



ECO CANADA

Environmental Careers Organization



# Labour Mobility Between EU and Canada

LABOUR MARKET RESEARCH STUDY

2010

## ECO CANADA

ECO Canada develops programs that help individuals build meaningful environmental careers, provides employers with resources to find and keep the best environmental practitioners, and informs educators and governments of employment trends to ensure the ongoing prosperity of this growing sector.



## LABOUR MARKET RESEARCH

ECO Canada Labour Market Research investigates current environmental skill and labour trends within the environmental profession and provides up-to-date, timely and relevant insights that can be applied in policy, business, and educational contexts.

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### 3. EXECUTIVE SUMMARY

One of the most critical issues facing Canada's environmental sector is the shortage of skilled labour. In the 2010 Profile of Canadian Environmental Employment study by ECO Canada, the majority of environmental employers stated that a lack of workers with appropriate skills was the main difficulty in recruiting at the mid- to senior-level.

Immigration has become the major source of population growth and a critical source of skilled labour for Canada. As with other skills shortages, one can "build, share or buy."<sup>1</sup> 'Build' is already one of ECO Canada's major priorities with its program for educators. 'Share' can be achieved through 'international reciprocal mobility' and the recruitment of temporary workers, and 'buy' concerns the recruitment and integration of qualified immigrants. In this study we will focus on the 'share' and 'buy' steps that deal with the attraction of skilled foreign workers. However, the study will review the current 'build' practices in Canada as well.

There have been some provincial initiatives targeted at Europe to encourage mobility between the EU and Canadian provinces. The Quebec France Agreement (QFA) is a major step forward as it alleviates an important obstacle to labour mobility by facilitating the mutual recognition of professional qualifications. The QFA touches upon a wide variety of skills that the environmental sector requires. Such encompassing agreements are of particular interest to the environmental sector.

The current negotiation of the Canada-EU Comprehensive Economic Agreement<sup>2</sup> aims at improving the mobility of workers between the two partners by the end of 2011<sup>3</sup>. Due to the above developments, France and the European Union, including Central and Eastern European countries in the EU (CEECs), could be important players whose potential may not have been fully tapped yet.

Like Canada, Western European countries are experiencing a labour shortage. Although Canada and the EU are negotiating labour mobility, Canada cannot expect mass immigration from these Western European countries---there can only be a temporary exchange of skilled labour due to the skills shortage experienced in the developed Western EU countries. However, initial research findings indicated that there is a potential labour pool in Central and Eastern European (CEEC) countries.

This study aims at providing a more definite assessment of the potential of attracting skilled foreign environmental workers from Central and Eastern European Countries (CEECs) and France to Canada, as well as identifying the key barriers to foreign worker mobility to Canada and within the European Union (EU), and the initiatives to facilitate that mobility.

In the report, EU-27 refers to all 27 European Union member countries, which are further classified into as follows:

- Central and Eastern European countries (CEECs) consists of 10 countries of particular interest: Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, and Slovenia;
- EU-17 includes Western and Southern European countries: Belgium, Denmark, Germany, Ireland, Greece, Spain, France, Italy, Cyprus, Luxembourg, Malta, Netherlands, Austria, Portugal, Finland, Sweden, and the United Kingdom;
- EU-15 (EU-17 without Cyprus and Malta) includes more developed economies; and
- EU-2 refers to the most recent entrants into the EU: Romania and Bulgaria.

<sup>1</sup> Helliwell, John (2006): Highly skilled workers: build, share, or buy? Working Paper 2006 D-13. Skills Research Initiative. Government of Canada. Ottawa, Canada.

<sup>2</sup> Government of Canada (2009): Minister Day Announces Crucial Step Forward on Canada-EU Comprehensive Economic Agreement; Press release March 5, 2009 (<http://news.gc.ca/Web/article-eng.do?m=/index&nid=>).

<sup>3</sup> The Gazette, Back to the table for Canada, EU, July 10, 2010.



It is believed that Canada has a more flexible harmonized system – economic, social, and taxation – than the EU to facilitate the geographic mobility of its residents and workers.



### Which EU countries provide the greatest opportunity for migration of environmental workers to Canada?

- Among the 10 CEECs, only 4 CEECs – Poland, Romania, Hungary, and Slovakia – have the potential of supplying Canada with skilled and semi-skilled labour in the period of 2010-2020.
- Between 2010 and 2020, these 4 CEECs are expected to show a surplus of skilled environmental workers concentrated in medium qualifications, particularly in Poland followed by Romania, and Slovakia.
- France offers training in many environmental areas, but there are not enough jobs to absorb all the trained workers. France's skilled surplus will be concentrated in medium qualification. However, its surplus in high qualifications will be sizable and about one-third times more than the four CEEC countries.
- Poland, Romania and France appear to present interesting environmental opportunities for Canadian business to set up offices. These companies can recruit local workers who in turn can be transferred to Canada, thus facilitating labour mobility. The main areas of opportunity are water and wastewater management, waste management and land preservation, water management and flood prevention infrastructure, treatment and recycling of hazardous industrial waste, natural resources and alternative/renewable energies.

### What are Canada's current strengths to encourage and improve mobility of EU environmental workers?

- Canada is viewed by most Canadian experts and foreign worker respondents as a top competitor in attracting immigrants and temporary workers.
- The main reason for CEEC skilled workers to come to Canada is economic job opportunities, whereas Western and French skilled workers are primarily attracted by the sense of adventure.
- Canadian (immigration) and EU (internal migration) policies do not discriminate or favour one foreign country over another. It is believed that Canada has a more flexible harmonized system – economic, social, and taxation – than the EU to facilitate the geographic mobility of its residents and workers. As such, Canada may be better positioned on foreign credential recognition than the EU because the Canadian regulatory framework provided by the Agreement of Internal Trade (AIT) is, in principle, more flexible than the EU framework. Following the Canadian AIT, foreign credential recognition by one province triggers the automatic recognition in other provinces, with some exceptions. Automatic recognition by Member States is lacking in the EU.
- Selected provinces have already shown their interest in the EU as a source of skilled labour<sup>4</sup>, but none has gone as far as Quebec in signing the Quebec-France Agreement (QFA), which facilitates the mutual recognition of professional qualifications between Quebec and France.<sup>5</sup>

<sup>4</sup> Government of Alberta (2007): Minister Iris Evans Speech at the France-Canada Chamber of Commerce Paris-France. April 23, 2007. Ministry of Employment, Immigration and Industry. Edmonton, Alberta, Canada.

<sup>5</sup> Gouvernement du Québec (2009): Ministère de l'immigration et des communautés culturelles, « Entente entre la France et le Québec en matière de reconnaissance mutuelle des qualifications professionnelles : des réponses à vos questions », 00091, Février 2009. Available at [http://www.mri.gouv.qc.ca/en/pdf/procedure\\_commune\\_entente\\_qualif\\_prof\\_FRQc\\_en.pdf](http://www.mri.gouv.qc.ca/en/pdf/procedure_commune_entente_qualif_prof_FRQc_en.pdf).

## What are the barriers to mobility from EU countries to Canada?

- The key specific barriers for skilled and environmental workers in both Canada and the EU, identified by secondary research, include:
  - Insufficient foreign credential recognition of qualifications including education and experience;
  - Language proficiency; and
  - Complex Licensure requirements for certain regulated professions for interprovincial mobility. Key experts showed scepticism about the effectiveness of the Agreement of Internal Trade (AIT) because while it appears good in theory, in practice there are still a lot of closed shops among trades in Canada. There is potential for improving the functioning of the AIT by reconciling small differences in the definition of occupational scope for some occupations among provinces.
- Other key barriers identified concern:
  - The absence of Canadian job experience and network;
  - Inadequate institutional means to facilitate the effective utilization of immigrant skills; and
  - Canadian respondents (experts and immigrants) identified additional obstacles experienced by both regulated and non-regulated workers such as the lack of:
    - Awareness of small businesses in the benefits of hiring foreign workers;
    - Appropriate information provided to immigrants and employers; and
    - Adequate pre-arrival supports and bridging programs to provide Canadian work experience and skills.

## What do experts and immigrants suggest for improving mobility of EU environmental workers?

Based on the interviews of key experts and immigrants in Canada, the following priorities were suggested to facilitate the mobility of skilled/environmental workers to and within Canada:

### 1. Increase the Supply of Skilled and Environmental Workers

Most respondents and immigrants agreed that efforts should continue to focus on removing barriers to worker mobility, in particular:

- Improving the Foreign Credential Recognition (FCR) process;
- Providing "right and clear information" to foreign workers and Canadian employers;
- Improving the awareness of small and medium enterprises (SMEs) about the benefits of using foreign skills and their capacity to assess and hire foreign workers;
- Providing pre-arrival supports overseas (as part of the Canadian Immigration Integration Project (CIIP) pilot project);
- Providing bridging programs (e.g., skill and language upgrading, job internships);
- Improving the integration of immigrants;
- Reducing the federal backlog of skilled workers;
- Expanding the Canadian Experience Class program (granting facilitated Permanent residence to those working temporarily or studying in Canada for two years) as it is an effective program for retaining foreign students and temporary foreign workers in Canada;
- Improving the functioning of the AIT by reconciling small differences in the definition of occupational scope for some occupations among provinces; and
- Signing more Free Trade Agreements (FTAs) with other countries such as the proposed Canada – EU Comprehensive Economic Agreement being negotiated to encourage the entry of skilled and semi-skilled temporary workers from all EU countries.

## 2. Make Environmental Occupations a Stronger Focus for Government

For federal and provincial government respondents, the key factors driving the demand for particular foreign occupations in Canada is supply and demand for skills and meeting the needs of provincial and territorial governments.

Some respondents suggested that ECO Canada and environmental employers could make a business case before the federal and provincial/territorial government to add environmental related occupations to the federal list of 38 priority occupations (National Occupational Classification NOC). The federal government deems these 38 occupations to be in short supply in Canada and thus priority in immigration is granted to those applying in these occupation categories. These lists could be potentially amended according to evolving labour needs in the environmental sector. Also, environmental workers could be admitted as permanent residents through the Provincial Nominee Programs. ECO Canada and environmental employers would have to clearly demonstrate to a particular jurisdiction that there is a shortage of skilled environmental workers in that jurisdiction. An Ontario representative was of the view that the environmental sector is important to develop and the province is already offering bridging programs for environmental workers; however that representative was not convinced that employers have made a convincing case about environmental skill shortages in Ontario.

### What initiatives has Canada already undertaken to improve attracting EU environmental skilled workers?

Many governments and credential bodies in Canada are providing assistance to various stakeholders in order to reduce skill shortages, improve the mobility of foreign workers in regulated occupations, and facilitate their job integration in the labour market.

Federal and provincial governments have launched key initiatives to facilitate labour mobility within and to Canada. A few examples are:

- Agreement on Internal Trade (AIT)
- Quebec-France Agreement on the mutual understanding of professional qualifications
- Canada-EU negotiation of a comprehensive economic agreement that includes labour mobility, as well as innovative measures such as pre-arrival and bridging programs for foreign skilled workers.

### What challenges does Canada still face in attracting environmental skilled workers from the EU?

CEEC country migration is predominantly to Western Europe rather than Canada. The four CEEC countries (Poland, Romania, Hungary, and Slovakia) show lower migration levels of workers to Canada relative to France. For the period of 2004-2007, the level of skilled labour annual migration from France to Canada (10,324) is much higher than for the four CEECs (2,574). It is estimated that Canada admitted only 45 environmental workers per year from the four CEECs while 182 environmental workers emigrated from France during the same period.

- The annual level of migration of CEEC citizens to Western Europe (about half a million) between 2003 and 2007 overwhelms the level of migration of citizens from the EU-15 (about 180,000) and France (about 20,000) to Canada. Working-age citizens from the four CEECs, except Hungary, are much more mobile than their EU-15 and French counterparts. The overwhelming share of migrant workers from all CEECs including the four CEECs is concentrated at the medium occupation level.
- The four CEECs main destination countries in the EU are the UK, followed by Spain, Italy, Germany, and Ireland. For France, it is the UK, followed by Germany and Belgium.

For French workers, the issue is not attraction to Canada, but rather retention. French migrants have an optimistic image of Canada as presented in popular culture. However, once established in the country, French immigrants can find it challenging to adapt to the Quebec cultural environment due to differences in language and the nature of relationships.



The signing of the Canada-EU comprehensive economic agreement, would offer opportunities for EU temporary environmental skilled workers to work anywhere in Canada.



## Recommended Next Steps

The following strategic recommendations are based on the finding that there will be a shortage of skilled and semi skilled environmental workers in Canada between the period of 2010 – 2020, and focus on strategies to fill that labour shortage with qualified environmental workers from the EU.

### **Assess the benefits and costs for a promotion campaign to attract skilled workers from the four CEECs as permanent residents in order to fill specific environmental shortages.**

There is currently a low level of migration to Canada of skilled/ semi-skilled environmental workers from the four CEECs (Poland, Romania, Slovakia, and Hungary). Under the current system, the potential for the four CEECs regulated workers to use the Quebec-France Agreement as a bridge to come and work in Canada is extremely low. The signing of the Canada-EU comprehensive economic agreement, however, would offer opportunities for EU temporary environmental skilled workers to work anywhere in Canada.

The provincial environmental association chapters and provincial governments could explore the potential use of the Provincial Nominee programs to select and attract environmental workers from the four CEECs as permanent residents.

### **Assess the potential of using the Canadian Experience Class program to retain French temporary workers and students in Quebec and Canada as permanent residents.**

The Quebec-France Agreement favours French residents in recognizing their foreign credentials. The Quebec-Canada agreement on Immigration provides Quebec with the authority to select skilled workers and favour French-speaking foreign workers, subject to federal approval for their permanent resident and temporary worker status. Since the issue with French temporary workers is their retention in Canada, the Canadian Experience Class program (facilitated Permanent Resident process after two years of working or studying in Canada) can help retain the French temporary skilled environmental workers as Permanent Residents.

### **Explore the following proposals with the federal and provincial governments to bridge the environmental skills gap in Canada:**

- Include additional environmental occupational skills (NOC Code) currently in shortage, to the federal priority occupation list of the Federal Skilled Worker program;
- Include additional environmental regulated occupations in their priority list of foreign credentials to be recognized;
- Improve the functioning of the AIT by reconciling small differences in the definition of occupational scope for some occupations among provinces. This will attract top-tier skilled workers from other countries who do not want to immigrate to Canada because of the interprovincial mobility barrier;
- Incorporate, in the federal tool box, relevant information related to environmental occupations in shortage to facilitate the mobility of foreign workers to Canada; and
- Create synergies with other professional associations whose mandate is to facilitate the entry of skilled regulated workers in Canada, such as *Engineers Canada*, *BioTalent* in the bio technology sector, and the *Saskatchewan Institute of Applied Science and Technology* (SIAS), which trains workers overseas and brings them to Canada.

**Work with small and medium businesses in Canada in facilitating the hiring of foreign-trained workers.** Small and medium businesses in Canada are not fully aware of the benefits of hiring new immigrants and as a result they tend to discount the education and experience of foreign-trained workers and the benefits of hiring them. The Ontario government appears to be successful in promoting the hiring of foreign-trained workers by Ontario businesses. ECO Canada and other professional bodies use bridging programs to facilitate the hiring of foreign skilled workers by the business sector.

In the EU, the *European Qualifications Framework for lifelong learning* (EQF) acts as a translation device between the Member States' qualifications systems to help employers and educational establishments across Europe compare the qualifications presented by individuals. However, Canada does not appear to have such a framework to help with the recognition of foreign qualifications. Through its network of advisors EURES (THE European Job Mobility Portal), the EU provides guidance and advice to EU migrants. Also, Denmark appears to be a good practice country to integrate migrants into its labour force. ECO Canada, in collaboration with other federal and provincial associations, can:

- Identify the key barriers faced separately by regulated and non-regulated occupations in the environmental sector in hiring internationally trained workers;
- Identify the best business practices in Canada and elsewhere to improve the hiring and employment success of both employers and workers:
  - Investigate, in particular, the practices of the EU European Qualifications Framework for lifelong learning (EQF) and the EURES network of advisors, as well as related practices in Denmark.
- Explore the potential of further reducing barriers for credential recognition in Canada following consultations with the Canadian Information Centre for International Credentials (CICIC), the Alliance of Credential Evaluation Services of Canada (ACESC), the Canadian Association of Prior Learning Assessment (CAPLA), the five provincially mandated assessment agencies evaluating educational credentials, and the eleven sector councils working with the FCR program.



Small and medium businesses in Canada are not fully aware of the benefits of hiring new immigrants and as a result they tend to discount the education and experience of foreign-trained workers and the benefits of hiring them.







## 4. INTRODUCTION

### 4.1 ABOUT ECO CANADA

ECO Canada (Environmental Careers Organization) is a not-for-profit corporation that assists the Canadian environmental sector in implementing sound human resource development policies. Since its founding in 1992, ECO Canada has taken great strides towards developing a national human resource strategy that is focused towards the needs of environmental practitioners, employers and educators.

### 4.2 OBJECTIVES

The objective of the current study is to:

- Provide a more definitive assessment of the potential labour supply of skilled workers for the environmental sector from the CEECs and France to Canada; and
- Understand labour mobility within the EU and the potential of attracting skilled workers from Central and Eastern Europe to Canada, rather than to Western Europe.

### 4.3 METHODOLOGY

The methodology used involved two broad lines of research:

- Primary analysis that incorporated key expert interviews with federal, provincial and other experts in Canada and Europe as well as interviews of recent immigrants to Canada; and
- Secondary analysis that included document, data, and literature reviews.



## 5. CURRENT WORKER IMMIGRATION TO CANADA

### 5.1 CURRENT GENERAL IMMIGRATION TO CANADA

Canada is among the world's major countries receiving immigrants, welcoming approximately 250,000 permanent residents, 200,000 temporary foreign workers, and 80,000 international students in 2008.<sup>6</sup>

In recent years, federal, provincial, and territorial<sup>7</sup> governments have taken numerous measures to facilitate the mobility of workers within and to Canada. Canada's immigration program has been shifting rapidly over the last few years, with an increased focus on a labour market-driven immigration policy<sup>8</sup>, which will ensure faster immigration. Some facts to support these programs are:

- The Canadian Experience Class (CEC) program selects foreigners who either already worked in Canada as a temporary foreign worker for two years, or studied in Canada as a foreign student. The CEC is a faster process than other Permanent Residence applications. It is believed that those who have worked or studied in Canada have a better chance to integrate in Canadian society.<sup>9</sup>
- Since 2002, the number of temporary workers has grown much faster than the number of permanent residents in Canada.
- In 2008, skilled/semi-skilled<sup>10</sup> workers (17.5%) and provincial nominees (3.4%) who were admitted to Canada as principal applicants under the Federal Skilled Workers Program and the Provincial Nominee Program represented 21% of the total number of permanent residents admitted that year.

### 5.2 CURRENT IMMIGRATION AND MOBILITY TO CANADA FROM CENTRAL AND EASTERN EUROPEAN COUNTRIES (CEECS) AND FRANCE

During the 2004–2007 period, an average of 10,312 permanent residents and temporary workers per year came to Canada from all CEECs, including 7,954 from the four CEECs (Poland, Romania, Hungary, and Slovakia).

Among the four CEECs, Romania and Poland are the largest suppliers of permanent residents and temporary workers. More permanent residents immigrate to Canada from the four CEECs than temporary workers.

The immigration pattern is different for France. More French temporary workers immigrate to Canada than permanent residents.

Table 1 shows the number of temporary workers and permanent residents admitted to Canada from different countries.

<sup>6</sup> Citizenship and Immigration Canada (2009): Annual Report to Parliament on Immigration, p. 8.

<sup>7</sup> The rest of the text will refer to federal and provincial instead of federal, provincial, and territorial.

<sup>8</sup> Owen Timothy and. Lowe, Sophia J (2008): Labour Market Integration of Skilled Immigrants: Good Practices for the Recognition of International Credentials Canada, World Education Services-Canada UNESCO, p. 17.

