



Review of Essential Skills in Demand Lists Submission Form

The Ministry of Business, Innovation and Employment has selected occupations to be reviewed on the basis of an Occupation Nomination process, which closed on 16 May 2014. The Ministry is now seeking submissions on these occupations.

Submissions will only be accepted in relation to the selected occupations. Please refer to the list of occupations being reviewed, in the [appendix](#) to this form.

When completing this submission form, it is important that you refer to the Preliminary Indicator Evidence Report (PIER) prepared by the Ministry of Business, Innovation and Employment for the relevant occupation. PIERs for each of the occupations under review are on the website - www.immigration.govt.nz/migrant/general/generalinformation/review

Key dates

4 July 2014: Submissions open

5pm 25 July 2014: Submissions close

Enquiries and submissions

All enquiries and submissions should be directed to:

Email: shortages.review@mbie.govt.nz

Telephone: 04 896 5967 (Sarah Blackburn)

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Background

The Ministry of Business, Innovation and Employment maintains the Essential Skills in Demand (ESID) Lists: the Immediate Skill Shortage List (ISSL); and the Long Term Skill Shortage List (LTSSL). Each list performs a particular immigration policy function, and potential migrants use both lists to understand where the opportunities for work lie in New Zealand.

The lists can be accessed at <http://skillshortages.immigration.govt.nz>

Objectives of the Essential Skills in Demand Lists

The ESID Lists aim to facilitate the entry of appropriately skilled migrants¹ to fill skill shortages and to reduce costs and time delays for employers seeking staff. However, this objective must be balanced by the need to ensure that there are no suitably qualified New Zealand citizens or resident workers available to undertake the work, and that the shortage is 'genuine'.

An occupation may be considered for inclusion on the lists provided that:

- there are no suitable New Zealand citizens or resident workers available to undertake the work
- terms and conditions in the New Zealand labour market are not undermined
- development opportunities for New Zealanders are not undermined
- a genuine skill shortage exists, and that it is not a recruitment or retention problem
- the government's education, training, employment and economic development policies are supported
- prevailing and anticipated labour market conditions are taken into account (e.g. levels of unemployment), and
- the skills shortage exists across the occupation, despite attempts by industry to train and attract New Zealanders to available jobs.

The ESID lists are **not** designed for lower skilled labour shortages or seasonal labour shortages. Nor are they intended to address recruitment and retention problems arising because the industry cannot, or does not, meet the terms and conditions necessary to recruit sufficient numbers of suitably qualified workers from within the New Zealand workforce.

The lists are reviewed every year to ensure that they meet the needs of the changing labour market.

The Immediate Skill Shortage List

The Immediate Skill Shortage List (ISSL) is for skilled occupations that have an immediate shortage of workers in New Zealand, either nationally or in specific regions. It is designed to facilitate the approval of temporary work visa applications. If an applicant produces an offer of employment and meets qualification and work experience requirements for an occupation that is included on the current ISSL, immigration officers will accept that no suitably qualified New Zealand citizens or residents are available.

The ISSL is grouped by the following regions:

- Auckland/Upper North Island

¹ A skilled occupation is defined as having an Australian and New Zealand Standard Classification of Occupations (ANZSCO) skill level classification of level 1, 2 or 3. More information on ANZSCO can be found here: www.immigration.govt.nz/anzsco.

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- Waikato/Bay of Plenty
- Central North Island (including Taranaki, Manawatu and Hawkes Bay)
- Wellington (including Wairarapa)
- Canterbury/Upper South Island
- Otago/Southland.

The Long Term Skill Shortage List

The Long Term Skill Shortage List (LTSSL) identifies those skilled occupations where there is an **absolute** (sustained and ongoing) shortage of workers in New Zealand and globally.

People who gain employment in one of these areas may be granted a work visa under the LTSSL Work to Residence policy. The Work to Residence policy enables an applicant to apply for residence after two years, provided that they have remained working in a LTSSL occupation with a base salary of at least NZ\$45,000 and meet standard policy requirements.

Applicants for residence under the Skilled Migrant Category who have an offer of employment, work experience or qualifications in an area of absolute skill shortage identified on the LTSSL, may gain bonus points towards their application for residence.

