



MOBILITY OF THE SKILLED WORKFORCE

A European Union-Canada Roundtable

SUMMARY REPORT



Public Policy Forum
Forum des politiques publiques

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Public Policy Forum

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EXECUTIVE SUMMARY

In partnership with the European Policy Centre (EPC), the Public Policy Forum (PPF) organized *Mobility of the Skilled Workforce*, a European Union-Canada roundtable that was held in Brussels on September 29th and 30th. As knowledge-intensive economies with aging workforces, Canada and the European Union (EU) are facing similar labour market challenges amid deepening economic ties. Although labour shortages require long-term strategies, facilitating the temporary movement of skilled individuals could serve to strengthen economic relations; however, qualification recognition is one of the key barriers to labour mobility between Canada and the EU due largely to the diverse range of practices and regulatory authorities across jurisdictions.

With the recent launch of negotiations for an historic Comprehensive Economic and Trade Agreement (CETA) between Canada and the EU, establishing a systematic approach to labour mobility would enable the two economies to increase trade and investment, as well as take advantage of complementary opportunities in their respective labour markets. The roundtable, which convened over 60 Canadian and European stakeholders, provided an opportunity to learn about progress in the coordination and streamlining of qualification recognition policies, and to determine some of the key areas where further discussion would help to promote mutual understanding and build upon promising developments.

Labour Mobility and Migration

Labour market pressures are increasing in many developed economies due to a number of current and emerging challenges such as demographic change, the growing demand for higher skills, regional diversity, and an increasingly competitive global environment. While Canada has traditionally been an immigrant-receiving country, EU member states are just beginning to look to migration as a strategy for social and economic development; however, internal mobility ensures that skills, whether domestic or foreign, can be applied wherever they are needed. As such, discussions focused on current issues and new developments in both labour mobility and migration in the Canadian and the European context.

Key Challenges

In Canada, concerns exist regarding unemployment rates among recent immigrants and the long transition into salary parity with the native-born population. Some of the key barriers to timely integration into the labour market include language fluency, qualification recognition, preference for Canadian work experience, and familiarity with Canadian culture. Given that some of the barriers may not be relevant to the practice of certain occupations, discrimination has been raised as an issue; therefore, it is useful to acknowledge that qualification recognition does not guarantee employment. Due to the need to balance pressures with priorities, some of the future challenges for the Canadian government include addressing program integrity issues through effective regulation of sponsorship and recruitment, and modernizing the immigration system for greater responsiveness.

A new priority in the EU is developing new skills for new jobs as there appears to be a disconnection between training opportunities and labour market demands, and internal mobility may not have a significant economic impact considering the limited flow of labour between member states. Some of the reasons for low mobility within the EU include language barriers, the reluctance to lose social networks, and the fear of unemployment for partners; however, administrative procedures are not seen as an obstacle, which may indicate anxiety or a lack of overall interest in moving to another member state. Although mobility should be reframed as a means for building experience and skills, labour shortages must be analyzed more broadly as salaries and working conditions can also have an impact on the labour market as demonstrated by retention issues in rural areas.

Promising Developments

While Canada is an immigrant-receiving country, internal and external contexts continue to evolve, resulting in the need to adapt policies to address current and emerging challenges. In terms of new developments in temporary migration, there are plans to implement a 7-year pilot project to address the demand for lower level skills, Temporary Foreign Worker (TFW) Annex Agreements with provinces and territories, as well as a series of regulatory reforms to improve the protection of TFWs. With respect to permanent migration, a newly established pathway to permanent residency is the Canadian Experience Class, which applies to temporary workers who have been employed in Canada for 2 years and international students who have graduated in Canada with one year of Canadian work experience.

In terms of recent developments in the EU, the Blue Card scheme establishes common admission criteria, minimum salary thresholds, proof of qualifications, and residence status, including immediate family reunification and full access to the labour market for spouses although employment in the regulated professions is dependent on the recognition of skills. Some other key legislative considerations include common rights and a single-permit combining residence and work permits to accelerate the process for third-country nationals. As for non-legislative measures, the EU Immigration Portal will provide a central entry point for information although the exact completion date will depend on member states providing the resource links. Pilot initiatives have also been planned, such as mobility partnerships with sending countries to promote legal migration and prevent illegal entry. The more open migration policy implemented in Sweden is another positive development worth noting as it emphasizes demand-driven entry for all skills, full access to rights, and family entry.

Qualification Recognition

Harnessing the benefits of labour mobility and migration requires a systematic and efficient approach to recognize professional qualifications. Although the 2005 Directive governing the recognition of professional qualifications in the regulated professions is a positive step towards harmonizing systems in the EU, policies for third-country nationals remain under the jurisdiction of member states. In Canada, inter-provincial mobility has been established through the Agreement on Internal Trade (AIT); however, qualification recognition continues to involve a vast number of stakeholders and multiple jurisdictions. The dialogue, therefore, served to highlight the internal inconsistencies that remain unaddressed, as well as some of the best practices that could be expanded.

Key Challenges

As one of the provinces receiving a large percentage of immigrants to Canada, Ontario has had a long history of dealing with foreign qualification recognition issues. In fact, many of the same types of barriers discussed in a 1989 report of the Task Force on Access to Professions and Trades in Ontario still remain, including poor access to information, the lack of systems to support prior learning assessment, the need for greater transparency in procedures, the scarcity of supplementary education and training opportunities, and insufficient means to review and appeal decisions.

With regards to the EU, national or regional differences in qualification recognition appear to be more substantial than the gap between the directive for the seven regulated professions and the general system of recognition established at the European level. Enforcement is also a major challenge for the 2005 Directive given the multiple legal cases and recurring problems in certain countries. Some of the key challenges for citizens include navigating through various information systems and clarifying the use of professional rather than academic qualifications.

Promising Developments

Concrete measures have been taken to improve inter-provincial mobility in Canada, including the recently approved amendment to Chapter 7 of the Agreement on Internal Trade (AIT) to achieve full labour mobility for workers in the regulated professions and trades, and the commitment to develop a framework for qualification recognition that is principles-based, collaborative, timely, and deadline-driven by December 2010. The Québec-France Agreement is another historic development although it provides procedures to facilitate the recognition of professional qualifications rather than actual mobility. In Ontario, the Fair Access to Regulated Professions Act (FARPA) has ensured greater integrity in processes through auditing regulated professions and conducting studies on equal qualification assessment agencies and applicant perspectives. Furthermore, the Toronto Region Immigrant Employment Council (TRIEC) has been successful in organizing internships for internationally-trained professionals in the Ontario public service, offering mentoring programs to build social networks, providing bridge-training programs, as well as bringing various governments together to develop policy ideas.

To support the effective implementation of the 2005 Directive to streamline qualification recognition for the regulated professions in the EU, competent authorities have started exchanging information through the Internal Market Information (IMI) system since 2008, national coordinators have been in place since October 2007, a code of conduct was established in June 2007, and a user's guide will be developed by November 2009. Member states have also been encouraged to relate their national qualification systems to the EQF by 2010 and include clear references to EQF levels in new qualification certifications by 2012.

Selected Occupations

Although Canada and the EU are working towards better integration and coordination of internal approaches to labour mobility and qualification recognition, many sectors have also developed their own strategies and entered into mutual recognition agreements with counterparts in other countries. Competencies based on regional knowledge and differing scopes of practice continue to add to the complexity of qualification recognition; nevertheless, examining progress from the sectoral perspective allows for a deeper discussion given that governance and labour market issues are particular to each occupation. Discussions focused on the regulated professions and the selection was based on the level of demand and progress on qualification recognition in Canada and the EU.

Key Challenges

Canadian case studies included chartered accountants, engineers, registered nurses, pharmacists and the skilled trades; however, specific issues were identified by certain sectors. Some of the key challenges for qualification recognition in the accounting sector include communicating processes, negotiating bridging agreements, developing more and better bridging programs, and maintaining a balance between program integrity and fairness. In terms of international pharmacy graduates, communication skills in pharmacy practice, knowledge of the Canadian healthcare system, awareness of Canadian culture including the standards of practice, and equivalency of education and training tend to serve as barriers to their integration. Although many in the trades industry view the Red Seal Program positively, there is concern that the program excludes some high-demand and residential trades although there is difficulty in categorizing trades when workers are typically asked to be expert in a number of areas.

With EU member states determining the recognition requirements for third-country nationals, one of the key challenges with external negotiations is the internal inconsistency within the EU. As for issues facing specific sectors in the EU, architects have argued that Annex VI of the 2005 Directive needs to be

updated as there is a stipulation that all parts of a diploma must be completed in the EU. While the UK has a compulsory test for architects, most states insist on an adaptation period.

Promising Developments

Engineers Canada is currently developing a national framework for licensure by looking at the key elements that should be transferable. In addition, their project “From Consideration to Integration” includes some concrete measures to facilitate the process of integration, such as processing applications overseas, creating a database of institutions, conducting competency assessments, developing language benchmarking for functionality, and considering the possibility of a provisional license. Positive developments in the skilled trades include the compatibility mapping that has been conducted with other countries such as South Africa and the Philippines, and Alberta is planning to conduct the same work with the EU.

While many promising practices are emerging in the health sector, participants have highlighted the development of the EU Health Professional Card (HPRO). Those involved in the HPRO Card project hope that such an identity card for health professionals would help facilitate and promote patient safety and better coordination of care. Moreover, the card would facilitate the free movement of health professionals and provide for better communication between competent authorities.

Areas for Further Exploration

Establishing mutual understanding between Canadian and European stakeholders requires ongoing dialogue given the extensive range of policies and practices among different sectors and the continuous need to adapt to changing circumstances. While the roundtable served as an opportunity for learning and networking, it was only intended as a first meeting to provide an overview of the different contexts and developments that are emerging in Canada and the EU, as well as to determine the scope for a possible follow-up roundtable in Canada. To build on the initial dialogue, the following themes were put forth by participants as key areas for further discussion.

Sharing Information

- Information is key given the complexities on both sides and the different federal dynamics; therefore, the dialogue needs to be intensified as information sharing and exchanging best practices would help simplify processes for individuals.
- With mobility taking place all over the world, there are benefits to looking at all options and approaches rather than just focusing on the EU or Canada; as international assessments have been conducted on recognition practices in specific occupations, it would be useful to share information to avoid redundancy.

Focusing on Key Sectors

- More discussion should be dedicated to specific sectors to identify common ground and share practices among Canadian and European stakeholders, especially in the health sector, where many innovative initiatives have been developed such as the HPRO.
- While there is constant debate over complex requirements in all sectors, diverse contexts demand different considerations and precautions; therefore, looking at administrative cooperation rather than simply legal implications of regulation would be helpful to establish transparency and better harmonization.

Engaging Regulatory Bodies

- Further dialogue is needed to increase understanding of how the EU and member states manage qualification recognition, which would help to clarify the regulatory context without reducing standards and jeopardizing public safety.
- Future dialogue must engage more regulators to address specific barriers and share tools as they have a major role to play in defining international standards and supporting integration after recognition.
- With discussions focused on the challenges of navigating through systems, there may be value in considering a reduction in the number of regulators although the issue may be more about collaboration than an oversaturation of professional bodies.

Other Topics

- Establishing principles to frame international mobility in relation to the Canada-EU Agreement
- Examining mobility for students, such as the impact of international education on job prospects
- Exploring competency assessment strategies for evaluating new and evolving recognition systems
- Developing a better understanding of terminology differences and types of practice

Some have argued that it is difficult to compare Canada with the EU given that the latter is a collection of countries, resulting in more complex policies and practices; however, Canada is a federation that must also deal with multiple jurisdictions, as well as a range of key stakeholders, including accredited institutions, assessment agencies, regulatory bodies, and employers. While migration policies may remain in the hands of EU member states, there are clearly opportunities for mutual learning in terms of innovative approaches to attract and retain skilled workers and rationalizing different processes for qualification recognition.

On the other hand, there tends to be an overemphasis on labour mobility as a strategy for achieving global competitiveness even though it is not necessarily the answer to labour shortages, which require more long-term solutions. In fact, as discussed at the roundtable, diverse policy approaches must be considered to better address demographic and labour market needs, and policy coherence is needed as skills recognition demands collaboration among all stakeholders. To address emerging labour market challenges, Canada and the EU need to develop a more holistic strategy that focuses as much on building a skilled workforce as increasing economic opportunities to make use of such skills. Although facilitating skilled mobility both within and across the two economic areas will improve efficiency and productivity in trade and investments, such efforts should be situated within a broader policy framework that can adapt to the fluctuating relationship between supply and demand.

SOMMAIRE EXÉCUTIF

En partenariat avec l'European Policy Centre (EPC), le Forum des politiques publiques (FPP) a organisé une table ronde intitulée La mobilité de la main-d'œuvre qualifiée entre l'Union européenne et le Canada à Bruxelles les 29 et 30 septembre 2009. Dans un contexte où leurs liens économiques se resserrent, tant le Canada que l'Union européenne (UE) font face à des défis similaires quant au marché du travail - leurs économies sont basées sur le savoir et leur main-d'œuvre est vieillissante. Si les pénuries de main-d'œuvre nécessitent des stratégies à long terme, faciliter le mouvement temporaire des travailleurs qualifiés pourrait cependant aider à renforcer les relations économiques. La reconnaissance des qualifications est cependant l'un des principaux obstacles à la mobilité de la main-d'œuvre entre le Canada et l'UE, du fait, pour une large part, des pratiques et des organismes de réglementation qui varient énormément d'un endroit à l'autre.

Avec le lancement, récemment, de négociations en vue d'un accord économique et commercial global entre le Canada et l'Union européenne, l'adoption d'une approche systématique en matière de mobilité de la main-d'œuvre permettrait aux deux économies d'augmenter leur commerce et leurs investissements, ainsi que de tirer parti de débouchés complémentaires dans leurs marchés du travail respectifs. La table ronde, qui réunissait plus de 60 intervenants canadiens et européens, a été une occasion de s'informer des progrès en matière de coordination et de simplification des politiques pour la reconnaissance des compétences et d'identifier certains des principaux domaines dont il serait utile de discuter plus avant pour favoriser la compréhension mutuelle et capitaliser sur les nouvelles mesures prometteuses.

