

December 2021

Registration Data Report

College of Licensed Practical Nurses of Manitoba



Fair Registration Practices Office

Manitoba 

Contents

Executive Summary	1
Glossary of Terms	2
Introduction.....	5
Overview of Assessment and Registration Process.....	6
Legislation.....	6
Qualification Requirements	6
Steps to Registration	6
Registration Process Map.....	9
Immigration Statistics.....	10
Registration Data.....	12
Context – Reading the Numbers	12
Applications 2011 to 2020.....	12
Registration Outcomes 2011 to 2020	14
Assessment Outcomes 2011 to 2020	17
Registration Timelines 2011 to 2020.....	24
IEA to DA Registration Outcome Comparison 2012 to 2020.....	25
Trends.....	26
Data Collection Moving Forward.....	31

Executive Summary

This report presents registration data for the College of Licensed Practical Nurses of Manitoba (CLPNM) from 2011 to 2020. The Fair Registration Practices Office (FRPO) issues this report as part of the office's mandate and oversight responsibility under The Fair Registration Practices in Regulated Professions Act. Its purpose is to provide a statistical picture of application, assessment and registration outcomes for internationally educated applicants to CLPNM over the last decade.

Registration data indicates from 2011 to 2020, 809 internationally educated applicants (IEAs) applied to CLPNM. Applicants educated in Philippines accounted for 72 per cent (581/809) of IEA applications. Manitoba's immigration arrival numbers for nurses fluctuated during the period and gradually decreased in recent years. There is also a significant fall in IEA applications to CLPNM over the last few years.

Forty-seven per cent of IEAs (273/584) who completed applications in the 2011 to 2020 period, registered within this period. There will be further registrations from IEAs still in process at the end of the period and the registration rate for the period is expected to be somewhere between 47 to 51 per cent. Upon completed application, the median time to registration was 2.1 years.

Regarding IEA trends in outcomes and timelines, the IEA registration rate improved significantly in the latter part of the reporting period, with the majority of applicants currently applying expected to register. Due to capacity issues with assessment delays and changes in language proficiency policies, registration rates were low and timelines extended through the early and middle parts of the reporting period. Improved registration timelines can be seen at the end of the reporting period, 2019 and 2020.

Nearly all IEAs with completed applications to CLPNM were deemed eligible to proceed. The majority of IEA applications over the 2011 to 2020 period that did not result in registrations were because of withdrawals, where individuals were deemed eligible to proceed with the process, but did not pursue it. Only two per cent of IEAs (41/809) had files closed as a matter of being deemed ineligible to proceed with a latter stage assessment.

The quality of registration data collected for the 2011 to 2020 period is strong. CLPNM's IEA data illustrates the key timelines and outcomes throughout the process. There were some challenges with provisional registration and the domestic applicant data. In addition, since the introduction of the first-step, National Nursing Assessment Service (NNAS) in late 2014, start-dates are provided, but capturing NNAS outcome data is complicated. CLPNM has a history of working collaboratively with FRPO on data reporting and is committed to reviewing these matters moving forward.

FRPO is grateful to the College of Licensed Practical Nurses of Manitoba for working with the office over this 10-year period, including recent work reviewing this report, and for their commitment to continuously improving their data reporting.

Glossary of Terms

This glossary defines key terms used throughout the report to help ensure understanding of the findings presented. For consistency, certain terms are used across professions even though regulators may use other operational terms. For example, ‘provisional registration’ is used in reference to any temporary or conditional registration that enables some form of practice or title representation. Manitoba regulators use a variety of terms (‘member-in-training’, ‘graduate nurse’, ‘exam candidate’, ‘intern’, etc.) that signify different types of provisional registration.

Domestic Applicant (DA)

An individual with Canadian education, or current Canadian registration, applying for registration with a Manitoba regulator. With regard to labour mobility applicants, this may include internationally educated applicants.

Internationally Educated Applicant (IEA)

An individual educated outside of Canada applying for registration with a Manitoba regulator. This may include Canadians educated outside of Canada.

National Occupational Classification Number (NOC #)

The federal government’s system of classifying and describing the occupations in the Canadian economy. In this report, NOC numbers are used in the presentation of immigration data. When an individual applies to immigrate to Canada, they self-identify by NOC number. Some professions have a unique NOC assigned to them, while others share a NOC with one or more other professions. Where this is the case, it is outlined in the report.

Provisional Registration

Temporary or conditional registration that enables some form of practice or title representation. In some professions, this is granted to applicants who substantially meet a regulator’s registration requirements, allowing them to complete a period of approved supervised practice. Not all Manitoba regulators offer provisional registration and terms used vary.

Provisionally Registered Applicant

An applicant who successfully completes the requirements to be granted a temporary or conditional registration.

Registration

The licensing or certification process whereby applicants acquire legally sanctioned professional recognition with the authority to practise and/or use a designated protected title within a jurisdiction.

Registered Applicant

An applicant who successfully completes the licensing or certification process, meeting all requirements necessary to be entered onto a register of members maintained by a regulatory body.

Data Collection Terms

Completed Application

An application for which all documents and fees needed for an initial assessment decision are submitted. The completed application date marks the start of an applicant's registration process. This may occur with the Manitoba regulator or a national third-party responsible for the first stages of the assessment process. Additional requirements and documents may be needed at later stages of the assessment and registration process.

Applicant File (Internationally Educated Applicants)

When an individual applies to a Manitoba regulator, a file is opened and data specific to that individual is collected on key steps in the profession's registration process. Each IEA has one 'applicant file' regardless of the number of times they apply or the number of years their file is in process.

Closed File

An applicant file that is no longer active. When an applicant is no longer pursuing the registration process — they have either withdrawn from the process or have been deemed ineligible to pursue or continue to pursue the process — their file is 'closed'.

This term is not used to refer to files of applicants who have been registered.

Resolved File

An applicant file that is no longer active. A file is considered 'resolved' when the applicant has withdrawn from the process, been denied or been registered.

Withdrawal

A reason provided for a closed file. Applicants who stop pursuing registration despite eligibility to continue are considered 'withdrawals'.

Denial

A reason provided for a closed file. Applicants who are deemed ineligible to continue to pursue registration.

In Process (Unresolved) File

An applicant file that is active. The file remains open while the applicant continues to pursue registration. 'In process' applicants may or may not be provisionally registered.

Initial Assessment

The decision made upon review of documents and other requirements submitted at application. The initial assessment is conducted either by the Manitoba regulator or by a designated third-party assessor. In most cases, this initial assessment determines whether an applicant is eligible (or approved) to pursue the registration process.

Pre-Arrival

Before immigrating to Canada.

Post-Arrival

After immigrating to Canada.

Registration Timelines

The time it takes an applicant to complete the registration process. The start of the process is marked by the date of submission of a completed application to either the Manitoba regulator or the regulator's designated third-party assessor and the end of the process is marked by the date of provisional registration or registration.

Registration Rates and Ratios

For professions with IEAs still in process at the end of the reporting period, determining a precise registration rate is not possible. Where this is the case, the IEA registration rate among resolved files (closed and registered) and registration to application ratios are provided as *indicators* of a profession's registration rate. As individual data is not collected, only registration to application ratios can be provided for DAs.

Registration Rate

Percentage of applicants who apply in a given period and go on to register.

Registration to Application Ratio

Number of registrations

÷

Number of applications in a given year or period

Resolved Registration Rate

Number of registrations

÷

Number of resolved files in a given year or period

Late period Registration to Application Ratio

Number of registrations, 2016 to 2020, of individuals applying between 2011 to 2020

÷

Number of applications made between 2016 and 2020

Introduction

The Fair Registration Practices Office's (FRPO) registration data report on the College of Licensed Practical Nurses of Manitoba (CLPNM) is issued as a matter of FRPO's responsibility under section 14(2b) of The Fair Registration Practices in Regulated Professions Act (Act) to conduct research and analysis regarding the registration of internationally educated applicants.

CLPNM supplies registration data to the Fair Registration Practices Office (formerly the Office of the Manitoba Fairness Commissioner) as an obligation under the Act (sec. 15(2)). Each year, CLPNM provides records on the key steps in the assessment and registration process for internationally educated applicants (IEAs), and less detailed, aggregate application and outcome information for domestic applicants (DAs). CLPNM began providing data in 2011.

This report presents 2011 to 2020 assessment and registration data for IEAs regarding applications, assessment outcomes, timelines and trends. Both provisional registration data for IEAs and aggregate data for DAs is currently under review for accuracy; consequently only limited data for these categories is included in this report.

