December 2021

Registration Data Report

College of Registered Nurses of Manitoba

Fair Registration Practices Office

Manitoba

Contents

Executive Summary

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

Registration data indicates from 2011 to 2020, 990 internationally educated applicants (IEAs) applied to CRNM. Applicants educated in Philippines, accounted for 75 per cent (740/990) of IEA applications. Manitoba's immigration arrival numbers for nurses fluctuated during the period and gradually decreased in recent years. There was also a decrease in the number of IEA applications to CRNM over the last few years.

Of 990 IEAs who applied from 2011 to 2020, 918 had completed applications and 393 were registered in the period. There will be further registrations from IEAs still in process at the end of the period and the registration rate for the period is expected to be somewhere between 43 to 56 per cent. Upon completed application to CRNM, the median time to registration was 2.4 years.

From 2012 to 2020, CRNM had 5,976 domestic applicants (DA). The ratio of registrations to applications for DAs is 81 per cent (4,839/5,976).

With regard to unsuccessful IEA applications, there were 464 closed files. A third of closed files (153/464) were withdrawn, where the applicant was eligible to continue to pursue registration but did not take the next step available to them. This occurred at various points throughout CRNM's assessment process, but incomplete applications and not proceeding to undertake the Clinical Competence Assessment (CCA) were the most common steps where IEAs withdrew.

Three hundred and four applicants with closed files were the result of assessment decisions not approving the applicant to proceed. This either occurred with CRNM's initial assessment decision, CRNM's final application assessment decision or the national exam. CRNM's final application assessment decision was the most common point where IEAs were not approved to proceed.

Regarding IEA trends in applications, outcomes and timelines, no significant trends regarding improving timelines or registration outcomes can be easily identified in the data. CRNM's assessment and registration process underwent significant changes over the course of the report period. The Clinical Competence Assessment was introduced in 2009 and changed providers in 2016, the National Nursing Assessment Service (NNAS) was introduced in August 2014, and the adoption of the National Council Licensure Examination for Registered Nurses (NCLEX-RN) (replacing the Canadian Registered Nurse Examination, CRNE) exam occurred in 2015.

The quality of registration data collected for the 2011 to 2020 period is strong. CRNM's IEA data illustrates the key timelines and outcomes throughout the process. However, the statistical picture is not complete as data is not currently collected for the first-step, NNAS. FRPO will continue its collaboration with CRNM to examine options for this data moving forward.

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

Glossary of Terms

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

Domestic Applicant (DA)
An individual with Canadian education, or current Canadian registration, applying for registration with a Manitoba regulator.

Internationally Educated Applicant (IEA)
An individual educated outside of Canada applying for registration with a Manitoba regulator. This may include Canadians educated outside of Canada.

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

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

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

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

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

Data Collection Terms

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

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

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

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

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

Not Approved
Reason provided for a closed file. Applicants who are deemed ineligible to continue to pursue registration.

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

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

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

Pre-Arrival
Before immigrating to Canada.

Post-Arrival
After immigrating to Canada.

Registration Timelines

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

Registration Rates and Ratios

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

Registration Rate

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

Registration to Application Ratio

Number of registrations

÷

Number of applications in a given year or period

Resolved Registration Rate

Number of registrations

÷

Number of resolved files in a given year or period

Late period Registration to Application Ratio

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

÷

Number of applications made between 2016 and 2020

Introduction

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

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

This report presents 2011 to 2020 assessment and registration data for IEAs regarding applications, assessment outcomes, timelines and trends, together with aggregate DA data.

Facts and figures in this report are accompanied by analysis and contextual remarks to help interpret the data and provide a coherent, statistical picture. Values less than five are redacted throughout the report and indicated by the '▪' symbol. A glossary of terms, as well as a step-by-step overview and process map of CRNM's registration process are provided.

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

Overview of Assessment and Registration Process

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

Legislation

The College of Registered Nurses of Manitoba (CRNM) currently operates under the authority of The Regulated Health Professions Act (S.M. 2009, c. 15) and the College of Registered Nurses of Manitoba General Regulation (Regulation 114/2017), the Practice of Registered Nursing Regulation (Regulation 113/2017) and Extended Practice Regulation (Regulation 43/2005). In Manitoba, all nurses practising or using the registered nurse, extended practice nurse (Nurse Practitioner) or graduate nurse designation must be registered with CRNM and hold a valid certificate of practice.

CRNM's legislated mandate is to govern its members in a manner that serves and protects the public interest. CRNM carries out this mandate by: establishing and maintaining a registration process that ensures RNs are qualified and competent; setting and maintaining nursing practice standards for RNs; approving nursing education programs; and receiving and investigating complaints about the nursing practice and conduct of registered nurses.

Registration Requirements

Qualifications needed to be eligible for registration as a registered nurse include successful completion of an approved nursing education program and passing the NCLEX-RN, the approved RN entry-to-practice examination.

For internationally educated applicants (IEAs), the nursing program they completed must be comparable to an approved program. Comparability is determined by assessing to what extent the international program prepared graduates with the entry-level competencies required to practice safely, competently and ethically in Canada. All approved programs are required to meet the Standards for Education Approval, which includes the requirement that graduates possess the entry-level competencies. Regardless of whether or not their education programs were deemed comparable to programs in Canada, IEAs are assessed individually. They are also required to undertake a clinical competence assessment and depending on how they perform in the assessment, may be required to complete remedial education, such as the Bridging Pathway for Internationally Educated Nurses (BPIEN Program).

Steps to Registration

Step 1: Apply to the National Nursing Assessment Service

For IEAs, the first step in the application process is to open a file with the National Nursing Assessment Service (NNAS) to acquire an advisory report. Applicants must submit required documents — education, previous licensure, language proficiency — along with a $650 USD application fee[1].

---

[1] All fees noted in this report are current as of October 2021

Typically, within eight to 12 weeks of a completed application, applicants receive an advisory report. The report is also made available to the nursing regulator(s) in the jurisdiction(s) as selected by the applicants. Advisory reports may be delayed in circumstances where documentation submitted by the applicant or third parties is inadequate or not sufficiently detailed.

Step 2: Apply to the College of Registered Nurses of Manitoba

To apply to CRNM, applicants must complete an application form, paying a $483 CAD application fee, and a $336 assessment fee and submit required documents (identification, proof of immigration status, background checks).

Within two weeks of completed application, CRNM provides the applicant an initial assessment decision on whether they are eligible to proceed to the Clinical Competence Assessment (CCA).

Step 3: Complete Clinical Competence Assessment

The Clinical Competence Assessment (CCA) assesses an applicant's ability to demonstrate that they possess the entry-level knowledge and skills expected of registered nurses at the entry-level to deliver safe and competent care. To be eligible for registration, all registered nurses must demonstrate that they can meet the Entry-Level Competencies for the Practice of Registered Nursing. The CCA is conducted over four days at the Clinical Competence Assessment Centre at the College of Nursing, Rady Faculty of Health Sciences at the University of Manitoba. The CCA involves a variety of testing formats: written diagnostic exam, clinical judgment scenarios, chart review and development of a nursing care plan, Objective Structured Clinical Examination (OSCE) and self-assessment.

Upon referral from CRNM, the time to secure a CCA testing date varies depending upon demand. Typically, it can be arranged within a few weeks. Applicants are informed of their CCA results in six to eight weeks.