Mobilité de la main-d'œuvre et migration

Les pressions montent sur le marché du travail de nombreuses économies de pays développés du fait de nombreux défis, tant actuels qu'à venir, tels que l'évolution démographique, la demande grandissante pour de plus grandes compétences, la diversité régionale et la compétitivité croissante au niveau mondial. Si le Canada est, de tradition, un pays qui accueille des immigrants, les pays membres de l'UE commencent tout juste à voir dans la migration une stratégie de développement social et économique. Néanmoins, la mobilité interne fait en sorte que les qualifications, qu'elles aient été acquises sur place ou à l'étranger, puissent être utilisées là où elles sont nécessaires. De ce fait, les discussions ont essentiellement porté sur les enjeux actuels et sur les nouvelles tendances en ce qui concerne la mobilité de la main-d'œuvre et la migration dans les contextes canadien et européen.

Principaux défis

Au Canada, les taux de chômage chez les immigrants récents et la longue transition vers la parité des salaires avec la population née dans ce pays sont sources de préoccupations. Les principaux obstacles à l'intégration rapide sur le marché du travail sont entre autres la capacité de parler la langue, la reconnaissance des compétences, la préférence qui est donnée à l'expérience professionnelle au Canada et la familiarité avec la culture canadienne. Du fait que certains de ces obstacles ne sont pas pertinents pour l'exercice de professions spécifiques, il a été avancé que la discrimination était un problème. Il est donc utile de reconnaître que la reconnaissance des compétences ne garantit en rien un emploi. Comme il est nécessaire de trouver un équilibre entre les pressions et les priorités, le gouvernement devra relever certains défis, comme résoudre les problèmes relatifs à l'intégrité des programmes au moyen d'une réglementation efficace des parrainages et du recrutement et moderniser le système d'immigration pour le rendre plus flexible.

Une nouvelle priorité pour l'UE est le renforcement de nouvelles compétences pour les nouveaux emplois car il semble y avoir un décalage entre les formations offertes et les besoins du marché du

travail et il se pourrait que la mobilité interne n'ait pas un impact économique significatif, compte tenu du peu de circulation de la main-d'œuvre entre les États membres. Le peu de mobilité au sein de l'UE s'explique entre autres par les obstacles linguistiques, le fait que les gens n'aient pas envie de perdre leurs réseaux sociaux et la crainte du chômage pour les conjoints. Les démarches administratives ne sont pas vues comme un obstacle, cependant, ce qui suggère que le problème est peut-être l'anxiété ou le fait que cela n'intéresse tout simplement pas les gens de déménager dans un autre pays de l'UE. La mobilité devrait être présentée davantage comme un moyen d'acquérir plus d'expérience et de compétences mais il faudrait aussi analyser les pénuries de main-d'œuvre dans un contexte plus large, les salaires et les conditions de travail pouvant aussi avoir une incidence sur le marché du travail, comme en témoignent les problèmes de conservation du personnel dans les régions rurales.

Perspectives prometteuses

Si le Canada est un pays d'accueil pour les immigrants, il n'en demeure pas moins que les contextes interne et externe continuent d'évoluer, et il est donc nécessaire d'adapter les politiques pour relever les défis actuels et imminents. En ce qui concerne les faits nouveaux dans le domaine de la migration temporaire, la Canada a mis en œuvre un projet pilote sur sept ans pour répondre à la demande de compétences moins élevées, d'avoir des annexes aux ententes avec les provinces et les territoires en ce qui concerne les travailleurs étrangers temporaires (TET) ainsi qu'un ensemble de réformes réglementaires pour améliorer la protection des TET. Pour ce qui est de la migration permanente, une nouvelle voie pour obtenir le statut de résident permanent est la catégorie de l'expérience canadienne qui s'adresse aux travailleurs temporaires qui ont un emploi au Canada depuis deux ans et aux étudiants étrangers diplômés d'une université canadienne et avec un an d'expérience professionnelle au Canada.

En termes de l'évolution récente au sein de l'UE, le système de la Carte bleue met en place des critères d'admission, des seuils de salaire minimum, des preuves de compétence et des statuts de résident communs, y compris pour la réunification immédiate des familles, et l'accès sans restriction des conjoints au marché du travail, même si les emplois dans les professions réglementées dépendent de la reconnaissance des compétences. D'autres considérations législatives clés comprennent les droits communs et le permis unique incluant la résidence et les permis de travail pour accélérer les démarches des citoyens des pays tiers. Comme pour les mesures non législatives, le portail sur l'immigration de l'UE fournira une source d'information majeure, bien que la date butoir de la livraison dépendra des États membres fournissant les liens utiles. Des initiatives pilotes ont aussi été planifiées, telles que des partenariats avec les pays d'origine pour promouvoir la mobilité légale et empêcher les entrées illégales. La politique de migration plus ouverte mise en place en Suède est un autre développement positif qui vaut la peine d'être cité, car il met l'accent sur la stimulation de la demande pour tous niveaux de qualifications, l'accès libre aux droits et l'entrée des familles.

Reconnaissance des qualifications professionnelles

Profiter des bénéfices de la mobilité du travail et de la migration nécessite une approche systématique et efficace des qualifications professionnelles. Bien que la directive de 2005 gouvernant la reconnaissance des qualifications professionnelles dans les professions régulées constitue un pas en avant vers l'harmonisation des systèmes dans l'UE, les politiques pour les citoyens des pays tiers restent sous la juridiction des États membres. Au Canada, la mobilité entre les provinces est gouvernée par l'Accord sur le commerce intérieur (ACI), mais la reconnaissance des qualifications professionnelles continue à être un enjeu pour un grand nombre de personnes concernées et de multiples juridictions. Le dialogue a par conséquent permis de mettre en lumière les contradictions internes qui n'ont pas encore été résolues, ainsi que les pratiques exemplaires qui pourraient être étendues.

Principaux défis

Étant l'une des provinces qui reçoit un grand pourcentage des immigrants au Canada, l'Ontario se penche depuis longtemps sur les questions de reconnaissance des qualifications professionnelles. En fait, un certain nombre des obstacles évoqués dans le rapport de 1989 du groupe de travail sur l'accès aux professions et aux métiers en Ontario sont toujours d'actualité, notamment l'accès limité à l'information, le manque de systèmes pour effectuer les évaluations préalables à la formation, la nécessité d'une plus grande transparence dans les procédures, la rareté des études complémentaires et des occasions de formations, et l'insuffisance des moyens disponibles pour demander la révision de décisions et faire appel.

En ce qui concerne l'UE, les différences nationales et régionales dans la reconnaissance des qualifications professionnelles sont plus importantes que l'écart entre la directive pour les sept professions régulées et le système général de reconnaissance établi au niveau européen. La mise en application de la directive de 2005 est aussi un défi majeur, étant donné les multiples litiges et les problèmes récurrents dans certains pays. Les citoyens doivent entre autres se démener pour s'y retrouver dans les différents systèmes d'informations et déterminer quand il est possible d'utiliser les compétences professionnelles plutôt que les qualifications académiques.

Perspectives prometteuses

Des mesures concrètes ont été prises afin d'améliorer la mobilité interprovinciale au Canada, dont la modification récemment approuvée du chapitre 7 de l'Accord sur le commerce intérieur (ACI), pour parvenir à une mobilité totale des travailleurs dans les professions et métiers réglementés, et l'engagement à élaborer un cadre pour la reconnaissance des qualifications professionnelles qui serait fondé sur les principes, axé sur la collaboration, et prêt dans les meilleurs délais en visant comme date limite décembre 2010. L'accord Québec-France constitue une autre évolution historique bien qu'il fournisse des procédures facilitant la reconnaissance des qualifications professionnelles, plutôt qu'une mobilité réelle. En Ontario, la *Loi sur l'accès équitable aux professions réglementées* a garanti une plus grande intégrité des processus par le biais de l'audit des professions régulées, de la conduite d'études sur l'égalité des qualifications par des organismes d'évaluation et des occasions d'embauche pour les travailleurs. De plus, le Toronto Region Immigrant Employment Council (TRIEC) a réussi à organiser des stages en entreprise pour des professionnels formés à l'étranger, des programmes de mentorat pour créer des réseaux sociaux, ainsi que des programmes de formation relais et réunissant des représentants des différents gouvernements pour élaborer des idées de politiques.

Dans le but d'accompagner efficacement la mise en place de la directive de 2005 permettant de simplifier la reconnaissance des qualifications professionnelles pour les professions régulées dans l'UE, les autorités compétentes ont commencé depuis 2008 à échanger des informations par l'entremise du système d'information sur le marché intérieur (Internal Market Information - IMI)), les coordinateurs nationaux sont en place depuis Octobre 2007, un code de conduite existe depuis juin 2007 et un manuel d'utilisateur sera élaboré d'ici novembre 2009. Les États membres ont également été encouragés à informer l'EQF de leurs systèmes nationaux de qualifications professionnelles avant 2010 et à inclure des références précises aux niveaux de l'EQF dans leurs nouvelles certifications de qualifications professionnelles avant 2012.

Métiers sélectionnés

Bien que le Canada et l'UE travaillent dans le sens d'une meilleure intégration et d'une coordination accrue entre les approches internes relatives à la mobilité du travail et à la reconnaissance des qualifications professionnelles, de nombreux secteurs ont aussi élaboré leurs propres stratégies et ont

déjà mis en place des accords de reconnaissance mutuelle avec des pays tiers. Des compétences basées sur les connaissances régionales et des pratiques divergentes ajoutent à la complexité de la reconnaissance des qualifications professionnelles. Cependant, l'examen des avancées d'un point de vue sectoriel a permis une discussion plus approfondie, étant donné que la gouvernance et les problèmes du marché du travail sont spécifiques à chaque poste. Les discussions ont surtout porté sur les professions réglementées, celles-ci ayant été choisies en fonction du niveau des exigences et des progrès en matière de reconnaissance des qualifications professionnelles au Canada et dans l'UE.

Principaux défis

Les études de cas faites au Canada portaient entre autres sur les experts comptables, les ingénieurs, les infirmières autorisées, les pharmaciens et les métiers spécialisés. Cependant, des problèmes spécifiques ont été identifiés par secteurs. Quelques uns des défis clés pour la reconnaissance des qualifications professionnelles dans le secteur comptable comprennent les procédés de communication, la négociation de conventions transitoires, le développement et l'amélioration des programmes de transition et le maintien d'un équilibre entre l'intégrité des programmes et l'équité. En ce qui concerne les pharmaciens ayant obtenu leur diplôme à l'étranger, les compétences en communication dans la pratique pharmaceutique, la connaissance du système de santé et de la culture canadiens, dont les normes de pratique, et les équivalences en matière d'enseignement et de formation peuvent constituer des obstacles à leur intégration. Bien que le Programme du sceau rouge soit vu d'un bon œil par beaucoup de gens, le fait qu'en soient exclus quelques uns des métiers pour lesquels la demande est forte ainsi que des métiers locaux est une source d'inquiétude, même s'il est difficile de classer les métiers lorsqu'il est régulièrement demandé aux travailleurs d'être des experts dans de nombreux domaines.

Comme les États membres de l'UE déterminent les exigences pour la reconnaissance des compétences des citoyens de pays tiers, l'un des grands défis dans les négociations externes est l'incohérence au sein de l'Union. Et pour ce qui est des problèmes rencontrés par certains secteurs spécifiques dans l'UE, les architectes ont demandé que l'annexe VI de la directive de 2005 soit amendée étant donné qu'il y est stipulé que toutes les parties d'un diplôme doivent être obtenues à l'intérieur de l'Union. Le Royaume-Uni impose un test obligatoire pour les architectes mais la plupart des pays réclament une période d'adaptation.

Perspectives prometteuses

Ingénieurs Canada est en train d'élaborer un cadre national pour la formation en se penchant sur les éléments clés qui devraient être transférables. De plus, avec le projet « de la considération à l'intégration », l'organisme propose quelques mesures concrètes pour faciliter le procédé d'intégration, comme la gestion des candidatures à partir de l'étranger, la création d'une base de données des institutions, la conduite d'évaluations de compétences, l'identification de compétences linguistiques de base minimum pour bien fonctionner, et la possibilité d'établir un diplôme provisoire. Parmi les ouvertures intéressantes pour les métiers qualifiés, on a cité la cartographie de la compatibilité qui a été effectuée en collaboration avec d'autres pays comme l'Afrique du Sud et les Philippines, et le travail similaire prévu par l'Alberta en collaboration avec l'UE.

Parmi les pratiques encourageantes qui émergent dans le secteur de la santé, les participants ont souligné le développement de la carte professionnelle de santé européenne (European Health Professional Card - HPRO). Les personnes impliquées dans le projet de carte HPRO espèrent qu'une telle carte d'identité pour les professionnels de la santé permettra de faciliter et de promouvoir la sécurité

des patients et une meilleure coordination des soins. De plus, la carte facilitera le libre déplacement des professionnels de la santé et permettra une meilleure communication entre les autorités compétentes.

Domaines qui nécessitent un examen plus approfondi

Pour parvenir à une meilleure compréhension mutuelle entre les participants canadiens et européens, un dialogue est nécessaire étant donné le large éventail de politiques et de pratiques dans les différents secteurs et le besoin continu de s'adapter à des circonstances en constante évolution. Si la table ronde a été une occasion d'apprentissage et de réseautage, elle n'était pas conçue comme autre chose qu'une première rencontre qui permettrait d'avoir une vue d'ensemble des différents contextes et évolutions qui émergent au Canada et dans l'UE et de déterminer le champ d'une éventuelle table ronde subséquente au Canada. Dans le but d'approfondir les discussions initiales, les thèmes suivants ont été proposés par les participants : les sujets suivants qui pourraient servir de thèmes clés pour les débats à venir :

Partager l'information

- L'information est essentielle étant donné les complexités des deux côtés de l'Atlantique et la diversité des dynamiques fédérales. C'est pourquoi le dialogue doit être intensifié car l'échange d'informations et de pratiques exemplaires aiderait à simplifier les démarches pour les particuliers.
- La mobilité apparaissant partout dans le monde, il est intéressant de regarder toutes les options et les approches au lieu de se focaliser uniquement sur l'UE ou sur le Canada. Les pratiques en matière de reconnaissance des compétences dans certaines professions spécifiques ayant été évaluées à l'étranger, il serait utile de mettre l'information en commun pour éviter de refaire le travail.

Se concentrer sur les secteurs clés

- Certains secteurs spécifiques devraient faire l'objet d'autres discussions afin d'identifier des problématiques communes et de partager des pratiques entre canadiens et européens, en particulier dans le secteur de la santé où plus d'initiatives comme le HPRO ont vu le jour.
- Alors que, dans tous les secteurs, les exigences complexes continuent à être au centre des débats, il y a certains contextes dans lesquels des considérations et précautions différentes s'imposent. C'est pourquoi il pourrait être utile de se pencher sur la coopération, et pas seulement sur les implications légales de la réglementation, pour parvenir à la transparence et à une meilleure harmonisation.

