



PERFORMANCE MONITORING REPORT 2003-2004

July 2004

Prepared by: Performance Measurement Division
National Parole Board

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Acronyms Used In This Report

ADPR	Accelerated Day Parole Review
ADPRI	Accelerated Day Parole Review - Initial
AFPR	Accelerated Full Parole Review
APR	Accelerated Parole Review
APRF	Accelerated Parole Review - Final
APRI	Accelerated Parole Review - Initial
CCRA	Corrections and Conditional Release Act
CRIMS	Conditional Release Information Management System
CRS	Conditional Release System
CSC	Correctional Service of Canada
DP	Day Parole
ECCE	Effective Corrections and Citizen Engagement
ETA	Escorted Temporary Absence
FP	Full Parole
FSW	Federally Sentenced Women
NPB	National Parole Board
OMS	Offender Management System
PADS	Pardon Application Decision System
PADS-R	Pardon Application Decision System Renewal
SR	Statutory Release
TA	Temporary Absence
TBS	Treasury Board Secretariat
UAL	Unlawfully-at-Large
UTA	Unescorted Temporary Absence
WED	Warrant Expiry Date

Note to the Reader:

Data and information for this report came from numerous sources:

- Conditional release data was extracted from the CRIMS and the OMS.
- The Clemency and Pardons Division provided pardon and clemency information.
- Financial information was provided by Financial Services.
- The Human Resources Division provided human resources information on staff and the Chairman's Office provided information on Board members.

Minor variances may occur when presenting percentage statistics as a result of rounding.



HIGHLIGHTS

The following are highlights from the National Parole Board's 2003-2004 Performance Monitoring Report.

CONDITIONAL RELEASE

PROGRAM DELIVERY CONTEXT IN 2003/04:

- The federal incarcerated population decreased 1.9% in 2003/04 to 12,413, while the conditional release population remained relatively stable (↓36 to 8,339);
- Federal admissions to institutions decreased (↓2.0% to 7,577). During the same period, warrant of committal admissions decreased (↓1.3%) and revocation admissions decreased (↓3.5%);
- Federal releases from institutions increased 2.3% to 7,887;
- The Board's workload decreased 2.6% to 42,172 reviews.

DECISION TRENDS IN 2003/04:

- The approval rate for escorted temporary absences increased (↑3% to 86%);
- The authorization rate for unescorted temporary absences also increased (↑3% to 77%);
- The federal day parole grant rate increased (↑3% to 74%);
- The provincial day parole grant rate increased (↑3% to 73%);
- The federal full parole grant rate increased (↑2% to 45%);
- The provincial full parole grant rate increased (↑8% to 65%);
- The number of referrals for detention increased (↑6.7% to 303) as did the detention referral rate (↑0.2% to 5.4%);
- The detention rate increased (↑5.8% to 92.1%);
- The initial decision was affirmed in 96% of federal appeal cases;
- The initial decision was affirmed in 20 of 23 provincial appeal cases.



PERFORMANCE INDICATORS IN 2003/04

- Between 1994/95 and 2002/03, violent offences committed by offenders on conditional release dropped 45%;
- Between 1994/95 and 2002/03, offenders on statutory release accounted for 63% of all violent offences committed by offenders on conditional release, while offenders on day parole accounted for 18% and offenders on full parole accounted for 19%;
- The federal day parole successful completion rate increased (↑1.9% to 84.7%);
- The provincial day parole successful completion rate increased (↑11.3% to 83.1%);
- The federal full parole successful completion rate increased (↑0.4% to 73.1%);
- The provincial full parole successful completion rate increased (↑2.9% to 75.6%);
- The statutory release successful completion rate increased (↑0.5% to 58.2%).

INFORMATION AND SERVICE TO VICTIMS AND THE PUBLIC

VICTIMS AND OBSERVERS IN 2003/04

- Contacts with victims increased (↑7% to 15,263);
- Victims made 162 presentations at 110 hearings;
- The number of observers at hearings decreased (↓5% to 1,080);
- The number of decisions sent from the decision registry increased (↑17% to 4,701).

CLEMENCY AND PARDONS

PARDONS IN 2003/04

- The number of pardon applications received remained stable (↓77 to 16,912);
- The grant/issue rate remained stable at 98%.

CLEMENCY IN 2003/04

- 29 clemency applications were received, none were granted.



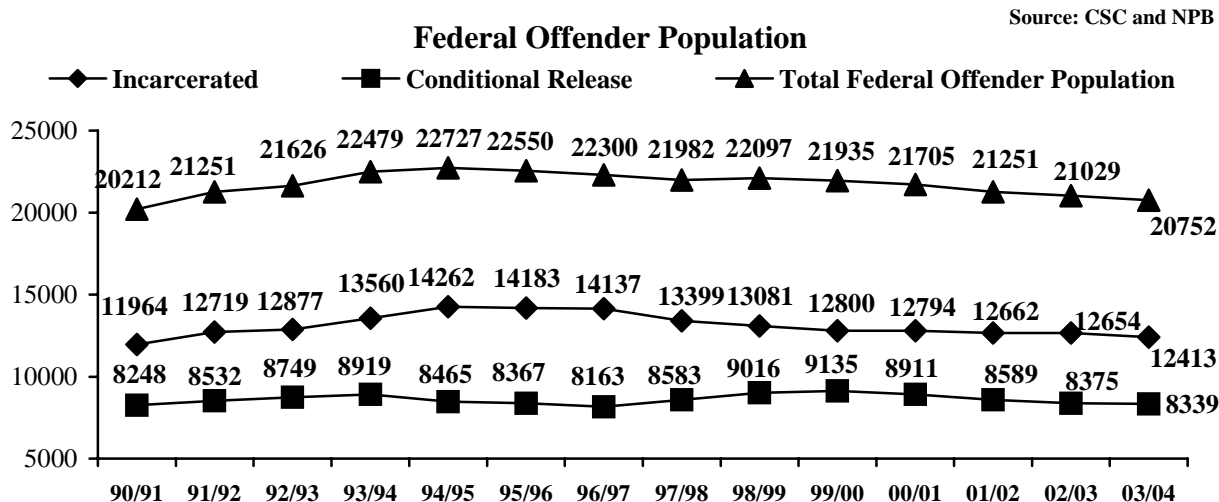
SUMMARY

This section provides an overview of the National Parole Board's 2003-2004 Performance Monitoring Report with a focus on the program delivery context, decision trends and performance indicators for the conditional release and clemency and pardons programs.

CONDITIONAL RELEASE

PROGRAM DELIVERY CONTEXT

Offender Population Trends:



There have been two distinct trends in the federal offender population over the last fourteen years. The offender population increased until March 1995 and has since decreased, except for a minor increase in March 1999. The offender population is now at its lowest level since March 1992. While the number of warrant of committal admissions has varied since 1994/95, there has been a downward trend with warrant of committal admissions being 4,782 in 1994/95 and 4,226 in 2003/04. At the same time, the number of offenders who reached warrant expiry has also shown a downward trend but because the number in each year, except for 1995/96 and 1998/99, has been greater than the number of warrant of committal admissions, the federal offender population has decreased.

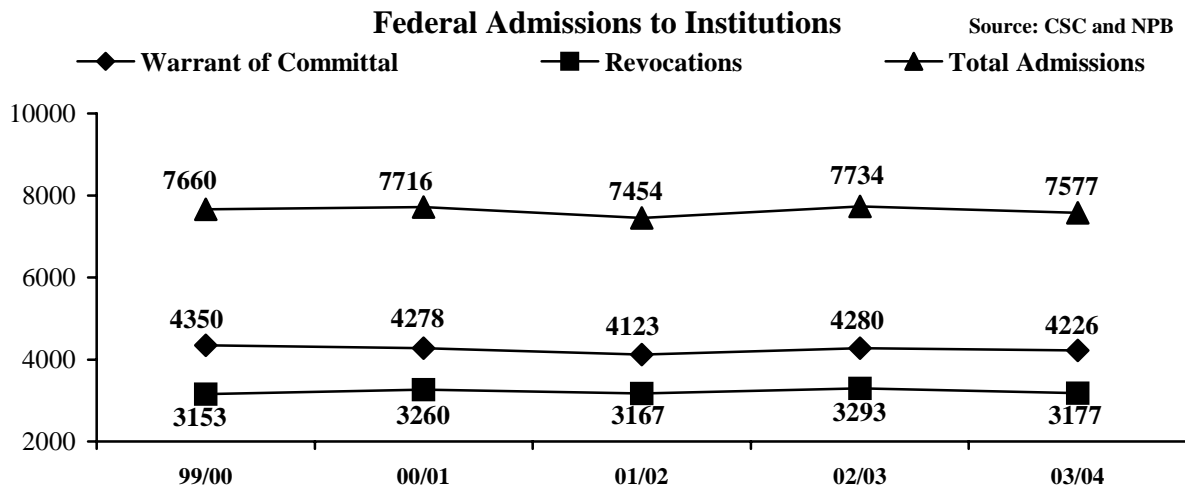
Aboriginal over-representation in the federal offender population has increased every year since 1998/99. Aboriginal offenders represented 16.3% of the total federal offender population in 2003/04 compared to the 3.3% of the Canadian population who identified themselves as Aboriginal in the 2001 census.



Black offenders represented 6.4% of the total federal offender population in 2003/04 compared to their 2.2% proportion of the Canadian population in 2001, while Asian offenders represented 3.2% of the federal offender population compared to 7.8% of the Canadian population.

Female offenders remained under-represented in the federal offender population, and their proportion has been fairly stable for the last four years (at 3.9% in 2003/04).

Federal Admissions:



*Total admissions includes the category "Other". This includes transfers from foreign countries, supervision terminated, exchange of services, etc.

Federal admissions to institutions decreased 2.0% in 2003/04. During the same period, warrant of committal admissions decreased 1.3%, while the number of revocation admissions decreased 3.5%.

Federal Releases:

Federal releases from institutions increased 2.3% in 2003/04 to 7,887. The number of offenders released on day and full parole, statutory release and at warrant expiry all increased.

While only 229 offenders were released on full parole directly from institutions during 2003/04, a total of 1,431 full parole supervision periods actually started during the year because 1,202 full parole supervision periods started after the offender had completed day parole. This is an example of how the Board uses gradual release to reintegrate offenders back into the community slowly and safely.



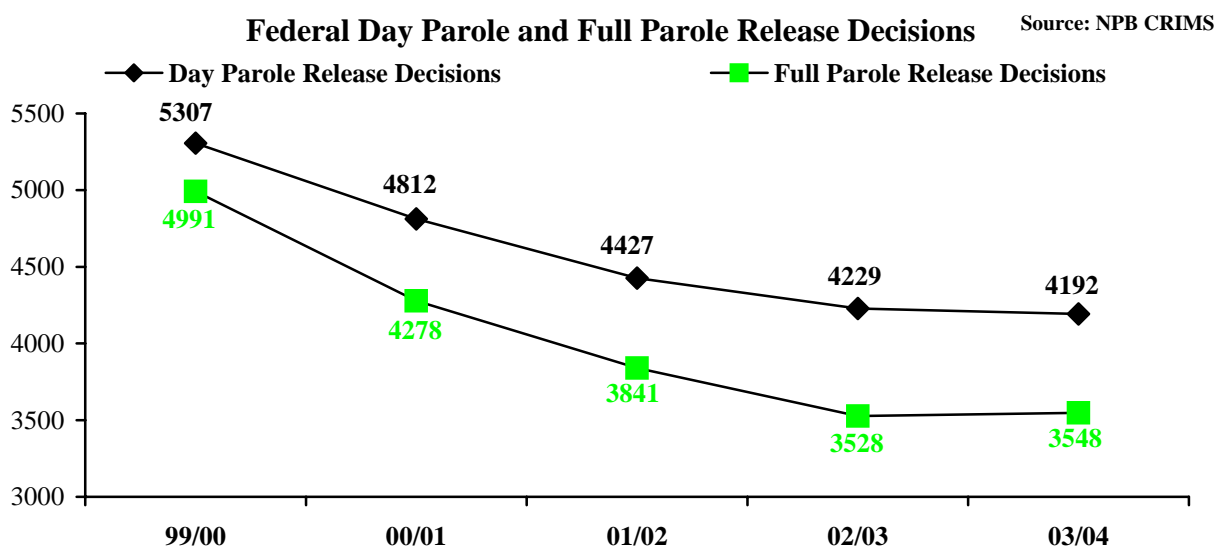
Reviews for Workload Purposes:

In 2003/04, the number of reviews for workload purposes (both pre and post-release) conducted by the Board decreased 2.6% to 42,172. While the Board's workload at the federal level dropped 2.1%, the workload at the provincial level decreased 19.3%.

DECISION TRENDS

Release Decisions:

The number of temporary absence decisions made by the Board increased 11.7% in 2003/04 to 793. This is the first increase in the number of temporary absence decisions since 1999/00.



Federal day and full parole release decisions remained relatively stable in 2003/04. The number of federal day parole release decisions decreased by 37, while the number of federal full parole release decisions increased by 20.

The decrease since 1999/00 is due, in part, to a decrease of 7.9% in the number of warrant of committal admissions to institutions, between 1998/99 and 2002/03, and an increase of 36.5%, between 1999/00 and 2003/04, in the number of offenders who are either waiving their full parole reviews or withdrawing their full parole applications as well as a decrease of 27.4% in the number of offenders graduating from day parole to full parole during the same period.



