



# **National Parole Board**

**2000-2001  
Estimates**

Part III – Report on Plans and Priorities

## The Estimates Documents

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament. The Estimates, which are tabled in the House of Commons by the President of the Treasury Board, consist of three parts:

**Part I – The Government Expenditure Plan** provides an overview of federal spending and summarizes both the relationship of the key elements of the Main Estimates to the Expenditure Plan (as set out in the Budget).

**Part II – The Main Estimates** directly support the *Appropriation Act*. The Main Estimates identify the spending authorities (votes) and amounts to be included in subsequent appropriation bills. Parliament will be asked to approve these votes to enable the government to proceed with its spending plans. Parts I and II of the Estimates are tabled concurrently on or before 1 March.

**Part III – Departmental Expenditure Plans** which is divided into two components:

- (1) **Reports on Plans and Priorities (RPPs)** are individual expenditure plans for each department and agency (excluding Crown corporations). These reports provide increased levels of detail on a business line basis and contain information on objectives, initiatives and planned results, including links to related resource requirements over a three-year period. The RPPs also provide details on human resource requirements, major capital projects, grants and contributions, and net program costs. They are tabled in Parliament by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*. These documents are to be tabled on or before 31 March and referred to committees, which then report back to the House of Commons pursuant to Standing Order 81(4).
- (2) **Departmental Performance Reports (DPRs)** are individual department and agency accounts of accomplishments achieved against planned performance expectations as set out in respective RPPs. These Performance Reports, which cover the most recently completed fiscal year, are tabled in Parliament in the fall by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*.

The Estimates, along with the Minister of Finance's Budget, reflect the government's annual budget planning and resource allocation priorities. In combination with the subsequent reporting of financial results in the Public Accounts and of accomplishments achieved in Departmental Performance Reports, this material helps Parliament hold the government to account for the allocation and management of public funds.

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**2000-2001  
Estimates**

**A Report on Plans and Priorities**

Approved

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Hon. Lawrence MacAulay P.C., M.P.  
Solicitor General of Canada



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## **Section I: Messages**

### **A. Chairman's Message**

The National Parole Board contributes to public protection by making quality decisions related to conditional release and pardons, leading to the safe reintegration of offenders in the community. This task may seem straightforward enough. It is grounded in a solid legislative framework and supported by well-established policies and processes. In practice, however, it is made complex by the challenging public environment in which the Board must work.

Frequently, for example, the Board is at the centre of controversy involving vigorous public debate and high profile media coverage. Many members of the public, concerned about the safety of their communities, criticize the Board for being too soft on crime, for releasing offenders on parole who they believe reoffend at very high rates. In reality, rates of reoffending by parolees are less than 10%, and rates of violent reoffending are about 1%. In any year, parolees account for less than one-tenth of one percent (.001%) of violent crimes reported to the police.

At the same time, some offender advocacy groups criticize the Board for being too harsh, for not releasing enough people on parole. The Board's primary consideration in any parole decision is public safety. That is the bottom line. The fact is, however, that NPB grant rates for day and full parole in recent years have been higher than in any period since the creation of the Board in 1959. Again, it is important to note that as grant rates for parole have increased, the numbers of offences, and rates of reoffending by parolees have declined (1998/99 Performance Report to Parliament).

These differing perspectives exemplify the complexities of the Board's environment and reinforce the need for effective planning. In 1999, in response to these issues and other critical factors, the Board developed a Vision and Strategic Plan for the Year 2000 and Beyond. The Vision positions the Board to address key challenges in an effective manner, and to develop a broad agenda for continuous improvement. As a result, work on the Vision dominates the Plans and Priorities document for 2000-01, and will continue to do so for the next several years. Major challenges and priorities set out in the Vision are outlined below.

The recent Speech from the Throne set broad directions for improving the quality of life for all Canadians through measures such as promoting safer and stronger communities, stronger relationships with Aboriginal Peoples and state-of-the-art use of information and technology. The Board must ensure effective support for these broad initiatives as well as for Government priorities related to effective corrections, crime prevention, youth justice integrated justice information, and social union.

The Board's legislative framework is immersed in a process of change. The Standing Committee on Justice and Human Rights is currently reviewing the *Corrections and*

*Conditional Release Act (CCRA)*, with a final report expected in the summer of 2000. In the context of this review, the Committee is also considering the recommendations of its report entitled "Victims Rights - A Voice Not A Veto" which call for more inclusive approaches for victims of crime. In addition, the *Criminal Records Act (CRA)*, the law governing pardons, is the subject of proposals for change in the form of Bill C-7 which was recently adopted by Parliament. Collectively, these legislative initiatives have the potential for major impact on the Board, requiring careful review of policy, training and operations to ensure readiness for effective implementation of legislative change, as required.

Fear of crime persists despite significant declines in rates of reported crime in Canada. Low levels of confidence in corrections and conditional release reflect widespread concerns for public safety. There are also growing demands for meaningful involvement in debate of important policy issues. These trends create urgent pressures for the Board to engage communities in discussion of conditional release based on accurate information on program effectiveness and to forge community partnerships for the safe reintegration of offenders.

In 1999-2000, the Board began to develop a program of citizen engagement through activities to mark the 100<sup>th</sup> anniversary of conditional release in Canada. These activities, which involved numerous events in communities across the country to promote information sharing and discussion of parole, will culminate with the hosting by the Board of the Association of Paroling Authorities International annual conference in May 2000, in Ottawa. The Board has also developed a strategic framework for citizen engagement which will guide long-term progress in this area. Implementation of this strategic framework will begin in 2000-01 when the Board holds 10 to 15 workshops in communities across the country to engage Canadians in discussion of important issues related to parole.

Restorative justice is an emerging priority which the Board must consider carefully. Growing public dissatisfaction with traditional justice approaches focussing on crime as injury to the state, have resulted in pressures for more restorative approaches which address the well-being of the victim, the community and the offender. The recent Speech from the Throne and the Supreme Court decision in the case of Jamie Tanis Gladue have added momentum to initiatives for restorative justice. Response to restorative justice will require a strategic approach by the Board, and extensive review of policies, training and parole decision processes.