Alternative visa policies

The ESID lists offer **one** avenue through which employers may recruit skilled migrants to work in New Zealand. Employers may bring in migrant workers for occupations not listed on the ISSL and LTSSL, provided suitable New Zealanders are not available. Other policies that may be used include the Skilled Migrant Category and Talent (Accredited Employers) Policy for permanent residence, and temporary work policies such as Essential Skills Policy.

Employers wanting to recruit from overseas are encouraged to visit the Immigration New Zealand website www.immigration.govt.nz/employers.

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ESID review process

The Ministry of Business, Innovation and Employment's (the Ministry) process for reviewing the ESID lists is summarised below:

1) Occupation Nominations

The Ministry calls for industry stakeholder proposals for occupations to be reviewed.

The closing date for Occupation Nominations for the current review was **5pm, 16 May 2014**.

2) Selection of occupations to be reviewed

The Ministry assesses the Occupation Nomination proposals and selects occupations to be reviewed. The Ministry may also identify occupations that it wishes to review as a result of its own intelligence gathering. As a general rule, occupations identified by industry stakeholders will take precedence, and the Ministry will provide the balance of occupations for review. **A list of the occupations selected for the current review is included in the appendix to this form.**

3) Publication of Preliminary Indicator Evidence Reports

The Ministry prepares a Preliminary Indicator Evidence Report (PIER) for each occupation selected for the review. The PIER collates relevant statistical data about the occupation and provides a **preliminary view** on the status of the occupation. The PIERs for this review have been published on - www.immigration.govt.nz/migrant/general/generalinformation/review.

4) Call for Submissions on occupations selected for review

Submissions are sought from industry groups and others about the nature and extent of skill shortages in the occupations selected for review. The submission process for this review begins on **4 July 2014** and concludes at **5pm on 25 July 2014**.

5) Wider sector consultation on occupations

The Ministry will undertake any further follow-up with submitters, consultation with government agencies and industry, and additional data analysis that may be required to inform decisions on any changes to the LTSSL and ISSL. The consultation process overlaps with the submission process and is likely to conclude in **September 2014**.

6) Decisions taken and published

Where there is consensus that an immediate skill shortage exists, the Ministry will recommend that the occupation be added to the ISSL. Where there is a demonstrated absolute (sustained and ongoing) and global long term skill shortage, the Ministry will recommend that the occupation is added to the LTSSL. Occupations may be removed from a list where a shortage no longer exists. There may be cases where the Ministry does not consider the lists to be the most appropriate response to the shortage, and may recommend an alternative solution.

It is expected that final decisions will be published on the Ministry's website in **December 2014**.

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The Submission process

What is the purpose of the submission process?

The Ministry of Business, Innovation and Employment has selected occupations to review for the ESID lists. Most of these occupations have been proposed by industry stakeholders through the Occupation Nomination process. The Ministry has also identified occupations that it wishes to review, as a result of its own intelligence gathering.

The Ministry has prepared Preliminary Indicator Evidence Reports (PIERs) for each occupation under review. These reports draw together statistical data about the occupation around three indicators – skill levels, scale of the occupation, and evidence of shortage. On the basis of this information, the Ministry may have formed a **preliminary view** on the status of the occupation. This view is expressed at the beginning of the PIER. In some instances the Ministry has not formed a preliminary view because evidence available includes statistical data relating to a wider occupational group than the specific occupation under review (which may have narrowly defined qualifications and experience requirements). The Ministry welcomes any information held by industry that relates to a specific occupation being reviewed.

Who can make a submission?

The submission process is an opportunity for stakeholders to provide additional information and (potentially) different perspectives on the nature and extent of skill shortages in occupations selected for review. Stakeholder submissions are a vital source of information, helping to inform the Ministry's final assessment of the status of occupations.

Submissions should be made by coordinated groups and industry stakeholders (for example, employer's groups, trade unions and industry training bodies) and should represent the shared views of those groups and stakeholders. You must show evidence of consultation as part of your submission.

Note: Those who made the original Occupation Nomination in May are also expected to provide further information through the submission process – this may add to the case presented and/or respond to the PIER prepared by the Ministry.

Where a review of an occupation has been initiated through the Occupation Nomination process and subsequently no submissions are received, the Ministry may decide not to continue with the review process.

Information requirements

The information that you provide is important to our assessment process. You are encouraged to be as specific and detailed as possible when providing information.

