



OMFC REGISTRATION REVIEW

College of Physicians and Surgeons of Manitoba Final Registration Review Report (2013)

OFFICE OF THE MANITOBA FAIRNESS COMMISSIONER

Table of Contents

| | |
|--|----|
| Introduction | 1 |
| Registration Review Process | 2 |
| The Medical Profession in Manitoba | 3 |
| Overview of the Assessment and Registration Process of the College of Physicians and Surgeons of Manitoba | 4 |
| Registration Review Findings | 12 |
| Fairness Standard & Criteria Document – CPSM Review Findings | 16 |
| Fairness Commissioner’s Recommendations | 32 |
| College of Physicians and Surgeons of Manitoba’s Action Plan | 33 |
| Fairness Commissioner’s Statement of Compliance..... | 38 |
| Appendix A | 39 |
| Appendix B | 40 |

Introduction

This Final Registration Review Report presents the results of the Office of the Manitoba Fairness Commissioner's (OMFC) registration review with the College of Physicians and Surgeons of Manitoba (CPSM) as of June 2013.

Registration reviews are conducted as part of the Fairness Commissioner's mandate to review the registration practices of regulatory bodies subject to *The Fair Registration Practices in Regulated Professions Act* (Act).

The purpose of a registration review is to enable the Fairness Commissioner to determine a regulator's compliance to the Act and to make recommendations to improve compliance. Two senses of compliance are at work in the legislation. First and foremost, it refers to the fairness of assessment and registration practice, with particular attention drawn to the need for the fair consideration of internationally educated applicants. Secondly, it refers to the co-operation of the regulator with the Fairness Commissioner.

The Act stipulates that a registration review for any given regulator is to be undertaken at times specified by the Fairness Commissioner. It also stipulates that the content of a registration review is to include an analysis of the relevance and necessity of registration requirements, the timeliness of decision making, the reasonableness of fees and the registration of internationally educated individuals. This may involve the review of any third parties employed in the assessment and registration process.

The OMFC's review process culminates in a Final Registration Review Report, complete with an Action Plan from the regulator. This report is a public document submitted to the Province's Minister of Immigration and Multiculturalism and posted on the OMFC's website.






The OMFC undertook a registration review with CPSM between January and June of 2013 (see appendices A & B). Several meetings were involved, documentation was gathered and reviewed, field work was conducted and CPSM provided an Action Plan in response to the Fairness Commissioner's recommendations. CPSM's Action Plan, as well as the OMFC'S review findings and the Fairness Commissioner's recommendations follow throughout this report.

Registration Review Process

The OMFC's multi-step review process has several key phases: agreeing to a review schedule, documenting and understanding, evaluating and drafting the findings and recommendations, and achieving an action plan to move things forward. The process is designed to support meaningful reviews that concretely identify fairness issues and lead to progressive change.

The Fairness Standard and Criteria Document

For the purposes of the 2012/2013 registration review cycle, regulatory practice is evaluated against a single, broad fairness standard: ***Dedicated and fair practices are applied for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure their effectiveness.*** In the Fairness Standard and Criteria Document, this fairness standard is defined by 14 elements, each further differentiated into one or more criteria.

For each criterion in the 'Fairness Standard and Criteria Document', green, yellow, and red check marks --    -- designate whether evidence is found indicating compliance, needs improvement, or non-compliance. Practices identified as needing improvement or non-compliant --  or  -- are followed by an analysis that explains the finding.

Recommendations, Action Plan & Compliance Statement

The Fairness Commissioner makes recommendations based on a consideration of the issues of non-compliance and areas that show opportunity for improvement. These are identified and explained in the 'Fairness Standard and Criteria Document' completed for the regulator.

The action plan, in turn, is drafted by regulators to respond to the Fairness Commissioner's recommendations. For each of the Fairness Commissioner's recommendations, regulators reply with a plan to address the concern as well as a timeline for the execution of the plan. Regulators are given opportunity to remark upon any recommendation made by the Fairness Commissioner.

Finally, the Fairness Commissioner's Compliance Statement provides comment on the suitability of the regulator's Action Plan and the overall compliance of the regulator's registration practice.

OMFC Support

Addressing problematic practice can pose considerable challenges for regulators. No remedy may be readily at hand; third-parties may be involved; resources and expertise may be wanting. In these circumstances, the OMFC is committed to working with regulators to support and assist the development of innovative solutions and better practice.

The Medical Profession in Manitoba

Physicians or medical doctors diagnose and treat disease, injury and other physical and mental impairments. Family physicians assume responsibility for the provision and continuity of medical care to individuals and families. Specialist practitioners are trained and focus on specific areas of medicine and medical practice. In Manitoba, physicians work principally in public practice, although private practice is also possible for specialist activity.

Currently in Manitoba there is a strong demand for family physicians, particularly in rural communities. Demand for specialist practitioners varies markedly by the particular specialty in question. The College of Physicians and Surgeons of Manitoba (CPSM) report that determining the specific demand for physicians is difficult. One factor that contributes to this difficulty is the new practice habits of the latest generation of physicians, where practitioners often choose to restrict their hours of service. The Premier of Manitoba has recently committed that all Manitobans will have access to a family doctor by 2015.

In the medical profession, international medical graduates (IMG) bring a wealth of culture, experience and linguistic diversity to serve Manitoba's increasingly diverse population. They are also a key resource to meet the physician needs of our community. Currently most IMGs in Manitoba are conditionally licensed with return for service undertakings in Manitoba's underserved rural communities.

Overview of the Assessment and Registration Process of the College of Physicians and Surgeons of Manitoba

The College of Physicians and Surgeons of Manitoba (CPSM) regulates the practice of medicine in Manitoba under the authority of *The Medical Act* (C.C.S.M. c. M90) and Regulations (183/99, 104/2005 and 25/2003). CPSM licenses the practice of physicians including specialists, clinical assistants, physician assistants and medical corporations.

Qualifications

Qualifications for Full Registration include:

A. For General Practice:

1. The Licentiate of the Medical Council of Canada and Certification from the College of Family Physicians of Canada (LMCC and CCFP).
2. The Licentiate of the Medical Council of Canada and family medicine certification obtained through an examination administered by the Collège des médecins du Québec, or
3. The Licentiate of the Medical Council of Canada and a two year postgraduate clinical training program acceptable to the College. The program must have been completed at the University of Manitoba, Faculty of Medicine and contained a core of eight weeks in general medicine, eight weeks in general surgery, eight weeks in obstetrics, and eight weeks in paediatrics.

B. Specialty Practice:

1. A specialist certificate from the Royal College of Physicians and Surgeons of Canada,
2. Specialist certification obtained through an examination administered by the Collège des médecins du Québec, or
3. The Licentiate of the Medical Council of Canada and current certification from a member board of the American Board of Medical Specialties.

In Manitoba, the CPSM has a dedicated conditional licensure strategy that provides restricted, competitive opportunities for IMGs to meet postgraduate clinical qualifications.

Physicians who possess a medical degree from outside of Canada or the United States (International Medical Graduates or IMGs), which is listed in the World Health Organization Directory or the Foundation for Advancement of International Medical Education (FAIMER), are eligible to apply under the conditional registration route. For most IMGs applying under the conditional registration route, the MCC Evaluating Exam is required as is acceptable postgraduate clinical training.

Assessment and Registration Process

The registration process for IMGs is complex, involving multiple stakeholders and assessments. Somewhat simplifying in broad stroke, for IMGs all routes to full licensure with the CPSM must traverse one of two narrow and mandatory paths.

Either:

1. A residency through the Canadian Resident Matching Service (CaRMS) to meet the CPSM's postgraduate clinical training requirement and qualify for assessments and to write exams for CFPC or RCPSC certification.
2. Conditional licensure with the CPSM through the University of Manitoba Faculty of Medicine's IMG Program -- either the International Medical Graduate Assessment for Conditional Licensure Program or the Medical Licensure Program for International Medical Graduates or the Non-Registered Specialist Assessment Program .

Opportunities are limited and highly competitive for either of these paths. Still, for most IMGs coming to Manitoba, the IMG Program will be the more accessible.