<sup>9</sup> Becklumb, Penny et al.; Library of Parliament of Canada (2008): Recognition of the Foreign Credentials of Immigrants; Law and Government Division, p. 10.

<sup>10</sup> Skill/semi-skilled Canadian definition is roughly similar to the EU high and medium qualification definition.

**Table 1**  
**Number of Temporary and Permanent Residents Admitted**  
**to Canada from Different Countries**

(a) Number of Temporary Workers Admitted to Canada

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2004–2007 Average Per Year
Poland	385	431	468	386	329	356	401	481	921	951	540
Romania	156	229	238	381	356	214	215	367	468	700	316
Czech Republic	217	277	262	236	222	195	232	210	234	601	218
Hungary	159	187	226	142	125	95	122	159	145	191	130
Bulgaria	45	49	49	59	67	42	29	45	61	51	44
Slovak Republic	162	208	186	197	160	123	168	181	158	192	158
Lithuania	26	30	20	28	28	8	7	21	12	24	12
Latvia	13	11	33	19	19	16	32	35	37	44	30
Slovenia	17	17	29	16	17	8	17	13	25	33	16
Estonia	38	106	17	15	10	6	39	9	12	11	17
<i>All Central and Eastern EU countries</i>	1,218	1,545	1,528	1,479	1,333	1,063	1,262	1,521	2,073	2,798	1,480
<i>Four CEECs (PL/RO/HU/SL)</i>	862	1,055	1,118	1,106	970	788	906	1,188	1,692	2,034	1,144
Cyprus	9	17	7	10	14	12	27	57	147	199	61
Malta	0	0	0	0	0	0	0	0	0	0	0
EU-10	1,026	1,284	1,248	1,049	924	819	1,045	1,166	1,691	2,246	1,180
EU-2	201	278	287	440	423	256	244	412	529	751	360
EU-10 and EU-2	1,227	1,562	1,535	1,489	1,347	1,075	1,289	1,578	2,220	2,997	1,541
France	5,301	5,931	5,769	5,324	5,360	7,145	8,768	10,065	10,931	12,394	9,227
<b>Total to Canada</b>	<b>107,139</b>	<b>116,565</b>	<b>119,714</b>	<b>110,915</b>	<b>103,239</b>	<b>112,553</b>	<b>122,723</b>	<b>139,103</b>	<b>164,905</b>	<b>192,519</b>	<b>134,821</b>

(b) Number of Permanent Residents Admitted to Canada

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2004–2007 Average Per Year
Poland	1,299	1,334	1,168	1,117	1,079	1,329	1,206	1,191	1,158	1,183	1,221
Romania	3,468	4,431	5,589	5,689	5,466	5,658	4,964	4,393	3,770	2,754	4,696
Czech Republic	532	487	315	237	198	230	205	159	140	104	184
Hungary	421	439	639	562	492	685	542	531	429	387	547
Bulgaria	757	1,097	1,188	1,474	1,424	1,945	1,685	1,401	1,132	976	1,541
Slovak Republic	496	460	579	614	501	588	356	236	206	117	347
Lithuania	96	112	176	123	193	222	160	110	101	103	148
Latvia	226	230	286	250	157	136	94	73	113	66	104
Slovenia	37	29	24	17	14	17	21	8	23	19	17
Estonia	91	66	43	55	70	28	25	21	36	36	28
<i>All Central and Eastern EU countries</i>	7,423	8,685	10,007	10,138	9,594	10,838	9,258	8,123	7,108	5,745	8,832
<i>Four CEECs (PL/RO/HU/SL)</i>	5,684	6,664	7,975	7,982	7,538	8,260	7,068	6,351	5,563	4,441	6,811
Cyprus	39	44	44	27	59	40	30	34	19	33	31
Malta	41	92	66	42	39	48	32	38	10	29	32
EU-10	3,278	3,293	3,340	3,044	2,802	3,323	2,671	2,401	2,235	2,077	2,658
EU-2	4,225	5,528	6,777	7,163	6,890	7,603	6,649	5,794	4,902	3,730	6,237
EU-10 and EU-2	7,503	8,821	10,117	10,207	9,692	10,926	9,320	8,195	7,137	5,807	8,895
France	3,923	4,345	4,428	3,962	4,127	5,028	5,430	4,915	5,526	6,384	5,225
<b>Total to Canada</b>	<b>189,954</b>	<b>227,458</b>	<b>250,639</b>	<b>229,049</b>	<b>221,348</b>	<b>235,825</b>	<b>262,241</b>	<b>251,643</b>	<b>236,754</b>	<b>247,243</b>	<b>246,616</b>

Source: Statistics Canada (2008): Facts and Figure - Immigration Overview - Permanent and Temporary Residents, p23 and p57.  
 Note: Figures presented are average of the statistics from 2004 to 2007. EU-10 includes Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovenia, and Slovakia. EU-2 includes Bulgaria and Romania.

### 5.3 CANADA'S ATTRACTIVENESS TO CEEC AND FRENCH WORKERS

CEEC newcomers are attracted to Canada in the hope of a better life, security, political stability and economic opportunities, whereas Western Europeans, including the French, who arrive as mainly temporary workers, are attracted to Canada by the sense of adventure.

A strong majority of French newcomers find Quebec and Canada very attractive before they arrive in Canada. Criteria that explain the Quebec attraction are multiple. Unlike the CEEC immigrants, the taste of adventure, tourist attraction and proximity to the U.S. comes first, followed far behind by economic/work opportunities and the French language. The same factors associated with Quebec are similar for the rest of Canada.

The research findings suggest that most of the immigrants do not consider an alternative country to Canada. A few immigrants might consider other countries in Western Europe, the U.S., and Australia in addition to Canada. When asked whether they would advise friends and family working in the environmental sector to come to Canada, the majority had positive opinions. However, they would also warn their friends and family that there were difficulties in early years. A few suggestions to get over the difficulties were:

- Making sure their specific skills are in demand before arriving;
- Willing to start at the bottom or to work in a different occupational field - to accept to be underemployed for a few years to gain Canadian experience;
- To study a few years in Canada in order to obtain a Canadian diploma and foreign credential recognition;
- To learn English well before arriving;
- To come to Canada at a younger age; and
- To accept to relocate within Canada and/or to gain some prior work experience in Western Europe.

A few respondents had negative views about immigrating to Canada, mainly due to:

- The lack of environmental jobs in Canada; and
- The lack of information and the mismatch between environmental skills and the availability of environmental jobs.

### 5.4 POTENTIAL OF ATTRACTING CEEC WORKERS TO CANADA

The potential of CEEC workers for Canada's benefit was assessed through interviews with Canadian experts.

Government respondents were clear that no preference is accorded to a particular country to attract migrants or temporary workers to Canada. Federal and provincial governments do not discriminate among countries of origin in order to admit skilled immigrants or temporary workers.

However, other respondents, such as immigration experts, believe that CEEC workers offer a strong potential (in quality) because they would adapt well to Canadian society in view of similarities in cultural background (as long as they speak English or French), and the relatively good quality of their education systems. Some suggested that CEEC workers live in a similar climate as Canada and that could help their adaptation to Canadian winters.

Many respondents felt that the quantitative potential was very limited, at least in the short term. Currently, Ontario has very few environmental worker participants from the CEECs in their environmental bridging program, even though Ontario supports bridging programs for all immigrant foreign workers targeted at specific environmental occupations (e.g., geoscientists, environmental engineers and planners). Respondents from Alberta felt that there is no potential in the short term in view of the present surplus of skilled workers in Alberta, with preference given to workers from Alberta and the rest of Canada over foreign workers. However, Alberta expects a shortage of skilled workers within the next 10-20 years and will require the hiring of foreign workers in general.

Some respondents felt that Canada could lose its attractiveness as an immigration destination because of federal backlog of skilled workers (about four years). Competitive countries for immigration cited most often were Australia, the U.S., and Western Europe, and the UK in particular.

## 5.5 POTENTIAL OF ATTRACTING FRENCH WORKERS TO CANADA

Research shows that once French immigrants have experienced the thrill of moving to Canada, they are willing to stay in the country only if they can get a good job and quality of life. This observation explains why there are a large proportion of respondents who declared that they do not know how long they will stay in Canada, as it will depend on their ability to find a job.

Respondents indicated that Canada's attraction is very strong among immigrants and what is at stake concerning French immigration is not attraction, but rather retention. French migrants have an optimistic image of Canada as presented in popular culture. However, once established in the country, French immigrants can find it challenging to adapt to the Quebec cultural environment due to differences in language and the nature of relationships. The more direct approach of the French immigrants in the workplace is in contrast to Quebecers who tend to be less direct. For that and other reasons, Quebec employers are at times not eager to hire French immigrants.

To conclude, French immigrants seem to be more attracted to Quebec and Canada based on personal criteria (e.g, taste of adventure, the country's natural environment, etc.) than work opportunities. Once they are in Canada, some are willing to stay provided they have a good job.

Australia was the prime alternate destination considered by French immigrants, followed by New Zealand.

“

French immigrants seem to be more attracted to Quebec and Canada based on personal criteria (e.g, taste of adventure, the country's natural environment, etc.) than work opportunities. Once they are in Canada, some are willing to stay provided they have a good job.

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## 6. FUTURE AVAILABILITY OF ENVIRONMENTAL SKILLED LABOUR IN CEECS AND FRANCE

### 6.1 THE EU LABOUR MARKET: FORECASTING LABOUR SUPPLY AND DEMAND

Before examining the environmental skilled labour supply and demand in Eastern and Central EU countries and the rest of the EU, it is important to understand the general labour market conditions of all 27 European countries and the differences and movements between Central / Eastern Europe and Western Europe.

Canada competes with the rest of the world, particularly Western Europe, in attracting skilled labour from Eastern and Central Europe. In view of the Quebec-France Agreement on the mutual understanding of professional qualifications, we will also focus on the potential supply and mobility of French workers to Canada.

The European Centre for the Development of Vocational Training recently used a multi-sector econometric model that provides the medium term forecast of labour demand and supply in Europe<sup>11</sup> in the years 2010 and 2020. Table 2 presents CEDEFOP's (European Centre for the Development of Vocational training) forecasts of the general labour demand and supply in Europe. The EU-27, EU-17, the 10 CEECs countries, and France are listed by labour force size. According to CEDEFOP<sup>12</sup>, forecasts should be used with caution because long term forecasts have a high degree of uncertainty.

In general, the overall labour demand in EU-27 grows slightly faster than the labour force over the next 10 years and results in a small decrease in the labour surplus<sup>13</sup> between 2010 and 2020 (6.6% to 4.8% of total supply). The EU Commission<sup>14</sup> also expects the supply of migrant workers to other EU countries to shrink because of the rapid rise in their income per capita and employment in recent years. Also, in view of the shrinking supply of young workers, the pool of mobile workers is expected to decrease and act as a brake to internal migration from the CEEC countries.

### 6.2 LABOUR SUPPLY AND DEMAND IN EU, CEECS, AND FRANCE BY LEVEL OF QUALIFICATION

In the most developed EU countries (EU-17), there will be an overall surplus of workers (all levels combined) between 2010 and 2020 (6.1% and 4.3% of total supply). For high qualification workers, there will be no surplus in 2010 and a small shortage in 2020 (-0.5%). On the other hand, the surplus for medium qualifications will decrease from 4.7% to 3.9% in the period.

Despite expected fast growth of the economy in the CEECs, there will be a surplus of labour with the exception of the Czech Republic and Bulgaria, which will show a deficit in 2020 (-0.8% and -9.9% of total supply, respectively). It is expected that 3.1% of high qualification labour and 8.2% of medium qualification labour in the 10 CEECs will be in surplus in year 2020. Therefore, the CEECs will show a higher surplus rate in both high and medium qualification workers relative to the EU-17 in both 2010 and 2020.

Targeting particular countries for immigrant recruitment could be more effective if the chosen countries have a relatively slack labour market with a sizeable labour pool. In view of the forecast shortage in the Czech Republic and Bulgaria, and the relatively small labour force in Lithuania, Latvia, Estonia and Slovenia, only Poland, Romania, Hungary, and Slovakia may have some potential of supplying Canada with some skilled and semi-skilled labour among the CEECs. These four CEECs are expected to have 2,964,000 medium and high qualification workers in surplus in the year 2020.

It is forecasted that there will be 1,673,000 medium and high qualification workers from France that will be in surplus in 2020, which represents about half the medium-high qualification surplus in the four CEECs.

As result, this study concentrated whenever possible on the four CEECs and France, as they offer a sizable supply of medium and high qualification workers.

<sup>11</sup> CEDEFOP, (2010), op. cit.

<sup>12</sup> This warning was reiterated in an interview with a CEDEFOP representative.

<sup>13</sup> CEDEFOP (2010) warned that "differences between skill supply and demand cannot be simply interpreted as unemployment ... because some people have more than one job, while others share on job" (p. 76). It is more accurate to label the difference as "surplus."

<sup>14</sup> European Commission (2008): Employment in Europe; Directorate-General for Employment, Social Affairs and Equal Opportunities (Employment in Europe, 2008), p. 121.

Table 2 details CEDEFOP's forecast of labour force in EU 27 in terms of supply and demand.

**Table 2**  
Forecast of Labour Force in EU-27

		Supply			Demand			Surplus Labour					
		Labour Force Levels (000s)			Employment Levels (000s)			Surplus Levels (000s)			Rate (%)		
		2000	2010	2020	2000	2010	2020	2000	2010	2020	2000	2010	2020
Poland	All	17,348	17,172	16,769	13,617	15,262	15,013	3,731	1,910	1,756	21.5	11.1	10.5
	Low Qual.	2,716	1,418	694	1,992	1,144	556	724	274	138	26.7	19.3	19.9
	Med Qual.	12,495	11,354	10,139	9,723	9,954	8,851	2,772	1,400	1,288	22.2	12.3	12.7
	High Qual.	2,136	4,400	5,935	1,902	4,164	5,606	234	236	329	11.0	5.4	5.5
Romania	All	11,714	9,896	9,861	9,919	8,900	8,886	1,795	996	975	15.3	10.1	9.9
	Low Qual.	4,168	1,992	1,570	3,642	1,758	1,384	526	234	186	12.6	11.7	11.8
	Med Qual.	6,559	6,320	6,381	5,412	5,638	5,687	1,147	682	694	17.5	10.8	10.9
	High Qual.	987	1,584	1,911	865	1,504	1,814	122	80	97	12.4	5.1	5.1
Czech Republic	All	5,124	5,199	5,136	4,940	5,106	5,178	184	93	-42	3.6	1.8	-0.8
	Low Qual.	530	306	183	433	235	156	97	71	27	18.3	23.2	14.8
	Med Qual.	3,989	4,076	3,898	3,886	4,028	3,927	103	48	-29	2.6	1.2	-0.7
	High Qual.	605	817	1,055	621	843	1,095	-16	-26	-40	-2.6	-3.2	-3.8
Hungary	All	4,074	4,124	4,168	3,848	3,811	3,898	226	313	270	5.5	7.6	6.5
	Low Qual.	750	490	314	671	373	240	79	117	74	10.5	23.9	23.6
	Med Qual.	2,666	2,695	2,653	2,521	2,508	2,469	145	187	184	5.4	6.9	6.9
	High Qual.	658	939	1,201	655	930	1,189	3	9	12	0.5	1.0	1.0
Bulgaria	All	3,428	3,511	3,352	3,240	3,736	3,685	188	-225	-333	5.5	-6.4	-9.9
	Low Qual.	844	500	294	713	459	292	131	41	2	15.5	8.2	0.7
	Med Qual.	1,884	2,111	2,082	1,789	2,270	2,291	95	-159	-209	5.0	-7.5	-10.0
	High Qual.	701	899	975	739	1,007	1,102	-38	-108	-127	-5.4	-12.0	-13.0
Slovakia	All	2,575	2,611	2,666	2,026	2,131	2,273	549	480	393	21.3	18.4	14.7
	Low Qual.	242	146	82	142	70	49	100	76	33	41.3	52.1	40.2
	Med Qual.	2,060	2,011	1,932	1,634	1,662	1,644	426	349	288	20.7	17.4	14.9
	High Qual.	273	455	652	250	400	580	23	55	72	8.4	12.1	11.0
Lithuania	All	1,688	1,613	1,586	1,398	1,441	1,483	290	172	103	17.2	10.7	6.5
	Low Qual.	211	76	48	159	62	43	52	14	5	24.6	18.4	10.4
	Med Qual.	760	888	895	596	770	823	164	118	72	21.6	13.3	8.0
	High Qual.	717	648	643	642	609	617	75	39	26	10.5	6.0	4.0
Latvia	All	1,098	1,170	1,107	946	1,011	989	152	159	118	13.8	13.6	10.7
	Low Qual.	155	108	76	123	82	61	32	26	15	20.6	24.1	19.7
	Med Qual.	730	737	627	625	634	555	105	103	72	14.4	14.0	11.5
	High Qual.	213	325	403	198	295	373	15	30	30	7.0	9.2	7.4
Slovenia	All	955	1,006	939	906	912	877	49	94	62	5.1	9.3	6.6
	Low Qual.	197	125	67	180	107	60	17	18	7	8.6	14.4	10.4
	Med Qual.	601	615	539	570	555	499	31	60	40	5.2	9.8	7.4
	High Qual.	157	266	333	156	250	318	1	16	15	0.6	6.0	4.5
Estonia	All	653	691	675	583	610	653	70	81	22	10.7	11.7	3.3
	Low Qual.	81	50	37	63	35	34	18	15	3	22.2	30.0	8.1
	Med Qual.	378	391	387	332	341	373	46	50	14	12.2	12.8	3.6
	High Qual.	193	250	251	189	234	246	4	16	5	2.1	6.4	2.0
EU-27	All	222,542	235,960	238,603	210,712	220,318	227,086	11,830	15,642	11,517	5.3	6.6	4.8
	Low Qual.	68,959	53,452	38,538	63,593	45,076	33,115	5,366	8,376	5,423	7.8	15.7	14.1
	Med Qual.	106,976	117,700	120,738	101,007	110,793	114,730	5,969	6,907	6,008	5.6	5.9	5.0
	High Qual.	46,607	64,807	79,327	46,111	64,449	79,241	496	358	86	1.1	0.6	0.1

Sources: CEDEFOP (2010): Tables 3 (p88-89) and 15 (p100-101)

\* EU-17 includes Belgium, Denmark, Germany, Ireland, Greece, Spain, France, Italy, Cyprus, Luxembourg, Malta, Netherlands, Austria, Portugal, Finland, Sweden, and United Kingdom.