We would like to receive information that provides more detail in relation to the indicators reported in the PIER. You may have more up-to-date evidence or other data (for example industry surveys or reports and information which relate to the specific occupation being reviewed).

We are also interested in any other factors that you consider are appropriate to add or remove an occupation from the lists. For example, you may have information on recruitment and retention difficulties or changes in relevant training.

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What will happen to the submissions?

The Ministry will consider all submissions received within the stated timeframe. The Ministry will undertake any necessary follow-up with submitters and consultation with government agencies and industry groups.

At the end of the consultation process, the Ministry will make recommendations about each of the occupations to the Deputy Chief Executive – Immigration New Zealand (for the ISSL) and to the Minister of Immigration (for the LTSSL).

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Submission Form

Please complete this form if you would like to make a submission on one of the occupations currently being reviewed by the Ministry of Business, Innovation and Employment. (The list of occupations under review is attached as an appendix to this form.)

Please complete a separate submission form for each occupation.

Information provided by stakeholders forms a critical part of the review process and complements the statistical data in the Provisional Indicator Evidence Reports (PIERs).

Please answer all questions. Incomplete submissions may not be considered.

Please note that the boxes will auto-extend to accommodate your responses. You may wish to add supporting documents in addition to the information supplied in this form. These may be attached as PDFs.

Disclosure

Please note that the information provided in this submission will be made available to interested parties on request. This is to promote maximum transparency and to encourage the exchange of information between all stakeholders who contribute to the review process. If the submission, or some of its content, is provided to others for the purposes of information sharing and/or consultation, personal contact details will be treated in confidence.

Information held by the Ministry, including the information provided in this form, is official information under the Official Information Act 1982. Accordingly, if a request is made for information under that Act, the Ministry may be required to release this information.

Occupational statistics collected during the course of the review may be used by the Ministry for other research purposes, but individual employers will not be identified.

Enquiries and submissions

All enquiries and submissions should be directed to:

Email: shortages.review@mbie.govt.nz

Telephone: 04 896 5967 (Sarah Blackburn)

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Submission Form**

1. Background and contact information

1a) Who is this submission on behalf of?

Provide name of individual, firm, or other organisation

New Zealand Medical Association

1b) Contact details

Include phone, email and postal addresses

PO Box 156
Wellington 6140

04 4724741 lesley@nzma.org.nz

1c) Disclosure

Please confirm that you have read and agree to the terms of the disclosure statement below.

Disclosure statement:

- The information contained in this submission, or some of its content, may be provided to others for the purpose of information sharing and /or consultation. If this is the case, personal contact details (individual names, telephone numbers and email addresses) will be treated in confidence.
- The information provided in this form is official information under the Official Information Act 1982 and, accordingly, the Ministry of Business, Innovation and Employment may be required to release this information if a request is made under that Act.
- Occupational statistics collected during the course of the review may be used by the Ministry of Business, Innovation and Employment for other research purposes, but individual employers will not be identified.

I have read and agree to the terms of this disclosure statement.

Name: Lesley Clarke

1d) Briefly describe the main activity and characteristics of the organisation making the submission

If a firm, please describe main business activity and number of employees; if another organisation, please describe your organisation's purpose, functions and membership size.

If you are making this submission as an individual, please briefly indicate your interest in the occupation your submission relates to.

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The NZMA is the country's largest voluntary pan-professional medical organisation with over 5,000 members. Our members come from all disciplines within the medical profession and include specialists, general practitioners, doctors-in-training and medical students.

The NZMA aims to provide leadership of the medical profession, and promote:

- professional unity and values, and
- the health of all New Zealanders.

The key roles of the NZMA are to:

- provide advocacy on behalf of doctors and their patients
- provide support and services to members and their practices
- publish and maintain the Code of Ethics for the profession
- publish the New Zealand Medical Journal

2. What occupation does this submission refer to?

Occupation job title and ANZSCO code

Please give the job title and 6-digit ANZSCO code (refer to the relevant PIER).

Resident Medical Officer (253112)

This listing excludes first year Resident Medical Officers

3. What ESID list status do you think this occupation should have?

3a) What ESID list status do you propose this occupation should have?