Canadian Resident Matching Service

CaRMS is a not-for-profit organization that works in cooperation with Canadian medical schools to provide an electronic application service and a computer match for entry into postgraduate medical training throughout Canada.

Two steps must be taken by IMGs prior to applying for postgraduate training through CaRMS:

1. Apply to the Physician Credentials Registry of Canada (PCRC) to verify academic credentials and medical program listing with the World Health Organization Directory and FAIMER.
2. Apply to the MCC to write the Evaluating Exam.

In exchange for residency training for those that match, Manitoba, along with four other provinces (Ontario, Newfoundland, Nova Scotia and British Columbia) requires IMGs to sign a return of service agreement. This agreement restricts the location in which IMGs can practice medicine following the completion of residency training. Beginning in 2013, all IMGs who match to a residency program through CaRMS are required to sign a return of service agreement with the province of Manitoba. The length of service is commensurate with the program length.

Upon acceptance into a residency program, IMGs apply for registration on the CPSM Educational Register which is the same process as Canadian Medical Graduates. If on satisfactory completion of training the individual has not obtained (1) the LMCC and CCFP or (2) certification from the Royal College of Physicians and Surgeons of Canada required for full registration, the individual may apply for conditional registration. Within a specified period of time, the physician must obtain (1) the LMCC as well as certification from the CFPC in the case of family physicians or (2) certification from the RCPSC in the case of specialists.

All licensed physicians must be a member of the Canadian Medical Protective Association (CMPA), or carry a policy of professional liability insurance of at least \$10,000,000.00. CMPA fees are based on the nature and location of a physician's practice. In 2013, these range from several hundred to several thousand dollars annually.

The University of Manitoba Faculty of Medicine's IMG Program

The IMG Programs provide dedicated assessment and training programs that prepare IMGs for independent practice in Manitoba. Successful completion of one of the IMG Programs, including a period of supervised practice, allows IMGs to pursue full registration with the CPSM. Full registration will require MCC Licentiate status and CFPC certification for those in general practice. For those in a specialty practice, the LMCC is required plus five years of continuous satisfactory practice. The physician would also be eligible for full registration at any time if RCPSC certification is obtained.

The IMG Program has three streams:

- The Medical Licensure Program for International Medical Graduates (MLPIMG);
- The International Medical Graduates Assessment for Conditional Licensure (IMGACL);
- The Non-Registered Specialist Assessment Program (NRSAP).

Medical Licensure Program for International Medical Graduates (MLPIMG)

The Medical Licensure Program for International Medical Graduates (MLPIMG) is a one-year training and assessment program designed to enhance the IMG physician's previous training and address the specific learning needs of IMGs in order to prepare them to obtain medical licensure to practice as primary care (family practice) physicians in Manitoba.

Acceptance into the programs is competitive. Minimum eligibility requirements set by the University of Manitoba include:

- permanent resident (landed immigrant) or Canadian citizen status;
- a minimum of one year of postgraduate medical education acceptable to the CPSM;
- a pass standing on the MCCEE;
- A pass standing on the MCCQE Part 1. Preferred consideration may be given to candidates who have also completed MCCQE Part 2;
- a pass standing on the National Assessment Collaboration OSCE (NAC exam);
- practice experience primarily in general practice (primary care, family medicine) for at least 12 months anytime in their career. (Under exceptional circumstances, applicants with other certifications and with extensive experience in general practice may be considered.);
- have practice currency within 5 years of application;

- must be fluent in spoken and written English – required to have a TOEFL score of at least 100 (TOEFL-iBT) with minimum score of 25 for speaking and listening or International English Language Testing System (IELTS) with a minimum score of 7 in each component with an overall band score of no less than 7. Both TOEFL (TOEFL-iBT) and IELTS will be considered valid for 2 years from the date taken.

Applications that meet the minimum stated requirements are reviewed by the IMG Selection Committee. The Selection Committee takes into account previous medical experience, pass standing on the MCC exams, references and other factors. Following a review of all applications, applicants are short-listed and a select number have their postgraduate training verified by the CPSM.

Once the completed applications are reviewed and postgraduate training has been approved by the CPSM, a select number of applicants with pass standing on the NAC OSCE are interviewed. Applicants with the highest ranking, based on application, NAC OSCE and interview rankings, are accepted into the MLPIMG.

Successful MLPIMG applicants must be registered on the Educational Register of the CPSM and have a written offer of employment from a Regional Health Authority or other employer. This includes an agreement by the RHA/employer to fund the physician for the period of training and orientation and an agreement by the physician to return service to the sponsoring RHA/employer.

Successful applicants are admitted to the Medical Faculty's Postgraduate Medical Education (PGME) program and enrolled in a four-week structured orientation prior to beginning the MLPIMG. The program itself consists of 13 four-week PGME rotations that cover emergency medicine, family medicine, gynaecology, obstetrics, internal medicine, paediatrics and psychiatry.

Upon successful completion of the MLPIMG, IMGs are eligible to obtain conditional registration with the CPSM. Conditional registration involves a return for service agreement that requires practice in primary care in an underserved area of the province as determined by government for five years. For one year following the MLPIMG, applicants have an assigned mentor who provides additional support and guidance. An assigned medical practice supervisor is responsible to review issues and provide monitoring reports to the CPSM throughout the time the physician holds conditional registration.

The International Medical Graduates Assessment for Conditional Licensure (IMGACL)

The IMGACL is intended to assess practice skills necessary for a primary care physician in Manitoba. In addition to meeting the same minimum eligibility requirements as the MLPIMG, applicants must also meet the requirements for conditional registration with the CPSM.

Like the MLPIMG, applications are reviewed by the IMG Selection Committee taking into account a variety of relevant factors. A CPSM review of an applicant's postgraduate training, NAC OSCE, employment offer and an MLPIMG interview are all required. The selection is competitive and applicants with the highest rankings are accepted.

Like the MLPIMG, successful applicants begin the program with a one-month mandatory orientation at the University of Manitoba. This is followed by a three-month assessment conducted in underserved areas in Manitoba.

Upon successful completion of the ACL assessment, IMGs are eligible for conditional registration under similar conditions as MLPIMG applicants.

The Non-Registered Specialist Assessment Program (NRSAP)

The goal of the Non-Registered Specialist Assessment Program (NRSAP) is to facilitate clinical assessments of internationally educated specialist physicians whose registration will be limited to a specialty field of training. It is an assessment program for internationally trained medical specialists, who can practice independently and do not need further training.

NRSAP candidates are expected to demonstrate skills acceptable to the University and in line with standards for Canadian trained specialists. Successful candidates are required to fulfill a return-of-service with the sponsoring Regional Health Authority (RHA) / employer). Candidates must be eligible for conditional registration with the College of Physicians & Surgeons of Manitoba (CPSM) before proceeding to the screening steps of the NRSAP and have a job offer.

Assessment is conducted in the specialist's department, at the University of Manitoba's affiliated hospitals. The duration of the assessment is 3 months to 12 months, depending on the specialty. Interim and final reports are completed by supervisors, colleagues, nurses, and allied health professionals and are submitted to the Head of the Department or designate. The Head of the Department submits a final report to the NRSAP Coordinator, indicating whether the candidate has the clinical skills and knowledge to practice independently and safely, equivalent to the level of a final year resident in the specialty. The final recommendation is forwarded to the CPSM from the University.

The eligibility requirements for NRSAP candidates are the similar to those for the other IMG Program streams, but with an emphasis on appropriate training in the applicant's area of specialty. For IMG specialists, opportunities into the NRSAP will depend on their particular area of practice and their ability to secure an employment/assessment opportunity in the field.

Upon successful completion of the NRSAP, IMGs are conditionally registered to practise in their area of specialization under supervision. They have five years to meet full registration requirements: MCC Licentiate status or certification by the RCPSC.

MCC Examinations

MCC Licentiate status is a requirement for full registration and for IMGs involves successfully passing three exams: the Evaluating Examination, the Qualifying Examination Part 1 and the Qualifying Examination Part 2. These exams can be challenged at different times throughout the registration process and are described below.

MCC Evaluating Examination (MCCEE)

The MCCEE assesses basic medical knowledge equivalent to that expected of a

graduate of a Canadian medical school. Passing this exam is a prerequisite for taking the Qualifying Examination Part 1. The MCCEE is offered online from 500 sites in more than 70 countries. The fee for writing the exam is \$1,645.00.