Timing of First Parole Release in Sentence:

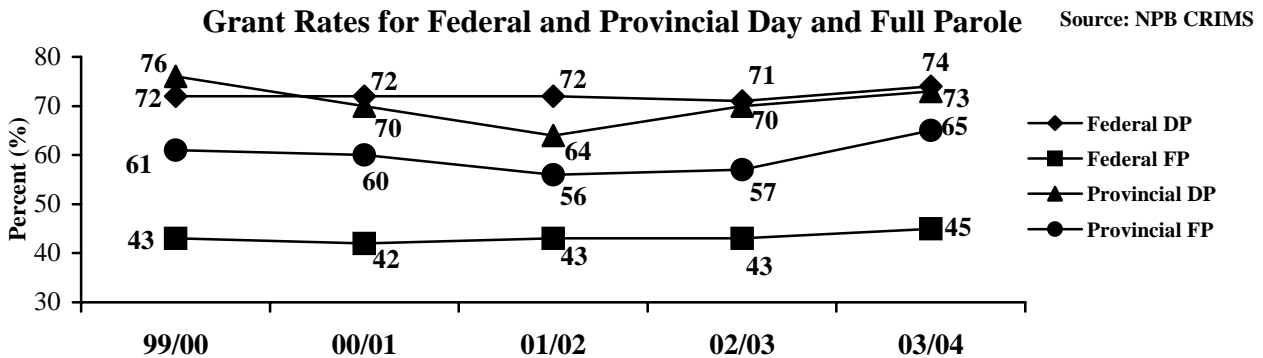
The average proportion of sentence served before first federal day parole release increased 2% to 34% in 2003/04, while the average proportion of sentence served prior to first federal full parole release increased 1% to 40%.

Over the last five years, Aboriginal offenders served more of their sentence prior to first federal day parole and full parole release than either Asian, Black or White offenders. This is probably at least partially due to the fact that Aboriginal offenders tend to have more violent offence histories.

Over the last five years, female offenders served an average of 6% less of their sentence before first federal day parole release than male offenders (27% to 33%) and 2% less of their sentence prior to first federal full parole release (38% compared to 40%).

Grant Rates:

The approval rate for escorted temporary absences and the authorization rate for unescorted temporary absences both increased 3% in 2003/04 (to 86% and 77% respectively).



The federal day parole grant rate increased 3% in 2003/04 (to 74%). The federal grant rate increased by 3% for both accelerated day parole review and regular day parole cases (to 76% and 74% respectively).

The federal full parole grant rate increased 2% in 2003/04 (to 45%).

The provincial day parole grant rate increased 3% in 2003/04 (to 73%), while the provincial full parole grant rate increased 8% (to 65%).

Comparison between Aboriginal, Asian, Black and White offenders over the last five years shows that:

- Aboriginal and Black offenders were more likely to be approved for an escorted temporary absence and White offenders were least likely;
- White offenders were more likely to be authorized for an unescorted temporary absence and Black offenders were least likely;



- Asian offenders were more likely to be granted both federal and provincial day parole, while Black and White offenders were least likely to be granted federal day parole and Black offenders were least likely to be granted provincial day parole, and
- Asian offenders were more likely to be granted both federal and provincial full parole and Aboriginal offenders were the least likely to be granted either type of full parole.

Comparison between male and female offenders over the last five years shows that female offenders were:

- less likely to be approved for an escorted temporary absence but equally likely to be authorized for an unescorted temporary absence, and
- more likely to be granted any kind of parole.

Residency Conditions:

The number of pre-release residency conditions imposed on full parole cases increased 13.1% in 2003/04 to 329.

Eighty-nine percent (89%) of all residency conditions imposed on full parole pre-release decisions during the last five years were on accelerated parole review cases, while APR cases accounted for just 59% of all federal full parole grant decisions. This would seem to indicate that Board members often feel that offenders released on full parole based on the APR criteria are not ready for a full return to the community.

The number of residency conditions imposed on statutory release at the pre-release level increased by 14.8% in 2003/04 to 1,365. Of the 5,511 releases and graduations to statutory release in 2003/04, 25% had a residency condition imposed (↑3% from the previous year).

Aboriginal offenders accounted for 23.7% of all pre-release decisions to impose residency conditions on statutory release in 2003/04 (324 of 1,365) compared to their 18.8% proportion of the total incarcerated population serving determinate sentences. Of Aboriginal, Asian, Black and White offenders, White offenders were the only other group to have a larger proportion of pre-release residency conditions imposed on statutory release than their proportion of the incarcerated population serving determinate sentences, however the difference is not large (69.9% to 69.2% of the incarcerated population serving determinate sentences).

Detention:

In 2003/04, the number of referrals for detention increased 6.7% to 303 and the detention referral rate increased to 5.4%. The detention rate increased (to 92.1%) as did the number of offenders detained (↑13.9% to 279).



Aboriginal offenders continue to be over-represented as a proportion of offenders referred for detention and detained compared to Asian, Black and White offenders. Aboriginal offenders accounted for 25.1% of all offenders referred for detention and 24.4% of offenders detained in 2003/04, compared to their 18.8% proportion of the federal incarcerated population serving determinate sentences. Black offenders were also over-represented but not to the same extent. Black offenders accounted for 6.9% of offenders referred for detention and 7.5% of offenders detained, while they represented 6.5% of the federal incarcerated population serving determinate sentences.

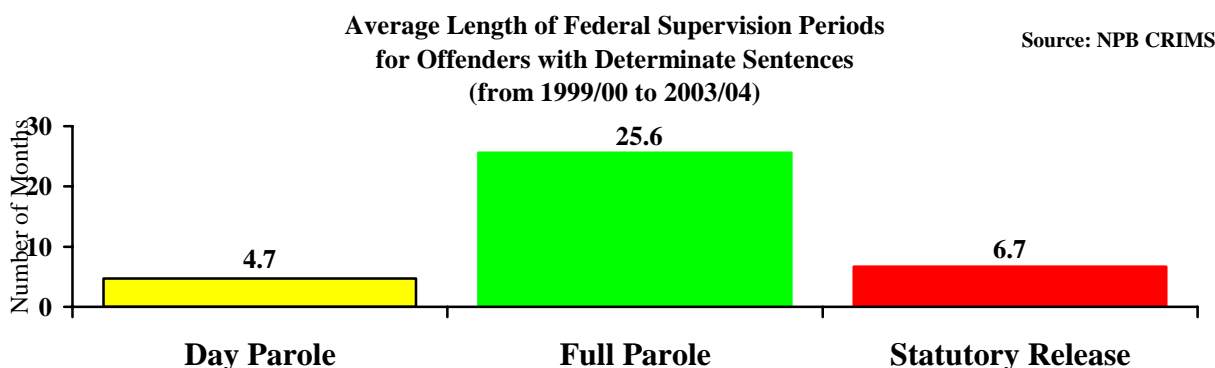
Appeal Decisions:

The Board received 516 federal applications for appeal and 13 provincial applications in 2003/04 and the Appeal Division rendered 673 decisions (650 federal and 23 provincial). The initial decision was affirmed in 96% of federal appeal cases processed in 2003/04 (an increase of 7% from the previous year), while a new review was ordered in 2% of the federal cases processed (16), the special conditions were changed in 1% (8) federal cases processed and the decision was modified in one federal case processed. The decision was affirmed in 20 of the 23 provincial cases processed in 2003/04, while a new review was ordered in 2 cases and the decision was modified in one case.

PERFORMANCE INDICATORS

TIME UNDER SUPERVISION

The average supervision period for all federal full parole completions over the last five years was almost 4 times longer than the average for offenders on statutory release, and almost 5½ times longer than the average for offenders on day parole.

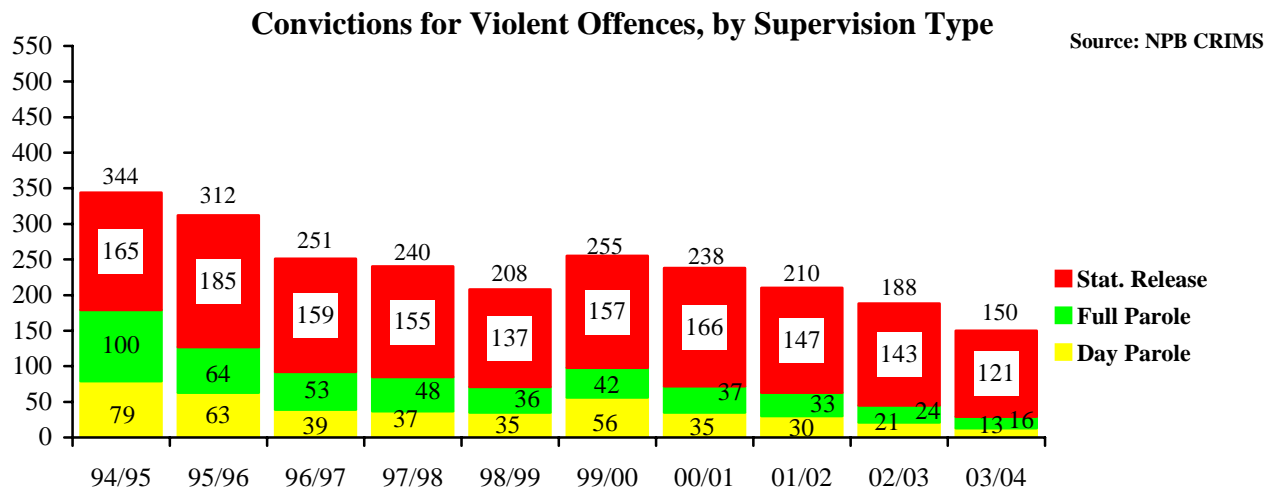


Compared to the average supervision period length over the last five years, the full parole average was 26.3 months in 2003/04, while statutory release averaged 6.6 months and day parole averaged 4.6 months.



CONVICTIONS FOR VIOLENT OFFENCES WHILE ON CONDITIONAL RELEASE

This section provides information on convictions for violent offences for offenders on day parole, full parole¹ and statutory release over the last ten years.



Note: The year 2003/04 is shown but not used in calculations or the text because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts.

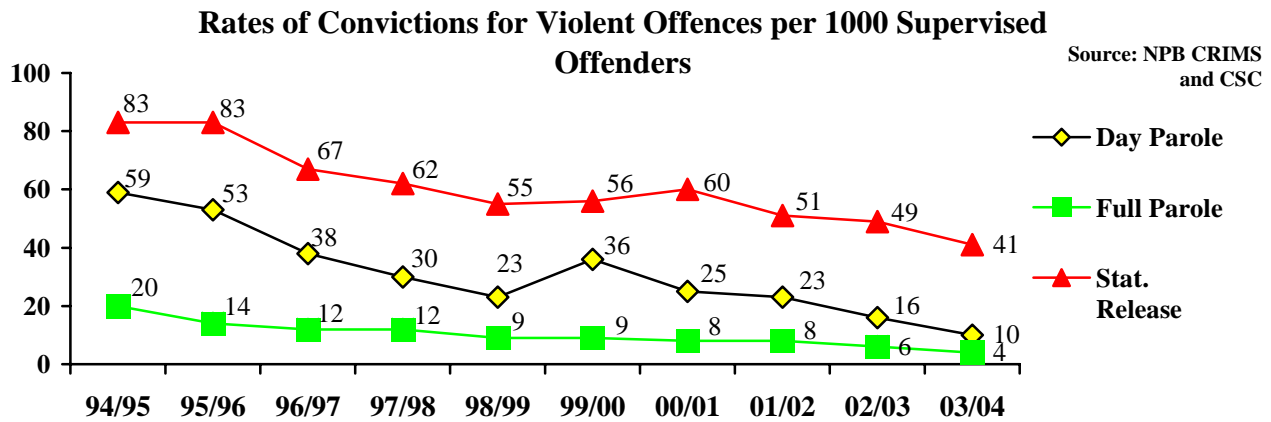
The chart above demonstrates that between 1994/95 and 2002/03:

- Violent offences by offenders on conditional release dropped 45%; and,
- Offenders were far more likely to be convicted for violent offences while on statutory release than on day or full parole.

However, looking at the number of violent offences alone does not provide a full appreciation of how offenders are doing on conditional release and how often they are convicted of violent offences. To provide a relevant comparison across supervision types the Board calculates a rate per 1000 offenders on day parole, full parole and statutory release. The chart below shows that, between 1994/95 and 2002/03, offenders on statutory release were:

- Over 5 times more likely to be convicted for a violent offence than offenders on full parole (except for in 1994/95); and
- Almost twice as likely to be convicted for a violent offence as offenders on day parole.

¹ This section provides information on convictions for violent offences for all offenders on full parole, including those serving indeterminate sentences, while the Outcome Rates section provides information on full parolees serving determinate sentences only.

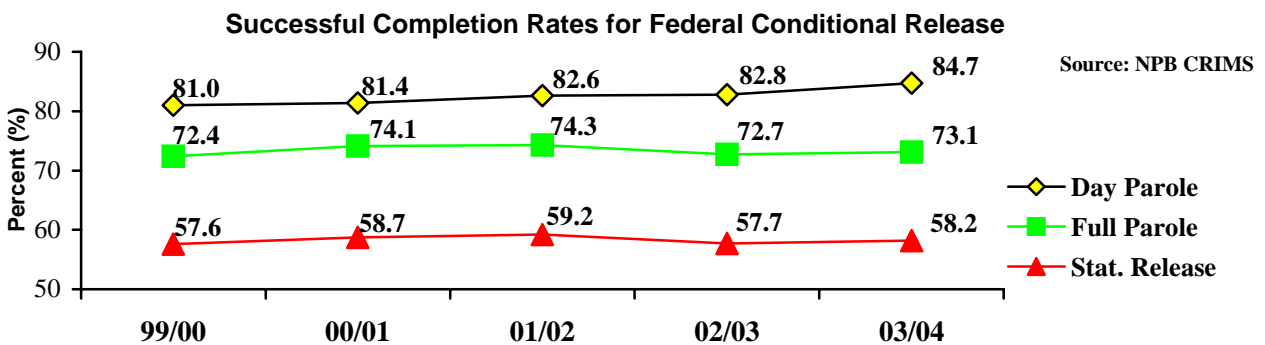


Note: Supervised offenders include those offenders on parole or statutory release, temporarily detained in a federal penitentiary and unlawfully at large.

