

A HISTORY OF THE COUNCIL OF PROVINCIAL ASSOCIATIONS OF PSYCHOLOGISTS: 1967 TO 1990

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Note: At the time she wrote this history, Dr. Wand was Registrar of the Ontario Board of Examiners in Psychology.

INTRODUCTION

At the January 1990 meeting of the Council of Provincial Associations of Psychologists (CPAP) I was asked to prepare a brief history of the organization in time for the June meeting. Tracing its development was not easy. An archival statement prepared by Berry, Davidson and Gibson (1974) is the main source of information about ACPAP in its first six years. A small amount of supplementary information comes from reports to the Board of Directors of the annual meetings of the Canadian Psychological Association (CPA). Additional information in the hands of individual participants, or in reports from ACPAP delegates to their provincial associations has not been readily available and has not been included in this preliminary account. Reports of other events, such as the report of the Vancouver Conference (Ferguson, 1977) were not obtainable, and their proceedings, described in other reports, were therefore examined second hand.

In studying the available materials it is interesting to observe provincial organizations gaining in stature over the years, in number of members, financial resources and regular publications. Concrete proposals for joint action through ACPAP were formulated and acted upon. Still, there are recurring themes that have followed ACPAP since its inception, reappearing in accounts of its meetings. Although the ACPAP canoe has been proceeding downriver in an orderly fashion, it has had its attendant cloud of agenda mosquitos: issues of communication, CPA reorganization, national standards, reciprocity, and so on.

In the eighties CPAP made great strides toward financial independence, established a cost-sharing formula that seems to be working, and has maintained regular Minutes of its meetings, although it still lacks a central repository for its documents. The most notable development in organization is the representation in CPAP of all the psychological organizations in the provinces and territories, a goal identified in 1968 but not achieved until January, 1990.

ACPAP 1967-1974

According to Berry, Davidson and Gibson (1974), the impetus for the creation of ACPAP came from CPA. In November, 1967 the CPA Standing Committee on Regional Associations met in Banff "to deliberate about the problems of finding national

expression for provincial concerns in psychology" (p. 368). The key agenda items at the Banff meeting were "education and training boards", "the evolving and divergent roles of the provincial psychological associations and the CPA", and "current issues in registration and licensing" (p. 370).

The formal inaugural meeting of ACPAP was held in Montreal in September, 1968. In its formal report of June, 1969 to CPA, the CPA Standing Committee on Professional Affairs (PAC), refers to ACPAP as "This body, the erstwhile Regional Affairs Committee" (Blank, Berry and Gibson, 1969). The report continues: "As per instructions from the Board, the PAC chairman attended these meetings as a delegate from CPA. At the request of this group the Chairman has taken an active part in the activities of the Council and at the discretion of the Board will continue to do so" (p. 321). Nevertheless, writing in 1974, Berry, Davidson and Gibson indicate that "the provincial associations were interested in some direct liaison among themselves" (p. 370), and although "CPA was invited to assign a permanent representative ... the decision was made to operate apart from CPA" (p. 371). In the beginning, then, perceptions of ACPAP differed. ACPAP was seen by CPA as a successor to one of its committees, but by the provincial delegates as an organization "apart". Although now a separate organization, perceptions of CPAP's role has varied over the years, and no doubt have been in part a function of the tasks it has taken upon itself.

As Berry, Davidson and Gibson have indicated, CPA in the sixties was preoccupied with "the impact of new and growing university psychology programs", but not with applied programs, whereas the provincial associations were concerned "to maintain the vigour of professional psychology" (p. 369).

In describing the terms of reference established and the early activities of ACPAP, a number of statements in the paper are instructive. It was decided that the Council would "assume responsibility for critical issues", and "attempts would be made to work each to a solution on the basis of priorities established" (p. 371). Legislation, difficulties in establishing reciprocity or other inter-provincial working agreements were identified early on as critical matters.

Many of the people who were involved in the two CPA committees concerned with the creation of ACPAP, were also present at the Banff meeting and at ACPAP's inaugural meeting. It is perhaps not surprising then that ACPAP was quick to act on some of the concerns expressed in these meetings and arising within CPA. Almost immediately after its formation ACPAP "recommended and offered to assist in the development of an Applied Division within CPA" (Berry, Davidson and Gibson, p. 373), a proposal made earlier by the CPA Standing Committee on Regional Associations (*Canadian Psychologist*, 1967, 8a(2), p. 120), based on the results of a CPA membership survey in 1966 (Slemon and Gibson, 1968), and achieved by CPA in 1972.

Among other tasks for the future, as reported by Berry, Davidson and Gibson, were: to ensure representation from the provincial organizations, and to ensure the "orchestration of scientific and professional concerns at the national level". The authors

considered that CPA was in a stronger position to foster information exchange, to provide national liability insurance for practitioners, and "to advance the arms of national professional psychology through its applied division" (p. 374).

