how they differ.

Although podiatry and chiropody both refer to care of the feet, they differ in some key respects: there are scope of practice differences across jurisdictions and significant educational differences. Podiatry requires either a DPM (Doctor of Podiatric Medicine, offered

in the United States, with or without a first degree) or a Bachelor of Sciences honours degree in podiatry (obtained in the United Kingdom), whereas chiropody is a diploma program requiring a minimum of three years of training and is only offered at one school in Canada, located in Ontario.

Some jurisdictions regulate podiatry, some regulate chiropody and Ontario regulates both. In some jurisdictions, the titles “podiatrist” and “chiroprapist” are used interchangeably, even by practitioners themselves.

At a meeting in March 2001, regulators developed a draft MRA that provides mobility between jurisdictions with similar educational requirements. However, regulators have subsequently decided to undertake an occupational analysis to better determine where overlaps and differences exist in the occupational standards and requirements. This analysis will help determine whether any recognition can be achieved between jurisdictions that require a doctor of podiatric medicine degree and jurisdictions that license based on the UK program or the Ontario chiropody diploma. Regulators have agreed to review the result of this analysis in October 2001 and to finalize their MRA in the following months.

The LMCG believes podiatrists/chiroprapists have outstanding issues to resolve.

Psychologists

Psychologists are regulated in all jurisdictions except Yukon.

Regulators have identified five core competencies to be assessed by all jurisdictions, with Quebec identifying two additional competencies.

Although regulators are working to improve the mobility of practitioners, the issues of educational attainment and the issue of right to title are proving difficult to resolve. The type of recognition that will occur among jurisdictions that require master’s versus doctoral training has been a contentious issue.

Currently, psychologists are licensed at both the doctoral and masters level in Canada. British Columbia, Manitoba, and Prince Edward Island require a doctoral degree for independent practice and have no mechanism for independent practice at the master’s level. Manitoba and Prince Edward Island will grant a license to master’s level

psychologists but only for supervised practice. Saskatchewan is currently in the process of changing legislation to regulate master’s level practitioners, in addition to current regulation of doctoral level practitioners. Ontario recognizes both levels of training, registering holders of a master’s degree as a “psychological associate” and holders of a doctoral degree as a “psychologist.” All other jurisdictions license psychologists for independent practice with a minimum of a master’s degree.

Quebec psychologists will not be writing the common examination used by other jurisdictions, but have established equivalency through their training program.

Regulators for this occupation are in the process of ratifying a mutual recognition agreement.

Public Accountants

Public accounting is regulated by a variety of means throughout the country, making efforts to achieve compliance a challenging process. In fact, Ontario does not believe that Chapter 7 applies to public accounting.

Resolution of a dispute under the AIT concerning access to public accounting is considered essential before all compliance issues can be resolved. However, the issues that must be resolved are complex and progress to achieve compliance may be relatively slow.

The LMCG feels that regulators have outstanding issues to be resolved and are willing to comply.

Real Estate Agents

Real estate agents are licensed in all jurisdictions. Although regulators in each jurisdiction have similar examinations, traditionally an agent moving from one province or territory to another has been required to take the courses and exams required for registration in the new jurisdiction.

In addition, regulators in British Columbia, Yukon, the Northwest Territories, Nunavut and Prince Edward Island have residency requirements.

Regulatory authorities have now developed an MRA that will enhance the mobility of real estate agents. Residency requirements will be addressed, and agents moving to a new jurisdiction, or working in more than one jurisdiction, will be examined only on

knowledge specific to the new jurisdiction, provided the education standards of the old jurisdiction meet common education standards. A national committee of the regulators is now working to define those common education standards.

To date, regulators in five provinces have signed the agreement—Alberta, Manitoba, Nova Scotia, Ontario and Saskatchewan. Regulators that have not signed may require legislative changes or are awaiting the outcome of the definition of common educational standards.

Regulators will meet in mid-July to resolve outstanding issues; it is expected the meeting will enable all jurisdictions to sign the MRA.



Registered Nurses (RNs)

Registered nurses are regulated in all jurisdictions.

Regulators for registered nurses were among the first to develop a mutual recognition agreement. Although some jurisdictions now offer only degree nursing education, all jurisdictions will recognize diploma nurses coming into their jurisdiction until 2005. This agreement was reached after an extensive comparison of entry-level requirements in each jurisdiction.

The current MRA—signed by regulators from all provinces but Ontario, Manitoba and Quebec—is a temporary one. It will be revised after regulators complete a review and comparison of the Canadian Registered Nurse Examination (CRNE) and the

Quebec Professional Examination. This review is expected to be completed by early 2002. The current MRA includes a clause that permits RNs licensed prior to January 1, 2000 to be recognized without writing an additional exam. In provinces other than Ontario, RNs graduating after that date—and until the exam comparison is complete—will be required to write the Quebec exam (when moving there) or the CRNE (when moving from Quebec). Ontario accepts the Quebec Professional Examination, and RNs from Quebec may register in Ontario without completing the CRNE. Furthermore, the Quebec regulator will recognize registered nurses who meet the requirements set out in its equivalency regulations.

