

ANZSOG Case Program

The National Occupational Licensing Project (A)

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When the Council of Australian Governments (COAG) signed an Intergovernmental Agreement to establish a National Licensing System for Specified Occupations, on 30 April 2009, there was widespread support. Industry and union representatives and training providers had all struggled with the varying standards and inconsistent requirements for working in different parts of Australia. Senior Commonwealth public servant Julie Yeend had for some time been working to identify ways to align like with like, but was also well aware of the complexities to be untangled, and the increasingly urgent need to do so.

The tyranny of diversity

Occupational licensing refers to the regulatory frameworks that control entry to occupations, such as the electrical and plumbing trades, and service areas like real estate.¹ Regulatory bodies set skills and knowledge requirements that licensees are required to meet, and maintain, for admission to the occupation. Each of the six states and two territories of Australia had over time developed its own licensing regime, seen as the most effective way to mitigate the public risks involved in occupational activities, although in the absence of any unifying or standardising role for the national government.² Within each jurisdiction there was pride in and support for the systems and processes that had usually been developed in partnership with local businesses and consumers.

This case study has been written by Janet Tyson for Dr Michael Di Francesco, Australia and New Zealand School of Government. It has been prepared as a basis for class discussion rather than to illustrate either effective or ineffective handling of a managerial situation. The contributions of Milton Cockburn, Barbara El-Gamal, Amanda Lynch, Gary Newcombe, Rod Stowe, Peter Tighe, and Julie Yeend is acknowledged, but final responsibility for the material rests with the author.

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¹ www.licensinglinenews.com/Stakeholder-information/Occupational. Occupational licensing also applies to a range of professions where state and territory statutory authorities regulate the registration and professional standards of, for example, medical practitioners and solicitors.

² New South Wales introduced the first stand-alone piece of consumer legislation in 1969.

As a result almost every licensing requirement, even a simple word like ‘pact’, could mean something completely different across a state border. The nature and scope of work that, for example, a plumber in Tasmania might undertake, would not necessarily be the same as that of a plumber in WA. South Australia was the only state where no plumbing licence at all was required to install a cold water pipe of less than 25 mm in diameter (unless it was in or on a building). The Northern Territory used a different set of parameters altogether to exempt piping work for irrigation.

Twenty-seven different licensing systems were in operation, but there was no common or central source of information available to regulators or the public. Some licences were issued by large, generic regulators such as government departments; others by small specialised agencies (*Exhibit 1*). Regulatory approaches ranged from risk management in New South Wales to detailed prescription in Queensland. Fees might be one-off, annually renewed, or last for three or five years. Some systems were state-funded, others dependent on cost recovery, and there were diverse uses for licence revenue. Training providers had to deal with thousands of different licensing categories and scopes of work, and there was no consistency in the levels of training required: within the Australian Qualifications Framework, for instance, a Level III Certificate qualified a plumber, while electricians, electrical contractors and the majority of real estate agents needed a Level IV Certificate.³

More effective mutual recognition?

The Commonwealth Government, increasingly concerned at potential restrictions on labour mobility when resource boom states were desperate for workers, had already been trying to get a more effective system of mutual licence recognition in operation.⁴ This involved joint Ministerial declarations between two jurisdictions that a tradesperson from one jurisdiction would – usually once additional requirements had been met and another fee had been paid – be accepted in another. But, as the Productivity Commission had pointed out, the approach was not working effectively. Problems included ‘jurisdiction shopping’ for the cheapest available licence, while keeping track of the frequent updates on requirements for mutual recognition was almost impossible.⁵

In 2005, during the last term of the Howard Coalition Government, what was then known as the Department of Education, Science and Training (DEST) took over the responsibility of maintaining national consistency across training packages offered by a wide range of both public and private providers, with both Federal and State funding.⁶ The change in governance was seen as paving the way for progressing other outstanding and difficult issues, including occupational licensing and regulation.

