



College of  
Registered Nurses  
of Manitoba

# Current Trends in RN Regulation

*February 2025 Report*



# Current Trends in RN Regulation

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## About the College

The College of Registered Nurses of Manitoba (College) is mandated to protect and serve the public interest through effective regulation of registered nurses (RNs) and nurse practitioners (NPs). We are focused on sustaining patient safety and broader public benefit through meaningful registered nursing practice solutions for Manitoba healthcare.

As the professional regulatory body for RNs and NPs, we are responsible for helping to ensure that all RNs and NPs are qualified to provide safe, ethical care in the same way that driver licensing helps ensure that anyone who has a driver's license can operate a vehicle safely on our roads.

We work collaboratively with our partners in government, nursing education and the health system to help ensure an adequate supply of qualified individuals to meet health human resource needs. We support RNs and NPs in their nursing practice, while also acting expediently to address emerging issues and professional conduct concerns that impact patient safety and public trust.

To learn more about the College, please visit our website at <https://crnm.mb.ca/> and to access our resource library, major publications and our 2024-2028 strategic plan.

## Land Acknowledgement

The College of Registered Nurses of Manitoba (College) respectfully acknowledges that our offices, our registrants, and the public we serve reside and work on the traditional territories and ancestral lands of the Anishinaabeg, Ininewak, Anisininewuk, Dakota Oyate, and Dene, and on the national homeland of the Red River Métis.

The College recognizes the historic and ongoing impacts that colonization and systemic discrimination have on the health of First Nations, Inuit and Métis peoples, and that we must take continued, meaningful actions to advance reconciliation and affect change in the regulation of registered nurses.

We respect the Treaties that were made on these territories, and we are committed to moving forward in partnership with First Nations, Inuit and Métis communities in a spirit of reconciliation and collaboration.

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# Current Trends in RN Regulation

## February 2025 Report

### Emerging trends, risks and opportunities to address health human resource needs

## Executive Summary

In alignment with commitments made in the College of Registered Nurses of Manitoba's (College) [2024-2028 strategic plan](#), we present this special data report on current trends in RN regulation, including labour mobility impacts on registered nursing in Manitoba from 2018 to 2024 and factors contributing to the recruitment and retention of recent nursing graduates in Manitoba.

The volume of labour mobility applications in Manitoba have risen considerably from 2021 through the end of 2024, creating new risks, opportunities and questions that this report seeks to illuminate. By providing detailed analysis supported by appropriate background, context and related regulatory data, our objective is to help increase public awareness, as well as support collaborative and evidence-informed decision making throughout the health system in Manitoba.

The College is motivated by its understanding that meeting the health needs of all who reside or require care in Manitoba requires a health system that can respond to an everchanging and increasingly complex environment and that is supported by appropriate health human resources. Registered nurses (RNs) and nurse practitioners (NPs) comprise the largest regulated health profession in Manitoba and are an essential pillar of Manitoba's health workforce.

In support of Manitoba's health human resource goals and in a spirit of continuous improvement, we have made significant updates to streamline and modernize our application processes so that qualified applicants can get to work quickly without compromising patient safety. Evidence-informed updates to ways that applicants can demonstrate they meet [language proficiency requirements](#), [currency of practice requirements](#), and [clinical competency](#) have all contributed to improved application processing times and greater alignment with right touch regulatory principles. The College also fully supports the mobility of RNs across Canada and welcomes applicants from all over the world. We are actively collaborating with nursing regulators across the country to further enhance these processes.

However, these efforts cannot and should not contribute to unacceptable risks to patient safety. Since 2021, growing differences in how provincial and territorial (PT) regulatory bodies across Canada assess applicants' readiness for RN practice have played a part in a

### Registered Nursing in Manitoba

#### 15,026 registrants

*Includes all RNs, NPs and graduate nurses as of December 31, 2024.*

**79%** are educated in Manitoba

**8.5%** are educated elsewhere in Canada

**12.5%** are educated outside of Canada

**1271** net new registered nurses in Manitoba since 2018.

### Currency of Practice

#### What is it?

Currency of practice refers to the recency of an individual's nursing education and/or registered nursing practice.

#### How is it demonstrated?

Individual applicants or registrants demonstrate currency of practice by having the required practice hours in Canada (450 in the past 2 years, 1125 in the past 5 years), recent completion of nursing education (or required remedial education) in Canada, or a [clinical competence assessment](#).

#### Why does it matter?

Currency of practice is essential to a registrant's continuing ability to practice safely and competently.

## Jurisdiction Shopping

### What is it?

“Jurisdiction shopping” is the name the College has given to a pattern of behaviours by labour mobility applicants to leverage differences in regulatory requirements between PTs to their benefit.

### What does it look like?

A labour mobility applicant first applies in a PT where they do not intend to live or practice, but where different requirements may be more favourable to their success. After achieving RN registration, the applicant then applies in the PT of their choice/preference.

### How is this possible?

Under labour mobility legislation and interprovincial trade agreements, the regulatory body in the second PT must recognize the original PT regulatory body’s registration decision with very few exceptions.

### How common is it?

Since 2023, the College has identified **841 applications** where jurisdiction shopping is probable, representing **72.2% of all labour mobility applications** the College received in the same time period.

substantial increase in labour mobility applications to the College. Over the same period, the College has been receiving a notable increase in serious patient complaints and employer reports regarding individual registrants’ inability to demonstrate required nursing skill, knowledge and judgment.

Analysis of our data has shown that the rise in labour mobility applications is linked to the recent erosion of the harmonization of registration requirements between PTs across Canada and “jurisdiction shopping” behaviours by labour mobility applicants. This behaviour exploits potential differences in PT registration requirements, and where an applicant lacks essential currency of practice – typically established through recent nursing education, structured clinical examinations, or sufficient practice hours as an RN in Canada – it can create substantial risks to patient safety and to the individual applicant’s professional future in nursing.

Regrettably, these are not theoretical concerns about risks or harms to patients receiving care in Manitoba. The rise in complaints and serious harms to patients can be directly linked to jurisdiction shopping behaviours from some labour mobility applicants who were not required to complete – or missed out on – clinical evaluations, remedial education, or other supportive measures that help ensure readiness to practice as an RN in Canada and protect patient safety. We have taken steps to ensure our partners in government and in the health system remain informed about these substantial and ongoing concerns. We are taking a two-pronged approach to help mitigate the risks associated with jurisdiction shopping behaviours, including requiring labour mobility applicants to meet currency of practice requirements.

We urge you to take care in reviewing this report. Our analysis focuses on a specific subset of registrants and is not representative of all labour mobility applicants or internationally educated nurses. Further, we emphasize that IENs are highly valued contributors to our healthcare system. Manitobans have had the privilege of receiving care from many skilled and qualified IENs for years, and they continue to play a crucial role in our health system.