There is a $2,400 fee for the CCA. The applicant is currently responsible for this cost.

Step 4: Remedial Education, if necessary

If applicants successfully demonstrate that they possess the Entry-Level Competencies for the Practice of Registered Nursing on the CCA, they are eligible to apply to write the NCLEX-RN, and may apply for graduate nurse (GN) Registration.

If applicants demonstrate gaps in skills or knowledge, remedial education is required and a course of instruction prescribed by the CRNM must be completed. The course of instruction is individual to each applicant and based on the gaps in the Entry-Level Competencies for the Practice of Registered Nursing demonstrated during the CCA. This usually requires fulfilling all or part of the six to 24 weeks of academic and practicum work through Red River College's BPIEN. Wait times to enter the program vary depending on the number of applicants and the prescribed course of instruction. The costs for the full program are approximately $6,300 and may be covered for eligible applicants by Manitoba Health and Seniors Care in exchange for the completion of a return of service agreement.

Partial support for books and supplies for the BPIEN may also be covered through Manitoba Health and Seniors Care. There is roughly $1,000 worth of additional, associated costs involved.

If applicants demonstrate gaps in the Entry-Level Competencies for the Practice of Registered Nursing that are too significant to be addressed by the BPIEN, they must complete an approved nursing education program if they wish to pursue registration.

Step 5: Write Entry-to-Practice Exam

For applicants who complete the required remedial education, or who did not require remedial education, the next step is to apply to write the NCLEX-RN, if the exam requirement has not already been met.

The NCLEX-RN is a computerized-adaptive exam designed to test knowledge, skills and abilities essential to the safe and effective practice of nursing at the entry level. The NCLEX-RN exam costs $360 to write and CRNM requires an application processing fee of $204.75.

Once an applicant is approved and scheduled to write the NCLEX-RN, graduate nurse (GN) registration is an option and costs $351.75 for CRNM's application processing fee, certificate of registration and certificate of practice. IEAs have an unlimited number of exam attempts (no more than once every 45 days) within the three years immediately following the completion date of the post-CCA prescribed remedial education or the date of their CCA if no remedial education was required. Since the NCLEX-RN is also the entry-to-practice regulatory examination for registration in the U.S. and can be written in 30 countries around the world, an IEA may have already met the examination requirement prior to submitting a registration application to CRNM.

A GN certificate of practice is only permitted for two consecutive four-month periods. If a GN is unsuccessful on their second writing of the examination, they are no longer eligible to practice as a GN and their certificate of practice is cancelled.

Step 6: Apply for RN Registration

Upon passing the NCLEX-RN, the final step is to apply for registration as a registered nurse. A pro-rated annual fee of $643.09 is required.

Registration Time and Costs

CRNM's registration process can be completed within approximately 12 to 18 months. This is an ideal, minimum timeline without delays securing an NNAS advisory report, needing minimal bridging and exams passed on first sittings. From 2011 to 2020, the median time to registration for IEAs was 2.4 years. Timelines to registration are also dependent upon the applicant, and reasons for extended timelines vary as much as each individual's circumstance — initial settlement, family, financial pressures, etc. all impact the process on an individual basis.

The cost for internationally educated nurses to be assessed and register with CRNM may vary somewhat depending on the registration pathway and circumstance of the applicant. Basic costs total approximately $4,900 to $11,500. There may also be costs associated with providing documentation, translations, language proficiency testing, and travel for bridging.

Registration Process Map

Process flow:

NNAS Advisory Report Issued
↓
IEN application submitted to CRNM

It takes approximately 10 business days to review your application. Once reviewed a confirmation email will be sent that will include any outstanding requirements. Files remain open for 6 months to receive all requirements.

↓
College reviews application file

The College reviews the completed application file and determines CCA eligibility with an education program review.

↓
Education Review Outcome

See page 7 of the **IEN Handbook** for requirements.

Left branch: Entry-level nursing education requirements not met
↓
Not eligible for CCA referral. File Closed — *****CRNM CCA fee will be refunded.
↓
Entry-level nursing program required

Right branch: Entry-level nursing education requirements met
↓
Eligible for CCA referral

The applicant will be provided with contact information to book the Clinical Competence Assessment (CCA). Deadline of one year to complete.

CRNM will receive the CCA Report and review results to determine if there are gaps in entry-level competencies that require remediation.

College Decision on Application

Minimal to no gaps requiring remediation to achieve entry-level competencies.
→ **Eligible to continue**
- **Apply to write NCLEX-RN** → **Once successful, apply for RN registration**
- **Apply for RN registration (if previously passed NCLEX-RN)**

Gaps noted within entry-level competencies that require remediation.
→ **Application not approved. Remedial education required**
- **Bridging Pathway for IENs (BPIEN)**
  - If unsuccessful → **Entry-level nursing program required**
  - **Apply to write NCLEX-RN** → **Once successful, apply for RN registration**
  - **Apply for RN registration (if previously passed NCLEX-RN)**
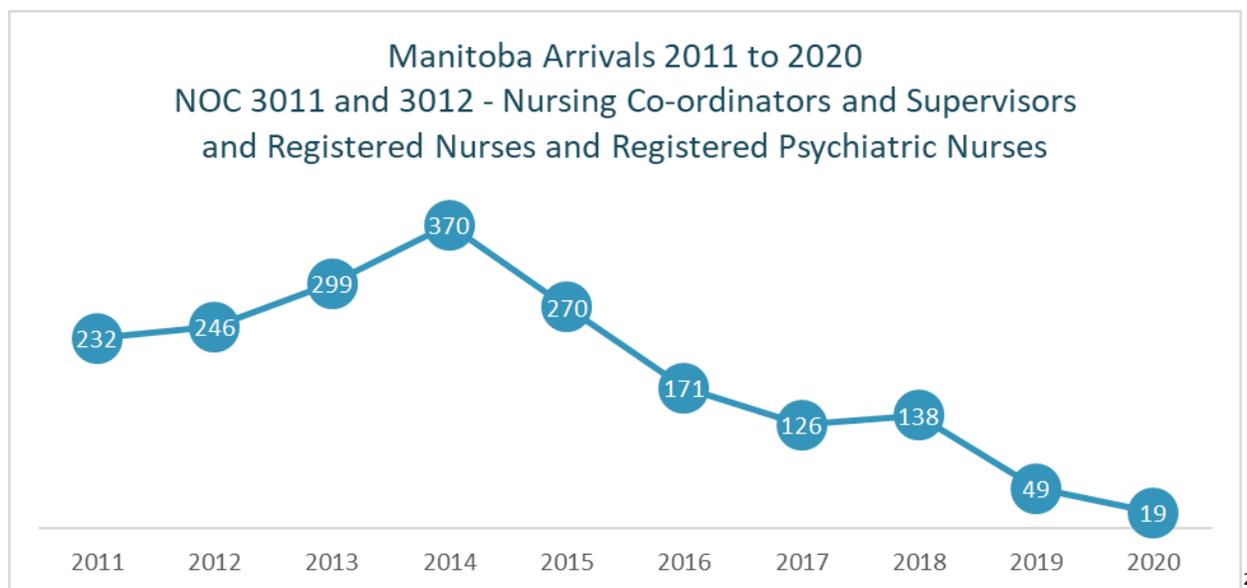- **Entry-level nursing program required**

Immigration Statistics

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

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

There is no dedicated NOC code for registered nurses. NOC codes 3011 and 3012 identify nursing co-ordinators and supervisors, registered nurses and registered psychiatric nurses. From 2011 to 2020, 1,920 individuals arrived in Manitoba who self-declared using these NOC codes. The numbers fluctuated during the 2011 to 2020 period and gradually decreased in the recent years.