The disproportionate number of Aboriginal peoples in prison in Canada has reached crisis proportions. Aboriginal Canadians represent only about 3% of the general population but 17% of the federally incarcerated population, reflecting the impact of incarceration rates for Aboriginal people which are about six times the rate for non-aboriginals, nationally. This situation is expected to become even worse as the emerging Aboriginal baby-boom accelerates over the next five to ten years, and more Aboriginal youth enter what are generally more crime prone years. The Board must continue to work with the Correctional Service of Canada and Aboriginal communities to improve measures for the



safe reintegration of Aboriginal offenders and the capacity of Aboriginal communities to support and assist these offenders.

Immigration will continue to contribute to population growth. Canada will become more culturally and ethnically diverse, challenging the Board to ensure that it is representative of the communities that it serves, and to develop risk assessment training and tools which respect the needs and concerns of an increasingly diverse offender population, and the communities to which they will return.

Safe communities are a government priority. The results of research and the Canadian experience demonstrate that conditional release based on effective programs and treatment, quality risk assessment and appropriate supervision and support of offenders in the community is an effective strategy for community safety. The pardon program also contributes effectively to public safety. Only about 2% of all pardons granted since 1970 have been revoked for a new offence. Most of these have been minor, demonstrating that the vast majority of pardon recipients remain crime free in the community.

In recent years, the Board with the support of its partners, has made improvements in the quality of its decision-making for parole and pardons. Progress on the Board's Vision will ensure that these improvements continue, leading ultimately to enhanced quality of life and personal security for Canadians.

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Willie Gibbs  
Chairman, National Parole Board

## B. Management Representation Statement

<b>MANAGEMENT REPRESENTATION/DÉCLARATION DE LA DIRECTION</b> <b>Report on Plans and Priorities 2000-2001/ Un rapport sur les plans et les priorités</b>	
<p>I submit, for tabling in Parliament, the 2000-2001 Report on Plans and Priorities (RPP) for the</p> <p style="text-align: center;"><u>National Parole Board</u></p> <p>To the best of my knowledge (and subject to the qualifications outlined below), the information:</p> <ul style="list-style-type: none"><li>• Accurately portrays the department's mandate, priorities, strategies and planned results of the organization.</li><li>• Is consistent with the disclosure principles contained in the <i>Guidelines for Preparing a Report on Plans and Priorities</i>.</li><li>• Is comprehensive and accurate.</li><li>• Is based on sound underlying departmental information and management systems.</li></ul> <p>I am satisfied as to the quality assurance processes and procedures used for the RPP's production.</p> <p>The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.</p>	<p>Je soumetts, en vue de son dépôt au Parlement, le Rapport sur les plans et les priorités (RPP) de 2000-2001 de</p> <p style="text-align: center;"><u>la Commission nationale des libérations conditionnelles</u></p> <p>À ma connaissance (et sous réserve des observations ci-dessous), les renseignements :</p> <ul style="list-style-type: none"><li>• Décrivent fidèlement les mandat, priorités, stratégies et résultats escomptés de l'organisation.</li><li>• Sont conformes aux principes de divulgation de l'information énoncés dans les Lignes directrices pour la préparation du Rapport sur les plans et les priorités.</li><li>• Sont complets et exacts.</li><li>• Sont fondés sur de bons systèmes d'information et de gestion sous-jacents.</li></ul> <p>Je suis satisfait des méthodes et procédures d'assurance de la qualité qui ont été utilisées pour produire le RPP.</p> <p>La structure de rapport sur laquelle se fonde le présent document a été approuvée par les ministres du Conseil du Trésor et constitue la base de l'imputabilité des résultats atteints avec les ressources et les pouvoirs fournis.</p>
<p>_____</p> <p>Willie Gibbs</p> <p>Date: _____</p>	

## **Section II: Departmental Overview**

### **A. Mission and Values**

***Mission:** The National Parole Board, as part of the criminal justice system, makes independent, quality conditional release and pardon decisions and clemency recommendations. The Board contributes to the protection of society by facilitating, as appropriate, the timely integration of offenders as law-abiding citizens.*

***Core Values:** The Mission establishes four core values:*

- *contribution to the attainment of a just, peaceful and safe society;*
- *respect for the dignity of all individuals and the equal rights of all members of society;*
- *belief that qualified and motivated individuals are essential to achieving the Mission; and*
- *commitment to openness, integrity and accountability.*

### **B. Mandate, Roles and Responsibilities**

The National Parole Board (NPB) is an independent administrative tribunal responsible for making decisions about the timing and conditions of release of offenders to the community on various forms of conditional release. The Board also makes pardons decisions, and recommendations for clemency through the *Royal Prerogative of Mercy*.

Legislation governing the Board includes the *Corrections and Conditional Release Act*, *Criminal Records Act*, and the provisions of the *Criminal Code*. The *CCRA* empowers the Board to make conditional release decisions for federal offenders and offenders in provinces and territories without their own parole boards. Provincial Boards currently exist in Quebec, Ontario, and British Columbia. The *CRA* entitles the Board to issue, grant, deny, or revoke pardons for convictions under federal acts or regulations. The Governor General or the Governor in Council exercises authority regarding the use of the *Royal Prerogative of Mercy* for those convicted of a federal offence in all jurisdictions based on investigations by the Board and recommendations provided to the Solicitor General of Canada.

### **C. Program Objective**

To contribute to the long-term protection of society through quality decisions related to conditional release and pardons and recommendations for clemency.