We are confident that by staying focused on patient safety, by continuing work to ensure our processes are efficient and free of unnecessary administrative or financial burdens, and by continuing to work collaboratively with our partners to support retention of recent nursing graduates and to make necessary regulation changes and to limit risks posed by out-of-practice nurses in different practice settings, the College can make a lasting and strategic contribution to bolstering safe care and meeting health human resource objectives in Manitoba.

Sincerely,



Deb Elias, RN MN FRE  
CEO/Registrar  
College of Registered Nurses of Manitoba

# Registered Nursing Workforce: Key Issues in Today's Challenging Health Care Environment

## Labour Mobility and Retention of New Nursing Graduates Among Key Areas of Focus

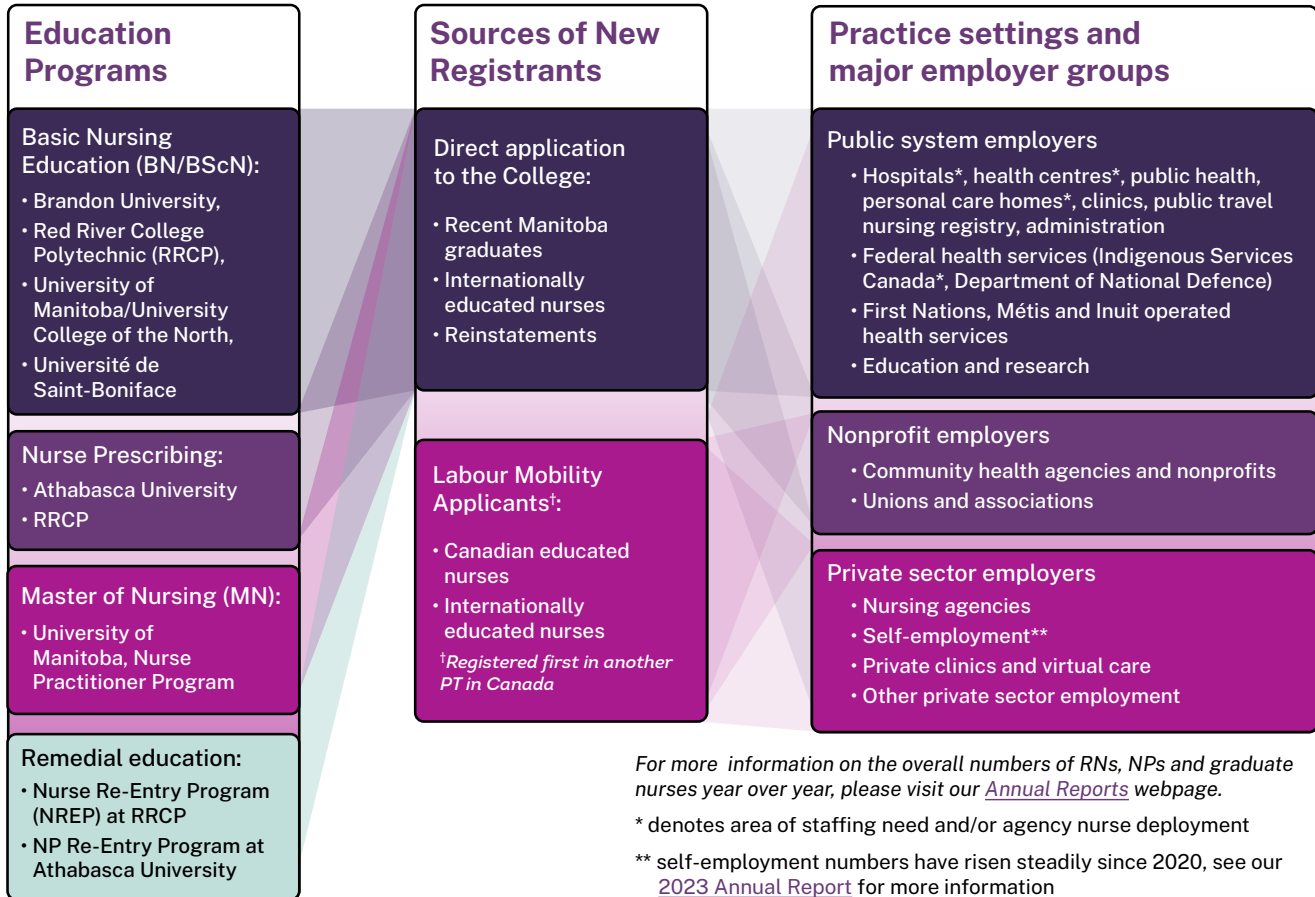
According to the most recent health system indicator data from the Canadian Institute for Health Information (CIHI), Manitoba is facing numerous challenges in the delivery of health care, including stubbornly high emergency room wait times, higher costs for hospital stays, and a lower overall contribution to the health and wellness of Manitobans compared to the national average (CIHI, 2024). Consideration of all relevant factors is beyond the scope of this report.

The challenges associated with staffing nursing positions in the public health system, training and retaining nurses, as well as the role and costs of nursing agencies in filling those gaps have been a matter of extensive public discussion and government action. These issues overlap, at least partially, with the College's mandate. As a health profession regulator, the College is in a unique position to illuminate how these matters are expressed in the registered nursing workforce.

This report delivers on the College's promise to provide more data to inform health system decision making, and focuses intensively on describing and analysing the impacts of the recent surge in [labour mobility applications](#) on the registered nursing profession in Manitoba. As well, it addresses some factors linked to the retention of new Manitoba nursing graduates in public health system employment.

In addition to the data contained in this report and our annual reports, the College regularly provides data and analysis to key partners in support of recruitment and retention initiatives, as well as helping to pilot other supportive approaches to applicants to successfully integrate into the nursing workforce.

### Filling Manitoba's Nursing Needs



# The College's Role in Setting Forth Registration Processes and Facilitating Labour Mobility

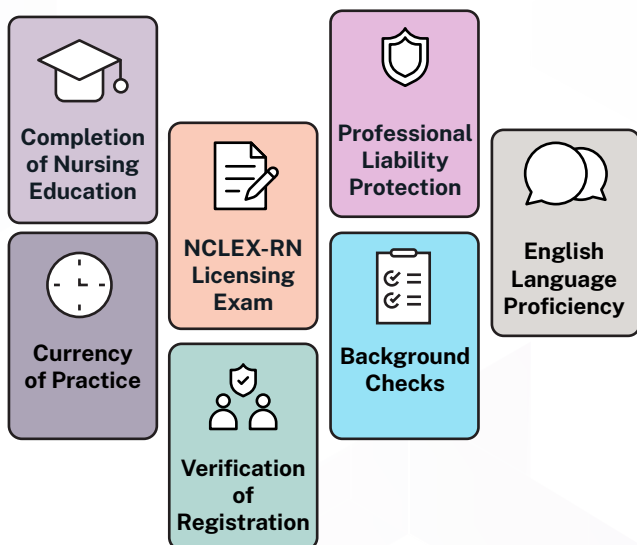
## Setting Registration Requirements and Building Efficient Registration Processes

An essential function of the College's work relates to the setting of requirements and building effective processes for the registration (or licensing) of registered nurses (RNs) and nurse practitioners (NPs) for practice in Manitoba. Above all else, these registration requirements and processes have the goal of ensuring that when an individual RN or NP begins practicing in Manitoba, they can do so safely by drawing on appropriate nursing knowledge, skills and judgment.