In response to expressed needs for "reciprocity of registration and manpower mobility" (p. 374) the authors offered the suggestion that "A next step might be the federation of these bodies as a 'Dominion' College of Psychology, controlled by the provincial groups in the interest of a high and uniform Canadian standard of practice" of which "ACPAP could be a prototype" (p. 375). These were the first allusions to developments within CPA and ACPAP that were to take shape later.

ACPAP from 1975 to 1979

The *Canadian Psychologist* provides little information about ACPAP between 1974 and 1979. In the published report to the annual meeting of CPA in 1975, the Chair of the PAC "made particular mention of the Association's involvement with ACPAP in the drafting of standards for psychologists in hospital settings" (16 (4), p. 297). To the same meeting, the CPA representative, Stephanie Dudek, reported on a meeting of the CPA Executive Committee with the presidents-elect of provincial associations which included a discussion of "ACPAP's concern to study and revise its functions and referred to the proposed establishment of a national college of psychology in Canada" (16 (4), p. 298). Among the published reports to the annual meeting of CPA in 1976, the Executive Officer "noted the Council's (ACPAP's) efforts to develop national standards and practices for psychologists" (17 (4), p. 325). To the same meeting the representatives from the CPA Professional Affairs Committee to ACPAP referred again to "national standards".

In 1977, a meeting referred to as the Vancouver Conference was held "as a result of urging" by ACPAP spurred on by "some rumblings about the development of a National Association of Professional Psychologists and the impression that CPA was not attending sufficiently to applied concerns" (T.V. Hogan, 1988, p. 13). Along with members of the CPA Board of Directors, this two-day meeting was attended by the presidents and representatives of provincial associations. According to Hogan, the Past-President of CPA, R.G. Berry, in commenting on the current organization of Canadian psychology, found it "ludicrous that 5000 psychologists in Canada would require 17 associations, several divisions and untold numbers of special interest groups to meet their needs". Berry saw the current organization as "incredibly expensive and inefficient" (p. 14).

Hogan reports that the deliberations of the conference led to resolutions "that it be recognized that the CPA speaks for Canadian psychology", that CPA "has the responsibility to promote leadership in the development of national standards"; that the organizational structure of CPA be changed "to include representatives of provincial organizations"; that CPA and the provincial associations "enter into discussions regarding the sharing of services and their costs, and explore the possibility of a joint

fee structure"; and that CPA "deal immediately with the question of national standards for the professional practice of psychology in Canada" (p. 15).

According to Hogan, the Vancouver meeting "averted the establishment of a national association of professional psychologists". Presumably, the resolutions referred to above placated the provincial representatives. Hogan also refers to other CPA initiative that were identified in the conference or followed from it that may also have been viewed favorably by the provinces. They are reproduced here in full:

1. The establishment of a national full-time secretariat in Ottawa with a full-time psychologist Executive Director;
2. The quest for a "made in Canada" Code of Ethics;
3. Accreditation Standards for Clinical Psychology Training Programs;
4. The development of Policy Statements particularly related to Applied Psychology;
5. The establishment of the Section structure within CPA;
6. Revamping the journal *Canadian Psychology*;
7. Reorienting the annual convention;
8. Development of a determined lobby effort particularly in the areas of Science Policy, Health and Criminal Justice;
9. Development of Standards for Health Service Providers, for Supervision of Para-Professionals, for Counseling and Therapy with Women, for omitting Sex Bias in Interest Inventories, for the Use of Animals in Psychological Research and Teaching, and for Psychological Service in General Hospitals and Prisons; and
10. Participation in the development of the Canadian Register of Health Service Providers in Psychology.

From these various reports of discussions between CPA and the provincial organizations, we hear repeatedly about the need to develop national standards for Canadian psychologists. For one who was not in attendance at these meetings, it is not possible to determine the source of the initiatives, whether CPA or one or other provincial organization. In any case, the record suggests that many causes ultimately espoused by ACPAP, or rather by CPAP, were first identified within one of the committees of CPA although they may have been in response to "rumblings" from the outer regions.

ACPAP to CPAP: from 1980 to 1990

Representation in CPAP. Almost from the beginning, one of the expressed goals of ACPAP had been to ensure full representation from the provincial psychological organizations. Yet in 1980 representation in ACPAP became an issue. The organizations from Quebec, Saskatchewan, Manitoba and Alberta, present at the founding meeting of ACPAP, were representing not only the fraternal interests of psychology but the regulatory function as well. However, it did not appear relevant to

this group to include the organizations set up as separate entities in Ontario and New Brunswick to fulfil the regulatory functions. Although it is unwise to speculate, a number of explanations suggest themselves.

The tensions within CPA that led to the formation of ACPAP arose during a period in which legislation to recognize and regulate the profession of psychology was just being introduced in the provinces. The regulatory role was new and, in fact, it took many years to determine how it should be played; it has taken many more for it to become visible, to enable psychologists to view it accurately, or to decide how to relate it to the advocacy role. In Ontario and New Brunswick, where the regulation was carried out by a separate organization, roles tended to be ascribed by the fraternal organization to the regulatory body.