The number of registered nurses identifying under these NOCs is unknown.

Manitoba Arrivals 2011 to 2020
NOC 3011 and 3012 - Nursing Co-ordinators and Supervisors and Registered Nurses and Registered Psychiatric Nurses

| 2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
232	246	299	370	270	171	126	138	49	19

Registration Data

Context – Reading the Numbers

Registered nursing scope-of-practice and education differs significantly abroad and public safety concerns are high in this profession. The majority of IEAs applying to CRNM are assessed as needing some remedial education before registration. CRNM's registration outcomes and timelines need to be understood in this context. Time to registration reflects the need to apply, prepare for and undertake assessments, enter and complete remedial education and pass a national entry-to-practice examination. Higher registration rates for domestic applicants are due in large part to the benefit of domestic education programs reviewed and approved by CRNM that meet the entry-to-practice competencies and qualification standards required for provisional registration.

Applications 2011 to 2020

IEA and DA applications by year
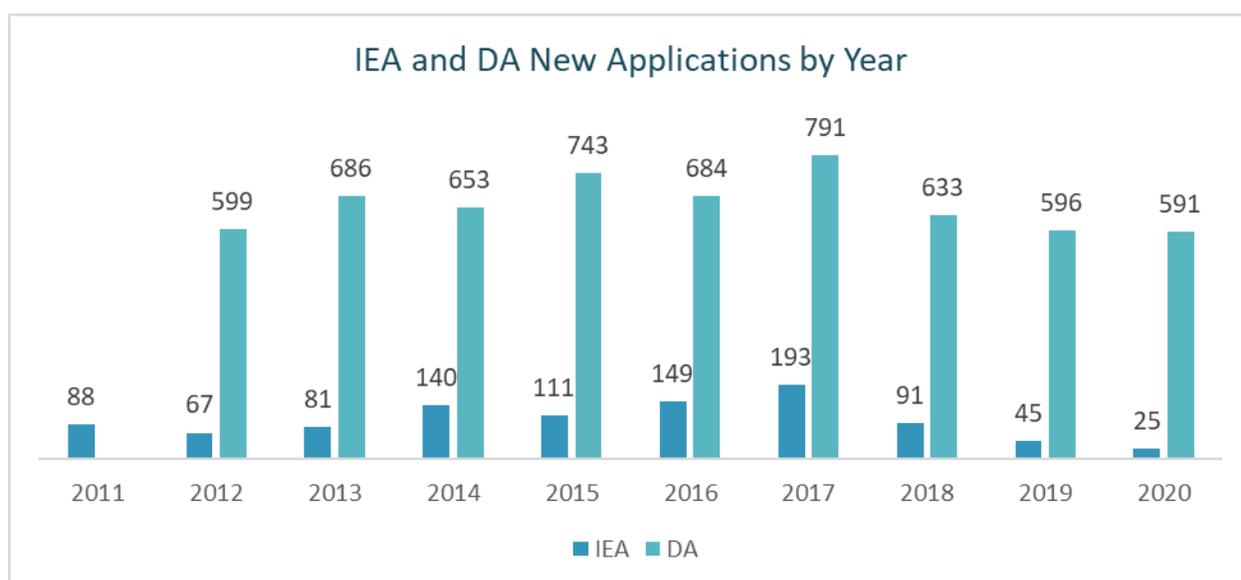
The CRNM received a total of 990 applications from IEAs from 2011 to 2020. From **2012** to 2020, CRNM received 5,976 domestic applicants and 902 internationally educated applicants. From 2012 to 2020, IEAs represented 12 per cent (814/6,790) of CRNM's applications.

From 2011 to 2020, IEA applications to the CRNM saw a slight rise, peaking in 2017 and then a decline in the last few years of the period most notably in 2020, likely due to the global pandemic. Of IEA applications in this 10-year period, 19 per cent (193/990) applied in 2017. DA applications were relatively constant, with a slight peak in 2017 period.

Note: DA data was not collected from CRNM until 2012. IEA data collection began in 2011.

IEA incomplete applications

IEA Applications 2011-2020				
Number of Applications	Complete Applications	Incomplete Applications		
		With Assessment Decision	Without Assessment Decision	
		File Closed	File Closed	In Process
990	918	6	51	15

From 2011 to 2020, seven per cent (72/990) of IEA applications were incomplete. Incomplete applications refer to those files where no completed application file date is recorded.

Note: Most 'in process' applications were still open at the end of 2020; these applications may be completed in the future.

IEA applications ranked by country of education

Top Five Country of Education by Number of Applications 2011-2020		
Rank	Country of Education	Number of Applicants
1	Philippines	740
2	India	89
3	United States	44
4	Nigeria	42
5	Israel	11

Philippines was the most common country of education among CRNM's IEA applications by a wide margin. Seventy-five per cent (740/990) of IEAs from 2011 to 2020 were educated in Philippines.

Registration Outcomes 2011 to 2020

IEA applications and registrations
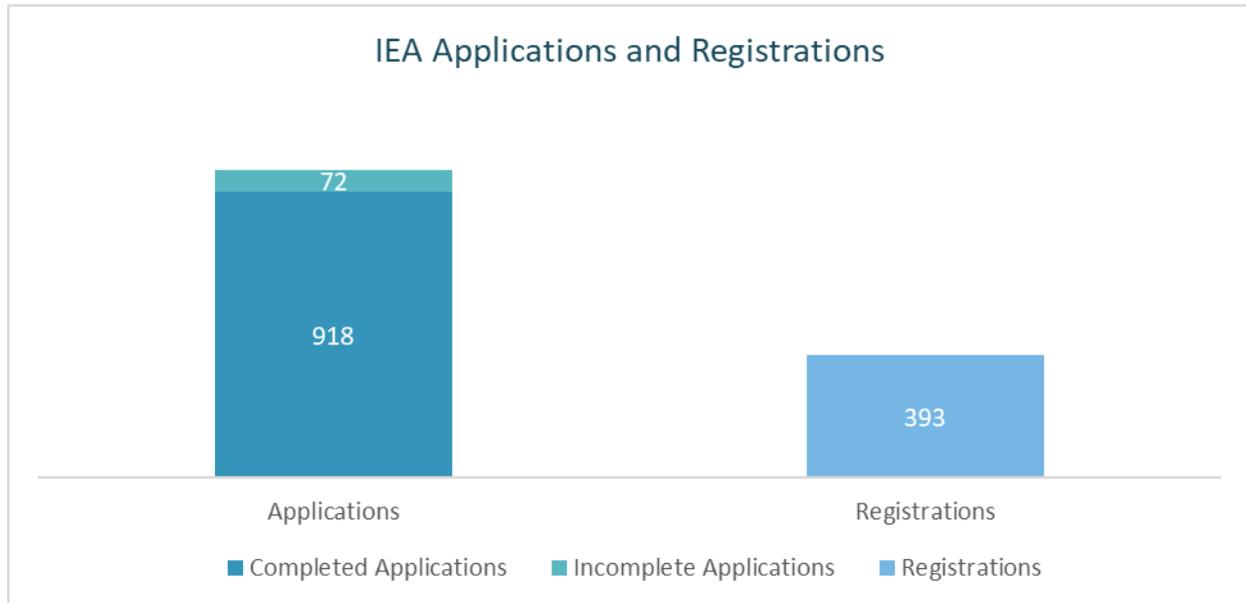
Of the 990 IEAs who applied to the CRNM from 2011 to 2020, 918 had completed applications among whom 393 (43 per cent) achieved registration within the period. More registrations will likely occur after 2020 with the applicants still in process at the end of the reporting period.