The College sets the registration requirements for RNs and NPs within Manitoba in accordance with [our governing legislation and regulations](#), and must meet various requirements for fairness and timeliness in processing applications.

### Registration Requirements

All applicants are required to demonstrate they meet the following requirements:



## Streamlining and Modernizing Registration Processes

As part of the College's overall work to help bolster the registered nursing workforce in Manitoba, we have undertaken a variety of collaborative efforts with partners in government and the health system. This includes substantial streamlining and modernization of our registration processes and requirements, facilitating increased labour mobility from nurses registered in other provinces, providing greater flexibility for former nurses seeking to return to practice, and in reviewing and approving updated [nursing education programs](#).

### Streamlining and Modernization Milestones

#### IEN Process Streamlining 2022-2023

Streamlining of overall IEN application process; option added to do full remedial education program or a CCA; option to complete a second CCA.

1

#### Language Proficiency 2022-2024

Updated tests and test scores, alternative measures of language proficiency introduced including recognition of international practice/education completed in English.

2

#### Expansion of UNE Role DEC 2022

Undergraduate Nurse Employee (UNE) role expanded to IENs completing required remedial education.

3

#### Flexible return to practice FEB 2024

Flexible options for former RNs seeking to return to practice including a blend of supervised practice and remedial education options.

4

#### NNAS Expedited OCT 2024

National Nurse Assessment Service (NNAS) Expedited service brought online for IEN applications.

5

## Facilitating Labour Mobility for Registered Nurses in Canada

The College works in parallel with provincial and territorial (PT) nursing regulators in Canada who set standards in their own jurisdictions. Historically, harmonization of nursing registration requirements has generally allowed for efficient and timely labour mobility between provinces and territories so that qualified health care professionals can get to work quickly to meet the health care needs of people across Canada.

Labour mobility between PTs is facilitated as outlined in [Chapter 7 of the Canadian Free Trade Agreement \(CFTA\)](#), as well as applicable provincial legislation such as [The Labour Mobility Act](#) and [The Fair Registration Practices in Regulated Professions Act](#) in Manitoba.

Broadly speaking, labour mobility legislation assumes that due diligence will be exercised by all PT regulatory bodies as part of their registration/certifying processes, and that internal barriers such as additional assessments are unnecessary unless substantial differences in [scope of practice](#) exist between PTs.

### Verification of Registration for Labour Mobility



#### Step #1

Labour mobility applicant submits an application to the College for registration.

#### Step #2

The applicant submits a verification request to the PT nursing regulator(s) where they are/were registered.

#### Step #3

The College receives verification from other PT nursing regulator(s) that the applicant is or is not registered in good standing.

#### Step #4

Based on the information received in a complete application for registration, the College makes a registration decision.



# Eroding Harmonization between Provinces and Territories, and the Potential Impacts for Registered Nursing in Manitoba

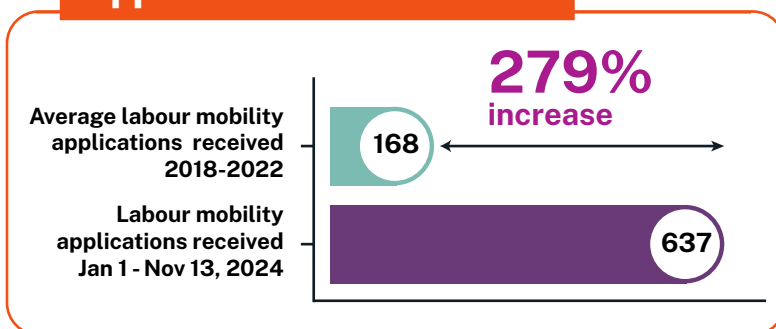
## Rising Volumes of Labour Mobility Applications in Manitoba

The number of applications from RNs or NPs already registered in another province or territory (labour mobility applications) that the College received was, until recently, quite stable year over year. However, recent changes made by nursing regulators in other jurisdictions in Canada have disrupted the past harmonization of registration requirements causing a major shift in the number and type of labour mobility applications we receive.

In particular, changes to how other PTs allow internationally educated nurses (IENs) to demonstrate they met registration requirements have been uneven and unprecedented in scope.

This influx of new labour mobility applications has, in concert with substantial streamlining and modernization efforts by the College, contributed to a noticeable increase in the total number of registered nurses in Manitoba.

### Change in Labour Mobility Applications



- » [See full labour mobility application data from 2018 to November 13, 2024](#)
- » See also: [5-year trend in registrant numbers](#)

Though rising numbers of labour mobility applicants present opportunities to meet more patients' health needs and meet provincial health human resource goals, it also can engender increasing risks to patient safety if these new registrants are *underprepared* or truly *unprepared* for the demanding nature of RN practice in Manitoba and across Canada.

### How the College Assesses Applicants' Readiness to Meet RN Practice Expectations

**Nursing Education**  
Completion of an approved nursing education in Canada, or international nursing education reviewed by NNAS.

**NCLEX-RN Exam**  
The NCLEX-RN is the standard entry-to-practice exam for all RNs in Canada outside of Québec.

**Currency of Practice**  
Demonstrates ability to practice safely via recent RN practice hours in Canada, recent completion of nursing education in Canada, or a CCA.

**Clinical Competence Assessment (CCA)**  
A structured written and clinical exam assessing for required competencies for safe practice.

**Effects of 2022 Compliance Order**

The College was subject to a *compliance order* from the Manitoba government in 2022 in relation to labour mobility requirements under the Canadian Free Trade Agreement (CFTA), directing the College to accept labour mobility applicants without further assessment (such as a CCA).

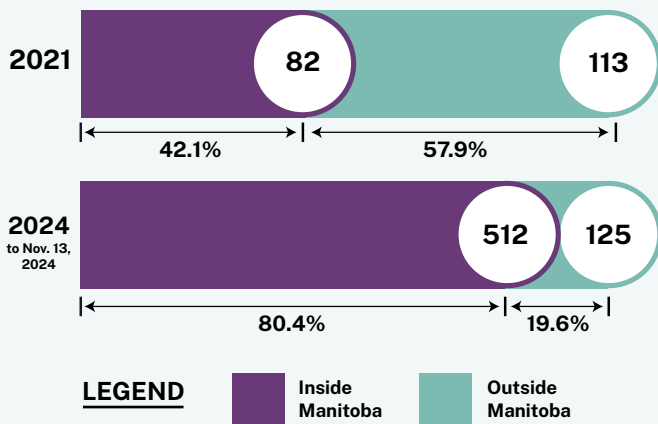
The College was also instructed that it could not require anything further from labour mobility applicants, including proof of currency of practice. This led to a surge in labour mobility applications without any reasonable demonstration of currency of practice.