- | | |
|---|--|
| <input checked="" type="checkbox"/> Retention on the ISSL | <input type="checkbox"/> Retention on the LTSSL |
| <input type="checkbox"/> Addition to the ISSL | <input type="checkbox"/> Addition to the LTSSL |
| <input type="checkbox"/> Removal from the ISSL | <input type="checkbox"/> Removal from the LTSSL |
| <input type="checkbox"/> Transfer from ISSL to LTSSL | <input type="checkbox"/> Transfer from LTSSL to ISSL |

3b) Does your proposal relate to the whole of New Zealand or only some regions? (ISSL only)

Please tick all that apply:

- Certain regions only:**
- Auckland/Upper North Island
 - Waikato/Bay of Plenty
 - Central North Island (including Taranaki, Manawatu and Hawkes Bay)
 - Wellington (including Wairarapa)
 - Canterbury/Upper South Island (including Westland)
 - Otago/Southland

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OR



All of New Zealand

3c) Give your reasons for the proposed change to the ESID lists

In 3 or 4 sentences please briefly summarise the major reasons for your proposal.

Note: If you have already provided an Occupation Nomination to the Ministry, you may wish to copy the information provided in response to Question 4(c) on the Occupation Nomination form.

The NZMA does not support the proposal to remove Resident Medical Officers from the Immediate Skills Shortage List.

While the Government's decision in 2008 to increase the number of funded medical school places has increased the number of local graduates seeking employment at District Health Board the number of domestic graduates seeking first year employment (378 last year) represents only a proportion of the Resident Medical Officer workforce required to staff our public hospitals.

Doctors who graduated from overseas medical schools make up 41.4% of the total medical workforce (Medical Council workforce survey 2012) and it will be at least a decade before our dependency on international medical graduates (IMGs) reduces significantly.

The NZMA believes that the removal of RMOs immediate skills shortage list is premature at this stage and should be deferred. There is risk to the health sector and patients if international recruitment is stalled. District Health Boards are well aware that training places need to be available for NZ graduates and good planning should enable sufficient placements to be provided alongside the required international recruitment to meet service needs.

A further implication of removal from the ISSL is the possible impact on Fellows and registrars who come to New Zealand for advanced training and need to go through the NZREX pathway.

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4. Information and data relevant to the review

We would particularly like to receive information that provides more detail in relation to the indicators reported in the PIER. **Please refer to the relevant PIER when completing this section.**

It is important that the information that you provide is as specific and robust as possible. Please provide details about the source of your information, how many employers or individuals it represents, and when the information was obtained.

As a general guide, the Ministry is looking for evidence that has a **reasonable breadth of coverage** across the industry (i.e. represents the views or situation of a reasonable proportion of employers and/or employees and/or trainers or other stakeholders); and is **specific** (i.e. clearly stated facts in relation to the occupation).

Evidence should be **able to be substantiated** in some way, for example sourced to a survey, administrative data, or employer/employee feedback.

Information that does not meet these standards may not be sufficient to support your case.

Additional material may be attached on a separate sheet, if necessary. Where you are appending detailed reports or other information please cite these under the relevant headings below.

4a) Skill level

Please note any comments that you wish to make on the skill section of the relevant PIER.

No Comment - we agree that the RMO category meets ANZSCO skill classification Level 1

Salary

To be included on the LTSSL, average ordinary time full-time earnings in the occupation must be at least \$45,000 per annum. What evidence can you provide that earnings for this occupation reach or exceed \$45,000 per annum?

Please provide details of the source and robustness of this information.

Yes - RMO average fulltime earnings exceed \$45,000 pa. Additional sources of evidence: NZRDA / DHBs collective agreement (MECA) for Resident Medical Officers

4b) Scale

Please provide any information that may be relevant concerning the 'scale' of the occupation. This could include information on the total number of people employed in this occupation in New Zealand, or the number of work visas your organisation or its members have sought.

Please note any other comments that you wish to make on the scale section of the relevant PIER.

Medical Council workforce data for 2012: 1,071 House Officers and 1,897 Registrars. Registrars will however some who are in General Practice training and not employed by DHBs.

4c) Shortage

Please refer to the shortage section of the relevant PIER. We are interested in your response to the

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information provided, as well as any additional information (such as industry surveys and reports) you can provide.

Describe and provide any additional evidence you have on the question of shortage.