MCC Qualifying Examination Part 1 (MCCQE Part 1)

The MCCQE Part I is a one-day, computer-based test that assesses the competence of candidates who have obtained their medical degree for entry into supervised clinical practice in postgraduate training programs. The fee for writing the exam is \$920.00.

MCC Qualifying Examination Part 2 (MCCQE Part 2)

The Medical Council of Canada Qualifying Examination Part II assesses the competence of candidates, specifically the knowledge, skills, and attitudes essential for medical licensure in Canada prior to entry into independent clinical practice. The exam consists of a series of five-minute and ten-minute clinical stations where candidates are required to perform clinical activities and judgements. The exam is offered twice a year in 11 Canadian cities in five provinces, but is currently not available in Manitoba. The fee for writing the exam is \$2,190.00.

Appeal Process

Decisions to deny registration or subject registration to condition may be appealed to the CPSM Council. The appeal must be filed within 30 days of receiving notice of a decision, in writing, stating the reasons for the appeal. Unsatisfied appellants subsequently have the option of appealing to a court.

Time and Cost

The time and cost for IMGs to be licensed as a physician in Manitoba vary depending on the circumstance of the applicant and their pathway to registration. With the number of assessments, stakeholders and steps involved, approximating a range is difficult, but it will be long and costly.

Upon successful application, a CaRMS residency can take 1 to 5 years to complete. The IMG Program will take between 6 and 18 months to complete. Both of these pathways commit IMGs to a return for service agreement. MCC's first step Evaluating and qualifying exams will also take time to prepare, apply and write. Many of the assessment and exams are fixed date and can often lengthens timelines. Documentation is extensive and may take time to arrange. Exam preparation may also cause delay

In terms of cost, the lion share is directed toward national body certification – MCC, CFPC, & RCPSC. IMGs are gainfully employed through a CaRMS residency or the IMG Program. A list of direct costs can be seen below.

| | |
|--|--|
| MCCEE | \$1,645.00 |
| MCCQE - Part 1 | \$920.00 |
| MCCQE - Part 2 | \$2,190.00 |
| RCPSC Assessment Fee (“Practice-Ready Assessment Route”) | \$875.00 |
| Liability Insurance | Varies |
| PCRC | \$250.00 account fee plus \$140.00 per document |

Documentation Fees:

| | |
|------------------------------------|----------|
| Conditional/Temporary Registration | \$500.00 |
| Section 64 | \$525.00 |
| Full Registration | \$175.00 |
| Educational Register | \$275.00 |
| Physician Assistant Register | \$275.00 |
| Clinical Assistant Register | \$275.00 |

Registration Fees:

| | |
|------------------------------|----------|
| Manitoba Medical Register | \$300.00 |
| Educational Register | \$50.00 |
| Physician Assistant Register | \$300.00 |
| Clinical Assistant Register | \$300.00 |

Licence Fees:

| | |
|---|------------|
| Manitoba Medical Register Full Annual Licence (for the licence year) | \$1,650.00 |
| Monthly Licence | \$275.00 |

| | |
|---|----------|
| Resident Annual licence | \$250.00 |
| Resident Reduced Term Licence (less than 8 months) | \$125.00 |

Educational Register:

| | |
|-----------------------------|---------|
| Resident Annual Licence | \$75.00 |
| Undergraduate | \$25.00 |
| External/Visiting Student | \$25.00 |
| Physician Assistant Student | \$75.00 |
| Medical Student | \$75.00 |

Physician Assistant Register:

| | |
|-----------------|----------|
| Annual Licence | \$300.00 |
| Monthly Licence | \$50.00 |

Clinical Assistant Register:

| | |
|-----------------|----------|
| Annual Licence | \$300.00 |
| Monthly Licence | \$50.00 |

Registration of Credentials for entry to:

| | |
|---------------------|----------|
| Specialist Register | \$200.00 |
| Special List (CCFP) | \$70.00 |
| | \$600.00 |

Audit Fee:

| | |
|--------------|----------|
| Repeat Audit | \$300.00 |
|--------------|----------|

Registration Review Findings

Summary of Findings

The College of Physicians and Surgeons of Manitoba (CPSM) is committed to the fair assessment and recognition of International Medical Graduates (IMGs). Dedicated strategies are in place for the assessment and recognition of IMGs.

The CPSM utilizes an extensive, in-depth assessment system, executed by national medical authorities and the University of Manitoba's Faculty of Medicine. International medical programs and professional work experience are recognized, a system of national exams is established that tests for general and specialist knowledge, various OSCEs, clinical assessments and clinical training programs support an in-depth assessment of competence.

The University of Manitoba's IMG Program – the International Medical Graduate Assessment for Conditional Licensure Program, the Medical Licensure Program for International Medical Graduates and the Non-Registered Specialist Assessment Program -- provide IMG family physicians and specialist's clinical assessment and clinical training. Well-structured with high success rates, these programs are seen by many across the country as the gold standard for the assessment and integration of IMGs.

In the fall of 2011, the Manitoba Fairness Commissioner was one of three external reviewers charged with reviewing the University of Manitoba's IMG Program. The External Review Report that resulted identified 12 areas for improvements in the assessment and training of physicians at the University of Manitoba's Faculty of Medicine. In light of the review and the report's recommendations, this registration review will restrict its focus primarily to CPSM's role in the assessment and registration process.

As a whole, the registration process for IMGs is long and difficult with limited, competitive opportunities for licensure. Numerous exams, OSCEs, interviews, intensive clinical assessments and clinical training are required. The medical profession is distinguished by being one of the few occupations where possessing strong academic credentials and professional work experience, meeting qualification standards and eligibility requirements, passing intensive exams and high stake assessments, are not necessarily sufficient to secure a license.

By far, the biggest challenge Manitoba's IMGs face is securing the opportunity for the requisite Canadian clinical experience; either by way of a residency position through CaRMS or a clinical assessment and/or training opportunity through the University of Manitoba's IMG Program. Currently, the IMG Program see tenfold the number of applications for the spots offered; CaRMS spots are more competitive still.

This is both a matter of resource and a matter of the critical importance of clinical assessment, training and integration in a field where practitioner expertise and competence demands are high and public safety issues loom large.

For Manitoba's IMGs, the harsh reality is that there are few opportunities to be licensed in a highly competitive environment. Too many applying for too few spots

means that many highly-qualified physicians cannot get licensed here.

The number of Manitoba's IMGs spending years in a difficult assessment process, fraught with high stakes screens, costing thousands of dollars, and resulting in no recognition and a currency of practice roadblock is deeply troubling. For both the IMGs and our community, this is a tragic waste of human capital.

We call for the CPSM to be mindful of this troubling reality moving forward. We commend the CPSM's work to create alternative pathways to licensure, but still see a need to make this system of assessment more efficient at identifying who will or will not have opportunity.

Quality of information is a significant problem amplified by the current environment of limited opportunity. There is a pressing need for the CPSM to provide realistic, pragmatic information about the process, the limited opportunities and proper planning and preparation.

We identify Medical Council of Canada's Evaluating Exam as a barrier and ill-implemented predictor exam that needs to be revisited. The vast majority of IMGs fail to benefit from the purpose of this exam: a time and money saving prediction of success that has no relevance in terms of qualifications recognized for MCC certification. This exam only makes sense for a small minority of IMGs who have not immigrated and even then, at \$1,645.00, is costly for a multiple choice exam.

Key findings from the CPSM's registration review are listed below. These findings cover the range of fairness issues as defined by the Fairness Standard and Criteria document and roughly follow the order of this document (see pp.16-31).

- The registration information provided for IMGs on the CPSM's website needs to be improved. Given the complexity of the process, with multiple pathways, stakeholders and assessments, a well organized, easy-to-navigate information package would be a real benefit for IMGs. We find:
 - Clinical qualification requirements for IMG full registration are confusing. In Manitoba, IMG are only eligible to apply for conditional registration; this needs to be made clear.
 - Documentation requirements are clear, alternative documentation is possible and the CPSM works with its third parties to minimize redundant documentation requirements.
 - Fees are clear. A helpful fee schedule is provided.
 - No realistic estimates of the full cost range of the process or of any common associated costs are provided. This could be a critical support for proper planning.
 - Limited timeline and key date information is provided on the CPSM's website. No realistic time range information is provided.
 - No information about opportunities for professional upgrading is provided.