### **D. Organization And Accountability**

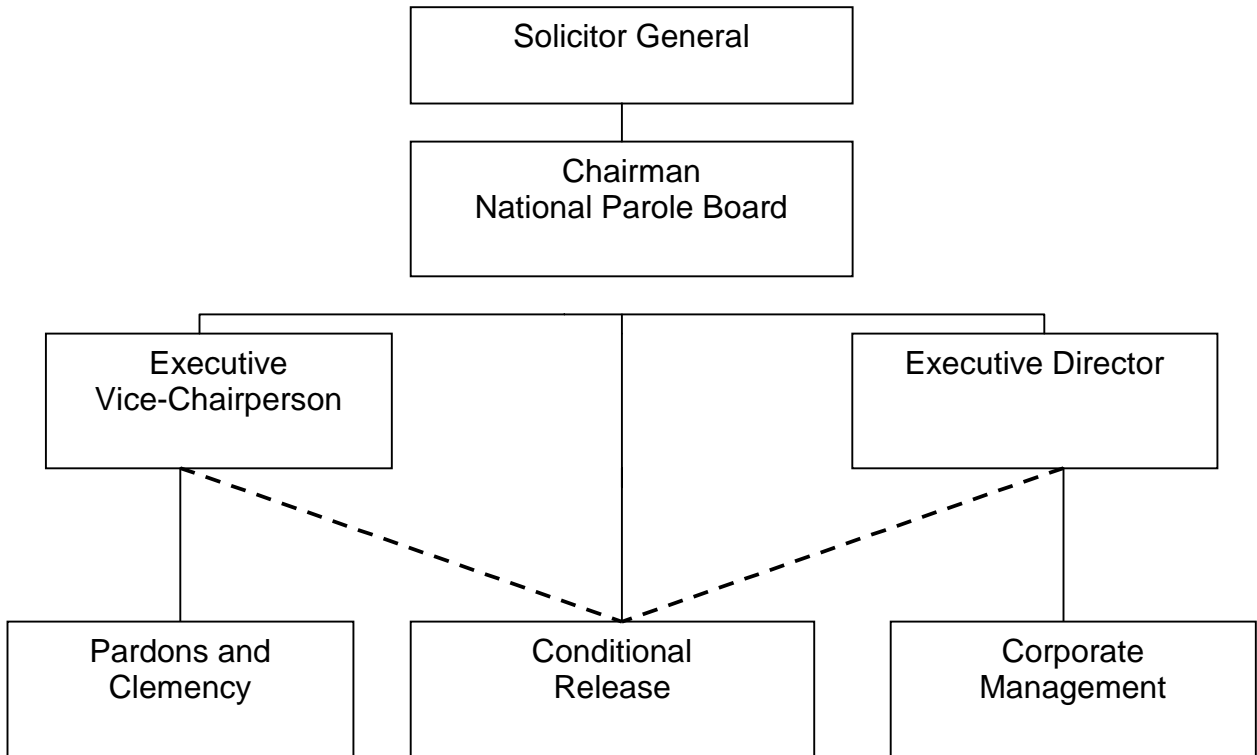
The work of the Board is carried-out by a network of regional offices and the national office in Ottawa. The national office is responsible for clemency recommendations, pardon decisions and related policies, and a range of activities related to conditional release. The national office conducts audits and investigations of conditional release cases, makes appeal decisions, develops and interprets conditional release policy and provides advice and guidance in the area of Board member training. The national office also provides leadership and support for planning, resource management, communications and corporate services.

The Board has offices in five regions: Atlantic (Moncton, NB); Quebec (Montreal, QC); Ontario (Kingston, ON); Prairies (Saskatoon, SK) and Edmonton sub-office (Edmonton, AB); and Pacific (Abbotsford, BC). All regional offices are in close proximity to the CSC regional offices.

The task of making conditional release decisions is carried-out by knowledgeable and experienced Board members in each region. In order for Board members to assess the risk of each case, and make decisions to grant or deny parole, they are provided with extensive training on legislation, regulations, policies, and risk assessment. Board members are supported by knowledgeable staff who, working closely with CSC, schedule hearings, ensure that all required information for decision-making is received, and shared with the offender within the prescribed timeframes, provide policy interpretation, and communicate conditional release decisions to CSC and the offender. Staff in regional offices are also involved extensively in providing information for victims of crime, making arrangements for observers at parole hearings, and addressing requests for access to the Board's decision registry.

The Board's operations include three business lines: Conditional Release; Clemency and Pardons; and Corporate Management. The most resource intensive business line is conditional release which generally accounts for about 80% of the Board's resources.

## Business Line Accountability



### Planned Spending 1999-2000 (millions)

Program / Business Lines	Chairman	Executive Vice-Chairperson	Executive Director	Total
Conditional Release	21.8			21.8
Clemency and Pardons		2.0		2.0
Corporate Management			4.3	4.3
<b>Total Planned Spending</b>	<b>21.8</b>	<b>2.0</b>	<b>4.3</b>	<b>28.1</b>

## ***E. External Factors Influencing The Board***

As the Board enters the 21<sup>st</sup> century, it will continue to face a complex and challenging environment. Recognition of this fact in 1998, resulted in the production of a Vision and Strategic Plan for the Year 2000 and Beyond. The following are the key factors in the Board's external environment which helped to shape the Vision and which the Vision, in turn, will address to position the Board for continuous improvement.

**Government Priorities:** The Speech from the Throne to open the Second Session of the Thirty-Sixth Parliament set a broad agenda for enhancing the quality of life for all Canadians. Commitments in the Speech to build stronger and safer communities, develop stronger relationships with Aboriginal Peoples, and establish government as a model user of information technology and the internet create major challenges for the Board in all aspects of its work.

Restorative justice is an emerging priority which the Board must address. Canadians are expressing dissatisfaction with traditional justice models characterized by adversarial processes which focus on crime as injury to the state. Victims and communities are demanding greater involvement in justice, and advocating approaches which emphasize restoring the well-being of the victim, the offender and the community. The Speech from the Throne reinforced the growing support for restorative approaches, stating that the Government will launch a program of restorative justice to help victims overcome the trauma of crime. The decision of the Supreme Court of Canada in *Gladue vs The Queen* also provides a strong endorsement of restorative approaches. In its decision, the Court referred to the concept of restorative justice which underpins sections 718 (e) and 718 (f) of the *Criminal Code* as evidencing an intention by Parliament to expand the use of restorative justice principles in sentencing. This decision has increased interest in the availability of restorative options for Aboriginal offenders. Restorative justice has significant implications for the Board, requiring careful review of decision processes, policies and training.

