

2017 Registration Review Report

Manitoba Chiropractors Association

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Executive Summary

The 2017 Registration Review Report for the Manitoba Chiropractors Association (MCA) examines their state of progress with regard to the fair consideration of individuals educated outside of Canada. The Fairness Commissioner identifies progress opportunities and MCA responds with an action plan.

MCA's licensure process for internationally educated chiropractors (IECs) is straightforward, timely and effective. From 2011 to 2016, all forty of MCA's internationally educated applicants successfully registered in some capacity, taking on average, a little over a month to do so. Almost all in this group, 95%, trained in recognized academic programs in the United States.

Subsequent to their participation in the Office of the Manitoba Fairness Commissioner's (OMFC) 2012 self-assessment workshop, MCA:

- Improved their information package for internationally educated applicants, introducing better information about registration steps, timelines, links to third parties, documentation requirements, appeals, financial supports, and language proficiency information
- Revised and streamlined documentation requirements; passport photos no longer need to be notarized and undergraduate education transcripts are no longer required. Further streamlining is anticipated as MCA is currently working to eliminate the need for applicants to arrange the third party submission of academic documents twice, first to the Canadian Chiropractic Examining Board and then to MCA
- Recently moved to approve a new criminal records check policy. Applicants with landed immigration status no longer have to provide criminal records checks from their home jurisdictions

In the current review, the Fairness Commissioner identifies a need for MCA to provide accurate, updated registration information about their exam eligibility assessment and to continue working with the OMFC to improve data collection.

In response, MCA commits with plans to:

- Review the exam eligibility assessment process and update the registration information. If needed in the interim, MCA is committed to work with applicants to see what may be possible on a case-by-case basis
- Explore expanded data collection with CCEB

The Fairness Commissioner sees MCA's Action Plan as a positive response to the progress opportunities.

Introduction

The Fairness Commissioner conducts registration reviews following her mandate under *The Fair Registration Practices in Regulated Professions Act* (Act) to review the assessment and registration practice of regulatory bodies subject to the 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 for improvement. Compliance to the legislation refers both to the fairness of assessment and registration practice, with particular attention to the fair consideration of internationally educated applicants, as well as the co-operation of the regulator with the Fairness Commissioner.

The Act stipulates that registration reviews are 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.

This 2017 registration review focuses on a few critical issues the Fairness Commissioner has identified as key for Manitoba regulators to make progress; the need for timely registration, the recognition of professional work experience and supervised practice opportunities.

This report evaluates the Manitoba Chiropractors Association's (MCA) assessment and registration practice in terms of its overall state of fair practice and identifies progress opportunities. This includes an analysis of MCA's activities to improve practice to date and practices regarding the critical areas of timely registration, the recognition of professional work experience and supervised practice opportunities.

This report is a public document and will be posted on the OMFC's website and submitted to the Minister of Education and Training and the Minister of Health, Seniors and Active Living.

Context of the Profession in Manitoba

Chiropractic is a health care discipline that emphasizes the inherent recuperative power of the body to heal itself without the use of drugs or surgery.

Chiropractors focus on the relationship between structure (primarily of the spine, but also the extremities) and function (as co-ordinated by the nervous system) and how that relationship affects the preservation and restoration of human health and healing. They advise and educate patients and their communities in areas of structural and spinal hygiene and healthy living practices.

Chiropractors diagnose and treat patients whose health problems are associated with the body's muscular, nervous, and skeletal systems, especially the spine.

In Manitoba and Canada, most chiropractors work in private practice clinics. Some also practice in multi-disciplinary private clinics working with other healthcare providers. Generally, chiropractors are not yet integrated into hospital and medical facilities, but there is increasing levels of collaboration in all areas of Canadian healthcare. Chiropractors will often refer to other health care practitioners for conditions that are outside of their scope of practice.

In Canada, the doctorate level academic training for chiropractors is similar to that in the United States, Australia, and some jurisdictions in Europe. Approved chiropractic programs in these jurisdictions hold membership with the Council on Chiropractic Education International. In Canada, graduates of these programs qualify to write the Canadian Chiropractic Examining Board's national exams.