- As part of the transition under the new *Regulated Health Professions Act*, the CPSM plans to update and reorganize its website. This will include a dedicated section for IMGs, clearer articulation of the multiple registration pathways, application timing information and direct and associated fee information organized by registration pathway.
- CPSM staff provide strong personal support and assistance for IMG applicants. Communication with applicants is systematic and particularly throughout the initial application process, regular, often daily.
- A variety of well articulated standards documents are at hand to lay the groundwork for rational assessments and regulation.
- For immigrant IMGs, the CPSM does not require a criminal records check from an applicant's home jurisdiction, but requires a check for their time in Canada and relies on the check conducted by the Federal Government as a condition of receiving a residency card.
- English language proficiency is currently not a registration requirement; a national language proficiency standard has been agreed to by provincial regulators and this standard will be incorporated into the requirements for registration in Manitoba. In Manitoba, English language proficiency is required for entrance to the University of Manitoba's IMG Program.
- The Medical Council of Canada's (MCC) examinations are subject to considerable psychometric scrutiny and have recently undergone review.
- MCC is working with provincial regulators to establish a new applicant data base that will allow for a more streamlined application process, allow application tracking and promote easier documentation sharing.
- MCC's first-step, mandatory Evaluating Exam is not relevant for assessing IMG qualification and is acting as a costly and time consuming barrier for the vast majority of IMGs.
- CPSM staff have taken several measures to ensure the valid and reliable review of IMG eligibility qualifications: staff have extensive experience assessing IMG qualifications and annually meet with other provincial regulators to review issues and best practices. All staff who work with IMG applications have attended diversity training workshops.
- Detailed written reasons accompany CPSM's registration decisions that deny application or subject it to conditions.
- CPSM's unfavorable registration decisions are subject to appeal. Appeals are heard by CPSM's Council and legal counsel is employed to ensure fair process. Appeal information accompanies unfavorable registration decisions.

- Working with multiple stakeholders, CPSM has established multiple pathways to conditional registration for IMGs. The University of Manitoba's IMG Program provides dedicated assessment and training opportunities for IMGs.
- CPSM and the University of Manitoba's Faculty of Medicine have established the Manitoba Practice Assessment Program (MPAP). MPAP provides a clinical assessment to allow IMGs working under conditional registration an alternative route to full registration. Conditional registrants who are not able to achieve the LMCC, certification through the College of Family Physicians of Canada or through the Royal College of Physicians and Surgeons of Canada may apply to the College for participation in MPAP as another route to full registration.
- CPSM fees are based on cost-recovery and assessment timelines are reasonable.

Commendable Practices

A number of CPSM's assessment and registration practices deserve to be recognized as exemplary, fair practices. Most of these will have already been described above or in other areas of this report, but the most significant bear repeating.

- CPSM staff provide strong support and assistance to IMG's in the application phase of the process. Given some of the complexities of the registration process, this support and communication is critical.
- CPSM work with the University of Manitoba's Faculty of Medicine establishing the IMG Program, as well the MPAP Program is telling of its commitment to innovation and fair practice for IMGs.