Note: The year 2003/04 is shown but not used in calculations or text because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts

OUTCOME RATES FOR CONDITIONAL RELEASE

Outcome Rates for Federal Conditional Release:



Federal offenders released on day parole had significantly higher successful completion rates than offenders released on full parole or statutory release during each of the last five years.

Offenders serving sentences for non-scheduled offences were far less likely to successfully complete their day or full parole supervision period than any other offence type in 2003/04. The successful completion rate for non-scheduled offenders on day parole was 74.6%, compared to the 87.2% average for all other offence types, while their rate on full parole was 49.1%, compared to the 80.5% average of the other offence types.

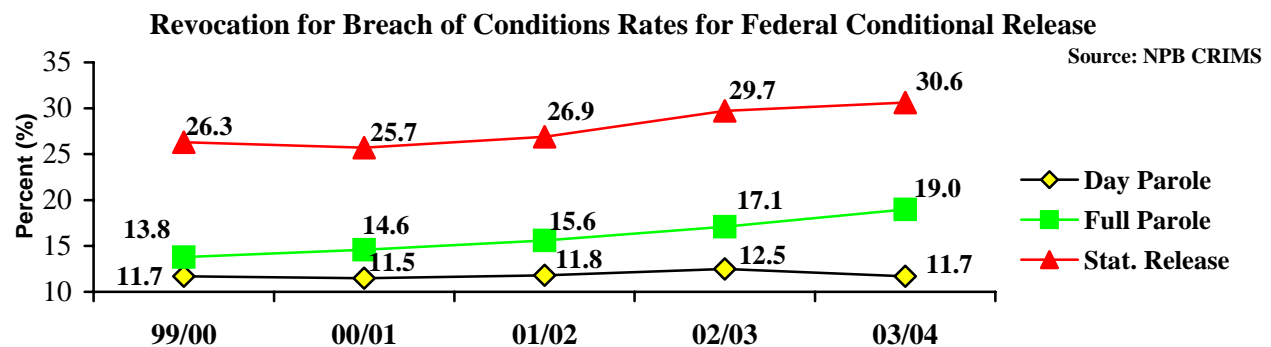


Comparison between the outcome rates for Aboriginal, Asian, Black and White offenders on federal conditional release in 2003/04 shows that:

- Black offenders were the most likely to successfully complete federal day parole, while Aboriginal offenders were the least likely, and
- Asian offenders were the most likely to successfully complete federal full parole and statutory release, while Aboriginal offenders were the least likely.

Comparison between the outcome rates for female and male offenders on conditional release in 2003/04 shows that female offenders were:

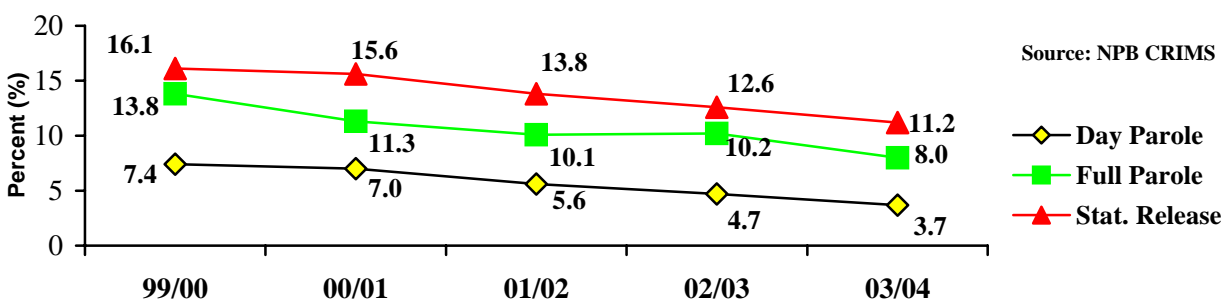
- less likely to successfully complete federal day parole and more likely to have had their day paroles revoked for breach of condition;
- more likely to successfully complete federal full parole and statutory release and less likely to have had their full paroles or statutory releases revoked for breach of condition or because of an offence.



Offenders released on statutory release were far more likely to have had their releases revoked because of a breach of condition than federal offenders on day parole or full parole during each of the last five years.

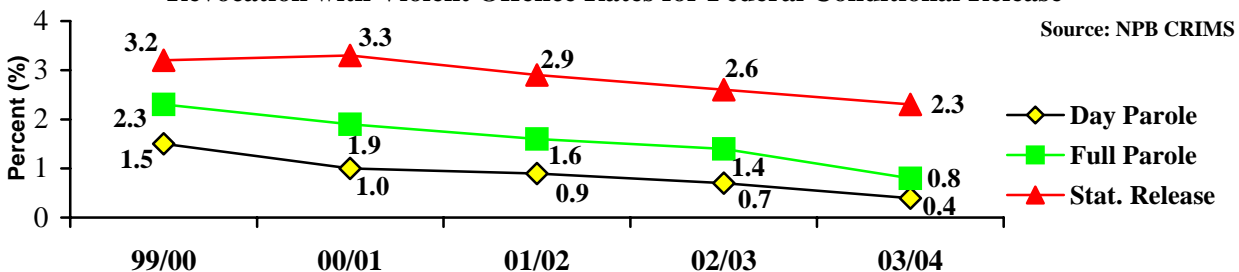


Total Revocation with Offence Rates for Federal Conditional Release



The total revocation with offence rate (revocation with violent and non-violent offences) for full parole and statutory release was around twice the revocation with offence rate for day parolees during each of the last five years.

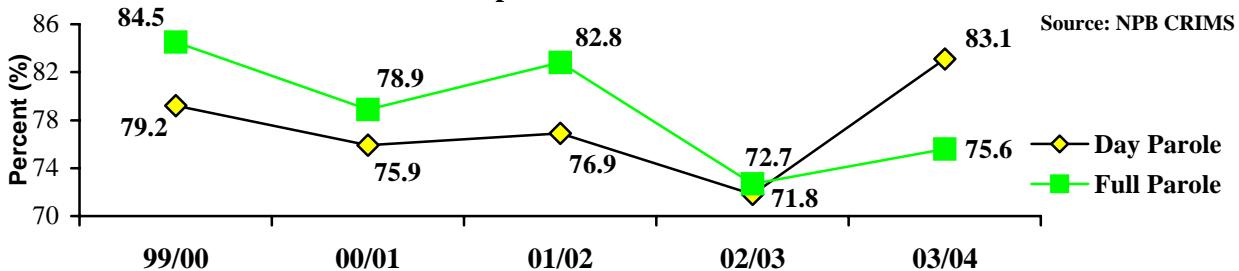
Revocation with Violent Offence Rates for Federal Conditional Release



The revocation with violent offence rate was significantly higher for offenders on statutory release than for offenders on day or full parole during each of the last five years.

Outcome Rates for Provincial Parole:

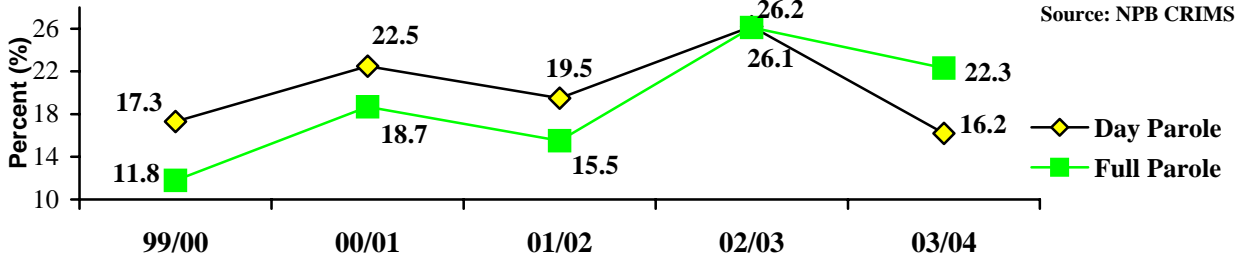
Successful Completion Rates for Provincial Parole



The successful completion rate was higher for provincial offenders on full parole than on day parole between 1999/00 and 2002/03. In 2003/04, however, the opposite was true.

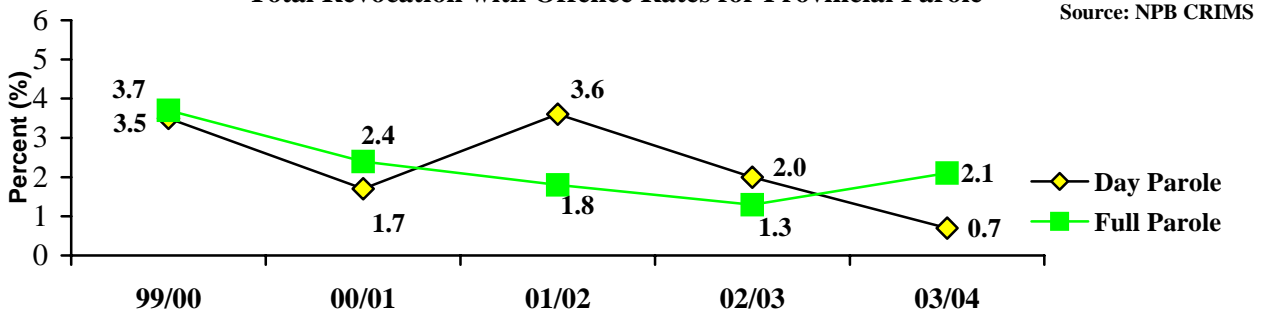


Revocation for Breach of Condition Rates for Provincial Parole



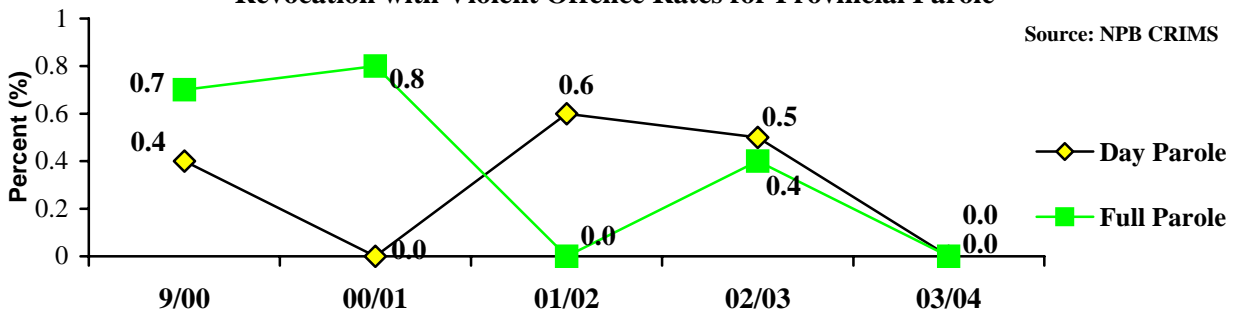
Provincial offenders on day parole were more likely to have had their day paroles revoked because of a breach of condition than offenders on full parole between 1999/00 and 2001/02. The rates were about the same in 2002/03 but were greater for provincial offenders on full parole in 2003/04.

Total Revocation with Offence Rates for Provincial Parole



The total revocation with offence rate (revocation with violent and non-violent offences) for provincial offenders on day parole ranged from 0.7% to 3.5% over the last five years, while the full parole rate ranged from 1.3% to 3.7%.

Revocation with Violent Offence Rates for Provincial Parole

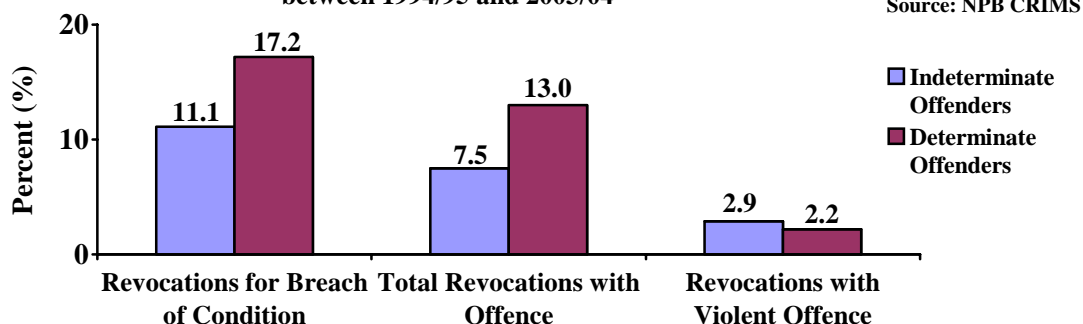




This chart demonstrates that very few provincial offenders have had their paroles revoked because of violent offences. The revocation with violent offence rate for provincial day and full parole was below 1% during each of the last five years. Only 3 provincial day parolees and 7 provincial full parolees were convicted of violent offences during the last five years.