As of December 2016, the Manitoba Chiropractors Association (MCA) has 289 members. MCA will be transitioning under *The Regulated Health Professions Act* sometime in the near future. Under the new legislation, MCA will become the College of Chiropractors of Manitoba.

Over the past year, MCA and the profession in Manitoba have undergone some significant changes. A new Executive Director and Manager of Operations, Member and Regulatory Services are in place at MCA. In Manitoba, chiropractic services no longer qualify as a partially insured benefit and a directive requiring patient waivers for neck procedures are now required.

Overview of Assessment and Registration Process

The Manitoba Chiropractors Association (MCA) licenses and regulates the practice of chiropractic in Manitoba under the authority of *The Chiropractic Act* (C.C.S.M. c. C100) and Regulations (66/86 and 100/2008). In order to practice chiropractic in Manitoba, and use the title 'Chiropractor' ("doctor of chiropractic: D.C."), persons must be registered and have a valid certificate to practice with MCA.

Qualifications

Principal qualifications required for licensure as a chiropractor include possessing a doctorate of chiropractic from an academic program accredited by the Canadian Federation of Chiropractic Regulatory and Educational Accrediting Boards or from an academic program judged equivalent by a provincial regulator. In addition, successful completion of the national exams administered by the Canadian Chiropractic Examining Board (CCEB) and a provincial jurisprudence exam are required.

Assessment and Registration Process

MCA's assessment and registration process has a few key steps:

1) Canadian Chiropractic Examining Board Certification

Applicants need certification by the Canadian Chiropractic Examining Board (CCEB). This involves applying and successfully completing three exams offered three times a year at select locations in Canada and a few locations internationally. Currently there are no exam sites in Manitoba.

To qualify to write the CCEB exams, applicants must have trained in accredited academic programs from jurisdictions with membership in the Council on Chiropractic Education International.

Individuals with academic credentials not recognized by CCEB need approval for exam eligibility by a provincial regulator. In this case, applicants contact MCA for an eligibility assessment.

CCEB requires applicants to supply:

- Professional passport-type photograph
- Transcripts submitted directly from the applicant's educational institution. An eligibility letter from the institution may allow soon-to-be graduates to write and conditionally certify before graduation
- If applicable, a letter of eligibility from a provincial regulator
- Exam and administration fees up to \$3,305 (all 3 exams)

CCEB has three exams that test for minimal competency to enter chiropractic practice in Canada:

Component A – basic and applied sciences

Component B – clinical decision-making and diagnostic imaging

Component C – clinical skills evaluation

Component A tests basic chiropractic knowledge, while Component B tests the application of that knowledge to clinical situations. Both of these tests use multiple-choice questions. Component C is an observed structured clinical encounter (OSCE) focused on application of the candidate's clinical skills.

Candidates with over three years of work experience in a regulated practice environment may be exempt from taking Component A.

2) Apply to the Manitoba Chiropractors Association

Upon CCEB certification, applicants apply for registration with the MCA. The following documentation is required:

- Transcripts from an accredited doctor of chiropractic educational program
- Government issued photo identification
- Confirmation from CCEB of successful completion of Parts A, B, and C (CCEB certificate)
- Completion of MCA's Initial License Application and Declarations
- If applicable, Letter of Good Standing from current jurisdiction of practice
- Criminal reference check and vulnerable sector search for the applicant's time in Canada
- Application fee: \$325

Applicants must then write MCA's provincial jurisprudence examination. This is an open book, multiple-choice exam testing for knowledge related to *The Chiropractic Act*, Manitoba Regulations, By-Laws and Standards of Practice. MCA supplies a study package and applicants write at the MCA office in Winnipeg. This can usually be arranged within a few days' notice. There is no fee to write the exam.

3) Registration

Upon completion of the above requirements, to register applicants provide MCA:

- Confirmation as to when their practice will commence
- Payment of MCA's \$3,200 membership dues

- Documentation of malpractice liability coverage with minimum coverage of \$2 million per claim (\$4 million aggregate per year). Cost range is from \$1,200 – 2,500 (2017). Members of the Canadian Chiropractic Association can obtain a group insurance rate through a Canadian Chiropractic Protective Association program.