Fairness Standard & Criteria Document – CPSM Review Findings

| Standard: Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness. | | | | | |
|---|--|------------|-------------------|---|--|
| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
| | | Compliant | Needs Improvement | Non-compliant | |
| <p>1. Applicants are provided clear, complete and accurate information about assessment and registration process.</p> | <p>1. Qualification requirements and the criteria used to assess qualifications.</p> | <p></p> | <p></p> | <p style="color: red; font-weight: bold;">V</p> | <p>Qualification requirements provided on the CPSM's website are not very clear. The licensure process is complicated with multiple registration pathways. To acquire detailed information about qualification requirements involves visiting numerous websites. Navigating these websites and the extensive information provided is difficult without a clear understanding of the various pathways to registration and the role of multiple stakeholders.</p> <p>Upon our initial review of the CPSM's website, the OMFC's review team was sufficiently confused as to take the unusual step of requesting a meeting with CPSM staff to clarify the process.</p> <p>Notwithstanding the extensive personal support and assistance CPSM staff provide advising IMGs about the registration process, on its own, the CPSM's website does not provide sufficient guidance regarding qualification requirements and the criteria used to assess qualifications.</p> <p>Turning to the CPSM's website, under 'Registration' we first find the CPSM's 'Overview of the Registration Process' page. Little is said regarding the process as a process per se and no birds-eye view is found. Applicants are directed to regulations to learn about qualification requirements; in dense, legalistic style, CPSM's regulations provide partial guidance as to qualification requirements.</p> <p>Following the layout of CPSM's website, 'Categories of Registration' follows the Overview page. Under 'Full Registration', two principal qualifications are identified on CPSM's website: academic and clinical. IMGs need to be first deemed academically qualified -- where this will involve either securing licentiate status with the Medical Council of Canada (MCC) or specialist certification through either the Royal College of Physicians and Surgeons of Canada (RCPSC) or the College des medecins of Quebec (CQ). Clinical qualification requires certification either from the College of Family Physicians of Canada (CFPC), or again certification from the RCPSC or CQ. Satisfactory completion of postgraduate clinical training is also stipulated as a possible way of satisfying the clinical qualification requirement.</p> |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|----------|--|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| | | | | | |
| | 1. Qualification requirements and the criteria used to assess qualifications. (Continued) | | | V | <p>(Continued)</p> <p>Satisfactory postgraduate clinical training must occur at an approved university teaching program -- 'approved' meaning a program recognized by "the Federation of Medical Licensing Authorities of Canada Accreditation Committee, or the Royal College of Physicians and Surgeons of Canada, or the College of Family Physicians of Canada, or a program with a major university affiliation as listed in the American Medical Association Directory of Graduate Medical Education Programs or in the Directory of the Council of Teaching Hospitals." Turning to the websites of these various authorities, we find:</p> <p>FMLA -- no information concerning approved programs of any kind is provided;</p> <p>RCPSC -- no information concerning approved international programs is presented, only information about approved Canadian residency programs;</p> <p>CFPC -- four countries and their respective accrediting bodies are listed, including the United States, Australia, Ireland and the United Kingdom;</p> <p>AMA Directory of Graduate Medical Education Programs & Directory of the Council of Teaching Hospitals -- provide information about U.S. programs and teaching hospitals.</p> <p>However, contrary to what is suggested under the Full Registration web page, the CPSM reports that foreign postgraduate clinical training (outside of Canada and the United States) will not be recognized to qualify the applicant for full registration but rather only for conditional registration.</p> <p>Under CPSM's 'Conditional Registration' webpage the qualification requirements are more clearly presented. Foreign postgraduate training is recognized and evaluated against detailed criteria. This means that for IMGs, some form of conditional registration is the only path to licensure in Manitoba.</p> <p>We note the strong personal support and assistance provided by CPSM's staff partially mitigate the concerns identified with CPSM's registration information package provided on its website. We also understand as part of the transition under the new <i>Regulated Health Professions Act</i>, the CPSM plans to update and reorganize its website. In the meantime, clinical requirements for full registration for IMGs need to be clarified.</p> |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|--|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 2. Documentation requirements. | ✓ | | | |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 3. Fees and fee payment options. | ✓ | | | |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 4. A realistic sense and range of the full costs involved in the process, including common associated costs. | | ✓ | | No realistic estimates of the full cost range of the process or of any common associated costs are provided in the registration material. Given the complexity, length and significant costs involved for IMGs, a realistic estimate of the cost range of licensure, including common associated costs, can be a critical support for proper planning. |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 5. Financial support opportunities. | | ✓ | | CPSM's registration material does not mention the possibility of financial support opportunities. CPSM advises applicants needing financial assistance and for information about employment opportunities to contact the Manitoba Health Workforce Policy and Planning. |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|---|---|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 6. Timelines and key dates. | | V | | <p>Limited timeline and key date information is provided on the CPSM's website. The CPSM reports that part of its planned revisions for its website will be to make clear application timing for IMGs applying for conditional registration through the University of Manitoba's IMG Program. The University of Manitoba provides detailed and helpful information about the timelines surrounding its IMG Program, including application timing information. Timeline information about the first step MCC exams and credential verification process can be found on various MCC websites.</p> <p>The OMFC understands that upon contact with the CPSM, communication with applicants is systematic and regular and that through this communication applicants are informed of the CPSM's assessment timelines and key dates. For a variety of reasons, complete timeline and key date information should be presented on CPSM's website.</p> |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 7. A realistic sense and time range of how long the entire process often takes. | | V | | <p>No realistic time range information is provided in the registration material. The University of Manitoba provides detailed and helpful information about the timelines surrounding its IMG Program, including application timing information.</p> <p>Given the complexity and length of the registration process, and with the currency of practice challenge many IMGs face, avoiding unnecessary delays can be mandatory for success. Realistic time range information is needed to support proper planning.</p> |
| M1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 8. Step-by-step, easy-to-navigate path of the registration process. | | V | | <p>CPSM's website is not organized to support easy navigation for IMGs. The CPSM is planning to revise and update the registration material on its website. This will include a dedicated section for IMGs, clearer articulation of the multiple registration pathways, application timing information and direct and associated fee information organized by registration pathway.</p> |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|--|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| 1. Applicants are provided clear, complete and accurate information about assessment and registration process. | 9. Information provided about opportunities for general and occupation-specific upgrading. | | ✓ | | No information about opportunities for professional upgrading is provided. In the case of IMGs unsuccessful upon application to the University of Manitoba's IMG Program, it would be helpful if this type of information were provided. |
| 2. Standards of practice are identified and periodically reviewed. | | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|----------|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| 3. Required qualifications are relevant and necessary for competent professional practice. | | | v | | <p>Required academic and clinical qualifications for the most part are reasonable. The MCC Evaluating Exam, however, is of questionable relevance and value.</p> <p>The MCC Evaluating Exam is a mandatory, first step screening exam that tests for basic, universal medical knowledge for the purpose of eliminating applicants who will not likely be successful with the MCC's first part Qualifying Exam. The Qualifying Exam is a summative exam that assesses medical knowledge and clinical decision making ability at a level expected of a graduate of a medical program in Canada. The content of these exams is similar, although the Qualifying Exam is more comprehensive and intensive.</p> <p>Before the introduction of the Evaluating Exam, failure rates for the Qualifying Exam were high: reaching upwards of 80% a sitting. Prominent reasons for these failure rates include the diverse quality of undergraduate medical schools found internationally, the challenges mid-career professionals face with academic tests, and a general lack of familiarity with the multiple-choice format among IMGs.</p> <p>The Evaluating Exam has recently been offered abroad at numerous international locations and so is now more accessible than the Qualifying Exam that is only offered in Canada. The Evaluating Exam allows IMGs who are not likely qualified an opportunity to be assessed abroad and so avoid the time and expense involved in failing the hard way; traveling to Canada to write and fail the Qualifying Exam. In this respect, the exam appears to be working. Since its introduction, failure rates for the Qualifying Exam have dropped by more than half: 33% is now a more typical result.</p> <p>A predictor test that reduces the time and expense unsuccessful applicants will face is commendable. Unfortunately, as it is currently implemented, the merit of the exam is questionable. A mandatory, \$1645.00 predictor test for a \$920.00 exam to follow represents a convenience for very few IMGs. For those destined to be successful, it is an expensive delay and even amongst those destined to fail the Qualifying Exam, many would find themselves in circumstances where it would be timelier and more cost effective simply to write and fail the Qualifying Exam.</p> |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|---|---|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| 3. Required qualifications are relevant and necessary for competent professional practice. | (continued) | | ✓ | | (continued) Given it holds no relevance for the qualifications actually recognized for MCC Licentiate certification – in other words, given its solely predictive, cost and time saving purpose -- the Evaluating Exam needs to be implemented in a way that better realizes its aim for all IMGs, whatever their circumstance and qualification. One solution would be to evolve the exam into a low-cost, non-mandatory, on-line self-assessment tool where IMGs could be given realistic information about their preparedness for the Qualifying Exam. |
| 4. Documentation requirements are reasonable. Alternative documentation opportunities are available and explained to applicants | 1. Difficult-to-provide documents – e.g. originals, syllabus – are warranted. | ✓ | | | |
| 4. Documentation requirements are reasonable. Alternative documentation opportunities are available and explained to applicants | 2. Alternative documentation opportunities are available and clearly explained. | ✓ | | | |
| 4. Documentation requirements are reasonable. Alternative documentation opportunities are available and explained to applicants | 3. Criminal records policy is warranted and clearly explained. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|--|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 5. Any third party assessments in the registration process are transparent, objective, impartial and fair. | 1. Applicants are provided clear, complete and accurate information about the role of third party assessments in the registration process. | ✓ | | | |
| 5. Any third party assessments in the registration process are transparent, objective, impartial and fair. | 2. Measures are in place to ensure third party assessment policy and practice is fair. | ✓ | | | |
| 5. Any third party assessments in the registration process are transparent, objective, impartial and fair. | 3. Third party assessment decisions are subject to appeal. | ✓ | | | |
| 6. Assessment of qualifications is transparent, objective, impartial and fair. | 1. Valid and reliable methods of assessment are employed for internationally educated applicants. | ✓ | | | |
| 6. Assessment of qualifications is transparent, objective, impartial and fair. | 2. Assessment methods and tools are subject to psychometric scrutiny and cultural review. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|---|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 6. Assessment of qualifications is transparent, objective, impartial and fair. | 3. Multiple assessment methods are available. Applicants have the opportunity to demonstrate competence. | ✓ | | | |
| 6. Assessment of qualifications is transparent, objective, impartial and fair. | 4. Knowledge and skills acquired through work experience are assessed, including international work experience. | ✓ | | | |
| 6. Assessment of qualifications is transparent, objective, impartial and fair. | 5. International educational credentials are subject to a reasonable, valid equivalency assessment: reasonable measure has been taken to acquire an informed understanding of the content of international educational programs and their equivalence to Canadian programs. | ✓ | | | |
| 6. Assessment of qualifications is transparent, objective, impartial and fair. | 6. The regulator has objective standards and criteria to assess knowledge and competencies acquired through work experience. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|---|---|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 7. Staffs responsible for assessment, appeals and working with internationally educated applicants received appropriate training and possess relevant expertise | 1. Training for the assessment academic qualifications. | ✓ | | | |
| 7. Staffs responsible for assessment, appeals and working with internationally educated applicants received appropriate training and possess relevant expertise | 2. Training for the assessment of work experience | ✓ | | | |
| 7. Staffs responsible for assessment, appeals and working with internationally educated applicants received appropriate training and possess relevant expertise | 3. Appeal training | ✓ | | | |
| 7. Staffs responsible for assessment, appeals and working with internationally educated applicants received appropriate training and possess relevant expertise | 4. Cross-cultural training. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|---|------------|-------------------|---------------|--|
| | | Compliant | Needs Improvement | Non-compliant | |
| 8. English and French language proficiency requirements for registration and professional practice are reasonable. | 1. French or English language proficiency levels are identified and based on the language demands of the profession. | | | | Not applicable. English language is currently not a registration requirement. However, it will become so under the new <i>Regulated Health Professions Act</i> . The CPSM's proposed language standard will align with other provincial physician regulators across the country. |
| 8. English and French language proficiency requirements for registration and professional practice are reasonable. | 2. Level of language proficiency identified at key points in the registration process – e.g., entry to practice vs. application or entry to gap training. | | | | Not applicable. See comments above. |
| 8. English and French language proficiency requirements for registration and professional practice are reasonable. | 3. The identification of the nature and type of communicative demands for professional practice and the assessment process | | | | Not applicable. See comments above. |
| 8. English and French language proficiency requirements for registration and professional practice are reasonable. | 4. The appropriate use of language proficiency tests, expiration dating and test-scores. | | | | Not applicable. |
| 8. English and French language proficiency requirements for registration and professional practice are reasonable. | 5. A variety of English language test are recognized | | | | Not applicable. |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|--|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 9. Assessment and registration process is relationally fair. | 1. Written reasons accompany assessment results. | ✓ | | | |
| 9. Assessment and registration process is relationally fair. | 2. Detailed feedback is provided about qualification gaps. | ✓ | | | |
| 9. Assessment and registration process is relationally fair. | 3. Applicants have the opportunity to discuss assessment and registration decisions of concern. | ✓ | | | |
| 9. Assessment and registration process is relationally fair. | 4. Applicants without appropriate qualifications receive advice and information about alternative careers. | ✓ | | | |
| 10. Registration process allows for different levels of recognition. | 1. Opportunity for restricted or conditional license and supervised practice. | ✓ | | | |
| 10. Registration process allows for different levels of recognition. | 2. Re-assessment only required in areas where competence has not been demonstrated. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|--|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 10. Registration process allows for different levels of recognition. | 3. Time-frames for re-assessment are consistent with currency of practice standards. | ✓ | | | |
| 11. A fair appeal or review process is available. | 1. All assessment and registration decisions that deny or condition registration are subject to appeal | ✓ | | | |
| 11. A fair appeal or review process is available. | 2. Appeal or review committee members are independent from those responsible for the original decision | ✓ | | | |
| 11. A fair appeal or review process is available. | 3. Timely hearings and appeal decisions | ✓ | | | |
| 11. A fair appeal or review process is available. | 4. Detailed, written reasons are provided to appellants for unfavorable decisions. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|---|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 11. A fair appeal or review process is available. | 5. Applicants are advised of their right to appeal. | ✓ | | | |
| 11. A fair appeal or review process is available. | 6. Appeal information accompanies any assessment and registration decision subject to appeal. | ✓ | | | |
| 12. Legal exceptions notwithstanding, applicants have full and timely access to their assessment results and records associated with registration. | 1. There is a process under which requests for records are considered. Fees for access to records are reasonable and do not exceed cost recovery. | ✓ | | | |
| 12. Legal exceptions notwithstanding, applicants have full and timely access to their assessment results and records associated with registration. | 2. Applicants are informed of their access to records and the process for requesting records. | | ✓ | | The CPSM has a process in place to allow applicants access to records. Applicants are advised informally, upon request. There is a need to introduce access to records information in CPSM's registration material. |
| 13. Fees involved in the assessment and registration process are reasonable. | 1. Fees do not exceed cost recovery. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|---|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 14. Assessment and registration process is timely. | 1. Reasonable measure is taken to ensure the prompt processing of applications and assessments. | ✓ | | | |
| 14. Assessment and registration process is timely. | 2. Communication with applicants is timely and systematic. | ✓ | | | |