Outcomes of Full Parole for Offenders Serving Indeterminate Sentences:

**Comparison of Revocation for Breach of Condition and Revocation with Offence
Rates for Indeterminate and Determinate Offenders on Full Parole
between 1994/95 and 2003/04**



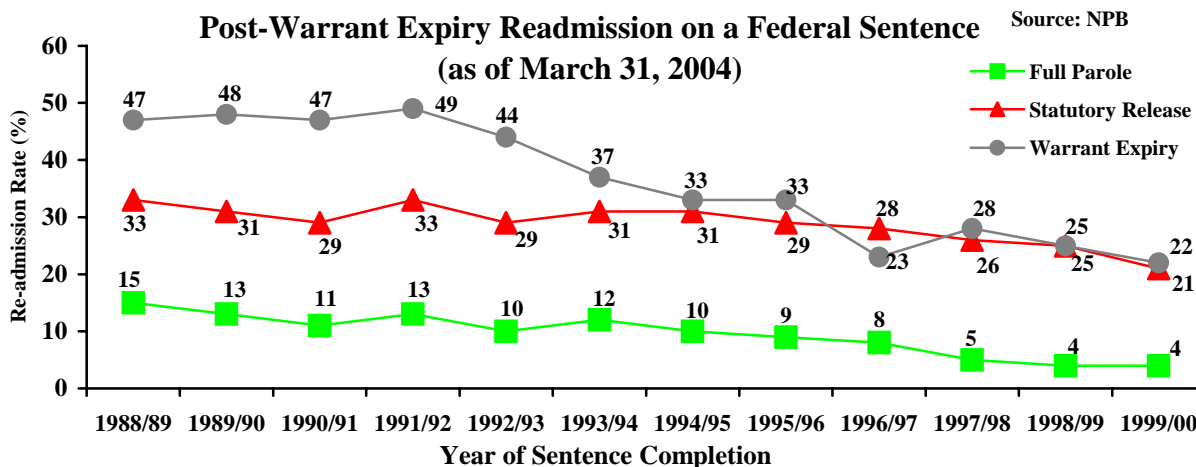
The chart above shows that over the last ten years offenders serving indeterminate sentences on full parole were:

- 36% less likely to have had their supervision periods revoked for breach of condition than federal full parolees with determinate sentences;
- 42% less likely to have had their supervision periods revoked because of an offence; and,
- 32% more likely to have had their supervision periods revoked because of a violent offence than federal full parolees with determinate sentences.

In making these comparisons it is important to remember that offenders serving indeterminate sentences have been on full parole for an average of 10.4 years compared to the average supervision period length of 24.9 months for federal offenders serving determinate sentences on full parole.



POST-WARRANT EXPIRY READMISSION ON A FEDERAL SENTENCE



Note: Post-warrant expiry readmission on a federal sentence is shown differently from reports prior to 2001/02 as the information is now by year of sentence completion rather than by year of release.

Note: The numbers for full parole and statutory release, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If the type of release is not indicated, it is assumed that the release was at WED.

The chart above shows that over the long-term (10 to 15 years after sentence completion):

- Offenders released at warrant expiry are almost 4 times more likely to be re-admitted on a federal sentence than offenders that completed their sentences on full parole; and,
- Offenders that completed their sentences on statutory release are over 2 1/2 times more likely to be re-admitted on a federal sentence than offenders that completed their sentences on full parole.
- Schedule I-sex offenders who completed their sentences on full parole or statutory release or were released at WED were the least likely to be re-admitted on a federal sentence, followed by schedule II offenders.
- Offenders in the Pacific region, who completed their sentences on either full parole, statutory release or WED were the least likely to be re-admitted on a federal sentence.

As of March 31, 2004, 10% to 15% of federal offenders that completed their sentences on full parole between 1988/89 and 1993/94 have been re-admitted on a federal sentence. In comparison, between 29% and 33% of offenders who completed their sentences on statutory release during the same period have been re-admitted and 37% to 49% of offenders who were released at warrant expiry have returned.



INFORMATION AND SERVICE TO VICTIMS AND THE PUBLIC

The National Parole Board recorded 15,263 contacts with victims in 2003/04 (↑7%). While the number of observers at hearings decreased 5% (to 1,080), the number of hearings with observers increased 7% (to 475).

In 2003/04, victims made 162 presentations at 110 hearings (compared to 135 presentations at 90 hearings in 2002/03). Of these presentations, 70% were in person, 22% were on audiotape and 8% were on videotape.

The number of decisions sent from the decision registry increased 17% in 2003/04 (to 4,701).

CLEMENCY AND PARDONS

PARDON PROGRAM

The number of pardon applications received remained relatively stable in 2003/04 (↓77 to 16,912), while the number of applications accepted increased 9% to 16,696. The proportion of applications accepted to applications received was 99%.

There was an increase of 8% in the number of pardon decisions recorded in 2003/04 (to 15,858). The grant issue rate for pardons was 98% in 2003/04.

The Board revoked 534 pardons in 2003/04, an increase of 45% from 2002/03, while the number that ceased to exist increased by 46% to 780. The cumulative pardon revocation/cessation rate remained relatively stable in 2003/04 at 3.45%.

The average processing time for pardon applications remained unchanged at 17 months in 2003/04. Efforts and resources are being expended by NPB to reduce the processing time. The new PADS Renewal system is expected to provide quite an improvement in processing pardon applications.

CLEMENCY PROGRAM

The clemency program received 29 requests in 2003 and clemency was not granted in any cases.



1. INTRODUCTION

This report provides multi-year performance information, with an emphasis on fiscal year 2003-2004, for the two business lines of the National Parole Board, conditional release and clemency and pardons, as well as for the corporate management division of the Board.

The Government of Canada operates on a fiscal year basis, which runs from April 1 to March 31, and, unless otherwise stated, the information in this document is reported on this basis. As well, in cases where offender populations are reported by fiscal years, they present figures at fiscal year-end March 31.

2. THE ENVIRONMENT OF THE BOARD

Public safety and security are fundamental to Canada's economic and social well-being. However, a changing global and domestic environment is placing significant pressures on the continued effectiveness of our law enforcement, security, corrections and parole agencies. These pressures may require adjustments to Canada's system of corrections and conditional release to be reflective of initiatives for legislative revision, demographic changes, shifting crime patterns, the changing composition of Canada's federal offender population and evolving public attitudes towards criminal justice issues. As the federal government is responsible for a significant portion of correctional and conditional release services in Canada, it has an integral role to play in developing effective strategies to deal with these trends.

The Board works in a complex and challenging environment which demands effective support for government priorities, careful assessment of pressures within the justice system, thoughtful consideration of public issues and concerns and ongoing addressing of resource challenges and emerging management initiatives. A number of trends in both the Board's external and internal environments are discussed below.

GOVERNMENT PRIORITIES¹

The Government of Canada has stated that it is committed to working toward real progress on priorities that matter most to Canadians.

The recent Speech from the Throne, clearly outlined the goals of the Government of Canada for the future. The government plans on achieving results in three core areas: strengthening the social foundations of Canadian life, building a 21st century economy and ensuring Canada's place in the world. This government, as well as its predecessors, established a broad federal agenda to promote the health and well-being of Canadian communities and strengthen the foundation for inclusion of all citizens. Public safety is a key element of community well-being.

¹ *A New Approach*, Office of the Prime Minister, December 2003; *Speech from the Throne*, Office of the Prime Minister, February 2004; *2003-2004 Estimates*, National Parole Board, March 2003



In 2003/04, the Board continued several initiatives that supported this agenda, including:

- effective corrections with its focus on Aboriginal issues and the growing diversity in the offender population and the community;
- integrated justice information, including work to develop a conditional release system to support quality decision-making;
- citizen engagement to support public discussion of parole and related matters, and
- support for the national drug strategy by producing better information on substance abuse and risk of reoffending.

The challenge for the Board, given its small size and very limited resources, both human and financial, will be to manage to respond to new government initiatives in addition to its key priorities of enhancing risk assessment instruments and training, developing innovative parole decision models and engaging the public and working in partnership in developing effective strategies for conditional release.

CRIME RATES AND TRENDS²

The crime rate in Canada increased 6% in 2003 driven by a 72% increase in counterfeiting and an increase in property crimes. Notable increases were also seen in other large-volume minor offences such as thefts under \$5,000, mischief and disturbing the peace. Some police services have attributed the increase in minor offences to new reporting procedures which make it easier for the public to report minor crimes to the police. The overall increase followed a period of general decline seen throughout the 1990s and the relative stability from 2000 to 2002. The crime rate in 2003 was 15% lower than a decade ago and 14% higher than 25 years ago.

Trends in crime have important implications for Board policy, training and operations as the Board must continually enhance its risk assessment tools and training to adapt to changes in the offender profile.

All provinces and territories reported an increase in crime rates in 2003, with the exception of Ontario and Yukon which remained relatively stable. The largest increases were recorded in Nunavut (↑18%), Northwest Territories (↑13%), Saskatchewan (↑12%), Nova Scotia (↑11%), Manitoba (↑11%) and Prince Edward Island (↑10%).

Looking at a longer period, the largest increase in crime rates over the past decade has been reported by Saskatchewan, up 41% compared to 1993. Increases over this time period were also reported in Newfoundland and Labrador (↑9%), Prince Edward Island (↑7%) and Manitoba (↑6%). The remaining six provinces have all seen declines in their crime rates over the past ten years. The largest were recorded by Ontario and British Columbia, down 32% and 14% respectively.

²*Crime Statistics in Canada 2003*, Canadian Centre for Justice Statistics, Statistics Canada, July 2004



There is considerable regional variation in crime rates across Canada. Historically, crime rates have increased from East to West. However, in recent years that pattern has begun to change, with rates in the Atlantic provinces now generally surpassing those in Ontario and Quebec. Only Newfoundland and Labrador had a rate lower than Quebec, but still higher than Ontario. In 2003, the crime rate in Alberta was lower than the rates in other Western provinces for the 11th consecutive year.

Provincial crime rates ranged from a low of 6,097 incidents per 100,000 population in Ontario to a high of 15,375 in Saskatchewan. This is the first time since data collection began in 1962 that Ontario has had the lowest crime rate of all the provinces. The territories reported crime rates that were nearly, or more than double those of any of the provinces.

Table 1 Source: Canadian Centre for Justice Statistics, *Juristat: Crime Statistics in Canada, 2003*

CRIMINAL CODE INCIDENTS/100,000 POPULATION								
Year	Violent		Property		Other Criminal Code ³		Total Criminal Code Incidents	
	#	% change	#	% change	#	% change	#	% change
1993	1082	-0.2	5575	-5.6	2881	-5.6	9538	-5.0
1994	1047	-3.2	5257	-5.7	2821	-2.1	9125	-4.3
1995	1009	-3.7	5292	0.7	2707	-4.0	9008	-1.3
1996	1002	-0.7	5274	-0.3	2656	-1.9	8932	-0.8
1997	993	-0.9	4880	-7.5	2603	-2.0	8475	-5.1
1998	982	-1.1	4569	-6.4	2610	0.3	8161	-3.7
1999	958	-2.4	4276	-6.4	2518	-3.5	7752	-5.0
2000	984	2.7	4081	-4.6	2601	3.3	7666	-1.1
2001	984	-0.1	4004	-1.9	2668	2.6	7655	-0.1
2002	969	-1.5	3975	-0.7	2765	3.6	7708	0.7
2003	963	-0.7	4121	3.7	3048	10.3	8132	5.5

Note: Information in this table is provided on a calendar year basis.

Of the 2.5 million *Criminal Code* incidents (excluding traffic offences and other federal statutes such as drug offences) reported in 2003, 12% were violent crimes, 51% were property crimes, and 37% were “other” *Criminal Code* incidents (such as counterfeiting, mischief, disturbing the peace and bail violations). Twenty-five years ago, the breakdown was quite different, with violent crimes accounting for 8% of all *Criminal Code* incidents, property crimes accounting for 64% and “other” *Criminal Code* incidents accounting for 28%.

The rate of violent crime has been generally declining over the past decade, after having increased steadily through most of the 1960s, 1970s and 1980s. In 2003, the total violent crime rate remained relatively stable. All violent crime categories recorded declined, except robbery (↑5%) and attempted murder (↑4%). The 2003 violent crime rate was 11% lower than its near-peak in 1993, but still 66% higher than 25 years ago.

³ Other *Criminal Code* crimes include mischief, prostitution, arson, bail violations, disturbing the peace, etc.



After having reached an almost 20 year low in 2002, the property crime rate increased 4% in 2003, the first substantial rise in over a decade. The property crime rate in 2003 was still 26% lower than 10 years ago. The increase in property crimes was driven by increases in the rate of thefts under \$5,000, motor vehicle thefts and break-ins.

Criminal Code incidents that are classified as neither property crimes nor violent crimes fall into the category of “Other *Criminal Code*” offences. In 2003, 37% of all *Criminal Code* incidents were in this category. Together, these crimes increased by 10% in 2003. The rise was a result of increases in the rates of the three largest volume offences in this category: mischief (↑6%), counterfeiting currency (↑72%) and disturbing the peace (↑15%).

Like the violent crime rate in Canada, the proportion of federal warrant of committal admissions which were for violent offences has been declining, from 63% in 1994/95 to 57% in 2002/03. On the other hand, the proportion of warrant of committal admissions for non-violent offences increased from 38% in 1994/95 to 43% in 2002/03.