Faire participer des organismes de réglementation

- Des discussions plus poussées sont nécessaires pour mieux faire comprendre comment les États membres de l'UE gèrent la reconnaissance des qualifications professionnelles, ce qui devrait aider à clarifier le contexte réglementaire sans faire baisser les standards et sans mettre en danger la sécurité du public.
- Davantage de régulateurs devront participer aux discussions à l'avenir, pour tenter de remédier aux obstacles spécifiques et de mettre en commun les outils, étant donné qu'ils ont un rôle majeur à jouer dans la conception des normes internationales et dans le soutien de l'intégration après la reconnaissance.
- Avec les discussions axées sur la difficulté de s'y retrouver dans les différents systèmes, il pourrait être intéressant d'envisager une réduction du nombre de régulateurs, bien que le

problème soit peut-être davantage une question de collaboration que de saturation excessive de corps professionnels.

Autres thèmes

- Mise en place de principes pour encadrer la mobilité internationale dans la cadre de l'accord Canada-UE.
- Examen de la mobilité pour les étudiants, comme par exemple l'impact d'une éducation à l'étranger sur les perspectives d'emploi.
- Efforts pour mieux comprendre les différences terminologiques et les types de pratiques.

Certains ont affirmé qu'il est difficile de comparer le Canada à l'UE, étant donné que cette dernière est un ensemble de pays avec des politiques et des pratiques plus complexes. Cependant, le Canada est une fédération devant aussi faire face aux défis qui vont de pair avec des sphères de compétence multiples, ainsi qu'avec tout un éventail de participants clés, dont des établissements agréés, des organismes d'évaluation, des organismes de réglementation et des employeurs. Même si les politiques de migration doivent rester entre les mains des États membres, il existe clairement des occasions d'apprentissage mutuel pour ce qui est des approches novatrices pour attirer et maintenir en poste des travailleurs qualifiés et pour rendre plus efficaces les différents processus de reconnaissance des qualifications professionnelles.

D'un autre côté, l'idée que la mobilité du travail est une stratégie pour la réalisation d'une concurrence mondiale est souvent exagérée, alors que ce n'est pas nécessairement la solution pour remédier à la pénurie de main-d'œuvre, celle-ci nécessitant des solutions à plus long terme. En réalité, comme l'ont dit des participants à la table ronde, diverses politiques doivent être envisagées pour mieux répondre aux besoins en termes de démographie et de marché du travail, et la cohérence des politiques est indispensable car la reconnaissance des compétences nécessite la collaboration de tous les participants. Pour relever les défis naissants sur le marché du travail, le Canada et l'UE doivent élaborer une stratégie plus globale en se concentrant autant sur la constitution d'une main-d'œuvre qualifiée que sur les débouchés économiques de plus en plus nombreux qui permettent de mettre ces compétences à profit. Si les efforts pour faciliter la mobilité des travailleurs qualifiés au sein de ces deux zones économiques et entre elles contribueront à une efficacité et à une productivité accrues dans le commerce et les investissements, de tels efforts devraient s'inscrire dans un cadre stratégique plus vaste et suffisamment souple pour être adapté en fonction des fluctuations du rapport entre l'offre et la demande.

1. INTRODUCTION

In collaboration with the European Policy Centre (EPC), the Public Policy Forum (PPF) organized *Mobility of the Skilled Workforce*, a European Union-Canada roundtable that took place in Brussels on September 29th and 30th. Intended as an initial meeting to share recent developments in qualification recognition, the roundtable, which was by-invitation only, convened an exclusive group of some 30 Canadian and 30 European stakeholders. Canadian participants included representatives from various professional associations, senior officials from relevant federal departments, as well as the provinces of British Columbia, Ontario, and Québec. Participants from the European Union (EU) were made up of senior officials from several Directorates General, and delegates from a number of European countries and professional associations.

With the skill demands of knowledge-intensive economies and demographic trends pointing to a shrinking workforce, both Canada and the EU are facing similar challenges amid deepening economic ties. While mobility may not directly address the issue of labour shortages, facilitating the temporary movement of skilled individuals could serve to invigorate trade and investment activity. Foreign qualification recognition, however, is one of the key issues affecting labour mobility between Canada and the EU due to such factors as the lack of internal and international coordination, as well as the diverse range of approaches and regulatory authorities across jurisdictions. Given that the EU has become Canada's second largest trading partner, deepening economic ties demand streamlined and standardized processes. To promote dialogue on labour mobility between Canadian and European stakeholders, the roundtable in Brussels served as an opportunity to share promising practices and develop a common understanding regarding the recognition of professional qualifications.

1.1 Background

To ensure mutual benefits from expanding economic relations between Canada and the EU, negotiations for a Comprehensive Economic and Trade Agreement (CETA) were initiated after the Canada-EU Summit in May 2009. Prior to launching the process towards reaching such an historic agreement, Canadian leaders and their European counterparts participated in several discussions to determine the scope of such a comprehensive economic partnership, which resulted in the *Joint Report on the EU-Canada Scoping Exercise*. In addition to such areas as trade in goods and services, investment, government procurement, regulatory cooperation, and intellectual property, the report included a section on the temporary movement of persons that emphasized the impact of labour mobility on trade and investment. In fact, the benefits of labour mobility were recognized in a previous joint report entitled *Assessing the costs and benefits of a closer EU-Canada Economic Partnership*. More specifically, establishing a clear and efficient approach to labour mobility would enable the two economies to take advantage of complementary opportunities to ease internal pressures, as well as meet immediate demands in their respective labour markets.

Although there is clearly a long way to go before policies can be harmonized to facilitate labour mobility between Canada and the EU, real progress in the area of qualification recognition has been demonstrated by recent developments to address internal mobility. For instance, the EU implemented Directive 2005/36/EC to establish a consistent system of qualification recognition for regulated professions across all member states. In the case of Canada, the federal government and provincial and territorial leaders have agreed to extend full labour mobility for all Canadian workers as a result of amendments to the Agreement on Internal Trade (AIT). Beyond standardizing internal approaches, an example of international collaboration is the Québec-France Agreement, which indicates growing recognition of the mutual benefits of eliminating barriers to labour mobility amid increasing economic interdependence.

1.2 Objectives

Given the many promising developments on both sides of the Atlantic, the meeting served as an opportunity to draw from Canadian and European examples of progress in the coordination and streamlining of qualification recognition policies, and to determine some of the key areas where further discussion would help to promote mutual understanding among stakeholders. In particular, the roundtable provided a platform for Canadian and European stakeholders to exchange information on new trends and policies in labour mobility and migration, and examine progress on qualification recognition from various jurisdictional and sectoral perspectives.

The first day of the roundtable provided an overview of temporary and permanent migration in Canada and the EU, along with evolving policies in labour mobility, which helped to contextualize subsequent sessions. On the second day, participants discussed recent developments concerning the recognition of professional qualifications, followed by concurrent sessions that explored mobility in the regulated professions, the health sector, and skilled trades.

While participants engaged in information sharing, mutual understanding between Canadian and European stakeholders requires ongoing dialogue given the diverse practices among different sectors and the continuous need to adapt to changing contexts. As such, it is hoped that the learning and networking that took place at the roundtable will lead to future discussions on facilitating the mobility of professionals between Canada and the EU, which is advantageous in light of increased trade and investment between the two regions and the start of negotiations to build a closer economic partnership.



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Providing a point of departure for future dialogue, this summary report captures key points from the roundtable presentations, as well as some of the main issues and ideas that were raised throughout the discussions. With most of the presentations available on the PPF website, the objective of the report is to present a synopsis of the proceedings and highlight areas for further exploration.

2. LABOUR MOBILITY AND MIGRATION

Demonstrating the significance of promoting dialogue on labour mobility, opening remarks emphasized the need to recognize the potential benefits of migration and respond to the growing competition for talent around the world. With the upcoming change in the presidency of the EU Council from Sweden to Spain, all the recent progress in aligning domestic and international qualification recognition processes presents an optimistic outlook for the emergence of a more comprehensive approach to labour mobility between Canada and the EU. In fact, the Stockholm Programme, which is the proposed 5-year framework to guide migration policy in the EU, will focus on ensuring that the region is prepared for emerging labour market challenges as the economic climate improves.

It was also mentioned that many European member states tend to overlook the value of migration due to the prioritization of border control whereas Canada has managed to develop a more balanced strategy to handle labour market needs while addressing the issue of illegal migration. With similar challenges and diverse approaches, much can be gained from exchanging ideas and practices between Canadian and European policymakers and regulatory authorities. This section summarizes the

presentations and discussions on general migration trends and related policy developments in Canada and the EU, which helped set the context for subsequent sessions on the more specific issue of qualification recognition.

2.1 Canada

In Canada, there is general recognition of the role that immigration can play in economic and social development. As such, policies governing temporary and permanent migration have continued to reflect the need to maintain relatively high levels of entry, especially considering projected skill shortages resulting from demographic change. With an estimated 193,000 entries in 2008, there was a sharp increase in the number of temporary foreign workers (TFWs), which is a category that includes a range of initiatives such as youth exchange programs and the movement of business professionals under specific trade agreements. In terms of permanent migration flows for the same year, there were close to 247,000 permanent residency admissions, including both the principal applicant and their families.

2.1.1 Temporary and Permanent Migration

Without any restrictions on skill range, admission through the Temporary Foreign Worker Program (TFWP) is based on employment for a specified period of time for a particular employer and occupation, and work permits are issued to employers when a favourable labour market opinion is provided by the Department of Human Resources and Skills Development Canada (HRSDC). While recruitment has been raised as an issue among smaller businesses that lack capacity, regulating third party representatives has also become a policy concern due to claims of unfair practices among private recruiters. Government certainly facilitates the recruitment process, but it is largely the responsibility of the employer to attract foreign workers as programs are driven by demand.

To complement the TFWP, the Seasonal Agricultural Worker Program (SAWP), which was established through bilateral agreements with Mexico and the Caribbean, grants eight months of employment in a given year. Another targeted program is the International Student Program, which is an open system without any restrictions for the type of institution or course of study. As numbers for the student program have remained fairly stagnant, the government is looking to improve efforts while considering such regulatory issues as non-genuine students or institutions. In terms of new developments in the area of temporary migration, there are plans to implement a 7-year pilot project to address the demand for lower level skills, TFW Annex Agreements with provinces and territories, as well as a series of regulatory reforms to improve the protection of TFWs, such as denying access to employers who have not met expectations for working conditions.

Permanent migration is categorized into three main groups: economic, protected persons, and family class. As entry is primarily based on the human capital model, it is not surprising that federal skilled workers tend to make up the largest portion due to the implementation of a point system that emphasizes such factors as education, language, and work experience among others. Given the constant debate over the types of criteria that should be considered, such as language proficiency, age, and foreign credentials, evaluation is underway to examine the experiences of those that have arrived.

Among the various avenues to permanent residency, the Live-in Caregiver Program (LCP) is the only temporary stream that allows 'low' skilled workers to apply for permanent resident status after being employed for 2 years out of a 3-year period. While the demand indicates a need for such care in the Canadian market, there is concern over the vulnerability of these workers due to the live-in requirement. At present, the rate of acceptance for permanent residency applications from the LCP is 95 percent although many workers tend to stay in the same occupation even after they are granted such

status, which raises questions regarding access to other opportunities and the broader issue of integration.

There is wide variation with the Provincial Nominee Program (PNP) across Canada, and without any caps on the number of applicants that can be selected by the provinces, it tends to put pressure on other streams of entry overtime. A newly established pathway to permanent residency is the Canadian Experience Class, which applies to temporary workers who have been employed in Canada for 2 years and international students who have graduated in Canada with one year of Canadian work experience. While the approval rate is good for both types of applicants, the uptake has been rather low with only 1300 applicants from TFWs and 2300 from international students after the first year of implementation.

Another recent innovation is Bill C-50, which allows the Minister of Citizenship and Immigration to issue instructions on how applications should be processed with the exception of refugee and humanitarian requests. The amendment to the Immigration and Refugee Protection Act (IRPA) was a response to the backlog of federal skilled worker applications, which reached 635,000 with wait times of up to 6 years. By prioritizing applications with an offer of arranged employment, one year of residency, and work experience in a high-demand occupation, a reduction in the backlog has been observed although instructions will have to be reviewed regularly to adapt to changing needs and issues.

Comparatively speaking, social inclusion in Canada is not a major concern given that support for immigration among the Canadian-born is fairly strong; nevertheless, concerns exist regarding unemployment rates among recent immigrants and the long transition into salary parity with the native-born population. With the need to balance pressures with priorities, some of the future challenges for the government include addressing program integrity issues through better regulation of sponsorship and modernizing the immigration system for greater responsiveness. Furthermore, as labour mobility increases around the world, the government may need to consider the impact of circular migration as it is not yet a familiar concept in Canada although the SAWP may serve as an interesting model among the variety of opportunities for low and high-skilled workers.

2.1.2 Mobility and the Workforce

Given that Canada is a large country and a federation, there are many different authorities overseeing qualification recognition for regulated professions; for instance, the provinces and territories have delegated responsibility over licensure to over 440 regulatory bodies for 51 professions. Canada's labour market also needs strengthening due to a number of current and emerging challenges such as demographic shifts, the demand for higher skills, regional diversity, and an increasingly competitive global environment. According to the 2007 Advantage Canada framework, the labour market policy was driven by three key pillars: quantity in terms of economic participation, quality based on higher skills, and efficiency through the facilitation of mobility.

Developing a mobile workforce is, thus, critical to prosperity as it would create an efficient labour market to meet growing demands and encourage global competitiveness. To address internal barriers, the Agreement on Internal Trade (AIT) was signed in 1995; however, plagued with such issues as differing scopes of practice for a particular profession, the ongoing challenge has been to establish conditions for common inter-provincial standards to ensure that licensure in one province would be accepted in others. Concrete actions include the recently approved amendment to Chapter 7 of the AIT to achieve full labour mobility for workers in the regulated professions and trades by August 2009, and the development of a framework for FQR that is principles-based, collaborative, timely, and deadline-driven, with 8 occupations determined as target areas for progress by December 2010. In terms of

implementation, the current agreement includes dispute resolution mechanisms, which will set new precedents once rulings are made.