Standard: *Dedicated and fair practices are in place for the assessment and registration of internationally educated applicants. Policies and procedures are documented, consistently followed and periodically reviewed to ensure effectiveness.*

| Elements | Criteria | Assessment | | | Office of the Manitoba Fairness Commissioner's Findings |
|--|--|------------|-------------------|---------------|---|
| | | Compliant | Needs Improvement | Non-compliant | |
| 14. Assessment and registration process is timely. | 3. Assessment and registration process is structured efficiently and minimizes unnecessary delays. | | ✓ | | <p>Comment:</p> <p>An IMG's assessment and registration process is long, difficult and competitive. A high level of academic training and knowledge of the physician's role in the Canadian health care system, mixed with serious and immediate public safety issues conspire to necessitate a rigorous, in-depth assessment process. The CPSM and other third party stakeholders have taken several measures to ensure that the multi-step assessment process is efficient and timely.</p> <p>The CPSM offers several pathways to registration including conditional registration, restricted license opportunities, as well as education, physician assistant and clinical assistant registers. We note CPSM's Manitoba Practice Assessment Program establishes an OSCE style assessment that allows IMGs a new route to full registration. The reality remains that expensive and resource limited competency assessments and clinical training opportunities mean that in Manitoba and across the country, many qualified IMGs will not be licensed. There are too many IMGs for the spots available. Those who are unsuccessful often spend several years and a lot of resource only to realize they will not be licensed and now are threatened by the prospect of permanently falling out of practice currency.</p> <p>Moving forward, as the CPSM continues to evolve its registration processes for IMGs there is a need to be mindful of this troubling reality and work, where possible, to deal more efficiently with those IMGs who will not be recognized. Shorter timelines for this group is also a pressing matter of fairness.</p> |

Fairness Commissioner's Recommendations

As a result of the OMFC's registration review of the College of Physicians and Surgeons of Manitoba (CPSM) and to ensure compliance to *The Fair Registration Practices in Regulated Professions Act*, the Fairness Commissioner recommends:

1. *That* CPSM revise the information on its website to provide a clear, complete and accurate picture of the assessment and registration process for IMGs, including:
 - a. An easy-to-navigate, step-by-step web page dedicated for IMGs that clearly explains the application process and various pathways to registration.
 - b. Clear explanation of the requirement for Conditional Registration for IMGs;
 - c. Realistic time and cost range of the process, including key date and timeline information;
 - d. Financial support opportunities, academic upgrading opportunities and an applicant's access to records.
2. *That* CPSM remove the Medical Council of Canada's Evaluating Exam as a registration requirement and that the CPSM contact the Medical Council of Canada to explore ways of implementing the Evaluating Exam in a manner more appropriate for a predictive assessment.
3. *That* CPSM work to implement a more timely and efficient assessment process for IMG applicants who will not be licensed.

College of Physicians and Surgeons of Manitoba's Action Plan

In response to the Fairness Commissioner's Recommendations, the College of Physicians and Surgeons of Manitoba proposed the following action plan as of June 2013. The plan is reprinted in its entirety under the 'CPSM's Planned Action(s)' column in the table below.

The CPSM's Action Plan will form the basis of its relationship with the OMFC moving forward. The plan is monitored by the OMFC and will be tracked in the 'Completion Date' box of the Action Plan as it comes to fruition. As the report will be available online, this allows any interested party to see the progress to date.

| OMFC's Recommendation | CPSM's Planned Action(s) | Short Term Less than 3 months | Medium Term 3 months to 1 year | Long Term 1 year or more | Completion Date |
|---|---|----------------------------------|-----------------------------------|-----------------------------|-----------------|
| <p>1. That CPSM revise the information on its website to provide a clear, complete and accurate picture of the assessment and registration process for IMGs, including:</p> <ul style="list-style-type: none"> a. An easy-to-navigate, step-by-step web page dedicated for IMGs that clearly explains the application process and various pathways to registration. b. Clear explanation of the requirement for Conditional Registration for IMGs; c. Realistic time and cost range of the process, including key date and timeline information; d. Financial support opportunities, academic upgrading opportunities and an applicant's access to records. | <p>1. On the Website under Registration – modify the overview as a more directional pathway starting with what is required for Full Registration and then directing the applicant to the requirements for Conditional registration, Educational registration, etc. It is proposed that there be a link to a webpage with clear step by step directions.</p> <p>2. On the step by step direction link, for Conditional registration, Licensure Information, separate the webpage into two separate pages: General Practice and Specialist. This webpage will give step by step directions along with time frames and cost for each step (time frame for General Practice will be taken from the University of Manitoba website).</p> | | | Sept 2014 | |

| OMFC's Recommendation | CPSM's Planned Action(s) | Short Term Less than 3 months | Medium Term 3 months to 1 year | Long Term 1 year or more | Completion Date |
|--|---|----------------------------------|-----------------------------------|-----------------------------|-----------------|
| <p>Regulator's Comments:</p> <p>CPSM agrees that the information on its website must be clarified. CPSM intends to establish a separate page for IMGs which will provide a complete outline of the process and the requirements for the IMGs. In addition, this page will set out a timeline and costs to the extent that CPSM is able to identify them. Should there be information that is required from other sources, CPSM will place a direct link to those sources on the relevant page of the website or will summarize or, if possible, include the required information on the relevant page on its website. The new website must be operational for September 2014 but CPSM will also work towards ongoing modifications of its current website to provide more complete or clearer information.</p> <p>With respect to #1 c. there are certain costs which are not fixed and there are required costs which are incurred during the assessment process. Some employers presently require pay back by the successful applicants. These include costs such as the cost of assessment, the IMG compensation during the assessment and the follow up supervisor and mentor costs. These charges vary depending on the individual contract. CPSM cannot provide specific information on those costs on the website.</p> <p>With respect to #1 d. CPSM will attempt to find out to whom applicants can be referred for financial support and will provide a link to the University for information on academic upgrading. CPSM will set out its policy with respect to access to records and publish this information on the website.</p> <p>Some aspects of the web site re-design may be available earlier.</p> | | | | | |
| <p>2. <i>That</i> CPSM remove the Medical Council of Canada's Evaluating Exam as a registration requirement and <i>that</i> the CPSM contact the Medical Council of Canada to explore ways of implementing the Evaluating Exam in a manner more appropriate for a predictive assessment.</p> | <p>No Planned Action. Please refer to the comments.</p> | | | | |