Registered Psychiatric Nurses

Psychiatric nurses are regulated in British Columbia, Alberta, Saskatchewan, and Manitoba.

An existing agreement, which pre-dates the AIT, has allowed for mobility between the Western provinces.

Recently, however, the Registered Psychiatric Nurses' Association of Manitoba (RPNAM) has indicated it will not recognize new graduates from Saskatchewan, because the Manitoba association lacks confidence in Saskatchewan's new nursing education program graduates unless they upgrade their competencies in pharmacology and mental health diseases. (RPNAM continues to recognize graduates of the previous Psychiatric Nursing Education programs in Saskatchewan.)

Respiratory Therapists

Respiratory therapists are regulated in Alberta, Manitoba, Ontario and Quebec.

There are three different approaches to assessment across the country:

- a common exam administered by the Canadian Board for Respiratory Care and used by Alberta, Manitoba and all unregulated jurisdictions;
- an Ontario exam; and
- in Quebec, ongoing assessment during training and a comprehensive entry-to-practice exam prior to the granting of a diploma.

Despite these different approaches to assessment, there is a high level of commonality in occupational

standards and, given that regulators started work on Chapter 7 obligations more than two years ago, further progress was expected to have been achieved.

A draft MRA was agreed to, in principle, in late 1998 and ratified by Ontario, but was later rejected by Manitoba, Alberta and several voluntary professional associations.

Currently, there are two recognition agreements: one between regulators in Ontario and Quebec, and one among the other two regulators and the non-regulated jurisdictions. Ontario and Quebec regulatory bodies recognize each other's assessment processes and are prepared to recognize respiratory therapists from other jurisdictions.

Until an in-depth analysis has been conducted to evaluate the different methods and determine if they are equivalent, Alberta and Manitoba's regulatory bodies are not prepared to recognize the assessment processes used by Ontario and Quebec. Manitoba and Alberta are pursuing discussions with Ontario and Quebec regulators to resolve these issues.

The LMCG believes respiratory therapists have outstanding issues to resolve.

Social Workers

Social workers are regulated by legislation in all jurisdictions except the Northwest Territories, Nunavut and the Yukon. Ontario includes social service workers in its legislation.

An occupational analysis is required to identify commonality of varying standards. Certification is based on a bachelor degree in eight provinces, but on either a diploma or degree in Alberta and Saskatchewan. The requirement for a Bachelor of Social Work degree in most jurisdictions has presented a challenge in efforts to draft a mutual recognition agreement with Alberta and Saskatchewan, which want to ensure recognition of their diploma-trained social workers.

Regulators for this occupation have developed a draft MRA containing accommodation mechanisms directed at diploma-trained social workers. The LMCG has reviewed the draft MRA and has suggested to the regulatory authorities that the MRA could benefit from an occupational analysis to assess the commonalities between diploma and degree-trained social workers.

Teachers

Teachers are directly regulated by governments in 11 jurisdictions and by a College of Teachers in British Columbia and Ontario.

Teacher certification officers have agreed to recognize each other's educators, provided they possess at least a bachelor's degree and graduation from an approved teacher education program. Provinces that require teachers to have specific courses or meet other regulatory requirements will issue conditional credentials and specify a time by which the required courses must be completed. Teachers without a bachelor's degree or diploma in vocational or technical teacher education will be assessed on an individual basis. The agreement in principle (pending legislative or regulatory changes) has been reviewed by Education Ministers and the Forum of Labour Market Ministers, and they have indicated that while the agreement is a major step toward improving labour mobility for teachers, additional work remains to be done.

Translators/Terminologists/Interpreters

Translators/terminologists/interpreters are regulated in Quebec, New Brunswick and Ontario.

Regulators in the three jurisdictions have developed an MRA and will offer it to provincial occupational associations in the non-regulated provinces. This would be beneficial for translators wanting to move from non-regulated to regulated jurisdictions. Regulators are in the process of ratifying the MRA.



Veterinarians

This occupation is regulated in all jurisdictions except the Yukon.

Curriculum is comparable at all of the country's schools of veterinary medicine. Regulators have determined that commonality exists with respect to the definition of veterinary medicine and the occupational standards for licensing of veterinarians.

A mutual recognition agreement has been developed and regulators will sign the agreement at their annual meeting in the summer of 2001.

The Trades

Trades are regulated directly by all provincial/territorial governments. Each jurisdiction determines which trades it will regulate, whether certification in the trade will be compulsory or voluntary, and what training is required.