From 2006, Julie Yeend, from the Department of the Prime Minister and Cabinet, chaired the COAG Skills Recognition Taskforce which reported to the COAG Skills Recognition Steering Committee, which in turn reported to the Ministerial Council for Federal Financial Relations. Drawing together available information from across Australia, the Taskforce (located in DEST) created a mutual recognition matrix to facilitate the alignment of the various requirements for occupational licensing, in the process discovering that, for example, there were 36 pages of licence equivalence tables to consult

³ The Australian Qualifications Framework regulates qualification standards for the entire education and training system in Australia. It specifies ten qualification levels (and the requisite skills and knowledge criteria) ranging from Level 1 (Certificate I) to Level 10 (Doctoral Degree). See www.aqf.edu.au/aqf/in-detail/aqf-levels/.

⁴ As provided for in the Mutual Recognition Act of 1992.

⁵ Productivity Commission: *Evaluation of Mutual Recognition Schemes - Research report*. Productivity Commission, Canberra, 8 October 2003.

⁶ Replacing the former Australian National Training Authority which between 1993 and 2004 negotiated for a range of industry training packages acceptable to all states and territories. Details are in the ANZSOG Case Study *Transferring the functions of the National Training Authority 2008-73.1* available at casestudies.anzsog.edu.au.

when deciding how to get a Restricted Electrical Licence in NSW.⁷ In 2007, the Taskforce set up the website licencerecognition.gov.au which showed whether or not it was possible to apply for an equivalent licence, and what agency or agencies to apply to.

Julie Yeend and her team saw occupational licensing as a prime candidate for selection as one of the 27 Seamless National Economy Reforms announced in late 2007. Aimed at accelerating the removal of unnecessary regulation, the reforms were instigated by COAG at a time when the election of the Rudd Government ‘completed the set’ of Labor governments at both Commonwealth and state level.

Seamless Economic Reform

In common with all the reforms announced in the July 2008 *National Partnership Agreement to Deliver a Seamless National Economy*, the national occupational licensing project was to be completed by December 2012, with financial incentives for meeting (or penalties for missing) progress milestones. The COAG Reform Council (CRC) (*Exhibit 2*) was set up to make annual reports to COAG, assessing progress and any risks to achieving milestones. The new Business Regulation and Competition Working Group (BRCWG) chaired by the Minister for Deregulation,⁸ was to take an overarching view of all reform initiatives, in effect overseeing the activities of multiple Ministerial Councils. The BRCWG membership comprised senior bureaucrats from state treasuries and state premier’s departments, who were expected to see beyond parochial arguments in favour of the greater national interest.

The Ministerial Council on Federal Financial Relations would continue to have ultimate strategic responsibility for the establishment of a new occupational licensing system, including appointing the members of the national body.⁹ The Skills Recognition Steering Committee was to lay the groundwork, setting initial policy and putting in place the structures to implement the new national system, supported by the Skills Recognition Taskforce chaired by Yeend. Both of these bodies – in January 2009 renamed as the National Licensing Steering Committee and the National Licensing Taskforce respectively¹⁰ – would manage the transition until a new national body could take over both operational and policy roles.

The criteria used to identify ‘skills shortage occupations’ to be first considered for national licensing, included, Julie Yeend recalled, the economic importance of the industry that these licences represented, and the number of people who actually moved between jurisdictions. The eventual decision was that plumbing and electrical occupations, including air conditioning and refrigerating, would be in the first wave, along with the property activities of real estate. Other real estate activities such as valuation, along with the building occupations, would be in the second wave.

Steering Committee member Rod Stowe from NSW had been an advisor on occupational licensing since earlier attempts at mutual recognition, and was involved with all seven of the reforms seen to impact on his Department of Fair Trading. He was intrigued that the Ministerial Council for Federal Financial Relations would continue its oversight of occupational licensing, rather than Consumer Affairs¹¹, ‘where virtually every minister on the council had responsibility for the professions and trades that were in scope for national occupational licensing, and had a hands-on understanding of those areas’. He and others noted that finance and treasury had ‘very little experience in licensing

⁷ A Restricted Electrical Licence allowed a qualified tradesman to disconnect electricity, for example to repair a hot water cylinder or install a garage door.

⁸ Lindsay Tanner, then Craig Emerson and later Penny Wong.

