Jinny Koh

6 October 2011

Executive Officer Chinese Medicine Board of Australia AHPRA GPO Box 9958, Melbourne VIC 3001

Dear Executive Officer,

Re: Grandparenting registration standard: Transitional Arrangements for Qualifications

I would like to draw your attention to the unfair treatment of holders of Advanced Diploma qualifications obtained after 2007.

According to the draft grandparenting standard, for qualifications awarded after 2007, only bachelor degree or higher qualifications will be considered adequate qualifications for registration. This new proposal means that graduates from 2008 onwards, and current students, of accredited Advanced Diploma programs will be ineligible for registration on the basis of their qualification, despite being presently able to legally practise upon completion of their qualification. They will be also unable to apply under the recency of practice clause (five years practice out of the last 10 years) as they will not have five years practice.

Grandparenting under a national scheme needs to take into account the current position and history of Chinese medicine for all States of Australia, not just what has been happening in Victoria. Grandparenting needs to enable existing practitioners, recent graduates and students in the pipeline to practise in the profession.

The premises for the Chinese Medicine Board of Australia's ("CMBA's") prospective non-acceptance of Advanced Diplomas after 2008 are:

- Degree level Chinese medicine education/training has been available in Australia now since the early 1990's;
- The Chinese Medicine Registration Board of Victoria ("CMRBV") issued course approval guidelines in 2002 and put all known schools on notice that Advanced Diplomas would not be approved after the end of 2007 in Victoria; and
- No Advanced Diplomas have been approved in Victoria for registration purposes since 2008.

The premises are clearly unjust on the following grounds:

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- a) The CMBA is attempting to apply Victorian law which pertains exclusively to Victoria and has no relevance to Australian practitioners outside Victoria. The effect is that those outside of Victoria are clearly disadvantaged as compared to their Victorian counterparts just because of the State they reside in. This breaches one of the foundational principles of Federal or Constitutional law in Australia, namely that government legislation that has the effect of restricting or disadvantaging someone in trade and commerce purely because of the state they reside in is void, invalid or unlawful;
- b) The proposed draft is unfair in that Australian-trained practitioners applying for registration under the national scheme will be put to a higher grandparenting standard than applied under the Victorian scheme;

- c) The CMBA is attempting to apply legislation retrospectively by proposing that qualifications other than Bachelor level will no longer be accepted at a date some four or five years prior to the publication of the consultation draft. Applying legislation with retrospective effect is contrary to principles of procedural fairness and natural justice; and
- d) The proposed draft does not consider any holders of Advanced Diploma qualifications obtained after 2007. In doing so, it is clearly at odds with the transitional purpose of a grandparenting provision and is manifestly and grossly unfairly prejudicial in its effect.

As a newly constituted body, CMBA should firstly acknowledge the current requirements of TCM practice nationally. This forms the basis upon which any proposed changes can be effected. CMBA should give clear notice of change of qualification requirements and concurrently allow suitable time for smooth implementation of this change. If the CMBA chooses to introduce the Victorian model as a basis for its registration requirement, it should apply the same process of phasing-in these changes henceforth, not in retrospection. The CMRBV provided a period of six years from announcing the new standard of qualifications (1 January 2002) to the final date of non acceptance of Advanced Diploma qualifications (31 December 2007).

There has already been a precedent for hardship and inconvenience caused by the Australian Health Practitioner Regulation Agency ("AHPRA") arising from the first round of National Registration Accreditation of Health Practitioners which occurred earlier this year. The Senate Inquiry into the Administration of Health Practitioner Registration by the AHPRA dated 3 June 2011, commented in chapter 4, adversely on the poor administrative function of AHPRA as follows:

- "4.53 The committee is of the view that the exposure of practitioners to loss of income and financial risk due the inability of the national health practitioner registration authority, AHPRA, to adequately perform its functions, is deplorable.
- 4.54 The committee notes the estimated financial impact for six months of this debacle exceeds \$0.5 million in labour, and is concerned that there do not appear to have been any support systems put in place for those practitioners and service providers who suffered loss of income.
- 4.55 The committee is very concerned that on top of the financial risk already faced by many practitioners, practitioners are also facing substantially increased registration fees. The committee notes the impact that this may have on academic staff and the consequent possible implications for the training of practitioners.
- 4.56 The committee particularly notes comments by the AMA and agrees that any shortcomings in the projected budget for the NRAS should not be recovered through increases in registration fees."

AHPRA, through the CMBA, will cause even greater hardship to students and practitioners of TCM by implementing a policy which is both unjust and unfair. It will almost certainly open the door to a collective legal challenge by the substantial number of practitioners and students affected by the issue.

The proposed legislation will affect hundreds of students and cause great hardship to many who have spent years of study and incurred great expense obtaining these Advanced Diplomas.

I would like to point out to CMBA that Advanced Diploma in TCM from approved colleges is already recognised by all of the major professional associations (the Australian Natural Therapists Association, the Australian Traditional Medicine Society, the AACMA and the Federation of Chinese Medicine and Acupuncture Societies). They are accepted as full and equal members as those with Bachelor degrees except AACMA which require an additional entrance examination for acceptance. As further evidence of acceptance of their status, most insurance companies extend professional indemnity to practitioner-members holding Advanced Diplomas in Chinese Herbal Medicine and Acupuncture.

Recommendations

I recommend that:

- 1. The CMBA acknowledges the current status of students and practitioners of TCM in Australian States and Territories other than Victoria, and that it removes the dividing line between pre- and post-2007 Advanced Diploma qualifications.
- 2. The CMBA should make known its intended changes in qualification standards and provide 5 years from 1 July 2012 (the date of commencement of national registration) for implementation of these changes to allow time for a smooth transition.

Yours sincerely

Jinny Koh (BCom, CA)

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