**Table 2 Continued**  
Forecast of Labour Force in EU-27

		Supply			Demand			Surplus Labour					
		Labour Force Levels (000s)			Employment Levels (000s)			Surplus Levels (000s)			Rate (%)		
		2000	2010	2020	2000	2010	2020	2000	2010	2020	2000	2010	2020
EU-17*	All	173,885	188,967	192,344	169,289	177,398	184,151	4,596	11,569	8,193	2.6	6.1	4.3
	Low Qual.	59,065	48,241	35,173	55,475	40,751	30,240	3,590	7,490	4,933	6.1	15.5	14.0
	Med Qual.	74,854	86,502	91,205	73,919	82,433	87,611	935	4,069	3,594	1.2	4.7	3.9
	High Qual.	39,967	54,224	65,968	39,894	54,213	66,301	73	11	-333	0.2	0.0	-0.5
All Central and Eastern EU countries	All	48,657	46,993	46,259	41,423	42,920	42,935	7,234	4,073	3,324	14.9	8.7	7.2
	Low Qual.	9,894	5,211	3,365	8,118	4,325	2,875	1,776	886	490	18.0	17.0	14.6
	Med Qual.	32,122	31,198	29,533	27,088	28,360	27,119	5,034	2,838	2,414	15.7	9.1	8.2
	High Qual.	6,640	10,583	13,359	6,217	10,236	12,940	423	347	419	6.4	3.3	3.1
Four CEECs (PL/RO/HU/SL)	All	35,711	33,803	33,464	29,410	30,104	30,070	6,301	3,699	3,394	17.6	10.9	10.1
	Low Qual.	7,876	4,046	2,660	6,447	3,345	2,229	1,429	701	431	18.1	17.3	16.2
	Med Qual.	23,780	22,380	21,105	19,290	19,762	18,651	4,490	2,618	2,454	18.9	11.7	11.6
	High Qual.	4,054	7,378	9,699	3,672	6,998	9,189	382	380	510	9.4	5.2	5.3
	Med-High	27,834	29,758	30,804	22,962	26,760	27,840	4,872	2,998	2,964	17.5	10.1	9.6
France	All	25,748	27,529	27,787	24,331	25,076	25,463	1,417	2,453	2,324	5.5	8.9	8.4
	Low Qual.	8,199	6,467	4,646	7,363	5,563	3,994	836	904	652	10.2	14.0	14.0
	Med Qual.	11,358	12,229	11,914	10,851	11,209	10,917	507	1,020	997	4.5	8.3	8.4
	High Qual.	6,190	8,833	11,227	6,117	8,303	10,551	73	530	676	1.2	6.0	6.0
	Med-High	17,548	21,062	23,141	16,968	19,512	21,468	580	1,550	1,673	3.3	7.4	7.2

Sources: CEDEFOP (2010): Tables 3 (p88-89) and 15 (p100-101)

\* EU-17 includes Belgium, Denmark, Germany, Ireland, Greece, Spain, France, Italy, Cyprus, Luxembourg, Malta, Netherlands, Austria, Portugal, Finland, Sweden, and United Kingdom.

## 6.3 FORECASTING ENVIRONMENTAL LABOUR FORCE IN THE EU, CEECS, AND FRANCE

### Definitions of Level of Occupation in the EU and Canada

The European statistics and their method of measuring environmental employment are not directly comparable with Canadian statistics because they are industry (goods and services) based and their industry compositions do not match ECO Canada's occupational definition. However, the industry-based definition used in European statistics suits the purpose of immigrant recruitment because many environmental workers are expected to be employed in environmental industries<sup>15</sup> and, as the result, the difference between an industry-based and an occupation-based definition may not be that substantial. Those with unique skills for environmental work are likely working in environmental industries.

Educational attainment is usually a proxy to the general skill level. In EU, CEDEFOP<sup>16</sup> adopted International Standard Classification of Education (ISCED) and classify workers based on their educational attainment. High qualifications are those with university level post-secondary education (ISCED 5 and 6), medium qualifications are those with secondary and non-university level post-secondary education (ISCED 3 and 4) while low qualifications are those with education below the high-school level.

Employment in the environmental sector in the EU generally falls into two occupational levels: Technician and technologist level (typically requires a diploma or certificate from a community college, technical institute, or CEGEP), and university level occupations. This classification coincides with classification based on ISCED 3 and 4 (medium qualifications) and ISCED 5 and 6 (high qualifications) used in European studies. Workers with low qualifications in the relevant industries or occupations are not targeted by the ECO Canada National Occupational Standards since the skills are usually not specific to the environmental sector.

ECORYS<sup>17</sup> (a leading EU research and consulting firm) stated that there is little information available on skills profiles in the EU environment-related sectors. There is, however, some skill information in some particular industries. For example, OECD<sup>18</sup> showed that the environmental goods and services industry has a relatively polarized skills profile in a few Western European countries. Workers in eco-consulting tend to be university or advanced technical college educated, while waste management is overrepresented by workers with only compulsory school or no learning certificate. This suggests that the European industry-based definition of the environmental sector may include low qualification workers that are not necessarily qualified as environmental workers under ECO's National Occupational Standards.

<sup>15</sup> ELM, 2007, op. cit., Table 2.2.

<sup>16</sup> CEDEFOP (2009), op. cit., p. 61.

<sup>17</sup> ECORYS (2008), op. cit., p. 27.

<sup>18</sup> Organization for Economic Co-operation and Development – OECD (2004): Environment and Employment: An Assessment. Environment Directorate; p. 22.

## Environmental Labour Availability in the CEECs and France by Occupation Level

### CEECs

The total environment-related employment in the 10 CEECs was 679,000 or **1.64%** of their total employment in 2000. The total environmental employment in the four CEECs (Poland, Romania, Hungary, and Slovakia) was 519,000, or **1.76%** of their combined total employment in 2000.<sup>19</sup> According to GHK (an EU based consultancy firm)<sup>20</sup>, that employment rate varies among the four CEECs, between **1.46% and 2.23%**.

The average environmental employment rate in the CEECs was higher than that of the rest of Europe (EU-17), or **1.25%**. A surplus of 67,000 workers is expected in 2010. In 2020, there will be 54,000 workers in surplus.

- In the 10 CEECs, the surplus is concentrated among medium qualification workers.
  - A closer examination shows that most of the supply and surplus of environmental workers in the ten CEECs are from the four CEECs (Poland, Romania, Hungary, and Slovakia).
- The Czech Republic will show no surplus in medium and high qualifications.
- Bulgaria will show a deficit in medium and high qualification workers.

### France

The total environment-related employment in France was 428,000, or **1.76%** (same as the four CEECs) of French total employment in 2000. Assuming the ratio remains the same until 2020, there will be a surplus of 43,000 environmental workers in 2010, and 41,000 environmental workers in 2020.

France is expected to have a surplus in the periods 2010 and 2020, concentrated in the medium qualification occupations. Compared to the four CEECs, France shows a larger surplus in high qualification workers (about 1/3 higher than the four CEECs) between 2010 (9,000 vs. 7,000 respectively) and 2020 (12,000 vs. 9,000 respectively). The level of medium qualification workers is lower than the four CEECs between 2010 and 2020.

<sup>19</sup> The four CEECs have a higher proportion of workers in environment-related employment than the rest of EU.

<sup>20</sup> GHK, *ibid.*, op. cit.

Table 3 highlights the environmental workers supply in the EU 27.

**Table 3**  
Environmental Workers Forecast in EU-27

		Environmental Employment Levels (000s) in 2000	Environmental Employment Rate (%) in 2000	Supply			Surplus Labour		
				Labour Force Levels (000s)			Surplus Levels (000s)		
				2000	2010	2020	2000	2010	2020
Poland	All	246	1.81	313	310	303	67	35	32
	Low Qual.			49	26	13	13	5	2
	Med Qual.			226	205	183	50	25	23
	High Qual.			39	79	107	4	4	6
Romania	All	145	1.46	171	145	144	26	15	14
	Low Qual.			61	29	23	8	3	3
	Med Qual.			96	92	93	17	10	10
	High Qual.			14	23	28	2	1	1
Czech Republic	All	46	0.93	48	48	48	2	1	0
	Low Qual.			5	3	2	1	1	0
	Med Qual.			37	38	36	1	0	0
	High Qual.			6	8	10	0	0	0
Hungary	All	86	2.23	91	92	93	5	7	6
	Low Qual.			17	11	7	2	3	2
	Med Qual.			60	60	59	3	4	4
	High Qual.			15	21	27	0	0	0
Bulgaria	All	52	1.60	55	56	54	3	-4	-5
	Low Qual.			14	8	5	2	1	0
	Med Qual.			30	34	33	2	-3	-3
	High Qual.			11	14	16	-1	-2	-2
Slovakia	All	42	2.07	53	54	55	11	10	8
	Low Qual.			5	3	2	2	2	1
	Med Qual.			43	42	40	9	7	6
	High Qual.			6	9	14	0	1	1
Lithuania	All	9	0.64	11	10	10	2	1	1
	Low Qual.			1	0	0	0	0	0
	Med Qual.			5	6	6	1	1	0
	High Qual.			5	4	4	0	0	0
Latvia	All	22	2.33	26	27	26	4	4	3
	Low Qual.			4	3	2	1	1	0
	Med Qual.			17	17	15	2	2	2
	High Qual.			5	8	9	0	1	1
Slovenia	All	18	1.99	19	20	19	1	2	1
	Low Qual.			4	2	1	0	0	0
	Med Qual.			12	12	11	1	1	1
	High Qual.			3	5	7	0	0	0

Sources: CEDEFOP (2010): Tables 3 and 15 and GHK (2007): Table 4.6b

Notes: Environmental employment rates are the ratio of direct environmental employment levels (from CEDEFOP 2010) to the total employment levels (GHK, 2007). It is assumed that the environmental employment rates are constant across qualification levels and years in calculations of labour supply and surplus.

**Table 3 Continued**  
Environmental Workers Forecast in EU-27

		Environmental Employment Levels (000s) in 2000	Environmental Employment Rate (%) in 2000	Supply			Surplus Labour		
				Labour Force Levels (000s)			Surplus Levels (000s)		
				2000	2010	2020	2000	2010	2020
Estonia	All	13	2.23	15	15	15	2	2	0
	Low Qual.			2	1	1	0	0	0
	Med Qual.			8	9	9	1	1	0
	High Qual.			4	6	6	0	0	0
EU-27	All	2,799	1.33	2,956	3,134	3,169	157	208	153
	Low Qual.			916	710	512	71	111	72
	Med Qual.			1,421	1,563	1,604	79	92	80
	High Qual.			619	861	1,054	7	5	1
EU-17*	All	2,120	1.25	2,178	2,366	2,409	58	145	103
	Low Qual.			740	604	440	45	94	62
	Med Qual.			937	1,083	1,142	12	51	45
	High Qual.			501	679	826	1	0	-4
All Central and Eastern EU countries	All	679	1.64	798	770	758	119	67	54
	Low Qual.			162	85	55	29	15	8
	Med Qual.			527	511	484	83	47	40
	High Qual.			109	173	219	7	6	7
Four CEECs (PL/RO/HU/SL)	All	519	1.76	630	597	591	111	65	60
	Low Qual.			139	71	47	25	12	8
	Med Qual.			420	395	372	79	46	43
	High Qual.			72	130	171	7	7	9
	Med-High			491	525	544	86	53	52
France	All	428	1.76	453	484	489	25	43	41
	Low Qual.			144	114	82	15	16	11
	Med Qual.			200	215	210	9	18	18
	High Qual.			109	155	197	1	9	12
	Med-High			309	370	407	10	27	29

Sources: CEDEFOP (2010): Tables 3 and 15 and GHK (2007): Table 4.6b

Notes: Environmental employment rates are the ratio of direct environmental employment levels (from CEDEFOP 2010) to the total employment levels (GHK, 2007). It is assumed that the environmental employment rates are constant across qualification levels and years in calculations of labour supply and surplus.

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## 7. BARRIERS TO IMMIGRATION AND MEASURES TO FACILITATE MOBILITY TO CANADA

### 7.1 UNDERUTILIZATION OF IMMIGRANTS' SKILLS IN THE CANADIAN LABOUR FORCE

Canada selects immigrants from its Skilled Workers and Professionals category on a point-based system in which education, language skills and work experience are indicative of their ability to integrate into Canadian society and the labour market. While immigrants come to Canada with high levels of education and skills, this selection does not guarantee them a job in their chosen profession.<sup>21</sup> In fact, internationally trained workers have not been able to consistently transfer these talents in the Canadian labour force.<sup>22</sup>

Skilled immigrants remain unemployed or underemployed while positions go unfilled. Today's immigrants are worse off compared to past generations of immigrants who came to Canada. Earnings of recently arrived immigrants are dropping and the unemployment rate is much higher than the Canadian average.<sup>23</sup> In 2007, the national unemployment rate for working-age immigrants who have been in Canada for five years or less was 11%, more than double the rate for the Canadian-born population (4.6%).<sup>24</sup> Among those who have been here for 5 to 10 years, the unemployment rate was 7.3%, which is about 50% more than the Canadian average.<sup>25</sup> Therefore, the longer an immigrant has been in Canada, the more closely the employment rate resembles that of Canadian-born workers. Many skilled immigrants cannot get a job in their chosen field despite the fact that they are coming to Canada with higher qualifications than ever before. Regardless of their level of education, 60% of employed immigrants do not work at the same occupation level they occupied before they came to Canada.<sup>26</sup>

Immigrants are more likely to be underemployed, in that they work in jobs that require less education, have lower entry earnings, and experience slower earnings growth over time.<sup>27</sup> Adult immigrants are much more likely than Canadian-born to be university educated (36% versus 22%, respectively). A university education does not significantly improve a recent immigrant's chances of employment, as it does for Canadian-born workers. In 2007, the unemployment rate for recently landed immigrants with a university degree was 10.7%, compared to 2.4% for Canadian-born workers who are university educated.<sup>28</sup>

Rates of low income among recent immigrants in the 2000s are higher than they were at any time during the 1980s. In 1980, 'very recent' male immigrants (in Canada five years or less) earned on average about 85% that of the comparable Canadian-born. By 2005, this number had fallen to around 65%. As their relative earnings at entry declined, immigrants arriving since the 1980s needed more time to achieve earnings parity with Canadian-born workers. The earnings of immigrants entering Canada in the late 1970s approached those of comparable Canadian-born after 15 to 20 years.<sup>29</sup> It is now taking much longer for immigrants to catch up to Canadians with similar levels of education and expertise: "Immigrants may take 20-28 years to reach wage parity with comparably qualified Canadians."<sup>30</sup>

<sup>21</sup> Alliance of Credential Evaluation Services of Canada (ACESC) et al., op.cit, p. 6.

<sup>22</sup> HRSDC, 2005, op.cit., p. 1.

<sup>23</sup> Becklumb et al., 2008, p. 1.

<sup>24</sup> Gilmore, Jason (2008): *The Canadian Immigrant Labour Market in 2007*, Statistics Canada Research Paper, p. 10.

<sup>25</sup> Statistics Canada (2007): "Study: Canada's immigrant labour market," *The Daily*, 10 September 2007.

<sup>26</sup> Ikura, J. (2007): "Foreign Credential Recognition and Human Resources and Skills Development Canada," *Canadian Issues*, Spring 2007, p. 17.

<sup>27</sup> Citizenship and Immigration Canada, 2009, op.cit, p. 2.

<sup>28</sup> Gilmore, op.cit., p. 23.

<sup>29</sup> Picot, Garnett, Yuqian, Lu, and Feng, Hou (2009): *Immigrant low-income rates: The role of market income and government transfers*; Statistics Canada – Catalogue No. 75-001-X, p. 3.

<sup>30</sup> Hawthorne, L. (2007): "Foreign Credential Recognition and Assessment: An Introduction," *Canadian Issues*, Spring 2007, p. 7.

## 7.2 REASONS FOR UNDER UTILIZATION OF IMMIGRANT SKILLS

According to Picot,<sup>31</sup> "the first reason for underutilization is the shift in immigrant source countries from Europe and the United States to Asia and Africa, and the associated change in related characteristics. For example, proficiency in official languages, perceived or real differences in educational systems, and cultural differences may influence labour market outcomes.

The second factor is the general decline in labour market entry earnings during the 1980s and 1990s that affected both 'recent' immigrants and the Canadian-born alike. The third set of factors relates to the decline in earnings returns to foreign work experience and other immigrant specific characteristics."

The five significant determinants of immigrant employment success are: immigration policy and settlement patterns, assimilation over time, lower value of immigrant human capital, origins of immigrants and the possibility of discrimination.<sup>32</sup> For example, skilled immigrants from North Africa and South East Asia have serious difficulties integrating into the labour market in Quebec relative to other provinces, with discrimination from employers and inadequate government policies being possible contributing factors.<sup>33</sup>

In summary, barriers to integration within the job market take different forms:<sup>34</sup>

- Language barrier: Lack of proficiency in English or French;
- Education and experience barrier: Different education, training and experience that make comparisons with the Canadian system difficult and make recognition of foreign education and experience by employers harder;

- Professional association protectionism: Associations make it hard to recognize foreign credentials to reduce competition in the name of protecting quality and safety standards<sup>35</sup>;
- Absence of job networks for recent immigrants<sup>36</sup>; and
- Lack of adequate institutional means to facilitate the effective utilization of immigrant skills, and in particular, the institutional complexity which is a result of the large number of different players involved.<sup>37</sup> This includes<sup>38</sup>:
  - The difficulty of obtaining reliable information on regulatory requirements, registration processes and workplace expectations prior to emigrating;
  - The lack of flexibility of the certification process;
  - Limited opportunities to gain the missing complement of skills;
  - Lack of sufficient resources among regulatory agencies; and
  - Lack of support to adjust to the workplace.

A 2008 Alberta survey of 1,700 respondents<sup>39</sup> confirmed some of the challenges identified above, and in particular:

- Stakeholders' inconsistent assessment and recognition of foreign credentials; and
- A lack of an open, transparent and accountable FCR process.

<sup>31</sup> Picot et al., *ibid.*, p. 3.

<sup>32</sup> Reitz, Jeffrey G. (2007): *Immigrant Employment Success in Canada, Part I: Individual and Contextual Causes*, *Journal of International Migration and Integration*.

<sup>33</sup> Boudarbat, Brahim and Boulet, Maude (2010); *Immigration au Québec : Politiques et intégration au marché du travail*, CIRANO, p. iv and v.

<sup>34</sup> Reitz, *id.* *Ibid.*

<sup>35</sup> Becklumb, *op. cit.*, p. 4.

<sup>36</sup> Canadian Council of Learning, (2008); *Plus de formation, moins d'emploi : Les immigrants et le marché du travail*.

<sup>37</sup> Reitz, *ibid.*, p. 13.

<sup>38</sup> Human Resources and Skills Development Canada (2005): "Foreign Credential Recognition," *Backgrounder*.

<sup>39</sup> Alberta Employment and Immigration (2009): *International Qualifications Assessment Services Survey Final Report*.

A Survey of Immigrants to Canada examined how immigrants in the 2000–2001 landing cohort assessed their life in Canada. "Positive assessments are most prevalent among immigrants aged 15 to 34, and are less prevalent among those aged 35 to 54. Positive assessments are negatively correlated with educational attainment: university graduates are significantly less likely than others to say they are satisfied with their life in Canada, or that their expectations of life in Canada have been met. Across immigration admission categories, positive assessments are more prevalent among family-class immigrants and refugees than among principal applicants in the skilled worker category. Immigrants who encountered problems accessing housing, health care or education/training are less likely to be satisfied with life in Canada than those who did not encounter problems."<sup>40</sup>

### Immigrants' Assessment

Research surveys of new immigrants to Canada indicated that they faced a number of challenges in the Canadian labour market, most importantly:

- Lack of Canadian work experience (26%);
- Lack of recognition of foreign credentials or work experience (21%); and
- Language barriers (15%).<sup>41</sup>

Immigrants also reported that Foreign Credential Recognition processes are confusing, time-consuming and in some cases costly. They also complained about the accessibility of information.<sup>42</sup>

When asked how the immigration process could be improved to facilitate integration to the job market, the following advice was provided by the immigrants:

- Improve the information provided to potential immigrants about job difficulties in Canada because immigrants lack information about such difficulties;
- Encourage the concept of pre-arrival assistance and supports to potential immigrants to help them with the job search and integration process; and
- Assist Canadian employers to promote the hiring of skilled immigrants and facilitate the FCR process.

### Employers' Assessment

According to research, employers may favour a Canadian-born candidate over an immigrant for various reasons:

- An immigrant's skills may not be relevant in Canada;
- The foreign credentials may be of a lower calibre than equivalent domestic qualifications;
- Employers may require that candidates have Canadian work experience;
- An immigrant's lack of official language knowledge may deter an employer, even if it has not stood in the way of credential recognition;
- Discrimination may be at play; and
- Canadian employers may lack information about the foreign education and experience of today's immigrants."<sup>43</sup>

<sup>40</sup> Houle, René and Schellenberg Grant (2010): *New Immigrants' Assessments of Their Life in Canada* ; Statistics Canada, p. 6.

<sup>41</sup> Owen, op. cit., 2008, p. 11; Zietsma, op. cit., p. 1.

<sup>42</sup> CIC, 2009, op. cit., p. 5.

