

THE FIRST 75 YEARS:

A HISTORY OF THE

CANADIAN CRIMINAL JUSTICE ASSOCIATION

1919 to 1994

By

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FOREWORD

Seventy-five years of public service to the criminal justice fraternity of Canada is an accomplishment worthy of recognition.

For those who strive in the trenches, the Canadian Criminal Justice Association has provided a source of inspirational leadership in an area normally shunned by the public. Many, indeed, have benefitted directly and indirectly from the work of all those who laboured in the Association.

The Canadian Criminal Justice Association is to be commended for providing "The First 75 Years" as a record of accomplishment and commitment. All those associated with the effort are to be congratulated!

***Ottawa,
May 24, 1995***

***Earl A. Hastings,
Senator.***

**STATEMENT OF PRINCIPLES
OF THE CANADIAN CRIMINAL JUSTICE ASSOCIATION**

TO promote co-operation and participation among individuals, groups and disciplines concerning the problems of crime and its consequences as related to people of all ages in the fields, without limitation, of prevention, sources of crime, diversion, concepts of crime, law enforcement, pre-trial practice, trial and adjudication, correctional service, dispositional alternatives and community re-integration.

TO promote study of the problems of the aforesaid fields and their solutions including fostering, either directly or indirectly, research programs designed to advance such study.

TO promote public understanding of such problems and their solution.

Timeline of Important Dates

- 1892 Early beginnings of Prisoners' Aid Association of Montreal, Québec.
- 1916 National Prison Reform Association created (Montreal).
- 1917 Honour League (Montreal) formed.
- 1919 Honour League and National Prison Reform Association merge to form Canadian Prisoners' Welfare Association (CPWA), early beginnings of the Canadian Criminal Justice Association.
- 1929 First Canadian Congress on Corrections in Toronto.
- 1931 Prisoners' Aid Association of Montreal merges with CPWA.
- 1936 CPWA reconstituted under name of Canadian Penal Association.
- 1938 *Archambault Commission Report* issued.
- 1944 Canadian Welfare Associations forms a Division on Crime & Delinquency.
- 1948 Division on Crime & Delinquency begins publication of *The Correctional Process*.
- 1954 ***Directory of Correctional Services in Canada*** first published.
- 1956 Canadian Penal Association merges with Division on Crime & Delinquency to form Canadian Corrections Association, under the auspices of Canadian Welfare Association.
- 1958 First issue of ***Canadian Journal of Corrections***.
- 1964 Association Secretary Bill McGrath appointed to Ouimet Committee.
- 1967 Association helps create Department of Criminology at University of Ottawa.
- 1970 Name changed to Canadian Criminology and Corrections Association and a Board of Directors created.
- 1972 Manitoba Society of Criminology joins Association as first affiliate.
- 1975 Under sponsorship of Association, National Associations Active in Criminal Justice

- (NAACJ) formed.
- 1977 Association becomes an independent organization under its own Federal charter. Name changed to Canadian Association for the Prevention of Crime.
- 1984 Board membership expanded to 72 members, and name changed to Canadian Criminal Justice Association.
- 1988 Thirtieth anniversary of ***Canadian Journal of Criminology***.
- 1990 National Forum on Rehabilitation draws over 5,000 participants across Canada.
- 1995 Association sponsors its 25th Canadian Congress on Criminal Justice in Winnipeg, Manitoba.

Early Beginnings

John Kidman, in his book ***The Canadian Prison: The Story of a Tragedy*** (1947), chronicles the existence of the Prisoners' Aid Association of Montreal. As early as 1892, this Anglican-based group had organized around a Protestant chaplain by the name of Rev. J. Douglas Borthwick, who frequently visited the old, downtown jail in Montreal (then known as the Montreal Prison). Later, its membership expanded to include a wide range of protestant clergy and laymen alike. Beginning first with ministration to individual offenders, the fledgling association expanded its horizons in 1912, and included crime prevention and penal reform among its goals. Financing was mostly by private contributions, from both individuals and companies in Montreal.

According to Kidman, a former reporter with the Montreal Gazette who would later become the Association's Executive Secretary, an even earlier organization started in Ontario circa 1874 under the name, Prisoners' Aid Association of Toronto. This organization also had religious roots, chiefly Methodist and Anglican, and even had a "jail worker" ministering to the inmates at both the Toronto jail and the central prison. Subsequently, the Association attracted the support of some leading Torontonians, and was able to expand its activities to find employment and shelter for discharged prisoners. Kidman even reports that a broom factory was established to help prisoners earn "something after discharge."

Sometime around 1878, the Toronto Association took out a charter in the name of The Prisoners' Aid Association of Canada, with authority to form branches throughout the country. Kidman relates that in 1891, one of the first penal conferences in Canada was held in Toronto, during which there was much discussion about classification and segregation of prisoners, the need for juvenile tribunals, and the desirability of establishing a permanent prison commission for Ontario.

Apparently, part of the reason for the conference was the issuance of a report by the Royal Commission "to inquire into the Prison and Reformatory System of the Province of Ontario." Kidman notes that one of the members of this Commission was also a prominent member of the Prisoners' Aid Association of Canada, one Dr. A.M. Rosebrugh -- proof of the influence of the Association to bring about the Commission in the first instance.

The Commission made several recommendations to improve the administration of local municipal jails, most of which were ignored. These measures included better classification for inmates, practical employment assistance, indeterminate sentence for provincial offenses (thereby permitting early parole), and methods to rescue poor children from a career in delinquency. By the turn of the century, the government of Ontario established several provincial reformatories, which were essentially prison farms (Guelph, Burwash, Mimico, and Ft. William), and later enacted a provincial parole and indeterminate sentence system.

The work of the Association slowed considerably with the passing away of Dr. Rosebrugh in 1915; and by 1927, the affairs of the Prisoner's Aid Association of Canada (or Toronto) were brought to legal termination.

In the meantime, several new organizations had been formed, including the Prisoners' Aid Association of Montreal, as well as the Honour League of Canada (1917), and the National Prison Reform Association (1916). According to Kidman, the Honour League concentrated its activities chiefly on behalf of discharged prisoners, while the National Prison Reform Association pushed strongly for the abolition of capital punishment as well as other penal reform measures. Both organizations were based in Montreal.

In 1919, the two organizations decided to merge, and formally took out a national charter (from Ottawa). According to its charter, the new Canadian Prisoners' Welfare Association (CPWA) was designed:

To promote by all lawful means the welfare of prisoners, persons discharged from prisons and their families and dependents, the amelioration of the conditions of prisoners and of the treatment of prisoners by the State and the reformation of criminal law and procedure in accordance with modern principles of penology, sociology, and humanity.

To establish provincial and local associations or branches.

John Kidman eventually became the new Association's Secretary and for a brief period (about six months), the new CPWA actually ran a halfway house in downtown Toronto. According to Kidman, the Association historically took an anti-capital punishment stance from the very beginning -- which often resulted in considerable publicity. But the mainstay of the new association was its work interviewing discharged prisoners and trying to find them lodging, clothing, and employment. For this, the CPWA depended on small grants from both the governments of Ontario and Quebec as well as donations from individuals and companies.

Likewise, it is of historical interest that the Association assisted Miss Agnes Macphail, Canada's first female Member of Parliament, in her efforts to reform Canadian penitentiaries by abolishing corporal punishment and instituting a more adequate industrial system for prisoners.

The first recorded Canadian Congress on Corrections took place on September 25, 1929, in Toronto, as part of the American Penal Congress (forerunner to the American Correctional Association). General W.S. Hughes, then superintendent of Dominion Penitentiaries in Ottawa, arranged for a one-day program on Canadian issues; and John Kidman presented a paper describing the activities of the Canadian Prisoners' Welfare Association.

Around 1931, the original Prisoners' Aid Association of Montreal merged with the CPWA

(actually becoming one of its branch affiliates). Its activities continued until 1936, when, following the Second Canadian Penal Congress, the CPWA was reconstituted in the name of the Canadian Penal Association. Kidman observed, "The change was largely the outcome of the great interest aroused in penal affairs following the penitentiary riots of the early thirties, with appointment of a Royal Commission to investigate the penal system of Canada (Archambault)."