⁹ *Towards National Occupational Licensing: A compendium of key actions and documents relating to initiatives towards national occupational licensing in Australia*. NOLA, 4 December 2014. Hereafter ‘Compendium’, p 39.

¹⁰ From the same date the former Ministerial Councils were renamed as Standing Councils but the previous name, still used by many interviewees, has been retained here.

¹¹ Consumer Affairs had been associated with past attempts at licensing reform.

regulation'. The same could be said of the Taskforce staff, based at the Department of Education, Employment and Workplace Relations (DEEWR) in Canberra, he thought. He knew the Ministerial Council for Federal Financial Relations 'met fairly infrequently and had quite a long existing agenda'.

The National Occupational Licensing System (NOLS)

The Intergovernmental Agreement for a National Licensing System for Specified Occupations of 30 April 2009 had been shaped after nine months of intensive consultation with stakeholders – largely the employers, unions, and regulatory bodies dealing with the 'skills shortage occupations' in all eight jurisdictions. The Taskforce, assisted by a four-person Expert Working Group and by consultants (*Exhibits*) had by early October 2008 developed a Consultation Regulatory Impact Statement (RIS)¹² outlining the policy boundaries and broad features of a proposed system. Sixty-five submissions were made on the RIS. One issue which arose early, and was to recur, was the tight timeframe for completing milestones; another was how conduct¹³ requirements should be managed. After a second round of face-to-face consultations, involving open public sessions and closed sessions for regulators, the Decision RIS was agreed and signed off by COAG, forming the framework for a National Occupational Licensing System (NOLS).

Barbara El-Gamal, whose role at NSW Fair Trading involved her as a participant or observer in almost all of the entities involved in occupational licensing, as well as other reforms, was at the February 2009 workshop held in Adelaide. The 50 regulators present represented the full range of regulatory entities from around the country, and the views expressed ranged from 'strident opposition' to qualified support, sometimes in the same jurisdiction. She recalled one small regulator saying, "I don't have to do this, I haven't signed up to this" and being told "But your Premier has, so [as you are part of government] yes you do."

Julie Yeend was not expecting unanimous support, 'because people's empires were going to be affected...you have to upset a lot of people's apple carts to fully recognise deregulatory measures'. She saw the oversight by the BRCWG as vital. 'It was very well recognised that entrenched interests in the states would [be concerned]. It's at the macro level that you make gains for deregulation.'

As agreed, the National Occupational Licensing System (NOLS) would incorporate a national licensing legislative framework, a national licensing authority (known as the National Occupational Licensing Authority or NOLA), a national licensing board (known as the National Occupation Licensing Board) and Occupational Licensing Advisory Committees. The objective was national consistency in the issue of licences – to allow licensees to operate in all Australian jurisdictions – as well as a consistent skill base for licensed occupations. In addition, '[r]egulatory intervention in the form of licensing is only to be contemplated where risks arising from market failure or risks to public health and safety warrant corrective action, and, of all feasible options, licensing provides the greatest net public benefit'.¹⁴

The agreement¹⁵ provided for the CEO of NOLA to be appointed ahead of its board, and to manage the transition process, reporting six monthly to the ministerial council; once the board was established, this responsibility would fall to the board.

Standard procedures and a single national licence

A novel aspect of national occupational licensing was that the system was intended to operate without federal legislation or finance (although the Commonwealth funded and facilitated its initial

¹² All steps in the process followed the Commonwealth prescription for policy development.

¹³ Conduct requirements prescribe how a licensed person must conduct their business; of particular concern for real estate for example, conduct requirements specify the auction process and managing client's money in a trust account.

¹⁴ Compendium, p38.

¹⁵ Compendium, p43.

development). Consultation had considered five different options¹⁶ for a suitable structure to implement the national scheme, and the third of these, the national delegated agency model, attracted the greatest stakeholder support. It was seen as best meeting the objectives of reducing the regulatory burden and costs of multiple licences and compliance regimes, enhancing workplace mobility, and improving skills acquisition across jurisdictions. At the same time it was expected to minimise the difficulties and ultimate costs of transition.