Proposals for effective corrections and conditional release demand continuing improvements in the Board's operations, policy, research, training, and public information strategies. To respond, the Board will be required to enhance its risk assessment tools and training, based on the latest research, develop innovative decision models, engage the community in partnerships which support safe reintegration of offenders, and participate in the development of information systems which ensure that the best possible information is available for parole decision-making.

In support of federal initiatives for social union and good governance, the Board must continue to work in partnership with provincial and territorial governments, provincial boards of parole, and communities to develop effective strategies for conditional release. Participation in work to develop an integrated approach to justice information will be a key priority for the Board, in this context.

**Legislative Initiatives:** The Standing Committee on Justice and Human Rights is in the midst of a review of the *CCRA*, with a final report expected in the summer of 2000. The recommendations of the Standing Committee and the Government response will help to shape conditional release for the next decade. The Board must work with its partners to provide the information that the Standing Committee requires, provide input to the Government response, and prepare for implementation of legislative change, if necessary.

The *Criminal Records Act*, the legislative framework for the pardons program, is also the subject of proposals for change. Bill C-7, recently adopted by Parliament, proposes several amendments to the Act, including creation of a notation (a flag) in respect of pardoned sex offences, in order to allow for their disclosure in instances of screening for positions of trust with children and other vulnerable groups.

The Board must continue to prepare for legislative change, including work to adapt policy, develop training materials and redesign operations to ensure implementation consistent with parliamentary intent.

**Victims of Crime:** Pressures continue for the justice system to provide better support and assistance for victims of crime. Victims' concerns were highlighted in the report by the Standing Committee on Justice and Human Rights entitled "Victims' Rights – A Voice Not A Veto". The report made 17 recommendations with the objective of providing victims with a more meaningful role in criminal justice and corrections processes. Four of the committee's recommendation have a direct impact on the *CCRA*, with two having greatest impact for the Board. The first calls for audio recordings or transcripts of NPB hearings to be made available for consultation purposes to victims, on request. The second recommends that victims have an enhanced role in release proceedings, including the presumptive right to attend hearings (which already exists) and to read an updated victim impact statement into the record in person, or by audio or video tape. These recommendations will be discussed during the review of the *CCRA*. In this context, the Board must work with its partners to develop proposals for a Government response to the Standing Committee report and to prepare for implementation of Government policy and possible legislative change, including development of new policies, and processes, and training for Board members and staff.

**Diversity:** As immigration contributes increasingly to population growth, Canada will become more culturally and ethnically diverse, challenging the Board, consistent with section 105 of the *CCRA*, to ensure that it is representative of the communities that it serves, and to develop risk assessment training and tools which respect the needs and concerns of an increasingly diverse offender population, and the communities to which they will return.

Other aspects of Canadian diversity such as the ageing of the population, gender equality, evolving family structures, and major trends toward urbanization also present challenges which the Board must assess carefully. For example, the ageing of Canadian society is expected to heighten public sensitivity to issues of crime and safety, reinforcing the need for the Board to develop and disseminate information which demonstrates the

effectiveness of parole, and engages the community in partnership for the safe reintegration of offenders.

**Crime Rates and Trends:** After peaking in the early 1990s, rates of reported crime in Canada have declined steadily. In fact, in 1998, the crime rate decreased for the seventh year in a row. Consistent with this trend, the violent crime rate dropped for the sixth straight year, as did the rates for most violent offence categories. The property crime rate also dropped, continuing the downward trend since 1991.

Violent crime generally accounts for about 10% of all reported crime, while property crime accounts for about 60%. Other *Criminal Code* incidents, offences involving drugs, and federal statutes account for the remaining 30% of crime reported to the police each year. These patterns have remained stable for decades. In comparison, the offence profile of federal offenders has shifted. In the past two decades, the proportion of offenders admitted to federal institutions for non-violent offences has declined from 38% to 20%, while offenders admitted for violent offences increased from 51% to 71%. Admissions for serious drug offences have remained relatively stable, accounting for about 10% of admissions each year.

Trends in crime and incarceration have important implications for NPB policy, training and operations. Increases in the number and proportion of offenders incarcerated for a violent offence demand that the Board continue to enhance risk assessment tools and training related to various groups, including sexual offenders, armed robbers, etc. In recent years, the annual number of violent offences by offenders on parole has decreased by about 70%. The Board must work to ensure continued progress in this area.

**Public Attitudes and Perceptions:** Fear of crime and concerns for safety persist, despite declines in rates of reported crime. In fact, the public remains sceptical about declining crime rates and criminal justice improvements, focussing instead on media reports of tragic incidents, which are frequently characterized as justice system failures. In this context, conditional release evokes strong public reaction and vigorous public debate. Debate is, however, often set against a backdrop of misinformation about the effectiveness of conditional release. For example, Canadians consistently over-estimate rates of recidivism by offenders on parole. The results of a recent survey reinforce this fact. In this survey, the majority of respondents suggested that the recidivism rate to parolees was between 50% and 100%. In comparison, the rate is less than 10% and the violent recidivism rate is about 1%.

Public demands continue for greater effectiveness in assessing risk of reoffending, particularly for offenders with a history of violent or sexual offences. These demands are frequently accompanied by calls for more punitive approaches to crime, including greater use of incarceration, longer sentences and more limited access to parole. Research and the Canadian experience, however, clearly demonstrate that incarceration is not an effective strategy for crime prevention, and that parole, based on effective risk assessment and sound understanding of risk management, reduces long-term recidivism, and supports safer communities. Canadians also continue to call for governments at all



levels to operate in an open and accessible manner with meaningful opportunities for public input to legislative and policy development, especially in the areas of corrections and conditional release where public safety is a constant concern.