<sup>43</sup> Becklumb, op. cit., p. 1.

Zietsma, *ibid*, p. 13.

ECO Canada, *HR Insight*, op. cit, p. 1 and 2.

Results from a survey of Canadian employers by the Public Policy Forum in 2004 indicated that many employers – particularly employers in regulated occupations – do not value foreign work experience as much as Canadian work experience. Other research corroborates this view:

- The lower valuation placed on the foreign work experience of immigrants plays a role in the immigrant–native earnings gap<sup>44</sup>;
- Research shows that Canadian employers do not value foreign experience and heavily discount the value of foreign education.<sup>45</sup>

In addition to the barriers identified above, other challenges include the need for training on local technologies, and the need for familiarity with Canadian workplace practices (including work ethics, work expectations, and relationship with authority). According to *ECO Canada 2009 HR insights* report, organizations "willing to undertake these initial hurdles have been rewarded with tremendous return on their human resource investment."

Employers in the environmental sector use strategies to successfully target immigrant workers. Such strategies include:<sup>46</sup>

- Online/Website recruiting with international outreach;
- Advertising (e.g., targeting overseas offices, immigrant centers, areas with high concentration of immigrants);
- Referrals/word of mouth;
- Explicitly targeting immigrants (e.g., indicating in job posting a preference for immigrants or the promotion of employment equity); and
- Partnerships with foreign governments or universities.

## Canadian Governments and Other Experts' Assessment

According to the Minister of Immigration and Citizenship, "too many immigrants have great challenges integrating into the labour market because of foreign credential recognition issues."<sup>47</sup> There is a paradox as "the very skills for which a high proportion of immigrants are selected are not being recognized in the workplaces that appear to so desperately need them."<sup>48</sup>

Respondents from the federal and provincial governments and Canadian experts indicate that the most important barrier for foreign skilled worker immigrants is the lack of Foreign Credential Recognition (FCR) for regulated professions. Other barriers that were most cited were:

- Lack of awareness among employers about the value of foreign skills and capacity to assess those skills;
- Lack of official language knowledge;
- Lack of Canadian work experience;
- Lack of appropriate technical (hard) and soft skills;
- Licensure requirements<sup>49</sup> (see section 10.7) and the complex licensure process required to practice (such as training, exams) in regulated professions in particular. According to one respondent, "This is a catch 22 - the foreign worker needs licensure to get a job but to get licensure the worker needs Canadian experience.";
- Lack of social and job network; and
- Employers' discrimination against visible minorities in the job market.

<sup>44</sup> Zietsma, *ibid.*, p. 21.

<sup>45</sup> Grady, *op. cit.*

<sup>46</sup> ECO Canada, *HR Insight*, *op. cit.*, p. 1 and 2.

<sup>47</sup> CIC, 2009, *op. cit.*, p. i.

<sup>48</sup> Owen, *op. cit.*, p. 8.

<sup>49</sup> Licensure: Procedures for determining eligibility, granting licenses, and protecting the public with respect to the practice of the trade or occupation requiring a licence. Licensure denotes to the public that the person who has been granted the licence has the competence needed to provide for the public's protection (HRSDC, *Glossary of terms*, 2010).

### 7.3 CANADIAN MEASURES TO FACILITATE MOBILITY OF SKILLED AND ENVIRONMENTAL WORKERS

The federal and provincial governments of Canada, along with other bodies, have launched both separately and in collaboration, a series of initiatives to facilitate skilled and environmental worker mobility within and to Canada. Examples include the Agreement of Internal trade (AIT) and Quebec French Agreement (QFA). These initiatives are detailed in Appendix 1 (section 10) of the report.

### 7.4 SUGGESTED PRIORITIES TO FACILITATE THE MOBILITY OF ENVIRONMENTAL WORKERS IN CANADA

Following interviews of key respondents and immigrants in Canada, the following priorities were suggested to facilitate the mobility of skilled/environmental workers to and within Canada.

#### Increase the Supply of Skilled and Environmental Workers

Most respondents and immigrants agreed that efforts should continue to focus on removing barriers to worker mobility, in particular:

- Improving the FCR process;
- Providing "right and clear information" to foreign workers and Canadian employers;
- Improving the awareness of small and medium enterprises (SMEs) about the benefits of using foreign skills and their capacity to assess and hire foreign workers. The Ontario representative indicated that the province has been successful in "getting employers on board in hiring foreign skilled workers";
- Providing pre-arrival supports overseas (as the Canadian Immigration Integration Project (CIIP) pilot project);
- Providing bridging programs (skill and language upgrading, job internships);
- Improving the integration of immigrants;
- Reducing the federal backlog of skilled workers;

- Expanding the Canadian Experience Class program as it is an effective program for retaining foreign students and temporary foreign workers in Canada; and
- Improving the functioning of the AIT by reconciling small differences in the definition of occupational scope for some occupations among provinces.

#### Make Environmental Occupations Become a Stronger Focus for Governments

For federal and provincial government respondents, the key factors driving the demand for particular foreign occupations in Canada is supply and demand for skills and meeting the needs of provincial and territorial governments.

Some respondents suggested that ECO Canada and environmental employers make a business case before the federal and provincial/territorial government to add environmental related occupations to their priority lists. These lists to the federal list of 38 priority occupations (National Occupational Classification NOC) the federal government deems to be in short supply in Canada and thus priority in immigration is granted to those applying with those occupations. These lists could be potentially amended according to evolving labour needs in the environmental sector. Also, environmental workers could be admitted as permanent residents through the Provincial Nominee Programs. ECO Canada and environmental employers would have to clearly demonstrate to a particular jurisdiction that there is a shortage of skilled environmental workers in that jurisdiction. The Ontario representative was of the view that the environmental sector is important to develop and the province is already offering bridging programs for environmental workers. However, that representative was not convinced that employers have made a convincing case about environmental skill shortages in Ontario.



The FCR process is complex due to the various jurisdictional roles, boundaries and responsibilities inherent in the Canadian system of governance. Within each province and territory, a regulatory body exists for each regulated occupation.



#### Alternatives to Attracting Skilled Workers in the Environmental Sector to Canada

According to a few Canadian respondents, some other ways of attracting environmental workers from the CEECs may include:

- Providing appropriate pre-arrival supports to all environmental skilled worker immigrants, and to a lesser extent to temporary workers *from all countries*;
- Increasing Canadian employers' awareness about the benefits of hiring immigrants *from any country*; and
- Signing more FTAs with other countries, such as the proposed Canada – EU Comprehensive Economic Agreement being negotiated to encourage the entry of skilled and semi-skilled temporary workers from all EU countries.

## 7.5 FOREIGN CREDENTIAL RECOGNITION (FCR) – BACKGROUND

The foreign credential recognition process was identified by most respondents as the major barrier to immigration. This sub-section presents background information on the FCR, regulated and non-regulated professions, licensing or licensure (see section 10.7 for details) and certification. Most of the information was sourced from a federal progress report on FCR.<sup>50</sup>

“Foreign credential recognition (FCR) is the process of verifying that the education, skills and experience obtained in another country are equivalent to the standards established for Canadian professions and trades.

“The FCR process is complex due to the various jurisdictional roles, boundaries and responsibilities inherent in the Canadian system of governance. Within each province and territory, a regulatory body exists for each regulated occupation.<sup>51</sup> Provinces and territories have delegated, through legislation, the authority to govern certain occupations to regulatory bodies. The regulatory bodies are responsible for the administration of provincial and territorial laws that pertain to these occupations, for the establishment and maintenance of standards of competency and practice, and for the assessment of the credentials of applicants.

“Requirements for entry, which may vary from one province to another, usually consist of such components as examinations, a specified period of supervised work experience, language competency, etc.”

In order to work in a *regulated occupation* and use a regulated title, one must have a licence or certificate or be registered with the regulatory body for their occupation. Some occupations are regulated in certain provinces and territories and are not regulated in others.<sup>52</sup>

<sup>50</sup> CIC, 2009, op. cit., p. 4 and 5.

<sup>51</sup> WorkinginCanada, Glossary; [http://www.workinginCanada.gc.ca/content\\_pieces-eng.do?cid=24#Regulated\\_Occupations](http://www.workinginCanada.gc.ca/content_pieces-eng.do?cid=24#Regulated_Occupations).

<sup>52</sup> Canadian Information Centre for International Credentials-CICIC, Assessment and Recognition of Credentials for the Purpose of Employment in Canada, 2010.

Currently, there are more than 440 regulatory bodies across Canada, governing approximately 55 professions. In Canada, jobs are regulated by the government to protect public health and safety. For example, nurses, doctors, engineers, teachers and electricians all work in regulated occupations.<sup>53</sup>

Regulated occupations in Canada represent about 15 to 20% of job occupations, as the vast majority of jobs in Canada are in non-regulated occupations.<sup>54</sup> For a list of regulated occupations in the non health sector in Ontario, see section 10.8.

*"Licensing or certification is done by government-approved bodies and is usually based on the satisfactory completion of a program of education or training or the demonstration of competence through experience or examination. Professional associations are usually involved in the establishment of qualifications and the imposition and enforcement of professional codes of ethics and standards of practice. Where consumers have difficulty in assessing qualifications, licensing or certification of professionals can help to ensure that quality services are provided. Licensing is much more restrictive than certification, as it prevents non-licensed persons from practicing. Certification limits itself to meeting the information needs of consumers and leaves the ultimate choice as to service providers in their hands."*<sup>55</sup>

*"A 'non-regulated' occupation is a profession/trade for which there is no legal requirement or restriction on practice with regard to licences, certificates, or registration." The vast majority of occupations in Canada fall into this category (about 80 to 85%). For some non-regulated occupations, certification/registration with a professional body is available to applicants on a voluntary basis (see section 10.7 for examples), whereas for other non-regulated occupations there is no certification/registration available at all. In general, applicants for non-regulated occupations will have to demonstrate to their potential employers that they possess the experience and training required for the job. Even when an occupation is not regulated, employers can still require that an applicant for a job be registered or certified with the relevant professional association."*<sup>56</sup>

The total number of applications received by Canadian regulatory bodies in 2004 was 12,953. Of these, 8,386 applicants (65%) were granted licensure, registration or certification, and 4,567 (35%) were refused. This number of applicants represented less than 5% of total interprovincial migrants in 2004. Those refused only represented 1.7% of interprovincial migrants, or less than 0.03% of the labour force, a very small number. Of the total number of applications received, 1,590 or 12% were foreign-trained. Of these, 815 applicants (51%) were granted licensure, registration, or certification.<sup>57</sup>

The federal government does not assess credentials. It plays a facilitative role with provinces/territories and plays a strategic role in supporting the development and coordination of consistent and coherent approaches to FCR in order to fully integrate foreign-trained workers into the Canadian labour force.

While qualification recognition issues certainly exist within the non regulated domain, governments have agreed to place an initial focus on qualification recognition issues related to regulated occupations.

Most FCR and licensing are associated with regulated occupations. However, for non-regulated occupations, employers may require a certificate or registration delivered by the relevant professional association which is normally delivered on a voluntary basis. Foreign-trained workers have a lower chance to obtain FCR than the general Canadian working population.

<sup>53</sup> Citizenship and Immigration (2009): Planning to work in Canada? An essential workbook for newcomers.

<sup>54</sup> CIC, 2009, op. cit., p. 4 and 5.

<sup>55</sup> Grady et al., 2007, op. cit., p. 5.

<sup>56</sup> Alliance of Credential Evaluation Services of Canada (ACESC), Canadian Information Centre for International Credentials (CICIC), Council of Ministers of Education, Canada (CMEC) (2008); Final report; Pan-Canadian Quality Standards in International Credential Evaluation; <http://www.cicic.ca/docs/2009-report-standards-evaluations.en.pdf>.

<sup>57</sup> Grady, op. cit., p. 10 and 11.

## Academics' Assessment

Of all factors, lack of recognition of foreign credentials is considered as one of the greatest difficulties experienced by immigrants in the Canadian labour market.<sup>58</sup> Studies indicate that the cost to the Canadian economy from lack of recognition of skills and qualifications of immigrants is at between \$4.1 and \$5.9 billion annually, while the cost of underutilizing immigrant's skills are estimated at \$15 billion.<sup>59</sup>

There is a minority of experts that does not view FCR as an important obstacle in Canada. According to Grady<sup>60</sup>, "No empirical studies exist that demonstrate that professional and occupational regulations constitute a substantial barrier to labour mobility" and "Canadian labour markets respond in a similar manner to their U.S. counterparts." Grady suggests that either the barriers are not that important in practice or that for some unexplainable reason, they have been overlooked by researchers, and that interprovincial barriers to labour mobility have not undermined the flexibility of Canadian labour markets.

For many non-regulated occupations, hiring is based on the employer's decision that the candidate has an acceptable combination of education and experience to do the job. For those seeking work in regulated occupations, another hurdle is added. Regulated occupations are governed by provincial regulatory bodies and/or professional associations and have very specific requirements regarding the credentials necessary to practice the occupations.<sup>61</sup> This is supported by the following research:

- Immigrants who obtained a foreign degree were more likely to be unemployed than those who obtained their degrees in a regulated field in Canada (4.2% vs. 7% in 2006).<sup>62</sup> Among those employed in 2006, 62% of the Canadian-born were working in the regulated profession for which they trained, compared to only 24% of foreign educated immigrants.

“  
Of all factors, lack of recognition of foreign credentials is considered as one of the greatest difficulties experienced by immigrants in the Canadian labour market.  
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- Immigrants who obtained their degrees in countries with similar education systems and language of instruction (English in particular) have a greater ability to find work in the regulated profession for which they studied (match rate), as is the case for Ireland, New Zealand, South Africa, Australia, and the United Kingdom. Interestingly, Hungary had a match rate (36%) just below the U.S. (39%), which is much below Ireland, which ranks first (59%). The average match rate for all immigrants is 24%. Those who studied in developing countries have the lowest match rate.<sup>63</sup>
- While foreign educated immigrants were less likely to work in the regulated occupations for which they studied, this discrepancy narrowed with time spent in Canada. However, this discrepancy was still evident after immigrants had been in Canada for more than 10 years.<sup>64</sup>

<sup>58</sup> Boudarbat et al, op. cit., p. 73.

Schellenberg, G., and Maheux, H. (2007). « Perspectives des immigrants sur leurs quatre premières années au Canada : faits saillants des trois vagues de l'Enquête longitudinale auprès des immigrants du Canada ». Division de la Statistique sociale et autochtone, Statistique Canada, Tendances sociales canadiennes, no 11-008 au catalogue; p. 1-36.

Picot, op. cit., 2009.

<sup>59</sup> Owen, op. cit., 2008, p. 10.

<sup>60</sup> Grady, op. cit., p. 24, 26, and 28.

<sup>61</sup> Zietsma, Danielle (2010): Statistics Canada, Immigrants working in regulated occupations, p. 13.

<sup>62</sup> Zietsma, ibid., p. 14.

<sup>63</sup> Ibid., p. 18.

<sup>64</sup> Ibid., p. 19.

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## 8. COMPARISON OF WORKER MOBILITY: CANADA VS. EU

### 8.1 COMPARISON OF MOBILITY OF CEEC AND FRENCH RESIDENTS TO WESTERN EUROPE AND CANADA

The migration patterns of CEEC and French residents are not uniform within the EU and between the EU and Canada. Table 4 presents summary statistics on the migration of population and skilled workers within and to Canada and within the EU. Skilled worker migration from the four CEECs (Poland, Romania, Slovakia, and Hungary) to Canada reached 2,574. The annual population migration flow from all CEECs to Western Europe (EU-15) of about half a million people (504,500) dwarfs the annual population migration flow of 10,312 migrants from all CEECs to Canada (see Table 4 and Table 5 (col. 2a) for the period 2004-2007).

In comparison, the French exhibit low annual population migration levels of 20,250 to the EU-15 for the same period. French migration to Canada is relatively strong. Population and skilled worker migration from France to Canada reached 14,452 and 10,324 migrants respectively, a much higher level than the four CEECs as shown in Table 4.

CEEC residents are extremely mobile to Western Europe. For every million population (permanent residents and temporary workers) in the EU-10 and EU-2, 4,877 annually moved to Western Europe (EU-15) between 2004 and 2007. In comparison, the French moved at a much lower rate of 321 per million population, a ratio of 1 to 15 (see Table 5, Col. 8).

CEEC countries, including the four CEECs, show a low level of mobility to Canada, about 100 per million, except for Romania (232 per million, Table 5 Col. 6). The French show mobility rates comparable to the Romanians (229 per million, Col. 6). Contrary to CEECs, the French mobility rate to Canada is close to the French rate to Western EU.

**Table 4**  
Summary Statistics on Migration: Canada vs. EU

Key Statistics	Canada	EU
Population (2008)	33.3 million	497.6 million
Migration of all CEEC Residents (Annual Average 2004-07)	10,312	504,500 (EU-15)
Migration of Four CEEC Residents to Canada (Annual Average 2004-07)	7,955	NA
Migration of Four CEEC Skilled/Semi-skilled Workers (Annual Average 2004-07)	2,574	NA
Migration of French Residents (Annual Average 2004-07)	14,452	20,250
Migration of French Skilled and Semi-skilled Workers (Annual Average 2004-07)	10,324	NA
Migration of Regulated Workers that were granted credential recognition in:		
2004	8,386	13,621
2008	NA	26,803 (including 8,801 from the four CEECs and 1,274 from France)

**Table 5**  
**Mobility to Canada and EU-15 from Central and Eastern Europe**  
**(2004-2007)**

Source Country	Canada - Temporary Workers (1)	Canada - Permanent Residents (2)	Canada - Total Migration (2a)	Skilled / Semi-skilled Permanent Residents (3)	Average Number of Skilled/Semi-skilled Labour to Canada (4)	Average Population (2004-2007) (5)	Annual Rate of All Migrations to Canada (per million) (6)	Average Number of Migrants to EU-15 Per Year (7)	Annual Rate of Migration to EU-15 (per million) (8)
Poland	540	1,221	1,761	256	796	38,161,744	46.1		
Romania	316	4,696	5,012	986	1,302	21,636,603	231.7		
Czech Republic	218	184	402	39	256	10,242,575	39.2		
Hungary	130	547	677	115	245	10,089,258	67.1		
Bulgaria	44	1,541	1,585	324	368	7,699,020	205.9		
Slovakia	158	347	505	73	230	5,386,923	93.6		
Lithuania	12	148	160	31	43	3,414,836	46.9		
Latvia	30	104	134	22	52	2,300,383	58.3		
Slovenia	16	17	33	4	19	2,001,940	16.5		
Estonia	17	28	45	6	22	1,343,547	32.7		
<b>All Central and Eastern EU countries (CEECs)</b>	<b>1,480</b>	<b>8,832</b>	<b>10,312</b>	<b>1,855</b>	<b>3,334</b>	<b>102,276,828</b>	<b>100.8</b>		
<b>Four CEECs (PL/RO/HU/SL)</b>	<b>1,144</b>	<b>6,811</b>	<b>7,955</b>	<b>1,430</b>	<b>2,574</b>	<b>75,274,528</b>	<b>105.7</b>		
Cyprus	61	31	92	6	67	756,175	121.0		
Malta	0	32	32	7	7	403,586	79.3		
EU-10	1,180	2,658	3,838	558	1,738	74,100,966	51.8	273,000	3,684.2
EU-2	360	6,237	6,597	1,310	1,670	29,335,623	224.9	231,500	7,891.4
EU-10 + EU-2	1,541	8,895	10,436	1,868	3,409	103,436,589	100.9	504,500	4,877.4
<b>France</b>	<b>9,227</b>	<b>5,225</b>	<b>14,452</b>	<b>1,097</b>	<b>10,324</b>	<b>63,086,372</b>	<b>229.1</b>	<b>20,250</b>	<b>320.9</b>

**Sources:** Statistics Canada (2008): Facts and Figure – Immigration Overview – Permanent and Temporary Residents, p. 23 and p. 57.