**As of December 2024, the College has resumed requiring proof of currency of practice in the interests of patient safety.**



# Changing Labour Mobility Applicant Profile

Residency of Labour Mobility Applicants 2021 Compared to 2024



## Changes in Province of Residency of Applicants

As the number of labour mobility applications increased dramatically since 2018, the province of residence of labour mobility applicants at the time of their application has changed as well.

Prior to 2022, most labour mobility applicants had been or were currently living elsewhere in Canada at the time that they applied. From 2022 to present, that has changed significantly, where most labour mobility applicants now reside within Manitoba.

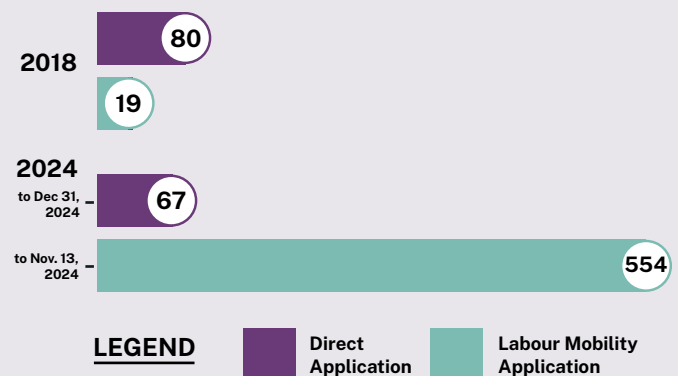
» [See full dataset for labour mobility application numbers by province of residence](#)

## Changes in Application Pathway

There has also been a dramatic shift to the primary route by which internationally educated applicants ultimately apply for registration in Manitoba. Prior to 2022, applications from individuals educated outside of Canada were primarily made directly to the College, with only a small minority applying as a labour mobility applicant. From 2022 to 2024, that ratio has flipped, simultaneously to when other PT nursing regulators made changes to their registration processes and requirements for IENs.

» [See full dataset for IEN applications by applicant pathway](#)

IEN Direct Applications Compared to IEN Labour Mobility Applications 2018 - 2024



# The Rise of “Jurisdiction Shopping”

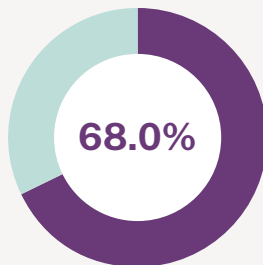
The College’s analysis has revealed that changes in PT registration requirements since 2022 have encouraged what we have termed as “jurisdiction shopping,” a behaviour that is also strongly linked to the rise in labour mobility applications we have received.

In order to substantiate that jurisdiction shopping, rather than an organically driven influx of nurses moving to Manitoba, was the cause of increasing labour mobility applications, the College had to determine where the applicants were residing at the time of application and whether there was any evidence that they had practiced to a reasonable extent in the PT where they were already registered.

## Jurisdiction Shopping by Year

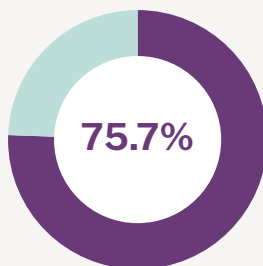
2023

Applications Consistent with Jurisdiction Shopping	359
Total Labour Mobility Applications	528



2024 to Nov. 13, 2024

Applications Consistent with Jurisdiction Shopping	482
Total Labour Mobility Applications	637



Overall results of this analysis demonstrated that jurisdiction shopping does, in fact, account for the vast majority of labour mobility applications in 2023 and 2024 (through November 13, 2024).

Over the past two years, **72.2% (841 of 1,165)** of the labour mobility applications received meet the above criteria for being considered probable “jurisdiction shoppers.”

## What is Jurisdiction Shopping?



Jurisdiction shopping is when an applicant first applies in a PT where they do not intend to live or work, but where the process or requirements were more favourable to the applicant’s success.

Subsequent to that, the applicant then applies in the PT of their choice, taking advantage of labour mobility rules between PTs.

## Why is it Important?



Jurisdiction shopping can exacerbate challenges related to workforce integration of new nurses in individual PTs as it increases the probability the applicant is *underprepared* or *unprepared* for RN practice in that jurisdiction and/or across Canada.

This is because jurisdiction shopping can end up short circuiting essential requirements for registration, such as maintaining currency of practice.

Jurisdiction shopping can also reduce an applicant’s access to supportive measures such as remedial education or supervised entry-to-practice where required and/or appropriate.

# Risks Posed by Jurisdiction Shopping

## Rising Number of Complaints Linked to Jurisdiction Shopping

While some PTs made changes that began eroding harmonization of registration standards as early as 2021, the application processes with the most relaxed requirements emerged in early 2023.

Some of these changes included allowing applicants to meet a number of [registration requirements](#) by self-declaring they met certain requirements, or using the NCLEX-RN exam or country of nursing education as a proxy measure for a variety of registration requirements.

Though this streamlined the process for applicants, it also introduced new risks by removing guardrails aimed to protect patient safety and ensure readiness to practice.

By the fall of 2023, the College began receiving complaints identifying substantial concerns related to recent [labour mobility registrants' practice](#).

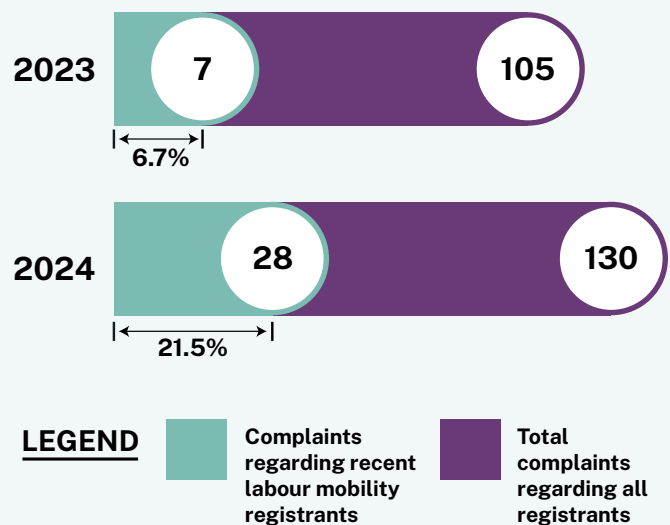
We began actively monitoring these complaints and have received 35 complaints against 33 individuals who were labour mobility registrants from September 11, 2023 to December 31, 2024.

Two individuals have had two complaints lodged against them.