These riots were subsequently followed by the construction of the Prison for Women (1934) and Collins Bay Penitentiary (1937).

The Second Canadian Penal Congress was held in Montreal, June, 1935, in conjunction with American Conference of Social Workers. There, F.R. Scott, a Professor of Civil Law at McGill University, stated:

We see child welfare related to slum clearance, juvenile delinquency related to unemployment, medical and dental care related to education, and the whole problem of social security inescapably bound up with the working of the economic machine.

Professor Scott argued for creation of a Canadian Penal Association because society had been unable to control or reduce crime; there was a need for accurate statistics reflecting a modern science of penology; the public needed to be better informed; and the work of preventing crime and reforming offenders called for co-ordination of resources in the community.

The new Canadian Penal Association had little or no direct service capabilities, as this period corresponded to the creation of several prisoner rehabilitation societies across Canada. One such group, called the Citizen's Service Association of Canada, would later be known as the John Howard Society of Toronto. The new Association would focus, instead, on matters of public policy.

When the Archambault Commission was formed in 1936 to investigate the penitentiary system in Canada, members of the Association testified on behalf of all prisoner aid bodies across Canada, and many of their recommendations were incorporated into the final report, issued in 1938.

World War II intervened during the late thirties and early forties; but the Association continued its lobbying, and joined numerous other citizens in suggesting that administration of federal penitentiaries be removed from the Department of Justice, and transferred to a new Department of Health and Welfare at Ottawa. These efforts would be only mildly successful. Although a *Penitentiaries Act* was passed by Parliament in 1939 -- the Government never fulfilled its promise to appoint a commission to make further changes to the administration of penitentiaries, even though such a commission was authorized by the new Act. World War II effectively displaced the demand for prison reform, and further lobbying by prison welfare organizations fell on deaf ears.

Nevertheless, the Association sponsored two more Canadian Penal Congresses: in 1942, with the Canadian Conference on Social Work (Montreal); and in 1946, in Windsor, Ontario. The Windsor Congress was the first independent Canadian penal conference. About this time in 1944, the Canadian Welfare Council (Ottawa), long interested in the subject of juvenile delinquency, established a formal Crime & Delinquency Division under the supervision of Ms. Kathleen Jackson. This Division would later become a forerunner to the Canadian Criminal Justice Association as it exists today.

The Canadian Penal Association continued to operate on the meagre outlay of charitable individuals and occasional government grants. In 1948, however, it suffered a debilitating blow when its long-time Executive Secretary of 30 years, John Kidman, retired.

John Kidman

Born in England, John Kidman began his career as a foreign journalist for the **Montreal Gazette** during World War I. Upon immigrating to Canada to work for the **Gazette**, he first became interested in penal reform while viewing court cases in Montreal. Kidman noticed the absence of any defense counsel -- or any friend in court -- for poor, young accused. He subsequently became a founder of the Canadian Prisoners' Welfare Association (1919), in which he served as Secretary to the Montreal Branch; and later became the first Secretary to the Canadian Penal Association (1936).

Kidman used his "bully pulpit" with the **Gazette** to write about prison issues, and travelled widely, attending penal congresses in Europe and the United States. Across Canada, he visited penal institutions and met with numerous community leaders interested in establishing prisoner aid groups. At a testimonial dinner given in his honour on February 5, 1948, Chief Justice J.C. McRuer of the Supreme Court of Ontario made the following remarks:

Mr. Kidman gave virile leadership of thought at a time when very little consideration was given to the manner of treatment of prisoners or to their rehabilitation when discharged. I feel sure that throughout Canada there is now a lasting monument to Mr. Kidman's pioneer spirit in re-constructed lives...."

Among those who came under John Kidman's influence was J. Alex Edmison, a law professor, who would become President of the John Howard Society of Toronto as well as the Canadian Penal Association (1946-48). Nevertheless, while various aftercare agencies sustained themselves with government grants to aid prisoners, the Canadian Penal Association had no such subsidies. Indeed, there are reports of a part-time Secretary using office space donated by the John Howard Society of Toronto.

In June of 1949, the Association sponsored its fourth Canadian Penal Congress, held in Kingston, Ontario. But without the guiding hand of pioneers like John Kidman, this signalled a decline.

The Canadian Welfare Council

Meanwhile, the Canadian Welfare Council's Division on Crime & Delinquency continued its work in 1951 with the appointment of a national advisory committee. Although it was recognized that the Canadian Penal Association was also involved in the field of crime, the Canadian Welfare Council concluded that there "was room for both organizations and that the Division should continue its activity in relation to services for adults." This was in addition to the Division's long-standing focus on juvenile delinquency. Coincidentally, two Board members of the Canadian Penal Association, Canon Judd and Dr. Stuart Jaffary, were also national Committee members of the Division on Delinquency & Crime. This led to a series of meetings between the two organizations to discuss merger issues.

The Hiring of Bill McGrath

1951 was also important because it marked the addition of a new staff member to the Division, William T. McGrath. The son of a railroad man, McGrath grew up in Pointe-du-Chene, New Brunswick. Before entering the Canadian Armed forces in 1941, McGrath had graduated from Mt. Allison University. A captain in the infantry who was decorated and wounded by machine gun spray, Bill McGrath returned to Canada in 1944, and obtained his masters degree in social work from the University of Toronto.

While serving in Italy, Captain McGrath had become intrigued about the causes of crime. "I had served as both a judge, prosecutor, and defense attorney in numerous court-martials; and became convinced that punishment was often useless as a way of affecting people's lives. I would have pursued criminology, but there was no program at the time in any Canadian university. So, I studied social work."

Upon his graduation from the University of Toronto, McGrath worked briefly for the Department of Public Welfare in Nova Scotia, before joining the Canadian Welfare Council in 1951.

During 1951, the Division consulted with the Minister of Justice's *Royal Commission on the Revision of the Criminal Code*. The long-awaited report from the Commission recommended numerous changes to the Code, including the power of a court to suspend sentence without the consent of the Crown, as well as opposition to any minimum, mandatory sentence.

In 1953, the Division went on record as favouring the abolition of the death penalty in

Canada. A major accomplishment was the release of the Division's commentary on legislation proposing a new criminal code. To quote that year's annual report, "In all, about eleven hundred copies of the Report have been distributed and it has received excellent coverage in the press....The Report has also been quoted at length in debates in the House of Commons."

Division members kept busy with a variety of projects, many of which were solicited by the Minister of Justice. These include briefs on a family court system, gambling policy, parole services in Canada, revision of the *Juvenile Delinquency Act*, and a project to hold conferences for all the training schools across Canada. Subsequently, the Association would host an annual conference on training schools well into the mid-1960's. 1954 also marked the first publication of the Division's **Directory of Correctional Services in Canada**, which was a consolidation of two earlier directories -- namely **Correctional Institutions** and **Prisoner Aid Agencies**. These publications were in addition to the Association's newsletter, titled *The Correctional Process*, which was published five times a year.

Negotiations over a Possible Merger

In 1953, the Canadian Penal Association began informal discussions about the advisability of amalgamating with the Delinquency & Crime Division of the Council. It had previously sponsored the Congress on Corrections in Toronto in 1953, in conjunction with the American Prison Association, which gathered together several hundred penologists from around the world. Still plagued by financial problems, however, a delegation from the Association approached the Division with respect to negotiating a union of some sort. The debate during the Annual Meeting of the Division on May 5, 1955, contained an even wider discussion of a possible merger.

For example, proponents of the merger were discouraged by the continuing financial problems of the Canadian Penal Association, and thought the prospects of joining the Division -- with its Secretary and support from the Welfare Council -- would allow it to continue functioning. Opponents worried that the Division's historic concern with juvenile delinquency and social welfare would be diluted and give the new association an overly "corrections" approach to what was still considered a community problem. Finally, on a close vote of eleven (11) in favour, eight (8) opposed, the motion carried to proceed with the merger, assuming the Governors of the Welfare Council so approved.