| OMFC's Recommendation | CPSM's Planned Action(s) | Short Term Less than 3 months | Medium Term 3 months to 1 year | Long Term 1 year or more | Completion Date |
|-----------------------|--|----------------------------------|-----------------------------------|-----------------------------|-----------------|
| | <p>Regulator's Comments:</p> <p>CPSM cannot and will not support the elimination of the evaluating examination [MCCEE], as that examination is a reasonable requirement for reasons set out below.</p> <p>CPSM, along with all of the other Medical Regulatory Authorities in Canada, believes that the MCCEE is a validated, substantive tool. Moreover, it is the most accessible, available and timely examination to predict potential success in the registration process. The questions are multiple choice which is the same as the Qualifying Examination part I, but are related to specific medical knowledge. The Evaluating Examination does not deal with the legal, ethical or organizational Canadian standards, which are reviewed by the Qualifying Examination parts I and 2. The overall success in the QE1 has increased dramatically since the MCCEE evaluating exam was introduced to address high failure rates of the QE1 by International Medical Graduates. Clearly it is a very appropriate method for keeping applicants from further fruitless attempts at the MCC examination if there is very little or no chance of their success.</p> <p>The Medical Council of Canada examination process has been accepted as the national standard in Canada for 100 years and all Canadian medical regulatory authorities require it. It is also recognized as a world class process by all other countries worldwide. The Medical Council of Canada will not agree to the request from one province to remove the MCCEE. The Medical Council of Canada is an organization of all of the medical regulators and all of the medical schools in Canada.</p> <p>If Manitoba were forced to eliminate the evaluating examination, IMGs could not access the Qualifying Exam parts 1 or 2 and therefore would not be eligible for licensure in Manitoba or anywhere in Canada. Also if Manitoba changed its requirements with respect to the Medical Council of Canada examinations, IMGs would no longer be able to transfer to other provinces through the Agreement on Internal Trade and would therefore be seriously disadvantaged.</p> <p>The cost of the MCCEE is set by MCC and reflects the cost of administering the exams. The examination is available at many sites throughout the world and is, therefore, more expensive to operate. If the applicants were required to travel to Canada in order to take the qualifying examinations without first succeeding in the evaluating examination, the total cost would be more prohibitive to them.</p> <p>CPSM encourages the Fairness Commissioner to contact Dr. Ian Bowmer, Executive Director of the Medical Council of Canada to discuss the merits and value of the MCCEE as an efficient predictive tool.</p> | | | | |

| OMFC's Recommendation | CPSM's Planned Action(s) | Short Term Less than 3 months | Medium Term 3 months to 1 year | Long Term 1 year or more | Completion Date |
|---|---|----------------------------------|-----------------------------------|-----------------------------|-----------------|
| 3. That CPSM work to implement a more timely and efficient assessment process for IMG applicants who will not be licensed. | No Planned Action as the majority of the delays are not within our authority. Please refer to the comments. | | | | |
| <p>Regulator's Comments:</p> <p>The CPSM believes that the MCC evaluating examination is both a timely and efficient method of assessing applicants and identifying those who will likely not be successful in their application. Delays in the assessment process are external to the CPSM. For example, the CPSM has no control over the provision of documents because those are provided by other countries or other International Regulatory Authorities. The assessments are implemented by the IMG Committee. The CPSM has no control over the assessment or specific operation of the selection process. Moreover, it would be inappropriate to do so. These processes require significant resources from a limited resource pool and therefore the system is only able to review a finite number of candidates at this time. Moreover, work is being done to operationalize a practice ready NAC [National Assessment Collaboration] OSCE [Objective Structured Clinical Examination] for 2015, which is intended to be another valid predictor of success prior to admission to assessment.</p> <p>CPSM will certainly review its processes to determine if there is any part which can be modified to be more efficient, although we believe currently that the matters under CPSM's control are performed as efficiently as possible.</p> | | | | | |

Fairness Commissioner's Statement of Compliance

The College of Physicians and Surgeons of Manitoba's Action Plan is in some respects a very positive response to the recommendations resulting from the OMFC Registration Review.

The College's commitment to improve its registration information for International Medical Graduates (IMGs) will support fairer practice and be consistent with *The Fair Registration Practices in Regulated Professions Act*.

Improving information will address a significant problem for IMGs. Indeed, clear, complete and accurate information proved itself to be an issue for the OMFC in the course of our review as we found ourselves challenged to understand the process relying solely on publically available information.

This report recognizes the College's commitment to the fair assessment and recognition of IMGs who undergo an extensive and dedicated system of assessments with multiple exams, OSCEs and clinical training. The College's partnerships with the University of Manitoba's Faculty of Medicine in the IMG Programs is telling both of this commitment and of the complexities of assessing and integrating IMGs.

I am disappointed the College has declined to take action on my recommendations:

1. To review its assessment process to implement a more timely and efficient process for those who will **not** be licensed;
2. To drop the Medical Council of Canada's Evaluating Exam as a registration requirement and to employ the exam in a manner more appropriate for a predictive assessment be addressed.

These are both challenging recommendations that deal with pressing matters of fair practice that need attention. Even though they involve third party practice and a national system of assessment, I believe they call for leadership from the College. Solutions and better practice are real possibilities but require vision and a champion willing to challenge the status quo.

I will continue to pursue both of these matters with the College and relevant stakeholders to move things forward. I am presently encouraged by my Office's exchanged with the Medical Council of Canada regarding their Evaluation Exam and their willingness to further discuss this issue.

I have appreciated the active participation of the College in OMFC sponsored activities and the collegiality exhibited by the Executive Director and Registrar since the beginning of this work. I value this spirit and professionalism and trust it will continue in the future.