## Lack of Recent RN Practice in Canada a Major Risk Factor

The most common risk factor identified for recent labour mobility registrants being the subject of a complaint was a lack of recent RN practice in Canada meeting the College's standard thresholds for registration (450 hours in the past 2 years, 1125 hours in the past 5 years). 90.9 percent of all recent labour mobility registrants who were the subject of a complaint fit this criterion.

### Complaints Regarding Recent Labour Mobility Registrants Compared to Total Complaints, 2023-2024

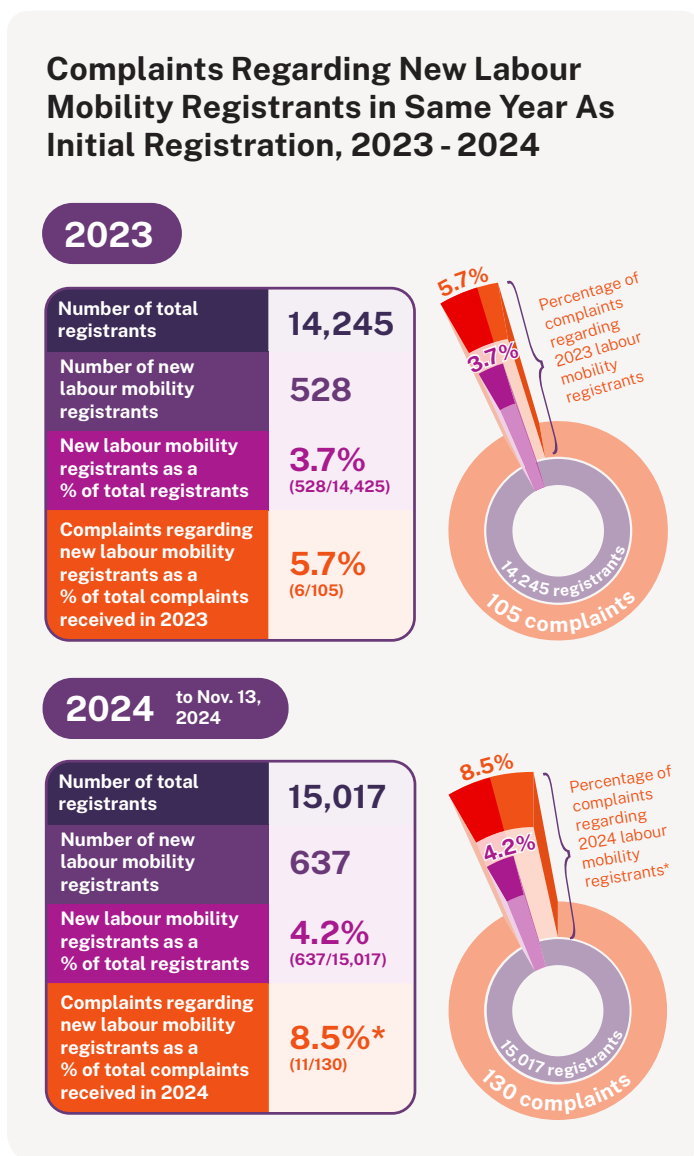


**Note:** This graph shows totals for complaints that were referred to the Complaints Investigation Committee. [For a look at all complaints from 2023, see our Annual Report.](#)

## Recent Labour Mobility Registrants Overrepresented in Complaints

The higher risk associated with recent [labour mobility registrants](#) – particularly jurisdiction shoppers – can be observed by comparing the proportion of complaints lodged against them, in relation to their overall proportion of the total number of registrants.

Below, new labour mobility registrants and complaints received by the same in the same year as initial registration are shown for 2023 and 2024:

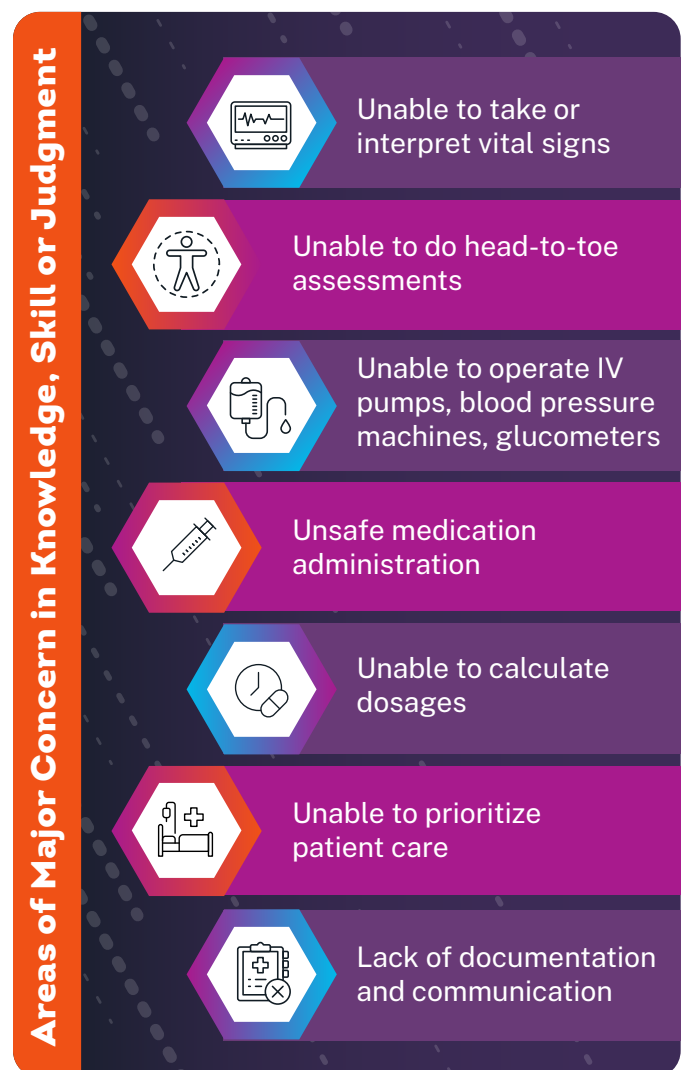


\* In order to maintain consistency in timeframe covered, 6 additional complaints that were received before the end of 2024 are not included here as they were lodged after November 13, 2024.

## Trends in Complaints Regarding Recent Labour Mobility Registrants

The most common problem identified in complaints regarding recent labour mobility registrants' practice has been global nursing incompetence. Essentially, such complaints allege that the nurse has demonstrated an inability to provide nursing care due to multiple major deficiencies in knowledge, skill or judgment, evidence of lacking [competencies required of entry-level RNs](#).

Some examples of tasks they are alleged to be unable to perform include:



Furthermore, the College is aware that **severe patient outcomes have occurred in a small number of the complaints** lodged against recent labour mobility registrants.