Formation of Canadian Corrections Association

The newly-formed Canadian Corrections Association came into being on February 1, 1956, representing an amalgamation of the Canadian Penal Association and the Welfare Council's

Division on Delinquency & Crime. Under the terms of the merger, the presidents of each former group acted as joint chairs until the new group held its first annual meeting in Kingston, Ontario, in February, 1956. The Association's first chairperson was the Honourable James C. McRuer, who was the Chief Justice, Supreme Court of Ontario, at Osgoode Hall in Toronto. The new association still remained under the aegis of the Canadian Welfare Association (it was, in fact, a division). Because of the merger, however, it now had the full-time services of Secretary William T. McGrath. A new Constitution was drafted, and the Board reacted favourably to the creation of a Congress on Corrections, to be held biennially. In the past, these Congresses had been sponsored by the now-defunct Canadian Penal Association.

The first Canadian Congress on Corrections was held in Montreal during May, 1957, and featured presentations by European criminologist Hermann Mannheim and psychiatrist Dr. Bruno Cormier, among others. It was the new Association's first Congress since the amalgamation in the previous year, and the proceedings were published in a 600-page monograph, translated into both French and English. Over three hundred and fifty professionals registered, in addition to several hundred members of the public who attended sessions that were open to the public.

The Association also hosted a National Conference on Training Schools, held October 24-26, 1956, in Toronto. Representatives from eight of the nine provinces that maintained training schools sent delegates, and discussion ranged over a wide variety of topics -- from admission policies to aftercare.

Among the provinces, the 1950's was marked by the continued expansion of reformatories as well as probation supervision. In the words of A. J. MacLeod, then Director of the Remission Service, Department of Justice Canada, "In the year 1947, if you looked at the country from Atlantic to Pacific, you would have found not more than a dozen people engaged in the full-time work of adult probation." This changed dramatically in the 50's. In Ontario alone, the number of probation officers grew from 2 in 1922 to 105 officers by 1956.

The Association spent most of 1957 getting "organized". The Quebec members coined the official French name of the association as *Société Canadienne de Criminologie*. Four professional groups organized within the association, and they consisted of training school administrators, juvenile court judges, prison chaplains, and probation, parole, and aftercare workers. In addition, there was a very active British Columbia Corrections Association which expressed its interest in working closely with the new Association. By 1959, the Association was exploring the creation of provincial associations that would be affiliates.

During the October 8, 1957, meeting of the Association, it was proposed that a "periodical devoted to correctional matters" be established. It would be published quarterly, and possibly titled **Canadian Journal of Corrections**. Articles would appear in both French and English. The first issue of **The Canadian Journal of Corrections** was subsequently published in October, 1958. It contained an editorial by Frank Potts. His topic was inmate classification and diagnosis. Of

interest, Mr. Potts was the chief psychologist for the provincial reformatory system in Ontario.

Members of the Board became involved in a variety of practical measures to assist prisoners, including coverage under the *Unemployment Insurance Act* for inmates, acceptance of criminal offenders in the armed services, education for the correctional agencies, and promotion of volunteer prison visitors. The Association was particularly interested in the serious problem of understaffing and turnover which plagued the reformatories and penitentiaries, and it was thought that this problem might be partially remedied by the establishment of suitable

correctional coursework in the universities. In fact, the Association issued a report, titled "The Role of the Universities in the Education of Staff for the Correctional Services."

By 1959, the Association had formed a committee to survey interest in this issue, and had obtained positive responses by the University of Montreal and the University of Manitoba.

The same year, the Association approved several resolutions opposing the construction of large penitentiaries, suggesting that a person with a treatment background be appointed to the Planning Commission on Penal Reform, and complaining that the amount of funds appropriated for the voluntary sector (\$135,000) was "totally inadequate."

By Proclamation of the Governor-in-Council, Canada passed a new *Parole Act*. The first Board consisted of T. George Street (Chairman), Edouard Dion, Q.C., J. Alex Edmision, Q.C., and Frank P. Miller.

The career of Frank Miller, one of the Association's founding members following the merger, as well as its President (1970-71), illustrates the changes that were going on during the 1950's and early sixties. Following the long-standing recommendations of the Archambault Commission, Miller was appointed in 1947 as Kingston Penitentiary's first classification officer, where he began writing comprehensive reports on inmates. Because of his abilities, he was shortly asked to join the Remission Service of the Department of Justice under the old *Ticket-of-Leave Act*, which was the forerunner of an entirely new parole act. In fact, Frank Miller was one of the first appointed to the new Parole Board in 1959, eventually serving as its Executive Director until 1972.

At the same time, there was an expansion of probation services across Canada, even though the granting of probation was limited by the *Criminal Code* to first offenders, by and large. Indeed, it was one of the recommendations of the Fauteux Report (1956) that these limitations on the granting of probation be removed.

In 1960, Board members expressed concern about the state of criminal statistics across Canada, and formed the Records, Statistics, and Research Committee to advise the Dominion Bureau of Statistics on measures to improve the collection of criminal statistics. Frank Miller headed the subcommittee on records; Bruno Cormier and Tadeusz Grygier served as co-chairpersons on research; Brother Francis headed the subcommittee on juvenile institutions; and Denis Szabo chaired the subcommittee on adult institutions.

At the urging of Association members from British Columbia, amendments were made to the *Unemployment Insurance Act*, that would permit an inmate with past employment experience to qualify for benefits upon release from confinement. This measure was seen by the Association as a means to enhance the re-entry of inmates back into the community, and passed in 1960. In addition, two bills were introduced in the House of Commons to abolish the death penalty and corporal punishment.

The Association, through its journal, the **Canadian Journal of Corrections**, issued a report (October 1961) on a survey of research undertaken by Canadians in the field of criminal justice. That survey, chaired by Tadeusz Grygier and Bruno Cormier, led to the subsequent increase in university-sponsored research on crime and justice.

The early 1960's corresponded to the rapid growth of the National Parole Board, as it hired new parole officers, expanded regional offices, and adopted regulations to administer the new *Parole Act*.

1960 also marked the year in which the Société de Criminologie du Québec received its provincial charter. Its first president was Father Noël Mailloux and secretary, Professor Denis Szabo. Father Mailloux would later become chairman of the Association in 1963-65.

By 1962, the Canadian Corrections Association had amended its Constitution to allow for election of members to the National Committee.

Plans were also well underway to hold the International Criminological Congress in late 1965, in Montreal. Sponsored by the International Society of Criminology, the Association assumed some responsibility in planning the Congress as well as devising its budget. The theme was to be "treatment of the offender." This helped pave the way for future, international joint ventures -- both with the United Nations and the American Correctional Association.

Because of the pressing need to evaluate various proposed bills in the House of Commons, the Association established a Committee on Legislation circa 1961. Its first business was to review the *Juvenile Delinquents Act* in conjunction with a departmental study announced by the Minister of Justice. Committee members met with the study group at the Justice Department, and submitted a brief on behalf of the Association.

Meanwhile, several changes were made to the 1961 *Criminal Code*. More specifically, murder was segregated into capital and non-capital murder for the purposes of sentencing; a new *Penitentiaries Act* gave the Commissioner the authority to establish regional offices and classify inmates to institutions (previously a power delegated to judges); and a new narcotic control act gave authorities the power to commit addicts to federal treatment institutions and sentence traffickers to life imprisonment.

Passage of the new *Penitentiaries Act* resulted in the reorganization of the Penitentiaries Service into four divisions: inmate training, administration, finance, penitentiary industry. In addition, two regions were formed for both Ontario and Québec, with others being contemplated in the future. The federal prison population continued to expand (6 percent growth in FY 1961), and now consisted of six maximum security penitentiaries, four medium-security penitentiaries, and nine minimum-security institutions, most of which operated as camps adjoining other facilities.