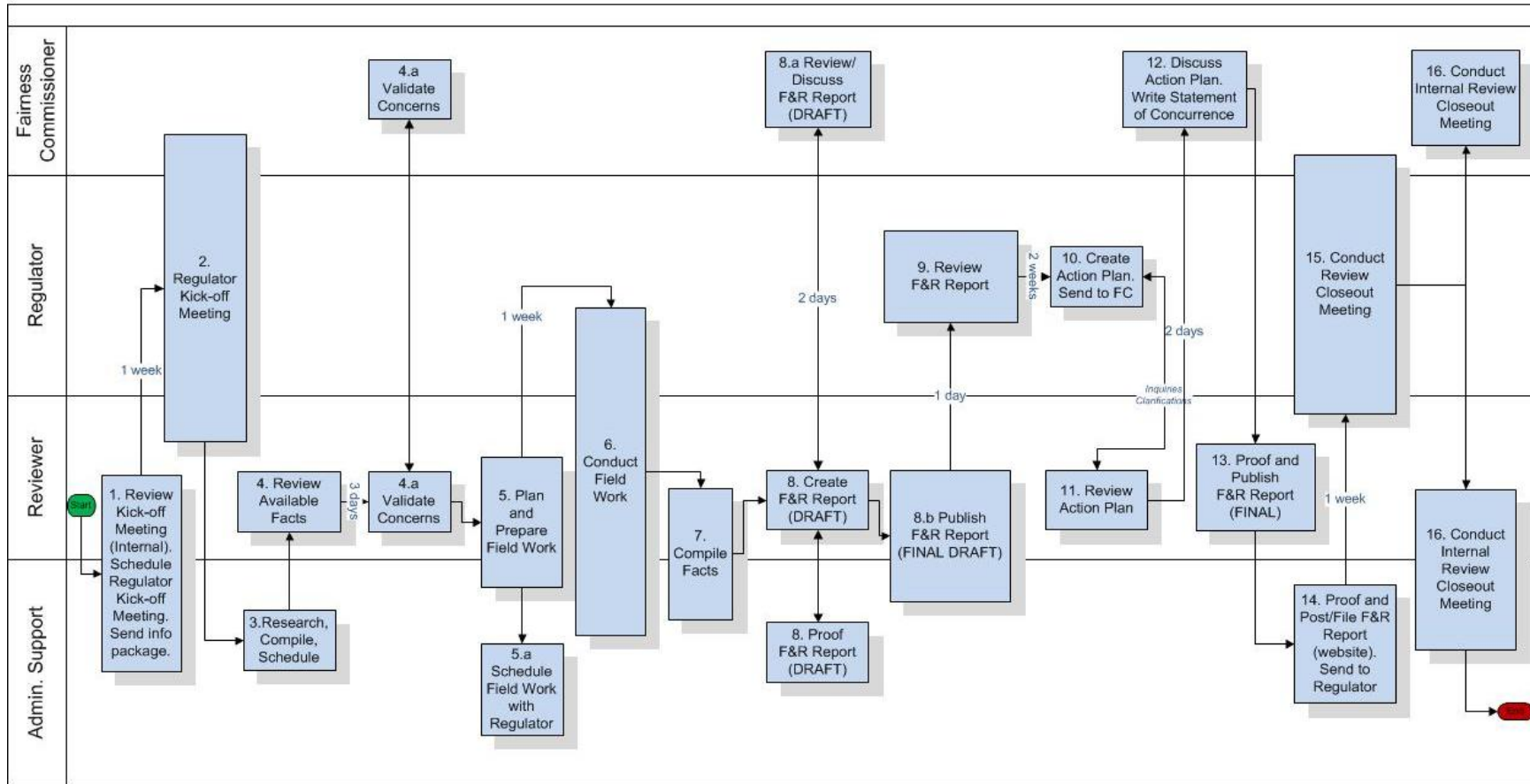


Ximena Munoz

Manitoba Fairness Commissioner

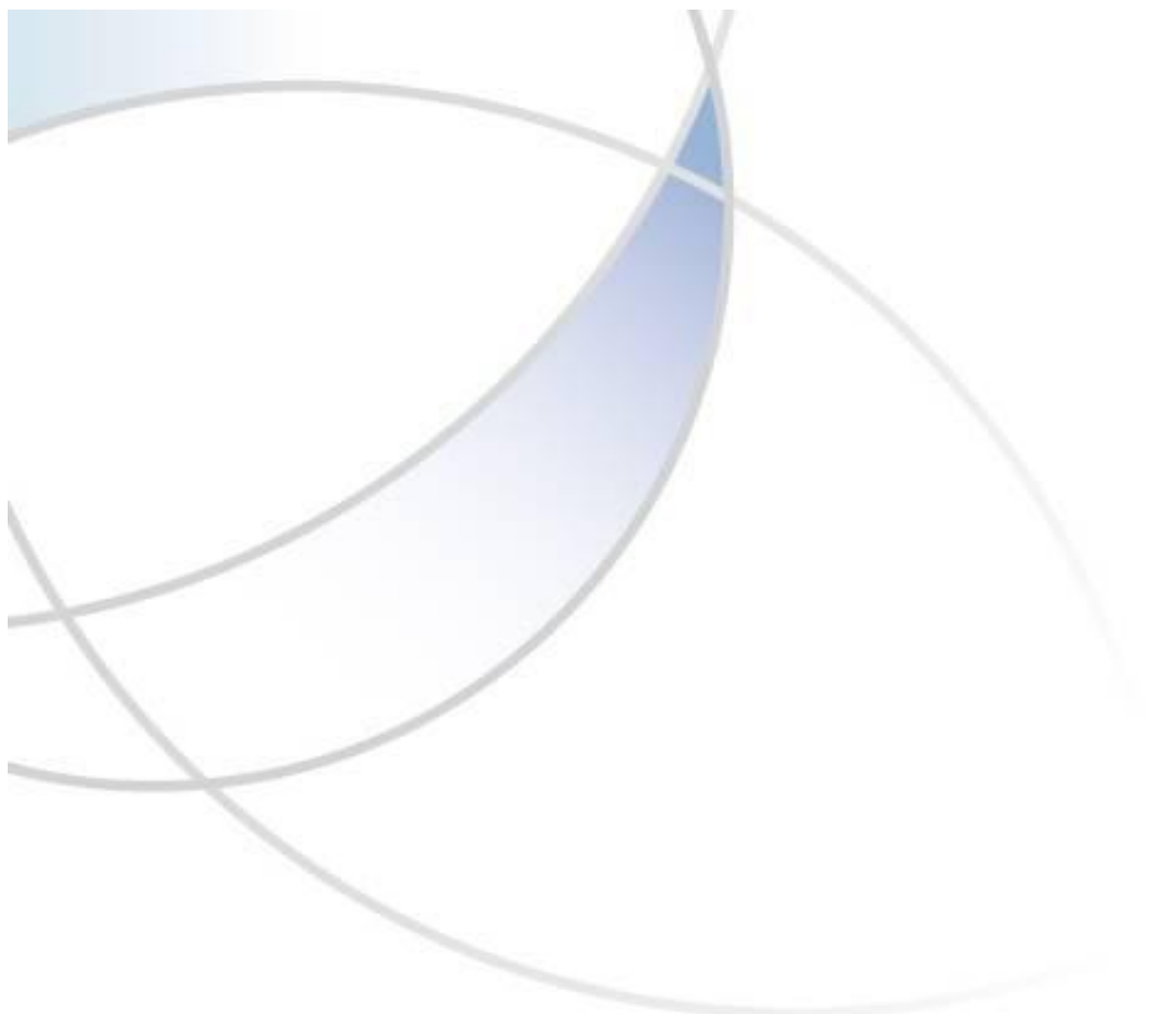
Appendix A

OFFICE OF THE MANITOBA FAIRNESS COMMISSIONER Registration Review Process



Appendix B

| CPSM's Registration Review | | |
|---|--|--|
| Activity | Description | Date |
| Block Meeting | <ul style="list-style-type: none"> Meeting between OMFC, CPSM and other regulators in the block of reviews for this period Registration review process presented Review schedule set Documentation requested | <ul style="list-style-type: none"> January 7, 2013 |
| Kick-Off Meeting | <ul style="list-style-type: none"> Launch of CPSM's registration review Key decisions makers from regulator in attendance Collect requested documentation Fieldwork planned | <ul style="list-style-type: none"> February 1, 2013 |
| Fieldwork | <ul style="list-style-type: none"> Collect information otherwise unavailable through public information and policy documents Clarify information and acquire a more in-depth understanding of policy and practice | <ul style="list-style-type: none"> March 4, 2013 |
| Findings and Recommendations Report | <ul style="list-style-type: none"> CPSM receives a report with the review findings, the Fairness Commissioner's recommendations and a request for an Action Plan Findings and Recommendations Meeting | <ul style="list-style-type: none"> March 20, 2013 March 20, 2013 |
| Action Plan | <ul style="list-style-type: none"> CPSM's Action Plan submitted to OMFC | <ul style="list-style-type: none"> April 15, 2013 |
| Final Registration Review Report | <ul style="list-style-type: none"> Final report submitted to CPSM; report contains the review findings, the Fairness Commissioner's recommendations, CPSM's Action Plan, and the Fairness Commissioner's Compliance Statement | <ul style="list-style-type: none"> June 17, 2013 |
| Registration Review Closeout Meeting | <ul style="list-style-type: none"> Discuss review results & Action Plan Final report uploaded to OMFC's website | <ul style="list-style-type: none"> June 25, 2013 June 25, 2013 |



OFFICE OF THE MANITOBA
FAIRNESS COMMISSIONER

301-155 Carlton Street, Winnipeg, MB R3C 3H8

E-mail: omfc@gov.mb.ca

Tel.: 204.945.7353

Fax : 204.948.4712

www.manitobafairnesscommissioner.ca