Mobility in the trades will not be covered by mutual recognition agreements, as is the case for other occupations. The primary symbol of trades mobility, first established in 1958, is the Red Seal endorsement of a tradespersons' provincial/territorial certificate of qualification. Red Seal endorsement, available in 44 trades, is accepted as proof of competency by all jurisdictions participating in that trade, and allows tradespersons to work in their trade without further assessment.

Where certification is compulsory in a Red Seal or a non-Red Seal trade, Directors of Apprenticeship have been working with provincial/territorial trades governing bodies to establish accommodation measures facilitating worker mobility. Those measures include such practices as recognizing other provincial/territorial certification, issuing temporary

Voluntary Trades: Trades for which the jurisdiction does not require certification in order for a person to work in the occupation. There are no government regulated mobility barriers to work in voluntary trades.

Compulsory Trades: Trades for which the jurisdiction requires a worker to have certification or to be in training under the supervision of a certified worker in order for a person to work in the occupation.



work permits while tradespeople obtain additional required competencies, providing supervised training, allowing workers with no formal training but years of documented experience to challenge the certification exam, and bi-lateral agreements with other jurisdictions. The accommodations proposed by all jurisdictions appear to demonstrate excellent progress toward meeting AIT obligations. Collectively, the Directors of Apprenticeship of all jurisdictions are continuing to finalize outstanding issues, including a public communications strategy concerning mobility in the trades.

Health and public safety issues do pose an important concern in a number of crane operations trades and in the occupation of gas fitter. A consortium is currently working to establish mobility for gasfitters, while a special federal/provincial/territorial undertaking is required for the crane operations trades. These particular trades have therefore not achieved compliance with Chapter 7 by the July 1, 2001 deadline; provincial/territorial efforts will continue to address health and safety concerns and to achieve compliance as soon as possible.

Lists of jurisdictional participation in trades and their status—Red Seal/Non-Red Seal and compulsory designation—are attached as appendices A, B, and C.



APPENDIX A: RED SEAL TRADES, PARTICIPATING JURISDICTIONS

TRADE/OCCUPATION	NF	NS	PE	NB	QC	ON	MB	SK	AB	NT	BC	YK	NU	TOTAL
Appliance Service Technician	X	X	X	X		X			X	X	X		X	9
Automotive Painter	X	X	X	X		X	X	X	X		X			9
Automotive Service Technician	X	X	X	X		X	X	X	X	X	X	X	X	12
Baker	X	X	X	X	X	X	X		X	X	X	X	X	12
Boilermaker	X	X	X	X	X	X	X	X	X		X			10
Bricklayer	X	X	X	X	X	X	X	X	X		X	X		11
Cabinet Maker	X	X	X	X	X		X		X	X	X	X	X	11
Carpenter	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Cement Finisher	X	X	X	X	X			X	X		X			8
Construction Electrician	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Cook	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Electrical Rewind Mechanic	X	X	X	X		X	X		X	X	X	X	X	11
Electronics Technician – Consumer Products	X	X	X	X		X	X	X	X	X	X	X	X	12
Farm Equipment Mechanic	X	X	X	X		X	X	X	X		X			9
Floor Covering Installer	X	X	X	X	X	X		X	X	X	X		X	11
Glazier	X	X	X	X		X	X	X	X	X	X	X	X	12
Hairstylist	X	X	X	X		X	X	X	X	X	X	X	X	12
Heavy Duty Equipment Mechanic	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Industrial Electrician	X	X	X	X	X	X	X				X	X		9
Industrial Instrument Mechanic	X	X	X	X		X	X	X	X	X	X	X	X	12
Industrial Mechanic (Millwright)	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Insulator (Heat and Frost)	X	X	X	X	X			X	X		X	X		9
Ironworker (Generalist)	X	X	X	X		X	X	X	X		X			9
Lather (Interior Systems Mechanic)	X	X	X	X	X	X	X	X	X		X	X		11
Machinist	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Mobile Crane Operator	X	X	X	X	X	X	X	X	X	X	X		X	12
Motorcycle Mechanic	X	X	X	X		X			X		X			7
Motor Vehicle Body Repairer	X	X	X	X		X	X	X	X	X	X	X	X	12
Oil Burner Mechanic	X	X	X	X						X	X	X	X	8
Painter and Decorator	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Partsperson	X	X	X	X			X	X	X	X	X	X	X	11
Plumber	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Powerline Technician	X	X	X	X		X		X	X	X	X	X	X	11
Recreation Vehicle Mechanic	X	X	X	X	X				X		X			7
Refrigeration and Air Conditioning Mechanic	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Roofer	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Sheet Metal Worker	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Sprinkler System Installer	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Steamfitter/Pipefitter	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Steel Fabricator (Fitter)	X	X	X	X	X	X	X	X	X		X			10
Tool and Die Maker	X	X	X	X	X	X	X		X		X			9
Truck and Transport Mechanic	X	X	X	X		X	X	X	X		X	X		10
Truck-Trailer Repairer	X	X	X	X		X	X		X		X			8
Welder	X	X	X	X			X	X	X	X	X	X	X	11
RED SEAL TRADES per JURISDICTION	44	44	44	44	26	37	36	34	42	29	44	31	29	