CRIMINAL COURT RATES AND TRENDS⁴

Courts are responsible for making a number of critical decisions about a criminal case. These decisions include the determination of whether the Crown has established the guilt of the accused beyond a reasonable doubt, and for those offenders found guilty (or who plead guilty), the court must determine the nature of the sentence that will be imposed.

Trends in crime and incarceration have important implications for NPB policy, training and operations. The changing nature of the incarcerated population demands that the Board continue to enhance risk assessment tools and training related to various groups, including sex offenders, armed robbers, etc. The number of annual admissions to custody and average sentence lengths determine the Board’s workloads as offenders become eligible for parole. The challenge for the Board is to ensure that it has sufficient resources to respond to these workloads and that these resources are allocated in a manner which addresses regional variations and needs.

The Adult Criminal Court Survey (ACCS) for 2002/03 revealed that the number of cases heard in adult criminal court increased by 6% over the previous year. This was the second consecutive increase in the number of cases heard following the downward trend which occurred between 1998/99 and 2000/01. Overall, there has been a 5% increase in the number of cases heard since 1998/99.⁵

⁴ *Adult Criminal Court Statistics, 2002/03*; Juristat, Canadian Centre for Justice Statistics, Statistics Canada, November 2003.

⁵ Eight jurisdictions have participated in the Adult Criminal Court Survey since 1998/99. The jurisdictions are Newfoundland and Labrador, Prince Edward Island, Nova Scotia, Quebec (excluding 87 municipal courts), Ontario, Saskatchewan, Alberta and Yukon. These jurisdictions represent approximately 80% of the national adult criminal court caseload.



Of the provinces and territory which reported to the ACCS in 2002/03, Ontario was responsible for 45.7% of the cases heard, followed by Quebec at 17.1%, Alberta at 12.9% and British Columbia at 11.2%.

Cases are also becoming more complex as the average number of charges per case has increased 10% since 1994/95, going from 2.0 in 1994/95 to 2.2 in 2002/03. Additionally, the proportion of multiple-charge cases increased from 44% of all cases to 49% over the nine-year period. Further, the proportion of cases with three or more charges has increased from 17% of all cases in 1994/95 to 23% in 2002/03.

Crimes against the person accounted for 27% of the total number of cases, crimes against property accounted for 23%, administration of justice cases accounted for 17% and *Criminal Code* traffic accounted for 14%. Other *Criminal Code* offences (which included weapons offences and public order offences) represented 7% of all cases. The remaining 13% of cases dealt with federal statute offences, which included drug-related offences and other federal statutes.

In 2002/03, the most frequently occurring offences were impaired driving (12%) and common assault (11%). Theft offences constituted 9% of all cases, while failure to comply with a court order (8%), breach of probation (6%), major assault (6%) and uttering threats (5%) were the next most frequently occurring offences.

A conviction was recorded in 60% of the 467,494 cases heard in 2002/03.

Probation was the most common sentence in 2002/03, imposed in 46% of all cases with a conviction. Since 1994/95, this proportion has increased from 37%. A prison term was imposed in 35% of cases. This proportion has varied between 33% and 35% since 1994/95. A fine was imposed in 33% of all cases in 2002/03. This proportion has decreased from 47% in 1994/95. Approximately 21% of convicted cases received an absolute or conditional discharge or a suspended sentence, 5% were given a conditional sentence and 4% were ordered to pay restitution.

The proportion of cases sentenced to prison varies across the country. In 2002/03, the highest incarceration rate was in Prince Edward Island, where 59% of convicted cases resulted in a term of imprisonment, while the lowest incarceration rate was in Nova Scotia, where prison was imposed in 23% of cases. The variation in the use of incarceration reflects the influence of several factors. First, the mix of offences being sentenced can vary from jurisdiction to jurisdiction. If a particular jurisdiction has a higher than average percentage of the more serious crimes, it may also have a higher than average overall percentage of cases being sent to prison. Second, courts in different parts of the country may use incarceration in different ways. In Prince Edward Island, for example, offenders are frequently sent to prison for their first impaired driving conviction (89% of impaired driving convictions resulted in incarceration in 2002/03). This was by far the highest in Canada followed by Newfoundland and Labrador at 25%. The lowest rate of incarceration was in Nova Scotia where 5% of convicted impaired drivers were incarcerated.



Most terms of imprisonment are relatively short. Over half (55%) of all custodial sentences imposed in 2002/03 were one month or less, while an additional 32% were for periods of greater than one month to six months. Custodial sentences of greater than 6 months but less than two years were imposed in 9% of cases, while 4% of custodial sentences were for a term of two years or longer.

For convicted cases with sentences of two years or more, the average sentence length (excluding indeterminate sentences) has declined since 1994/95. The average sentence length declined, from 49.1 months (4.1 years) in 1994/95 to 40.3 months (3.4 years) in 2002/03. During the same period, the number of warrant of committal admissions with indeterminate sentences (which includes lifers, dangerous offenders, dangerous sexual offenders and habitual criminals) has varied between a high of 165 in 2000/01 and a low of 114 in 1999/00. There were 139 warrant of committal admissions with indeterminate sentences in 2002/03.

FEAR OF CRIME AND PUBLIC ATTITUDES TOWARDS CRIMINAL JUSTICE⁶

Fear of crime can be measured in a number of ways. However, the most frequently posed question, on surveys over the last 40 years, is the following: "Is there anywhere in your neighbourhood that you are afraid to walk at night?" Between 1976 and 1998, the percentage on Environics polls responding affirmatively has never attained one-third and never fallen below 22%.

The latest administration of the General Social Survey, by Statistics Canada in 1999, showed an increase in the already high percentage of people reporting satisfaction with their levels of safety. The percentage responding that they felt "very safe" walking at night in their neighbourhood was 40% in 1988, 39% in 1993 and 43% in 1999. In 1999, three-quarters of the respondents reported that they walk alone in their neighbourhood after dark and almost nine out of 10 (88%) reported feeling very or reasonably safe doing so, an increase from 84% in 1993.

Levels of crime have remained fairly stable over the past few years, although it appears that the percentage reporting that they are afraid has declined recently. This may be a response to the declining crime rates and changing public perceptions of those rates.

The general finding from opinion surveys conducted in several countries over the past few decades is that most people believe that crime rates are rising, regardless of actual trends. For example, in 1994, a national survey found that over two-thirds (68%) of Canadians believed that crime rates had increased over the previous five years. In reality, crime statistics in 1994 showed a 5% decline, the third consecutive drop in police-recorded crime. With respect to violent crime, the contrast between public perception and reality was even more striking. In 1994, the violent crime rate declined by the largest margin since 1962.

⁶ *Fear of Crime and Attitudes to Criminal Justice in Canada: A Review of Recent Trends*, Julian V. Roberts, Department of Criminology, University of Ottawa, November 2001
The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board, June 1999



Despite this, almost half of the polled public thought that there had been a "great increase" in violent crime and a further 43% believed that there had been a moderate increase.

This perception of increasing crime rates appears to be changing, perhaps in response to the official crime statistics that have been declining now for eleven consecutive years. A representative survey of Kingston residents conducted in 2000 found that just over half the sample believed that crime rates were decreasing or "staying about the same". The most recent General Social Survey, in 1999, found that over half (54%) of Canadians believed that crime levels in their neighbourhood had stayed the same over the previous five years. Only 43% held this view on the previous administration of the General Social Survey in 1993.

At the same time as Canadians appear to have begun to absorb the reality that crime rates are declining, there is a shift in attitudes towards certain key criminal justice issues: Canadians appear less supportive of "get tough" policies and more supportive of liberal criminal justice programs such as parole.

An Ipsos-Reid poll in 2001 revealed that the percentage of the public endorsing capital punishment has fallen to a historic low of 52%, down from 73% in 1987. The same poll revealed that the percentage of the public supporting parole was high and rising: in 1998, 75% of the public favoured parole; in 2001, support for parole rose 5% to 80%.

Although, conditional release has historically attracted a great deal of public criticism, a survey conducted in 2000 found very high levels of support for parole with fully 85% of respondents agreeing with the statement that "It is safer to gradually release offenders into society under supervision than to release them without conditions at the end of their sentence." Of these, almost two-thirds strongly agreed with the statement and only 5% strongly disagreed.

Although there is considerable support for conditional release as a general concept, there has been no change in the public's attitude with respect to eligibility, as most people still believe that parole should be restricted to certain offenders. This is a consistent finding that emerged from research conducted in 1985 and 2000.

The ageing of Canadian society, which is expected to heighten public sensitivity to issues of crime and safety, coupled with the public's limited understanding of conditional release and its expectations for meaningful debate on the key issues of public safety, create urgent pressures for the Board to continue 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.



VICTIMS OF CRIME⁷

Victims' issues have gained increasing recognition in the corrections and conditional release systems over the past several years. This recognition stems from the need for victims of crime to play a larger role within the criminal justice system and to have their voices heard. There is also growing recognition of the need for the justice system to provide better information and assistance for victims.

Victims' concerns were highlighted by the Standing Committee on Justice and Human Rights in its report for the CCRA review which included six recommendations calling for more inclusive processes for victims of crime. Two recommendations, in particular, have major implications for the Board, allowing victims to read prepared statements at NPB hearings and providing victims with access to the audio tapes of NPB hearings. While the Board introduced measures to allow victims to read statements at its hearings in July 2001, it is not yet legally able to provide victims with access to audiotapes of its hearings.

The Board continues to give a high priority to victims and will strive to improve the information and assistance that it does provide to them.

LEGISLATIVE AND POLICY CONTEXT⁸

Legislation is continually undergoing review in Canada in order to assess its ability to respond to the changing needs of Canadian society.

Of particular importance to the corrections and conditional release system is the review of the CCRA which was completed in May 2000. The report, entitled *The Corrections and Conditional Release Act - A Work in Progress*, made 53 recommendations with important implications for corrections and conditional release in Canada. The government response endorsed 46 of the recommendations and called for concrete action to address the concerns raised. In June 2003, the government tabled Bill C-40 in the House, which represented the legislative response to the report. When the House was prorogued, on November 12, 2003, Bill C-40 was abolished. The Bill was reintroduced in the new session of Parliament as Bill C-19 and had a first reading on February 13, 2004.

With CSC and Public Safety and Emergency Preparedness Canada (formerly the Department of the Solicitor General), the Board has made progress in areas that do not require legislative reform. For example, important steps have been taken to establish more inclusive processes for victims of crime.

⁷ *Fear of Crime and Attitudes to Criminal Justice in Canada: A Review of Recent Trends*, Julian V. Roberts, Department of Criminology, University of Ottawa, November 2001

The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board June 1999

⁸ *Corrections in the 21st Century*, Strategic Planning and Integrated Justice Directorate, Corrections Directorate, Correctional service of Canada, March 2000.

The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board, June 1999



Measures were also introduced to allow victims to read statements at Board hearings and a small national office (CSC/NPB) was created to provide better coordination and response to victims' issues.

Continued support for the directions set out in the government response to the CCRA review will remain an important priority for the Board.

DIVERSITY:⁹

In Canada, as in most other developed countries, diversity within the population will characterize the demographic landscape in the 21st century.

According to the 2001 Census, Canada's population continues to grow at higher rates than many other developed countries. However, immigration was the main source of growth in the population between the census of 1996 and 2001, as Canada experienced a decline of one third in natural increase (difference between births and deaths) when compared with the previous five-year period.

Canada, at the outset of the 21st century, is a nation that has become increasingly multi-ethnic and multi-cultural. Immigration to Canada over the past 100 years has shaped Canada. Half a century ago, most immigrants came from Europe. Now, most are from Asia, with more than 200 ethnic groups identified during the 2001 census.

The diversity of the federal offender population mirrors the increased diversity of the Canadian population. In 1993/94, 7% of the offender population had self-identified as a visible minority, whereas in 2003/04, the proportion had risen to 13%.

Demographic shifts present important challenges to the Board. In response, the Board must ensure that the composition of the Board remains representative of the communities it serves and that policies, training and decision tools respect issues of diversity and build understanding of factors associated with risk and public safety for different groups of offenders and the communities to which they will return.

AGEING:¹⁰

Due to the increase in life expectancy, dropping birth rates, medical advances and the ageing baby boomers, seniors are one of the fastest growing populations in Canada and other developed countries.

⁹ *Canada's Ethnocultural Portrait: The Changing Mosaic*, 2001 Census, Census Operations Division, Statistics Canada

The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board, June 1999

¹⁰ *Profile of the Canadian Population by Age and Sex: Canada Ages*, 2001 Census, Statistics Canada

Portfolio Environmental Scan 2002, Strategic Policy, Strategic Operation Directorate, Solicitor General
Issues and Challenges Facing CSC, Speaker's Binder 6.4, Correctional Service of Canada



According to Statistics Canada, between 1991 and 2001, the population aged 80 and over increased 41%. It is expected to increase an additional 43% by 2011. The census also showed that seniors aged 65 or over accounted for 13% of the population in 2001, up from almost 12% in 1991. Projections indicate that this proportion will reach 15% by 2011.

Within the federal offender population, an older offender is defined as anyone 50 years of age and older. Research indicates that the ageing process for offenders is precipitated by approximately 10 years due to factors, such as socio-economic status, access to medical care and the lifestyle of most offenders. The proportion of offenders aged 50 and older has increased from 11% in 1993/94 to 19% in 2003/04.

Older offenders form a special group within the offender population and their needs differ substantially from those of younger offenders. Generally speaking, older offenders tend to be low profile and fit in quite well. Both risk and needs appear to diminish as the age of the offender increases with the exception of health care and medical needs.