CRNM began reporting on the number of graduate nurse registrations (provisional registrations) beginning in the last few years of the reporting period; consequently, there is no graduate nurse registrations figure total for the entire 2011 to 2020 period. From 2018 to 2020, 16 graduate nurse registrations were recorded.

Application status as of December 2020 of IEAs 2011 to 2020

IEA Status as of December 2020						
Number of Applicants	Number of Completed Applications	Registrations	Provisional Registrations (Graduate Nurse)	Closed Files		In Process (not yet provisional)
				Withdrawals	Not Approved	
990	918	393	▪	153	311	130

At the end of the reporting period, December 2020, outcomes for the 990 IEA applications indicates, 918 completed applications, 393 registrations, a few graduate nurse registrations and 130 in process applications. Note, more registrations and graduate nurse registrations from the group of 130 IEAs still in process are likely to occur in the future.

The majority of closed files are applications that were not approved to proceed at some point in the process. 'Withdrawals' refer to applicants assessed at some point in the process as eligible to proceed, but for whatever reason, do not pursue the process.

IEA application outcomes by year

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

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

Note: CRNM began reporting provisional registrations starting in 2018. Seventy-two of the 990 applications were incomplete.

IEA Outcomes by Year 2011-2020

IEA Outcomes by Year 2011-2020					
Year	Applicants	Registrations	Provisional Registrations	Closed Files	
				Withdrawals	Not Approved
2011	88	▪	Unreported	▪	▪
2012	67	11	Unreported	20	14
2013	81	29	Unreported	▪	8
2014	140	47	Unreported	14	16
2015	111	45	Unreported	18	39
2016	149	45	Unreported	5	41
2017	193	72	Unreported	29	57
2018	91	58	▪	27	81
2019	45	62	9	22	44
2020	25	24	▪	15	11
Total	990	393	16	153	311

Assessment Outcomes 2011 to 2020

CRNM's assessment outcomes give a picture of where in the registration process applicants are deemed no longer eligible to proceed and for those who do register, the pathway undertaken. Since August 2014, the first step in the assessment process for IENs involves application to the National Nursing Assessment Service (NNAS). Data is not collected regarding NNAS assessment outcomes and timelines.

Initial IEA Application Assessment Outcomes to determine CCA eligibility				
	All Requirements Met	Some Requirements Met	Requirements Not Met	No Decision (incomplete and in-process applications)
Number of Applicants	38	847	36	69

For initial assessment, four per cent (36/918) of completed applications were not approved to proceed for a Clinical Competence Assessment (CCA). Those deemed to have met all or some requirements were referred for a CCA, the next step in the process. Early in the reporting period, a few applicants with 'All Requirements Met' were eligible to proceed to write the national examination and were eligible for graduate nurse registration without completing a CCA.

CRNM Final Application Assessment Decision				
	Met	Partial Met	Not Met	TOTAL
Number of Applicants	41	497	264	802
Per cent	5%	62%	33%	100%

CRNM's final application assessment decision occurs after the applicant completes a CCA. CRNM determines whether the applicant is eligible to write the NCLEX-RN exam and qualify for graduate nurse registration ('Met' value in chart); or requires some measure of remedial education ('Partial Met') or has gaps too great for remedial bridging and must re-do an approved nursing degree to be eligible for registration ('Not Met').

With the exception of the early reporting years, all eligible IEAs are required to undertake the CCA. From 2011 to 2020, 873 IEAs were deemed eligible to complete a CCA. Eight hundred and two CCAs were conducted (71 applicants withdrew before completing a CCA).

CRNM's final application assessment decision indicates of the 802 IEAs completing a CCA, five per cent of IEAs did not require remedial education post-CCA. 62 per cent, required some measure of remedial education and 33 per cent were deemed to have gaps in entry-level competencies too great for remedial education.

CRNM Final Application Assessment Decisions by Year				
Year	Met	Partial Met	Not Met	TOTAL
2011	▪	16	▪	19
2012	18	43	6	67
2013	8	47	7	62
2014	6	71	11	88
2015	▪	40	24	65
2016	▪	90	35	128
2017	▪	111	57	169
2018	▪	50	89	142
2019	▪	14	28	42
2020	▪	15	5	20
Total	41	497	264	802

Examining CRNM's assessment decisions by year, 'Partial Met' is the most common result. This group is eligible to proceed conditioned on completing some measure of remedial education. The 'Met' value indicates applicants demonstrated sufficient competence and possessed sufficient qualification to be eligible to write the national exam and graduate nurse registration without requiring remedial education. 'Not Met' indicates applicants have gaps in competence and qualification too great to be addressed by bridge training.

IEA Language Proficiency Requirement Outcomes		
	Met	Not Met
Number of Applicants	951	5

Ninety-six per cent of IEAs met CRNM's English language proficiency requirement. Only five applicants are identified in the registration data with a 'Not Met' under the language proficiency requirement.

CRNM requires valid language test results upon application. Since the introduction of the National Nursing Assessment Service (NNAS) in August 2014, most IEAs provide this documentation to NNAS as part of the first step of the application process. Data regarding the number of applicants unable to satisfy this requirement with NNAS is currently not available.

IEA National Exam Outcomes		
	Met	Not Met
Number of Applicants	466	21
Per cent	96%	4%

Most IEAs who are deemed eligible by CRNM to write the national exam, complete this requirement. Some IEAs in this group of 466 have this qualification upon application to CRNM. Only four per cent of applicants deemed eligible to write the exam have a 'Not Met' value recorded. As several attempts of the exam are permitted, some in this group of 21 may go on to meet this requirement.

| 2015-2020 Applications	
Percentage of Applicants Applying with NCLEX qualification	17% (103/614)

Since the adoption of the NCLEX-RN in January 2015, 17 per cent of IEAs applied to CRNM having already passed the exam.

IEA Withdrawals 2011-2020
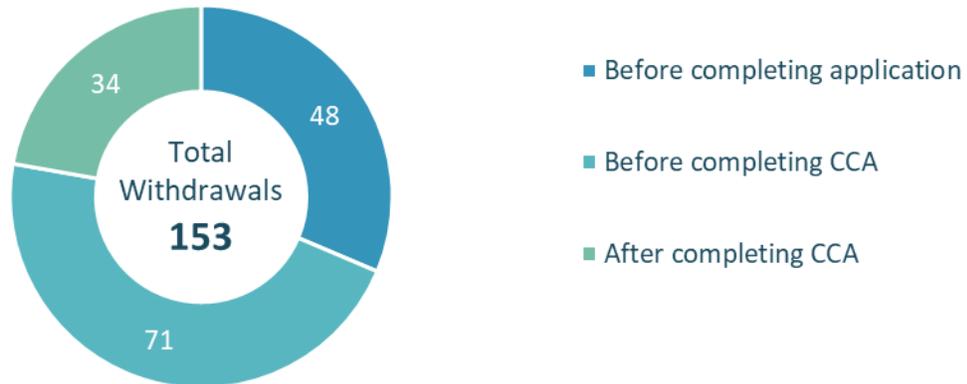
Withdrawal outcomes account for 15 per cent (153/990) of IEA applications. These withdrawals occur at all of the stages identified above in CRNM's assessment and registration process. About one third of IEAs in this group withdrew before completing their applications. The largest percentage of withdrawals, 46 per cent (71/153) occurred for IEAs who were eligible, but did not undertake a CCA. Twenty-two per cent (34/153) withdrew sometime after completing a CCA.