In the national delegated agency model, a national body would develop policy and administer the system. It would establish standard procedures, a standard set of licence types and eligibility requirements, and, for each occupation, a single national licence that could be used in any jurisdiction. It would also develop and operate a national register of licensed occupations including information accessible to the public.

All existing jurisdictional regulators, acting on delegation from the national body, would follow national procedures to process licence applications. However, it was up to each individual jurisdiction to set and enforce conduct requirements for licence holders, and to set and receive licensing fees. In keeping with this, the legislative framework would be implemented using an applied legislation model.¹⁷ Victoria would provide host legislation, with the Act to be drafted with the assistance of a multi-jurisdictional Legislation Committee.

Much operational detail was still to be determined, including the specific licensing structures for each occupation, licensing categories, scopes of work and qualifications, and the costs and benefits of the proposed system. These were to be resolved for inclusion in the regulation-making process. It was agreed that 'no jurisdiction would be significantly disadvantaged' and there would continue to be situations where jurisdictions could operate unilaterally.

The NOLS Legislation Committee

Gary Newcombe from the WA Department of Commerce was appointed to the new NOLS Legislation Committee, as was Barbara El-Gamal from NSW. He too had a history of involvement with occupational licensing. He had a co-ordinating role across the 13 Seamless Economic Reform initiatives seen to have impact on his departmental responsibilities. From the outset, Newcombe was uneasy about the commitment being asked of jurisdictions that had not been involved in developing any of the detail or discussion of the ultimate purpose of national occupational licensing. 'Working on the new Australian Consumer Law – involving wholesale change to consumer law and credit – we were engaged early on about the process, how we would get there, what were the parameters, what should be in and what should be out,' he reflected. By contrast, the materials provided for the first meeting of the NOLS Legislation Committee, on 2 July 2009, suggested 'we already had an outcome and scope determined, the model was basically decided, and we were just to get there'. He noted that the feeling that 'this was a COAG decision, the states had all signed up to it, things had to happen' was shared by many of the jurisdictional representatives making up the Legislation Committee, though they were a diverse group at different levels of seniority, from a mix of regulatory policy and central agency backgrounds.

Julie Yeend, who impressed Gary Newcombe and others with her skills and capacity for sheer hard work (writing papers and sending emails until well after midnight), chaired the Legislation Committee. It met regularly to discuss drafts of the Occupational Licensing National Law Bill. Yeend was a

¹⁶ These were: 1 enhanced mutual recognition (the status quo), 2 a single national legislation administered by a national body with state and territory branches, 3 a single national legislation administered by states and territories under the umbrella of a national governing body; 4 a drivers' licence model without harmonisation of state and territory legislation; and 5 a drivers' licence model with harmonisation of state and territory legislation. Compendium, pp16-17.

¹⁷ Under this model the 'host' jurisdiction passes the initial legislation which other jurisdictions pass as their own legislation. Any subsequent amendments to the host legislation then apply automatically in those jurisdictions.

consistent presence, as head of the Taskforce, at the Steering Committee which met at least once a month, at times also acting as its chair. At least five representatives of the Department of the Prime Minister and Cabinet came and went as the official chair of the Steering Committee.

‘Modest and manageable’ financial impact

Consultants PriceWaterhouseCoopers (PwC) (*Exhibit*) were asked to assess three aspects of the proposed move to a national licensing system: the establishment, implementation and operating costs; the IT requirements of the national body and the national system; and the overall financial implications for individual jurisdictions of the move to a national system. Their two-report response,¹⁸ was presented to the Steering Committee in September 2009.

Estimating the financial impacts of the proposed system was complicated by the variety of approaches and organisational structures, the diverse range of revenue sources, and a lack of public information.¹⁹ The consultants estimated the current costs of licensing activities to be \$119 million a year, covering administrative expenses, policy development and conduct and disciplinary actions. Revenue, for the 450,000 licences issued each year (to both Wave 1 and Wave 2 occupations) would be between \$93 and \$100 million for state and territory regulators. With a single licence replacing multiple licences, the consultants estimated a \$2.7 million per annum loss of revenue across Australia. This would be offset by savings to regulators who had fewer applications to process.²⁰ The overall financial costs were assessed as ‘modest and manageable in the context of achieving significant broader reform benefits associated with a national system’.²¹ Establishing a national licensing body (for \$13.2 million in annual operating expenses) should result in savings of \$16.2 million.