The correctional system must recognize that older offenders, burdened with not only a criminal record but also issues such as health problems, have a unique set of problems in being reintegrated into the community. As such, the Board must ensure that its policies, training and decision tools respect the issue of age and build greater understanding of the factors associated with the risk that older offenders pose to the community.

OFFENDER PROFILE:¹¹

While the federal offender population is reflective of Canadian society in its ageing and ethno-cultural portrait, offenders are also presenting increasingly challenging backgrounds.

Offenders now have more extensive crime histories. Ninety percent (90%) of men have been convicted previously of adult or youth crimes and approximately 81% have committed a violent offence. In addition, most offenders have unstable job histories and few have completed high school. Almost 80% of offenders have been identified as having poor problem solving skills, 72% are unable to generate choices and 78% are considered impulsive.

Added to the challenges related to the increasing complexity of offender needs and risks, are significant health challenges. Of particular importance to criminal behaviour and public health are the high rates of drug and/or alcohol abuse (80%). In addition, the physical (high incidence of infectious diseases such as HIV and hepatitis) and mental health of offenders is generally worse than that of the general public. This affects their ability and capacity to prepare for a safe return to the community.

¹¹ *Report on Plans and Priorities 2003-2004*, Correctional Service of Canada
The Changing Profile of the Federal Inmate Population 1997 and 2002, Research Branch, Correctional Service of Canada, January 2003
Departmental Performance Report for the Period Ending March 31, 2002, Correctional Service of Canada



The most significant challenge for the correctional system is to adapt to meet the needs of the changing offender profile, both in the institution and the community. To this end, the Board must ensure that it is continually updating its training and decision tools so that it has a clear understanding of the risk that these offenders pose to the community at large.

ORGANIZED CRIME:¹²

Organized crime is a major and growing problem in all communities across Canada. Many of our social problems – drug-related burglaries, smuggled cigarettes, telemarketing scams, juvenile prostitution or other illegally financed activities – are linked to organized crime. These crimes translate into higher costs, unmet human potential and compromised public safety.

Whether its money laundering, car theft, human smuggling or illegal trafficking, these activities associated with organized crime come with a significant social economic price tag. In fact, economic crime alone is estimated to cost Canadians at least \$5 billion every year.

In the last five years, the Government of Canada has taken a number of measures on the domestic and international fronts to strengthen the ability of law enforcement to pursue criminal organizations and to strengthen border security. These efforts may have a significant impact on corrections in the future as increased intelligence about organized syndicates could lead to more arrests and possibly a larger incarcerated population.

The number of federal offenders that are associates or members of criminal organizations has increased in the last five years, up to 9% in the institutional population and 7% in the community population. As of March 31, 2004, there were 62 separate gangs or gang types in the institutions and in the community. Aboriginal, Biker and Street Gangs were the most prevalent in institutions with Bikers, Traditional Organized Crime, and Aboriginal Gangs being the largest groups in the community.

The presence of offenders, who are associates or members of criminal organizations, within correctional institutions pose a challenge for the correctional system. The Board, for its part, must ensure that training and decision tools build understanding of the factors associated with the risk that offenders associated to or members of criminal organizations pose to the community at large.

¹² *Corrections in the 21st Century*, Strategic Planning and Integrated Justice Directorate, Corrections Directorate, Correctional Service of Canada, March 2000.

Facts about Organized Crime in Canada, Solicitor General Canada, September 2003



WOMEN AND THE CRIMINAL JUSTICE SYSTEM:¹³

Women are much less likely than men to be perpetrators of crime. In 1999, adult women aged 18 and over made up only 17% of all adults charged with a criminal offence. However, this proportion is up from 14% two decades earlier.

Although women still account for a much smaller proportion than men, the proportion of women being admitted to custody is increasing. Twenty-two years ago, the proportion of women admitted to provincial/territorial custody was 5%. This proportion increased over the years to 9% in 1992/93 and has remained constant ever since. The proportion of female offenders admitted to federal custody remained fairly constant (around 3%) over the same period of time. In 1998/99, a slight increase in the proportion of female admissions at the federal level was experienced, with women accounting for 4% of admissions.

Some of the characteristics of the female population are shared with men, while others are not. For example, female offenders are often victims of physical, sexual or other forms of abuse at the hands of intimates or others known to them. They are often mothers and primary caretakers. They have limited education and are, more often than men, unemployed at the time of their offence. Many are financially dependent. Many have addictions to drugs or alcohol as well as physical and mental health problems.

The characteristics of the federal offender population underline the differences between the female and male populations. In 1999, 69% of the female population was serving a first federal term compared with 52% of the male population. Female offenders were convicted of fewer offences for their current term of incarceration than men, more than half (55%) had one current offence compared to one-quarter of male inmates (26%). While 18% were serving a sentence for murder, convictions for robbery were much lower than those for men and there was a high percentage of women serving a first federal sentence for a drug offence. In addition, the female population was very heterogeneous in terms of ethno-cultural background: 58% were White, 21% Aboriginal, 6% Black and 3% Asian compared to the male population which was 70% White, 17% Aboriginal, 6% Black and 2% Asian.

Given the differences between female and male offenders, the challenge for the correctional system is to provide female offenders with intensive, timely and focused interventions that are gender appropriate. The Board, in particular, must ensure that its policies, training and decision tools are respective of gender and build understanding of the factors associated with the risk that female offenders pose to the communities to which they will return.

¹³ *Women in Canada*, Canadian Centre for Justice Statistics, Statistics Canada, June 2001

Taking Risks: Incorporating Gender and Culture into the Classification and Assessment of Federally Sentenced Women in Canada, Kelly Hannah-Moffat and Margaret Shaw, March 2001



ABORIGINAL PEOPLES:¹⁴

According to the 2001 census, 976,305 people, 3.3% of the population of Canada identified themselves as an Aboriginal person. North American Indian (62%) constituted the largest group of Aboriginal people, followed by Métis (30%) and Inuit (5%). The remaining 3% were either persons who identified with more than one Aboriginal group or registered Indians or band members who did not identify as Aboriginal.

The Aboriginal population in Canada is much younger than the non-Aboriginal population. According to the 2001 census, the median age of Aboriginal people was 24.7 years compared to 37.7 years for the non-Aboriginal population.

More specifically, according to the 2001 census:

- 33% of Aboriginal people were under 15 compared with 19% of the Canadian population;
- 17% of the Aboriginal population was aged 15 to 24 compared with 13% of the Canadian population; and
- Seniors made up only 4% of the Aboriginal population compared with 13% of the Canadian population.

There is a trend towards ageing in the Aboriginal population, albeit slower than in the total Canadian population. The ageing is, in large part, due to a gradually improving life expectancy and to the declining birth rate among Aboriginal peoples. Still, the Aboriginal birth rate is about 1.5 times that of the non-Aboriginal rate.

Given the number of young children in the Aboriginal population and the higher birth rate, large increases in the Aboriginal population among those 15 to 24 years of age are predicted to occur within the next decade. Since persons up to 35 years of age are seen to be the most "at risk" for criminal activity, the large numbers of Aboriginal youth may have implications for the criminal justice system for many years.

Not only is the Aboriginal population younger and growing faster, but there appears to be a growing concentration of this population in the core of larger cities. This urban movement may increase the likelihood of contact with the criminal justice system as living in a large urban center can be an alienating experience, lacking in more traditional supports. This may account for the high crime rate among urban Aboriginals and the formation of more Aboriginal gangs.

Although Aboriginal people make up only 3.3% of the Canadian population, they accounted for 16.3% of the federal offender population on March 31, 2004. At that time, 69% of federal Aboriginal offenders were North American Indian, 27% were Métis and 4% were Inuit.

¹⁴ *Aboriginal Peoples of Canada: A Demographic Profile*, 2001 Census, Census Operations Division, Statistics Canada

Portfolio Environmental Scan 2002, Strategic Policy, Strategic Operation Directorate, Solicitor General
The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board, June 1999



As a group, Aboriginal offenders tend to be younger, are more likely to be incarcerated for a violent offence, have much higher needs (relating to employment and education, for example) and have had more extensive involvement with the criminal justice system as youths. Case file records indicate that an extremely high percentage of Aboriginal offenders report early drug and/or alcohol use (80%), physical abuse (45%), parental absence or neglect (41%) and poverty (35%) in their family backgrounds. Twenty-eight percent (28%) of Aboriginal offenders had been raised as wards of the community and 15% had been sent to residential schools. Aboriginal offenders also suffer from a higher incidence of health problems.

While the over-representation of Aboriginal people in the justice system has reached crisis proportions, the Board, as a small agency at the back-end of the justice system, has limited capacity to influence this over-representation. However, the Board must provide policies and risk assessment training which recognize the unique societal and cultural factors related to Aboriginal offenders and their communities. The Board must also expand its cultural hearing models, which recognize traditional values of healing and tolerance and ensure that it continues to maintain a workforce profile that includes appropriate Aboriginal representation.

In addition, the Board, along with CSC, must provide Aboriginal communities with the opportunity for active involvement in the integration of Aboriginal offenders.

RESTORATIVE JUSTICE:¹⁵

Restorative justice can be described as a way of dealing with the harm caused by an offence by involving the victim(s), the offender and the community that has been affected. It is a balanced community based approach that deals with criminal activity as an offence against human relationships and secondarily as a violation of the law. It recognizes that once an offence has occurred, there is an opportunity to acknowledge the injustice it caused and to restore equity so that participants feel safer, more respected and more empowered.

Restorative justice is characterized by principles of inclusiveness, reparation, accountability, community involvement, holism, equality and sensitivity. In addition, the idea that crime creates obligations is central to the restorative approach to justice. Restorative justice sees the offender as having an obligation to provide reparation to the victim and the community and the community has an obligation to define the standards of acceptable conduct and to determine the best ways to repair the damage caused by crime.

The restorative justice approach appears to be gaining acceptance not only among criminal justice practitioners but also among the general public. Public opinion research reveals increased acceptance of reparation, restitution and mediation approaches for certain offenders provided that victims agree to the use of such approaches.

¹⁵ *Corrections in the 21st Century*, Strategic Planning and Integrated Justice Directorate, Corrections Directorate, Correctional Service of Canada, March 2000.



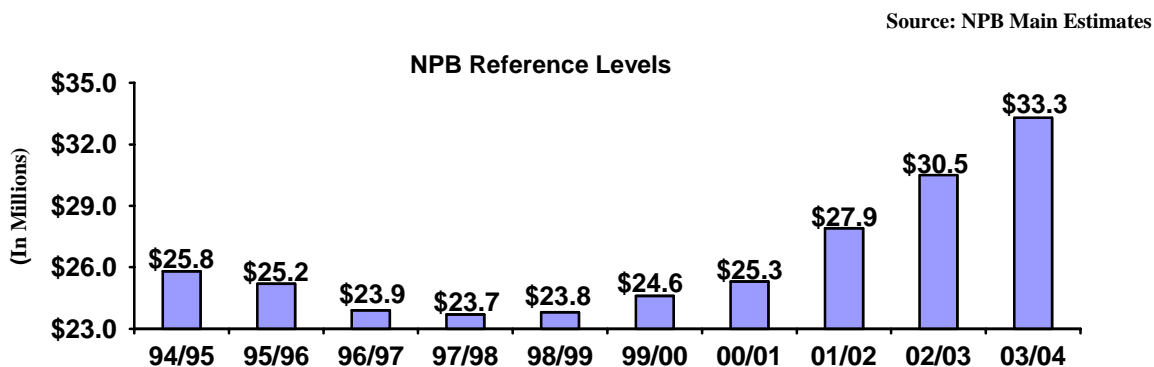
The federal government has also committed to strategies that include restorative approaches. Sections 81 and 84 of the *CCRA* create opportunities for Aboriginal communities to implement healing circles and other restorative approaches. In addition, the sentencing principles of the *Criminal Code* encourage the use of community-based sentencing and discourage the use of imprisonment.

There is potential to incorporate a restorative approach into the parole process as the aim of parole is to successfully reintegrate the offender into the community. Parole decision-making currently involves assessing the risk the offender would present to the community if released on parole, not dealing with the harm caused by the offence.

A restorative process would involve the victim and community, as well as the offender, as partners in the parole process and would mean a fundamental change to the decision-making processes and policies of the Board.

WORKLOADS AND FISCAL CONSTRAINT:¹⁶

The extreme fiscal constraint of the mid-1990s has now given way to an era of greater choice. Fiscal projections for the early years of the new century make it possible for the Government to strike a balance between investing in service improvement, maintaining the integrity of existing programs and retiring public debt. Learning from the past however, the Government is committed to the continuous examination of its expenditures to ensure responsible spending in terms of results for the taxpayer's dollar.



Note: Figures include contributions to employee benefit plans.

The decade of fiscal restraint in the 1990s resulted in very limited resource flexibility for the Board. Rigorous priority setting, innovation and productivity improvements enabled the Board to manage these resource challenges. Things have not changed, in recent years, as the Board continues to experience complex workload demands, as demonstrated by the federal offenders with increasingly violent histories and growing involvement with victims of crime.

¹⁶ *Results for Canadians: A Management Framework for the Government of Canada*, Treasury Board of Canada Secretariat



At the same time, the Board must respond to numerous management improvement initiatives such as the Financial Information Strategy, modern comptrollership and rigorous program evaluation. Collectively, these pressures create significant challenges for the Board, demanding careful review of priorities and effective resource allocation.