To elaborate on the evolution of the AIT, previous versions included a section on mobility although the language was not strong enough to have much of an impact, and heightened expectations among regulatory bodies have led to more occupations becoming regulated. In the last 20-30 years, however, structural adjustments to the population, as well as ongoing changes to the labour market have increased demands for labour mobility. Moreover, the need to react to the heightened issue of de-skilling among recent immigrants, rising political interest in removing internal barriers, and the signing of the Trade, Investment, and Mobility Agreement (TILMA) between British Columbia and Alberta have compelled more substantial measures to address mobility issues.

2.1.3 The Québec-France Agreement

The agreement, which was signed on October 17th, 2008, provides procedures to facilitate the recognition of professional qualifications rather than actual mobility as the goal of the agreement is to ensure faster integration and contribution to society, and address the demographic issue of aging populations. With growing economic ties between France and Québec, establishing mutual recognition serves to enhance relations, especially when the majority of European immigrants to Québec originate from France although total immigration flows come from a range of source countries with French immigrants making up 8 percent of the total number in 2008.

Inspired by existing processes and the EU Directive on professional qualifications, the agreement includes guiding principles that emphasize the protection of public health and safety, the maintenance of professional service quality, reciprocity, and transparency in process. Mutual recognition is based on dialogue between counterparts to examine diplomas and fields of practice for global equivalency, and where there are substantial differences, measures are imposed to ensure adequate compensation. In effect, the Québec-France Agreement sets a precedent that can be applied more broadly as a guiding principle for the recognition of skills.

The agreement takes a systematic approach that applies the same rules across the board as diplomas must be obtained in France and Québec in order to be eligible for recognition. While there are complex issues with direct comparability, the objective was to create an overarching framework to deal with different cases; for example, with forestry engineers, it may not be enough to simply study in France, but experience working in the climate of northern Europe may be an asset to those wishing to practice in Québec. Currently, professional authorities are in the process of signing up to 20 mutual recognition agreements (MRAs), with the negotiation in Paris focusing on 30 new occupations; however, the hope is to have about 80 signed MRAs by December 2010, when arrangements are to be finalized.

2.2 The European Union

Unlike Canada, the EU is just emerging as an immigrant-receiving region, with migration levels at 8 percent of the population, which is about 17 million. As mentioned previously, a gradual shift in perspective is emerging in the EU as growing economic competition and aging populations are forcing Europeans to rethink the value of immigration and reevaluate their policies. In fact, it is estimated that the EU will require 48-50 million workers by 2060 even with changes to productivity; therefore, competing with young economies while maintaining traditional social systems will require better internal coordination to address the challenges of demographic change.

2.2.1 Mobility of Skilled Workers

At 2.2 percent or 4.5 million people, rates of mobility within the EU is even less than that of third-country migration to the EU. Reasons for low mobility include language barriers, the reluctance to lose social networks, and the fear of unemployment for civil partners; however, administrative procedures are not seen as an obstacle, which may actually reflect anxiety or a lack of overall interest in moving to



Day Two of the roundtable

another country. Despite the impact of the economic crisis on mobility, there are currently more than one million unfilled jobs; therefore, public employment services need to modernize to expand services to other states. Despite the economic crisis, employment rates of the mobile tend to be higher than those that remain in their country although graduates from new member states are usually not employed in their trained profession when they move to older member states, but in lower-skilled occupations.

In an effort to improve EU mobility, the European Commission created European Employment Services (EURES), which provides over 800 advisors throughout the EU, as well as a website, to facilitate mobility. Although freedom of movement has been in place since 1957, most countries have not developed a mobility policy due to fears of brain drain, and some EURES have even been instructed to restrict mobility or emphasize local opportunities; however, workers from newer states are looking for better conditions of work, and differences in average salaries may serve as an incentive to migrate. Although mobility needs to be reframed as a means for building experience abroad and improving skills, shortages must be analyzed more broadly as salaries and working conditions can also have an impact on the labour market as demonstrated by retention issues in rural areas.

The new focus in the EU is on developing new skills for new jobs as there seems to be a disconnection between training opportunities and labour market demands; for instance, while carpenters are needed in Italy, national institutions are producing other skills, for which there is less demand. Some states, while not EU members, are participating in the EURES system due to the labour shortages that stem from the current mismatch between education and labour market needs. While the EURES website will be revised, the focus will now shift from information to matching skills with jobs through a mapping system provided by Google Earth, and single youth and graduates with skills and foreign experience will be targeted.

2.2.2 New Developments in Labour Migration

At the Directorate General for Justice, Labour, and Security in the European Commission, much of the focus of the past five years has been on labour migration and setting the criteria for third-country employment purposes. There have not been many recent changes due to procedural obstacles and legal issues: the EC is not a co-legislator, therefore, the objective of the EC is to create a binding legislative framework rather than legislative measures, leaving it to member states to develop fully-fledged policies. However, some key future legislative considerations include the directives for high-skilled immigrants such as seasonal workers, trainees, and inter-company transferees. Common rights and a single-permit combining residence and work permits have also been proposed to accelerate the process for third-country nationals although the horizontal directive on rights has been blocked.

In May 2009, the EU Blue Card was adopted in order to facilitate entry for high-skilled, third-country nationals; however, the initiative was developed in several steps as member states needed to adapt their own systems to streamline processes. The Blue Card scheme establishes common admission criteria, minimum salary thresholds, proof of qualifications, and residence status including immediate family reunification and full access to the labour market for spouses although employment in the regulated professions is dependent on the recognition of skills. While the Blue Card offers a fast-track procedure of 4 weeks to 2 months for skilled applicants, member states have placed restrictions on intra-EU mobility, requiring Blue Card holders who wish to move to register in the new member state and comply with any national salary thresholds and labour market tests. A review of the Blue Card scheme will take place 3 years after its implementation in 2011.

With respect to non-legislative measures, the EU Immigration Portal will provide a central entry point for information when it is available in summer 2010 although the exact completion date will depend on member states providing the resource links. In terms of external strategies, pilot initiatives have been planned such as the two mobility partnerships with sending countries to promote migration and prevent illegal migration. Furthermore, a period of consolidation is needed for the five-year Stockholm Programme as immigration coding exists for visas, and more consideration must be given to the application process and public consultations.

2.2.3 The Swedish Approach

While immigration tends to be a rather contentious issue in the EU, it has been argued that the prioritization of labour migration by the Swedish government was primarily a response to the mismatch between existing skills and growing demands in the Swedish labour market. In fact, the only major political debate in Sweden concerned the role of trade unions in the immigration process. Recognizing that employers were best-suited to decide on recruitment, the government introduced a new approach based on employer needs that emphasized demand-driven entry for all skills, full access to rights, and family entry. Some of the major differences with the past system include the abolishment of all labour market tests although vacancies must still be posted on the national unemployment service or EURES to maintain preference for EU citizens over third-country nationals.

Given the level of openness and the ease of the process, Sweden has no need for bilateral agreements, and caps and quotas for entry also do not exist. Without any restrictions regarding skill levels, the same general procedures apply for all workers although work permits will have some specific conditions attached. With the exception of voting in national elections, immigrants have equal rights to citizens upon arrival, which is extended to partners or spouses, and children under 21 years of age.

As employment contracts must meet the same provisions for Swedish nationals, trade unions and employer organizations provide opinions to the immigration board to prevent social or wage dumping by guaranteeing access to the same working conditions. While migrants are bound to their employer and a particular sector for two years in order to track conditions, extensions are available for up to four years, at which time the migrant may apply for permanent residency. Furthermore, a three-month transition period enables the migrant to stay in the country without employment, and applications for new work permits can be submitted while in Sweden.

Programs do not exist for particular sectors as the approach is employer-driven, with contracts determined by employers. About half of all work permits are for inter-corporate transferees and there are no multi-employer agreements. In terms of self-employed migrants, there are specific requirements

to prevent fraud such as proof of certain assets and track records. Despite the lack of internal capacity to monitor adherence to requirements, exit controls have been developed.

3. THE RECOGNITION OF PROFESSIONAL QUALIFICATIONS

Qualification recognition has a major impact on internal and global labour mobility for both Canada and the EU. In the European context, most regulated professions remain under the jurisdiction of member states, which also have their own processes for recognizing qualifications. In the case of Canada, qualification recognition also involves multiple players with few standardized approaches. Before moving forward with harmonizing labour mobility policies between Canada and the EU, many internal inconsistencies remain unaddressed. To promote mutual understanding of the diverse approaches in both contexts, the second session of the roundtable examined key roles and initiatives across jurisdictions and explored the various pathways for qualification recognition in Canada and the EU. The following section is a summary of the key points and issues raised throughout the session on the recognition of professional qualifications.

3.1 Canadian Approaches

Foreign credential recognition is the process of verifying that the knowledge, skills, work experience, and education obtained abroad are comparable to Canadian standards; however, the shift from credential to qualification is due to the expanded understanding of the value of other factors beyond formal accreditations. While employment rates and opportunities for high-skilled work among immigrants tend to improve over time, the likelihood of working in the same sector as one's training tends to decrease. Some of the key barriers to timely integration into the Canadian labour market include language fluency, credential recognition, preference for Canadian work experience, and familiarity with Canadian culture, which may be an indication of discrimination; therefore, it is useful to acknowledge that qualification recognition does not guarantee employment given that there are many other factors involved.

While immigrants to Canada come from about 200 different countries, about two-thirds of arrivals have language skills and close to 60 percent of adults have post-secondary experience; therefore, new immigrants expect to find work commensurate with their skills and education. Despite expectations, finding employment that reflects the skills acquired abroad remains a challenge, and as a result, foreign qualification recognition has become a political issue relevant to all classes of immigrants.

3.1.1 Foreign Qualification Recognition in Canada

Currently, the range of key stakeholders includes over 200 accredited institutions, 5 provincial assessment agencies, close to 500 regulatory bodies, and thousands of employers. At the federal level, the Foreign Credential Recognition Program (FCRP) provides support to interest groups in specific occupations, the Foreign Credential Recognition Office (FCRO) offers services to individuals, and Health Canada provides support through its own initiatives for foreign-trained medical professionals. In terms of online resources, government web-based tools include the Going to Canada Immigration Portal, the Working in Canada tool, and the FCRO website. Usage patterns for the Working in Canada website among EU citizens is close to 100,000 visits, with residents in France and the UK demonstrating the most interest, and the most-searched professions include occupations in finance and IT, as well as college instructors.

Relative to the overall traffic on the website, Europe is a small percentage compared to the interest levels from Asia and the United States (US), which could be inaccurate given that the data is based on IP addresses in the US. While tracking expressions of interest will be useful for predicting areas of demand,

consideration must be given to differences in population size and economic opportunities among EU member states, especially since the impact of the global economic downturn has not been uniform. In fact, the research that Ontario is conducting on the impact of the economic recession on immigrants reveals that established newcomers are actually faring better than the native-born population whereas immigrants in Toronto are being affected by changes in the manufacturing sector, which is not necessarily the case in other big cities.

While there are acute shortages in the labour market, the immigration system has not been very effective; therefore, the Red Seal Program is a good mechanism to demonstrate quality standards in competencies although the dominant discussion in Canada has been on the supply of trades people, especially in the construction sector. Reciprocity and access to the labour market are only valuable if common arrangements can be made and clear criteria established; therefore, in January 2009, the First Ministers made a commitment to develop a pan-Canadian framework and implementation plan for qualification recognition by September 30th, 2009. The framework will be principles-based, collaborative, focused on timely service, and deadline-driven.



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3.1.2 Practices in Québec

Mobility is the economic response to the need for a flexible labour market whereas protection of the public is a social response; however, it is difficult to reconcile and governments must manage this dilemma. The professional system in Québec is governed by a professional code that ensures consistency in organizational structure and accountability; nevertheless, some of the emerging trends include a decline in the active population, labour shortages before 2020, and a rapid increase in applications for qualification recognition. In 2001, the Conseil Interprofessionnel du Québec, which represents the professional orders of Québec, adopted an action plan for access to regulated professions with the Québec Ministry of Immigration and Cultural Communities, established principles for recognition, amended the professional code, developed a joint declaration on mobility, and aimed to sign more mutual recognition agreements beyond the seven that have been finalized thus far.

Outlined in the 2008 Workforce Mobility Strategy, priorities of the provincial government have included such objectives as moving forward with the AIT, setting up the Québec-France Agreement by 2008, concluding the Ontario-Québec Trade and Cooperation Agreement by 2009, and accelerating qualification recognition. While much progress has been made on mobility, three main issues have undermined further improvements. At the legislative/regulatory level, the regulation of professions has not been adapted to the new context; however, permanent or temporary restrictive permits, fast-track procedures to align with the AIT, and the agreement with France have been established, and a new Commissioner of Complaints may also be adopted in the near future. At the institutional level, the path to integration involves a multitude of actors and almost half of all applicants for qualification recognition are required to upgrade their skills; therefore, services provided by educational institutions must be adapted. At the methodological level, the assessment of work experience is more challenging than that of credentials although new tools are being developed. Based on the three key issues, legislation and regulation must be modernized, consistency and collaboration is needed to address institutional barriers, and better tools must be developed to assess qualifications.

3.1.3 Practices in Ontario

Of all the provinces in Canada, Ontario receives the most immigrants, with about 110,000 in 2008, which is close to 45 percent of the national total. While actual targets are a federal responsibility, Ontario is interested in receiving a mix of immigrants given that those in the family class and refugees also contribute skills to the economy. While the economic class is the largest national category, freedom of movement and settlement affect regional distribution. Moreover, economic applicants are selected according to a human capital model, which is not directly linked to the labour market.

Although legislative action was taken in 2005/2006, foreign qualification recognition (FQR) issues have had a long history in Ontario as many of the same types of barriers discussed in a 1989 report of the Task Force on Access to Professions and Trades in Ontario still exist, including poor access to information, the lack of systems to support prior learning assessment, the need for greater transparency in procedures, the scarcity of supplementary education and training opportunities, and insufficient means to review and appeal decisions. The provincial government has, therefore, taken several measures to address some of the challenges in FQR such as developing a provincial portal to provide information, working with regulated professions to develop career maps, establishing FQR agencies for regulated and non-regulated professions, and offering bridge-training programs. Since 2003, Ontario has invested more than \$125 million in over 180 bridge training projects, serving about 30,000 internationally-trained individuals. Developed as pilot projects, various educational organizations have been funded based on their partnerships with employers and regulated professions resulting in a dramatic increase in the success rates for licensure examinations.