Eurostat (2010): Population by sex, age group, and citizenship. [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr\\_pop1ctz&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_pop1ctz&lang=en)

European Commission (2008): Employment in Europe 2008. Table 3 (p. 115). Number of foreign nationals resident in the EU-27 by broad group of citizenship, 2003-07.

**Note:** Figures presented are average of the statistics from 2004 to 2007. EU-10 includes Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovenia, and Slovakia. EU-2 includes Bulgaria and Romania. EU-15 includes Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden, and the United Kingdom. Column 2a takes into consideration the total migration to Canada, both temporary workers and permanent residents (i.e., column (1) + column (2)). It is assumed that 21% of incoming permanent residents are skilled workers and column (3) is 21% of column (2). Column (4) is the sum of columns (1) and (3). Column (5) represents the population. Column (6) is calculated using all temporary workers and permanent residents arriving in Canada, i.e., Column (6) = Column (2a) / Column (5). Column (7) is the difference between the number of foreign nationals in EU-15 in 2007 and 2003 divided by four. Column (8) = Column (7) / Column (5).

## 8.2 COMPARISON OF BARRIERS TO MOBILITY BETWEEN CANADA AND EU

According to an EU official interviewed:<sup>65</sup>

- "The overwhelming share of migrant workers from the CEECs to the EU is concentrated at the medium skill level. While about a quarter of recently mobile workers from the EU-10 are highly-skilled,<sup>66</sup> 60% are medium-skilled and only 15% fall into the low skill category. Among recently mobile workers from the EU-2 (Romania and Bulgaria), the highly-skilled share is somewhat smaller than for the EU-10 mobile workers, and the share of the low skilled is substantially higher. Compared to the skill distribution in the sending countries, the share of highly-skilled amongst those who have recently left the country is on average somewhat higher than the total labour force of the sending countries; and
- "Almost a third of all recent EU-10 and almost 40% of EU-2 movers work in low-skill jobs and are strongly underrepresented in high-skilled jobs. The highest numbers of recently arrived EU-10 workers are found in service and retail jobs, in crafts and manufacturing jobs and, above all, in elementary jobs, while their employment share in professional jobs and other higher skill occupations is rather small. The employment share of recently mobile EU-2 workers among the higher skill occupations is even lower, with a relatively high number employed in crafts and elementary occupations."<sup>67</sup>

Research indicates that Canadian labour markets "are more flexible than those in major European countries and respond in a similar manner to their U.S. counterparts."<sup>68</sup> Labour markets are more highly regulated in Europe than in Canada. "In spite of [EU] efforts to harmonize, [EU] social and health programs are not as integrated as in Canada. There is nothing as comprehensive and portable as the Canada/Quebec Pension Plan, Old Age Security and Medicare and hospital insurance under the *Canada Health Act*. Also, the personal income tax is not integrated as under the Tax Collection Agreements. Consequently, barriers to labour mobility from government spending programs and taxation are probably much greater in Europe than in Canada."<sup>69</sup>

The apparent higher labour flexibility of Canada over the EU is supported by a federal respondent interviewed, who stated that Canada is better positioned on foreign credential recognition than the EU because the Canadian regulatory framework provided by the AIT is more flexible than the EU framework. As indicated earlier, the EU has established broad guidelines on FCR and it is up to each Member State to decide on their applications within the country. On the contrary, following the Canadian AIT, foreign credential recognition by one province triggers the automatic recognition in other provinces, with some exceptions.

There is a strong consensus from primary and secondary research that both foreign workers moving to Canada and within the EU face mobility barriers. Key barriers faced by workers, including environmental workers, in both jurisdictions include insufficient FCR of education, and experience and language. However, for CEEC citizens, the lack of recognition of foreign credentials is not the most important concern; they have greater concerns about adapting to a different culture in the destination country and finding adequate housing.

<sup>65</sup> According to the EU official interviewed, the information provided cannot be expected to be complete, since EU research in these fields is still at a primary stage.

<sup>66</sup> This compares to 8.5% of all CEECs' surplus that is represented by high qualification workers.

<sup>67</sup> Unfortunately, any analysis of the qualifications of foreign nationals is made difficult by the fact that the EU Labour Force Survey as the main available data source does have some problems in correctly capturing the educational attainment of foreigners. With this caveat in mind, the forecasts should be interpreted with caution.

<sup>68</sup> Grady, op. cit., p. 24.

<sup>69</sup> Grady, ibid., p. 26 and 28.

### 8.3 PROMISING MEASURES IN THE EU AND CANADA TO REMOVE BARRIERS TO WORKER MOBILITY

From our primary and secondary analyses, key measures in Canada and the EU were suggested as promising or good practices and are outlined in Table 6.

It is believed that Canada has, in general, a more flexible system—economic, social and taxation—than the EU to facilitate the geographic mobility of its residents and workers. However, the EU appears to be more advanced in recognizing the credentials of a greater number of occupations than Canada. It should be noted that Canadian governments have a clear plan of action to fast track the recognition of a certain number of regulated occupations between now and 2012.

Both Canada and the EU have launched many initiatives, including innovative measures, to facilitate the mobility of workers, as shown in Table 6. The EU has established innovative EU networks to assist with credential recognition of education, experience, vocational training and in particular, lifelong learning and Europass documents. Canada has similar institutions as the EU except for lifelong learning bodies. Also, it takes the EU less time to process FCR. However, Canada appears to be in the forefront, relative to the EU, in making FCR easier and more automatic because of the AIT, and welcoming foreign skilled workers through support and guidance programs in Canada and pre-support programs overseas.<sup>70</sup> It is not clear which institutions or networks in Canada and the EU offer the best practices or are the most effective; more research is required. Our study did not focus on individual EU Member States' initiatives which may offer interesting programs, such as Denmark on mentoring and network-building.<sup>71</sup> More research is required in this area as well.



It is believed that Canada has, in general, a more flexible system—economic, social and taxation—than the EU to facilitate the geographic mobility of its residents and workers. However, the EU appears to be more advanced in recognizing the credentials of a greater number of occupations than Canada.



<sup>70</sup> No attempt was made to analyze the EU migration policies and programs.

<sup>71</sup> GHK, 2007, op. cit.

**Table 6**  
Practices to Enhance Mobility in Canada and the EU

KEY MEASURES SUGGESTED	CANADA	EU	COMMENTS
Fast Track Admission of Skilled/ Environmental Workers	<ul style="list-style-type: none"> <li>Federal Skilled Worker Program</li> <li>Federal Action Plan for Faster Immigration to improve processing times</li> <li>Provincial Nominee Program</li> <li>Federal Canadian Experience Class Program</li> </ul>		<ul style="list-style-type: none"> <li>Those programs help accelerate the admission of foreign skilled workers, temporary workers, students and potentially environmental workers as permanent residents</li> </ul>
Increase Mobility of Workers and improve credential recognition through Government Agreements	<ul style="list-style-type: none"> <li>Agreement on Internal Trade provides automatic recognition by all provinces (multilateral) once one province recognizes credentials</li> <li>A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications to help ensure that foreign qualifications of regulated occupations are recognized</li> <li>Decision on credential recognition up to 12 months</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral and General directives provide automatic recognition of credentials on a bilate</li> <li>Decision on credential recognition up to 4 months ral ad-hoc basis</li> </ul>	<ul style="list-style-type: none"> <li>Canadian multilateral approach is deemed superior to the EU bilateral approach in facilitating Canadian and foreign worker mobility</li> <li>EU seems to be ahead of Canada in having recognized many regulated professional occupations already</li> <li>EU is ahead of Canada in faster processing of FCR</li> </ul>
Products and Programs	<ul style="list-style-type: none"> <li>HRSDC Foreign Credential Recognition Program works with various professional associations and national sector councils to facilitate FCR</li> <li>Web and non Web-based products to assist immigrants and Canadian employers before and after immigrants land in Canada</li> <li>Canadian Information Centre for International Credentials (CICIC) acts as a national clearing house and referral service to support the recognition and portability of Canadian and international educational, academic and occupational qualifications</li> <li>Five provincially mandated assessment agencies evaluate educational credentials for both academic placement and work force entry</li> <li>Pan-Canadian Quality Standards in International Credential Evaluation project brings together provincial assessment agencies to harmonize credential assessment tools and processes</li> <li>Canadian Association of Prior Learning Assessment (CAPLA) advocates formal acknowledgment of previous learning experiences</li> <li>Service Canada offices to assist foreign workers in Canada with referral on information services</li> </ul>	<ul style="list-style-type: none"> <li>European Network of Information Centres (ENIC) provide information and advice on recognition of academic and experience qualifications and education systems</li> <li>National Academic Recognition Information Centres (NARIC) ease recognition of education requirements</li> <li>National Reference Points provides information on vocational training</li> <li>European Credit Transfer and Accumulation System (ECTS) on education credits</li> <li>Europass documents provide formatted information on language knowledge, education and vocational training</li> <li>European Qualifications Framework for lifelong learning (EQF) helps compare qualifications presented by individuals</li> <li>European Employment Services (EURES) provides basic information, advice and recruitment / placement services for workers and employers through personal contacts with 750 EURES advisers</li> </ul>	<ul style="list-style-type: none"> <li>Canada seems to be ahead of the EU in providing pre- arrival support using Web-based products and personalized services to potential immigrants, such as the Working in Canada (WIC) tool and CIIP, that help immigrants prepare online a customized report containing credential recognition information, job descriptions, skill and education requirements, and job opportunities</li> <li>The EU online tools focus on providing information</li> <li>Canada appears to have no equivalent to the Europass documents<sup>72</sup></li> <li>The EU seems to be ahead of Canada in providing a framework for lifelong learning</li> <li>EURES appears to provide personalized employment services to immigrants and employers<sup>73</sup></li> </ul>

<sup>72</sup> There is a need to investigate further.

<sup>73</sup> There is a need to investigate further.

**Table 6 Continued**  
Practices to Enhance Mobility in Canada and the EU

KEY MEASURES SUGGESTED	CANADA	EU	COMMENTS
International Agreements	<ul style="list-style-type: none"> <li>• Canada–EU Comprehensive Economic Agreement, including labour mobility of temporary workers</li> <li>• Quebec–France Agreement on Mutual understanding of professional qualifications for regulated professions (Quebec)</li> </ul>	<ul style="list-style-type: none"> <li>• Canada–EU Comprehensive Economic Agreement, including labour mobility of temporary workers</li> <li>• Quebec–France Agreement on Mutual understanding of professional qualifications for regulated professions (France)</li> </ul>	<ul style="list-style-type: none"> <li>• Expected to be concluded by the end of 2011</li> </ul>
Right of workers to work across jurisdictions	<ul style="list-style-type: none"> <li>• Yes, unrestricted</li> </ul>	<ul style="list-style-type: none"> <li>• Yes there is a right but as long as the worker works or is seeking work and has not exhausted unemployment benefits</li> </ul>	<ul style="list-style-type: none"> <li>• Canadian rules are more flexible</li> </ul>
Rights of citizens and family to social and tax benefits	<ul style="list-style-type: none"> <li>• Yes with no conditions</li> </ul>	<ul style="list-style-type: none"> <li>• No automatic rights; benefits are only attached to workers and their family, retirees and students</li> </ul>	<ul style="list-style-type: none"> <li>• Canadian rules are more flexible and benefits are attached to Canadian and permanent residents, whatever their employment status</li> </ul>
Right of unemployment benefit	<ul style="list-style-type: none"> <li>• No discrimination on basis of province of origin (except for eligibility thresholds), and no requirement to return to province of origin to receive benefits</li> </ul>	<ul style="list-style-type: none"> <li>• Receipt of unemployment benefits from country of origin for up to 6 months, then must return to country of origin if there is no work or no hope to find work</li> </ul>	<ul style="list-style-type: none"> <li>• Canadian rules are more flexible</li> </ul>
Access to universal healthcare	<ul style="list-style-type: none"> <li>• Yes</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of clarity of rules</li> </ul>	<ul style="list-style-type: none"> <li>• Canadian rules are more flexible and clearer</li> </ul>
Tax harmonization	<ul style="list-style-type: none"> <li>• Strong intergovernmental harmonization</li> </ul>	<ul style="list-style-type: none"> <li>• No full harmonization between Member States</li> <li>• Bilateral and multilateral agreements between EU countries</li> </ul>	<ul style="list-style-type: none"> <li>• Canadian rules are better harmonized</li> </ul>
Pension portability	<ul style="list-style-type: none"> <li>• Strong portability</li> </ul>	<ul style="list-style-type: none"> <li>• Limited portability</li> </ul>	<ul style="list-style-type: none"> <li>• Canadian rules are better harmonized</li> </ul>



## 9. ENVIRONMENTAL OPPORTUNITIES FOR CANADIAN BUSINESS IN SELECTED CEECS AND FRANCE

Following their entry into the European Union in 2004 and 2007, the CEECs have received large amounts of funds from the EU to improve their environmental standards and comply with EU environmental standards (see Table 7). Some of the expected expenditures are quite large (as in Poland and Romania), potentially enabling the different environmental sectors to develop at a rapid pace while other expenditures are small (as in Hungary). This implies that Poland and Romania may present good opportunities for Canadian environmental businesses who wish to establish their presence in Europe. These companies can recruit local workers who in turn can be transferred to Canada, thus facilitating labour mobility.

The information presented in Table 7 focuses on business opportunities and labour surplus, and shortages in sub-sectors within each the four CEECs and France's environmental sector.

Based on the research, Poland, Romania, and France appear to present interesting environmental opportunities for Canadian businesses in the following areas:

- Poland: Water and wastewater management, waste management and land preservation, effective water management resources and flood prevention infrastructure;
- Romania: Waste management, including the treatment and recycling of hazardous industrial waste, and bio-fuels; and
- France : Natural resources and alternative/renewable energies.

The following section investigates each country in detail.

**Table 7**  
Environmental Expenditures in the four CEECs

	Expenditures on environmental sector (\$CAN)	Member of EU since
Hungary	EUR 4.2 M	2004
Poland	38 Billion, including 9.3 Billion from the EU (2007-2013)	2004
Romania	5 Billion (2007-2013)	2007
Slovakia	No data available	2004

Source: DFAIT; Canadian Trade Commissioners.

## 9.1 BUSINESS OPPORTUNITIES IN FOUR CEECS: POLAND, ROMANIA, SLOVAKIA, AND HUNGARY

### Poland

Poland expects a surplus of environmental workers that are concentrated at the medium qualification level between 2010 and 2020. Much lower surpluses of high and low skill level workers are expected in the same timeframe.

Since its entry into the European Union in 2004, Poland has become the largest market for environment protection products and services among the CEECs. The cost of bringing Poland's environmental standards up to EU standards has been estimated at between \$50 billion and \$60 billion up to 2015.<sup>74</sup>

With the help of EU funds, Poland is planning a major restructuring of its environmental infrastructure, especially when it comes to municipal wastewater treatment, municipal solid waste management, the modernization and construction of municipal landfills, the modernization and decommissioning of obsolescent power, and heat-generating plants, eco-energy and energy efficiency. Although European companies such as Veolia (water and wastewater), Tractabel (energy), Sita (waste management), and Alstam (wind energy) thrive in the Polish environmental market, Poland is renowned in the fields of environmental consulting and the construction of environmental facilities.

Canadian companies could become important players in the high-priority fields of water and wastewater management, waste management and land preservation, effective water management resources and flood prevention infrastructure, and involved in initiatives aimed at helping Polish enterprises adapt to environmental regulations, renewable energy sources and bio-fuels.

### Romania

Romania, like Poland, expects a surplus of environmental workers that are concentrated at the medium and, to a much lesser extent, high and low qualification level between 2010 and 2020.

Romania, since its entry into the EU in 2007 and through the elaboration of programs by the Ministry of Environmental and Water Management, has aimed at reducing the environment and infrastructure gap that exists between the country and the EU. Most environmental projects funded by the EU pertain to the developing industrial waste management sector. Opportunities for Canadian companies and Canadian skilled workers in the waste management sector reside primarily in the fields pertaining to the treatment and recycling of hazardous industrial waste. Furthermore, due to its large available agricultural area (partly uncultivated) and with the introduction of more advanced technologies, Romania presents business opportunities for the development of bio-fuels projects as well. Canadian companies could access EU and EU Member State funds for projects contributing to the reduction of carbon dioxide (CO<sub>2</sub>).

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<sup>74</sup> Foreign Affairs and International Trade Canada, DFAIT, 2010, <http://www.tradecommissioner.gc.ca/eng/document.jsp?did=81627>.

## Slovakia

Slovakia expects a surplus of environmental workers (like Romania and Poland, though much lower) that are concentrated at the medium and, to a much lesser extent, low and high qualification levels between 2010 and 2020.

As Slovakia is experiencing some of the best economic growth in Europe, its environmental industries sector is still in the process of development. Although the renewable energy sources sector is not currently optimized, as only 17% of the exploitable renewable energy sources are presently used, it certainly has important economic potential. The most important and promising renewable energy sources in Slovakia are biomass, wind energy, small hydropower plants, hydro energy, bio-fuels, and solar energy. Other promising sectors include forestry, fisheries and specific areas in the agriculture sector.

Canadian companies could become important competitive players in the subsectors of biomass, landfill gas, hydropower plants and geothermic energy. Slovakia is also concerned with the fields of environmental legislation, ecology and the power generation industry, which present further opportunities for Canadian experts and companies specialized in these fields.

## Hungary

Hungary shows the lowest labour surplus of all four CEECs. The country expects a small surplus in medium and low qualification levels and no surplus in high qualification workers in 2010 and 2020.

The country is looking at improving its systems of waste management, improving water quality and hydro infrastructures, and improving land quality and management.

## 9.2 BUSINESS OPPORTUNITIES IN FRANCE

### Strong Growth and Emerging Sectors

The environmental sectors of water, living environment (mainly urban planning and civil engineering) and waste management are the most developed in France. Natural resources also stands out as a strong sector. The Alternative/Renewable Energies sector is an emerging sector. All these sectors present business opportunities for Canada.

The Land Restoration and Reclamation sector faces labour shortages in the field of hydrology and geothermic energy. The Health, Safety & Environment sector faces labour shortages because of new legal obligations in that sector.

The Alternative/Renewable Energies sector is an emerging sector and is supported by the French government. The construction of at least one solar power plant in every region before 2011 and the equipment of two million homes with hot air pumps are expected under new programs. The number of employees in the sector is expected to increase from 7,500 to 35,000 by 2012. With this increased demand, the sector is already facing a labour shortage. Some occupations, like fitters, supervisors of wind and photovoltaic parks, are particularly affected by the shortage.

### Slow Growth Sectors

The Natural Resource Management sector that deals with the preservation of biodiversity and air quality faces an oversupply of labour. In particular, engineers, botanists, and biologists specialized in the study of living organisms and populations. This sector employs forestry engineers, a regulated occupation under the QFA, and an area of potential labour surplus and mobility to Canada.

The Air Quality sector shows an oversupply of some occupations such as low skilled workers and engineers but a shortage of technicians.



## 10. APPENDIX: CANADIAN MOBILITY INITIATIVES AND POLICIES

### 10.1 LIST OF FEDERAL INITIATIVES

Human Resource and Skills Development Canada (HRSDC) launched the *Foreign Credential Recognition Program (FCRP)*<sup>75</sup> in 2003. The FCR program has worked with various professional associations and national sector councils, such as ECO Canada and Bio Talent.

Citizenship and Immigration Canada (CIC) established the *Foreign Credential Recognition Office (FCRO)* in 2007 to assist internationally trained workers in finding information and access services to integrate into the Canadian workforce. The FCRO helps individual immigrants navigate through the FCR process by providing services both in Canada and overseas.<sup>76</sup> The FCRO works with federal partners, as well as with provinces and territories, regulatory bodies, credential assessment agencies, industry associations, and employers to ensure that efforts are complementary.<sup>77</sup> In Canada, FCRO is supported by Service Canada's offices that provide relevant information to immigrants on FCR and referral resources soon after their arrival.<sup>78</sup> Web site portals can provide access to important tools and information, which immigrants can access from almost anywhere in the world. For federal Web sites, see section 10.6 and for non-federal sites, see section 10.7.