# Taking Action

## Addressing Risks Linked to Jurisdiction Shopping

The College is taking a two-pronged approach to mitigating the risk associated with jurisdiction shopping. This entails regulating the inflow of jurisdiction shoppers, and taking action to manage the existing cohort of jurisdiction shoppers already registered in Manitoba.

### **1** Regulating the inflow of new jurisdiction shoppers

Given the strong correlation between a lack of recent RN practice in Canada amongst jurisdiction shoppers and potential complaints about their practice, the College is requiring labour mobility applicants to demonstrate currency of practice as a requirement of registration. This ultimately requires labour mobility applicants to demonstrate they meet the same currency of practice requirements as all applicants and current RNs in Manitoba.

The College believes this change is justified and that it can and must respond to the serious risks to patient safety posed by jurisdiction shopping behaviours to effectively balance its public protection mandate and its obligations under the Canadian Free Trade Agreement.

### **2** Managing the existing cohort of jurisdiction shoppers registered in Manitoba

The College has identified 841 labour mobility applicants who are likely to have engaged in jurisdiction shopping behaviours and have since received RN registration between 2023 and 2024. As this is a substantial number of new registrants who may pose a higher risk to patients, we have taken a wide range of actions and proposed additional measures to mitigate these risks:

1. Communication about this issue to government, health employers and provincial nursing leadership,
2. Development of the Remediation Enhancement and Additional Learning (REAL) Partnership framework as a remediation option where appropriate,
3. Supporting efforts to limit the capacity of out-of-practice nurses to work in higher-risk employment arrangements,
4. Proposing urgent amendments to the College's General Regulation that would eliminate an out-of-date provision that currently benefits many jurisdiction shoppers at registration renewal, and
5. Researching other regulatory tools within the College's mandate as a means of managing the risk associated with jurisdiction shoppers.

# Recruitment and Retention of New Manitoba Nursing Graduates

## Importance of New Graduates to Manitoba's Nursing Workforce

Currently as well as historically, Manitoba-educated nursing graduates represent the bulk of new applications for registration in Manitoba and approximately 80% of all RNs and NPs in the province.

Although the number of labour mobility applications has spiked in recent years, new and recent graduates of Manitoba's four entry-to-practice education programs continue to represent the majority of all new applicants.

## Nursing Vacancies Remain Despite Gains in RN Numbers

Despite a record number of 15,012 RNs registered in Manitoba as of December 31, 2024, RN and registered psychiatric nurse (RPN) vacancies in Manitoba have risen from 307 in 2015 to 1223 in 2024.<sup>1</sup> This remains true even though Manitoba has seen a net gain of 1,514 RNs on the register since 2015, and that targeted recruitment and retention programs for recent nursing graduates have been in place for some time.

1. Statistics Canada does not separate RN and RPN vacancy statistics in its data as they share the same National Occupational Classification (NOC) Code.

## Trend Toward Part-Time Employment and Seeking Specific Practice Environments

The College's early analysis of this area indicates that although the Manitoba nursing educational system is graduating substantial numbers of new nurses (535 as of 2022) these numbers are not sufficient to offset attrition and a growing trend toward recent nursing graduates seeking part-time employment.

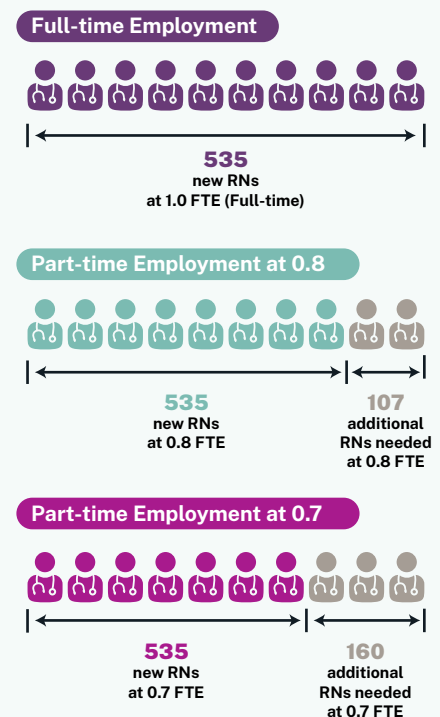
This is important because if most new graduates seek out part time positions at around 0.7 or 0.8 of full-time work hours, this creates a 20-30% shortage of anticipated available work from these new members of the registered nursing workforce.

Moreover, recent nursing graduates appear to be managing the impact of stressful and overburdened public healthcare environments by seeking roles that offer better work-life balance and greater autonomy, compounding difficulties in addressing areas with critical health human resource shortages in the public health system.

## Looking Ahead

The College will continue to look for opportunities to leverage its data to support recruitment and retention of recent nursing graduates and meeting

### Effects of Part-Time Workforce Participation by New Manitoba Nursing Graduates



Note: A full-time equivalent (FTE) for most RN positions in the public health system is defined as 2015 hours per year.

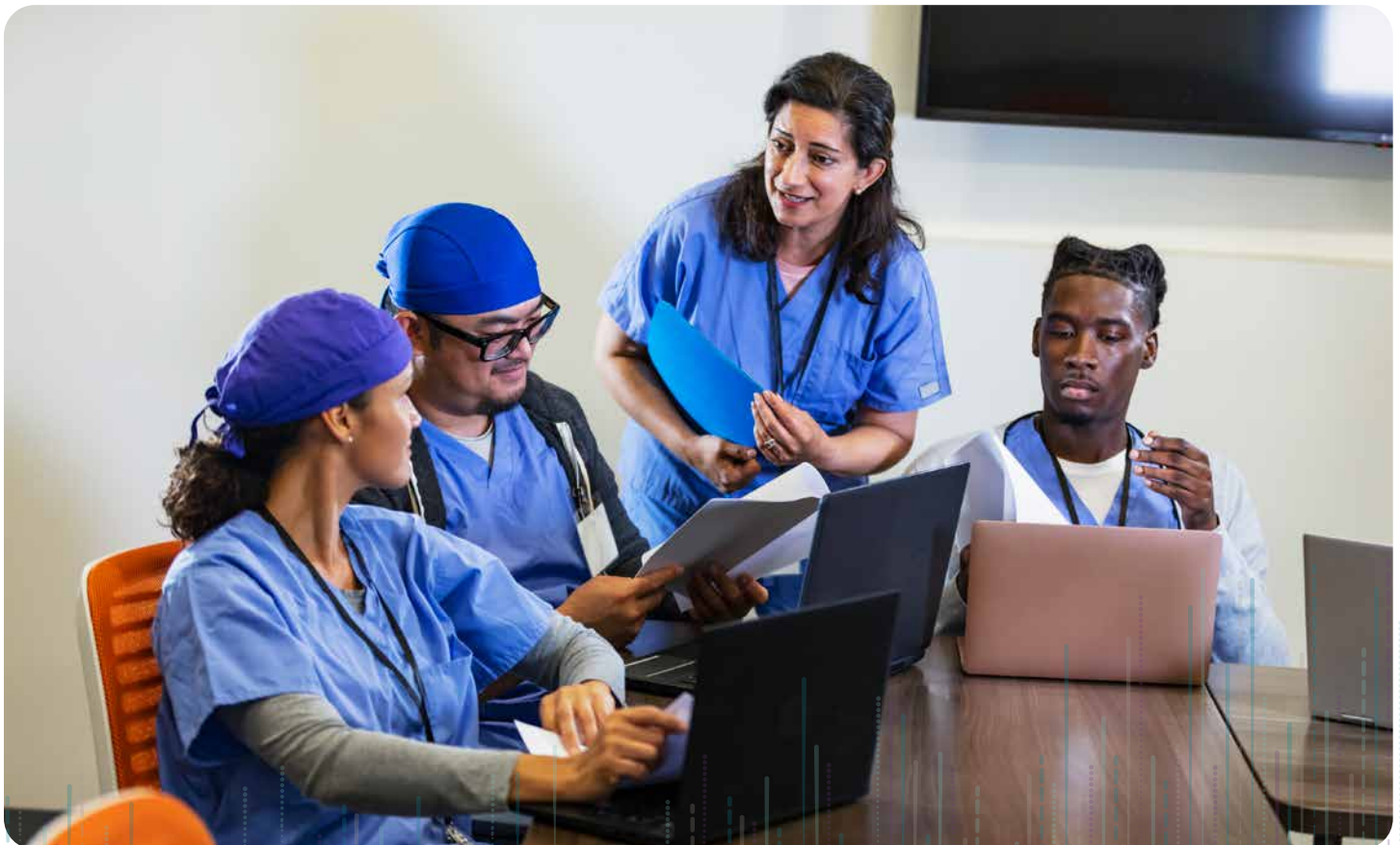
Manitoba's health human resource objectives, working collaboratively with our partners in government, education and the health system.