By 1962, the **Canadian Journal of Corrections** had been in existence for five years, and had managed to finance itself largely through subscriptions. Over 130 articles had been published. A grant from the Aquinas Fund had enabled staff to expand the **Journal**, and the Board not only congratulated editor Potts for his stewardship, but authorized the creation of a small editorial board with rotating membership across Canada.

In 1963, discussion was already underway to change the name of the Association to that of the "Canadian Association of Criminology", reflecting the more academic orientation of several Board members, as well as an attempt to put some "distance" between the Association's historic concentration on penal issues. For the time being, the matter was tabled at the June 17, 1963 Board meeting. It would not, however, be a subject matter soon forgotten; and efforts to change the name in 1964 were defeated.

Various committees were very active on behalf of the Association, producing studies on the "Young Adult Offender", "The Child Offender and the Law", "Prison Pay and Discharge Provisions in Canada", "Treatment and Training in Prisons", and the like. In addition, committees were struck to study the subject of jails in Canada, probation, the legal aid plan, aboriginal Canadians, and a public information committee. In particular, the public information committee was asked to watch for destructive and misleading publicity in correctional matters. When indicated, the Association felt that a response by a qualified individual would be appropriate.

Meanwhile, the Federal Penitentiary Service opened a new minimum security institution in New Brunswick (Blue Mountain Correctional Institution), and plans were underway to construct four new medium-security penitentiaries at Cowansville, Québec; Warkworth, Ontario; Springhill, Nova Scotia; and Drumheller, Alberta. In addition, property was acquired in British Columbia (Matsqui) for the site of a narcotic addiction treatment institution. As well, a major reconstruction effort was underway after a devastating riot and fire at St. Vincent de Paul Penitentiary in June of 1962.

By 1964, committee members had finished their survey of research, and had issued a "Listing of Correctional and Criminological Literature Published in Canada", in addition to the regular publications of the Association -- which consisted of the **Canadian Journal of Corrections**,

The Correctional Process (newsletter), and the annual **Directory of Correctional Services in Canada**.

The Ouimet Committee

In 1964, the then Minister of Justice, Guy Favreau, appointed a Special Committee on Corrections (later known as the Ouimet Committee) to study the criminal justice system in Canada. William McGrath, Executive Secretary to the Association, was appointed as both a member and Secretary to the Ouimet Committee. In addition, the Association's new Associate Secretary, Mr. Claude Bouchard, was also appointed to the Secretariat of the Committee. This meant that the Association suffered from a severe staffing shortage which actually worked to the advantage of the Canadian Welfare Council, as it was beginning to experience financial difficulties.

Nevertheless, the work of the Association did not seem to suffer. The Association successfully organized a group of twenty-six (26) organizations to oppose the move of the Prison for Women to Cornwall, Ontario. In mid-1965, the Association asked the Minister of Justice to delay construction of any further maximum-security penitentiaries -- particularly those slated for special detention units. Following up in 1966, the Association organized a delegation of some 48 organizations which met with the Solicitor General and opposed any further building of special detention units. As a result of these discussions, the Solicitor General temporarily stopped further construction of these maximum security units, and asked the parliamentary committee to report on whether these institutions were efficient.

By this time (1965), the Government had decided to transfer the responsibility of the RCMP, the Penitentiary Service, and the National Parole Board to the Solicitor General of Canada.

1965 also marked the year that a young teacher, Réal Jubinville, joined the Association as Associate Secretary, acting for William McGrath. Originally from Manitoba where he had planned a career in education, Réal Jubinville came to Ottawa in the mid-1950's, hoping to complete his masters degree in education (M.A. Ed., 1959, University of Ottawa). In the meantime, with a growing family, Réal sought employment with the Department of Justice in 1957 as a remission officer. By the time he joined the Association, Réal Jubinville was Case Preparation Supervisor, Eastern Division, for the National Parole Board.

The Association's Fifth Canadian Congress on Corrections was held in conjunction with the International Criminological Congress in Montreal. Judged from the publication and attendance, it was a huge success. Unlike previous Congresses, however, it ran a deficit of \$25,000 which the Minister of Justice covered with a grant to the Association. Unfortunately, lack of funds prevented publication of the proceedings of this Congress.

In preparation for the sixth Canadian Congress on Corrections to be held in Halifax during the month of June, 1967, the Association engaged itself in much committee work, studying issues from "The Role of Adult Court in Corrections" to "Compensation and Restitution", in addition to the numerous other issues under review (aboriginals, probation, the woman offender, prison industries, delinquency, training, and research).

Meanwhile in 1966, a Committee had been struck to study the future of the Association, including the possibility of separating from the Canadian Welfare Council.

Prison construction resumed with work underway at four medium-security institutions: Springhill, Nova Scotia; Cowansville, Québec; Warkworth, Ontario; and Drumheller, Alberta. In addition, tenders had been called for the construction of a maximum security facility at Ste.-Anne-des-Plaines in Québec; and consideration was given to the construction of another maximum security facility at Millhaven, Ontario.

For the first time in the history of Canadian corrections (1967), the federal government approved a grant to subsidize St. Leonard's Society in Windsor, Ontario, for the placement of federal parolees at St. Leonard's Halfway House.

Meanwhile, plans were underway to amend the *Criminal Code* and examine changes to the *Juvenile Delinquency Act*. Of special interest to the Association was the creation (in 1967) of a research secretariat within the Solicitor General's Department that would conduct some of its own inquiries as well as contract with centres of criminology and universities.

This welcomed development had been a matter of long-standing concern on the part of the Association for many years.

Likewise in 1967, the Association played a leading role in the creation of the Department of Criminology at the University of Ottawa. Private funds had initially been secured to start a program at the University of Toronto. The proposed department at Toronto failed to materialize; and instead, the University of Ottawa agreed to start a department devoted to criminology. It recruited Association member Tadeusz Grygier as its first chairperson. Meanwhile, plans were well underway at the Centre of Criminology (University of Montreal) to create courses leading to both a bachelor's and master's degree in criminology.

In 1969, the Canadian Welfare Council was re-evaluating the relationship with its divisions, one of which was the Canadian Corrections Association. The National Committee of CCA passed a resolution re-affirming its desire to remain part of the Council and collaborate on financial arrangements. There was also movement underfoot to separate completely from the Welfare Council -- in part, because the identification with "welfare" discouraged membership from the Bench, the Bar, and law enforcement; and further encouraged the "splintering" of specialist groups among many national associations. Lingered in the background was the inevitable question: "If we

leave the Council, how do we finance our operations?" This presented an especially difficult conundrum as the Welfare Council relied on a variety of sources for funding, including the Department of National Health and Welfare (Canada). In contrast, an independent Canadian Corrections Association might be dependent solely on the largesse of the Solicitor General.

Association Secretary William McGrath finally returned from his work as a member of the Ouimet Committee in 1969, following the publication of its report titled "Toward Unity: Criminal Justice and Corrections." Among its many recommendations, the Ouimet Report urged Government to minimize the use of imprisonment. Several members of the Association served as consultants and advisors to the Committee, and their efforts were widely praised.

A New Status and a New Name

In 1970, the Canadian Welfare Council changed its name to the Canadian Council on Social Development, as well as its relationship to the Canadian Corrections Association. A new constitution was devised for the Association, and chief among the changes was a new name ("Canadian Criminology and Corrections Association"); abandonment of the Division structure; creation of a Board of Directors in lieu of what had been called the National Committee; the formation of an Executive Committee of the Board; and a new status within the Council as that of an "affiliated" organization.

Discussions were also afoot to establish professional affiliations with several provincial criminal justice organizations that existed or were being formed during this period -- including well-established groups in Québec and British Columbia and newcomers in Alberta, Manitoba, and the Atlantic provinces. Within two years, the Association had affiliate memberships, and the first to join was the Manitoba Society of Criminology (1972).