The federal government launched a series of Web and non-Web-based products for employers and immigrants<sup>79</sup>, namely:

- *The Employer's Roadmap: Hiring and Retaining Internationally trained Workers*<sup>80</sup> was developed with the Alliance of Sector Councils and key business groups, such as the Canadian Federation of Independent Business. It is an online guide for small and medium sized enterprises that wish to hire internationally trained workers. The Employer's Roadmap provides information, tools and resources for the recruitment, assessment of foreign qualifications, integration and retention of internationally-trained workers.
- *The Planning to work in Canada? An essential workbook for newcomers*<sup>81</sup>: Planning to work in Canada? provides step-by-step information on official languages, finding a job and the credential recognition process, housing and accessing settlement services.
- *Working in Canada* is used in parallel with HRSDC's *Working in Canada (WiC)*<sup>82</sup> tool. These services support prospective and new immigrants to Canada in making informed choices on employment and settlement options.
- *goingtoCanada* Web site provides links to information for newcomers who are potential temporary workers or immigrants.<sup>83</sup> It provides information on living, moving to and working in Canada as a temporary worker or immigrant. Pre-departure initiatives offered through this portal (as well as through CIIP, see below) provide newcomers (immigrants, temporary workers) with information and orientation to make informed decisions about their settlement and employment plans.<sup>84</sup>

<sup>75</sup> Human Resources and Skills Development Canada-HRSDC; Foreign Credential Recognition, 2010.

<sup>76</sup> Citizenship and Immigration Canada (CIC)- Foreign Credential Referral Office – FCRO (2009): A Commitment to Foreign Credential Recognition, Government of Canada Progress Report; p. 6.

<sup>77</sup> CIC, 2009, op. cit., p. 9.

<sup>78</sup> Ibid., p. 10.

<sup>79</sup> Ibid, p. 10.

<sup>80</sup> Ibid.

<sup>81</sup> Ibid.

<sup>82</sup> Human Resources and Skills Development Canada (2010); Working in Canada (WiC); [http://www.workingincanada.gc.ca/content\\_pieces-eng.do?cid=1](http://www.workingincanada.gc.ca/content_pieces-eng.do?cid=1).

<sup>83</sup> Government of Canada, Going to Canada (2008); <http://www.goingtocanada.gc.ca/CIC/display-afficher.do?id=000000000096&lang=eng>.

<sup>84</sup> CIC (2009); A Commitment...; op. cit., p. 16.

- *Pan-Canadian Information Centre*: FCRO has started the development of the *Pan-Canadian Information Centre*.<sup>85</sup> This Web site catalogues best practices on foreign credential recognition for both regulated and non-regulated occupations. The Centre is expected to be available to stakeholders in December 2010.
- *Action Plan for Faster Immigration*: In 2008, the federal government obtained the legal authority to issue ministerial instructions for priority processing of immigrant skilled labour. The plan provides eligibility criteria for new federal skilled worker applications in response to labour market pressures.<sup>86</sup> It is expected to reduce the backlog of applications from federal skilled workers and improve processing times.<sup>87</sup> The federal government, in collaboration with provinces and territories, has committed to process FCR requests by newcomers within 12 months.<sup>88</sup>
- *Canada's Economic Action Plan*: Through Canada's Economic Action Plan, the federal government announced in 2009 that it committed \$50 million over two years to work with provinces and territories to address barriers to foreign credential recognition. Eligible recipients include professional organizations and industry groups that are responsible for regulating foreign credential recognition, sector councils, national consortia, and provincial/territorial governments. Recipients can apply for funding to support projects that will improve Canada's processes and systems for assessing and recognizing foreign qualifications in targeted occupations and sectors. As of January 31, 2010, the FCRP has negotiated and/or approved 52 agreements with provinces and territories and key stakeholders, such as regulatory bodies, to support research, tool development and streamlining of foreign qualification recognition processes for occupations such as engineers, medical laboratory technologists and accountants.<sup>89</sup>
- *Canadian Immigration Integration Project (CIIP)*<sup>90</sup>: Established by HRSDC, the CIIP is an innovative project delivered by the Association of Canadian Community Colleges (ACCC), which offers pre-arrival in-person overseas orientation sessions to Federal Skilled Class Workers and their spouses and working-age dependants in three countries: China, India, and the Philippines, representing 70% of the selected Federal Skilled Workers around the world.<sup>91</sup> The FCRO will be expanding these overseas sessions in October 2010 to include Provincial Nominees (immigrants selected by provinces and territories—except Quebec which has its own program—to become permanent residents). A fourth location in London, UK is scheduled to open in the fall of 2010 or in 2011, to serve the Gulf, Scandinavia, and the British Isles.<sup>92</sup> Expanded services will include path finding and referral services on FCR to prospective immigrants.
- *CIC's Settlement Program* contributes to the integration of immigrants into Canadian society. The Settlement Program provides services to newcomers to assist in their settlement and long term integration in Canada through programs such as Language Instruction for Newcomers, the Immigration Settlement and Adaptation Program, and the HOST program (matches newcomers with Canadian families). Immigration Settlement assists immigrants with pre-employment preparation, English and French language training, including occupation-specific training, bridge-to-work programs and direct workplace experience, and workplace diversity training.<sup>93</sup>

<sup>85</sup> Citizenship and Immigration Canada (2009), FCRO; Summary of the FCRO Stakeholder Engagement.

<sup>86</sup> Citizenship and Immigration Canada (2008): Action Plan for Faster Immigration; Ministerial Instructions; <http://www.cic.gc.ca/english/departement/media/backgrounders/2008/2008-11-28.asp>.

<sup>87</sup> Citizenship and Immigration Canada; Annual Report to Parliament on Immigration, 2009, p. 1.

<sup>88</sup> HRSDC, FCRO (2010); op.cit.

<sup>89</sup> HRSDC, FCRO (2010); op.cit.

<sup>90</sup> Association of Canadian Community Colleges –ACCC (2010); CIIP; Funded by the Government of Canada; <http://ciip.accc.ca/default.aspx?DN=598,782,32,Documents#1>.

<sup>91</sup> FCRO, News Release; Government of Canada to fund expanded overseas foreign credential recognition, 2010; Association of Canadian Community Colleges – ACCC (2010); Ibid.

<sup>92</sup> CIC (2009): A Commitment; op. cit., p. 10.

<sup>93</sup> Ibid., 2009, p. 15.

### 10.1.1 Federal Departmental FCR Responsibilities

HRSDC is the lead federal department that provides expertise on the development of the FCR Framework. The CIC's FCRO is the federal lead on overseas FCR, working with stakeholders to begin the FCR process prior to immigration. *Service Canada* provides the FCRO's toll-free telephone and in-person services to immigrants and Canadian citizens in Canada who have earned their professional credentials abroad and it refers immigrants to credential assessment agencies. *Health Canada* plays a distinct role related to health occupations.<sup>94</sup>

## 10.2 FEDERAL SPECIAL INITIATIVES TO PROMOTE WORKER MOBILITY

### 10.2.1. Agreement on Internal Trade

In August 2009, federal, provincial and territorial governments approved<sup>95</sup> important amendments to Chapter 7 of the Agreement on Internal Trade (AIT) in order to begin the implementation of full labour mobility between provinces and territories in *regulated occupations*.<sup>96</sup> "Any worker certified for an occupation by a regulatory authority of one province or territory is to be certified for that occupation by all others."<sup>97</sup> Foreign-trained workers now have the same right to have their credentials recognized in other jurisdictions as those trained in Canada once their qualifications are initially recognized.<sup>98</sup> Jurisdictions are governed by 'reciprocal non-discrimination' and mutual recognition of standards. Each jurisdiction accords to regulated workers from other jurisdictions the same treatment it accords to its own workers. Also, there are no residency requirements.<sup>99</sup>

However, mutual recognition is not automatic, as there are exceptions to full labour mobility.<sup>100</sup> Exceptions are justified when:

- There is a "material difference between the scope of practice of the occupation for which the worker is seeking to be certified in its territory and the scope of practice of the occupation for which the worker has been certified by the regulatory authority of another Party"; or when
- Achieving a legitimate objective such as "public security and safety, protection of the environment, protection of human, animal or plant life or health, and protection of the health, safety and well-being of workers."

Abuse of these exceptions are to be kept in check by the government-to-government dispute resolution mechanism of the AIT which will, among other things, provide for monetary penalties of up to \$5 million for the largest jurisdictions for continued non-compliance with AIT obligations. This measure is expected to enhance the economic union and competitiveness of Canada by facilitating labour mobility between provinces and territories. The Agreement is currently in force.<sup>101</sup> Whenever inconsistencies exist between labour agreements in place such as the trades-focused Interprovincial Standards Red Seal Program, the Alberta-British Columbia Trade, Investment and Labour Mobility Agreement (TILMA), the Ontario-Quebec Construction Agreement and agreements between other provinces, the agreement most conducive to labour mobility prevails.<sup>102</sup> There is an evergreen list of 17 professions that have some exceptions out of about 50 regulated professions.<sup>103</sup>

An immigration expert interviewed showed scepticism about the effectiveness of the AIT because, while it appears good in theory, in practice there are still a lot of closed shops among trades in Canada. In sum, for the expert, the jury is still out on its implementation. According to a federal respondent, there is potential for improving the functioning of the AIT by reconciling small differences in the definition of occupational scope for some occupations among provinces.

<sup>94</sup> Ibid.

<sup>95</sup> Except Nunavut.

<sup>96</sup> CIC (2009), op.cit., p. 6.

<sup>97</sup> Government of Canada (2009): Backgrounder-Agreement on Internal Trade (AIT).

<sup>98</sup> Grady, op.cit., p. 10.

<sup>99</sup> Internal Trade Secretariat Agreement on Internal Trade (AIT) (2009); Consolidated Version, chapter 7, p. 11, 15, and 84.

<sup>100</sup> AIT; Ibid., p. 87-89.

<sup>101</sup> Government of Canada (2009); Backgrounder; op. cit.

<sup>102</sup> Agreement on Internal Trade (2010); Labour Mobility in Canada.

<sup>103</sup> Interview with HRSDC Mobility Unit.

## 10.2.2. Canada–EU Comprehensive Economic Agreement

Canada and the European Union have agreed to negotiate a comprehensive economic agreement. Areas covered include trade in goods and services, as well as labour mobility, investment, technical barriers to trade and regulatory cooperation. Negotiations are expected to be concluded by the end of 2011.<sup>104</sup>

Negotiations pertaining to labour mobility will include facilitating mutual recognition of professional qualifications and the temporary movement of business persons.

A recent joint report<sup>105</sup> stated that provisions on labour mobility should be included in any agreement facilitating the legitimate *temporary movement of persons* related to bilateral trade and investment.

According to the federal government, a bilateral agreement with the EU could deliver commercial benefits across many sectors of the Canadian economy, including aerospace, chemicals, aluminum, wood products, fish and seafood, automotive vehicles and parts, agricultural products, transportation, engineering, and computer services.<sup>106</sup>

Those negotiations have the full support of Canadian provinces and territories<sup>107</sup> and the Canadian and European business sectors. One of the priorities of the Canadian and European business sectors is to increase labour mobility, including mutual recognition of qualifications for business personnel.<sup>108</sup> Canada's ultimate objective, according to HRSDC Minister, "is full labour mobility for regulated professionals between Canada and EU countries because that's the most effective and efficient thing to do."<sup>109</sup>

An example of recent Free Trade Agreement that incorporates mobility chapters was signed by Canada and Peru. Chapter 9 of the agreement provides guidelines for mutual recognition agreements (MRAs) for the professional services sector, and Chapter 12 provides the list of temporary entry for business persons, professionals, and technicians.<sup>110</sup>

Free Trade Agreements (FTAs) were considered by one Canadian respondent to be a way to favour the temporary entry of skilled workers from a particular country over another by facilitating the mobility of temporary workers between Canada and its FTA partners.

According to a federal respondent, the possible Agreement with the EU is expected to benefit most temporary skilled workers moving from the EU to Canada and vice versa. The list of eligible workers is expected to be broad, as was the case for the FTAs recently concluded with Peru and Colombia. In those agreements, no skilled/semi-skilled occupations are excluded until certification organizations from both parties agree to sign a Mutual Recognition Agreement.

<sup>104</sup> The Gazette, Back to the table for Canada, EU, July 10, 2010.

<sup>105</sup> Government of Canada, Joint Report, 2009, op. cit.

<sup>106</sup> Government of Canada (2010): Second Round of Canada-EU Economic and Trade Negotiations Starts Today; Press release, January 2010; [http://www.international.gc.ca/media\\_commerce/comm/news-communiques/2010/026.aspx](http://www.international.gc.ca/media_commerce/comm/news-communiques/2010/026.aspx).

<sup>107</sup> Council of the federation (2009): Statement of the Council of the Federation – Support for the negotiation of a new and comprehensive economic agreement with the European Union; <http://www.councilofthefederation.ca/pdfs/Statement-EU-20Feb09.pdf>.

<sup>108</sup> Canada Europe Roundtable for Business – CERT and Canadian Council of Chief Executives – CCCE and BUSINESSEUROPE and The Confederation of Industry of the Czech Republic – SP (2009): BUSINESS LEADERS HAIL LAUNCH OF EU-CANADA TALKS; Press release, Prague.

<sup>109</sup> Canada.com (2009); Canada, EU mull easier movement of workers <http://www2.canada.com/canada+mull+easier+movement+workers/1452984/story.html?id=1452984>.

<sup>110</sup> Canada-Peru Free Trade Agreement (2008); Chapter nine: Cross-border trade in services; Annex 908.4 guidelines for mutual recognition agreements or arrangements ("mras") for the professional services sector; <http://www.international.gc.ca/trade-agreements-accords-commerciaux/agr-acc/peru-perou/peru-toc-perou-tdm.aspx?lang=eng> DFAIT, Canada-Peru, 2008). Canada-Peru Free Trade Agreement (2008); Chapter twelve: Temporary entry for business persons; section D – Professionals and Technicians; Appendix 1203.A.1, 1203). The list of professionals not covered by the Agreement is indicated in Appendix 1203.D1).

## 10.3 FEDERAL-PROVINCIAL-TERRITORIAL INITIATIVES

### 10.3.1. Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications

#### General

In 2009, federal, provincial and territorial (FPT) governments announced the Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications to help ensure that foreign credentials are recognized. The focus is on regulated occupations only. Through the framework, governments agree on the steps and processes that will address the current gaps in immigrants' successful labour market integration. The framework is guided by the principles of fairness, transparency, timeliness and consistency. Accordingly, immigrants wanting to enter regulated occupations in Canada will receive clear information as early as possible in the immigration process, fair treatment during the assessment process, and prompt communication of recognition decisions, which will be mutually accepted in each province and territory. *"The intent is that within one year of submitting a complete assessment application for licensure, an individual will know whether his or her credentials have been recognized, and if not, the individual will be informed of specific additional requirements for licensure or directed toward related occupations commensurate with their skills and experience."* Governments agreed to an implementation strategy and the various jurisdictions will select their own approach to achieve it. The commitment to a maximum 12 month federal response on FCR requests by permanent residents is not yet fully in place.<sup>111</sup> The Framework is expected to be in place by December 31, 2010 to ensure its application to the following occupations: architects, engineers, financial auditors and accountants, medical laboratory technologists, occupational therapists, pharmacists, physiotherapists, and registered nurses.<sup>112</sup>

#### Implementation Strategies<sup>113</sup>

Implementation strategies serve as a guide and a common reference point for the various federal and provincial/territorial jurisdictions. Each party will determine its own actions.

#### Enhancing Pre-Arrival Supports

- Pre-arrival assessment tools, online and overseas services, and information supports will be upgraded to help immigrants prepare for entry into the Canadian labour market;
- Strategies will be developed for providing prospective immigrants with pre-arrival labour market integration information as early as possible in the immigration process; and
- Where feasible and deliverable on a practical scale, approaches will be developed that assist immigrants in initiating assessments before arrival.

<sup>111</sup> Interview with Ontario officials from the Ministry of Citizenship and Immigration.

<sup>112</sup> CIC (2009); op. cit., p. 8; Human Resources and Skills Development Canada: A Pan-Canadian Framework, 2009, p. i, ii, and 7.

<sup>113</sup> Reproduced from Annex a, Implementation Strategies: A Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications; Forum of Labour Market Ministers; <http://www.hrsdc.gc.ca/eng/workplaceskills/publications/fcr/pcf.shtml>.

## Assessment and Recognition

- The institutional capacity of key foreign qualification recognition stakeholders, including regulatory bodies, will be strengthened to assess and recognize foreign qualifications and implement the principles of the Framework;
- Information resources and tools to support foreign qualification assessment and recognition in the skilled trades will be enhanced;
- The decision making capacity of governments and stakeholders will be enhanced through improvements to data collection and information sharing related to assessment and recognition processes across Canada; and
- Project-based funding will be made available to:
  - Enhance collaboration of regulatory bodies and assessors and to develop processes and tools to improve the assessment and recognition of foreign qualifications across Canada; and
  - Improve the consistency and portability of assessment results across Canada.

## Addressing Workforce Participation Needs

- Supports for immigrant labour market integration will be introduced, enhanced, or expanded according to local and regional labour market conditions and institutional capacity:
  - Basic and occupation-specific language training;
  - Bridge-to-work and bridge-to-licensure programs;
  - Mentorships and internships;
  - Employer engagement;
  - Orientation to working in Canada; and
  - Other information resources.

## Target Occupations

While the principles of the Framework apply to all regulated occupations, the following list of target occupations will be the common focal point for governments' individual and collective actions related to implementing the Framework. This list was established based on analysis of foreign qualification assessment needs.

Jurisdictions are free to supplement this list with additional occupations in response to local labour market conditions and priorities. Over time, additional occupations will be included in the list.

Target occupations for December 31, 2010:

- Architects;
- Engineers;
- Financial Auditors and Accountants;
- Medical Laboratory Technologists;
- Occupational Therapists;
- Pharmacists;
- Physiotherapists; and
- Registered Nurses.

By December 31, 2010, it is expected that these target occupations will have the necessary processes and supports in place to ensure the application of the Framework's principles, including achieving the Pan-Canadian Commitment to Timely Service.

Governments will work collaboratively with regulatory authorities and other key stakeholders to share successful practices, develop capacity-building strategies and implement new models in line with the Framework in order to achieve these commitments.

Over the course of the implementation of the Framework, a list of medium term target occupations will be developed. This list will target a date of December 31, 2012 for ensuring that the Framework, including the Pan-Canadian Commitment to Timely Service is in place, and will include at least the following occupations:

- Dentists;
- Engineering Technicians;
- Licensed Practical Nurses;
- Medical Radiation Technologists;
- Physicians; and
- Teachers (K-12).

Skilled trades are integral to the Framework. Advice will be sought from the Canadian Council of Directors of Apprenticeship on how best to apply the Framework to skilled trade occupations.

Jurisdictions may wish to define additional standards in collaboration with affected stakeholders, as described in the Framework.

## **Governance and Accountability**

Public reporting by governments, in accordance with their unique contexts and programs, will form the basis of accountability under the Framework.

Jurisdictions with Fair Access legislation are expected to use the existing reporting obligations of regulatory authorities as the basis for their public reports. Other jurisdictions may require the provision of additional information from regulatory authorities.

These requirements will be developed in conjunction with affected stakeholders, and every effort will be made to minimize the reporting burden on regulatory authorities and other stakeholders.

### **Desired Outcomes: What We Want To Achieve**

The following outcomes and benchmarks of success are indicators of the ideal steps and processes that governments aspire to achieve in order to address the current gaps to successful immigrant labour market integration.

### **Preparation and Pre-Arrival Supports**

As early as possible in the immigration process, immigrants will have access to reliable and accurate information and assessment services.