In this environment, the Board must ensure that Board members have the policies, training and tools necessary for effective risk assessment and risk management. Working with its key partners, the Board must ensure that the best possible information is available for decision-making, and that appropriate processes and systems are in place to ensure timely access to information by decision-makers. Limited understanding of conditional release coupled with public expectations for meaningful debate of key issues of public safety, also create urgent pressures for the Board to engage communities in discussion of conditional release, and to forge community partnerships for the safe reintegration of offenders. Community engagement must be supported by clear and accurate information about the effectiveness of conditional release and by processes which monitor performance, including high profile cases. Review of high profile cases must include measures which ensure that lessons learned from these cases regularly inform NPB policy development, training and risk assessment, and that the results of reviews are shared with Board members and with the public, as required.

**Aboriginal Issues:** The disproportionate number of Aboriginal peoples in the correctional system is a grave concern. While representing about 3% of the Canadian population, they account for about 17% of the federally incarcerated population. Aboriginal offenders are more likely than non-aboriginals to be released on statutory release (at two-thirds of sentence) rather than on full parole (at one third of sentence). Aboriginal offenders are also more likely than non-aboriginals to have their conditional release revoked for breaches of conditions and for reoffending.

In contrast with the general population which is ageing, and experiencing a decline in the birth rate, Aboriginal communities are experiencing a baby boom, with increasing numbers of Aboriginal youth approaching the most crime prone years. In addition, more Aboriginal youth are moving to urban centres in search of employment or alternate lifestyles. There is also growing evidence of extensive involvement of Aboriginal youth in gangs and gang-related activities. These trends could influence Aboriginal crime rates and patterns, and perhaps exacerbate Aboriginal over-representation in the justice system.

Pressures will continue for strategies to support the development of Aboriginal communities which currently lack the capacity for alternative sentencing options and community care. There will also be expectations for innovative and effective service delivery models as Aboriginal communities evolve and develop.

In response to Aboriginal issues, the Board must continue to refine policies and risk assessment training which recognize the unique societal and cultural factors related to Aboriginal offenders and their communities. The Board must also enhance its models for parole hearings, including the use of elders, and community assistance, which recognize traditional values of healing and tolerance and are sensitive to various cultures within Aboriginal communities. NPB must maintain a workforce profile which includes

appropriate Aboriginal representation among Board members and staff. The Board must also work with the Correctional Service of Canada (CSC) to develop agreements under sections 81 and 84 of the *CCRA* which provide Aboriginal communities with the opportunity for active involvement in reintegration of Aboriginal offenders.

The federal response to the Royal Commission on Aboriginal People and the most recent Speech from the Throne include clear commitments to enhance the safety and well-being of First Nations communities. The Board must support progress in these areas and participate in consultations to assist Aboriginal communities in addressing their needs. In this context, provision of services to the Nunavut Territory will remain a key priority, challenging the Board to develop training, policies and decision processes, including models for hearings, which address the unique culture, values and traditions of the territory.

#### ***F. Departmental Planned Spending***

(\$millions)	<b>Forecast Spending 1999-2000*</b>	Planned Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003
<b><i>Total Main Estimates</i></b>	<b>24.6</b>	25.3	25.3	25.3
Adjustments**	<b>3.5</b>	1.8	1.8	1.9
<b><i>Net Planned Spending</i></b>	<b>28.1</b>	<b>27.1</b>	<b>27.1</b>	<b>27.2</b>
Less: Non-responsible revenue	<b>0.6</b>	0.6	0.6	0.6
Plus: Cost of services received without charge	<b>3.1</b>	3.1	3.1	3.1
<b>Net cost of Program</b>	<b>30.6</b>	<b>29.6</b>	<b>29.6</b>	<b>29.7</b>

<b>Full Time Equivalent</b>	<b>336</b>	<b>331</b>	<b>327</b>	<b>327</b>
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\* Reflects the best forecast of total net planned spending to the end of the fiscal year.

\*\* Adjustments are to accommodate approvals obtained since the Annual Reference Level Update (ARLU) exercise and to include Budget initiatives.

## Section III: Plans, Results and Resources

### A. Conditional Release

#### 1. Net Planned Spending (\$ millions) and Full Time Equivalent (FTE)

	Forecast Spending 1999-2000*	Planned Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003
\$	21.8	<b>21.6</b>	22.1	22.2
FTE	230	<b>225</b>	225	225

\*Reflects the best forecast of total net planned spending to the end of the fiscal year.

#### 2. Business Line Objective

To render quality conditional release decisions based on an assessment of an offender's risk to re-offend.

#### 3. Business Line Description

Conditional release comprises a range of activities including: the review of offenders' cases and the making of quality decisions; work to support decision-making such as the scheduling of hearings and the sharing of information with offenders; provision of training on risk assessment, legislation and policy to assist Board members in the decision-making process; development and interpretation of policy; provision of information to victims and interested parties within the community; arrangements for observers at hearings; and dissemination of information to the public and the media; and completion of research, special reviews, inquiries, and performance reports.

The decision process for conditional release begins with a study of the offender's case (criminal history, education, employment and social background; psychological, psychiatric or medical problems; institutional conduct; impact of treatment and programs; information on previous Board decisions; release plans; and community reports) and then proceeds to an assessment of the potential risk of re-offending. The decision process normally includes a hearing conducted by Board members who are assisted by NPB staff. The offender attends, and has the right to an assistant such as a family member, lawyer, etc.. Observers (i.e., those with a demonstrated interest - victims, media, etc.) may also attend hearings.

The review is guided by the Board's decision policies which focus on the potential risk to the public. Prior to the hearing, the offender is provided with information that the Board will consider in reaching its decision. At the hearing, the Board advises the offender of any new information not previously shared with the offender. Upon completion of the review, the Board members vote on the case. If the Board members

decide to grant release, the offender is supervised in the community by CSC and must abide by the standard conditions of release which apply to all offenders. Special conditions may also be imposed by NPB to enhance risk management in the community. These conditions include provisions such as abstinence from alcohol, or non-association with certain individuals. If the conditions of release are not met, the Board may revoke the conditional release and return the offender to an institution.