This may have been due in part to the fact that the fraternal association had been active in the creation of the regulatory body in these provinces. Viewing it somewhat as a parent might view a child who ought to be satisfied with its new toy, leaving the parents to do the talking. This tendency was no doubt reinforced by the fact that the members of these boards were appointed rather than elected.

Certainly, the Ontario Board of Examiners in Psychology (OBEP) was content with this state of affairs, at least until 1980 when it learned that ACPAP was actively engaged in discussions of professional regulation, standards and related legislation. By this time, OBEP had accumulated twenty years of experience in regulation and believed it should participate in ACPAP discussions of matters it considered to be its legitimate concern. Without going into detail, it is interesting to note that almost three years passed before ACPAP extended an invitation to OBEP to become a participating member. Since then, the regulatory bodies in Nova Scotia and Newfoundland have also been accepted as members of the Council. It appears that it is now recognized by the member organizations within CPAP that the regulatory and advocacy functions of the provincial/territorial psychological organizations, though distinct, are not antithetical; and that the provincial regulatory organizations, along with the regulatory arms of the bipartite provincial organizations, have a contribution to make to the development of professional psychology in Canada.

ACPAP changes its name. Early in the decade ACPAP became CPAP, dropping "Advisory" from its name. This may suggest that at some point the organization no longer saw itself as devoted solely to the consideration of issues identified by CPA, but perceived the need to attend to concerns of its own. In any case, the past ten years have involved CPAP in considerable effort with many real achievements.

The "Canada Psychology Act". Also, early in the eighties CPA attempted to establish a federal corporation that would certify psychologists nationally. This proposal was actively promoted by CPA and, in the beginning, it received considerable support from ACPAP. First alluded to as a "'Dominion' College of Psychology" (Berry, Davidson and Gibson, 1974), later as a "national college" (*Canadian Psychologist*, 1975, 16(4), p. 297), and formally labeled by CPA as the "Accreditation Board for Canadian

Psychology", it was known informally around the country as the "Canada Psychology Act".

Insofar as the Accreditation Board, as proposed, was seen to threaten provincial jurisdiction in the registration of psychologists, and was vigorously opposed by some provincial organizations (OPA, OBEP and APNS), this CPA initiative ultimately was unsuccessful. Nevertheless, it may have served as a useful learning exercise for all the participants in preparation for the next initiative, the founding of the Canadian Register of Health Service Providers in Psychology (CRHSPP).

Canadian Register of Health Service Providers in Psychology. Much of CPAP effort in the early Eighties was devoted to establishing CRHSPP as a national body that would, nevertheless, respect provincial rights to register and regulate members of the profession. Each CPAP member organization participated in drafting the constitution and by-laws of CRHSPP; and each member organization now holds a seat on the Council of CRHSPP. In this sense, both CPA and CPAP can be proud of having created a body that, in its terms of reference, acknowledges the mandate and responsibilities of its parent bodies.

The CPA State of the Discipline Review. In the fall of 1984 the CPA Board of Directors coordinated a three day meeting of psychologists from across the country to discuss future directions for psychology in Canada.

The deliberations of the Conference, its recommendations and conclusions are intended to serve as a blueprint to guide the development of Psychology as a discipline and a profession between 1984 and the year 2000" (Ritchie, Hogan and Hogan, 1988, p.1).

Included among the recommendations were recommendations for joint action between CPAP and CPA. Three joint CPA-CPAP task forces were proposed by the group considering service delivery: to study needs for mid-career training (p. 113), specialty designation (p. 114), and the need for funding of psychological services (p. 117). The group discussing education and training recommended that CPA and CPAP jointly study the need for and feasibility of a system to designate doctoral programs in psychology for statutory recognition (p. 131). Contained in the recommendations of the conference are numerous other references to the need for the active participation by the provincial organizations in the development of Canadian psychology as a discipline and as a profession.

Concluding Remarks

To describe accurately any one of the-developments in which CPAP has been involved in the Eighties would require a chapter to itself, beginning with the Canada Psychology Act. Unfortunately, given the June deadline for this report, time permitted only a brief summary of each. This report will end with a few observations.

The CPAP member organizations have exerted tremendous effort in work on the joint CPA-CPAP task forces. Some organizations have contributed funding directly, and all have absorbed costs in personnel and time. Indeed, many former CPAP delegates have assumed leadership roles in CPA itself. This degree of involvement suggests that CPAP will continue to be active in the implementation of the recommendations resulting from the work of the task forces.

From time to time CPAP examines its goals and purposes. In 1986 it struck an *ad hoc* committee to come up with specific recommendations. This year CPAP is once again examining its direction and priorities. It may be useful to examine the implications for CPAP in the recent restructuring exercise undertaken by CPA.

CPAP has tended to work very closely with CPA on issues of common concern. By the involvement of representatives of the formal provincial organizations, through CPAP, in the resolution of these issues it has been possible to draw on combined resources to great effect. For this reason, CPAP should continue as a strong and independent body.

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