Appeal Process

Registration decisions that deny or condition registration are appealable to MCA’s Board. The appellant must make notice of appeal within 30 days from receipt of the decision. The Court of Queen’s Bench of Manitoba may hear further appeal from a decision of MCA’s Board within two months from the date of the order or decision of the board.

National examination results are appealable to CCEB.

Time and Cost

The time to be assessed and registered varies depending on the circumstance of the applicant. MCA reports the typical timeframe is about a year. MCA’s registration data from 2011 to 2016 indicates most applicants are taking six to eight months to be licensed.

Direct costs to register total approximated \$8,500. Additional costs may be incurred securing documentation, translating documents, preparing for exams. Significant associated costs may be involved completing out-of-province exams.

2017 Fees

CCEB Examinations

Component A – Basic and Applied Sciences	\$790 (Canadian Sites) \$1,125 (Australia)
Component B – Clinical Decision Making and Diagnostic Imaging	\$790 (Canadian Sites) \$1,125 (Australia)
Component C – Clinical Skills Evaluation	\$1,575
Administration	\$150
Late Fee (Components A and B)	\$250
Component C	\$500
Retabulation	\$150
Replacement CCEB Certificate	\$150
Appeals	\$100, \$250 or \$500 depending on the level of the appeal

MCA

MCA License application fee	\$325
CCA dues	\$505
MCA dues	\$3,200
Malpractice liability protection (cost will vary dependent on carrier) average	\$1,200 - \$2,500

State of Progress

The Manitoba Chiropractors Association (MCA) is committed to the fair assessment and recognition of internationally educated chiropractors (IECs).

MCA's licensure process is timely and effective. From 2011 to 2016, all of MCA'S internationally educated applicants have been licensed or conditionally licensed in under a year. This is an impressive track record and an important one for Manitoba, as the majority of MCA's members and applicants are internationally educated.

MCA's licensure process benefits from the similarity of accreditation standards for academic programs found in Canada, the United States, Australia, and Europe. Graduates of recognized chiropractic programs in jurisdictions holding membership with the Council on Chiropractic Education International are eligible to write the Canadian Chiropractic Examining Board's (CCEB) national exams. The licensure process is straightforward and does not require any remedial academic coursework.

Out-of-province travel is required for the national exams and may be costly to arrange.

For applicants educated in chiropractic programs that do not qualify them to write CCEB exams, MCA determines academic qualification and eligibility to proceed with the national exams. To date, 2011 to 2016, MCA has not had applicants in need of this assessment.

2013 Registration Review and Recent Progress

MCA underwent an OMFC registration review in 2013, participating in a two-day self-assessment workshop. At this time, MCA identified a need:

- To develop a dedicated landing page on its website for internationally educated applicants and provide more complete registration information
- To revise its criminal records policy such that the security check conducted by the federal government for landed immigrants would be recognized and applicants would only have to supply checks for their time in Canada
- To streamline documentation requirements and synchronize its requirement with CCEB
- Review and introduce staff and board member training for assessment and appeals

Subsequently, MCA took steps regarding most of these issues:

- A much improved information package for internationally educated applicants is now available. This includes more complete information about registration steps, timelines, links to third parties, documentation requirements, appeals, financial supports, and language proficiency information
- Some documentation requirements are revised and streamlined. Passport photos no longer need to be notarized and undergraduate education transcripts are no longer required. Further streamlining is anticipated as MCA is currently working to eliminate the need for applicants to arrange the third party submission of academic documents twice, first to the Canadian Chiropractic Examining Board and then to MCA.
- Recently, December 2017, Council moved to approve a new criminal records check policy. Applicants with landed immigration status no longer have to provide criminal records checks from their home jurisdictions.

In 2013, MCA approached the province to establish an Agreement on Internal Trade legitimate exception to the College of Chiropractors of British Columbia's practice of waiving the national exam for people from jurisdictions that had similar academic training and regulatory exams.