The Board has the authority to grant, deny, or revoke three types of release for offenders: temporary absence (for those cases not under CSC authority or not delegated to CSC by the Board); day parole; and full parole. Statutory release (SR) is mandated by law and allows offenders denied parole or released on parole and subsequently revoked, to be released at two-thirds of sentence to serve the remainder of their sentence under supervision in the community. The Board is, however, responsible for imposing conditions of release for offenders released on SR and may revoke the release of offenders who breach these conditions. The Board, based on a recommendation from CSC, also has the authority to detain certain offenders from SR date to the end of their sentence if the Board is convinced that these offenders are likely to commit an offence causing death or serious harm, a sex offence against a child or a serious drug offence before warrant expiry.

## B. Clemency and Pardons

### 1. Net Planned Spending (\$ millions) and Full Time Equivalent (FTE)

	Forecast Spending 1999-2000	<b>Planned Spending 2000-01</b>	Planned Spending 2001-02	Planned Spending 2002-03
Gross Expenditures	2.0	<b>2.0</b>	1.5	1.5
<i>Less:</i> Revenue Credited to the Consolidated Revenue Fund	.6	<b>.6</b>	.6	.6
<b>Total Net Expenditures</b>	1.4	<b>1.4</b>	.9	.9
<b>FTE</b>	<b>30</b>	<b>30</b>	<b>26</b>	<b>26</b>

### 2. Business Line Objective

To render quality pardon decisions and clemency recommendations.

### 3. *Business Line Description*

Clemency and Pardons involves the review of applications and the rendering of pardon decisions or the issuance of pardons, and clemency recommendations; provision of information and support for decision-making; provision of training to support quality decision-making; development and interpretation of pardons and clemency policy; and provision of public information related to pardons and clemency.

A pardon is a formal attempt to remove the stigma for people found guilty of a federal offence and who having satisfied the sentence imposed and a specified waiting period, have shown themselves to be responsible citizens. The clemency provisions of the *Royal Prerogative of Mercy* and those contained in the *Criminal Code* are used in exceptional circumstances where no other remedy exists in law to reduce exceptional negative effects of criminal sanctions.

## C. Corporate Management

### 1. *Net Planned Spending (\$ millions) and Full Time Equivalents (FTE)*

	Forecast Spending 1999-2000	<b>Planned Spending 2000-2001</b>	Planned Spending 2001-2002	Planned Spending 2002-2003
	4.3	<b>3.5</b>	3.5	3.5
<b>FTE</b>	76	<b>76</b>	76	76

### 2. *Business Line Objective*

To provide the necessary infrastructure to support the Board's operations.

### 3. *Business Line Description*

Corporate management activities support and promote effectiveness in the conditional release and clemency and pardons business lines. They include key management functions such as: development of the planning and accountability framework; planning resource allocation and resource management systems and processes; and a range of corporate services in the areas of finance, human resources, administration, security, and information technology.

## D. Key Results Commitments, Planned Results, Related Activities and Resources

NPB's key results commitments and planned results are inextricably linked with the Board's Vision and Strategic Plan for the Year 2000 and Beyond. The Vision will shape and stimulate continuous improvement in NPB decision-making, policy and training. These improvements, in turn will enhance the Board's capacity for achieving the key results that it has identified as most important for safe communities and effective service delivery. In this context, the Board has included specific Vision statements in this section as indicators of long-term results to be achieved. Although these statements present the Board in an ideal state, they are relevant in that they will serve as a yardstick for assessing NPB performance in the long-term.

**Key Results Commitment 1 - The Board will provide quality decisions for conditional release and pardons-decisions which contribute to long-term community safety through effective reintegration of offenders.**

**Vision Statements - Long-Term Results**

- The Board is, and is perceived to be, a world leader in quality decision-making, working constantly to improve its ability to identify from an increasingly diverse offender population, those offenders who will succeed in the community. Recidivism, particularly violent recidivism, continues to decline.
- The Board works within an enabling legislative framework which allows it to apply its expertise in quality decision-making to the full extent. Quality case specific risk assessment, and risk management based on the results of research, and enhanced community supervision ensure timely and safe reintegration of offenders.
- The Board selects highly qualified people as candidates for appointment as Board members and as staff – people who are knowledgeable about, and committed to the safe reintegration of offenders. Excellence is sustained through continuous learning and effective succession planning.
- The Board works effectively with its key partners, including CSC, the voluntary sector, community groups, and other levels of government to promote an effective criminal justice system focussed on a common goal of protection of society, and characterized by balanced systems and processes.
- The Board derives maximum benefit from information technology and integrated justice information systems. The quality and timeliness of case preparation and information for decision-making meets NPB standards in all circumstances.

Planned Results 2000/01	Related Activities	Resources
<ul style="list-style-type: none"> <li>• Provision of additional time for Board members to prepare for and conduct parole reviews which are growing in volume and complexity</li> </ul>	<ul style="list-style-type: none"> <li>• Review of conditional release workloads and resource needs. Reallocation of resources to address growth in workloads and costs for Board members and staff.</li> </ul>	<p>\$500,000</p>
<ul style="list-style-type: none"> <li>• Enhancement of NPB risk assessment policies and tools, and training for staff members who deliver training in the Board.</li> </ul>	<ul style="list-style-type: none"> <li>• Integration of the latest results from research in NPB policies, orientation and training.</li> <li>• Development of measures to expand the scope and duration of training for Board members and to further a continuous learning environment.</li> </ul>	<p>\$100,000</p>

Planned Results 2000/01	Related Activities	Resources
<ul style="list-style-type: none"> <li>• Enhanced processes for selection and appointment of members to the Board</li> <li>• Improved decision processes and practices, and improved information for decision-making</li> <li>• Effective support for the Parliamentary review of the CCRA</li> </ul>	<ul style="list-style-type: none"> <li>• Development of risk assessment tools/training which address the needs of an increasingly diverse offender population.</li> <li>• Proposals to improve the selection processes for Board members, possibly entrenchment of the process in law.</li> <li>• Comprehensive review of national consistency in policy, training and operations.</li> <li>• Review of work processes in concert with CSC/NPB efforts to modernize the Offender Management System, the key source of information for NPB decision-making.</li> <li>• Participation in national efforts to develop an integrated justice information system.</li> <li>• Provision of information as required, participation in Government response to the final report and preparation for legislative change, as required.</li> </ul>	<p>\$100,000</p>