1970 would also mark the first time that the Solicitor General of Canada gave the Association a general subsidy of \$30,000. Illustrative of the close working relationship between the Solicitor General and the Association was the appointment of three Association members to the Canadian delegation for the upcoming United Nations Conference on the Prevention of Crime and Rehabilitation of Offenders in Japan. The previous Canadian Congress on Corrections (1969) held in Vancouver, recorded 913 registrants -- a new record -- reflecting the growth in probation, parole, the voluntary sector, and prisons over the last decade.

The beginning of the 70's continued the Association's active consultation with Government. Briefs were prepared on amendments to the *Criminal Code*, the non-medical use of drugs, prison industries, alternatives for drunkenness offenders, in addition to the publication of the **Journal**, newsletter, directories, and planning for the biennial Congresses. The Association discussed some means of participation on the part of offenders and ex-offenders. By 1971, a small travel grant had been obtained to permit at least three offenders to participate in

Board meetings as observers. "The result was good attendance on the part of the ex-offender group."

Between April 14-18, 1971, a major prison riot took place at Kingston Penitentiary which resulted in serious destruction to the prison as well as injury and death to several inmates. Executive Director William McGrath was appointed to the Commission of Inquiry to investigate the riot, and its report attributed the riot to a failure to "establish and maintain a strong rehabilitative program."

Under the chair of Frederick Sussmann, a law professor at the University of Ottawa, the Association's Committee on Legislation was active in preparing a brief on criminal law to the newly-appointed Commission on Law Reform. The committee also studied legislation relating to bail reform and the federal courts, and prepared commentary on a bill to create a *Young*

Offenders Act. By 1973, a report titled Toward a New Criminal Law for Canada was completed, and submitted to the Law Reform Commission.

A major concern of the Association has always been public education concerning crime and corrections. Several workshops were held on the subject in both Toronto and Ottawa during 1971, and the Board considered a proposal for a national education campaign, which never came to fruition.

At the request of the Solicitor General, members of the Association were invited to participate in a study of maximum security prisons, where we voiced our reservations concerning facilities such as Archambault Penitentiary. This resulted in the "Hans Mohr Report," which recommended population limits for penitentiaries as well as suggestions as to site location.

The Association's opposition to capital punishment was again the subject of debate when the Government announced in 1971 that it would undertake a study of capital punishment. Of note, the Association's newsletter, formerly called The Correctional Process and published since 1948, was renamed in 1971. Henceforth, it would be called The Bulletin.

In the meantime, the Federal government had passed the *Criminal Records Act*, which authorized pardons for ex-offenders who had successfully rehabilitated themselves; and a new statute, providing for mandatory supervision following release from the penitentiary, came into effect in 1970. The first fee-for-service agreements were also entered into with after-care agencies in all the Provinces.

Early in 1972, the Association began plans to assist with the United Nations Congress on the Prevention of Crime and Treatment of Offenders, to be held in Toronto during the summer of 1975. Unfortunately, this meeting was relocated at the last minute because of the likely participation of the Palestine Liberation Organization (PLO).

For many years, the Association had maintained a Liaison Group with first the Minister of Justice, and then the Solicitor General of Canada. By 1971, this working group was no longer active, and its function was later subsumed within the activities of the Executive Committee.

1973 brought even more activity by the Board, including a change to the Association's Constitution (reflecting its non-profit status) so that the Association could, in the future, apply for recognition as a charitable organization and solicit funds on its own behalf. There were rumblings among several Board members that funding by the Canadian Council on Social Development had reached a plateau; and that if further growth was possible, some thought had to be given to seeking independence from the Council. In the meantime, provincial associations from British Columbia, Saskatchewan, and the Atlantic provinces became affiliate members of the Association (in addition to Manitoba); and discussions were underway with the remaining provincial associations.

With greater funding, the Association was able to subsidize some travel expenses by Board members -- which resulted in greater attendance at meetings -- and arrangements were underway to provide simultaneous translation at Board meetings. Unfortunately, funding lapsed after one year for simultaneous translation, but there was money available to continue translation of all Association reports in both official languages.

In 1973, the Association presented its brief on the future of parole in Canada before the Senate Standing Committee on Legal and Constitutional Affairs, and brought to the attention of the Solicitor General the need for a transfer of prisoner treaty with the United States. It seems that, for some time, Canadian citizens imprisoned in U.S. penitentiaries had great difficulty obtaining parole because of the lack of any supervision agreement between the two countries. Finally in 1973, the Association reiterated its opposition to the death penalty, and issued a formal statement which was given wide circulation.

The Search for Independence

Plans were well underway in 1974 for the Association to form a separate entity, apart from the Canadian Council on Social Development. That year, the Board approved several new amendments to its Constitution permitting individual membership in the Association and membership fees. Previously, those interested in the work of the Association first became members of the Council. This led to an exploratory application for a sustaining grant from the Solicitor General of Canada -- a grant that would represent at least 50 percent of the Association's budget.

Over the next several years, extensive negotiations would take place, chiefly concerning the extent of the Government's willingness to allocate a sustaining grant for the operation of an independent association of criminal justice professionals. Finally, the Solicitor General of Canada, then Warren Allmand, agreed to a subsidy.

Committees were struck to write a new Constitution, plan for a new budget, and explore further affiliation with provincial groups. In 1974, the Ontario Association of Corrections and Criminology joined as an affiliate, which now brought the number of affiliates to five. On April 1, 1975, the Association became an independent financial entity from the Council. Incorporation, however, would come two years later (1977).

This year also brought about a referendum to all Association members, seeking their comments on whether the sale and use of marijuana should be legalized, with manufacture and sale in the hands of the government. Any profits realized would go to research, education, and treatment related to drug and alcohol abuse. The results of this referendum were a resounding YES.

In the summer of 1976, the Association sponsored the first Canadian Conference on Youth, Society, and the Law which focused primarily on the problem of juvenile delinquency. Over 550 delegates attended, and it was the intent of this Conference to better address the concerns of delinquency specialists and hold a biennial conference in off-Congress years. Subsequently, the Board authorized a follow-up conference in 1978, to be held in British Columbia.

In one of the first attempts to co-ordinate and share information among the many voluntary organizations, circa January 1975, a national meeting was held representing twenty-one groups. There was wide agreement that some means was needed to keep all the organizations informed. This meeting, under the auspices of the Association, would eventually become NAACJ -- National Associations Active in Criminal Justice.

The Association continued a multitude of activities, including a joint project with the Canadian Mental Health Association to evaluate forensic services nationwide; a review of the *Bail Reform Act* (which allegedly was being misused); a study of the Don Jail in Toronto; and consultation as to the future of the Canadian Penitentiary Service, to name a few. In addition, the Association testified before the Senate recommending the legalization of marijuana, supported the enfranchisement of federal prisoners as to their right to vote, and participated as part of the Canadian delegation to the United Nations Congress on the Prevention of Crime and Treatment of Offenders.

In the meantime, the Association's Committee on Legislation was busy writing briefs on the various working papers issued by the Law Reform Commission, as well as giving testimony before the Standing Committee on Justice and Legal Affairs on a variety of pending bills. Likewise, the

Association received both a federal corrections and private foundation grant to begin a study of standards in relation to adult corrections in Canada. University departments from Montreal, Ottawa, Toronto, and Simon Fraser were involved in the planning.

Independent with a New Name and Logo

Within two years of obtaining separate funding apart from the Canadian Council on Social Development, the Association applied for and obtained non-profit, corporate status effective June 13, 1977. With this new status, yet another name change occurred, and henceforth, the Association would be called the "Canadian Association for the Prevention of Crime."

The following year (1978), the Association discussed changing its By-laws to provide for a category of Board members designated, "Delegates-at-Large." There was a sense that some Board members not active in the Provincial associations, but with a national reputation, could make a useful contribution to the Association.

Of interest to the Board was the question of standards for correctional institutions. In 1976, a planning grant was obtained to begin the compilation of such guidelines. Later in 1980, a committee was established to pursue funding, and a grant was sought from the Donner Canadian Foundation.

In the meantime, there was much discussion about additional prison construction. Among several non-profit organizations, there was a movement afoot to declare a moratorium on prison construction, a matter which the Association declined to endorse.