Facts and figures in this report are accompanied with analysis and contextual remarks to help interpret the data and provide a coherent, statistical picture. Values less than five are redacted throughout the report and indicated by the '■' symbol. A glossary, process map and step-by-step overview of the assessment and registration process precedes the data presentation.

The report is restricted to developing a fact-based, statistical picture. There is no discussion of fairness issues or compliance to fairness duties under the Act. An evaluation of the quality of data collection is provided and where it is incomplete, opportunities for improvement are identified.

Overview of Assessment and Registration Process

The following section provides a step-by-step overview of CLPNM's assessment and registration process. It is intended to give the reader an understanding of the key requirements and the order of the process to help make sense of the registration data. This information is current as of December 2021. However, complete information is not provided and policies and fees are subject to change. Readers are directed to CLPNM <https://www.clpnm.ca/> for detailed information.

Legislation

The College of Licensed Practical Nurses of Manitoba regulates the practice of practical nursing in Manitoba and currently operates under the authority of The Licensed Practical Nurses Act (C.C.S.M. c. L125) and Regulation (27/2002). In Manitoba, all individuals practising practical nursing and using the title Licensed Practical Nurse or the professional designation 'LPN', must be registered with CLPNM.

Qualification Requirements

There are two main qualifications needed to be eligible for registration as a licensed practical nurse in Manitoba: graduation from a board approved, diploma program in practical nursing and passing the Canadian Practical Nurse Registration Examination (CPNRE).

For internationally educated nurses (IENs), a nursing program considered by CLPNM's board to be substantively equivalent to an approved program is required. IENs may also be required to undertake a clinical competence assessment and depending on the results, may be required to complete additional training either through Assiniboine Community College's Practical Nurse Qualification Recognition (PNQR) Program and/or courses through Continuing Education at Assiniboine Community College.

Steps to Registration

Step 1: Apply to National Nursing Assessment Service

For IEN applicants, the first step in the application process to open a file with the National Nursing Assessment Service (NNAS) is to acquire an advisory report. Applicants must submit a variety of documents (education, previous licensure, professional work history, language proficiency) along with a \$650 US application fee¹.

Applicants typically receive an advisory report in eight to 12 weeks of a completed application. Advisory reports may be delayed in circumstances where documentation submitted from third parties is inadequate or not sufficiently detailed.

¹ Fees presented in this report are current as of December 2021.

Step 2: Apply to the College of Licensed Practical Nurses of Manitoba

To apply to CLPNM, applicants must complete an assessment application form, pay the \$315 fee¹, submit required documents (identification, employment, suitability checks) and request NNAS submit their advisory report to CLPNM.

Within two weeks of a completed application, CLPNM provides the applicant an initial assessment decision where applicants may be:

- deemed eligible to write the CPNRE and for graduate registration (a no-fee jurisprudence session must be completed)
- required to complete the Clinical Competence Assessment (CCA)
- deemed to have significant gaps in nursing knowledge, judgment and skill that are too significant to be addressed through bridging education, in which case re-training is required in order to pursue licensure

Step 3: If necessary, Clinical Competency Assessment

The CCA is conducted through Université de Saint-Boniface (USB) in Winnipeg, Manitoba and is usually completed over an eight-hour period. It measures an applicant's nursing competence, including the ability to make sound clinical judgments in a variety of clinical situations. It evaluates knowledge, skills, and judgments against the Entry Level Competencies for the Licensed Practical Nurse in Manitoba.

Upon referral from CLPNM, the time to secure a CCA testing date varies depending upon demand. Applicants are informed of their CCA evaluation results in four to eight weeks.

The CCA fee is \$1,385¹.

For applicants who perform poorly on the CCA and where deemed appropriate by the executive director of CLPNM, a second attempt to undertake the CCA may be possible.

Step 4: If necessary, Bridge or Refresher Training

If during the CCA applicants successfully demonstrate all of the entry-level competencies of a licensed practical nurse in Manitoba to required depth and breadth, they are eligible to apply for graduate practical nurse registration and to apply to write the CPNRE. If gaps in knowledge, judgment and skill are found, a course of study prescribed by the CLPNM must be completed. CLPNM may refer applicants to some or all of the courses available through the PNQR Program and may also refer them to courses through Continuing Education at Assiniboine Community College.

Each applicant may be referred to a different number and combination of courses, depending on the depth and breadth of the applicant's gaps in competence. The full PNQR program is 17 weeks. The timeline for courses through Continuing Education varies from two days to four months. The full program costs approximately \$2,500 (tuition, lab, books as of November 2021), with lower costs for those who only need to complete part of the program.

If the CCA finds gaps too significant to be addressed by bridging or refresher training, applicants must complete an approved practical nursing program to pursue licensure.

Step 5: Practical Nursing Registration Exam and Graduate Practical Nurse Registration

For applicants with substantively equivalent education qualifications, those with no gaps in their knowledge, skills, and/or judgement on the CCA, or those who successfully complete the courses they are referred to by the CLPNM, the next step is to apply for both a Graduate Practical Nurse registration and to write the CPRNE.

The CPRNE is a multiple-choice exam that tests practical nursing knowledge, application and critical thinking in the context of the Canadian health care system. The exam fee is \$525¹.

Once the applicant secures graduate practical nurse registration, they are eligible to write the CPRNE. The graduate practical nurse designation allows individuals to work under supervision. Three attempts to challenge the exam are permitted during this time. Graduate practical nurse registration is revoked and remedial course work is required upon a second failing.

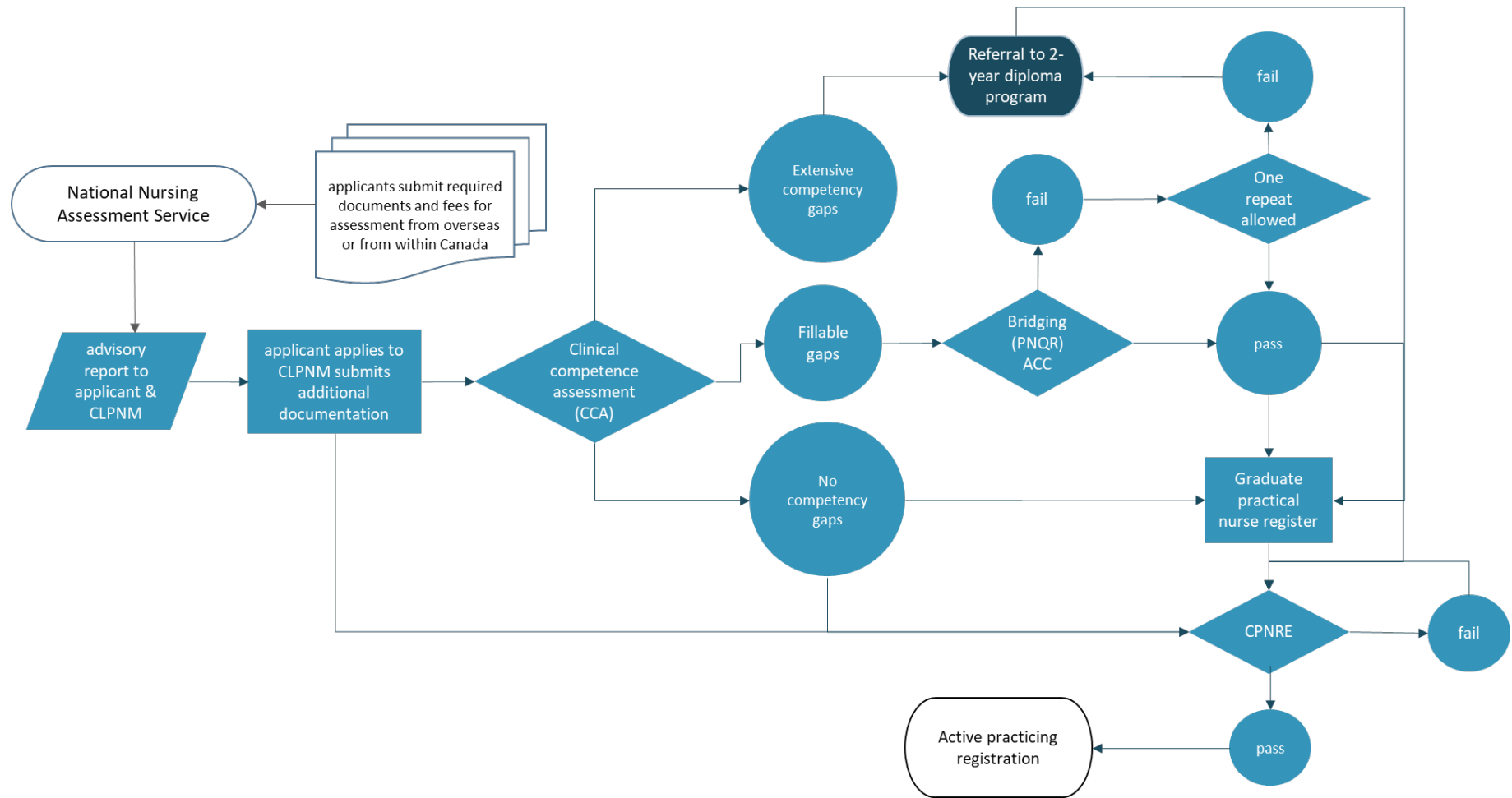
Step 6: LPN Registration

Upon passing the CPRNE, the final step is to apply for licensed practical nurse registration with CLPNM. The current fees for a new registrant include the initial enrolment fee (\$100 plus GST) and the fee for active practising registration (\$470 plus GST).