For example, if you consider that **there is an occupational shortage**:

- evidence of difficulties employers are having recruiting staff (depending on the occupation, difficulty for a single employer is unlikely to be sufficient)
- estimated apprentice or graduate trainee numbers and the number of workers leaving or retiring from the industry
- forecasts and reports on the growth of the industry.

Alternatively, if you consider that **there is not an occupational shortage**:

- evidence of suitably trained people available (or soon to be available) to work in the occupation
- forecasts and reports on the growth of the industry.

MBIE has used the number of vacancies listed on the Jobs Online index as a measure of demand - which it has assessed as 'weak'. The Jobs Online index is described on www.dol.govt.nz as bringing together job vacancy information from the major internet job boards. These appear to be Seek, Trademe Jobs and Herald jobs. It does not include international sites or other advertising avenues likely to be used to be used for the recruitment of doctors such as medical journal classifieds and sites that are specifically targeted to the health sector and doctors.

It also does not account for generic RMO advertisements aimed at achieving multiple applications for multiples role via a single advertisement . e.g. <http://www.kiwihealthjobs.com/jobdetails/ajid/3tVZ8/House-Officers-Q3-and-Q4-starts,33666.html>

As such the the demand has been significantly underestimated.

Another measure of demand used by MBIE is the forecast of net replacement demand due to retirement - a rate of 2.8% from 2011 to 2016 rising to 3.1% from 2016 to 2021. The PIER notes that these figures and other 'employment growth' figures relate to both General Practitioners and Resident Medical Officers (RMO).

RMO's do not typically retire. Most move through vocational training and into Senior Medical Officer roles or General Practice and are therefore no longer employed as RMOs. Replacement demand is therefore either about moveing through the training pipeline or moving / returning overseas to work.

As noted previously 41% of the New Zealand medical workforce that is overseas trained and has only recently increased the number of graduates, phasing in 170 new medical school places since 2009. In addition, nearly 30% of recent New Zealand medical graduates seek work overseas and some two thirds of IMG return home or go elsewhere within two years of New Zealand registration. This 'churn' in the RMO segment means our dependency on overseas doctors will therefore continue for at least 10 years or more.

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5. Other factors relevant to determining whether a change to the ESID lists is appropriate

In addition to the evidence of shortage, a key aspect of the review process is to consider whether there are **other factors** that make it appropriate to add, or remove, an occupation from the lists. These factors are not included in the data assessment, partly because the range of potential factors is broad, and often robust quantitative measures are not nationally available.

However, those directly involved in an occupation or industry often hold valuable quantitative and qualitative information relevant to the decision-making process. It is therefore important that you provide as much information as you can in the following three areas.

Remember, please be as specific and detailed as possible and provide the source of your information (e.g. survey, study, administrative data or collated feedback).

5a) Labour market conditions

The Ministry **must** be satisfied that the industry has a commitment to the provisions of New Zealand employment legislation available to workers. It is important that the hiring of overseas workers is not being used as a strategy to keep wages or terms and conditions of employment to a minimum.

- i. Describe the **policies and practices** your organisation, or the organisations this submission represents, have in place to ensure the industry meets New Zealand employment legislation (including obligations under the Employment Relations Act 2000, the Health and Safety in Employment Act 1992, the Minimum Wage Act 1983, the Holidays Act 2003, the Parental Leave and Employment Protection Act 1987 and the Human Rights Act 1993). Please provide evidence/examples that demonstrate how these legislative requirements have been met.

District Health Boards are required to meet all employment legislation.

- ii. Provide detailed information on **wage ranges** applicable to this occupation

Salary ranges for RMOs are detailed in NZRDA / DHB MECA.

- iii. Provide information on **employment terms and conditions** applicable to this occupation (e.g. working hours, employee benefits)

Employment terms and conditions for RMOs are detailed in the NZRDA / DHB MECA

- iv. You may also wish to provide information of the following, if relevant:

- information on trends in work hours in response to growing shortages
- the breadth and scale of shortage, and whether some regions are facing shortages, while others are not (and why this is the case)
- whether there are barriers such as transport, childcare, or work hours, which employers could address to make working in the occupation more attractive to suitably skilled people?

Hospitals outside the main centres have traditionally found it more difficult to attract and retain RMOs. This relates in part to preferred work location for RMOs and spouses and in part to vocational training opportunities.