In terms of key legislative initiatives, Ontario's Fair Access to Regulated Professions Act (FARPA), which essentially removes barriers to registration, was passed in 2007, and there is also pre-existing legislation for regulated health professions that addresses similar issues. While the FARPA has only been in place for two years, auditing has been done, regulated professions have been asked to review licensure criteria, and studies have been conducted on equal qualification assessment agencies and applicant perspectives. With the appeal panel established under the Regulated Health Professions Act (RHPA), there is no right of appeal after a decision has been made although there is a right to a judicial review, which is similar to the situation in Québec, where the judicial system does not allow federal courts to overrule the decisions of provincial agencies. Under modifications to the AIT, recognition in one province results in full mobility across Canada; however, it should be noted that there is ongoing effort to clarify international assessments as some occupations require local knowledge of laws and codes, and scopes of practice may also differ.

FQR is a multi-layered challenge that requires legislation, training, information, and opportunities for meaningful employment, with real solutions involving collaboration between stakeholders. Given the large foreign-born population in the capital city of Toronto, city leaders from different sectors formed the Toronto City Summit Alliance (TCSA) to develop solutions to better harness the skills of immigrants. By creating the Toronto Region Immigrant Employment Council (TRIEC), the TCSA has been successful in organizing internships for internationally-trained professionals in the Ontario public service, offering mentoring programs to build social networks, providing bridge-training programs, as well as bringing various governments together to develop policy ideas. Owing much of its success to employer engagement, TRIEC has inspired policy makers to export the model to other cities in Ontario and across Canada.

3.2 European Approaches

The demographic distinctions between the EU and the rest of the world seem to be eroding, with about 18 million third-country nationals living in the EU today. With family members coming from third countries and educational programs increasing mobility, more work is needed to better integrate different systems of mobility and to facilitate the recognition of qualifications outside these systems. Although some of the barriers are similar, institutional settings in Canada and the EU are completely different.

While member states define the policy on the number and selection of third-country nationals, where there is harmonization of minimum qualifications in the EU for a particular profession, the European Commission (EC) may intervene if qualifications are not comparable with such standards. Considering the diverse approaches to the recognition of foreign qualifications, there is much interest in learning how the EU bridges internal mobility given the varying regulatory contexts and multitude of directives, as well as gaining a better understanding of the role of employers.

3.2.1 Legislation for the Recognition of Professional Qualifications

Adopted in 2005, Directive 2005/36/EC was the first comprehensive instrument to govern the recognition of professional qualifications for regulated professions although there have been more than 20 previous directives for various professions. The 2005 Directive addresses market barriers by providing a systematic approach to organize the free movement of professionals within the EU, which includes about 800 occupations regulated by regions and provinces in member states.

Making up the 2005 Directive are three types of recognition systems that address different sectors. With automatic recognition based on training, minimum requirements for doctors, nurses, dentists, veterinary surgeons, midwives, pharmacists, and architects are determined, and while member states may impose more training, recognition cannot be blocked for the seven stated professions. Automatic recognition based on professional experience applies to craft, commerce, and industry sectors included in Annex IV of the Directive, with specific conditions based on occupations and years of experience. The general system of qualification recognition covering all other regulated professions involves case-by-case comparison with the five qualification levels in the Directive, as well as the principle of mutual trust. Due to the difficulty of harmonizing training systems to achieve an internal market, recognition through the general system only requires equivalency with the level directly below the minimum qualification in the host state except when the duration or content of training is substantially different, resulting in the right to impose compensatory measures such as an adaptation period and an aptitude test although such measures are rarely implemented. While concerns were discussed regarding the lowered benchmark for the sake of mobility, there was reassurance that the levels outlined in the Directive were already based on high standards.

With regards to the issue of language requirements in qualification recognition, there is constant debate over whether a systematic language test for health professionals can be introduced as the Directive already assumes language competency; however, to avoid the risk of discrimination, language requirements can be incorporated into procedures on a case-by-case basis and with an emphasis on equal treatment for EU citizens. With language tests for national citizenship increasing, decisions may eventually reside with the European Court as it may be legitimate for some occupations to require testing. Compensating for language gaps can also be a challenge as it must be tailor-made to the particular situation; nevertheless, the rate of immigration is quite low for these professions and the code of conduct in the 2005 Directive provides concrete examples for addressing the issue.

To clarify some of the details regarding the recognition of professional qualifications, specific questions were raised about the temporary service provision and the impact on third country nationals. In the case of the special regime for temporary service provision, registration is unnecessary as the only requirement is a declaration of intention although qualifications are assessed for the health sector as a safeguard. With third country diplomas, qualifications must meet minimum requirements outlined in the Directive if a member state chooses to recognize the qualifications under its own rules, and full access is only granted after 3 years of work experience in a member state unless there are substantial differences in the new state of intended employment. Some other directives extend recognition to third-country nationals such as the Blue Card, long-term residency, and family members of EU citizens, which are based on the establishment of equal treatment.

Discussions also focused on the distinction and role of competent authorities given the differences in terminology that exist between Canada and the EU. While they are often intermediaries with independent motivations, competent authorities are essentially regulatory bodies defined by member



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states, however, internal market counterparts do not exist to ensure adherence to the 2005 Directive although there are national contact points that assist citizens. In terms of implementation, competent authorities have started exchanging information through the Internal Market Information (IMI) system since 2008, national coordinators have been in place since October 2007, a code of conduct was established in June 2007, and a user's guide will be developed by November 2009. Information on qualification recognition is also provided by the Directorate General of Employment, Social Affairs, and Equal Opportunities, as well as employers. In

terms of helping those in transition, there is coordination from sending countries to provide a supportive environment, and pathways for regaining social capital exist along with small pilot projects; however, there is currently no system in place to address the issue of migrant integration.

3.2.2 European Qualifications Framework

The European Qualifications Framework (EQF) is a regional meta-framework that connects rather than reforms the different systems for regulated professions that are national in scope. As employers must understand which skills they are recruiting, the framework facilitates mobility by increasing their knowledge of particular qualifications. The EQF also promotes life-long learning by developing pathways to link different types of education such as moving from vocational to higher education, and contributing to the validation of learning outcomes, which is especially relevant for informal learning. While a qualification is the formal outcome of the assessment and validation process, learning outcomes refer to the abilities acquired after the learning process. The EQF consists of 8 levels of qualification based on the categories of theoretical and factual knowledge, cognitive and practical skills, and competence in terms of responsibility and autonomy.

Member states have been encouraged to relate their national qualification systems to the EQF by 2010 and new qualification certifications should contain clear references to EQF levels by 2012. Although national frameworks are not expected, some member states such as Ireland, the UK, Malta, and France have developed their own frameworks while drafts currently exist in Germany, Belgium, and Poland. The EQF Advisory Group provides coherence and there are national coordination points in each member

state that act as implementation bodies. To ensure that the referencing process is validated by the competent authorities and is relevant, transparent, comparable, and ensures mutual trust, peer to peer reviews are conducted at the national level and international actors are involved in the referencing process, leading to national reports such as those produced in Ireland and Malta.

3.2.3 Citizens' Perspectives

While it may seem that recognition practices in the EU and Canada are comparable, the main driver of decisions in the European system is the European Court of Justice rather than regulatory bodies, resulting in a system that tends to be more favourable towards citizens. Given the right to free movement, EU member states have the burden of providing evidence to support restrictions to mobility instead of citizens having to make their own case for access; therefore, much challenging work is generated for the European Citizen Action Service (ECAS), which provides legal advising services to citizens on behalf of the European Commission. The work of the Court has led to more consolidated practices such as the parallel legislation for regulated professions integrating entry and residence; however, national or regional differences in qualification recognition appear to be more substantial than the gap between the directive for the seven regulated professions and the general system of recognition.

Enforcement is a major challenge for the 2005 Directive given the multiple legal cases and recurring problems in certain countries; in fact, there have been 19 infringement procedures for the parallel directive on residence. Some of the key challenges for citizens include navigating through various information systems and clarifying the use of professional rather than academic qualifications. While some of the Canadian online tools may present best practices for replication, the EQF may help to address the confusion over qualifications; however, the reliance on soft laws and mutual trust may not be sufficient given the difficulties with enforcement. Red tape in processing is another issue due to language differences and legal procedures. EU nationals also lack access to public sector opportunities outside of their country as member states have the right to reserve public sector positions for nationals, making it difficult to establish whether recruitment decisions are justified or not. Finally, not recognizing work experience violates the principle of equal treatment established by the Court even though migrants are often prepared to work below their skill level.

In terms of the role of employers in qualification recognition, interest from companies is generally low, with little correspondence between employers and the EC; however, best practices tend to come from large firms, and the support provided for relocation seems to indicate that much investment is needed. The public sector seems to be locked into the national system and there appears to be little interaction based on inquiries received by ECAS. As such, the role of employers is rather mixed, and in the case of low-skilled seasonal work, which operates much like bonded labour, many incidences of mistreatment have been reported.

4. SELECTED OCCUPATIONS

With high levels of immigration and increasing labour market shortages, many high-demand occupations have established national mechanisms to facilitate internal mobility, as well as mutual recognition agreements with other countries; however, some key challenges include qualifications based on regional knowledge and differing scopes of practice. This section highlights the barriers and opportunities for progress in specific occupations and sectors in Canada and the EU, as well as new developments in qualification recognition. The selection of occupations was based on the level of demand in Canada, progress on qualification recognition, as well as the 2005 Directive, which establishes a consistent system of qualification recognition for regulated professions across all member states in the EU.

4.1 Regulated Professions

Recognized as an in-demand regulated profession in Canada, the engineering sector has been actively facilitating progress on labour mobility through various initiatives. In addition, accounting is another sector that is striving to improve foreign qualification recognition in Canada. Case studies also included architects, which have demonstrated significant progress in the EU, and the sector is currently facing labour market challenges in Canada.

Based on the discussions, information sharing seemed to be one of the key factors in facilitating qualification recognition and mobility; therefore, it is necessary to connect with employers, regional bodies, and other stakeholders. In Canada, the government has implemented pilot projects involving 2-day information sessions at overseas offices in China, India, and Pakistan. Citizenship and Immigration Canada (CIC) will open a fourth overseas office in London and consider the possibility of offering licensing exams abroad.

4.1.1 Chartered Accountants in Canada

In Canada, there are three main designations for professional accountants: chartered accountant (CA), certified management accountant (CMA), and certified general accountant (CGA) although CAs are the only professional accountants with comprehensive audit rights that are recognized across Canada and through MRAs with various international accounting bodies. CAs perform over 90 percent of accounting services in Canada and are provincially regulated, with the license to practice determined by each province.

In terms of mobility, recognition in one province ensures full recognition in Canada due to the establishment of a national exam, as well as national standards for entry-level competence and professional education programs; therefore, the same competencies are expected for MRAs. Rather than taking an individual approach to assessment with professional accounting bodies, FQR for CAs is institutional. While there are bridging agreements, member committees in each province undertake individual assessments. Some of the key challenges for FQR in the sector include communicating processes, negotiating bridging agreements, developing more and better bridging programs, and maintaining a balance between program integrity and fairness.



Corinne Prince-St-Amand, CIC and Tim Forristal, CICA

4.1.2 Engineers in Canada

Inter-provincial mobility has been in place since 1999 with the development of key principles, the harmonization of regulatory processes, and the establishment of mutual trust by virtue of similar assessments. Mobility is contingent upon track records, registration information, and professional development requirements due to the diverse environments across Canada. With FQR, the timing of the process can be an issue as delays tend to be due to documentation inconsistencies; however, work experience and interviews can be used to fill in the gaps. While the AIT would render it null, there is also a notwithstanding clause that grants the right to request further assessment, with misrepresentation as the most common reason for denying recognition.

Engineers Canada is currently developing a national framework for licensure by looking at the key elements that should be transferable. Licensure grants the right to practice in Canada rather than just the right to title, and there are language proficiency requirements; however, employment opportunities are more of an issue than licensure although actual settlement is also linked to social networks. The project “From Consideration to Integration” includes some key measures to facilitate the process of

integration such as processing applications overseas, creating a database of institutions, conducting competency assessments, developing language benchmarking for functionality, and considering the possibility of a provisional license.

In terms of the Québec-France Agreement, France establishes the right to title, and with the addition of work experience, licensure can be granted in Canada. While there is already an existing MRA between Canada and France, the majority of exchanges in engineering are between France and Québec, and the agreement references Québec law. Furthermore, the national agreement with France was for mobility purposes before the AIT was signed; however, all ten provinces must agree with the MRA with some exceptions. As for the actual implications of the AIT, the agreement applies once recognition is granted in one province or territory. While the AIT establishes full mobility for all Canadians, a transition list may be developed as certain scopes of practice are being determined.

4.1.3 Architects in the EU

As architects are governed by a chamber system within each state, there is the need, before discussing MRAs, to start with the exchange of information as overviews are often provided in different languages. A network exists for architecture exchanges, which involve cooperation with local architects due to administrative, legal, and cultural differences. According to the International Union of Architects (UIA), which provides registration information online, cooperation is mandatory when you move to another state. In Germany, there are no restrictions for architects as experience can be in the EU or abroad; however, Annex VI of the 2005 Directive needs to be updated as there is a stipulation that all parts of a diploma must be completed in the EU. In fact, a major issue with negotiations outside the EU is the challenge of dealing with separate rules for third-country nationals. While the UK has a compulsory test for architects, most states insist on an adaptation period. In terms of the language issue, the approach is quite straightforward; if you cannot speak, you cannot perform.

As mentioned previously, the competent authority is the registration body that oversees the 2005 Directive and the Services Directive although there are also quasi-competent authorities that practice without legal status, such as the Austrian Chamber. Under the 2005 Directive, the competent authority primarily oversees training and diplomas while the Services Directive encompasses a broader range of responsibilities to include such entities as courts. In July 2006, the Architects Council of Europe (ACE) set up a working group on the Directive to advise member organizations. Consumer protection and the right to free movement, however, are issues addressed by different Directorates General as it would be too difficult for the competent authorities to manage these issues on their own.

While largely focused on building trust, the European Network of Architects Competent Authorities (ENACA) is a voluntary network of competent authorities that provides a forum to exchange information and facilitate the implementation of the 2005 Directive. While a website has been created, it simply serves as a means for competent authorities to exchange information and is not accessible to the public. The Internal Market Information (IMI) system is another positive development as it is a multilingual tool for information exchange among competent authorities; however, there are issues with such aspects as electronic signatures.

Mobility must be understood in the wider context of governance; while regulation is primarily for the protection of consumers, there is also an indirect interest in protecting the market, which is justified as long as there is transparency. To examine the movement of natural persons (Mode 4) under the General Agreement on Trade in Services (GATS), the World Trade Organization (WTO) has established a working party to develop protocol to address such issues as governance, conduct, and registration. In addition,

credential registration boards for degrees are overwhelmed due to the Bologna Process; therefore, guidelines must be established to demonstrate competencies.