State and territory regulators would still have to maintain data for the National Licensing Register. PwC’s recommendation, having evaluated systems used by five regulators and two off-the-shelf products, was to build on NSW’s existing Government Licensing System (GLS). GLS already met 90 percent of national licensing system requirements, and it could be scaled up for an estimated \$5 million. To minimise data migration costs, only new licences would be entered to the system.

Within two months, on 23 October 2009, the Ministerial Council had approved the PwC recommendations, including that proportionate state and territory funding should be paid into a NOLS special account. With the Council ‘noting’ the agreement about the national register, a technically-focussed IT Working Group was set up, with members from all jurisdictions, and initial assistance from PwC.

Specialist advice for policy development

The 23 October 2009 meeting of the Ministerial Council also agreed the membership of the Interim Advisory Committees (IACs) ‘to provide specialist advice for the initial stages of policy development’ for the first wave of occupations. Separate Regulator Working Groups (RWGs) would support the employer, union, regulator and consumer representatives on the IACs. Appointments began immediately, and by December Taskforce chair Julie Yeend had briefed each IAC on its role and terms of reference. It was emphasised that, in order not to confuse stakeholders, information about committee discussions should be limited to official communiqués, until final decisions were made.²²

¹⁸ *National Occupational Licensing System – Estimating financial impacts* (August 2009) and *COAG National Licensing Taskforce – Assessing IT costs for establishing a National Licensing system* (August 2009).

¹⁹ Compendium, p31.

²⁰ Compendium, p32.

²¹ Compendium, p33.

²² Compendium, p51.

The policy agenda for the IACs covered licence structure and scope; licence eligibility/maintenance requirements; other licensing characteristics such as exemptions, conditions, endorsements and restricted licences, with a final round to ensure a consistent approach across occupations.

Members of the new committees approached their task with positive anticipation. Peter Tighe, representing the electrical and plumbing industries, saw it as a 'once in a lifetime opportunity' that would bring benefits including new professional development opportunities. Rod Stowe from NSW Fair Trading thought 'everybody was supportive of a national occupational licensing scheme and being able to pay one fee and get one licence and practise right across the Commonwealth'.

Exhibit 1 Entities involved in occupational licensing as listed in 2011
(source licenserecognition.gov.au)

Jurisdiction	Occupation	Name of entity	Status and role
All	Refrigeration/air conditioning	n/a	
Australia-wide	Real Estate	Real Estate Institute of Australia	Professional organisation. All state and territory institutes affiliated except NSW.
ACT	Electrical work	ACT Planning and Land Authority	Government department (directorate)
	Gasfitters	ACT Planning and Land Authority	Now included under high risk work legislation Office of Regulatory Services
	Plumbing	ACT Planning and Land Authority	Office of Regulatory Services includes WorkSafe
	Real estate	Office of Fair Trading (now Office of Regulatory Services),	Part of government department (Justice and Community Safety)
	Real Estate	REIACT	Professional organisation
New South Wales	Electrical Work	Office of Fair Trading	Government Department with generic regulatory role
	Gasfitters	Office of Fair Trading	Government Department with generic regulatory role
	Plumbing	Office of Fair Trading	Government Department with generic regulatory role
	Real estate	Office of Fair Trading	Government Department with generic regulatory role
	Real Estate	REINSW	Professional organisation, not affiliated with national one.
Northern Territory	Electrical Work	Electrical Workers and Contractors Licensing Board	
	Gasfitters	NT Worksafe	
	Plumbing	Department of Planning and Infrastructure	Government department
	Real estate	Department of Justice	Government department
	Real estate	REINT	Professional organisation
Queensland	Electrical Work	Electrical Safety Office	Part of government department (Justice and Attorney-General)
	Gasfitters	Department of Mines and Energy	Government Department
	Plumbing	Plumbing Industry Council	
	Real estate	Office of Fair Trading	Part of government department (Justice)
	Real estate	Building Services Authority	Board sitting outside core departmental structures
South Australia	Real estate	REIQ	Professional organisation
	Electrical Work	Office of Consumer and Business Affairs	Part of govt department (Attorney-General's)
	Gasfitters	Office of Consumer and Business Affairs	Part of govt department (Attorney-General's)
	Plumbing	Office of Consumer and Business Affairs	Part of govt department (Attorney-General's)
	Real estate	Office of Consumer and Business Affairs	Part of govt department (Attorney-General's)
Tasmania	Real estate	REISA	Professional organisation
	Electrical Work	Workplace Standards Tasmania	Independent agency
	Gasfitters	WorkCover Tasmania	Independent body
	Plumbing	Department of Economic Development	Government department
	Real Estate	Consumer Affairs and Fair Trading	Part of government department (Justice)
Victoria	Real estate	REIT	Professional organisation
	Electrical Work	Energy Safe Victoria	Independent Technical Regulator
	Gasfitters	Energy Safe Victoria	Independent Technical Regulator
	Real Estate	Business Licensing Authority, Consumer Affairs Victoria	
	Real estate	REIV	Professional organisation
Western Australia	Plumbing	Plumbing Industry Commission	Single purpose entity
	Electrical work	Department of Commerce	Government department
	Gasfitters	Department of Commerce	Government department
	Plumbers	Plumbers Licensing Board	Independent Board