IEA Registration Pathways 2011-2020
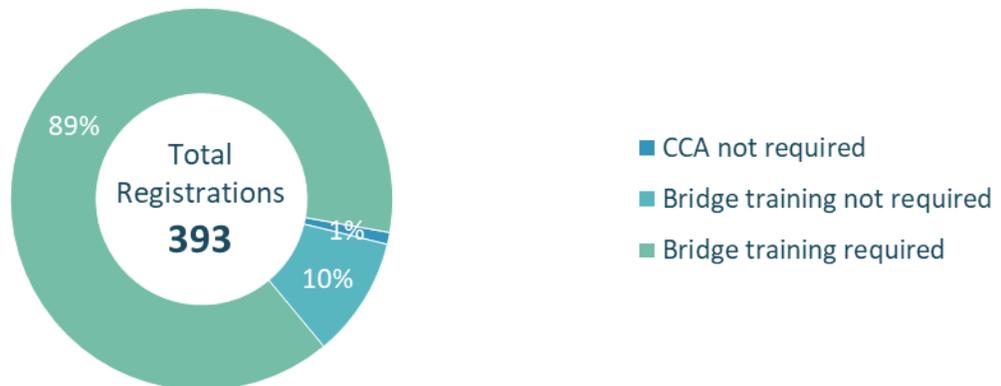
The majority of IEAs who registered, 89 per cent (349/393), undertook remedial education. Ten per cent of IEAs were assessed as being able to meet the entry-level competencies without remedial education. One per cent were assessed as being able to meet the entry-level competencies without needing to complete a CCA or remedial education

IEA registration ratios and rates

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

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

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

Registration to Application Ratio

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

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

PROS: DA registrations are not under-counted.

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

Late Period Registration to Application Ratio (2016-2020)

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

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

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

Resolved Registration Rate

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

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

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

REGISTRATION RATE INDICATORS: CALCULATIONS

Registration to Application Ratio

of registrations

$\div$

# of complete applications in a given year or period

Late Period Registration to Application Ratio   2016-2020

of registrations, 2016-2020, of individuals applying between 2011-2020
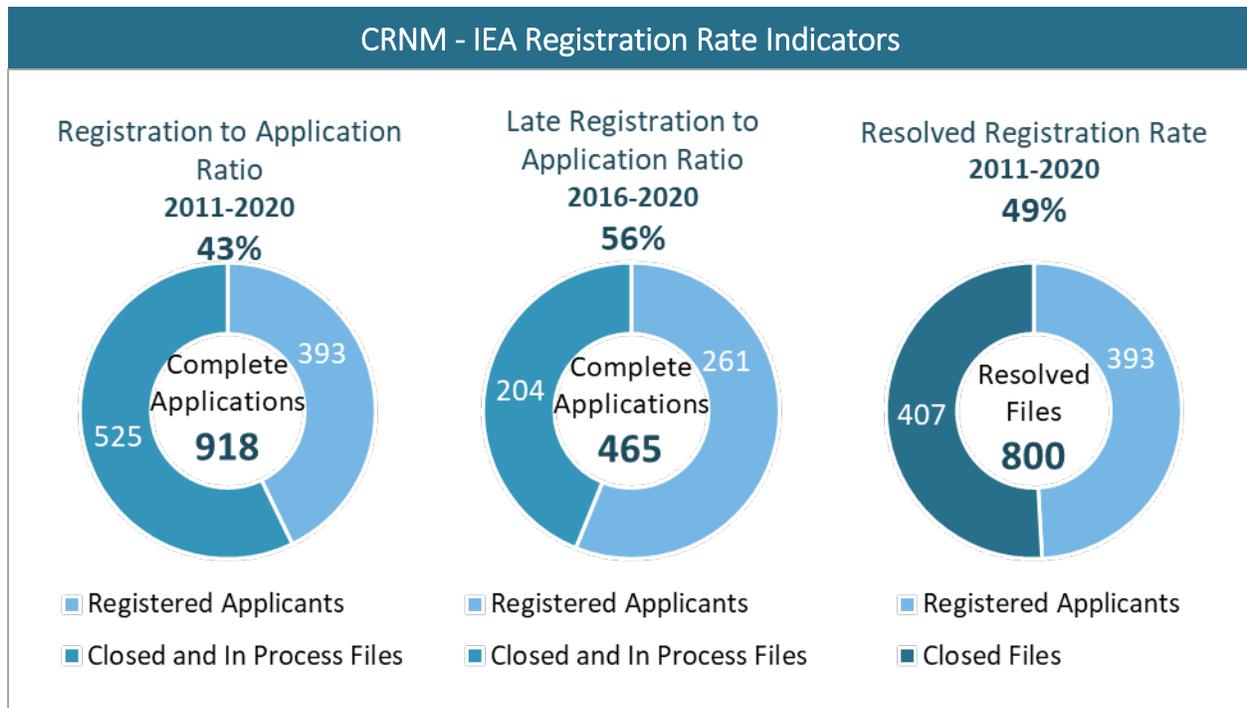
$\div$

# of complete applications made between 2016 and 2020

Resolved Registration Rate

of registrations

$\div$

# of complete application resolved files in a given year or period

---

CRNM's registration rates and ratios

As explained above, CRNM's **43 per cent** registration to application ratio figure for the 2011-2020 period may undervalue the IEA registration rate.

In this context, looking at the later half of the reporting period, 2016 to 2020 may be more accurate as few, if any uncounted registrations will occur with applicants applying before 2011. In this case, examining the last five years of the reporting period, 2016 to 2020, CRNM's registration to application ratio rises to **56 per cent**.

CRNM's resolved registration rate of **49 per cent** represents another reasonable indicator of the true registration rate. In this case, there are 118 unresolved files, 13 per cent (118/918). Unresolved files are applicants either in process or provisional registrations at the end of the reporting period, December 2020. Possible outcomes for the 118 unresolved files, suggests the true registration rate for the period must range between **43 per cent** (393/918) — if all 118 are closed files — and **56 per cent** (511/918) — if all 118 are registered.

Top Five Countries of Education by Registration to Completed Application Ratio 2011-2020 (5 or more applicants)				
Rank	Country of Education	Number of Completed Application	Number of Registrations	Registration to Completed Application Ratio
1	Israel	11	7	64%
2	United States	37	23	62%
3	Philippines	712	312	44%
4	Jamaica	7	▪	▪
5	India	77	24	31%

Philippines was the most common country of education among IEAs. Among completed applications, this group had a registration to application ratio of 44 per cent. Israel and the United States were the only two source countries with five or more applicants and higher than average registration to application ratios.