4.2 The Health Sector

With many innovative developments emerging from the health sector, this session provided an opportunity to highlight progress in such occupations as nurses and pharmacists. Given their inclusion in the 2005 Directive and the list of 38 in-demand occupations in Canada, nurses serve as a promising example for mutual learning between Canadian and European counterparts involved in regulating the profession. Pharmacists have also demonstrated significant progress in mobility, and the sector is currently facing labour market challenges in Canada. In order to be able to compare approaches, participants heard from two Canadian practitioners and two European practitioners.

4.2.1 Nurses in Canada

Nursing is a self-regulated profession with four main occupational categories: registered nurse (RN), licensed practical nurse (LPN), registered psychiatric nurse (RPN), and nurse practitioner (NP). In 2000, mutual recognition of nursing qualifications across Canadian provinces came into force, thereby facilitating the mobility of RNs in Canada. Québec was one of the last provinces to take part in this agreement, becoming a party to it in 2008 while Manitoba has not. Licensure and registration requirements are the same for Canadian graduates as they are for non-nationals; therefore, the internal mobility of RNs is central to the discussion on the recognition of qualifications across Canada. In fact, certain provinces devise incentives in order to attract nurses due to salary differences between regions, such as the case of Québec, where nurses are more likely to relocate for higher-paid positions.

In order to fulfill national entry level competencies and to register, nurses must have proof of completion of an approved program, or for internationally-educated nurses (IENs), a substantially equivalent program. Then, they must pass the Canadian registration national exam (CRNE) or an acceptable equivalent. There has been a large growth in bridging programs, with associations trying to create best practices, which is a positive development as such programs assist with gaps in the requirements and may be associated with dramatic improvements in exam success rates. The regulatory body can also look into whether a nurse has proof of safe practice in the last 5 years, fluency in English or French, registration in the jurisdiction where the nursing program was completed, or eligibility for registration; however, there is no national point of entry for overseas nurses to register as governance is de-centralized. Finally, in the interest of public safety, evidence of good character and suitability to practice is also considered before a nurse can complete an application and pay the fee to register.

4.2.2 Pharmacists in Canada

Founded in 1995, the National Association of Pharmacy Regulatory Authorities (NAPRA) is a not-for-profit corporation whose members make up the provincial and territorial pharmacy regulatory authorities (PRAs). It is the members who regulate their own jurisdiction by way of a mandate that includes ensuring public protection, providing licensure of pharmacists and pharmacies, setting and enforcing high standards of competence and ethical conduct, and guiding pharmacists in improving medication use. NAPRA's role is to facilitate the adoption and implementation of best regulatory practices in all pharmacy regulatory authorities in Canada. With its members, NAPRA helps to develop model standards and guidelines by serving as a forum to discuss regulatory issues. Finally, NAPRA can act as a common voice on national issues given that its members regulate Canada's 31,384 (2009) pharmacists. Key stakeholders in this regard include the Canadian Council of Accreditation of Pharmacy Programs (CCAPP), which evaluates the quality of pharmacy professional degree programs in Canadian

universities, and the Pharmacy Examining Board of Canada (PEBC), which assesses qualifications for pharmacists acceptable to participating pharmacy regulatory authorities.

To fulfill the five core requirements for licensure, applicants must first have a minimum of a baccalaureate from a CCAPP accredited program at a Canadian university or substantially equivalent on academic and clinical training and/or experience. Second, the applicants must prove that he/she has



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carried out some structured practical training to complement the academic knowledge programs. The number of hours and modalities required may vary depending on the province or territory. Third, applicants must demonstrate language proficiency to a certain level of established standards in either English or French, depending on the practice location. Fourth, the applicant must have knowledge of pharmacy jurisprudence, which can be assessed by individual testing or integrated

into academic curricula. Finally, the applicant must be successful in obtaining a pass grade on the Qualifying Exam (Parts I and II) administered by PEBC although this last requirement is not requested in Québec.

Mobility within Canada can be an issue for pharmacists wanting to move across provinces with different regulatory bodies. An MRA for pharmacists was signed in 2001 and renewed in 2009, which aims to facilitate the recognition of qualifications. Regarding international pharmacy graduates (IPGs), there are procedures to facilitate the requirements for licensure and ensure equivalency with Canadian competencies. Where there are some gaps between competency levels, efforts are made to resolve them by way of such options as bridging programs. Certain challenges for IPGs remain: communication skills in pharmacy practice; knowledge of Canadian health care system; awareness of Canadian culture including the standards of practice; and equivalency of education and training. As international mobility becomes more complex, NAPRA will look for opportunities to dialogue and share information among international pharmacy bodies as learning from the experiences of others will give its efforts added value.

4.2.3 EU Health Professional Card

The Health Professional Card (HPRO) is an EU-funded project with the objective of ensuring the security of patients all around Europe by providing a proof of credentials, facilitating the mobility of health professionals in all EU member states by simplifying administrative procedures, and providing authentication on e-Health applications. The HPRO project is in its initial stages of development and emerged in the context of certain legislation and initiatives at the EU level. The most important is the 2005 Directive, which regulates five health professions and refers to the need for a Europe-wide health professional card.

The first steps of this project took place in 2007 with the creation of a European working group of doctors, dentists, midwives, pharmacists and nurses that met in several EU member states before presenting their recommendations to the EC and the European Parliament. It has been agreed that the HPRO Card will have a credit card format, on one side displaying the national information that is currently specific to every profession and member state, and on the other, harmonized European information. The national card, where available, would not be replaced but supplemented with an English version that includes standardized information understandable to potential employers and

regulatory bodies in the EU. Any CA would be able to issue this card, which includes a chip that would allow the employer to access the database of the applicable home country CA rather than creating a whole new database at the European level. It is the hope of those involved in the HPRO Card project that this unique identity card for health professionals would help facilitate and promote patient safety and better coordination of care. Moreover, the card would promote the free movement of health professionals and provide for better communication between CAs.

4.2.4 Health Professionals in the UK

The Health Professions Council (HPC) is an independent UK regulator, which oversees 14 professions at the individual rather than the employer level. As the second largest health regulating body in the EU, the HPC has recently drawn up a range of self-regulatory texts on standards for proficiency; conduct, performance, and ethics; education and training; and continuing professional development. Concerning the recognition of qualifications held by newly-arrived health professionals to the UK, the HPC receives about 180 -200 international applications per month, 25 percent of which are from applicants within the European Economic Area (EEA).

The applicants must go through an assessment process that requires certified copies of documents and translated where appropriate, a health and character reference, as well as a scrutiny fee. The applications are then sent to two assessors to verify whether their education, knowledge, and experience sufficiently meet the standards of proficiency (SoPs). If the SoPs are met, the applicant is eligible to register. If not, registration is declined to non-EEA applicants, who may, however, choose to do a test of competence or carry out a period of adaptation. As language tests are not applicable to EEA applicants according to the 2005 Directive, the HPC has requested a change in the legislation, as well as clarification on an article for the temporary and occasional provision of health services due to concerns about the EU sacrificing public protection in order to ensure the free movement of workers.

4.3 Skilled Trades

While discussions have largely focused on the regulated professions, skilled trades, especially in the construction sector, are also in much demand in both contexts, and the Red Seal Program, which facilitates inter-provincial labour mobility in Canada, may serve as a useful model for similar initiatives in the EU. Furthermore, gaining a better understanding of the issues and opportunities regarding international corporations would also be useful given the growing economic ties between Canada and the EU and some of the challenges associated with labour mobility.

4.3.1 The Construction Sector in Canada

With the EU and Canada pursuing an agreement at a time when they are experiencing demographic change, shortages remain an issue for both economic areas. As construction is on the rise in Canada, especially for non-residential development, there is growing demand for skilled foreign labour that training and immigration may not address. While construction may not include the largest companies, the sector employs about 1.2 million workers, with 70 percent involved in hands-on work. In fact, there was a 60 percent increase in construction employment between 1996 and 2008. The sector would like to move away from recruiting at the moment of peak investment to hiring people and putting them on a longer term career track.

The construction industry rode out the recession as it had reached full capacity employment at the time of the economic crisis; therefore, the recession merely took out that extra demand and left the industry in a more manageable state. The aging workforce, however, is an issue, with cumulative retirements across Canada around 18 percent, resulting in a projected demand for 300,000 more workers to replace

the aging workforce in the coming years. As such, the workforce strategy includes efficiency in supply-demand matching, increasing and improving sources of labour, ensuring adequate skill levels, facilitating mobility, and establishing standards.

While mobility is clearly more important for compulsory trades with less flexibility, it is of varied importance across Canada; for instance, Ontario and Québec are self-sufficient while the Atlantic region and Alberta value mobility. An estimated 18 percent of trade persons in Nova Scotia worked out of province over 12 months, including many occupations with an industrial focus. The Inter-Provincial Standards Red Seal Program provides national endorsement to certified workers in Red Seal construction trades, which includes 50 out of about 200 regulated trades in Canada, and close to 90 percent of all registered apprentices.

Labour mobility in a Red Seal trade is based on qualifications, and recognition in one jurisdiction works across the country; however, the number of regulated trades varies by province as some have around twenty while others have as few as four. Accomplishment levels are set out for each trade, and anything above the stated level is not considered in the program although there is impetus to expand into management positions over time. While there is the option to become more specialised within a trade, such a trend could create complications with the creation of more regulatory bodies. In terms of transferring credits, it is possible to move directly from a community college into an apprenticeship system and work experience prior to training is also assessed. Work experience in a trade is also defined generally as titles may be based on partial competency rather than all the skills encompassed by the trade.



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Although many people in the industry think that the Red Seal Program is an effective approach to standardization, there is concern that many high demand trades are not covered and some residential trades should be brought into the system; however, the challenge lies in breaking down trades into different pieces when workers are typically asked to be expert in a number of areas, particularly with residential work. On the other hand, an occupation such as tower crane operator is an example of an unregulated profession that should fall under the Red Seal Program due to the high demand. While there is room for improvement, American companies working north of the border highly value the Red Seal scheme. Furthermore, positive developments include the compatibility mapping that has been conducted with other countries such as South Africa and the Philippines, and Alberta is planning to conduct the same work with the EU.

4.3.2 Business in the EU

EU firms have about \$160 billion in Canadian investments whereas Canada has \$110 billion invested in the EU; therefore, a Canada-EU economic partnership is not only significant based on those numbers, but it is also the first free-trade agreement that the EU has negotiated with a developed country due to the unintended consequences of complex regulated economies rather than a protectionist approach. From the corporate perspective, the main focus is on manufacturing and high-end infrastructure, which is project driven and dependent on being able to assemble a team of professionals, manage them efficiently, and deploy them without delay. In fact, this is not the first time that mobility has been dealt

with in trade agreements. In the current round of negotiations, Canada has made generous proposals for information and communications technologies (ICTs) and the EU has also made good commitments, albeit more limited; nevertheless, both the private and the public sectors need to be engaged at the international level.

To provide a corporate perspective, Bombardier discussed some of the challenges and opportunities regarding labour mobility. Of the 34,000 employees, two-thirds are in the EU, where most of the company growth has occurred. Furthermore, nine months of this year, 274 employees have moved across countries, making up 1 percent of the workforce. Being project-driven, internal mobility is not as big of an issue; for example, in China, the company recruits locally to save costs and for cultural reasons although people also move to that country. While the company also has specialized departments to help employees move from one place to another, and deal with administrative burdens, recruiting externally is clearly more complicated as it can be difficult to prove that foreign workers are the only resources who can meet standards.

5. CONCLUSION

It is difficult to equate Canada with the EU as the latter is ultimately a collection of countries; thus, policies and practices in the EU tend to be more complex. With the potential risk of losing more workers than it gains through trade agreements, understandably, there is some reluctance on the part of the EU; however, fluctuating demands in Canada demonstrate that the dynamics tend to be cyclical. There is claim of the EU being different, with limits to high skill emigration and the possibility of a cascading effect. As such, mobility may only be a short term solution that needs to be put together with longer-term strategies such as skills training and greater participation.

In the closing session, discussions focused on labour mobility within the broader context of EU-Canada economic relations. To end the roundtable, lessons and outcomes were highlighted, and key areas for further exploration were identified. As such, this conclusion synthesizes some of the main points and recommendations put forth by participants.

5.1 Labour Mobility and EU-Canada Relations

The Canada-European Union economic agreement is the first free-trade agreement between the EU and an OECD country; however, the challenge is in dealing with federated states, which will set a precedent for similar negotiations in the future. While the economic agreement is a departure from a continental policy, its failure could also indicate the need for a continental approach. Business is interested in facilitating labour mobility as such an approach could lead to a unified market, capacity building, cultural and institutional understanding, better alignment of processes, and more efficient inter-company transfers. In other words, brain drain may not be the case when there are many benefits to creating a unified market, such as improving the context in sending states; therefore, the advantages must be clearly articulated to counter fears about the EU losing skilled workers.

Many factors are contributing to the increasing need for skills, such as the changing global playing field with rising economies like India and China. Not only are skills vital to productivity, but they are also important to the economy, employers, society, and individuals, especially as higher skills tend to result in higher earnings. Five benchmarks have been established in the EU to assess adequate skill levels such as drop-out rates, literacy, upper level education, math, science, and technology (MST) graduates, and life-long learning; however, only the benchmark for MST graduates will likely be reached. To address skills shortages, the EU needs to take a holistic approach that involves raising skill levels and demands, improving provisions, as well as matching supply with demand, for instance, the launching of “new skills

for new jobs” initiatives. As such, the current policy deficiency lies in the overemphasis on the supply side measures as the demand side is just as crucial for the economy.

5.2 Key Lessons and Next Steps

While there is a tendency to talk about labour markets in terms of competitiveness and globalization, mobility is not necessarily the answer to shortages although it is relevant in addressing efficiency and productivity. Policies must be considered in different areas to better address demographic and labour



Participants at Day Two of the roundtable

market needs; policy coherence within government is needed as skills recognition starts at home with all stakeholders. Furthermore, framework discussions are taking place but the real implications are at the level of stakeholder dialogue and connections between Canadian and European counterparts. As such, the roundtable served as an opportunity to build networks, which could serve as the basis for greater collaboration in the future. Given that these discussions were intended as a starting point for ongoing dialogue to develop a common understanding of labour mobility and share best practices, the following themes and issues were put forth as areas for further consideration:

Sharing Information

- Information is key given the complexities on both sides and the different federal dynamics; therefore, the dialogue needs to be intensified as information sharing and exchanging best practices would help simplify processes for individuals.
- With mobility taking place all over the world, there are benefits to looking at all options and approaches rather than just focusing on the EU or Canada; as international assessments have been conducted on recognition practices in specific occupations, it would be useful to share information to avoid redundancy.