The steps in CLPNM's assessment and registration process may be completed in under a year. This would be an ideal, minimum timeline without delays submitting the NNAS advisory report, any need for remedial education or training and passing exams on first sittings. From 2011 to 2020, the median time to registration for IEAs was 2.1 years. Timelines to registration are also dependant upon the applicant, and reasons for timelines vary as much as each individual's circumstance — initial settlement, family, financial pressures, depth and breadth of education required etc. all impact the process on an individual basis.

The cost for internationally educated applicants to be assessed and register with the College of Licensed Practical Nurses of Manitoba may vary somewhat depending on the circumstance of the applicant. Basic costs total approximately \$3,500 to \$6,000. There may also be costs associated with providing documentation and language proficiency testing, and travel for bridging.

Registration Process Map



Immigration Statistics

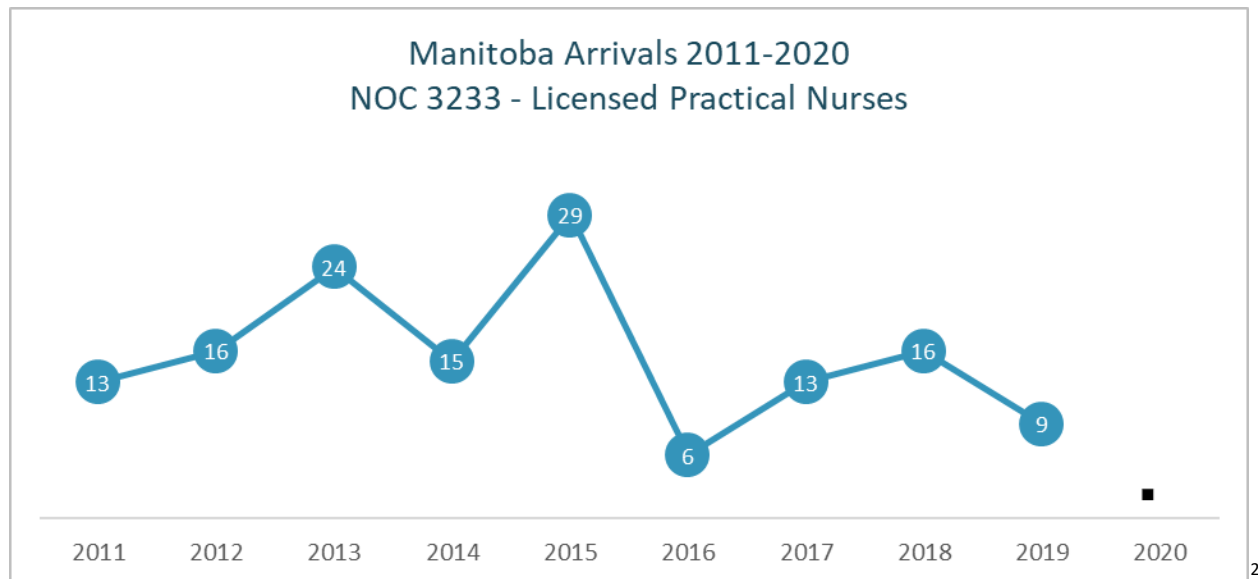
The National Occupational Classification (NOC) is Canada’s national system of classifying and describing the occupations in the Canadian economy. Over 30,000 occupation titles are organized by unit groups, skill levels and skill types.

As part of the immigration process, primary applicants identify their NOC code. NOC statistics regarding immigrants to Manitoba can be a helpful indicator of the number of internationally educated professionals coming to the province. Immigration statistics are limited because applicants self-declare their NOC (little verification), only principal applicants are counted (not all immigrants) and NOCs do not always align directly with a profession (some codes apply to several professions and some professions can fall under several different codes).

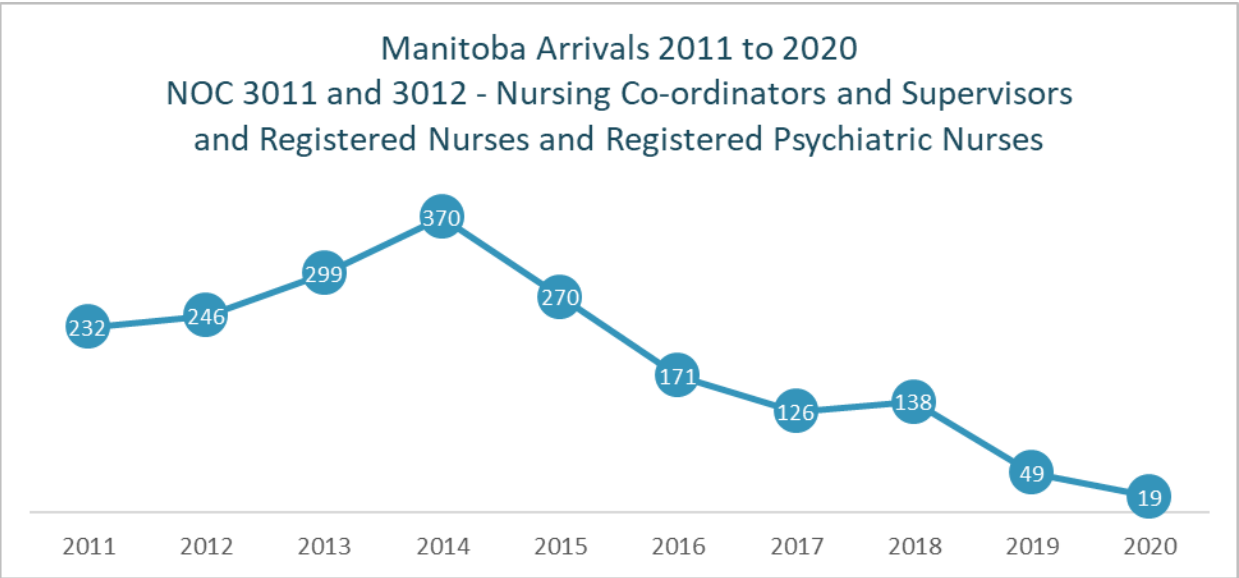
From 2011 to 2020, 145 individuals arrived in Manitoba who self-declared as licensed practical nurses using the National Occupation Classification (NOC) 3233. The relatively low number of individuals identifying under this NOC reflects the fact that few internationally educated nurses identify as practical nurses, but rather as registered nurses. Many international jurisdictions do not have a practical nursing profession.

Given the number of internationally educated nurses (IEN) who identify as registered nurses, arrivals under nursing co-ordinators and supervisors (NOC 3011) and registered nurses and psychiatric nurses (NOC 3012) are presented as well.

Both graphs show a trend to declining numbers at the end of the reporting period.



² Source: Created December 2021 by the Government of Manitoba using IRCC Q4 2020 immigration data.



³ Source: Created December 2021 by the Government of Manitoba using IRCC Q4 2020 immigration data.