IEA Pre-/Post-Arrival Comparison				
Application Initiated:	Applications	Registrations	Registration to Application Ratio	Median Time to Registration (years)
Pre-Arrival	61	38	62%	1.7
Post-Arrival	855	355	42%	2.3

In many professions, applicants applying pre-arrival are more successful than those who apply post-arrival. This may be due to better preparation and access to documents abroad. Although the low number of pre-arrivals tempers any conclusive statement, this phenomenon may be the case for IEAs applying to CRNM. Pre-arrival applicants see a higher registration to application ratio and shorter timelines than post arrival applicants.

CRNM arrival data is tentative; data records are based on the address provided by IEAs upon application.

Registration Timelines 2011 to 2020

IEA average, median time to provisional registration and registration

Provisional registration timeline 2018-2020		Registration timeline 2011-2020	
Average	Median	Average	Median
3.3 years	3.5 years	2.4 years	2.3 years

Registration timelines are calculated using data from 387/393 registered IENs for whom we have complete timeline information. The provisional registration timelines are calculated using data from 2018 to 2020 only. In the 2018 to 2020 period, there were 16 applicants for whom we have complete graduate nurse registration timeline information. Longer timelines to provisional registration are the product of the relatively small sample size of graduate nurse registrations.

Since August 2014, IEA applicants first apply to the NNAS. Registration data is not collected regarding NNAS timelines. Consequently, time taken to complete the first step, NNAS credential assessment is not factored into these timeline figures, nor other timeline figures presented in this report.

NNAS reports that across nursing professions, 91 per cent of its applicants received an advisory report within 12 weeks in 2018/19 and that 71 per cent met this standard in 2019/20[3].

Registration Timeline Comparison by NCLEX-RN (2015-2020)		
	Applied with NCLEX-RN	Applied without NCLEX-RN
Median Time to Registration	2.3 years	2.3 years

Time to registration was not impacted comparing those who had passed the NCLEX-RN before initial application and those who still needed to meet the examination requirement.

---

[3] See National Nursing Assessment Service 2019/20 Annual Report, p10; https://www.nnas.ca/wp-content/uploads/2020/09/NNAS-2019-2020-Annual-Report-EN-Final-Sept-11-20.pdf

IEA to DA Registration Rate Comparison 2012 to 2020

FRPO collects application and outcome aggregate data on domestic applicants (DAs) in order to compare outcomes of IEAs to DAs. Data collection for DAs began in 2012. Comparisons below to DAs is for the **2012 to 2020** period. IEA data is for completed applications. For a more realistic IEA/DA registration to application ratio comparison, the 2016 to 2020 period is relevant.
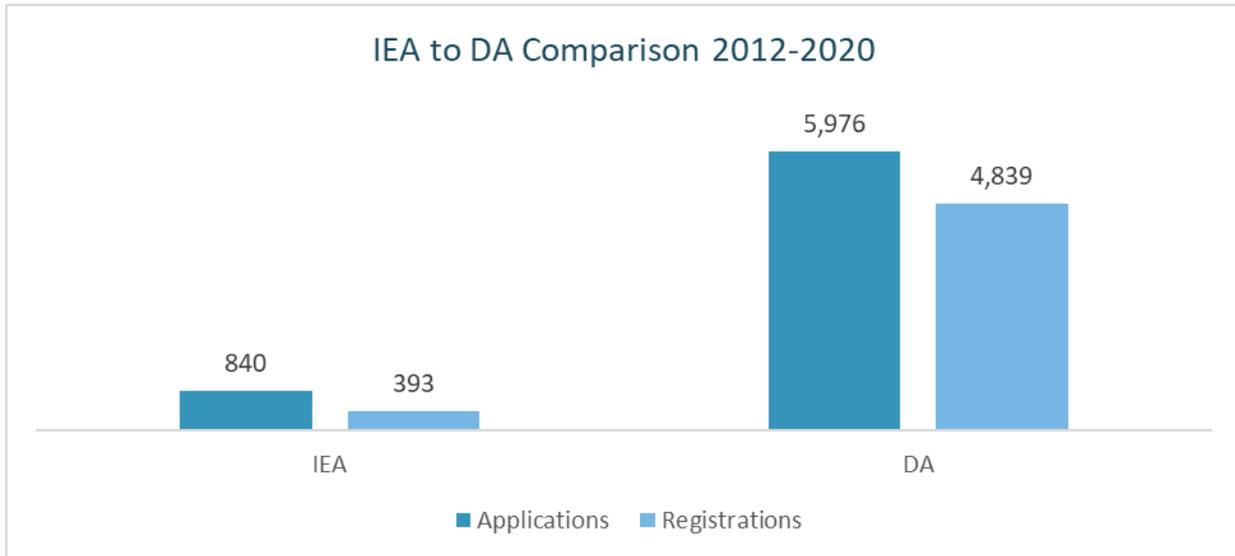
Breaking down the above IEA and DA registration and applications by year indicates when these outcomes are distributed in the 2011 to 2020 period.

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

|	IEA and DA Comparison by Year			
	IEA Complete Applications	**IEA Registrations**	**DA Applications**	**DA Registrations**
2011	78	▪	Unreported	Unreported
2012	64	11	599	481
2013	73	29	686	552
2014	133	47	653	522
2015	105	45	743	577
2016	147	45	684	545
2017	182	72	791	644
2018	85	58	633	497
2019	40	62	596	551
2020	11	24	591	470
Total	918	393	5,976	4,839

IEA to DA Registration to Application Ratio Comparisons

IEA Registration to Application Ratio 2012-2020
47%

Total Applicants **840**
- 393
- 447
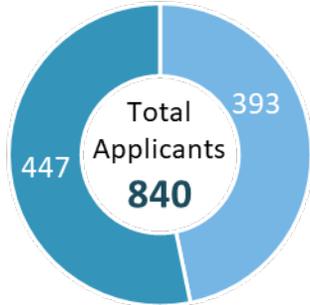
■ Registered Applicants
■ Closed and In Process Files

DA Registration to Application Ratio 2012-2020
81%

Total Applicants **5,976**
- 1,137
- 4,839
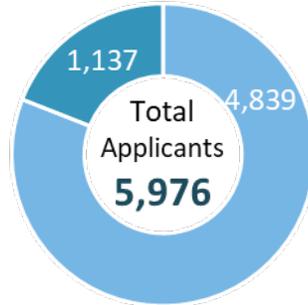
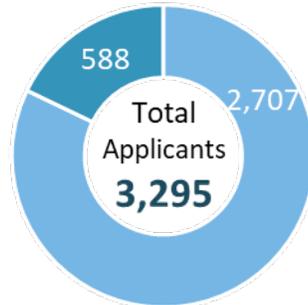■ Registered Applicants
■ Closed and In Process Files

In this comparison, DAs were 1.7 times more likely to become registered than IEAs.

IEA Late Registration to Application Ratio 2016-2020
56%

Total Applicants **465**
- 261
- 204

■ Registered Applicants
■ Closed and In Process Files

DA Late Registration to Application Ratio 2016-2020
82%

Total Applicants **3,295**
- 2,707
- 588

■ Registered Applicants
■ Closed and In Process Files

In this comparison, DAs were 1.5 times more likely to become registered than IEAs.

Registration to application ratios for 2011 to 2020 and for 2016 to 2020 indicate DAs see higher registration ratios.

Higher registration rates for DAs are expected as this group has successfully completed nursing education programs already reviewed and approved by CRNM meeting their Standards for Nursing Education Programs.