Focusing on Key Sectors

- More discussion should be dedicated to specific sectors to identify common ground and share practices among Canadian and European stakeholders, especially in the health sector, where many innovative initiatives have been developed such as the HPRO.
- While there is constant debate over complex requirements in all sectors, diverse contexts demand different considerations and precautions; therefore, looking at administrative cooperation rather than simply legal implications of regulation would be helpful to establish transparency and better harmonization.

Engaging Regulatory Bodies

- Further dialogue is needed to increase understanding of how the EU and member states manage qualification recognition, which would help to clarify the regulatory context without reducing standards and jeopardizing public safety.
- Future dialogue must engage more regulators to address specific barriers and share tools as they have a major role to play in defining international standards and supporting integration after recognition.

- With discussions focused on the challenges of navigating through systems, there may be value in considering a reduction in the number of regulators although the issue may be more about collaboration than an oversaturation of professional bodies.

Other Topics

- It would be useful to consider principles to frame international mobility in relation to the Canada-EU Agreement.
- Mobility for students is another area worth exploring such as the impact of international education experience on future job prospects.
- There is also a growing need for effective ways to assess competencies as increasing migration demands better approaches for evaluating unfamiliar and evolving recognition systems.
- Developing a better understanding of terminology differences and types of practice would contribute to future collaboration.

ANNEX 1 – AGENDA

MOBILITY OF THE SKILLED WORKFORCE

A European Union/Canada Roundtable
Brussels, September 29-30, 2009

Day One: September 29, 2009

Office of the Mission of Norway to the EU
Rue Archimède 17, 1000 Brussels

1:00 - 1:45pm Registration

1:45 - 2:00pm

Welcoming Remarks

- *Christina Springfeldt, Director, Ministry of Justice, Sweden*
- *Yves Poisson, Vice-President, PPF*
- *Elizabeth Collett, Senior Policy Analyst, EPC*

Session 1 – Labour Mobility and Migration

An overview of recent policy developments regarding labour mobility and migration for skilled workers to Canada and the EU

Moderator: Elizabeth Collett, EPC

2:00 – 3:15pm

CANADA

- Temporary and permanent migration
Maia Welbourne, Director, Temporary Resident Policy, Citizenship and Immigration Canada (CIC)
- Mobility and Workforce in Canada
Silvano Tocchi, A/Director General, Labour Market Integration, Human Resources and Skills Development Canada
- France-Quebec Agreement
Luc Bergeron, Ministry of International Relations, Quebec

Moderator: Yves Poisson, PPF

3:45 – 5:00pm

EUROPEAN UNION

- Mobility of skilled workers within the EU
Marco Ferri, Deputy Head of Unit for Mobility and Employment Services, DG EMPL, European Commission
- New developments in labour migration
Martin Schieffer, Head of Unit, DG JLS, European Commission
- The Swedish approach to mobility and labour migration
Asa Carlander, Deputy Director, Swedish Ministry of Justice

5:00 pm

Close of Day One

Day Two: September 30, 2009
Sofitel Brussels Europe,
Place Jourdan 1, 1040 Brussels

Live demonstrations of the following online tools will be provided throughout the day:

- Canada Portal
- EU – Immigration Portal
- Internal Market Information System

Session 2 – Recognition of Professional Qualifications

A discussion of the various pathways for recognising professional qualifications in Canada and the EU by providing an overview of key roles and initiatives across jurisdictions

Moderator: Elizabeth Collett, EPC

9:00 – 10:30am

CANADA

- Foreign Qualification Recognition in Canada: A Primer
Silvano Tocchi, A/Director General, Labour Market Integration, Human Resources and Skills Development Canada
- Practices in Québec
Jean-François Thuot, CEO, Conseil Interprofessionnel du Québec
- Ontario initiatives
Katherine Hewson, Assistant Deputy Minister, Citizenship and Immigration, Ontario Ministry of Citizenship and Immigration

Moderator: Yves Poisson, PPF

11:00 – 12:30pm

EUROPEAN UNION

- Presentation of EU recognition of qualifications legislation
Jurgen Tiedje, Head of Unit, and Thomas Wiedmann, Legal Officer, DG MARKT, European Commission
- Presentation of European Qualifications Framework
Carlo Scatoli, DG Education and Culture, European Commission
- Skills recognition and EU mobility from citizens' perspective
Tony Venables, Director, European Citizen Action Service

Concurrent Session 3A – Case Studies of Regulated Professions

A review of areas of progress in the recognition of professional qualifications and a comparison of Canadian and European approaches

Moderator: Corinne Prince-St-Amand, Executive Director, Foreign Credentials Referral Office, Citizenship and Immigration Canada

1:30 – 3:00pm

CANADA

- *Tim Forristal, Vice-President, Education, Canadian Institute of Chartered Accountants*
- *Marie Carter, Chief Operating Officer, Engineers Canada*

EUROPEAN UNION

- *Dr Tillman Prinz, Secretary General, Bundesarchitektenkammer*

- *Toal Ó Muiré , Chairman European Network of Architects Competent Authorities, and Chairman of the working group on qualifications directive for the Architects Council of Europe*

Concurrent Session 3B – Case Studies from the Health Sector

A review of areas of progress in the recognition of professional qualifications relevant to the health sector and a comparison of Canadian and European approaches

Moderator: Robert Shearer, Counsellor, Health and Social Affairs, Mission of Canada to the EU

1:30 – 3:00pm

CANADA

- *Lisa Little, Director, Public Policy, Canadian Nurses Association*
- *Carole Bouchard, Executive Director, National Association of Pharmacy Regulatory Authorities (NAPRA)*

EUROPEAN UNION

- *Piet Van Maercke, Contributor to the European Health Professional card project, Director of the Belgian Council of Pharmacists*
- *Sam Mars, Policy Officer, UK Health Professional Council*

Concurrent Session 3C – Case Studies from Skilled Trades

A review of areas of progress in the recognition of qualifications relevant to skilled trades and a comparison of Canadian and European approaches

Moderator: Holly Edwards, Counsellor, Immigration, Mission of Canada to the EU

1:30 – 3:00pm

CANADA

- *Joe Black, Chair, Canadian Council of Directors of Apprenticeship (CCDA) Red Seal Program*
- *George Gritziotis, Executive Director, Construction Sector Council*

EUROPEAN UNION

- *Eoin O'Malley, International Relations Department, Business Europe*

Closing Session

A discussion of labour mobility within the broader context of EU-Canada economic relations, highlighting lessons and outcomes of the dialogue, as well as identifying key areas for further discussion at the upcoming roundtable in Canada

Moderator: Elizabeth Collett, EPC

3:30 – 4:15pm

Labour Mobility and EU-Canada Relations

- *Jason Langrish, Executive Director, Canada-Europe Round Table for Business (CERT)*
- *Katerina Rüdiger, Policy Analyst, UK Commission for Employment and Skills*

Joint Moderation: Elizabeth Collett, EPC and Yves Poisson, PPF

4:15 – 5:00pm

Key Lessons and Next Steps

- *Silvano Tocchi, A/Director General, Labour Market Integration, Human Resources and Skills Development Canada*
- *Elizabeth Collett, Senior Policy Analyst, EPC*
- *Yves Poisson, Vice-President, PPF*

ANNEX 2 – SPEAKER BIOGRAPHIES**MOBILITY OF THE SKILLED WORKFORCE**

A European Union/Canada Roundtable
Brussels, September 29-30, 2009

Luc Bergeron became Directeur du Secrétariat des Ententes de reconnaissance des qualifications professionnelles at the Ministry for International Relations of Québec in January 2008. He first joined the Ministry in 1983 following some years practising law in a major firm in Montréal. There, he has worn many hats including that of Directeur des affaires économiques, Premier conseiller and Délégué général par intérim à la Délégation générale du Québec à Bruxelles, Directeur des affaires économiques à la Direction générale France and Directeur des études et analyses économiques à la Direction générale de la politique commerciale. He also worked for three years in the Ministry of Culture and Communication before becoming Secrétaire général du Ministère des relations internationales du Québec as well as Secrétaire général de la Délégation générale du Québec in Paris. In 2002, he was named Directeur général des politiques et des organisations internationales, becoming thus responsible for the participation of Québec within the Canadian Delegation to UNESCO before being appointed to the International Organisation of the Francophonie (OIF).

Joe Black is the Chief Executive Officer of the Saskatchewan Apprenticeship and Trade Certification Commission. He has also served at various times in similar capacities in the Provinces of Nova Scotia and Manitoba. Joe is the current Chairperson for the Canadian Council of Directors of Apprenticeship (CCDA). He firmly believes in the industry driven model of apprenticeship training and trade certification and encourages and supports the concept of partnerships with a variety of stakeholders to develop high quality training and certification standards that provide mobility for skilled workers.

Carole Bouchard joined the National Association of Pharmacy Regulatory Authorities (NAPRA) in July 2008 in the capacity of Executive Director. Prior to this, she worked in different areas of pharmacy practice as well as over 20 years with the federal government at Health Canada, where Ms. Bouchard occupied various positions mostly in the area of drug post-market surveillance and the management of controlled substances. Until her appointment to NAPRA, Ms. Bouchard was the Director of the Office of Controlled Substances with the Drug Strategy and Controlled Substances Programme of Health Canada. Her domestic and international responsibilities included the management of the Canadian legislative framework for controlled substances and precursor chemicals, as well as drug policy and the operation of various programs of licensing, monitoring and compliance. The Office also serves as the Canadian competent authority under the three United Nations Drug Control Conventions.

Åsa Carlander is a Deputy Director at the Swedish Ministry of Justice, dealing mainly with issues relating to labour migration. She is the Head of delegation in Brussels in the working party of the European Council dealing with migration issues and is the chairperson of this working party during the Swedish presidency of the EU. Ms. Carlander has previously dealt with issues relating to migration and development (participating in the UN High Level Dialogue on Migration and Development in New York, 2006), asylum (co-chair of the asylum working party in the EU during the Swedish presidency of the EU in 2001) and she functioned as a Senior Policy Analyst in the Secretariat of the Global Commission of International Migration (GCIM), based in Geneva.

Marie Carter, P.Eng, is the chief operating officer of Engineers Canada. For the past seven years, she was the organization's director of professional and international affairs, and secretary to its Canadian Engineering Qualifications Board and International Committee. Her work includes ensuring the implementation of Engineers Canada's Strategic Plan, which includes activities related to the development and maintenance of national qualification standards for admission to, and the practice of, professional engineering in Canada, and international activities to enhance the mobility of Canadian engineers. Marie has also been responsible for projects to increase the recognition of foreign credentials for internationally-educated engineering graduates. Prior to joining Engineers Canada in April 2001, Marie worked for 13 years in transportation engineering consulting and carried out various environmental assessment studies.

Elizabeth Collett is a senior policy analyst with the European Policy Centre, an independent Brussels-based policy think-tank focused on EU integration. She coordinates the Migration and Integration Forum at the EPC, which analyses immigration, asylum and integration policies in Europe, assesses their economic and social impact, and considers the issues raised by our increasingly diverse societies. She also coordinates the Ideas Factory, a forum for young thinkers to debate key pan-European challenges. Previously, Elizabeth worked for the International Organisation for Migration in Geneva, and for the Institute for the Study of International Migration in Washington DC, on a range of migration-related issues including the social and economic impacts of migration in Europe, migration and health, and policies to combat human trafficking in Europe and North America. She has a law degree from Oxford University, and a Masters in Foreign Service degree from Georgetown University. She is a British national.

Marco Ferri, Italian, has been an official of the European Commission since 1996. He has spent his entire career so far in the Directorate-general for Employment, Social Affairs and Equal Opportunities in Brussels. He started by coordinating and negotiating the interventions of the European Social Fund in Italy. In 2001, he moved to the International Affairs unit where he dealt with international and enlargement issues, including relations with the United Nations, China, the United States and Canada. From 2007 to 2008 he was policy assistant to the Director responsible for Employment, Lisbon Strategy and International Affairs in the same Directorate General. Since April 2008, he is Deputy Head of Unit for Mobility and Employment Services.

Tim Forristal, CA is the Vice President of Education at the Canadian Institute of Chartered Accountants (CICA), where he is responsible for the CICA's continuing education products and services, specialization programs, CA student qualification standards and assessment, and the profession's international qualification appraisal program. He provides staff support to the Canadian CA profession's International Qualification Appraisal Board (IQAB). He is a member of the CA profession's strategy working group on foreign *Pathways to Membership*, and the CICA's project leader working with federal and provincial stakeholders to establish and promote best practices in foreign credential review and pathways to membership in the Canadian CA profession. He also serves as a Technical Advisor to the International Accounting Education Standards Board (IAESB) and sits on a number of IAESB Task Forces. He recently served as member on the CICPA's Experts Advisory Group on Chinese CPA Examination System Reform and has a strong interest in the education and qualification of professional accountants world-wide.

George Gritzotis is currently Executive Director of the Canadian Construction Sector Council, where he reports directly to an 18-member Board of Directors comprised of labour and business leaders. The Construction Sector Council is a national labour management partnership organization mandated to identify and undertake human resource projects and initiatives geared toward meeting the current and future human resource needs of the construction industry. He has extensive experience working with national labour management partnership organizations in the construction, industrial, and services sectors on human resource development and labour market policy issues. He managed the establishment of two important partnership organizations, the Canadian Construction Sector Council and the Canadian Apprenticeship Forum. Through these initiatives, he established strong working relationships with labour and business leaders, and developed a keen understanding and appreciation of the labour market issues facing the construction industry in Canada.

Katherine Hewson is Assistant Deputy Minister in the Citizenship and Immigration Division of the Ontario Ministry of Citizenship and Immigration, which is responsible for immigration policy and programmes, including settlement, language training, and initiatives aimed at eliminating labour market and professional registration barriers for newcomers. The Division is also responsible for volunteerism, and provincial honours and awards programs. Katherine has held a number of positions at the Ontario Ministry of Citizenship and Immigration, including Manager of the Employment Equity Legislation Project; Director of the Equal Opportunity and Disability Access Branch, responsible for equal opportunity, disability, vulnerable adults, and human rights; and Director of the Citizenship Development Branch, responsible for immigration and settlement, and the voluntary sector. As Assistant Deputy Minister, she has led the development of the Accessibility for Ontarians with Disabilities Act, the Canada-Ontario Immigration Agreement, the Fair Access to Regulated Professions Act and other initiatives aimed at improving outcomes for newcomers to Ontario.