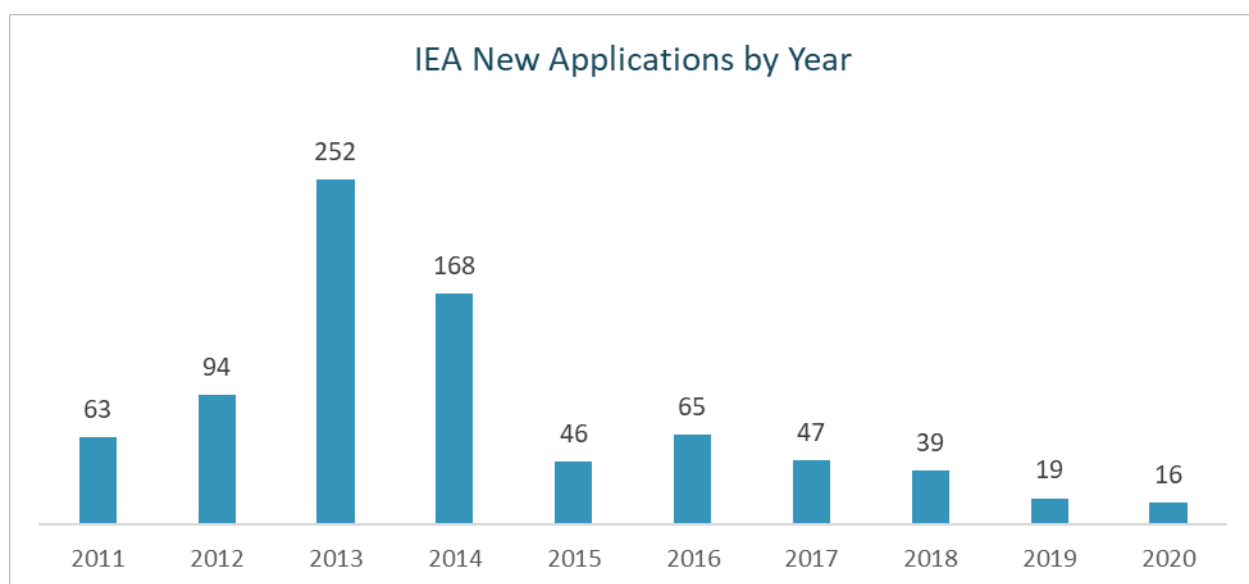
Registration Data

Context – Reading the Numbers

Licensed practical nursing practice in Canada is unique relative to much nursing practice abroad; most foreign jurisdictions only license nurses in the registered nurse (RN) profession. Trained and licensed as RNs in their home jurisdictions, many IENs see themselves as RNs. Often IENs first apply to the College of Registered Nurses of Manitoba (CRNM) and then later make application to CLPNM as an alternative route to working in a nursing profession in Canada.

The majority of IEAs applying to CLPNM are assessed as needing some remedial education before registration. CLPNM's registration outcomes and timelines need to be understood in this context. Time to registration reflects the need to apply, prepare for and undertake assessments, enter and complete remedial education and pass a national exam.

Applications 2011 to 2020



From 2011 to 2020, the CLPNM received 809 applications from internationally educated individuals.

The majority of applications occurred in the earlier part of the reporting period, 2012 to 2014. Changes to CLPNM's English language proficiency policies in 2013, together with the introduction of the NNAS in August 2014, resulted in lower applications as IEA now were required to provide evidence of language proficiency upon application. Earlier, IEAs could apply without first meeting the language requirement. These policy changes have resulted in fewer applications, but with applicants better qualified regarding language proficiency. Other factors that account for the large number of applications from 2012 to 2014 include the number of IEN nominations and arrivals through Manitoba's Provincial Nominee Program and the funding support for the CCA in these years.

IEA incomplete applications

IEA Applications 2011-2020					
Number of Applications	Complete Applications	Incomplete Applications			
		With Assessment Decision		Without Assessment Decision	
		File Closed	In Process	File Closed	In Process
809	584	▪	▪	217	5

From 2011 to 2020, 27 per cent (217/809) of IEA applications were incomplete and closed without triggering an initial assessment decision. Incomplete applications refer to those files where the individual does not supply all the documents and/or fee required for an initial assessment decision. A few incomplete applications resulted in assessment decisions and some were still in process at the end of the reporting period.

Reasons for incomplete applications vary; there may be difficulties supplying the required documents, affordability issues, immigration issues or seeking license in another province. In CLPNM's circumstance, some of these incomplete applications involved applicants applying to CRNM at the same time and choosing to pursue licensure as a registered nurse. Assessment wait times were an issue in the early and middle part of the reporting period and may also have been a factor.

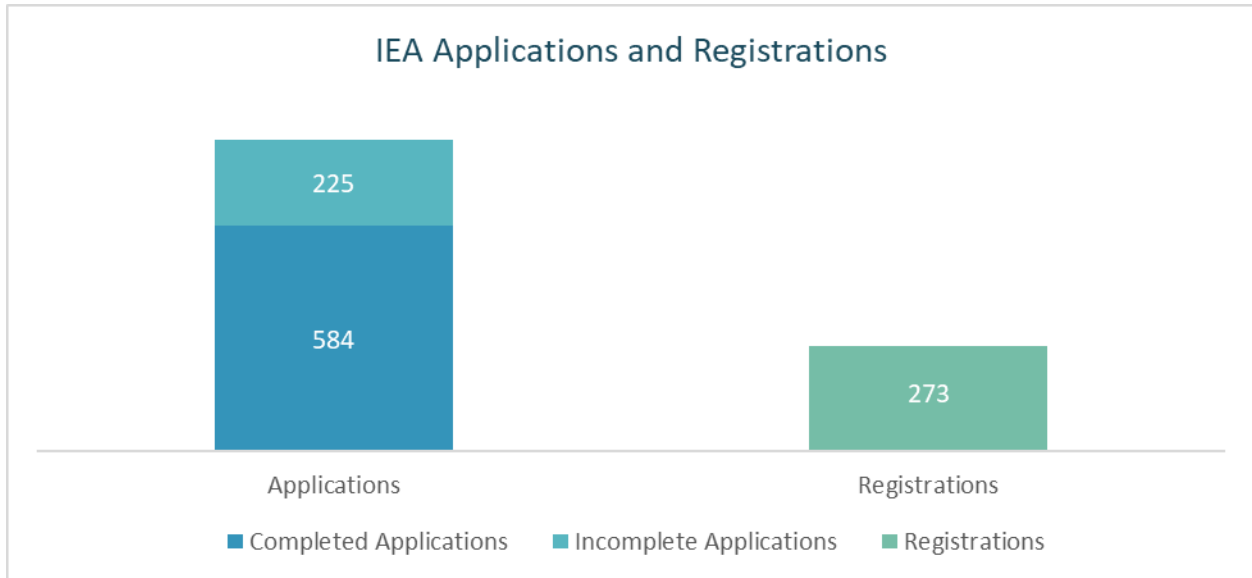
IEA applications ranked by country of education

Top Five Country of Education by Number of Applications 2011-2020		
Rank	Country of Education	Number of Applicants
1	Philippines	581
2	India	116
3	Nigeria	37
4	United States	16
5	Israel	7

From 2011 to 2020, CLPNM received applications from individuals educated in 30 countries. Most IEAs, seventy-two per cent (581/809), were educated in Philippines.

Registration Outcomes 2011 to 2020

IEA applications and registrations



Of the 809 IEAs who applied to CLPNM from 2011 to 2020, 584 completed application and 273 achieved registration. More registrations are likely to occur in future reporting years with applicants still in process at the end of the reporting period.

Application status as of December 2020 of IEAs 2011 to 2020

IEA Status as of December 2020						
Number of Applicants	Complete Applications	Registrations	Provisional Registrations (Graduate Practical Nurse)	Closed Files		In Process (not yet provisional)
				Withdrawals	Denials (applications not approved)	
809	584	273	18	442	53	23

At the end of the reporting period, December 2020, outcomes for the 809 applications indicate 584 completed applications, 273 IEA registrations and 18 graduate practical nurse registrations.

Note: As graduate practical nurse registration is a required step toward LPN registration, there were at least 273 graduate practical nurse registrations throughout the period in addition to the 18 at the end of the period.

More registrations and provisional registrations from the group of 23, 'in process' IEA applications are likely to occur in the future.

The majority of closed files are 'withdrawals'; these are applicants who at some point in the process have been assessed as being eligible to proceed, but for whatever reason, do not pursue registration. 'Denials' refers to applicants assessed as not eligible to proceed at some point in the process.

IEA application outcomes by year

Breaking down the above IEA application outcomes by year indicates where these outcomes are distributed in the 2011 to 2020 period.

Note: This table lists the number of applicants in a year together with various registration and closed file outcomes in a year. The applicants and the various outcomes in a year are often not comprised of the same individuals; registration, for instance, usually takes a few years.

IEA Outcomes by Year 2011-2020			
Year	Applications	Registrations	Closed Files
2011	63	■	■
2012	94	6	12
2013	252	30	53
2014	168	32	75
2015	46	36	127
2016	65	33	87
2017	47	44	86
2018	39	40	25
2019	19	36	26
2020	16	16	■
Total	809	273	495

Assessment Outcomes 2011 to 2020

CLPNM’s assessment outcomes give a picture of where in the registration process applicants are screened from the process and for those who do register, the pathway taken.