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5b) Training and industry initiatives

The Ministry **must** be satisfied that the industry has a commitment to fully utilising the domestic labour market before the industry considers employing overseas workers.

Your submission **must** include information on the following:

- demonstrated industry commitment to training, and
- industry initiatives put in place to enhance domestic recruitment.

i. What steps are being taken by the industry and employers to address this shortage? In the short-term? In the long-term?

This may include data on trends in firm/industry investments in training, information on trainee numbers and people who are currently nearing completion of qualifications.

The New Zealand Government determines the number of funded medical school places available per year for New Zealand residents. In 2008 the Government committed to increasing the number of places available each year from 365 to 565. The additional places recently announced for the 2015 intake has brought the total to 539.

ii. What strategies are in place to recruit New Zealanders?

Include examples of training and industry initiatives.

See above

iii. Does your industry have an agreed skills plan? (i.e. a plan for upskilling the current workforce and/or potential workforce)?

If yes, describe the expected outcomes of the plan (or attach a copy).

- *What are the **goals** of the plan?*
- *What **processes** are in place to achieve the goals?*
- *What are the **timeframes** for the goals?*

If your industry does not have an agreed skills plan, what plans are in place to develop one? Within what timeframe?

The Medical Council approves medical school curriculums and determines the curriculum for prevocational training. The medical Colleges define the skills required to move from general registration to Fellowship. The Medical Council also requires that all doctors comply with continuing professional development requirements.

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5c) Wider economic factors

Wider economic factors may have an influence on occupational shortages. Is there anything else that you would like to comment on?

For example, are there reasons associated with productivity, innovation or competitiveness that you think the Ministry should take into consideration? Please provide evidence.

Good health benefits the country and individuals both economically and socially. It impacts workforce participation, wages, hours worked, productivity and retirement decisions as described in the Treasury report "The Cost of Ill Health"
<http://www.treasury.govt.nz/publications/research-policy/wp/2010/10-04/twp10-04.pdf>

It is therefore critical that New Zealand maintains a health workforce that can help mitigate the economic and social cost of ill health and promote and support improved health status across the population and meet the needs of vulnerable groups.

The Ministry of Business, Innovation and Employment would like to thank you for contributing to this review.

Appendix: List of the occupations selected for the current ESID review

Occupation	ANZSCO Occupation Code
Finance/Business	
External Auditor	221213
Health and Social Services	
General Practitioner	253111
Resident Medical Officer	253112
Registered Nurse (Aged Care)	254412
Registered Nurse (Critical Care and Emergency)	254415
Registered Nurse (Medical)	254418
Registered Nurse (Perioperative)	254423
Recreation, Hospitality and Tourism	
Café and Restaurant Manager	141111
Flying Instructor (Glider Pilot Instructor)	231113

Occupations for which there have been 5 or less work visas approved per annum

ISSL - Agriculture and Forestry	Logging Plant Operator
	Mixed Crop Farmer
ISSL - Engineering	Electronic Engineering Draftsperson
	Electronic Instrument Trades Worker (Special Class)
ISSL - Health and Social Services	Cardiothoracic Surgeon
	Clinical Coder
	Clinical Haematologist
	Dental Therapist
	Dermatologist
	Endocrinologist
	Gastroenterologist
	Neurologist
	Neurosurgeon
	Otorhinolaryngologist
	Paediatric Surgeon
	Plastic and Reconstructive Surgeon
	Thoracic Medicine Specialist
Urologist	
ISSL - Oil and Gas	Vascular Surgeon
	Earth Science Technician
ISSL - Science	Maintenance Planner
	Microbiologist
LTSSL - Agriculture and Forestry	Agricultural Scientist
	Biotechnologist
	Life Scientist nec
	Social Professional nec
LTSSL - Engineering	Aeronautical Engineer
	Agricultural Engineer
	Biomedical Engineer
	Mining Engineer (excluding Petroleum)
	Marine Designer
LTSSL - Health and Social Services	Transport Engineer
	Cardiac Technician
	Educational Psychologist
	Intensive Care Specialist
	Medical Oncologist
	Nuclear Medicine Technologist
LTSSL - ICT, Electronics and Telecommunications	Physicist
	Radiation Oncologist
	Network Analyst