The Fairness Commissioner supported the province's decision to deny the exception. Recognizing academic training, licensing assessments and exams as being substantively equivalent to Canadian ones is a practice that supports timely, effective registration. MCA disagreed, feeling the differences between the Canadian national exams and the assessments in question were sufficient to warrant requiring the Canadian exams.

Progress Opportunities

There are two progress opportunities:

- a) MCA now provides a much-improved information package for its applicants. However, better information about MCA's academic consultation would be important for applicants in need of approval to write CCEB exams.

Part of the concern over the lack of information MCA provides for their exam eligibility assessment reflects a lack of clarity about what such an assessment would require and involve. It is not clear what type of academic training and professional experience would qualify someone to write the exam or what remedial upgrading opportunities may be available to fill gaps.

MCA has not had an applicant in need of an eligibility assessment in the 2011 to 2016 period. Moreover, the OMFC understands that if such an application arose, MCA is committed to working with the individual to see what would be possible.

- b) MCA has worked co-operatively with the OMFC to supply registration data on Manitoba's IEC applicants. Before applying to MCA, these applicants first apply to CCEB to write the national exams. This means some may not apply to MCA if they are not successful completing the exams. With no application to MCA, these individuals will not show up in MCA's registration data. Further exploration of the data collected from CCEB is worthwhile to see if we can obtain a fuller picture of what is happening for all Manitoba IECs seeking licensure.

Continued work improving data collection will be helpful to ensure we have a complete, fact-based understanding of timelines and outcomes. This data may also be helpful to support any future considerations to improve the process.

Progress Opportunities

The Fairness Commissioner sees the following opportunities for progress regarding the Manitoba Chiropractors Association's assessment and registration practice:

1. Accurate, updated registration information is needed for individuals trained in academic programs not recognized by CCEB.
2. Continuing work with the OMFC to improve data collection will help provide a strong, fact-based understanding of timelines and outcomes for internationally educated applicants in Manitoba. This includes the need to explore data collection from CCEB to ensure we have a good understanding of internationally educated chiropractors from Manitoba who engage the national process.

Fairness Commissioner's Recommendation

To ensure compliance to *The Fair Registration Practices in Regulated Professions Act*, the Fairness Commissioner recommends that the Manitoba Chiropractors Association take action regarding the above progress opportunity.

Manitoba Chiropractors Association – Action Plan

In response to the Fairness Commissioner’s recommendation, the Manitoba Chiropractors Association (MCA) proposed the following Action Plan as of November 30, 2017.

Progress Opportunity	Action(s)	Completion Date
<p>1. Accurate, updated registration information is needed for individuals trained in academic programs not recognized by CCEB.</p>	<p>We will review what may be possible on the type of education needed and possible remedial coursework opportunities for applicants trained outside of CCEB recognized academic programs. Upon this review, we will update our registration information accordingly.</p> <p>In the interim, MCA is committed to work with any applicant in this circumstance to see what may be possible.</p>	<p>December 2018</p>
<p>2. Continuing work with the OMFC to improve data collection will help provide a strong, fact-based understanding of timelines and outcomes for internationally educated applicants in Manitoba. This includes the need to explore data collection from CCEB to ensure we have a good understanding of internationally educated chiropractors from Manitoba who engage the national process.</p>	<p>The MCA will reach out to CCEB and attempt to create a communication protocol for those taking the CCEB and those that consent to information exchange.</p>	<p>February 2018</p>

Action Plan Follow-Up

A planned follow-up meeting with MCA and the OMFC will occur in January 2019 to discuss the implementation status of the Action Plan.

Statement of Compliance

The Manitoba Chiropractors Association's Action Plan is a positive response to the progress opportunities identified in this report.

The Association's licensure process works well for internationally educated chiropractors trained in recognized academic programs or programs with membership in the Council on Chiropractic Education International.

I am encouraged by MCA's commitment to review and resolve a potential licensure path for applicants trained outside of the recognized academic programs. Most impressive is the strong commitment expressed by the new executive director to work with any individual on a case-by-case basis to see what may allow licensure in an environment where the options may not yet be fully clear.

These commitments and the actions MCA has taken to date, including engaging with CCEB to synchronize documentation requirements, are important steps in the progressive evolution of MCA's practice.