### **Assessment**

Methods used for assessing foreign qualifications will be reasonable and objective, and regulatory authorities will share information regarding the approaches they use with their regulatory counterparts in other jurisdictions.

### **Recognition**

Recognition-related decisions will be clearly and comprehensively communicated in a timely fashion.

### **Bridge-To-Licensure**

Immigrants are made aware of bridge-to-licensure and registration opportunities so that they may upgrade their qualifications as required for entry-to-practice.

## **Workforce Participation**

Immigrants and employers are able to access required supports in order to bridge immigrants successfully into the workforce in a timely fashion.

### **10.3.2. Bridging programs, mentorship and internship programs**

Innovative approaches used by governments and other stakeholders involve bridging programs, mentorship, internship programs, and employer engagement initiatives. Foreign-trained immigrants are provided with training that would bridge any gaps in their education, skills and competencies in order to help them prepare for and access licensure and/or employment in their desired field. Bridging programs exist both independently or are integrated into college and university programs. Settlement organizations, government programs and regulatory bodies also operate bridging programs, and many programs involve all of these organizations.<sup>114</sup> Skills for Change is an example of a bridging program where "employers will deal with the deficiencies after hiring."<sup>115</sup> Other bridging programs involve employers and help to connect immigrants to informal job networks so that they can gain valuable professional experience and knowledge (e.g., the Toronto Region Immigrant Employment Council (TRIEC)). The TRIEC Web site showcases promising practices and provides employers with a toolkit to help them make smart hiring decisions.<sup>116</sup> The ECO Canada Immigrant Bridging Program supported by HRSDC is another example of such a program.

<sup>114</sup> Owen, op. cit., p. 26.

<sup>115</sup> Ibid., p. 27.

<sup>116</sup> Ibid., p. 27.

## 10.4 PROVINCIAL AND CREDENTIAL BODY INITIATIVES TO PROMOTE LABOUR MOBILITY

### 10.4.1. Quebec–France Agreement (QFA) on Labour Mobility

The QFA<sup>117</sup>, an agreement between Quebec and France on the mutual understanding of professional qualifications, is one option that has been explored in Phases 1 and 2 of this study, especially in the context of a possible economic partnership between Canada and the European Union.

The objectives of the QFA are to:

- Remove obstacles to attracting workers who practice a regulated occupation;
- Facilitate and accelerate the recognition of individuals' professional qualifications;
- Remove the system of equivalence of degrees requiring skilled workers to go back to school;
- Increase the competitiveness of businesses by facilitating and accelerating recruitment of skilled workers as the need arises; and
- Respond more efficiently to labour needs, in both the manufacturing and services sectors in France and Quebec.

The underlying principles guiding the Agreement are:

- Protection of the public interest;
- Maintaining the quality of professional services;
- Respect of the use of the French language;
- Equity, transparency, and reciprocity; and
- Effectiveness.

The Agreement anticipates the establishment of a common procedure for the mutual recognition by France and Quebec of professional qualifications acquired in either of these territories by persons practicing a regulated occupation.<sup>118</sup> Immigration rules are not changed by this agreement, which therefore does not grant automatic access to the labour market of the other country. The Quebec–France Agreement applies to all regulated occupations in either country and to all skilled workers, without exception. Only public and ministerial servants are excluded from the agreement. It applies to workers only and does not deal with the case of students.

According to the agreement, the responsibility for establishing an "arrangement for purposes of mutual recognition of professional qualifications" is delegated to the professional order or association or other authority that oversees the practice of the occupation.<sup>120</sup> The very principle of the QFA is a system of mutual recognition of qualifications and not of equivalence of degrees, in which each application is studied on a case-by-case basis.<sup>121</sup> Three illustrative cases have emerged from this process:

- The skills learned and the fields of practice are considered overall as equivalent. Both overseeing organizations mutually recognize, through an 'arrangement', the equivalence of the professional qualifications acquired in each other's country.
- The overseeing organizations note substantial differences, either in the academic training or in the practice of the discipline. In this case, they define in an 'arrangement' the 'compensatory measures' to be implemented as a condition for recognizing the foreign professional qualifications. These measures must be limited and reasonable, for example, internship, a test of aptitude or a brief supplementary training. Although very limited, these measures allow professional organizations to maintain some control over the influx of foreign workers into their jurisdiction. It is therefore expected that this case of compensatory measure implementation will be the most common.
- The skills learned and the field of practice are considered incompatible. In this case, recognition of qualifications will not be acquired for the occupation, which will therefore fall outside of the scope of the agreement.

<sup>117</sup> Gouvernement du Québec (2009): Ministère de l'immigration et des communautés culturelles, « Entente entre la France et le Québec en matière de reconnaissance mutuelle des qualifications professionnelles : des réponses à vos questions », 00091, Février 2009. Available at [http://www.mri.gouv.qc.ca/en/pdf/procedure\\_commune\\_entente\\_qualif\\_prof\\_FrQc\\_en.pdf](http://www.mri.gouv.qc.ca/en/pdf/procedure_commune_entente_qualif_prof_FrQc_en.pdf).

<sup>118</sup> Government of Quebec (2008): Agreement between Quebec and France on the mutual understanding of professional qualifications. Ministère des relations internationales du Québec, October 17, 2008.

<sup>119</sup> QFA, Article 1.

<sup>120</sup> QFA, Annexe 2, Section 2.

<sup>121</sup> Gouvernement du Québec (2009): Projet pour les professions et métiers réglementés – La ministre Yolande James annonce que le Québec va soutenir les professionnels immigrants jusqu'à l'obtention de leur premier emploi; December 2009; <http://communiqués.gouv.qc.ca/gouvqc/communiqués/GPQF/Decembre2009/15/c3334.html>.

This general agreement, which is intended to cover all regulated occupations, applies to skilled workers as a whole without distinction based on nationality, nevertheless contains a significant restriction.<sup>122</sup> French professional orders are responsible for granting the legal right to practice in France. It should be noted that the Quebec-Canada Accord provides Quebec with the authority to select skilled workers and favour French speaking foreign workers, subject to federal approval, for their permanent resident and temporary worker status. According to a senior official from the Quebec Ministry of International Relations, the QFA applies only to people, regardless of nationality, who have completed their studies in France or in Quebec. If they have not, they must complete the cycle that leads to the training certification required for access to the regulated occupation in question. The QFA, while fully applicable to workers who graduated in France, therefore cannot be utilized to bring to Quebec through France personnel trained in other EU countries such as the CEECs.

The usefulness of the QFA in enhancing mobility between Quebec and France will rest in part on the potential extension of the application of the QFA to skilled workers of the EU and Canada to settle anywhere inside Canada and in the European Union. The QFA could be useful as a model or a test case for the current negotiation of the EU-Canada free trade agreement. Our study inquires about the status of labour mobility in those negotiations.

As of October 17, 2009, seven professions and eleven trades have concluded such arrangements.<sup>123</sup> For the remaining regulated occupations, the deadline for establishing an arrangement is December 31, 2010.<sup>124</sup> Governments expect the signing of about a hundred arrangements by December 31, 2010.

One federal respondent indicated that the signing of the QFA puts Quebec at the forefront among provinces in concluding an international mobility agreement. As of April 2010, already 60 occupations have been negotiated and 80 other regulated occupations are being negotiated. The QFA will allow any EU national with an approved French diploma and professional certification delivered by a French credential body to work anywhere in Canada if his/her credentials are recognized by Quebec, and vice versa for Quebec.<sup>125</sup> According to the respondent, the benefit may not be reciprocal for Canada. For example, a Canadian who obtained a diploma and professional certification from Quebec and was recognized by France could not automatically work anywhere in the EU because the EU does not have an internal mobility agreement similar to the Canadian AIT. According to two respondents from the EU and Canada, in the EU, foreign credential recognition for a particular worker must be approved by each EU country of destination. In other words, approval by one EU country does not trigger an automatic recognition in the other EU countries (as the AIT does in Canada<sup>126</sup>). Therefore, a Canadian would have to get his/her credentials recognized by each destination state in the EU where he/she wants to work. Many experts interviewed in this study stressed the fact that while the QFA seems great in theory, "we have yet to see it put in practice."

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<sup>122</sup> QFA, Articles 5 and 6.

<sup>123</sup> QFA, Annex 4.

<sup>124</sup> QFA, Annex III, section 1.

<sup>125</sup> There are some exceptions.

<sup>126</sup> Whereby when one provincial/territorial jurisdiction accepts a worker FCR, all other P/T jurisdictions automatically accept that worker FCR (with some exceptions).

## 10.4.2 Selected Provincial Programs and Credential Bodies

### Selected Provincial Programs to Assist FCR

Provincial governments are developing complementary recognition systems that ensure that credentialing processes are fair, objective and transparent. Fair Practice Legislation in Manitoba, Nova Scotia and Ontario has been enacted to improve foreign credential assessment and licensing practices in regulated occupations.<sup>127</sup>

Ontario provides bridge training programs, available for a number of sectors intended to provide training and orientation to newcomers to help them find work in their fields. The province established Global Experience Ontario (GEO), which provides information regarding the process for licensing and registration in Ontario, and refers people to regulatory bodies, community agencies or employment agencies.<sup>128</sup>

Alberta has developed a comprehensive systems approach to integrating immigrants in the labour force by providing specialized information, ensuring that credential assessment processes are fair and transparent, and bridging any skill or knowledge gaps that act as barriers to full participation in the labour market.<sup>129</sup> Also, Alberta has created the Immigrant Access Fund, a loan program for accreditation expenses.<sup>130</sup>

In British Columbia, the Skills Connect for Immigrants Program offers immigrants a range of employment-related services, including credential recognition, for a limited number of sectors.<sup>131</sup>

### Credential Bodies

The *Canadian Information Centre for International Credentials* (CICIC) acts as a national clearing house and referral service to support the recognition and portability of Canadian and international educational, academic and occupational qualifications. It provides a unique centralized referral service to assist individuals in obtaining evaluation or recognition of foreign credentials by referring them to the appropriate authorities.<sup>132</sup>

In Canada, there are more than 200 accredited *post-secondary institutions* that assess educational credentials for academic placement. These institutions may provide prior learning and recognition assessments of skills and knowledge obtained through work and life experience.

Five provincially mandated assessment agencies evaluate educational credentials for both academic placement and workforce entry.<sup>133</sup> These agencies play an important role as intermediaries between newcomers and employers regarding international credentials. Furthermore, they all adhere to the practice guidelines and recommendations of the 1997 Convention on the Recognition of Qualifications concerning Higher Education in the European Region (Lisbon Convention).<sup>134</sup>

The *Pan-Canadian Quality Standards in International Credential Evaluation project* (Alliance of Credential Evaluation Services of Canada<sup>135</sup>) brings together provincial assessment agencies to harmonize assessment tools and processes. Following consultations by ACESC and other related organizations with regulatory bodies, educational institutions, and evaluation services, it was recommended to increase the profile of credential evaluation services, especially among employers, harmonize standards of document evaluation and resource tools, and take other steps to increase portability.<sup>136</sup>

<sup>127</sup> CIC (2009), op. cit., p. 17.

<sup>128</sup> Becklumb (2008), op. cit., p. 9.

<sup>129</sup> CIC, *Ibid.*, p. 17.

<sup>130</sup> Becklumb, *Ibid.*, p. 9.

<sup>131</sup> *Ibid.*, p. 9.

<sup>132</sup> Owen (2008), op. cit., p. 20.

<sup>133</sup> These credential assessment agencies include the five provincially mandated agencies: Academic Credentials Assessment Service (ACAS), Centre d'expertise sur les formations acquises hors du Québec (CEFAHQ), International Credential Evaluation Service (ICES), International Qualifications Assessment Services (IQAS) and World Education Services (WES); as well as Comparative Education Service (CES) and International Credentials Assessment Service (ICAS) of Canada.

<sup>134</sup> CIC (2009), op. cit., p. 5. The Alliance of Credential Evaluation Services of Canada (ACESC): <http://www.canalliance.org/assurance.en.stm>. The Lisbon Convention was designed to foster improved mobility and labour market efficiency through closer collaboration in the area of credential recognition across levels of government both domestically and internationally.

<sup>135</sup> ACESC; *ibid.*

<sup>136</sup> Owen, op. cit., p. 23.

*Professional associations and sector councils* provide a central point of contact between industries and the Government of Canada. For example the FCR program works with eleven national sector councils, including ECO Canada. Progress has been made by some professions in developing processes that allow for early interventions in FCR while prospective immigrants are still in their country of origin.<sup>137</sup>

The *Canadian Association of Prior Learning Assessment (CAPLA)* advocates formal acknowledgment of previous learning experiences. The goal is to better recognize informal and experiential learning. This is particularly important to foreign workers, who face barriers in terms of the recognition of their formal credentials and in terms of their work experience.<sup>138</sup>

*Immigrant-Serving Organizations (ISOs)* serve as an important component in the collaborative work of integrating immigrants. Immigrants in Canada rely on ISOs for information and support, including employment services, local labour market information and foreign credential recognition. ISOs currently distribute FCR materials to newcomers at Toronto Pearson International Airport and Vancouver International Airport.<sup>139</sup>

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The *Canadian Information Centre for International Credentials (CICIC)* acts as a national clearing house and referral service to support the recognition and portability of Canadian and international educational, academic and occupational qualifications. It provides a unique centralized referral service to assist individuals in obtaining evaluation or recognition of foreign credentials by referring them to the appropriate authorities.

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<sup>137</sup> CIC, *ibid.*, p. 17.

<sup>138</sup> Owen, *ibid.*, p. 19.

<sup>139</sup> CIC, *ibid.*, p. 17.

## 10.5 KEY PROJECTS FINANCED BY HRSDC AND HEALTH CANADA

### 10.5.1. HRSDC FCR Program

To date, the FCR Program has provided support to over 120 projects in a wide variety of occupations and sectors. These projects have focused on innovations; research, analysis and planning; design and development of tools; and the development and dissemination of information on FCR.<sup>140</sup> In 2009, the FCRP provided funding for the following international key projects:

- *The Medical Council of Canada (MCC)* has developed a central Web site that provides comprehensive information regarding Canadian licensure for internationally trained physicians. In addition, the MCC has also developed an examination in which internationally trained physicians demonstrate their medical knowledge to qualify for a residency position. With support from FCRP contributions, the examination is now accessed more frequently in 20 locations, 12 of which are outside of Canada. The MCC has also established the Physician Credentials Registry of Canada that gathers, verifies and permanently stores credentials in a centralized repository. International medical graduates can establish electronic portfolios of their credentials, allowing them to have their qualifications verified while still in their country of origin. The registry provides a single source credential verification and repository service that is effective, efficient and nationally acceptable.<sup>141</sup>
- *Engineers Canada* has been working toward establishing a coherent FCR system that will improve the licensure process for internationally trained engineers. A shared database of foreign degree programs can be accessed by regulators to evaluate international graduates for licensure.<sup>142</sup>
- *The College of Nurses of Ontario* is working with nursing regulators across Canada on the harmonization of registration, qualification and evidence requirements for internationally educated nurses. In addition, they are laying the groundwork for national assessment services for nurses.<sup>143</sup>
- Through Canada's Economic Action Plan, *ECO Canada* was provided with funding to create an assessment and job-matching system that will help newcomers find work in the environmental sector.<sup>144</sup> In particular, *ECO Canada's Immigrant Bridging Program* is aimed at easing the transition of highly qualified newcomers into the Canadian environmental sector. ECO Canada pre-screens candidates for specific skills sets, language and educational requirements. After they are selected, newcomers participate in a classroom program that prepares them for the workplace. Once they have completed the program, newcomers participate in a three-month work placement with an environmental organization.
- Through its Skills at Work project, *BioTalent*, the sector council for biotechnology, Canada is promoting an integrated approach to address the human resources priorities within the biotechnology sector. The goal of this project is to implement an assessment model that will recognize the skills and competencies of internationally educated professionals and connect them with employers in the Canadian bio-economy.<sup>145</sup> "Some of the initiatives the council will undertake include developing an industry-led internship program that would be consistent with a 'Bridge-to-Work' model approach and would facilitate the gaining of Canadian work experience for immigrants, developing and testing a national practical assessment approach for the integration of immigrants into the biotechnology sector, and developing a curriculum to 'train the trainer' on soft skills that will assist in the assessment and integration of internationally trained professionals into the labour market."<sup>146</sup>

<sup>140</sup> CIC (2009), op. cit., p. 11.

<sup>141</sup> CIC, *ibid.*, p. 11.

<sup>142</sup> *ibid.*, p. 11.

<sup>143</sup> *ibid.*, p. 11.

<sup>144</sup> ECO Canada (2007): Government of Canada Helps Foreign-Trained Professionals Find Work in Environmental Sector; <http://www.eco.ca/Portal/mediaroom.aspx?display=feb10>.

<sup>145</sup> CIC (2009), op. cit., p. 12.

Bio Talent Canada (2007); [http://www.biotalent.ca/default\\_e.asp?id=13&nID=83](http://www.biotalent.ca/default_e.asp?id=13&nID=83).

<sup>146</sup> FCRO (2007) ; <http://www.credentials.gc.ca/media/backgrounders/2007-05-24a.asp>.



A new pilot program, funded by HRSDC, and run through *Saskatchewan Institute of Applied Science and Technology (SIAST)*, will train workers who are still overseas in the mechanical trades, validate their competencies and support their immigration directly to an employer through the Provincial Nominee Program.



- A new pilot program, funded by HRSDC, and run through *Saskatchewan Institute of Applied Science and Technology (SIAST)*, will train workers who are still overseas in the mechanical trades, validate their competencies and support their immigration directly to an employer through the Provincial Nominee Program. The project is being piloted at partner colleges in Ukraine, the Philippines and Vietnam. SIAST purchases appropriate equipment, places it overseas in the colleges and then tests competency and language skills specific to the occupations needed. The partner colleges give skills training and then SIAST works with employers to match workers. The match guarantees that if the employer is unhappy with the worker after they arrive, SIAST provides additional training for free. The guarantee of a competent worker provides the employer with a low-risk process for hiring, and immigrants will receive the support and training needed for success. SIAST is also working with accreditation bodies so that workers can get licensed in Canada.<sup>147</sup>
- The FCR program provided funding for the *Information and Communications Technology Council* to develop a competency-based assessment and recognition tool for internationally educated information and technology professionals. Activities include developing and piloting a bridge-to-work and mentoring program, along with tools for small and medium-sized enterprises.<sup>148</sup>
- The FCR program provided funding to the *Canadian Tourism Human Resource Council* to develop FCR capacity in the tourism sector based on competency assessment and recognition.<sup>149</sup>

#### 10.5.2. Health Canada Program

The *Internationally Educated Health Professionals Initiative (IEHPI)* was launched by Health Canada in 2005 to address the shortage of health professionals. Funds are utilized for information dissemination, including workplace integration pathways to qualification assessment and recognition, skill building, and coordination. The program has targeted specific health professions. It also includes a program for mentors and preceptors.<sup>150</sup>

<sup>147</sup> Owen, op. cit., p. 25.

<sup>148</sup> FCRO, *ibid.*

<sup>149</sup> *Ibid.*

<sup>150</sup> CIC (2009), op. cit., p. 13 and 14.

## 10.6 INFORMATION ON FEDERAL GOVERNMENT WEB SITES FOR NEWCOMERS

### GOING TO CANADA WEB SITE

[www.goingtocanada.gc.ca](http://www.goingtocanada.gc.ca)

This site provides online tools to potential newcomers. It provides the Entry Requirement Tool to determine the entry requirements to enter Canada that apply to each specific situation and the Working in Canada Tool to learn about Canada's labour market and search for employment facts by occupation and city, town or region. Questionnaires are available to determine whether the individual is eligible to enter Canada. The newcomer provides personal information on his/her occupation, university or college education and apprenticeship training, and length of experience. The potential candidate fills out a self assessment test and identifies his/her occupation from a list of the National Occupational Classification (NOC). There is information on how to apply and the processing time, and what happens once the new comers is eligible to enter Canada.