IEA Initial Assessment Outcomes				
	All Requirements Met	Some Requirements Met	Requirements Not Met	Incomplete Applications
2011	■	■	■	50
2012	6	57	■	22
2013	■	168	■	87
2014	■	114	■	58
2015	■	48	■	■
2016	■	64	■	■
2017	■	43	■	■
2018	■	40	■	■
2019	■	17	■	■
2020	■	14	■	■
Unknown	■	■	■	■
Period Total	8	569	■	225
Per cent	1%	70%	0%	28%

CLPNM’s initial application assessment data indicates 225 IEAs did not submit complete applications. Incomplete applications largely occurred in the earlier part of the reporting period. Almost all of the 577 IEAs with an initial assessment decision were deemed sufficiently qualified to proceed. Registration data also indicates eight applicants were fully qualified for provisional registration upon initial application.

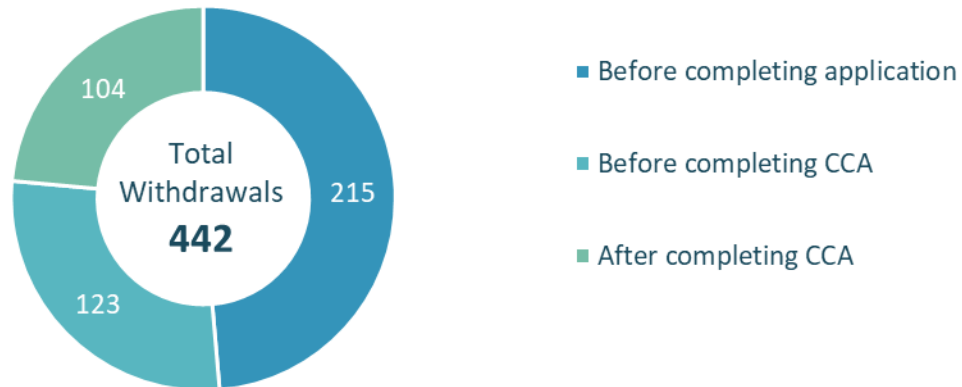
Note: In the chart above, there are 802 outcomes reported, not 809. Seven applicant files were recorded with all documents received dates but no initial assessment result.

IEA Clinical Competence Assessment Outcomes			
	Comparable	Partially Comparable	Not Comparable
2011-2020	9	363	51
Per cent	2%	86%	12%

A 'comparable' outcome on the CCA means the applicant is eligible to proceed to the final stage of the registration process, provisional registration and the licensing exam. 'Partially comparable' means the applicant must complete some measure of bridging and a 'not comparable' outcome means the applicant must complete a new diploma program in practical nursing acceptable to the College to be eligible for registration.

Most IEAs, 86 per cent, received a partially comparable CCA outcome and required some measure of bridge training to proceed.

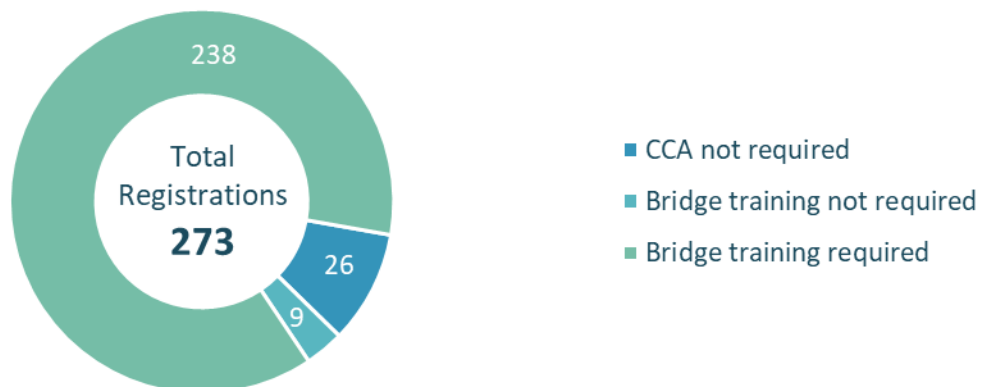
IEA Withdrawals 2011-2020



Withdrawal outcomes account for 55 per cent (442/809) of IEA applications. These withdrawals occur at all of the steps in CLPNM’s assessment and registration process. Almost half of the withdrawals, 49 per cent (215/442), occurred before completing application.

The number of IEAs deemed eligible to proceed to the CCA upon initial assessment, but then did not complete a CCA is significant, 28 per cent (123/442). Reasons for withdrawing at this point vary; long CCA wait-times that occurred in the middle of the reporting period, some IEAs simultaneously pursue application with the CRNM, and some may seek application with nursing regulators in other provinces.

Registration Pathways 2011-2020



The majority of IEAs who registered, 87 per cent or 238/273, undertook remedial education. Three per cent of IEAs were assessed as being able to meet the entry-level competencies without remedial education. Ten per cent were assessed as being able to meet the entry-level competencies without needing to complete a CCA or remedial education.

IEA Language Proficiency Requirement Outcomes		
	Met	Not Met
Number of Applicants	543	108

CLPNM’s registration data indicates a significant number of applicants failed to meet the English language proficiency requirement. One hundred eight IENs received a ‘not met’ outcome. These ‘not met’ outcomes appear early in the reporting period. Since CLPNM’s policy change in 2013, applicants meet the language proficiency requirement upon application as well as a similar policy with the introduction of NNAS in 2014, applicants in the middle and later part of the reporting period apply to CLPNM with ‘met’ language proficiency scores as part of the initial application process.

IEA National Exam Outcomes		
	Met	Not Met
Number of Applicants	277	■

A late stage registration requirement, nearly all IENs deemed eligible to write the CPNRE were successful.

Registration Outcomes for IEAs with Provisional Registration 2011-2020			
Number of Applicants Provisionally Registered	Registrations	Provisional Registrations (still in process)	Closed Files
198	169	18	11
Per Cent	85%	9%	6%

Ninety-four per cent of IEAs receiving provisional registration (graduate practical nurse registration) either went on to register or remained provisionally registered at the end of the reporting period. Six per cent had closed files. Graduate practical nurse registration is required as part of the pathway to acquire LPN registration.

IEA registration ratios and rates

Registration rate refers to the percentage of applicants with complete applications who apply in a given period and go on to register.

To calculate registration rate, applications for the period must be resolved (registered or closed). A precise registration rate cannot be determined if there are applicants still in process at the end of the reporting period. This determination may be possible in future reporting years, when all of these files are resolved.

In this report, three *indicators* are used to provide a tentative sense of the registration rate (see below). Reasons are provided as to which indicator likely best approximates the registration rate for CLPNM.

Registration to Application Ratio

PROS: allows a comparison of IEAs to DAs. DA data is aggregate and only tracks applications and registrations by year.

CONS: likely undercounts IEA registrations. IEAs who applied before 2011, but who registered in the reporting period (2011 to 2020), are not counted because data collection begins with IEAs applying in 2011 or later.

PROS: DA registrations are not under-counted.

PROS: for both IEAs and DAs, the registration to application ratio becomes a more accurate indicator of the registration rate the longer the reporting period grows relative to the average registration timeline.

Late Period Registration to Application Ratio (2016-2020)

PROS: lessens the undercounting of IEA registrations. Few IEAs who applied before 2011 will register later than 2016.

PROS: allows a more equitable comparison to DA registration to application ratio for the period.

CONS: limited because the period may be short relative to registration timelines and more sensitive to variations in application numbers.

Resolved Registration Rate

PROS: a strong indicator in circumstances where a high percentage of files are resolved (registered or closed).

PROS: knowing the number of unresolved files (files still in process) allows us to determine the range within which the registration rate falls for the period.

CONS: with only aggregate data for DAs, a resolved registration rate cannot be determined and so no comparison can be made with the IEA resolved rate.