	Real Estate	Department of Commerce	The Department of Commerce became responsible for real estate on 1 July 2011.
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Exhibit 2B Committees, membership and role

Name	Period of operation	Membership (type and position of person)	Role
① Council of Australian Governments (COAG)	Ongoing	Representatives from each Australian state and territory.	High level across-government policy initiatives e.g National Partnership Agreement to Deliver a Seamless National Economy (SNE); Intergovernmental Agreement for a National Licensing System for Specified Occupations (IGA).
② COAG Reform Council (CRC)	2007-2012	Seven members, independent of individual governments, reporting directly to COAG. Chair: Paul McIntock AO	Provide COAG with an annual report assessing progress against the implementation plan for Seamless National Economy reforms; milestones linked to incentive payment. Three progress reports and one final Lessons for Federal Reform.
③ Business Recognition and Competition Working Group (BRCWG)	2007-2013	Co-chaired by Minister and Minister Assisting the Minister for Finance and Deregulation; membership representatives of jurisdictional Treasuries and Departments of Premier and Cabinet.	Set up to oversee Seamless Economic Reform projects designed to cut red tape. Overarches ten Ministerial Councils. Issued 8 report cards between 3 July 2008 and April 2013.
④ Standing (Ministerial) Council on Federal Financial Relations (SCFFR)	Ongoing; name changed from Ministerial Council on Federal Financial Relations from 1 Jan 2009).	Chaired by the Commonwealth. Treasurers of the Commonwealth, the States and Territories (or their representatives).	Responsible under SNE to implement reform. Responsible under IGA for strategic policy direction for and establishment of national licensing body. To monitor its performance but no ongoing operational role.
⑤ National Occupational Licensing (NOLS) Steering Committee	2006 – 2013 Established as COAG Skills Identification Steering Committee. Renamed Jan 2009 Ceased operation 2013.	Senior officers nominated by First Minister's Departments of each state and territory and chaired by the Department of the Prime Minister and Cabinet (DPMC).	Development, establishment and transitional management of National Occupational Licensing System. IGA specified stakeholder consultations: 'union and employer groups, regulators, consumer advocacy organisations, insurance peak bodies (where relevant) and professional associations, training authorities, bodies and organisations'.
⑥ National Occupational Licensing (NOLS) Taskforce	Substantially the team in existence in 2006 as COAG Skills Identification Taskforce. Renamed Jan 2009. Ceased operation 2013.	Julie Yeend, DPMC chair. Staff from Department of Education, Employment and Workplace Relations (DEEWR).	Support the Steering Committee.