Over the past four years however, the Board has been successful in obtaining additional resources for specific initiatives such as firearms legislation, Effective Corrections and Citizen Engagement, and for program integrity. As some of these resources are allocated only for a specific period of time (i.e. to implement initiatives), an additional \$0.3M was provided over and above the reference level shown in the above graph, and is therefore reflected in the total Expenditures shown in Table 2.

Table 2

Source: NPB Financial Services Division

EXPENDITURES by BUSINESS LINE (\$ Millions)							
Year	Conditional Release		Clemency and Pardons		Corporate Management		NPB Total
1999/00	\$21.4	76%	\$2.2	8%	\$4.7	17%	\$28.3
2000/01	\$23.4	75%	\$2.5	8%	\$5.1	16%	\$31.0
2001/02	\$26.4	77%	\$2.6	8%	\$5.5	16%	\$34.5
2002/03	\$29.6	81%	\$2.4	7%	\$4.4	12%	\$36.5
2003/04	\$28.9	81%	\$2.5	7%	\$4.2	12%	\$35.7

The Board's total expenditures decreased by \$800,000 in 2003/04. Expenditures by the Conditional Release program decreased by \$700,000, those of the Corporate Management Program decreased by \$200,000, while those of the Clemency and Pardons program increased by \$100,000.

The decrease in the Board's funding has created pressures due to growing workload demands in areas such as the Government's Financial Information Strategy (FIS), Government on Line, and internal audit/evaluation. In response, the Board must develop a resource strategy which enables corporate management to address key priorities in an effective manner.

INFORMATION SHARING AND TECHNOLOGY:¹⁷

The information revolution has brought new technologies to everyone's doorstep. Technological advances provide public safety agencies and officials with unprecedented opportunities and capabilities to share information, build capacity and utilize the latest technology to fight crime and enhance public safety.

¹⁷ *Portfolio Environmental Scan 2002*, Strategic Policy, Strategic Operation Directorate, Solicitor General.
Corrections in the 21st Century, Strategic Planning and Integrated Justice Directorate, Corrections Directorate, Correctional Service of Canada, March 2000
The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board, 1999



Currently, information on offenders is dispersed among numerous jurisdictions and is not always shared among criminal justice practitioners. This creates a number of difficulties for personnel working in the correctional system tasked with making decisions in the area of risk assessment and risk management.

The successful application of risk assessment and risk management tools in corrections is considered to be fundamentally dependent on the creation of an effective infrastructure for information exchange among all criminal justice agencies that deal with offenders. With accurate profiles of offenders at their disposal, police and personnel working in the correctional and conditional release systems may be better equipped to make informed decisions. In turn, this may increase the level of public confidence in the criminal justice system.

While technological advances have allowed for the development of an effective and timely flow of information, the development of an infrastructure for information exchange is a major political and administrative task that is highly resource intensive. The Board, as a small agency, faces the constant challenge in identifying the resources to develop and refine its information systems and provide ongoing maintenance and support.

HUMAN RESOURCE MANAGEMENT:¹⁸

The 2001 Speech from the Throne indicated that the Government was committed to reforms to ensure that the Public Service of Canada was innovative, dynamic and reflective of the diversity of the country-able to attract and develop the talent needed to serve Canadians in the 21st century.

Several challenges currently face the Public Service. Chief among these is demographics; the public sector workforce is ageing and many employees and managers are approaching retirement eligibility. The government is, therefore, faced with the necessity of recruiting, hiring and retaining committed and talented people in large numbers. It must also ensure effective and efficient knowledge transfer from one generation of public service employees to the next. Moreover, in order to provide a high quality of service, government employees, both newly recruited and longer-term, must reflect the diverse cultures and perspectives of the public they serve. Employees must have access to continuous learning and development opportunities to allow them to adapt to today's ever-changing world in creative and innovative ways.

To combat these challenges, in February 2003, the Government tabled in the House of Commons the *Public Service Modernization Act* which would modernize staffing, labour relations, learning and human resources management in the public service by enacting a new *Public Service Employment Act* and *Public Service Labour Relations Act* and by amending the *Canadian Centre for Management Development Act* and the *Financial Administration Act*. This legislation was given Royal Assent on November 7, 2003.

¹⁸ *Performance Report for the Period Ending March 31, 2003*, Treasury Board of Canada Secretariat
The National Parole Board Vision and Strategic Plan, 2000 and Beyond, National Parole Board, 1999



The same challenges that are facing the Public Service as a whole have the potential to be devastating for the Board. As more than 35% of Board staff are 50 years or older, there is a potential for a significant number of departures over the next five years. Seeing that the Board has lower classification levels than many organizations and more limited opportunities for development and advancement because of its small size, the Board will have difficulty in hiring and retaining qualified staff. In addition, the current freeze on the size of the Public Service will hamper the Board in ensuring that there is an efficient and effective knowledge transfer from one generation to another. To add to the complexity of the human resource challenge, the Board is committed to a workforce that is representative of the diverse cultures of Canada.

The following section provides information on the Board's composition of staff and Board members.

Table 3

Source: NPB Human Resources Division

NATIONAL PAROLE BOARD STAFF COMPLEMENT (As of March 31, 2004)										
Region	Females	Males	Total Staff	Abor.	Visible Minority	Disabled	Maternal Language		Bilingual	
							English	French	#	%
National Office	83	49	132	7	10	5	61	71	104	79
Atlantic	31	4	35	1	2	3	24	11	20	57
Quebec	37	9	46	1	3	-	-	46	43	93
Ontario	41	4	45	-	-	3	45	-	4	9
Prairies	51	11	62	5	4	4	60	2	12	19
Pacific	27	7	34	1	3	2	33	1	5	15
Canada	270	84	354	15	22	17	223	131	188	53
Percent	76%	24%	100%	4%	6%	5%	63%	37%		

As of March 31, 2004, 76% of National Parole Board staff were female and 24% were male. The highest proportion of female to male staff was in the Ontario region where females accounted for 91% of all staff, while the lowest proportion was 63% in the National Office.

The maternal language of 63% of Board staff was English and 37% were French. As well, 53% of the Board's staff were bilingual (staff able to work in both French and English).

The Board also tracks staffing from minority groups to ensure that its work force is representative of the Canadian population. The Board is committed to the principles outlined in the Government's Action Plan of the Task Force on Participation of Visible Minorities in the Federal Public Service. The Board's visible minority staff complement increased to 22 from 17 during 2003/04 and the visible minority staff complement accounts for 6.2% of the work force. The Aboriginal staff complement, as well as the number of staff with disabilities remained unchanged during the year at 15 and 17 respectively. As of March 31, 2004, 4.2% of Board staff were Aboriginal and 4.8% had a disability.



NATIONAL PAROLE BOARD
Performance Measurement Division

Based on workforce targets identified by Treasury Board Secretariat (TBS) in March 1999 (from 1996 Census information), the Board is over-represented for Aboriginal persons (TBS target 1.4%) as well as visible minority persons (TBS target 5.0%). However, as of March 31, 2004, the Board was slightly under-represented for persons with disabilities (TBS target 4.9%).

Table 4

Source: NPB Chairman's Office and Regional Offices

NATIONAL PAROLE BOARD MEMBER COMPLEMENT (As of April 14, 2004)									
Region	Female	Male	Total Board Members	Aboriginal	Visible Minority	Maternal Language		Bilingual	
						English	French	#	%
National Office	3	3	6	0	0	3	3	4	67
Atlantic	2	6	8	0	0	7	1	2	25
Quebec	5	10	15	0	0	0	15	13	87
Ontario	7	11	18	1	0	15	3	4	22
Prairies	6	11	17	3	1	15	2	3	18
Pacific	5	8	13	3	2	12	1	3	23
Canada	28	49	77	7	3	52	25	29	38%
Percent	36%	64%	100%	9%	4%	68%	32%		

As of April 14, 2004, the National Parole Board had a total of 77 members (42 full-time and 35 part-time), with 64% being male and 36% being female. The Board had 7 Aboriginal members (9%), with 3 members working in the Prairie region and 3 in the Pacific (the regions with the largest Aboriginal populations) and 1 in the Ontario region. The Board also had 3 members from visible minority communities, one in the Prairie region and two in the Pacific region.

The Board also tracks language, education and experience of Board members to ensure that it has the range of skills needed to make quality conditional release decisions. As of April 14, 2004, the maternal language of 68% of Board members was English and 32% was French, while 38% of Board members were bilingual.

Ninety-one (91%) of Board members have a university education, 6% have college and 3% have secondary. As well, 44% of Board members have experience in corrections and 87% have criminal justice experience.



3. STRATEGIC OUTCOMES RESULTS FOR 2003-2004¹⁹

The NPB's strategic outcomes for 2003-2004 were linked with the Board's Vision for the Year 2000 and Beyond. Since 2000, the Vision has been shaping and stimulating improvement in NPB decision-making, policy and training. The Vision positions the Board to meet ongoing and emerging challenges.

For the year 2003/04, the Board established four strategic outcomes:

1. quality decisions for conditional release decisions which contribute to long-term community protection through the safe reintegration of offenders;
2. open, accountable and accessible decision processes for conditional release;
3. quality decisions for pardon decisions which contribute to long-term community safety and provide timely service for pardon applicants; and
4. a modern management agenda which positions the Board for organizational improvement and quality service for Canadians.

Progress in 2003/04 toward outcome 1:

Quality decisions for conditional release decisions which contribute to long-term community protection through the safe reintegration of offenders.

Protection of society is the paramount consideration in all conditional release decisions. These decisions are made using all relevant, available information and careful assessment of risk. Conditional release contributes to community safety and offender reintegration by providing a gradual and controlled re-entry into the community for offenders.

Over the past ten years, the Board conducted an average of 22,000 conditional release reviews annually and made an average of 5,800 decisions to release offenders on either day or full parole. As the Board is judged on the outcomes of these decisions, it uses a range of measures to assess the performance of parolees in the community:

- outcomes of conditional release;
- convictions for violent offences; and
- post-warrant expiry readmission on a federal sentence.

Outcomes of conditional release

Over the last ten years, performance information indicates that:

¹⁹ *National Parole Board Report on Plans and Priorities 2003-2004 and Performance Report 2002-2003*



- Over 77% of releases on day and full parole are completed successfully.
- Less than 8% of releases on parole ended in a new offence and about 1.5% ended in a new violent offence. In fact, the number of violent offences by offenders on day and full parole declined by almost 75% between 1994/95 and 2002/03. The numbers for fiscal year 2003/04 are not included as the number of convictions could increase during the next 12 to 18 months as cases make their way through the courts.
- Over 58% of releases on statutory release were completed successfully, about 14% ended in a new offence and 3% ended in a new violent offence. It must be remembered that offenders on statutory release are released by law and not at the discretion of the Board.

Offenders serving indeterminate sentences represent a visible and growing component of the federal offender population. In 1994/95, they represented 16% of the federally incarcerated population (2,312) and about 19% of day and full parolees. By 2003/04, the proportions had grown to 22% of the federally incarcerated population and 30% of day and full parolees. Offenders with indeterminate sentences are not entitled to statutory release.

Day parole for offenders with indeterminate sentences has yielded positive results. Over the last ten years, 92% of day paroles, for offenders serving indeterminate sentences, have been successfully completed compared to 80% for offenders serving determinate sentences. The rate of re-offending was also lower for offenders serving indeterminate sentences at 1% compared to 7% for offenders serving determinate sentences.

Offenders, serving indeterminate sentences, who are released on full parole remain on parole for life. Since 1994/95, 1,792 offenders with indeterminate sentences have had 1,638 full parole supervision periods. As of March 31, 2004, 70% of the full parole supervision periods were still active, the offender had died in 12% of cases, while 11% of the full parole supervision periods had been revoked for a breach of conditions and 8% ended as the result of a new offence.

Convictions for violent offences:

- Annual numbers of convictions for violent offences dropped 45% for offenders on all types of release between 1994/95 and 2002/03 (The numbers for fiscal year 2003/04 were not included as the number of convictions could increase during the next 12 to 18 months as cases make their way through the courts.).
- The rate per 1,000 offenders on day and full parole and statutory release has also revealed a downward trend since 1994/95.
- Comparisons of violent conviction rates and violent crime rates based on the Uniform Crime Reports suggests that offenders on full parole are about as likely as the general public to commit a violent crime.



Post-warrant readmission on a federal sentence

Post-warrant readmission on a federal sentence provides information on the long-term results of offenders who complete their sentences on full parole and statutory release as well as how offenders do after being released at warrant expiry. An offender's ability to live a crime free life in the community after completion of his/her sentence is influenced by many factors which are beyond the control of CSC and the Board. Nevertheless, information on post-warrant expiry readmission on a federal sentence is important because it considers public safety in the long-term. It also provides information for strategic planning and assessment of the effectiveness of law, policy and operations.

Long-term follow-up for federal offenders who completed their sentences on full parole, statutory release or were released at warrant expiry between 1988/89 and 1994/95 indicates that 26% had been re-admitted on a federal sentence by March 31, 2004. There are, however, significant differences in re-offending for offenders within this group:

- about 12% of offenders who completed their sentences on full parole had been re-admitted on a federal sentence;
- about 31% of offenders who completed their sentences on statutory release had been re-admitted on a federal sentence; and
- about 45% of offenders who were released at warrant expiry had been re-admitted on a federal sentence.

Conditional release is founded on the principle that gradual release to the community, based on appropriate programs and treatment, quality risk assessment and effective community supervision enhances community safety. In this context, gradual and supervised release is considered more effective than release "cold turkey" at the end of the sentence. Information on post-warrant readmission on a federal sentence reinforces this theory, suggesting that the detailed process of case preparation and risk assessment used by the Board and CSC for parole decision-making is effective in identifying those offenders most likely to remain free from crime in the community.