# Anticipated Outcomes

The College anticipates this two-pronged approach to regulating both the inflow of new jurisdiction shoppers and implementing changes to better manage the existing cohort of jurisdiction shoppers will assist in managing the higher risk associated with this cohort of RNs.

Together with past and ongoing efforts at the College to streamline and modernize its registration processes, to research and illuminate factors linked to recruitment and retention of nurses, and other collaborative efforts with our partners in government and the health system, we believe we are well-positioned to continue to supporting a strengthened nursing workforce in Manitoba while ensuring patient safety remains a priority consideration.

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# Glossary

**Canadian educated nurse:** An applicant or registrant who completed an approved entry-level nursing education in Canada.

**Canadian Free Trade Agreement (CFTA):** Agreement signed by the governments of Canada and all provinces and territories. It replaced the Agreement on Internal Trade (AIT) and came into force July 1, 2017.

**Clinical Competence Assessment (CCA):** A structured written and clinical exam assessing required competencies for safe registered nursing practice. [Read more >](#)

**Compliance order:** An order issued by a Minister of the Manitoba government requiring a regulatory body of a profession to make changes to its bylaws, regulations, or other policies.

**Currency of practice:** Refers to the recency of an individual's nursing education and/or registered nursing practice that allows demonstration of sufficient nursing knowledge, skill and judgment for safe practice.

**Internationally educated nurse (IEN):** An applicant or registrant who received their entry-level nursing education outside of Canada.

**Jurisdiction shopping:** The name the College has given to a pattern of behaviours by labour mobility applicants to leverage differences in regulatory requirements between PTs to their benefit.

**Labour mobility applicant:** An applicant for RN registration in Manitoba after first establishing RN registration in another province or territory in Canada.

**Labour mobility registrant:** A registered nurse who established registration in Manitoba after first getting registered in another province or territory in Canada.

**NP:** A registered nurse (nurse practitioner) / nurse practitioner

**PT:** A reference to other Canadian jurisdictions (provinces/territories)

**Registrant:** Registered nurses, nurse practitioners, and graduate nurses in Manitoba.

**RN:** A registered nurse.

**Scope of practice:** Scope of practice refers to the range of activities that RNs, NPs, and nurse authorized prescribers (RN(AP)s) are both educated and authorized to perform. [Read more >](#)

**The College:** Shortened version of the College of Registered Nurses of Manitoba.

## Clarification and Acknowledgement of Omission

The College would like to clarify that the following report focuses on a trend that is occurring in its regulation of Registered Nurses (RNs). The omission of any focused discussion of labour mobility, as it pertains to registered nurse (nurse practitioners) or NPs, should not be misconstrued.

The reason behind this omission is that the trend being discussed in this report has impacted the RN designation in an unprecedented manner. This same trend has not been observed among NPs.

As is demonstrated in this report, RN labour mobility registrants are the primary driver of the trend being observed and analyzed in this report.

For clarity, out of a total of 2,006 labour mobility registrants from 2018 to 2023, there were 43 NPs. The following is a breakdown by year:

Year	NP Labour Mobility Registrants / Total Labour Mobility Registrants
2018	7/139
2019	9/153
2020	5/126
2021	10/195
2022	3/228
2023	5/528
2024 to Nov. 13, 2024	4/637



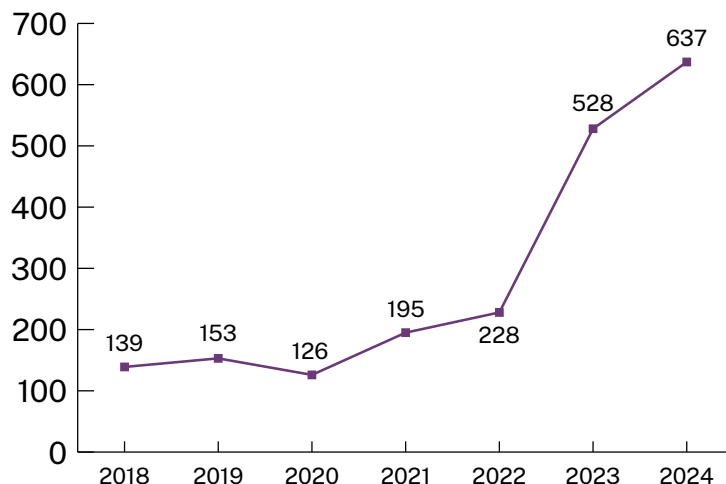
# Data Tables

## FACTS AND FIGURES

**Table 1: Year-over-year Percentage Change in Labour Mobility Applicants**

Registration Year (Jan 1- Dec 31)	Number of Labour Mobility Applicants	Percentage Change from Previous Year
2018	139	---
2019	153	10.1%
2020	126	-17.6%
2021	195	54.8%
2022	228	16.9%
2023	528	131.6%
2024*	637	20.6%