Trends

In this section, registration data is examined for the evidence of changes in registration ratios and timelines over the 10-year reporting period. In some cases, the impact of changes to assessment and registration practice can be identified in the registration data.
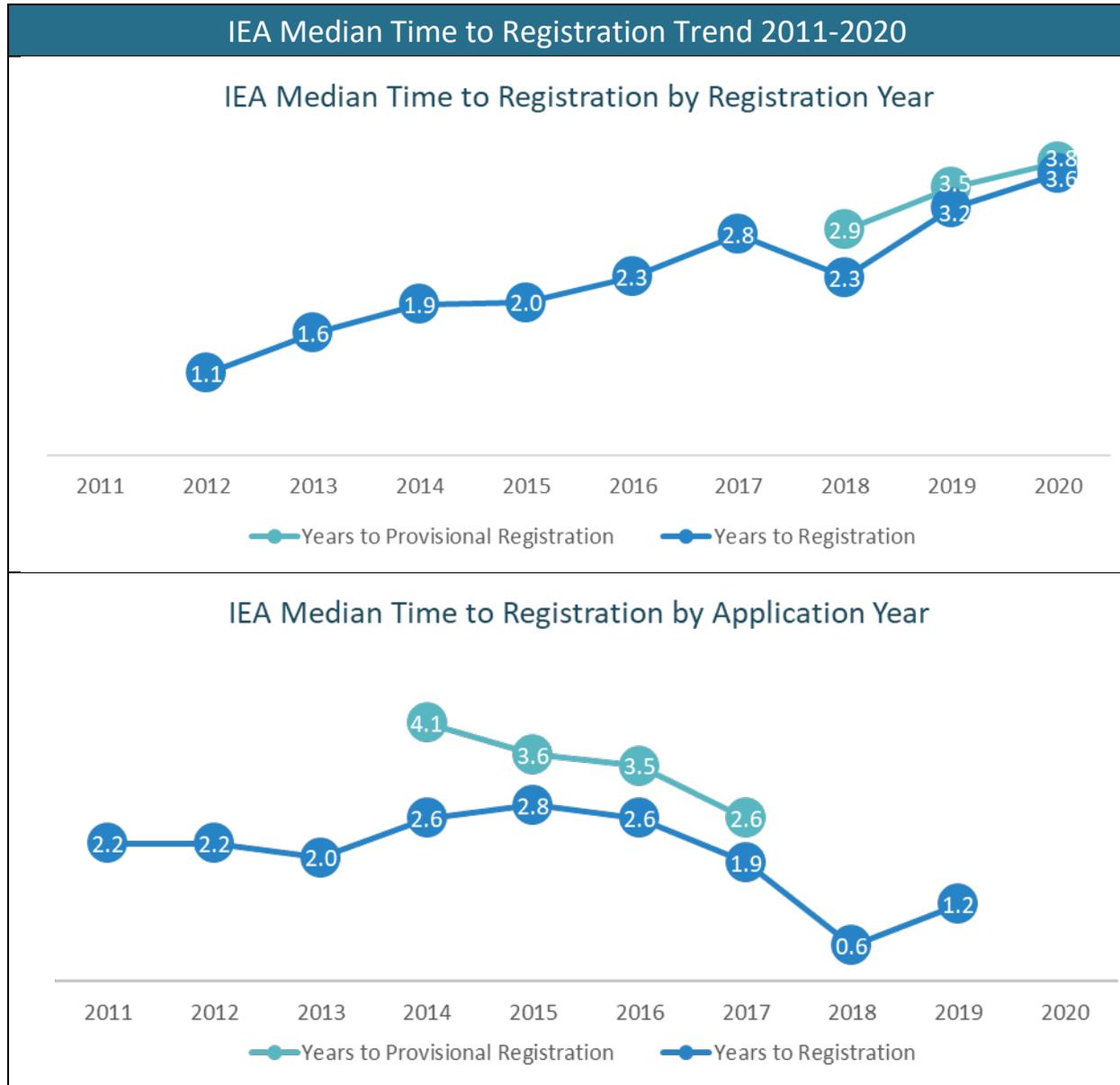
The two graphs above present the median timelines to registration (blue line) and provisional registrations (teal line). The first graph indicates the median time to registration for the *registrations* that occurred in a reporting year; the second graph, the time to registration for the *applicants* who applied in that year and went on to register. For instance, in 2014, the first graph indicates that the registrations that occurred in that year took a median of 1.9 years. The second graph shows that for the applicants who applied in 2014 and went on to registration, the median time was 2.6 years.

Looking at timelines of registrations occurring in a reporting year, the first graph, there is a steady rise in registration timelines.

Looking at registration timelines by application year shows median registration timelines for those applying in 2011 and 2012 to be 2.2 years. It also shows a slight rise in registration timelines in the middle of the reporting period. Assessment and bridging delays in the middle of the reporting period may account for some of this rise.

Longer timelines for provisional registrations (graduate nurse) is unexpected. This may be due to the relatively small sample size for this group (provisional registrations only began to be reported in 2018, although by application year, these provisional registrations show up earlier).