REGISTRATION RATE INDICATORS: CALCULATIONS

Registration to Application Ratio

of registrations

÷

of complete applications in a given year or period

Late Period Registration to Application Ratio 2016-2020

of registrations, 2016-2020, of individuals applying between 2011-2020

÷

of complete applications made between 2016 and 2020

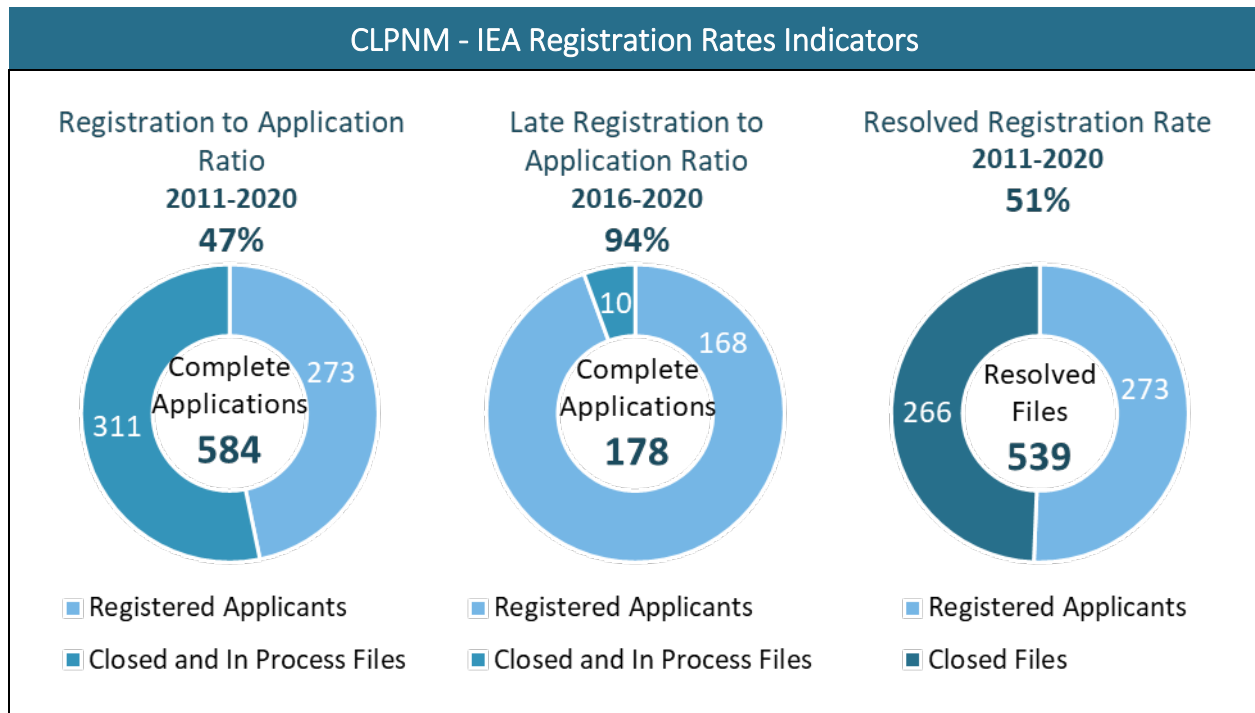
Resolved Registration Rate

of registrations

÷

of complete application resolved files in a given year or period

CLPNM's registration rate and ratios



The **47 per cent** registration to application ratio figure for the 2011 to 2020 period is a reasonable indicator but likely undervalues CLPNM's true IEA registration rate.

In this context, looking at the later registration to application ratio, 2016 to 2020 may be more accurate as few, if any uncounted registrations will occur with applicants applying before 2011. In this case, in the last five years of the reporting period, 2016 to 2020, CLPNM's registration ratio rises to **94 per cent**. This figure does not undercount IEN registrations and the higher rate reflects the fact that applicants in the latter half of the reporting period apply having met the language proficiency requirement. Applicants in the latter part of the reporting period do not fall out of the process as a result of not meeting the language proficiency requirement.

CLPNM's resolved registration rate of **51 per cent** represents another reasonable registration rate figure for the 10-year reporting period. In this case, there are only a small percentage of unresolved files, eight per cent (45/584). Unresolved files are applicants either in process (not yet provisional) or provisional registrations at the end of the reporting period. Possible outcomes for the 45 unresolved files, suggests the registration rate for the period must range between **47 per cent** (273/584) — all 45 are closed files — and **54 per cent** (318/584) — all 45 are registered.

IEA pre-arrival statistics, registrations and timelines with post-arrival comparison

IEA Pre-/Post-Arrival Comparison				
Applications Initiated:	Number of Complete Applications	Number of Registrations	Registration to Application Ratio	Median Time to Registration (years)
Pre-Arrival	11	■	27%	1.4
Post-Arrival	573	270	47%	2.4

In many professions, applicants applying pre-arrival are more successful than those who apply post-arrival. This may be due to better preparation and access to documents abroad. However, for IEAs applying to CLPNM, this does not appear to be the case, rather the reverse; there is a lower registration rate for pre-arrival applicants. In addition, in this profession there may be few applications initiated pre-arrival as many IENs apply only after they have pursued registration with the CRNM. Given some of the timing requirements, initiating application abroad in this profession may not be effective as applicants need to complete the CCA in person and have a limited time window to do so after initial assessment.

Registration Timelines 2011 to 2020

IEA average, median time to provisional registration and registration

Registration Timelines 2011-2020	
Average time to Registration	Median time to Registration
2.3 years	2.1 years

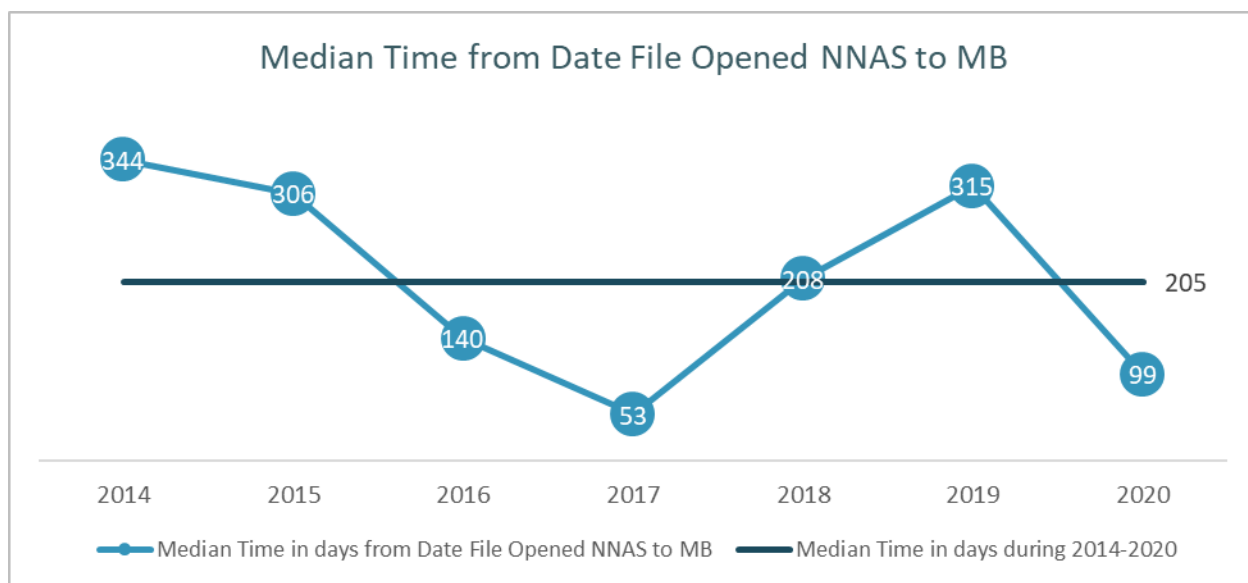
Average time to registration was 2.3 years; median time was 2.1 years.

These registration timelines are calculated starting from a completed application. In this case, timeline start-posts are for complete applications to CLPNM prior to August 2014 and to date file open NNAS after August 2014.

These timelines figures are based on data from 272/273 registered IEAs for whom complete timeline information was available.

Registration Timeline Comparison by CCA Outcome		
	Comparable	Partially Comparable
Median Time to Registration	1 year	2.5 years

Although the number of IEAs deemed comparable on a CCA assessment is statistically small, two per cent (9/423), significantly shorter timelines are reported. IEAs deemed comparable on the CCA assessment do not require bridge training and have a significantly shorter time to registration.



The NNAS is the first step credential assessment and document repository for all three of Manitoba’s nursing professions. Since its introduction in August 2014, the median time from NNAS application to CLPNM application was just under seven months (205 days). This 205-day median refers to the time taken upon opening a file with NNAS to the time the applicant applies to CLPNM upon receiving an advisory report.