Name	Period of operation	Membership (type and position of person)	Role
⑦ Expert Working Group (EWG)	July 2008 – varying tenure	Fmr Commissioner for Consumer Affairs, Victoria (Dr David Cousins); Fmr Director-General of NSW Department of Fair Trading (David O’ Connor); Fmr secretary of Tasmanian Departments incl. Health (John Ramsay); Managing Solicitor, South Australian Crown Solicitor’s Office (Giulia Bernardi).	High level advice to the Steering Committee and assist the Taskforce in policy planning and design and stakeholder consultation. Dr David Cousins also chaired an Interim Advisory Committee (IAC).
⑧ NOLS Legislation Committee	July 2009 – first half of 2013; Re-formed late 2013 at request of NOLA.	Senior Taskforce staff and one nominated representative of each jurisdiction, with legislative policy reform experience and able to make decisions on the legislative schema on behalf of their respective Steering Committee representative.	Review and provide expert advice on drafting instructions and legislative drafts prepared by Parliamentary Counsel’s Committee, a national committee representing the legislation drafting offices in each COAG jurisdiction.
⑨ Interim Advisory Committees (IACs)	Membership for Wave 1 occupations approved October 2009; inaugural meetings held Nov/Dec 2009 Last meetings August 2011.	Nominations ‘from peak bodies’, nationally-based where possible (unions, employer bodies and professional associations), consumer advocacy organisations, regulators, peak insurance bodies (where relevant) and national training system. Need ‘persons with expertise relevant to an occupational area across regulation, industry operations and practices, and safety’.	Advise on national licensing policy in their area of expertise; advise Steering Committee (and Taskforce) on licence categories and scope, eligibility requirements, exemptions, conditions, endorsements and restricted and provisional licences.
⑩ Regulator working Groups (RWGs)	As for IACS – 2009-2011	Nominated regulator members from each relevant jurisdictions. Members may also be on IAC.	To meet prior to the IACs and provide advice from a regulator perspective to be incorporated into and acknowledged in policy papers.
⑪ Deputy Senior Officials Meeting (DSOM)	Ongoing	Deputies to Senior Officials Meeting.	Four meetings in 2012, in response to reform council report, facilitated resolution of some outstanding points of disagreement over licensing policy proposed by Steering Committee.
⑫ Senior Officials Meeting (SOM)	Ongoing	Representatives from central agencies (usually DPMC) from each jurisdiction including Commonwealth.	Supports COAG. Develop and progress issues for upcoming council meetings.

Exhibit 3 Timeline of National Occupational Licensing System

Unless otherwise indicated, dates are drawn from the December 4 version of the Compendium

Legend	
Type	
NOLA the organisation	
discussions about policy and regulations	
legislation	

2009

Event or activity with milestone	Date	Event or activity actually achieved
On 20 April - Establishment: COAG signs Intergovernmental Agreement (IGA) for a National Licensing System for Specified Occupations), including publicly accessible national register. Funding and licensing fee allocation still to be established.		
NOLA: National Delegated Agency selected as structure for national occupational licensing system, based on establishment consultations. Licensing system to begin operation for Wave 1 occupations (1 July 2012)	30 April	
Policy and regulation consultations for Wave 1 occupations: Ministerial Council for Financial Affairs to approve Interim Advisory Committee (IAC) membership	From April	
Legislation: NOLS legislation committee established, first meeting and initial drafting instructions to Parliamentary Counsel's office	July	
Register: PwC scans market for products, recommends NSW GLS (Sept)	Sept	
Legislation: Exposure draft of Occupational Licensing National Law Bill to be agreed by all jurisdictions, out for public consultation (October)	Oct	
	23 Oct	Policy and regulation consultations for Wave 1 occupations: Ministerial Council approves membership of Interim Advisory Committees (IACs) and Regulator working Groups (RWGs)
	23 Oct	Register: Ministerial Council notes agreement re national register and sets up It working group.
	Nov-Dec	Policy and regulation consultations for Wave 1 occupations: Inaugural meetings and briefing for IACs and RWGs
	Nov-Dec	Legislation: exposure draft out of Occupational Licensing National Law Bill out for consultation with deadline for response 28 Dec