An important task force report, titled **Community Involvement in Criminal Justice** was released in 1977. Association Deputy Director Réal Jubinville served as staff to the Task Force, and its primary recommendation was that the non-profit sector should be strengthened by allocating more resources -- particularly with stable, long-term funding.

During 1978, a new logo was coined for the Association. It consisted of a black and red circular design that has broad, symbolic meaning. Our **Journal** also changed its name to **The Canadian Journal of Criminology**. Previously, it had been called the **Canadian Journal of Criminology and Corrections**. The **Journal** was, however, experiencing financial difficulties (a deficit, in fact) that was creating hardship for the Association, and consultations were underway with Simon Fraser University to jointly sponsor the **Journal**.

During this period, a renewed relationship with Correctional Service of Canada (formerly the Canadian Penitentiary Service) took place. A liaison group of eight Association members met

regularly with the Commissioner and his staff to discuss study projects and benefit from mutual dialogue. The Association was also invited to comment on minimum security accommodations, the Service's long-term planning committee, and the rehabilitation of inmates.

The beginning of the 1980's brought renewed energy on the part of the Association. At its annual general meeting in Toronto, the Board passed a resolution, to wit:

that CAPC go on record as regretting that the Government of Canada has not developed a national criminal justice or corrections policy, and that we prepare a communication to the Minister of Justice and the Solicitor General expressing this regret, requesting effective action at the earliest possible time, and offering our assistance in the task.

Somewhat ominous, however, was a steep decline in membership. Just a year before (1979), the Association had 2,009 individuals -- only to see it decline to 1,561 a year later, and 1,091 members in 1981. A vigorous membership campaign was instituted, but this decline would correspond with the beginning of budgetary cutbacks in the private criminal justice sector. Nevertheless, by the end of 1979, the Association had sustained a deficit of approximately \$100,000, which was severely taxing its operations. In fact, President Frank Chafe and several other Board members mortgaged their personal homes in order to subsidize the Association

during this difficult period. Partly as a response to this deficit, subscription fees for the **Journal** were doubled and membership fees were revamped.

The year also marked a change in management of the **Journal**, with Associate Director Réal Jubinville taking over administrative duties. A wide range of activities were commenced by the Board, including presentations to the Law Reform Commission on revisions to the *Criminal Code*, an examination of adult probation and mandatory supervision, co-ordination of the new aftercare funding within CSC, and the upcoming UN Congress on the Prevention of Crime and Treatment of Offenders in Caracas, Venezuela.

The termination of President Frank Chafe's term brought a rousing call for raising the profile of the Association at every opportunity. During the Board meeting of July 15, 1981, he challenged the Association as follows:

....we must move to the centre of the stage and be prepared to assert ourselves in a leadership role. We must be prepared to fight, if necessary, to achieve full recognition for the achievements of the Association in the past and for its ultimate recognition and acceptance as the national link between governments and the Canadian community at large.

Not surprisingly, a new public relations committee was formed by the Board, and a journalism student was hired one day a week to help prepare press releases, arrange radio and TV

appearances, and assist with pamphlets and posters.

By now, the standards and accreditation project was in full operation. The Association received a grant from the Donner Foundation as well as an American foundation, and a staff of seven were hired to pursue this project. Three responsibilities were targeted: drafting correctional principles; creating an accreditation process; and establishing standards for the adult corrections field.

The Association's Legislation Committee actively participated in hearings on a proposed new Charter of Rights during 1981, and drafted briefs on young offenders, new sexual assault legislation, and amendments to the *Criminal Code*. For over two decades (1968-1993), Frederick Sussmann, a law professor at the University of Ottawa, chaired the Association's Committee on Legislation. Born and educated in New York State, Professor Sussmann graduated with honours from Columbia Law School in 1943, and spent the next twenty years litigating both civil liberties as well as private cases. At the invitation of the University of Ottawa Law School, he immigrated to Canada in 1966, and joined the faculty of law.

Additional activities of the Association during the early 1980's included a study of federal-provincial duplication and "over-lapping," citizen seminars on discretion in corrections, and TV programming for children. Early on, the Association expressed its concern over the amount of violence portrayed on television. In 1982, the Association recommended that a national resource centre be created to provide leadership around the evolving role of television. The Solicitor General approached the Association for advice on "Dangerous Offenders," and a delegation continued to consult with the Solicitor General regarding the voluntary sector, the 25-year mandatory minimum for first degree murder, and halfway house policy. Members of the Association were shocked to learn that Correctional Service of Canada was planning to build a new penitentiary at Renous, New Brunswick. The Association had originally objected to this site because it was too isolated. A campaign was subsequently undertaken to advise both the Prime Minister and other Members of Parliament concerning our reservations about this facility. The following year (1982), the Association created a Committee on Prison Construction so that when "issues arise, CAPC will be ready for prompt and consistent action."

By 1981, all provincial associations but Prince Edward Island had elected to affiliate themselves with the Association.

A period of re-examination commenced the following year regarding the purpose and priorities of the Association. At the outset, two new committees were formed, one on prevention; and the other on the subject of alternatives. Due to expenses, Board meetings were reduced to twice a year (instead of four per annum), and the composition of the Executive Committee was enlarged.

Retirement of Bill McGrath

The Association was also saddened in 1982 with the retirement of its first, post-merger, Executive Director, William "Bill" McGrath. During his 31-year career with the Association, Bill McGrath shepherded the Association through several name changes and transformations. His tenure is forever marked by the hiring of professional staff, his editorship of the monograph, **Crime and Its Treatment in Canada** (Toronto: Macmillan, 1976); numerous other publications; membership on the Ouimet Committee; and stewardship of the Association's numerous publications, including the Journal, the Bulletin, and Directory of Criminal Justice Agencies. In honour of his retirement, the then President, Ms. Gillian Sandeman, remarked:

When it was left to Bill McGrath to chart his path, he chose a route for which the guideposts have been his professional skills, his knowledge of the criminal justice process and a deeply humane philosophy of life: his goal has always been crime prevention in its widest sense.

Subsequently, Bill McGrath was the unanimous choice to be the new Chair of the Standards and Accreditation Development Committee.

A draft report on adult probation in Canada was produced in 1982, and was widely circulated throughout the provincial affiliates. As well, the Association commented on a paper released by the Solicitor General titled, "Clemency Review". The perennial issue of long-term,

sustained funding was likewise presented to the Government by the Association on behalf of eight national organizations.

The new year brought with it a new Executive Director for the Association in the name of Joshua Zambrowsky. Mr. Zambrowsky was both a lawyer and criminologist (trained by Dr. Bruno Cormier) who was a past Executive Director of the provincial John Howard Society, first in Montreal and later in Alberta. One accomplishment was the adoption by the Board of a final report on adult probation in Canada (1983), and issuance of the publication, Towards a New Criminal Law. In addition, a new Victims Committee was created, as well as an ad hoc Committee to review the Association's by-laws and constitution. In lieu of the biennial Congress, the Association held a 3-day Dialogue on Criminal Justice Policies sponsored by the Ministries of Justice and the Solicitor General.

In 1984, the Association received the good news that its sustaining grant from the Solicitor General of Canada would be nearly doubled to \$240,000 per year. This enabled the Association to hire additional staff, increase travel funds, and subsidize the expenses of the Executive Committee. In addition, the work of the Standards and Accreditation Committee was near completion. The Board of the Association had endorsed its mandate and principles, and several draft reports were

put into circulation for comment. Finally, a 7-volume publication was produced. Unfortunately, the field of corrections showed little interest in a voluntary-sector-driven standards and accreditation process.

The Board of Directors approved a recommendation to increase the size of the Board to 72 members, allowing for nomination of several members-at-large in addition to those put forth by the Provincial affiliates. Also approved was yet another name change, and henceforth, the Association was to be called the *Canadian Criminal Justice Association*. A major initiative was undertaken to "revitalize" the Association, and efforts were made to approach the "Heads of Corrections" (an association of senior correctional officials from all jurisdictions), who were then contemplating the formation of a "Canadian Corrections Association."