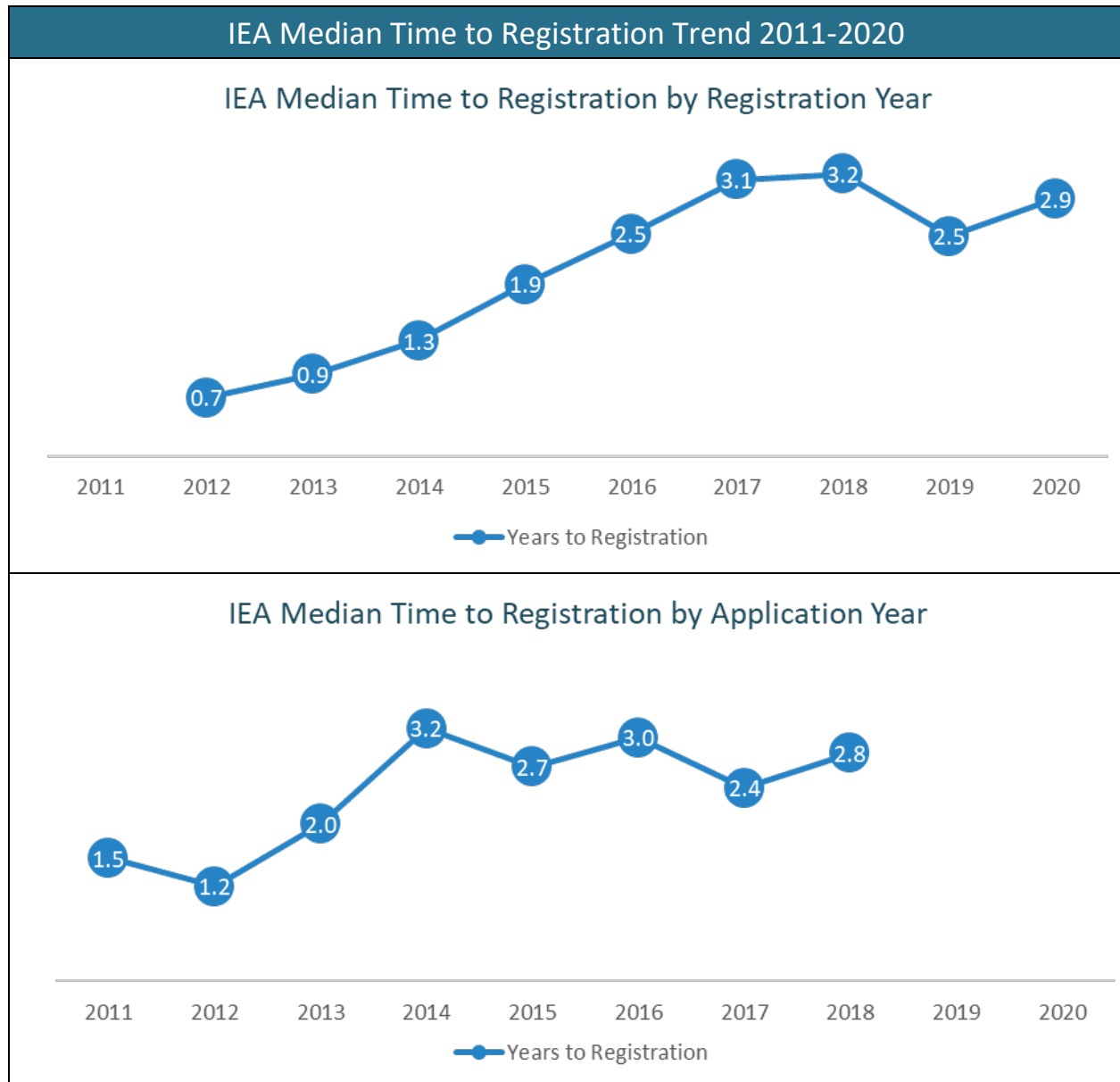
IEA to DA Registration Outcome Comparison 2012 to 2020

FRPO collects aggregate application and outcome data on domestic applicants (DAs) in order to compare outcomes of IEAs to DAs. Data collection for DAs began in 2012.

CLPNM’s DA registration data is under review for accuracy related to consistency of data collection methods, so no registration rate comparison is possible. Anecdotally, FRPO understands DA registration rates are high in this profession, above the 47 to 54 per cent registration rate figure documented for IEAs in the 2011 to 2020 period.

Trends

In this section, registration data is examined for evidence of changes in registration rates and timelines over the 10-year reporting period. In some cases, the impacts of changes to assessment and registration practice can be identified.



The two graphs above present the median timelines to registration. The first graph indicates the median time to registration for the *registrations* that occurred in a reporting year; the second graph, the median time to registration for the *applicants* who applied in that year and went on to register. For instance, in 2014, the first graph indicates that the registrations that occurred in that year took a median of 1.3 years. The second graph shows that applicants who applied in 2014 and went on to register, did so with a median time of 3.2 years.

Looking at timelines by way of registrations occurring in a reporting year in the first graph, there is a steady rise in registration timelines, peaking in 2018, followed by a dip in 2019 and 2020. Longer

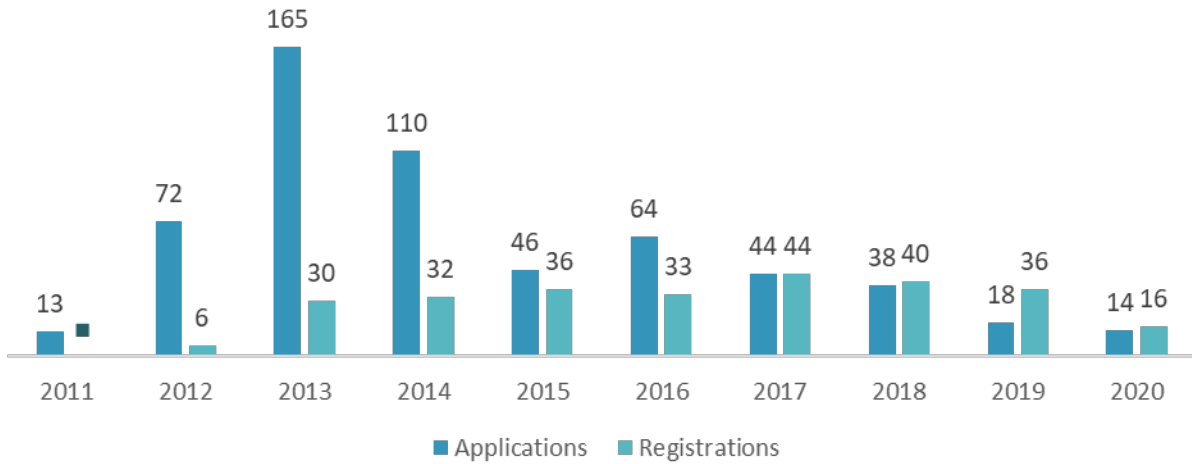
registration timelines in the middle of the reporting period are likely the result of CCA assessment and bridging delays. Shorter registration timelines in 2019 and 2020 reflect the elimination of this delay and an improvement in registration timelines.

Looking at registration timelines by application year shows median registration timelines for those applying in 2011 and 2012 to be about 16 months. It also shows a rise in registration timelines throughout the period. Again, assessment and bridging delays in the middle of the reporting period likely account for most of this rise.

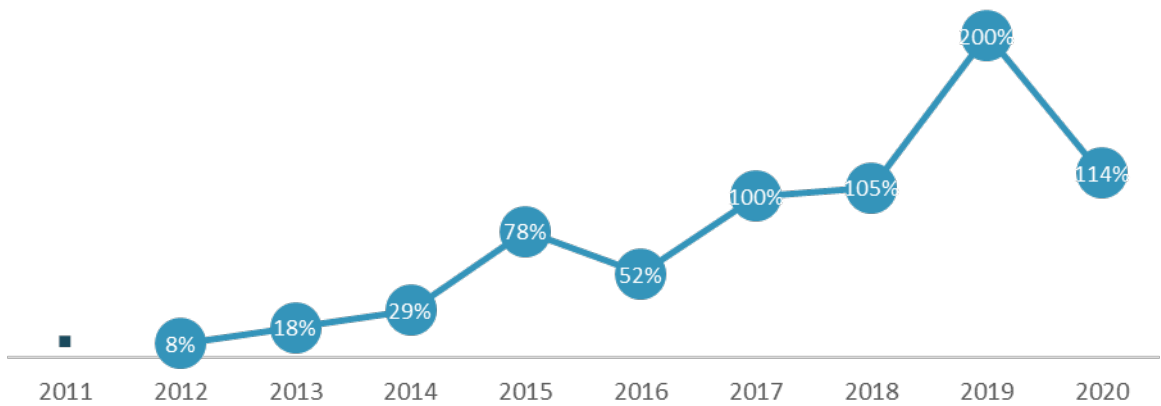
The apparent discrepancy between these graphs, where timelines look very different, particularly at the beginning and end of the reporting period, is a matter of the data collection method and presentation. The first graph, reporting registration timelines by registrations in a reporting year, only allows short timelines to appear early in the reporting period, because only short timelines are possible starting with applicants in 2011 (applicants applying before 2011 are not counted). The second graph, looking at registration timelines for applicants applying in a given year, only allows short timelines at the end of the reporting period, because those that applied late in the period need to register by December 2020 or they will not be counted. Recognizing these distortions is required for a correct reading of these graphs; the early part of the first graph and the latter part of the second graph show artificially skewed down timelines.