W. Jason Langrish is the Executive Director of the Canada Europe Roundtable for Business (CERT), where he works with corporations and industry bodies, the European Institutions and the Canadian Government to actively develop trade and investment flows between the two territories. CERT has been instrumental in the recent launch of negotiations for a Canada-EU Free Trade Agreement. He is also Founder and President of The Energy Roundtable, a private-sector forum created in 2004 to facilitate transatlantic investment in energy markets. He has worked in the Trade and Commercial Affairs section of the Canadian Mission to the European Union in Brussels, where he was responsible for files covering bilateral business relations and economic policy. He is the Chair of the International Energy Advisory Board of Norman Broadbent plc, the Acting Canadian Director for the American European Communities Association, Director of Earth Day Canada, a member of Atlantik Bruecke, a member of the Advisory Board for the European Studies Institutes of Canada and a Board Member of the International Anti-Corruption Conference of Transparency International, the global anti-corruption agency based in Berlin, Germany.

Lisa Little, RN, BScN, MHS is currently employed as Director, Public Policy at the Canadian Nurses Association. In this role she is responsible for shaping public policy including mitigating the effect of health professional shortages on health system issues such as wait times and access. Much of her work at CNA over the last 7 years has focused on health human resources including issues of migration and self sufficiency. She has led several national initiatives including co-chair of the national nursing sector study. Lisa represents CNA on various national and international health studies and forums. She has a varied background in clinical, education and administrative positions.

Sam Mars has been a Policy Officer for the Health Professions Council (HPC) for three and a half years. His work encompasses all aspects developing and implementing the policy and strategy of the HPC. Sam is the HPC lead on European and international policy; this includes the research and management of European legislation and policies including the implementation of Directive 2005/36/EC on the recognition of professional qualifications. He also provides strategic advice to the Executive, Committees and Council on implementing European policy. Sam has presented to, and chaired meetings with, working groups on European policy. He is the HPC representative with the Alliance of UK Regulators in Europe (AURE) and the Healthcare Professionals Crossing Borders Agreement. Sam regularly represents the HPC at various levels including government departments, other regulators and European bodies. He has responsibility for managing various projects including reviewing the standards of education and training and managing Professional Liaison Groups. Sam is also the HPC's consultation coordinator.

Eoin O'Malley is Senior Adviser on International Relations for BUSINESSEUROPE, the Confederation of European Business, which represents 39 employers and industrial federations across 33 European countries on all business issues dealt with by the European Union. His responsibilities cover the EU's free trade agreements, international trade in services, and over arching relations with the United States, India and Latin America.

Toal Ó Muiré is an architect in private practice, with qualifications also in mediation, arbitration, construction law, business administration and housing research. For 24 years until 2005 he was a partner in Ó Muiré Smyth Architects, which mainly did housing, commercial and institutional projects. He has worked in England, Belgium, Spain and Israel; and has studied also in the USA. He was President in 2002-03 of the Royal Institute of the Architects of Ireland (RIAI) which, since 2007, is the Irish competent authority under the Qualifications Directive. He is a member of the RIAI Admissions Board. He has chaired the Architects' Council of Europe Work Group on the Professional Qualifications Directive since 2006 and, since 2007, has also chaired the European Network of Architects' Competent Authorities (ENACA).

Yves Poisson joined the Public Policy Forum in February 2000 and has been appointed Vice-President, Public Policy on July 1st, 2007. His work has focused on economic themes and integration of immigrants. It includes North American economic integration, Canada's competitiveness, regulatory framework, immigration, homelessness, regional/provincial economies, Canada-U.S. relations and economic partnership between Canada and the European Union. Prior to joining the Public Policy Forum, Yves worked in the federal Public Service at Human Resources Development Canada, both in Montréal and Ottawa. His last position with the federal government was Director General, Strategic Policy and Partnership at the Labour Program, HRSD (1996-2000). In that capacity, he represented

Canada at the Governing Body of the International Labour Organization and led the Canadian tripartite delegation for the ILO Conferences in 1997, 1998 and 1999, and also participated in several international meetings, including negotiation sessions of the MAI at the OECD in Paris, and the Seattle WTO Ministerial Conference.

Martin Schieffer, born 1962, is a trained lawyer, who holds a doctoral thesis in European law. From 1993 to 1998, he was legal adviser at the German Federal Ministry of the Interior. He joined the European Commission in 1998 and since then has worked on internal and external aspects of Justice and Home Affairs with a focus on illegal and legal immigration and related subjects such as employment, social inclusion, criminal law, organised crime and human trafficking. Currently, he is Deputy Head of the Immigration and Integration Unit of the European Commission's Directorate-General Justice, Freedom and Security.

Corinne Prince-St-Amand joined Citizenship and Immigration Canada (CIC) in December 2008 as the Executive Director of the Foreign Credentials Referral Office. Between October 2007 and December 2008, Corinne was the Director General of the Labour Market Integration Directorate in the Skills and Employment Branch at HRSDC. She was responsible for the work of the Foreign Credential Recognition (FCR) Program, Labour Mobility (Chapter 7 of the Internal Trade Agreement), the Going to Canada Immigration Portal, and the Skills and Labour Market Information Division (National Occupational Classification system, occupational information and Essential Skills research). Between April 2005 and October 2007, Corinne was Director General of the Foreign Workers and Immigrants Directorate at HRSDC, where she managed the Temporary Foreign Workers Program, in addition to FCR and Labour Mobility Programs. Corinne was named the Director of the Foreign Credential Recognition Program in the Human Resources Partnerships Directorate at HRSDC in January of 2004.

Dr. Tillman Prinz has been Secretary General of the Federal Chamber of German Architects (Bundesarchitektenkammer BAK) in Berlin since May 2003. His educational background is as follows: 1985-1990 at Universities Kiel, Freiburg i. Br. and Lausanne (CH), completing his First Legal State Exam at the Superior Court Schleswig. Between 1991 and 1995, he carried out some 'Practical Legal Education' in Kiel, Hamburg, Zuerich and Paris before completing his Second Legal State Exam at the Superior Court Hamburg. In 1994, he became a Doctor of Jurisprudence in International Copyright Law (University of Bielefeld, Germany.) His career is listed as follows: 1990-1994 Legal Assistant, Architect's Chamber of Schleswig-Holstein, Kiel; 1995-1997 Legal Adviser, Bavarian Chamber of Civil Engineers, Munich; 1997-2002 Managing Director and Legal Adviser, German Association of Architects, (Bund Deutscher Architekten BDA), Berlin; and 2002-2003 Senior Policy Advisor, Architects Council of Europe (ACE), Brussels. He was born in Kiel, Germany, in 1964.

Katerina Rüdiger is working as a policy analyst at the UK Commission for Employment and Skills, leading, amongst others, a policy review on skills utilisation. Previously, she worked as a researcher at the Work Foundation where she has published a number of research reports on the knowledge economy, globalisation and labour migration. Before joining the Work Foundation, she worked at the European Policy Centre in Brussels and Policy Network in London. She holds an MA in European Studies from King's College, London and a BA from the Université de Nantes, France.

Carlo Scatoli coordinates the Qualifications Sector within the lifelong learning policy unit of the Directorate General Education and Culture of the European Commission. The team is in particular responsible for coordinating the implementation of the European Qualifications Framework and the related policy debate on the recognition of learning outcomes. Other responsibilities include the Europass initiative, the PLOTEUS portal on learning opportunities and the Euroguidance network – all initiatives aimed at helping people move across countries, sectors and learning pathways. Carlo has been working on the transparency of qualifications and competences for a decade, after a spell in the translation service. Before joining the Commission in 1992, he had been working in a documentation and research centre focusing on education and training in Bologna, Italy, dealing in particular with the development of a database of occupational profiles. He holds a degree in philosophy from the University of Padua.

Robert Shearer has managed diverse health and social programs for over twenty five years, including health human resource policy development, quality and citizen engagement, HIV/AIDS, Hemophilia, youth and educational services. Mr. Shearer also has extensive experience in providing

strategic policy advice and recommendations to Boards of Management and senior management officials on health and social issues. Mr. Shearer has worked in both Executive and Management categories of the federal government, as Executive Director of a national, non-governmental organization and held various program positions in other organizations. International liaison was frequently a significant and important aspect of many of these roles. Currently, Mr. Shearer is responsible for the Health and Social Affairs portfolio at the Mission of Canada to the EU.

Christina Springfieldt became Head of the Department for Migration and Asylum Policy at the Swedish Ministry of Justice in 2005. Since 1990, she has been working in the asylum and migration field. She handled individual appeal cases between 1990 and 1995. From 1995, she focussed on policy work at the Ministry of Labour, Ministry for Foreign Affairs and Ministry of Justice in Sweden.

Jürgen Tiedje, a lawyer by profession and of German nationality, has worked within the European Commission since 1992. He has spent his career within various departments –since 1996 in DG Internal Market. In 2000/2001, he was member of a task force related to the administrative reform of the European Commission. Thereafter, he worked on securities, in particular in the negotiations and setting up of the Lamfalussy Process – which aims at regulatory reform for financial markets legislation in Europe. At the same time, he was also the rapporteur for the Transparency Directive, which follows the Lamfalussy arrangements. Since October 2004, he is Head of Unit in DG Internal Market. Currently he is Head of the Unit dedicated to professional qualifications.

Jean-François Thuot has been the Director General of the Conseil interprofessionnel du Québec (CIQ) since June 2007 and has served with the organization since 1999. The CIQ is an association grouping the 45 professional orders. The *Professional Code*, Quebec's parent legislation on regulated professions, grants the CIQ a role of acting as an advisory body with public authorities. CIQ members—professional orders—govern 51 regulated professions in all areas and practiced by more than 325,000 individuals. On February 8, 2008, the CIQ, on behalf of the professional orders, co-signed a joint declaration with the Premier of Québec, Jean Charest, on professional mobility, which resulted in the signing of the agreement on mutual recognition of professional qualifications between France and Québec on October 17, 2008. Mr. Thuot is also a member of the Ordre des administrateurs agréés du Québec.

Silvano Tocchi is the Director of the Foreign Credential Recognition (FCR) Division at Human Resources and Skills Development Canada where he is responsible for the FCR Program, the Going to Canada Immigration Portal – Working in Canada section (www.workingincanada.gc.ca), as well as other initiatives that contribute to improving the integration of immigrants into the Canadian labour market. He has previously held various positions related to labour market policy and programming within the Federal Government.

Piet Van Maercke was born in Gent in 1946, completing his studies at the University of Gent and becoming a Pharmacist in 1970. He was a community pharmacist in Gent from 1974 to 2000. During this time, he was also a member of the scientific committee of the Belgian Association of Pharmacists (Algemene Pharmaceutische Bond). He was a member of the Provincial Council of Oost-Vlaanderen from the Chamber of Pharmacists (Orde der Apothekers – Ordre des Pharmaciens) from 1985 to 1988 and President of this Provincial Council from 1988 to 1991. From 1995 to 2000, he became a member of the National Council of the Belgian Chamber of Pharmacists (Orde der Apothekers) and since 2000 he has been the Director at the National Council of the Belgian Chamber of Pharmacists (Orde der Apothekers). Finally, he became a member of the pilot-group for the HPROCARD-project (European Health Professional Card) in 2007. He is married with three children.

Tony Venables is the Director and founder of ECAS, which is a non-profit making association, independent of political parties, commercial interests and the EU Institutions. Its mission is to enable NGOs and individuals to make their voice heard within the EU by providing advice on how to lobby, fundraise, and defend European citizenship rights. Mr. Venables has a long working experience in European issues, in particular in the area of free movement, citizenship rights and the protection of consumers in Europe. His work now extends to access to documents, transparency and the Charter of fundamental rights. After having graduated from Cambridge University in 1966, Tony Venables worked as administrator, first with the Council of Europe, then with the Secretariat of the Council of Ministers.

Mr. Venables also gives advice on establishing new offices in Brussels, fundraising opportunities and lobbying.

Maia Welbourne joined Citizenship and Immigration Canada as Director of the Temporary Resident Policy and Programs Division in September 2006. Over the course of her 12 year career in the Canadian public service, Maia has worked in a number of departments, including Human Resources and Skills Development Canada where she was a Director in the Employment Insurance Policy Branch. Prior to that, she worked as a Senior Policy Analyst at Industry Canada, Health Canada and the Privy Council Office (Intergovernmental Affairs).

ANNEX 3 – PARTICIPANT LIST

MOBILITY OF THE SKILLED WORKFORCE

A European Union/Canada Roundtable
Brussels, September 29-30, 2009

Tomas Baert	DG TRADE, European Commission
Dr. Cloud Bai-Yun	UK NARIC
Jens Bjornavold	CEDEFOP
Joseph Black	Canadian Council of Directors of Apprenticeship
Maria Dolores Borges	Representation of Valencia
Carole Bouchard	National Association of Pharmacy Regulatory Authorities
Jessica Burnett	Mission of Canada to the EU
Marta Busz	DG TRADE, European Commission
Asa Carlander	Swedish Ministry of Justice
Sandra Callagan	DG TRADE, European Commission
Anne Carrigy	Irish Nursing Board
Marie Carter	Engineers Canada
Elizabeth Collett	European Policy Centre
Gregorio De Castro	DG EMPL, European Commission
Holly Edwards	Mission of Canada to the EU
Tim Forristal	Canadian Institute of Chartered Accountants
Ginette Galarneau	Ministère de l'Emploi et de la solidarité sociale (Québec)
Mark Gillis	Ministry of Economic Development (British Columbia)
George Gritziotis	Construction Sector Council
Katherine Hewson	Ministry of Citizenship and Immigration (Ontario)
Jon Hobbs	The Royal Architectural Institute of Canada
Goran Hultin	Manpower
Sylvie Jacquet	Eurofound
Joachim Jobi	Bundesarchitektenkammer
Anita Kremo	DG EAC, European Commission
Jason Langrish	Canada Europe Roundtable for Business
Lisa Little	Canadian Nurses Association
Alexis Loeber	DG RELEX, European Commission
Christoph Maier	DG EMPL, European Commission
Beatrice Marry	Mission of Canada to the EU
Sam Mars	UK Health Professional Council
Vincent Mc Bride	European Training Foundation
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