### WORKING IN CANADA WEB SITE

[www.workingincanada.gc.ca/tool](http://www.workingincanada.gc.ca/tool)

The first page of this site presents the following introductory information: "The site can help the newcomer (immigrant or temporary foreign worker) decide where to live and work, how to produce a report on job descriptions, wages, skill requirements, language training and job opportunities based on a specific occupation and a location."

The Working in Canada (WIC) tool helps immigrants prepare a customized report online containing credential recognition information, job descriptions, skill and education requirements, and wages and job opportunities in specific regions that allows immigrants to make informed decisions about where to work in Canada.<sup>151</sup>

The newcomer provides information on his/her occupation and preferred location. The site indicates the skill requirements and the employment prospects for the area, whether the occupation is regulated and in what province, the address of the regulated body if the occupation is regulated, and how to apply for a license before arrival. If the occupation is unregulated, information is provided on association certification requirements. Information is provided on processing time.

### PLANNING TO WORK IN CANADA?

#### AN ESSENTIAL WORKBOOK FOR NEWCOMERS

[www.credentials.gc.ca/immigrants/workbook/index.asp](http://www.credentials.gc.ca/immigrants/workbook/index.asp)

This site presents the following introductory information: "This workbook was created for internationally trained individuals who are considering moving to Canada or who have recently arrived. It helps newcomers gather information about living and working in Canada."

The workbook provided is a paper document with the following structure:

- Section A – Living in Canada
- Section B – Canada's Official Languages
- Section C – Finding a Job in Canada
- Section D – Work-related Documents
- Section E – Education and Academic Credentials
- My Important Links
- Glossary

### THE EMPLOYER'S ROADMAP: HIRING AND RETAINING INTERNATIONALLY TRAINED WORKERS

[www.credentials.gc.ca/employers/roadmap/index.asp](http://www.credentials.gc.ca/employers/roadmap/index.asp)

This site presents the following introductory information: "This roadmap is a guide for employers in small to medium-sized enterprises interested in hiring internationally trained workers (ITWs) for their organizations. The roadmap is a practical resource for anyone involved in hiring, including business owners, human resources professionals, recruiters, and managers.

"In the roadmap, you'll find:

- Different routes you can take to hire and retain ITWs;
- Helpful tips on issues you may encounter on the way;
- Answers to questions you may have;
- Practical tools you can use at each step; and
- Resources to help you on the journey.

At the end of each section of the roadmap, you will find a short list of resources. For a more extensive list of national, regional and sectoral links, please refer to the resources tab."

The site allows downloading a publication prepared by the Alliance of Sector Councils for the Foreign Credentials Referral Office of Citizenship and Immigration Canada.

<sup>151</sup> CIC (2009), op. cit., p. 12.

## THE EMPLOYER'S ROADMAP: HIRING AND RETAINING INTERNATIONALLY TRAINED WORKERS

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The site allows downloading a publication prepared by the Alliance of Sector Councils for the Foreign Credentials Referral Office of Citizenship and Immigration Canada.

### CANADIAN IMMIGRATION INTEGRATION PROJECT-CIIP [ciip.accc.ca/default.aspx?dn=782,32,documents](http://ciip.accc.ca/default.aspx?dn=782,32,documents)

This site presents the following introductory information:

"CIIP is an innovative project funded by the Government of Canada to help those immigrating to Canada under the Federal Skilled Workers Program in China, India and the Philippines. While completing final immigration requirements, principal applicants and their partners will be offered advice and guidance to help prepare for employment in Canada.

CIIP offers programs and services to help skilled workers and their partners to prepare for labour market integration while they are completing the final steps in the process of immigrating to Canada."

CIIP services are offered free of charge by a Canadian Field Office Manager and a group of locally engaged professionals in each of the following locations:

- Guangzhou, China;
- New Delhi, India;
- Manila, Philippines; and
- By December 2010, London, UK will be added to serve the UK, Scandinavia and the Gulf countries.

### Services Available

CIIP will offer:

- *Information* on the Canadian labour market occupations, and the steps required for integration. It will provide a 2-day session for immigrants and help them develop a strategy and an action plan;
- *Advice and guidance* to assist in planning successful entry to the Canadian labour market;
- *Practical assistance* in identifying and contacting Canadian organizations for further assistance. In particular:
  - Practical assistance in credential assessment and recognition;
  - Language and skills testing and upgrading;
  - Licensing;
  - Finding employment.
- CIIP will cover 75% of potential skilled permanent residents and 44% of Provincial Nominee Program workers.<sup>152</sup>

CIIP is funded by the Government of Canada and delivered by the Association of Canadian Community Colleges.

<sup>152</sup> Interview with CIC.

## 10.7 KEY NON-GOVERNMENT WEB SITES<sup>153</sup>

### Pre-Departure Information

- Canadian Immigration Integration Project (CIIP) – <http://ciip.accc.ca/>

### Credential Evaluation/ PLAR Web Sites

- World Education Services (WES) – [www.wes.org/ca](http://www.wes.org/ca)
- WES Preliminary Online Equivalency – <http://www.wes.org/ca/evaluations/preliminary.asp>
- Alliance of Credential Evaluation Services of Canada (ACESC) – <http://www.canalliance.org/indexe.stm>
- Canadian Association of Prior Learning Assessment (CAPLA) – [www.capla.ca](http://www.capla.ca)
- Canadian Information Centre for International Credentials (CICIC) – [www.cicic.ca](http://www.cicic.ca)

### Other Resources

- Canadian Information and Networking Services – [www.canadainfonet.org](http://www.canadainfonet.org)
- Career Bridge – <http://www.careerbridge.ca/>
- Hire Immigrants Project – <http://www.hireimmigrants.ca/>
- The Mentoring Partnership – <http://www.thementoringpartnership.com/index.asp>
- TRIEC – <http://www.triec.ca/index.asp>
- Skills for Change – [www.skillsforchange.org](http://www.skillsforchange.org)
- COSTI – <http://www.costi.org/>
- JVS – <http://www.jvstoronto.org/>
- LASI World Skills – <http://www.ottawa-worldskills.org/>
- SkillsInternational.ca – [www.skillsinternational.ca](http://www.skillsinternational.ca)
- Settlement.org – [www.settlement.org](http://www.settlement.org)
- Colleges Integrating Immigrants to Employment (CIITE) – [http://www.collegeconnect.on.ca/ciite/pages/general\\_main.asp](http://www.collegeconnect.on.ca/ciite/pages/general_main.asp)
- Ontario Public Service (OPS) Internship Program for Internationally Trained Professionals – <http://www.citizenship.gov.on.ca/english/working/internship/>
- Global Experience Ontario (GEO) – <http://www.ontarioimmigration.ca/english/geo.asp>

### Nursing

- College of Nurses of Ontario (CNO) – <http://www.cno.org/>
- Canadian Nurses Association (CAN) – [http://www.cna-nurses.ca/cna/default\\_e.aspx](http://www.cna-nurses.ca/cna/default_e.aspx)
- Medical Council of Canada – <http://www.mcc.ca/en/>
- York University Post Registered Nurse Program – <http://www.atkinson.yorku.ca/NURS/post.htm>
- Ryerson Chang School, Nursing – [http://ce-online.ryerson.ca/ce\\_2008-2009/program\\_sites/program\\_gateway.asp?id=2190](http://ce-online.ryerson.ca/ce_2008-2009/program_sites/program_gateway.asp?id=2190)
- Health Force Ontario – <http://www.healthforceontario.ca/>

### Engineering

- Professional Engineers Ontario (PEO) – <http://www.peo.on.ca/>
- Ryerson's Internationally Educated Engineers Qualification Bridging (IEEQB) program – [http://www.ryerson.ca/feas/ieeqb\\_program/](http://www.ryerson.ca/feas/ieeqb_program/)
- Engineers Canada – <http://www.engineerscanada.ca/>
- Council for Access to the Profession of Engineering (CAPE) – <http://www.capeinfo.ca/>
- From Consideration to Integration (FC2I) – <http://www.engineerscanada.ca/fc2i/e/index.cfm>
- SfC offers an Engineering Your Future (EYF) – <http://www.skillsforchange.org/eyf/index.html>
- Edmonton Mennonite Centre for Newcomers' ETIP – [http://www.emcn.ab.ca/Career\\_Services/Programs/ETIP](http://www.emcn.ab.ca/Career_Services/Programs/ETIP)
- University of Manitoba's IEEQ Pilot Program – <http://umanitoba.ca/faculties/engineering/programs/ieeq/>

### Teaching

- Ontario College of Teachers (OCT) – <http://www.oct.ca/home.aspx>
- Ontario Teachers' Federation (OTF) – <http://www.otffeo.on.ca/>
- Teach in Ontario – <http://www.teachinontario.ca/>
- Simon Fraser, Professional Qualification Program (PQP) – <http://www.educ.sfu.ca/pdp/pqp/>

### Tourism

- Canadian Tourism Human Resource Council (CTHRC) – <http://www.cthrc.ca/>

### ICT

- Information Communications Technology Council (ICTC) – <http://www.ictc-ctic.ca/>

<sup>153</sup> Owen, 2008, op. cit., based on Annex K.

According to the federal government workbook to assist immigrants:<sup>154</sup>

"Many professions set their own standards of practice. These are called regulated occupations. In Canada, about 20 percent of jobs are regulated by the government to protect public health and safety. For example, nurses, doctors, engineers, teachers and electricians all work in regulated occupations. If you want to work in a regulated occupation and use a regulated title, you must have a licence or a certificate or be registered with the regulatory body for your occupation. Some occupations are regulated in some provinces or territories but not regulated in others.

A non-regulated occupation is a profession or a trade for which you don't need a licence, certificate or registration to work in. Most occupations in Canada are non-regulated. If you are applying for a non-regulated occupation, you must show your potential employer that you have the education and experience to do the job. *Even if an occupation is not regulated, an employer can still ask that an applicant be registered, licensed or certified with a professional association.*"

For example, in the regulated engineering profession, a foreign worker must go through different steps before he/she can practice his engineering profession in a particular profession:<sup>155</sup>

1. First, the worker must obtain the recognition of his/her foreign degrees. The association may require an exam to ensure that academic requirements are met.
2. Second, the association assesses the worker's foreign experience. A minimum of 12 months experience in Canada is required before practicing.
3. Third, *the licensure requirements* or licence to practice must be met (i.e., the worker must write and pass the examination on professional practice, ethics, engineering law and liability), so that the association can issue the worker a licence to practice engineering in that jurisdiction.

For example, in the tourism sector (a sector that is generally non-regulated), there are requirements for licences and certificates for certain tourism jobs, such as a food safety certificate and a workplace hazardous materials information systems certificate:<sup>156</sup>

*Professional Designation:* Some professions that are not regulated by law have professional organizations. These organizations may provide certification courses and registration on a voluntary basis. Membership in these organizations may help a foreign worker get work in his profession. For example, in the environmental sector, if a foreign worker is interested in pursuing a greater level of professional recognition, ECO Canada's certifying body – the Canadian Environmental Certification Approvals Board – offers two voluntary professional designations for environmental practitioners that *requires Canadian experience*:<sup>157</sup>

- Canadian Certified Environmental Practitioner for professionals with over five years of relevant Canadian work experience; and
- Canadian Environmental Practitioner-in-Training for practitioners with less than five years of relevant work experience.

<sup>154</sup> Citizenship and Immigration; Planning to work in Canada? An essential workbook for newcomers, 2009, p. 18.

<sup>155</sup> FCRO (2010); Fact Sheets, Engineer; <http://www.credentials.gc.ca/immigrants/factsheets/engineer.asp>.

<sup>156</sup> Citizenship and Immigration; Planning to work in Canada? An essential workbook for newcomers, 2009, p. 18.

<sup>157</sup> FCRO, Fact Sheet; op. cit., Environment; <http://www.credentials.gc.ca/immigrants/factsheets/environment.asp>.

## 10.8 GOVERNMENT OF ONTARIO PROVINCIAL INITIATIVES AND ALBERTA STRATEGY ON FOREIGN CREDENTIAL RECOGNITION

This Appendix presents the key programs and projects offered by the Government of Ontario to help internationally trained individuals moving to Ontario and by the Alberta FCR strategy and plan.<sup>158</sup>

### 10.8.1. Ontario

The Labour Market Integration Unit of the Ministry of Citizenship and Immigration develops and implements initiatives that help internationally trained individuals move quickly into the Ontario labour market at a level commensurate with their skills, education and experience without duplicating prior learning.

#### Bridging Projects

- Bridging projects assess a newcomer's skills, education and experience, and provide targeted training and services to remove barriers to licensure and/or employment.
- Bridging projects can also help Ontario's employers and institutions to improve the assessment and integration of skilled newcomers into the workforce.
- Bridging projects are delivered by regulatory bodies, community agencies, colleges and universities, professional associations and other non-profit organizations.
- Bridging projects may offer participants academic and technical training, occupation-specific language training, workplace culture and communication training (i.e., 'soft skills'), work experience (e.g., internships, mentorship, clinical placements), employment services (e.g., labour market orientation, job search skills, interview preparation), licensure exam preparation, and workforce integration supports.
- Bridging projects are open to internationally trained individuals who are residents of Ontario. Eligibility in a bridging program is not specific to any specific nationality or specific region/source country.

Bridging program participants may also be eligible for the Ontario Bridging Participant Assistance Program, which is a pilot program to help cover the cost of short-term college and university bridging programs that are not covered under the Ontario Student Assistance Program (OSAP).

#### Toronto and Region Conservation Authority (TRCA) – Environmental Professionals

- The Government of Ontario is funding the Toronto and Region Conservation Authority (TRCA) to develop and deliver a bridging project: Mentoring to Placement for Environmental Professionals (M2P) Program. The program serves geoscientists and planners. The Government of Ontario also funded the TRCA to develop and deliver the Professional Access Integration and Enhancement Program (PAIEP) for environmental engineers. It also funded a similar program, the Professional Access, Integration and Enhancement Program (PAIEP) for planners and geoscientists. The program for environmental engineers includes a three-month workshop that provides participants with occupation-specific language and workplace culture/communication training, introduction to technical standards and Ontario engineering/environmental regulations and licensing processes. The workshops are followed by a full-time, 12 month paid work placement to further develop skills and gain workplace experience to satisfy licensing requirements with Professional Engineers Ontario (PEO).
- Only two months after the completion of the 2006-07 PAIE Program, 24 out of 35 participants (69%) gained employment in their field.

TRCA has a Web site for the Professional Access and Integration Enhancement Program (PAIEP): <http://trca.on.ca/get-involved/volunteer/professional-access-and-integration-enhancement.dot>.

<sup>158</sup> Information provided by officials with the Ontario Ministry of Citizenship and Immigration (interview with the Ministry of Citizenship and Immigration).

### Global Experience Ontario (GEO)

- GEO is an access centre for internationally trained individuals and others who are interested in applying for licensure and registration in the 14 non-health regulated professions (including engineering and geosciences) in Ontario. GEO provides information, assistance and referrals by e-mail, telephone and in-person to internationally trained individuals, government and community agencies, educational institutions, employers, occupational and professional associations and regulatory bodies.
- GEO works with regulatory bodies to develop and update career maps which provide internationally trained professionals with accurate and up-to-date information on the steps required to be registered/licensed in a regulated profession. There are career maps for engineers and geoscientists, which were developed in partnership with the regulators for both professions in Ontario – Professional Engineers Ontario (PEO) and the Association of Professional Geoscientists of Ontario (APGO). These career maps are available online on <http://www.ontarioimmigration.ca/en/geo/index.htm> and are accessed by potential immigrants to Ontario as a pre-arrival information resource.

### Opportunities Ontario – Provincial Nominee Program

- Opportunities Ontario is the provincial nominee program that allows Ontario to select economic immigrants whose skills are needed by businesses in the province. The program helps Ontario's employers and investors who may be having trouble finding skilled workers. The program is employer-driven.
- Opportunities Ontario will only accept occupations in NOC skill type O, A or B.<sup>159</sup>

### Fair Access to Regulated Professions Act

- The *Fair Access to Regulated Professions Act* (FARPA) was passed by the Legislature in Ontario in 2006. This legislation sets out the requirements for establishing the Office of the Fairness Commissioner. This office was created to ensure that Ontario's regulated professions, both health and non-health, have registration practices that are transparent, objective, impartial and fair. The Office of the Fairness Commissioner administers FARPA. The legislation includes a requirement to deal with applications in a 'timely fashion'.
- Environmental workers, such as environmental engineers (engineers) and geoscientists, are included in the list of non-health regulated professions under FARPA.

The Office of the Fairness Commissioner of Ontario in the '2007-08 Annual Report of the Office of the Fairness Commissioner of Ontario' has reported that the professions with the highest proportion of internationally educated members in Ontario include the following:

- Pharmacists (35%);
- Architects (27%);
- Physicians/Surgeons (27%);
- Dental Surgeons (26%);
- Dental Technologists (24%);
- Engineers (24%);
- Chiropodists (23%);
- Midwives (22%);
- Optometrists (20%);
- Engineering Technicians/Technologists (19%); and
- Geoscientists (19%).

*Based on the above proportions, a significant proportion (19%-27%) of environmental-related occupations appears to be provided by internationally trained workers, including Architects, Engineers, Engineering Technicians/Technologists, and Geoscientists.*

<sup>159</sup> Information provided by officials with the Ontario Ministry of Citizenship and Immigration (interview with the Ministry of Citizenship and Immigration).

## Language Training

### Adult Non-Credit Language Training Program

- Provides language training to adult immigrants to improve their language skills;
- Comprised of three main components: English as a Second Language (ESL), French as a Second Language (FSL), and Citizenship and Language (CL); and
- Courses are offered at many levels of language ability, from beginner to more advanced levels.

### Specialized Language Training Pilot Projects

- Pilot projects offer occupation-specific language training at varying levels of language ability, both in and for the workplace; and
- Pilots projects are designed to strengthen immigrants' language skills so they can gain employment that reflects their qualifications or function more effectively in current jobs.

### The list of regulated professions in the non health sector in Ontario is:<sup>160</sup>

- Agrology;
- Architecture;
- Certified Engineering Technicians and Technology;
- Certified General Accounting;
- Certified Management Accounting;
- Chartered Accounting;
- Early Childhood Educator;
- Forestry;
- Geosciences;
- Insurance Broker;
- Land Surveying;
- Law;
- Professional Engineering;
- Real Estate Agent;
- Social Work and Social Service Work;
- Teaching; and
- Veterinary Medicine.

## 10.8.2 Alberta

The Foreign Qualification Recognition (FQR) Plan for Alberta was announced in 2008 to help achieve a desired outcome where immigrants will have the opportunity to fully use their education, skills and work experience for the benefit of themselves and the Alberta economy.<sup>161</sup>

The Alberta plan on FQR focuses on three areas:

1. Specialized Information: To ensure that immigrants have access to current, accurate, and understandable information about the steps they need to go through to obtain recognition of their foreign credentials;
2. Assessment Standards and Resources: To increase the transparency, fairness, and accountability of FQR processes; and
3. Bridging the Gaps: To make available appropriate, timely and accessible programs and services to bridge gaps between the qualifications presented by immigrants and the standards required to enter the workplace and educational institutions.

### The FQR Plan is to:

- Establish a FQR Innovation Fund to support stakeholders in developing the tools and resources they need to improve FQR processes;
- Facilitate and improve the exchange of information on issues and best practices related to FQR; and
- Develop a FQR Unit within Alberta Employment and Immigration to support the implementation and monitoring of the FQR Plan.

<sup>160</sup> [http://www.ontarioimmigration.ca/en/working/OL\\_HOW\\_WORK\\_PROF\\_PROFS.html](http://www.ontarioimmigration.ca/en/working/OL_HOW_WORK_PROF_PROFS.html).

<sup>161</sup> Government of Alberta (2009): A Foreign Qualification Recognition Plan for Alberta.



ECO CANADA

Environmental Careers Organization

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Labour Market Research.

Environmental Careers Organization of Canada.



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