The Association's Dangerous Offender Committee continued its work, although there was a division within the Committee on the most appropriate way to respond to so-called dangerous offenders -- Special Handling Units or other alternative measures. Continuing to play a role in the crime prevention area, members of the Association were represented on the National Advisory Committee, Canadians for Crime Prevention.

Sharpening its focus, the Association actively made representations before the Carson Committee on "Management of Correctional Institutions." The Legislative Committee continued its preparation of testimony and position papers on new legislation to amend the *Criminal Code*. In conjunction with the name change of the Association, the Bulletin changed its name to the Justice Report; and the Association hosted a successful seminar in Toronto on the rights of crime victims and services for victims.

During the year (1985), there was also consultation on the dangerous offender issue. This resulted in a series of recommendations from the Association, calling on the greater use of alternative measures outside of disassociation or special handling units. There was also re-affirmation of the Association's historic opposition to capital punishment. Of some concern, however, was the voluntary sector's limited role in the 7th U.N. Congress for the Prevention of Crime and Treatment of Offenders; and concern over the funding relationships between the federal government and the voluntary sector.

The mid-1980's brought with it some refocusing, as the Association ran a deficit of about \$25,000 by the end of 1986, due to some loss of membership and additional travel expenses surrounding the 1985 Congress in Vancouver. The Association came to prominence in its campaign to oppose the construction of a new federal penitentiary in Port Cartier, Québec. The Solicitor General was asked to adopt a set of principles concerning prison construction which reflected 25 years of Association study and experience.

The Legislative Committee issued position statements on a wide range of subject matters --

including the YOA, sentencing reform, and amendments to the *Penitentiaries Act*. Responding to the Canadian Sentencing Commission, the Association took a strong position in defense of parole and against sentencing guidelines. Members later testified before the Standing Committee on Justice and Solicitor General (then known as the Daubney Committee); and contributed to persuading the Government to save the National Parole Board and not enact a US-style sentencing guideline system.

In 1987, the Association selected a new Executive Director named Gaston St-Jean. Born in Maniwaki, Québec, Mr. St-Jean spent his formative years in rural Québec, later obtaining a bachelor's degree from Laval University and a master's of criminology from the University of Ottawa. His early career consisted of work with the John Howard Society of Ottawa, eight years as a director of a halfway house, and then three years with the National Joint Committee of the Canadian Association of Chiefs of Police and Federal Correctional Services.

He is the first Executive Director to be completely bilingual.

A major collaboration this same year was a joint project with the Canadian Council on Social Development. This was a follow-up to a national conference on crime prevention through social development held a couple of years earlier. A special issue of the **Journal**, titled "Safer Communities: A Social Strategy for Crime Prevention in Canada" was published in October of 1989. The strategy was developed by the Canadian Criminal Justice Association with the collaboration of five national organizations and several individual experts in the field of crime prevention.

In 1987, the Association also sponsored a national conference on the administration of prison industries, and, of equal importance, was the Association's national consultation on standards for halfway houses in Canada.

By then, it was becoming apparent that there was little interest by Correctional Service of Canada, or from any of the Provincial ministries of corrections, in the standards for correctional facilities developed so laboriously by the Association.

A new Committee was created during this period to advise the Chairman of the National Parole Board concerning the Association's perspectives on conditional release. The Association was particularly concerned about the public's lack of knowledge about and support for parole, and made recommendations concerning greater use of alternatives and release of non-violent offenders.

1987 was also marked by continued lobbying on behalf of the Association and other NGO's for a long-term funding arrangement with the Federal Ministry of the Solicitor General. This resulted in a Discussion Paper on the relationship between the Ministry of the Solicitor General and the voluntary sector. Later, the various non-profit groups agreed not to undertake any new initiatives until the Ministry of the Solicitor General had completed its review of long-term funding

issues. In point of fact, funding for the NGO sector in corrections had remained at 1983 levels with no change. Unfortunately, this consultation never resulted in any long-term agreement, and during the early 90's, the private sector in corrections found itself experiencing annual reductions to its already small budgets. Executive Director Gaston St-Jean observed in his 1990 Report to the Board that:

Even after several phone calls, letters and meetings, no success was achieved, despite what our members, and even several government officials, would recognize as legitimate aspirations on our part. We cannot imagine what more to do, but do more of the same until someone in authority finally realizes that, dollar for dollar, investing in the voluntary sector probably yields one of the best possible returns on investment.

With the publication of the Daubney Report titled "Taking Responsibility", the Board created a new committee chaired by Gerry Ruygrok, to oversee the government's response to implementing the recommendations of the Standing Committee on Justice and Solicitor General. An additional purpose was to insure that the Daubney Report was not ignored by the government. Of interest, Gerry Ruygrok became interested in the work of the Association (and a Board Member) after suffering a personal tragedy: his daughter was murdered while working in a halfway house.

30th Birthday of the Journal

Moving toward a new decade, the Association was instrumental in creating several student chapters at local universities. 1988 also marked the thirtieth birthday of the Canadian Journal of Criminology, which enjoys the support of almost nine hundred subscribers and financial underpinning from the Social Sciences and Humanities Research Council. This year also

celebrated the twentieth anniversary of the Directory of Services, the only complete listing of justice services in Canada.

Continuing its historic tradition, the Association issued a number of policy papers on a wide range of subjects, including amendments to the *Parole Act*, correctional law, the Mission statement of CSC, and long-term directions for the Ontario Ministry of Correctional Services.

In 1990, the Association spearheaded a National Forum on Rehabilitation, organizing some 20 simultaneous workshops across Canada. The response -- in excess of 5,000 participants -- was nothing less than spectacular, and later resulted in the publication of the proceedings. It suggested a model of co-operative relations between the Government and the voluntary sector in criminal justice that has yet to be widely imitated. During the early 90's, the Association tried to interest the Government in a series of workshops about crime prevention, to no avail.

The new decade also resulted in the creation of a committee to address the subject of firearm violence, in addition to several other committees struck by the Board of Directors. Especially active were the "Ruygrok" committee which was monitoring the work of the Standing Committee, as well as the Legislation Committee.

As evidence of dwindling resources, the Association struck a fundraising committee in the beginning of 1990, which met with only moderate success. Government funding continued to supply about 60 percent of the Association's income; and a good portion of its other income was generated through memberships, publication sales, and registrations at the biennial Congresses.

By 1991, staff at the Association was reduced to four persons via retirement: two professional and two support staff. Vacant positions were not filled as the Association waited for some indication of what the future would bring in terms of long-term funding, an ever-present and unsolved problem. Nonetheless, the work of CCJA continued under the auspices of a variety of volunteers. For example, the Legislation Committee considered new amendments to the *Young Offenders Act* as well as decriminalization of possession and use of drugs. In addition, work was underway to revise the Association's publication, "Toward a New Criminal Law for Canada" (1982).

One of the major accomplishments of CCJA during this period was the publication of our comments on "Directions for Reform." A 30-page report was prepared and circulated in both official languages to some 1,500 members of the Association. This document received favourable commentary from a number of quarters, and the Ruygrok committee was subsequently renamed the "Parliamentary Monitoring Committee" in order to continue its efforts in bringing about legislative changes.

The Association's Committee on Firearms issued a recommendation calling for a balanced approach that involved greater controls on firearms-related violence. This subsequently led the Association to join the Coalition on Gun Control (headquartered in Montreal), and to testify before the Standing Committee on C-17 -- a bill to control firearms and tighten regulations that was passed into law in 1992.

Due to continued government retrenchment, the Association reduced its own expenses beginning in 1991, first by cancelling many outside contracts, doing all translation in-house, and carefully controlling travel expenses and printing costs. Indeed, although a sizable deficit was forecast for FY 1992-1993, conservation measures resulted in a surplus of over \$30,000 that year. Despite these cutbacks, the Association continued to be productive: putting forth four issues of the **Canadian Journal of Criminology**, three issues of the **Justice Report**, six issues of the **Bulletin**, the **Justice Directory of Services**, the **Directory of Services to Victims of Crime**, in addition to numerous policy briefs to Parliament as well as to the Board of Directors and Executive Committee.