I look forward to our future engagement.



Ximena Munoz
Manitoba Fairness Commissioner

Appendix I: 2011-2015 Registration Data

The Manitoba Chiropractors of Manitoba (MCA) reports annually to OMFC on the registration of internationally educated Chiropractors in Manitoba.

MCA received 43 total applications between 2011 and 2015. Among these applications, 77 per cent were internationally educated applicants (IEAs).

Many IEAs are Canadians trained in the United States who come back to practice in Manitoba. Provincial immigration statistics indicate only a few chiropractors immigrated to Manitoba between 2011 and 2016.

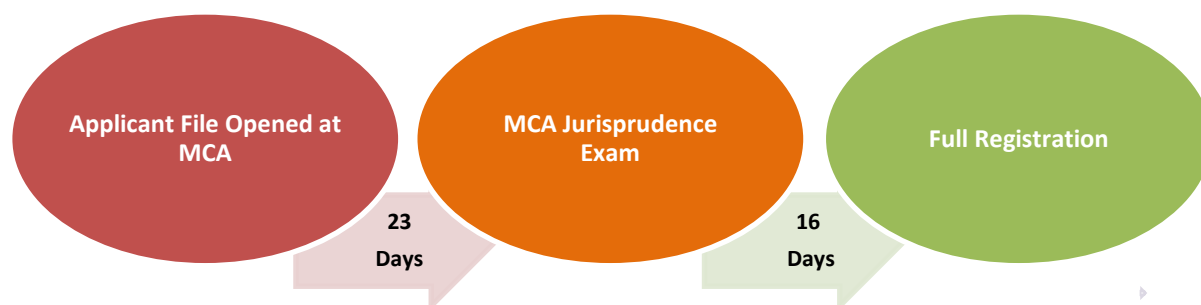
The top country of education was the United States representing 94 per cent of IEAs followed by those from Australia.

LSM's Assessment and Registration Process



With regard to licensure outcomes, 97 per cent of IEAs obtained full registration by the end of 2015. The remaining applicant was still in process by the end of 2015.

With regard to licensure timelines, the average time to full registration upon application to MCA was 39 calendar days or just over a month. This one-month timeline does not include the time to apply to the first step, CCEB and complete the national CCEB exams.



This analysis of 2011-2015, MCA applicant registration data was provided by the Manitoba Bureau of Statistics.

Appendix II: 2017 Registration Review Process

The OMFC's review process has several key steps: meeting to discuss the focus and process of the review, agreeing to a review schedule, documenting, evaluating and preparing a progress report, and achieving an action plan to move things forward. The process is designed to support regulators to further evolve registration practice and realize progressive change.

Activity	Description	Date
Registration Review Workshop	<ul style="list-style-type: none"> Group meeting between OMFC and regulators Latest data and research presented Fairness Standard, review focus and process presented Review schedule provided 	June 10, 2016
Progress Report	<ul style="list-style-type: none"> Report on MCA fair practice progress Includes analysis of timely registration, recognition of professional work experience and supervised practice opportunities Progress opportunity identified Recommendation from Fairness Commissioner to address the progress opportunity 	October 19, 2017
Progress Meeting	<ul style="list-style-type: none"> MCA and Fairness Commissioner discuss report and possible actions MCA is considering addressing the progress opportunity 	November 23, 2017
MCA Action Plan	<ul style="list-style-type: none"> MCA's Action Plan submitted to OMFC 	November 30, 2017
2017 Registration Review Report	<ul style="list-style-type: none"> Report submitted to MCA Report contains the review findings, MCA's Action Plan, and the Fairness Commissioner's Compliance Statement 	December 14, 2017
Registration Review Closeout Meeting	<ul style="list-style-type: none"> MCA and Fairness Commissioner discuss Registration Review Report, potential OMFC support for actions and how MCA's action plan will inform the relationship moving forward Registration Review Report submitted to Minister of Education and Training, the Minister of Justice and uploaded on OMFC website 	December 18, 2017
Action Plan Follow-Up	<ul style="list-style-type: none"> Meeting between MCA and OMFC to discuss status of action plan implementation 	January 2019