IEA Application and Registration Ratio and Rate Trend

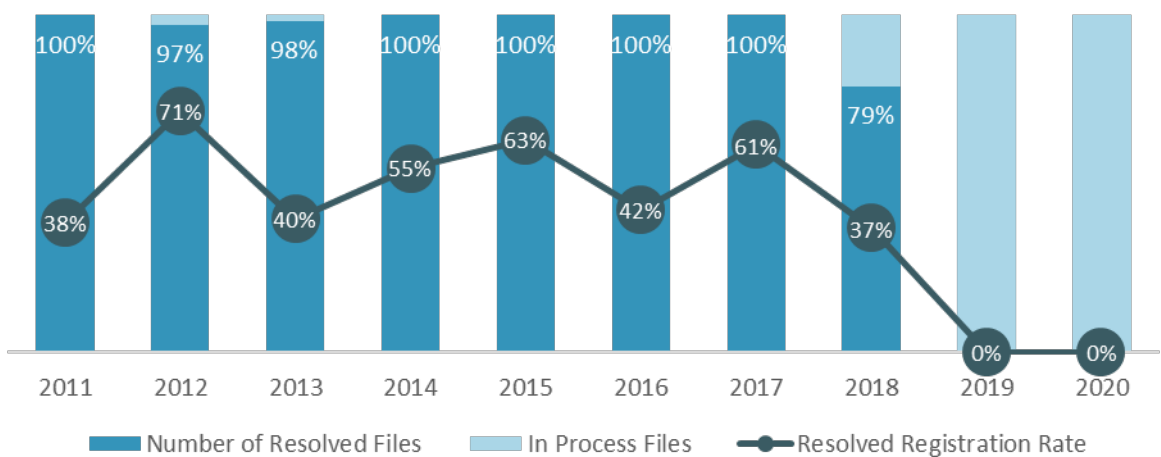
IEA Complete Applications and Registrations by Year



Registration to Application Ratio by Year



Resolved Registration Rate by Year as of 2020



IEA registrations remain relatively consistent over most of the reporting period. Low registration numbers in 2011 and 2012 likely undercount the number of registrations. Applications, however, saw a sharp spike in 2013 and 2014.

The latter two graphs above present registration rates across the 2011 to 2020 reporting period. This may allow for identification of any pattern or trend to increasing or decreasing registration rates across the period.

In this case, the first graph suggests a rising registration rate, the second, a declining registration rate. For reasons explained below, neither of these graphs reflect a real trend. More data in an expanded reporting period is needed to draw a meaningful conclusion about whether registration rates are changing significantly. Both of these graphs should be seen in light of CLPNM’s resolved registration rate for the entire 2011 to 2020 period, 51 per cent, where upon resolving all the applications, the rate will range between 47 and 54 percent.

For the number registration to application ratio by year, there is a steady rising registration rate with a significant rise at the end of the period. Although falling application numbers may account for some of this rise, it is also a reflection of improving registration rates due to the elimination or shortening of CCA and bridging wait-times. In the middle of the reporting period registration rates may have dropped as a result of assessment delays.

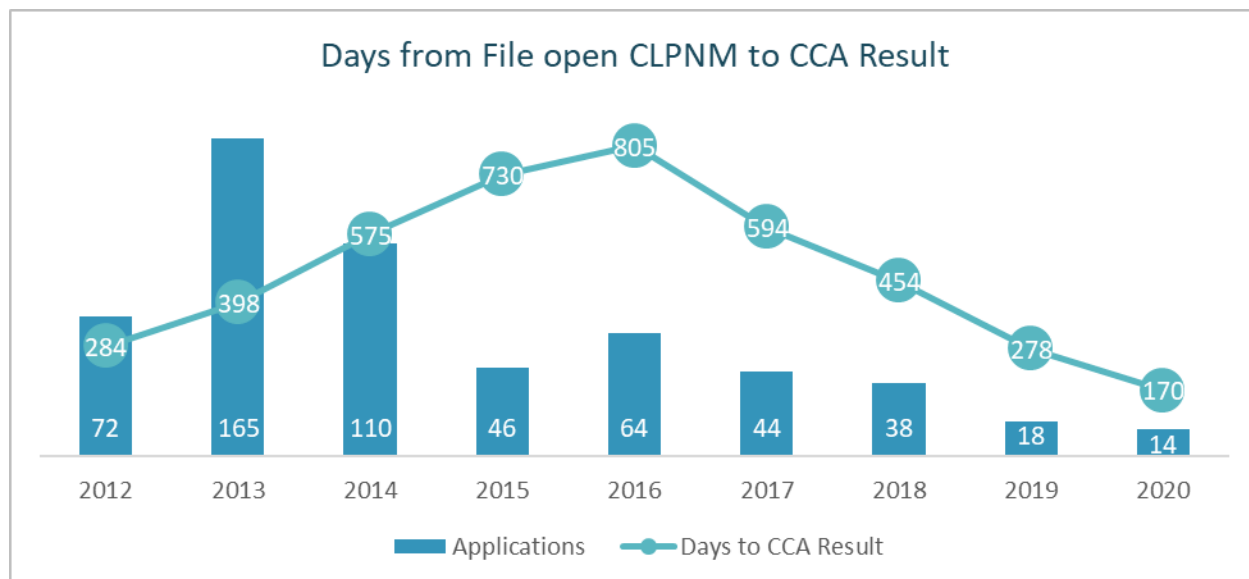
CLPNM’s resolved registration rate by year indicates registration rates ranging from 38 to 71 per cent from 2011 to 2017. Lower registration rate figures toward the end of the period contain larger numbers of unresolved files and so are more tentative and can be ignored. Because registration typically takes longer than file closures, the registration rates artificially skew down toward the end of the period, with more file closures appearing in the reporting period relative to registrations.

IEA Incomplete Applications by Year									
2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
50	22	87	58	■	■	■	■	■	■

CLPNM’s registration data indicates 28 per cent (225/809) of IEN applications from 2011 to 2020 did not submit complete applications to receive an initial assessment result. The vast majority of these incomplete applications occurred before 2015, which corresponds with the introduction of the NNAS.

Since August 2014, IENs start the assessment and registration process by applying to NNAS, submitting documents and credentials, including language test results. Upon completing the NNAS assessment applicants then apply to a provincial nursing regulator with an NNAS Advisory Report. Currently, FRPO data collection does not allow us to see the number of incomplete applications NNAS receives.

Days from file open Manitoba to CCA result — 2012 to 2020



The average time to receive a CCA assessment result from initial application is plotted in days (teal line). At its peak in 2016, this timeline exceeds two years. CCA assessment delays reflect the number of applicants exceeding assessment capacity early in the reporting period. At the end of the reporting period, 2020, applicants may take up to six months from initial assessment referral to undertake a CCA. There is no longer any significant wait time to receive a CCA assessment. The 170 day median in 2020 reflects applicant choices in preparing for and scheduling the assessment.

Number of applicants deemed qualified upon initial application or upon CCA result by year										
Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Registered Without CCA	■	18	5	■	■	■	■	■	■	■
Comparable CCA Result	■	■	■	■	■	■	■	■	■	■

Over the reporting period, very few IENs qualified for registration or provisional registration (graduate practical nurse registration) without requiring a CCA or without requiring some measure of bridge training upon a 'comparable' CCA assessment result. The exception occurs in 2012 when 18 of 94 applicants qualified without needing to complete a CCA.

Data Collection Moving Forward

In general, the quality of 2011 to 2020 data provided by CLPNM for the 2011 to 2020 period is strong. IEA outcomes and timelines are presented throughout the application process and IEA registration pathways are clear. CLPNM provides timeline data regarding the first-step NNAS. NNAS outcome data is more problematic and currently no statistical data is collected. Without a sense of the through rates at NNAS, the statistical picture is incomplete. CLPNM is committed to reviewing this matter with FRPO. In preparation of this report, issues with the accuracy of the data collected regarding provisional registration and domestically educated applicants were identified.

Moving forward, these issues can be addressed ensuring a more complete statistical picture. Future data reporting will also provide a longer time window supporting a more insightful analysis of trends.

In collaboration with FRPO, CLPNM has a history working to improve data collection. This has involved implementing and revamping data collection tools and documents, providing annual data submissions and validating data submissions. Most recently, this includes work reviewing this report; this report would not have been possible without the CLPNM's commitment and collaboration.