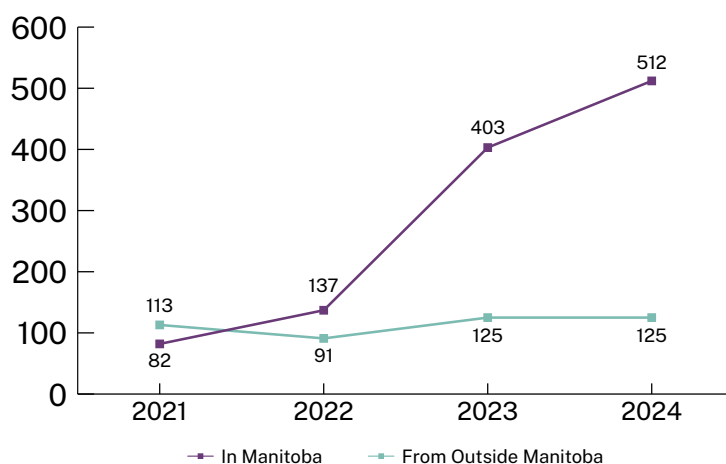
\*Jan 1, 2024 – November 13, 2024



**Table 2: Residency of Labour Mobility Applicants 2021-2024\***

Residency on Application	2021	2022	2023	2024*
In Manitoba	82	137	403	512
From Outside Manitoba	113	91	125	125
<b>Total</b>	<b>195</b>	<b>228</b>	<b>528</b>	<b>637</b>

\*Jan 1, 2024 – November 13, 2024



# Data Tables

## FACTS AND FIGURES

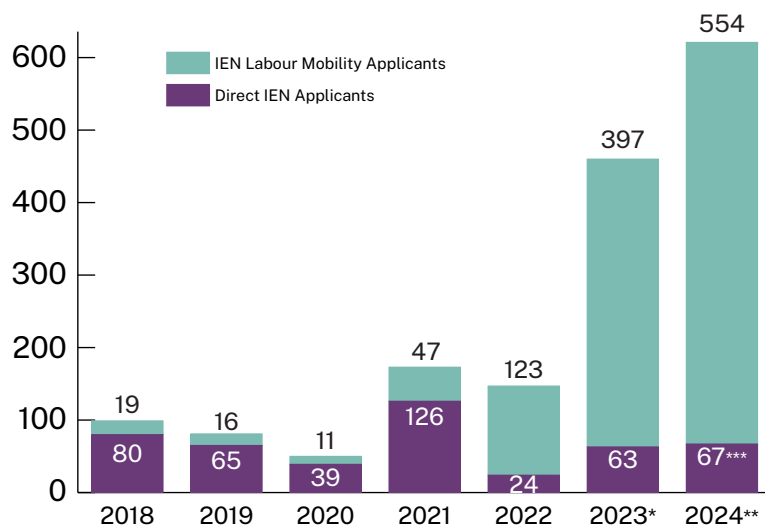
**Table 3: Direct IEN applications versus IEN Labour Mobility Applications, 2018-2024\***

Registration Year (Jan 1- Dec 31)	Direct IEN Applicants	IEN Labour Mobility Applicants
2018	80	19
2019	65	16
2020	39	11
2021	126	47
2022	24	123
2023*	63	397
2024**	67***	554

\* 2023 volume adjusted to remove those who applied via the Philippine Recruitment Initiative. There were 91 applications from PRI recruits in 2023.

\*\*Jan 1, 2024 – November 13, 2024

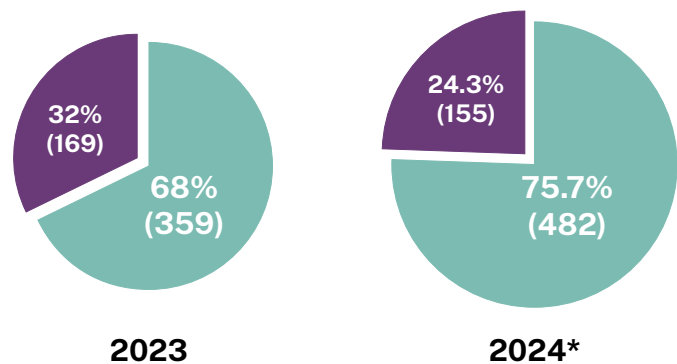
\*\*\* Estimated total for all of 2024



**Table 4: Jurisdiction Shopping by Year, 2023-2024\***

Year	Number of Labour Mobility Registrants Meeting Criteria Consistent with Jurisdiction Shopping	Percentage of Labour Mobility Registrants Meeting Criteria Consistent with Jurisdiction Shopping
2023	359	68% (359/528)
2024*	482	75.7% (482/637)

\*Jan 1, 2024 – November 13, 2024



**Legend:** ■ Other Labour Mobility Registrants ■ Number of Labour Mobility Registrants Meeting Criteria Consistent with Jurisdiction Shopping

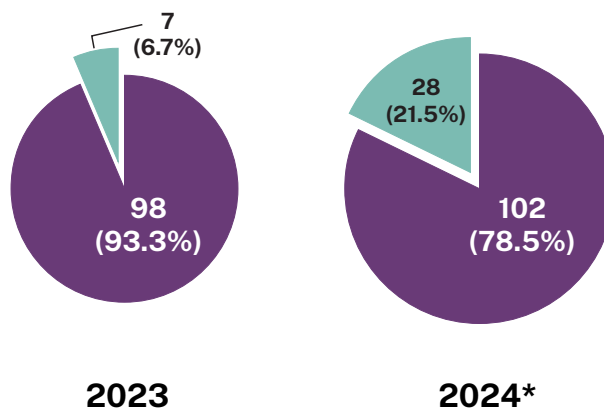
## Data Tables

### FACTS AND FIGURES

**Table 5: Complaints Regarding Labour Mobility Registrants, 2023-2024\***

Year	Total Complaints Received by the College (Regarding all Registrants)	Complaints Received by the College Regarding Labour Mobility Registrants
2023	105	7 (6.7% of all complaints in 2023)
2024*	130	28 (21.5% of all complaints in 2024)

\* In this table, 2024 data is for the full year, based on preliminary totals compiled in January 2025.



**Legend:** ■ Complaints Received by the College Regarding Labour Mobility Registrants  
■ Complaints Received by the College Regarding Other Registrants

**Table 6: Complaints Regarding Labour Mobility Registrants in Same Year as Registration, 2023-2024\***

Year	Number of Total Registrants	Number of New Labour Mobility Registrants in that Year	New Labour Mobility Registrants as a Percentage of Total Registrants in that Year	Complaints Against New Labour Mobility Registrants As a Percentage of Total Complaints in That Year
2023	14,425	528	3.7% (528/14,245)	5.7% (6/105)
2024*	15,017	637	4.2% (637/15,017)	8.5% (11/130)**

\*Jan 1, 2024 – November 13, 2024

\*\* In order to maintain consistency in timeframe covered, 6 additional complaints that were received before the end of 2024 are not included here as they were received after November 13, 2024.



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