<b>Key Results Commitment 2 - The Board will provide open and accountable decision processes for conditional release and pardons.</b>
<b>Vision Statements - Long-Term Results</b>
<ul style="list-style-type: none"> <li>• The Board is, and is perceived to be, open and fair, respecting the duty to act fairly and the unique needs and circumstances of diverse groups in its decision policies and processes.</li> <li>• The Board is, and is perceived to be, a community board, representing and being representative of diverse communities and their concerns, including the concerns of women, ethnic minorities, the elderly and youth. Public understanding of, and confidence in conditional release is high.</li> <li>• The Board forges new community partnerships, creating a network of citizen spokespersons for conditional release and safe reintegration of offenders. Information sharing and public consultation characterize all aspects of the Board's work.</li> <li>• The Board develops innovative decision processes which meet the needs of victims and recognize the value of restorative approaches, with their emphasis on inclusiveness for victims, offenders and their respective families, and the community.</li> </ul>

- The Board, in partnership with communities, develops innovative models for parole decision-making and related activities which address the unique needs and circumstances of Aboriginal offenders, and the role of Aboriginal communities in the safe reintegration of these offenders.

Planned Results 2000/01	Related Activities	Resources
<ul style="list-style-type: none"> <li>• Improved information and assistance for victims of crime</li> </ul>	<ul style="list-style-type: none"> <li>• Reallocation of resources to enhance capacity for providing information for victims.</li> </ul>	\$100,000
<ul style="list-style-type: none"> <li>• Development and implementation of a strategic framework for citizen engagement</li> </ul>	<ul style="list-style-type: none"> <li>• Review of implications of the recommendations of the Standing Committee on Justice and Human Rights for more inclusive processes for victims of crime.</li> </ul>	
<ul style="list-style-type: none"> <li>• Development and implementation of a strategic framework for restorative justice</li> </ul>	<ul style="list-style-type: none"> <li>• Production and dissemination of relevant information about the Board.</li> <li>• Presentation of 10 to 15 workshops across the country to engage the community in discussion of parole and related matters.</li> <li>• Development of plans for an ongoing citizen engagement initiative.</li> </ul>	\$50,000 \$100,000
<ul style="list-style-type: none"> <li>• Development of a strategic framework and action plan to address issues of diversity               <ul style="list-style-type: none"> <li>- culture;</li> <li>- ethnicity;</li> <li>- ageing;</li> <li>- gender equality etc.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Production of a discussion paper for consideration by NPB Executive Committee.</li> <li>• Review of NPB policies, training, etc in the context of restorative justice models.</li> <li>• Consultations with CSC, key stakeholders and the community to discuss restorative justice in a parole context.</li> <li>• Recruitment and selection of Board members and staff who are representative of communities served by the Board.</li> <li>• Decision processes and policies which address issues of culture, ethnicity, gender.</li> <li>• Strategies to engage diverse communities in discussion of parole and the safe reintegration of offenders.</li> </ul>	\$50,000
<ul style="list-style-type: none"> <li>• Development of innovative decision models which address the unique needs and circumstances of Aboriginal offenders and Aboriginal communities</li> </ul>	<ul style="list-style-type: none"> <li>• Continued experimentation with elder assisted hearings in all regions of the country.</li> <li>• Continued experimentation with community assisted hearings to address the needs of diverse communities.</li> </ul>	\$125,000



<b>Planned Results 2000/01</b>	<b>Related Activities</b>	<b>Resources</b>
	<ul style="list-style-type: none"> <li>• Work with CSC to develop and implement agreements under sections 81 and 84 of the <i>CCRA</i> to enhance the involvement of Aboriginal communities in the safe reintegration of Aboriginal offenders.</li> <li>• Provision of parole services and decision-making models which meet the needs of the Nunavut Territory.</li> </ul>	\$100,000
<ul style="list-style-type: none"> <li>• Implementation of hearings for cases involving statutory release with residency.</li> </ul>		\$400,000
<p>(Previously decisions for these cases were based on file reviews. Given the liberty interests involved, however, the Board and CSC decided that hearings would be more appropriate).</p>		

**Key Results Commitment 3 - The Board will provide cost-effective, efficient, timely delivery of service to pardon applicants.**

**Vision Statements - Long-Term Results**

- The Board processes most pardon applications within weeks. There is widespread public recognition of a pardon as a long-term indicator of rehabilitation, and pardon recipients receive greater benefit for fees paid, in terms of the level of service provided, and in wider public recognition of the value of a pardon.

<b>Planned Results 2000/01</b>	<b>Related Activities</b>	<b>Resources</b>
<ul style="list-style-type: none"> <li>• Elimination of a backlog of 1500 pardon applications by July 2000</li> </ul>	<ul style="list-style-type: none"> <li>• Completion of all aspects of application processing</li> </ul>	\$150,000
<ul style="list-style-type: none"> <li>• Reduction of the average processing time for most pardon applications from the current level of 12 months to 2 months by March 31/2001</li> </ul>	<ul style="list-style-type: none"> <li>• Design and implementation of a new automated system for processing pardon applications</li> <li>• Implementation of new work processes</li> <li>• Redesign of pardon application and brochure</li> </ul>	\$700,000
<ul style="list-style-type: none"> <li>• Implementation of legislative change, as required, based on the results of Bill C-7</li> </ul>	<ul style="list-style-type: none"> <li>• Revision of policies, processes, training as required</li> </ul>	



## Section IV: Financial Information

**Table 1: Non-respendable Revenue**

Non respendable Revenue (\$ millions)	Forecast Revenue 1999-2000	<b>Planned Revenue 2000-01</b>	Planned Revenue 2001-02	Planned Revenue 2002-03
Clemency and Pardons	0.6	<b>0.6</b>	0.6	0.6
<b>Total Non-respendable Revenue</b>	0.6	<b>0.6</b>	0.6	0.6