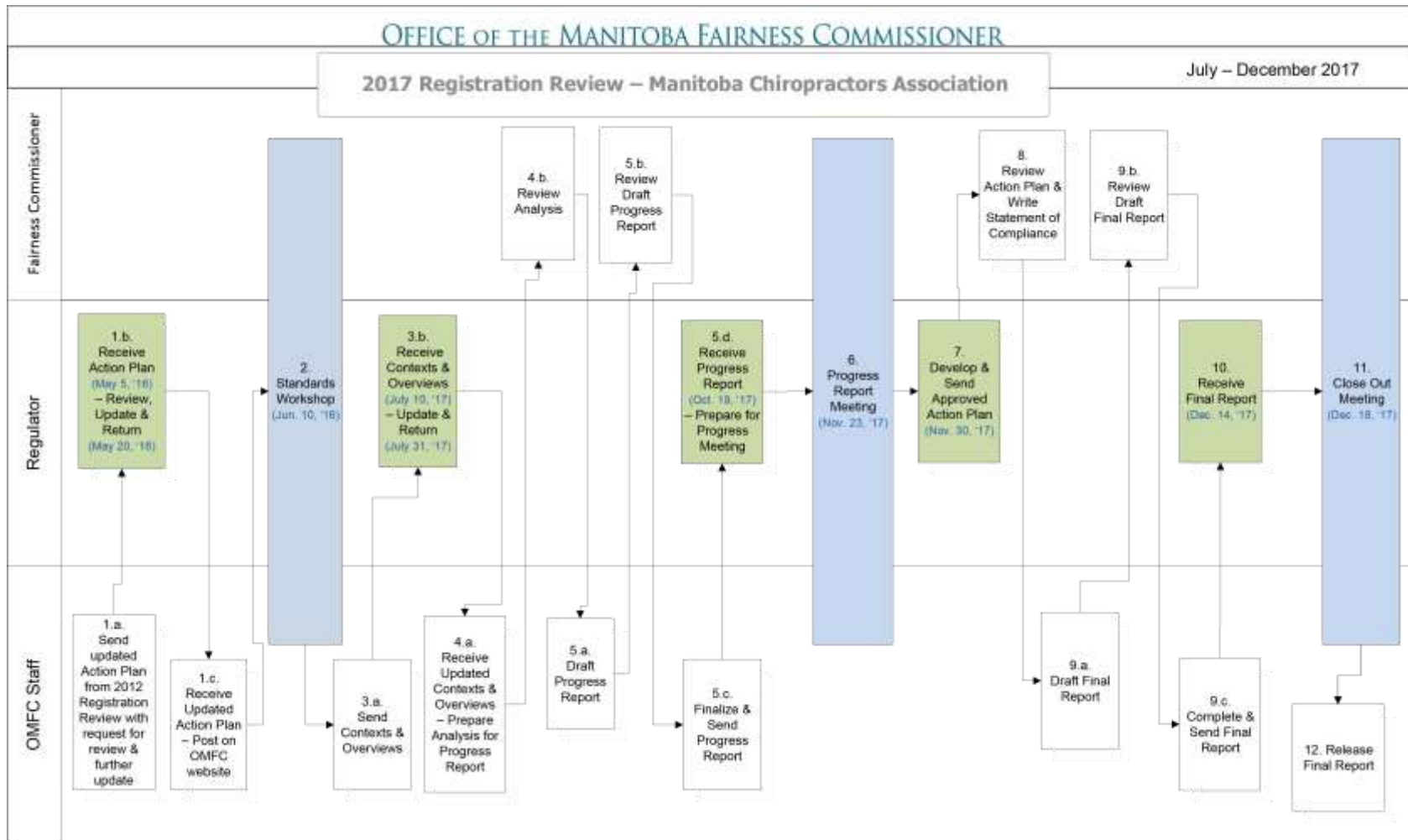
Review participants:

Lisa Goss, Executive Director, Manitoba Association of Chiropractors

OFFICE OF THE MANITOBA FAIRNESS COMMISSIONER

2017 Registration Review – Manitoba Chiropractors Association

July – December 2017





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