APPENDIX B: RED SEAL TRADES, JURISDICTIONS WHERE CERTIFICATION IS COMPULSORY

TRADE/OCCUPATION	NF	NS	PE	NB	QC	ON	MB	SK	AB	NT	BC	YK	NU	TOTAL
Appliance Service Technician									X					1
Automotive Painter									X		X			3
Automotive Service Technician		X	X	X		X			X		X			6
Baker														0
Boilermaker					X				X					2
Bricklayer		X		X	X									3
Cabinet Maker														0
Carpenter					X									1
Cement Finisher					X									1
Construction Electrician	X	X	X	X	X	X		X	X	X	X	X	X	12
Cook														0
Electrical Rewind Mechanic														0
Electronics Technician – Consumer Products									X					1
Farm Equipment Mechanic														0
Floor Covering Installer					X									1
Glazier														0
Hairstylist			X			X	X	X	X		X			6
Heavy Duty Equipment Mechanic					X				X					2
Industrial Electrician	X		X		X							X		4
Industrial Instrument Mechanic														0
Industrial Mechanic (Millwright)					X									1
Insulator (Heat and Frost)					X									1
Ironworker (Generalist)									X					1
Lather (Interior Systems Mechanic)					X									1
Machinist														0
Mobile Crane Operator					X	X	X		X					4
Motorcycle Mechanic						X			X					2
Motor Vehicle Body Repairer						X			X		X			3
Oil Burner Mechanic		X												1
Painter and Decorator					X									1
Partsperson														0
Plumber		X	X	X	X	X		X	X		X			8
Powerline Technician			X								X			2
Recreation Vehicle Mechanic									X					1
Refrigeration and Air Conditioning Mechanic		X		X	X	X	X	X	X		X			8
Roofer					X						X			2
Sheet Metal Worker					X	X		X	X		X			5
Sprinkler System Installer					X						X			2
Steamfitter/Pipefitter					X	X			X		X			4
Steel Fabricator (Fitter)														0
Tool and Die Maker														0
Truck and Transport Mechanic		X				X			X					3
Truck-Trailer Repairer						X								1
Welder									X					1
COMPULSORY RED SEAL TRADES per JURISDICTION	2	7	6	5	19	12	3	5	19	1	12	2	1	

APPENDIX C: NON RED SEAL TRADES, JURISDICTIONS WHERE CERTIFICATION IS COMPULSORY

TRADE/OCCUPATION	NF	NS	PE	NB	QC	ON	MB	SK	AB	NT	BC	YK	NU	TOTAL
Automotive Electrical Accessories Technician						X								1
Automotive Painter					X									1
Automotive Service Technician					X									1
Automotive Service Technician (electrical and fuel)				X		X								2
Automotive Service Technician (Service Station Mechanic)		X												1
Automotive Alignment and Brakes Technician						X								1
Automotive Transmission Technician				X		X								2
Auto Body Repairer/Technician				X		X			X					3
Barber											X			1
Blaster				X										1
Electrician (Domestic and Rural)	X					X								2
Electrologist							X							1
Elevator Constructor and Mechanic					X				X					2
Esthetician							X							1
Film Projectionist					X									1
Gasfitter		X							X	X	X	X	X	6
Glazier					X									1
Ironworker (metal building system erector)									X					1
Ironworker (reinforcing rebar)					X									1
Mobile Crane Operator Branch 2						X	X							2
Motor Vehicle Body Repairer					X									1
Ornamental Iron Worker					X									1
Plasterer					X									1
Plumber (non construction)					X									1
Refrigeration and Air Conditioning Mechanic (non construction)					X		X							2
Sprinkler Systems Installer (non construction)					X									1
Stationary Engineer		X			X									2
Steamfitter Pipefitter (non construction)					X									1
Structural Steel Erector					X									1
Tilesetter					X									1
Tower Crane Operator						X	X							2
Truck and Transport Mechanic					X									1
COMPULSORY NON RED SEAL TRADES per JURISDICTION	1	3	0	4	17	8	5	0	4	1	2	1	1	

Note: Duplication of a trade with those listed in Appendix B occurs where a jurisdiction does not participate in the Interprovincial Red Seal Program.

APPENDIX D:

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