**Table 2: Net Cost of Program for 2000/2001**

(\$ millions)	Conditional Release	Clemency/ Pardons	Corporate Management	<b>Total</b>
<b>Net Planned Spending</b>	<b>21.6</b>	<b>2.0</b>	<b>3.5</b>	<b>27.1</b>
Plus:				
<i>Services Received without Charge</i>				
Accommodation provided by Public Works and Government Services Canada (PWGSC)	1.6	0.1	0.3	<b>2.0</b>
Contributions covering employees' share of insurance premiums and costs paid by TBS	0.8	0.1	0.1	<b>1.0</b>
Salary and associated costs of legal services provided by Justice Canada	0.1			<b>0.1</b>
	2.5	0.2	0.4	<b>3.1</b>
<b>Total Cost of Program</b>	<b>24.1</b>	<b>2.2</b>	<b>3.9</b>	<b>30.2</b>
Less:				
Non-respendable Revenue	0.0	0.6	0.0	<b>0.6</b>
<b>Net cost of Program 2000/2001</b>	<b>24.1</b>	<b>1.6</b>	<b>3.9</b>	<b>29.6</b>



## Section V: Other Information

### A. Legislation Administered by the National Parole Board

<b>The Minister has sole responsibility to Parliament for the following Acts:</b>	
<i>Corrections and Conditional Release Act</i>	S.C. 1992, c.20, as amended by S.C. 1995, c.42, S.C. 1997, c.17 and its Regulations
<i>Criminal Records Act</i>	R.S. 1985, c.C-47
<b>The Minister shares responsibility to Parliament for the following Acts:</b>	
<i>Criminal Code</i>	R.S. 1985, c. C-46
<i>Prisons and Reformatories Act</i>	R.S. 1985, c. P-20
<i>Letters Patent constituting the Office of Governor General of Canada (1947)</i>	Canada Gazette, 1947, Part I, Vol. 81, p. 3104, reprinted in R.S. 1985, Appendix II, No. 31

### B. Contacts

Office	Address
National Office	Director, Communications 410 Laurier Avenue West Ottawa, ON K1A 0R1 Phone: (613) 954-6547 Fax: (613) 957-3241
Atlantic Region	Regional Director 1045 Main Street Unit 101 Moncton, NB E1C 1H1 Phone: (506) 851-6345 Fax: (506) 851-6926
Quebec Region	Regional Director 200 René-Lévesque Blvd. W. 10 <sup>th</sup> Floor, Suite 1001 - West Tower Montreal, QC H2Z 1X4 Phone: (514) 283-4584 Fax: (514) 283-5484
Ontario Region	Regional Director 516 O'Connor Drive Kingston, ON K7P 1N3 Phone: (613) 634-3857 Fax: (613) 634-3861
Prairies Region	Regional Director 101 – 22 <sup>nd</sup> Street East 6th Floor Saskatoon, SK S7K 0E1 Phone: (306) 975-4228 Fax: (306) 975-5892
Pacific Region	Regional Director 32315 South Fraser Way Room 305 Abbotsford, BC V2T 1W6 Phone: (604) 870-2468 Fax: (604) 870-2498

The National Parole Board's internet site address is: <http://www.npb-cnlc.gc.ca/>

### *C. Glossary of Key Terms*

NPB is an independent administrative tribunal with legislated responsibility for conditional release and pardons decision-making and clemency recommendations.

#### **CONDITIONAL RELEASE**

The *CCRA* provides the Board with authority to grant, deny or revoke three types of conditional release: temporary absences (for cases not under CSC authority); day parole; and full parole. The Board is also responsible for imposing certain conditions of release (e.g. abstain from alcohol) for these types of release.

**Temporary absences:** short absences (escorted or unescorted) from the institution for purposes such as special medical care, community service or family contact.

**Day parole:** release to the community, generally for periods of up to six months, and normally requiring nightly return to the institution or halfway house. Day parole assists offenders in preparing for full parole or statutory release.

**Full parole:** release of an inmate from an institution to serve the remainder of the sentence under supervision in the community. Full parole eligibility is set by law at one-third of sentence in most cases.

**Accelerated parole review:** applies to offenders sentenced to a federal penitentiary for the first time and for a non-violent offence. These offenders must, by law, be released on day parole at one-sixth of sentence unless the Board finds reasonable grounds to believe that they are likely to commit an offence involving violence before the end of their sentence. Following successful completion of day parole, these offenders must be released on full parole at one-third of sentence.

**Statutory release (SR):** involves offenders who are incarcerated to the two-thirds point in their sentence as a result of not being released on parole, or being released on parole and subsequently being revoked. These offenders must be released by law, to serve the final third of their sentence in the community unless they are subject to the detention provisions of the *CCRA*. The Board sets the conditions of release for offenders on SR and has the authority to revoke SR for offenders who breach their conditions.

**Detention:** under the *CCRA*, the Board, based on a recommendation from CSC, has the authority to detain an offender to the end of the sentence who, in the opinion of the Board is likely to commit an offence involving death or serious harm, a sex offence against a child, or a serious drug offence before the end of the sentence.

#### **PARDONS AND CLEMENCY**

The Board makes decisions to **grant, deny or revoke pardons** for people found guilty of a federal offence and who, having satisfied the sentence imposed, and a specified waiting period, have shown themselves to be law-abiding citizens.

**A Pardon:** is a formal attempt to remove the stigma of a criminal record for people found guilty of a federal offence and who, after satisfying their sentence and a specified waiting period, have shown themselves to be responsible citizens.

**The clemency provisions,** under the Letters Patent constituting the Office of the Governor General of Canada, and the *Criminal Code* are used in circumstances where no other remedy exists in law to reduce exceptional negative effects of criminal sanctions. Applications for clemency are sent to the Board and an investigation and recommendation process is followed. In making its recommendations to the Solicitor General, the Board is guided by principles such as evidence of injustice or undue hardship. The Governor General or the Governor-In-Council renders the final decision.





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