For its part, the Legislation Committee remained quite active, issuing briefs on general principles for the *Criminal Code*; and new legislation to better control the use of force by police officers. Likewise, the Parliamentary Monitoring Committee was very active, testifying on C-36, a bill to amend the old *Penitentiary and Parole Act*. Members of the committee participated in consultations with the Solicitor General on the future of temporary absences by Correctional Service of Canada. This effort led to the issuance of a report which recommended both saving and enhancing temporary absences as a rehabilitative tool. Committee members also responded to a working paper on Intermediate Sanctions, arguing for the greater use of alternatives to prison.

The Board took a special interest in the case of Kitty Nowdluk-Reynolds, a native woman who was raped and later arrested and imprisoned by the RCMP in order to ensure her presence as a witness at trial. The Board struck a special committee which issued a report concerning the plight of victims. In a similar vein, our recommendations were brought to the attention of the RCMP Police Complaints Commission, which disseminated them to a wide constituency.

CCJA also participated in the National Liaison Committee -- a coalition of national voluntary organizations which met periodically with the Deputy Commissioner of the Correctional Service of Canada (CSC) to share views. During the early 1990's, much of the discussion centred around programs for women and the long-term prisoner.

1993 was a time of reflection by the Association as to its organization and mission. Because of the need to economize and rationalize, plans were made to reconsider the organization of its committees. Thus, the Association's long-standing Legislation Committee, as well as its more recent Parliamentary Monitoring Committee, were combined to form a new committee, called the Policy Review Committee.

Concluding Themes

The early beginnings of the Association, like much of the prisoners' welfare movement in Canada and England, were chiefly Anglophone and Protestant. However, unlike many organizations which concentrated their efforts on religious conversion and aftercare services, the Canadian Prisoner's Welfare Association (1919) was equally concerned with penal reform (the amelioration of prison conditions) as well as opposition to capital punishment.

The Association helped bring about the first penal congresses, starting as early as 1929, which brought together progressive, welfare-oriented practitioners to debate modern, humane developments in penology. When the Association was reconstituted in 1936 under the Canadian Penal Association, it continued its focus on treatment of the offender and abolition of the death

penalty. Despite persistent financial woes, the CPA would hold another three penal congresses before initiating merger discussions with the Canadian Welfare Council, which managed a division devoted exclusively to delinquency and crime.

The two distinct organizations merged in 1956 to form the Canadian Corrections Association -- thus assuring a source of stable funding. Infused with a social welfare approach to crime, especially with regard to prevention and juvenile delinquency, the next twenty-year period (1956-1976) saw the Association at its height of influence. Not surprisingly, this corresponded with the development of probation and parole systems across Canada. Most of the influential members of the Association occupied prominent positions in this rapidly expanding sphere of corrections. The establishment of a formal journal in Canadian criminology would lead to the funding of original Canadian research in penology -- and later helped create criminology departments across the country. In particular, the Department of Criminology at the University of Ottawa owes its beginnings to the Association.

Though alarmed with the construction and expansion of the prison system, the Association was never effective in preventing major prison construction, especially during the 1960-1975 period. It did, however, oppose further expansion of large, maximum security facilities and the use of special handling units (SHUs). However, in 1987, the Canadian Sentencing Commission recommended abolition of the parole system and the creation of an American-like, sentencing guideline system. The Association sprang to the defense of early release mechanisms (especially parole), informed discretion, and the need for alternatives and aftercare. This single event may have saved Canada from what would likely have been massive increases in its penal population.

Concentrating its efforts on penal reform since its beginning, the Canadian Criminal Justice Association continues its historic concern with public education, community involvement, and crime prevention. Today, the Association is widely respected as a source of more humane developments in criminal justice -- a role which it has pursued for over 75 years.

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Oral History:

The following individuals graciously provided time for an interview concerning their careers and involvement with the Association: Gaston St-Jean, William T. McGrath, Josh Zambrowsky, John Braithwaite, William Outerbridge, Prof. Fred Sussmann, Frank Miller, and Réal Jubinville.

APPENDIX I

The following is a list of Presidents of the Canadian Criminal Justice Association, since the amalgamation in 1956. Association presidents have come from a wide variety of occupations, including the judiciary, voluntary sector, federal and provincial corrections, parole boards, provincial legislatures, and academia, to name a few.

1956-1958	Hon. James C. McRuer Chief Justice Supreme Court of Ontario
1958-1960	Mr. S. Rocksborough-Smith Deputy Director of Corrections Vancouver, B.C.
1960-1962	Mr. A.M. Kirkpatrick John Howard Society of Ontario
1962-1965	Rév. Père Noël Mailloux, O.P. Institut de psychologie Université de Montreal
1965-1967	Magistrate E. W. Kenrick Court House Haileybury, Ontario
1967-1969	B. W. Henheffer Department of Justice (Corrections) Fredericton, New Brunswick
1969-1971	Frank P. Miller National Parole Board Ottawa, Ontario
1971-1973	Hon. Jean-Paul Lavallée Cour du Bien-être social Montreal, Quebec
1973-1975	Archibald Whitelaw, Q.C. Barrister & Solicitor Toronto, Ontario

1975-1977	Hon. Ian V. Dubienski Judge, Provincial Court, Criminal Division Winnipeg, Manitoba
1977-1978	Hon. Jean-Pierre Beaulne Cour Provinciale, Division Criminelle Ottawa, Ontario
1978-1981	W. Frank Chafe Canadian Labour Congress Ottawa, Ontario
1981-1983	Ms. Gillian Sandeman Elizabeth Fry Society of Toronto Toronto, Ontario
1983-1985	Marie-Andrée Bertrand Ecole de Criminologie Université de Montreal
1985-1987	Ms. Melanie Lutt Department of Sociology University of Saskatchewan
1987-1989	John Braithwaite Correctional Service of Canada Ottawa, Ontario
1989-1991	William F. Foster Regional Director of Corrections Kamloops, B.C.
1991-1994	Paul J. Williams John Howard Society of Québec Montreal, P.Q.
1994-1995	Howard Sapers, M.L.A. Legislative Assembly of Alberta Edmonton, Alberta
1995-1997	Ken Sandhu

Ontario Board of Parole
Toronto, Ontario

APPENDIX II

List of Executive Directors:

1951-1982	William J. McGrath
1983-1987	Josh Zambrowsky
1987-Present	Gaston St-Jean

APPENDIX III

The following is a list of CCJA-sponsored Canadian Congresses of Corrections, identified by date and city. Unless otherwise expressed, each congress was a joint venture of the CCJA and the corresponding provincial criminology or corrections association:

- 1929 Held in conjunction with American Penal Congress, Toronto, Ontario.
- 1935 Held in Montreal, Québec, in conjunction with American Conference of Social Workers.
- 1942 Also held in Montreal with Canadian Conference on Social Work.
- 1946 First independent Canadian Congress, Windsor, Ontario.
- 1949 Kingston, Ontario.
- 1953 Toronto, Ontario, with American Penal Congress.
- 1957 Montreal, Québec.
- 1959 Vancouver, British Columbia.
- 1961 Toronto, Ontario.
- 1963 Winnipeg, Manitoba.
- 1965 Montreal, Québec.
- 1967 Halifax, Nova Scotia.
- 1969 Vancouver, British Columbia.
- 1971 Ottawa, Ontario.
- 1973 Regina, Saskatchewan.

1977 Calgary, Alberta.

1979 Halifax, Nova Scotia.

1981 Winnipeg, Manitoba.

1983 Ottawa, Ontario.

1985 Vancouver, British Columbia.

1987 Toronto, Ontario.

1989 Halifax, Nova Scotia.

1991 Victoria, British Columbia.

1993 Québec City, Québec.

1995 Winnipeg, Manitoba.