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

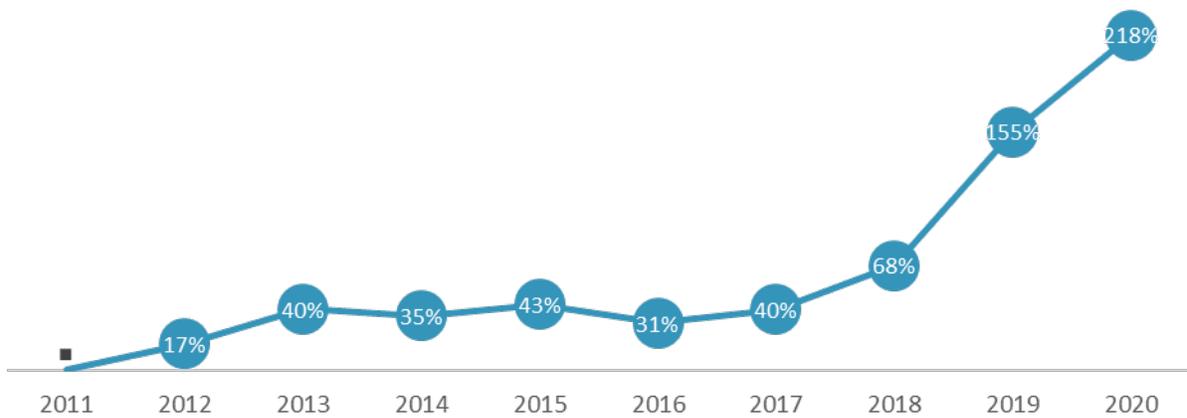## Time to CRNM final application assessment decision
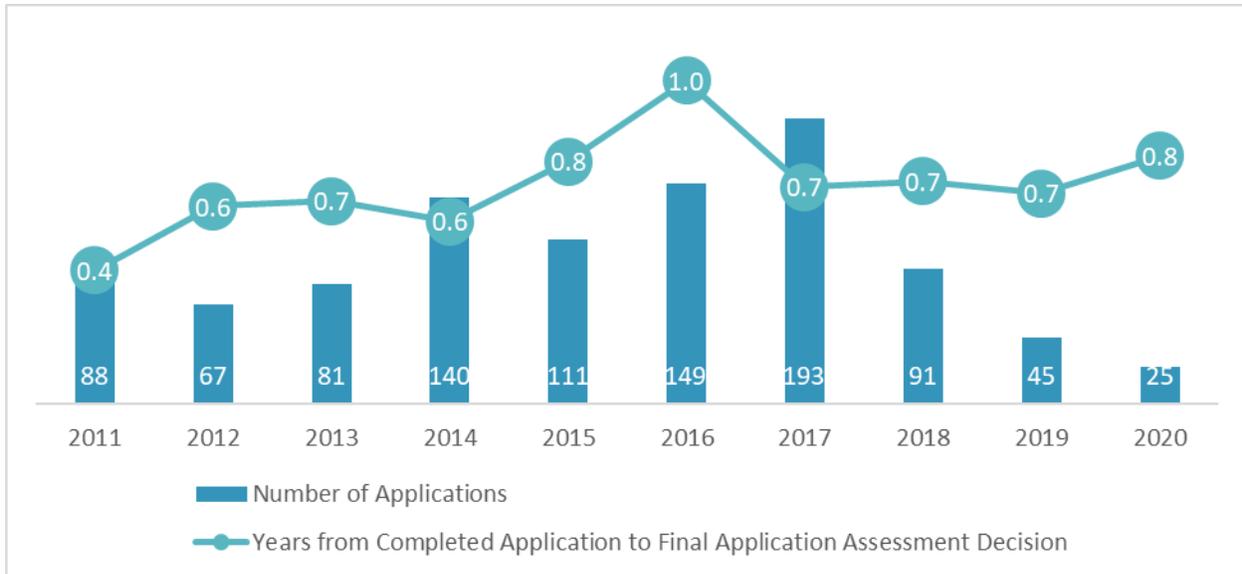
Time taken from application to receiving CRNM's final application assessment decision can be significant. Time for applicants to prepare or to arrange payment for the CCA may be significant factors, particularly in the later half of the reporting period. Until April 2018, CCAs were funded by government and wait-times were an issue from 2014 to 2017; CRNM had a surge in applications in 2014 and the original CCA assessment centre ceased conducting CCAs in May 2015. No in-province CCA assessments were available during the search and transition to a new provider, although applicants could travel out-of-province to complete a CCA. The CCA transitioned to University of Manitoba's College of Nursing in January 2016 with the first CCA conducted at the University on April 1, 2016. Since this time, capacity has increased, and CCA wait-times have been eliminated.
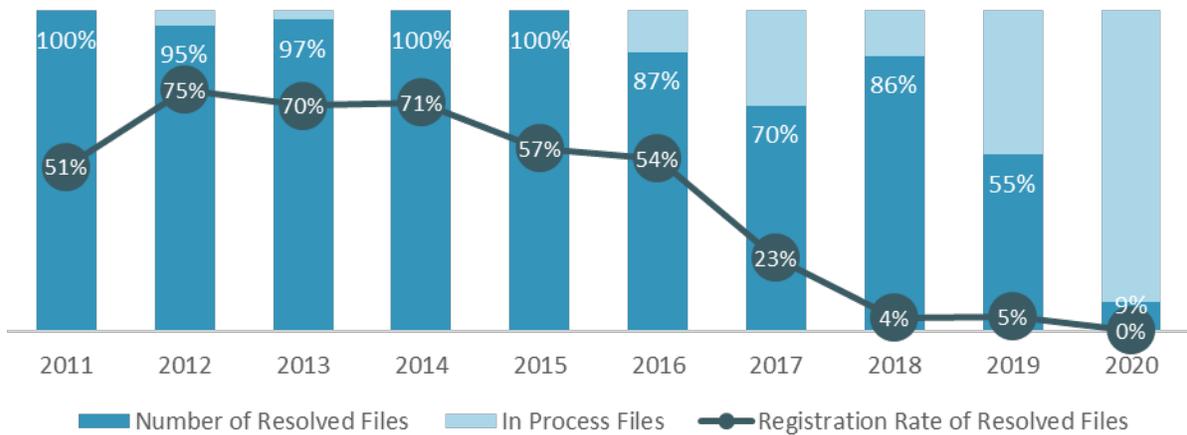
IEA Registration Ratio and Rate Trends

IEA Complete Applications and Registrations by Year

Year	Applications	Registrations
2011	78	
2012	64	11
2013	73	29
2014	133	47
2015	105	45
2016	147	45
2017	182	72
2018	85	58
2019	40	62
2020	11	24

- Applications ■ Registrations

Registration to Application Ratio by Year

Year	Ratio
2011	■
2012	17%
2013	40%
2014	35%
2015	43%
2016	31%
2017	40%
2018	68%
2019	155%
2020	218%

Resolved Registration Rate by Year as of 2020

Year	Number of Resolved Files	In Process Files	Registration Rate of Resolved Files
2011	100%		51%
2012	95%		75%
2013	97%		70%
2014	100%		71%
2015	100%		57%
2016	87%		54%
2017	70%		23%
2018	86%		4%
2019	55%		5%
2020		9%	0%

- Number of Resolved Files In Process Files ● Registration Rate of Resolved Files

IEN registrations rise throughout the period, peaking in 2017 and then decline at the end of the reporting period. Low registration numbers from 2011 to 2013 may undercount the number of registrations.

The latter two graphs above present registration ratios and rates across the 2011 to 2020 reporting period. In this case, the first graph suggests a rising registration ratio, the second, suggests a declining registration rate. For reasons explained below, neither of these graphs can be said to reflect a real trend. More data in an expanded reporting period is needed to draw a meaningful conclusion about whether registration rates are changing significantly. Both of these graphs should be seen in light of CRNM's resolved registration rate for the entire 2011 to 2020 period, 49 per cent, where after all applications are resolved, the true rate will range between 43 and 56 per cent.

Regarding the number of registrations to applications by year, there is a steady rising registration ratio with a significant rise at the end of the period. Much of this rise is due to the data collection method and does not necessarily reflect changes to CRNM's assessment and registration practice. Data collection began only with those who applied in 2011 or later so it does not include those who may have registered in the reporting period, 2011 to 2020, but who applied before 2011. Particularly in the earlier reporting years, this means IEA registrations are undercounted. Higher ratios in 2019 and 2020 are inflated by falling applications in these years.

Annual resolved registration rate is the percentage of those registered against the number of closed and registered files for applicants who applied in a given year. Incomplete or in process applications are not counted. CRNM's resolved registration rate by year indicates registration rates ranging from 51 to 75 per cent from 2011 to 2016. Lower registration rate figures toward the end of the period contain larger numbers of unresolved files and so are more tentative. Registration typically takes longer than file closures, so the registration rates artificially skew down toward the end of the period, with more file closures appearing in the reporting period relative to registrations.

Data Collection Moving Forward

In general, the quality of 2011 to 2020 data provided by CRNM for the 2011 to 2020 period is strong. IEA outcomes and timelines are presented throughout the registration process and IEA registration pathways are clear. Moving forward, future data reporting will provide a larger reporting window and support more insightful analysis with a more definitive identification of trends and outcomes.

At this point, however, FRPO does not collect outcome or timeline data regarding the first-step NNAS. Without a sense of the timelines and through rates at NNAS, the statistical picture is incomplete. FRPO will explore options with CRNM to collect this data moving forward.

Moving forward, future data reporting with CRNM will provide a more complete statistical picture and with a larger reporting window, support more insightful analysis of trends.

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