Progress in 2003/04 toward outcome 2:

Open, accountable and accessible decision processes for conditional release.
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The *CCRA* emphasizes openness and accountability through provisions which recognize the information needs of victims of crime, permit interested parties to attend Board hearings and allow access by the public to Board decisions through a registry of decisions. Another key aspect of openness and accountability, as set out in the law, involves the investigation of serious incidents in the community and the effective dissemination of the findings of these investigations within the Board and to other interested parties.



The Act also calls for the Board to provide an effective program of public information. In recent years, public information efforts have taken on greater complexity as the Board has had to deal with growing diversity in the offender population and the community and calls for new approaches such as citizen engagement which provides Canadians with a “voice” in discussion of issues with important implications for their families, their homes and their communities.

The importance of openness and accountability was emphasized in the report of the Standing Committee on Justice and Human Rights for the *CCRA* review. The Committee recommended development of more inclusive processes for victims of crime and enhanced strategies for public information and citizen engagement.

The *CCRA* requires the Board to provide information for victims of crime, allow observers at its hearings and provide access to its decisions through a registry of decisions. Performance in this area has two components:

- the level of NPB activity in response to demands for information/assistance; and
- the satisfaction of those who receive information and assistance from the Board.

Contacts with victims

In 2003/04, the Board had about 15,200 contacts with victims. The number of contacts with victims has increased 37% in the last five years.

Observers at hearings

The Board had 1,080 observers at 475 hearings in 2003/04. Fifty-six percent (56%) of the observers were members of the public, including students, 36% were victims and their supporters and 8% were from the media.

Victims reading statements

Since July 2001, victims have been allowed to read statements at NPB hearings. Up until then, victims could only submit written statements and attend hearings as observers, but they were not allowed to speak. In 2003/04, there were 162 presentations made at 110 hearings. Of this group, most had been victims of sexual assault (30%), or the family members of victims of murder (29%) or manslaughter (19%). Seventy percent (70%) of the presentations were made by the victims in person, and the rest were on either audio or video tape.

Decision Registry

The *CCRA* permits access to specific decisions and to decisions for research purposes through NPB’s decision registry.



For case specific applications, any person who demonstrates an interest, may on written application to the Board, have access to the contents of the registry relating to the specific case. Information that would jeopardize the safety of a person, reveal the source of information obtained in confidence or adversely influence the reintegration of the offender is deleted. For research purposes, people may apply to the Board for access to decisions and receive information after the decisions have been screened to remove all personal identifiers.

The legislation does not define the contents of the “registry of decisions” or what would constitute demonstrating interest in a case, however, in keeping with the concepts of openness and accountability, the Board makes available the complete risk assessment and decision-making documentation of Board members.

In 2003/04, the Board released over 4,700 decisions from the registry in response to about 1,500 requests. Victims were the most frequent users (about 50%), followed by the media (about 29%).

Survey of Victims of Crime²⁰

In April 2003, it was decided that a simple survey of those victims registered with the Board should be conducted. The impetuses for a survey was the fact that the last survey was carried out over five years ago and that victims had been presenting statements at hearings for nearly two years without any formal collection of data from them on their perceptions of the process.

To this end, a four-part questionnaire was designed. The purpose of the survey was to determine if the information that the NPB provides is communicated effectively and in a timely manner. The Board also wanted to know if the services it has in place—observing hearings, accessing the Registry of Decisions, and presenting statements at hearings—are effective or in need of improvement. In July 2003, 2,782 questionnaires were mailed out. One hundred and fifty-five (155) were returned as undeliverable. By the end of September 2003, 579 responses (22%) had been returned to the Board.

Section one of the questionnaire dealt primarily with receipt of information and service delivery.

A majority of respondents indicated they received information from the Board in a timely manner and that it was not difficult to reach a contact person. What appears to be at issue is determining who to contact initially to get that information.

Respondents, on the whole, were satisfied with service delivery and the people they contacted at the Board; however, the comments suggest that there is still room for improvement in the timely delivery of information.

Nearly one-quarter of respondents (131) did not know that they could make statements at a hearing. All victims were to have been notified of this service when it was initiated. The response to the question did not allow conclusions to be drawn as to why such a large number of respondents remained unaware of this service.

²⁰ *Summary of Victim Responses to NPB Questionnaire, December 2003*



Fifty-three respondents (53) who commented on why they had not made a presentation stated they fear repercussions from the offenders, find the process too intimidating, or do not wish further contact with the offender. Twenty-six respondents (26) chose not to make a presentation because of costs involved in attending a hearing and an additional 17 consider that their statements have no impact on the Board's decisions or that the offender's rights outweigh those of the victim. Seven (7) did not make a presentation because the hearing was postponed or waived.

Section two asked questions specifically related to observing hearings.

The majority of the respondents (97) who observed hearings were satisfied that they had been well prepared. Some respondents stated that they would benefit from knowing beforehand the layout of the waiting area and hearing rooms and knowing more about personal security and safety plans while at the hearing. Most respondents were accompanied when they went to a hearing. In most cases, a family member and/or friend accompanied the victims.

Section three dealt with questions related to accessing the Registry of Decisions.

Only 84 respondents indicated they had accessed the Registry of Decisions for an average of 2.2 times each. Most respondents (49) found the decision met their expectations. Thirty respondents (30), however, found the Board decisions weighted in favour of the offender and that they did not contain enough information about the offender, in particular the offender's intent vis-à-vis the victim. Decisions were also seen as not severe enough and that there appeared to be no repercussions for offenders who broke release conditions.

Section four asked questions specifically related to presenting statements at hearings.

The number of victims who responded to this section (71) represents 25% of all those who have made presentations at hearings since their inception. Most respondents thought that they had received sufficient information to prepare them for making a presentation at a hearing. Some wanted more time to prepare and wanted less of a "do and don't do" list regarding making a presentation.

A majority of respondents (60) found making their presentation of benefit to them because it gave them a voice, and a sense of involvement, of being heard, and considered in the criminal justice process. Although an emotional experience, it was also an opportunity to voice their opinions and concerns and level the playing field vis-à-vis the offender by clarifying some of the facts of the case that had not been disclosed. At a personal level, making a presentation gave victims some confidence, released stress, and allowed them to attain a degree of closure—a release of hurt and anger—when given the opportunity to vent, to release bottled-up feelings by reminding the offender of the pain and impact of the offence.

Ten respondents (approximately 14%) who made a presentation did not find the experience of benefit to them. This was primarily because their presentation appeared to have little or no impact on the Board, because the Board did not acknowledge the presentation or its presenters and respondents question whether or not it was heard. A few respondents found that because the offender can read the statement ahead of time, making a presentation is a waste of time. At a personal level, some victims did not find the presentation of their statement of benefit because they had to relive the experience.



Of the 323 respondents who made additional comments, 76 mentioned their satisfaction with the Board even if they were not pleased with the results of the process. Many respondents wanted and thought they were entitled to more information about the offenders' rehabilitation and the reasons for their transfers. Some respondents find that knowing of offenders' progress is pertinent to writing an effective statement.

A few respondents commented on the fact that information on transfers or the decision to release sometimes go to the media before it goes to victims. If an information request is made to the Board in regard to decisions, staff should ensure within reason that the victim is notified before the media is informed. If, however, the media is present at the hearing and the victim is not, the media will have the information before the victim.

Many of the comments made in this section fell under the category of better communication needs.

The confusion of some respondents, for example, about the specific roles of NPB, CSC, and the Department of Justice in the criminal justice process, about the difference between a hearing and a trial, and about the function of the Board strongly reinforce the inadequacy of the information communication process.

Some respondents saw their statements as limited in that they are told what they can write; they found that their statements were censored; and that family voices are curbed when only one family member is allowed to speak at a hearing. Victims are told what their statements should contain; that is, what the Board can legally consider when making a decision. Their statements are not censored as to content with the exception that the language used is to be appropriate and not include profanity. On the other hand, some respondents commented that they wanted guidelines for writing statements.

The above points to the need for better communication as well as the need to alleviate confusion as to who the Board is and its role in the criminal justice process.

The next step for the Board is to learn from the survey, understand what has been said in the responses and interpret the results so that the next steps can be planned.

Investigations

The Board participates in Boards of Investigation into incidents where offenders on conditional release have committed a serious offence in the community. Boards of Investigation are conducted in co-operation with CSC and usually have three members: a Chairperson, who is a representative from the community, a representative from CSC and a representative from NPB. If warranted, other community members are appointed who have expertise in the issue under review. The Board of Investigation conducts an in-depth review of file documentation and hearing tapes and carries out on-site interviews with those involved in the release and supervision of the offender. Two joint NPB/CSC national investigations were completed during 2003/04.



The main findings of the investigations included comments on issues such as:

- the need to develop a procedure requiring a chronology in cases of long-term offenders serving indeterminate sentences and multi-recidivists ;
- the need to conduct an in-depth review of the structure in place for the delivery of psychological and psychiatric services;
- the need to use various assessment tools to evaluate dangerousness and risk to re-offend and the implementation of quality control measures for psychiatric and psychological reports;
- insufficient weight given to historical factors and to negative psychological and/or psychiatric evaluations; and
- the Board should take steps to improve the quality of its hearing tapes.

The results of these investigations are distributed to all Board members and appropriate staff, as well as other interested parties.

Progress in 2003/04 toward outcome 3:

Quality decisions for pardon decisions, which contribute to long-term community safety and provide timely service for pardon applicants.

The *Criminal Records Act (CRA)* was originally created in 1970 to ease, through the granting of a pardon, the stigma of a criminal record for those offenders who demonstrate over an appropriate number of years that they can lead crime free lives. A pardon is a formal attempt to remove a stigma for people found guilty of a federal offence who, having satisfied the sentence imposed and a specified waiting period, have shown themselves to be responsible citizens. A pardon is, therefore, a means to facilitate and demonstrate safe reintegration in the community.

In Canada, over 3 million people have criminal records. This group represents the potential clientele for the pardon program.

The last four years have seen many new initiatives for the pardon program. In 2000/01, a new automated system, the Pardon Application Decision System (PADS), came on-line. This automated system was designed to streamline the pardon process in an effort to reduce the processing time while supporting quality decision-making and ensuring a productive use of technology for information sharing. Since its inception, changes to PADS have greatly improved the efficiency and effectiveness of the pardon process and the integrity of pardon data. However, to further improve services, the Board is presently developing a new PADS Renewal (PADS-R) system which will be operational in early 2005. The Board is also improving the pardon program by streamlining all of its pardon processes.

In 2003/04, the Board received 16,912 applications for pardon and granted/issued the pardon in 15,593 cases. The grant/issue rate for pardons is 98%.



The *CRA* gives the NPB the authority to revoke a pardon if the person to whom the pardon was issued or granted is subsequently convicted of an offence punishable on summary conviction, on evidence establishing to the NPB's satisfaction that the person is no longer of good conduct or because of evidence that the person made a false or deceptive statement or concealed information relative to the application.

The *CRA* also states that a pardon ceases to exist if the person to whom it was granted or issued is subsequently convicted of an indictable offence, an offence that is punishable either as an indictable offence or on summary conviction (a hybrid offence), except for driving while ability impaired, driving with more than 80 mg of alcohol in 100ml of blood or failing to provide a breath sample. The NPB has the authority in these cases. A pardon also ceases to exist if the NPB is convinced by new information that the person was not eligible for a pardon at the time it was granted or issued.

The cumulative pardon revocation/cessation rate for pardons remains low (3%) demonstrating that most people remain crime free after receipt of a pardon.

Progress in 2003/04 toward outcome 4:

A modern management agenda which positions the Board for organizational improvement and quality service for Canadians.
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Increasingly, federal departments and agencies are being called upon to pursue modern management practices which break down barriers to effective operations and support cooperative efforts with a wide variety of partners and stakeholders. They are being called upon to employ a range of tools and technology which focus on quality service, including a citizen focus, results and responsible spending.

Modernization of comptrollership

Modernization of comptrollership is an underlying principle of modern management. Through this initiative, departments are expected to stimulate continuous improvement, greater effectiveness and accountability.

The Board has been involved in modern comptrollership for over 2 years. Work to date has concentrated on assessment of capacity and identification of priorities for improvement in key areas of management, along with action plans to respond to these priorities. In coming years, emphasis will shift to implementation, with a focus on using modern comptrollership as a catalyst for:

- restoring the Board to its position as an employer of choice by enhancing its capacity to recruit and train qualified employees;
- developing an effective information management and information technology strategy which provides maximum benefit for business line delivery and resource management;



- providing the necessary tools, training and equipment and facilities to enable NPB employees to work in a positive and professional environment; and
- integration of planning, resource management and performance reporting with emphasis on linking program and financial information and establishment of an integrated risk management framework for NPB.

Government on Line (GOL)

GOL is also a fundamental element of “Service for Canadians” and NPB’s modern management agenda. The key challenge for the Board remains the development of a meaningful approach for GOL within the very limited resources available. In this context, the Board continues to focus its GOL priorities on the provision of information. People who contact the Board have indicated that quality, timely information is the product that they most value from the Board.



4. CONDITIONAL RELEASE

The Conditional Release program is by far the largest program of the National Parole Board. Its activities include: the review of offenders' cases and the making of quality conditional release decisions; provision of in-depth training on risk assessment to assist Board members in the decision-making process; coordination of program delivery throughout the Board and with the Correctional Service of Canada (CSC) and other key partners; and, the provision of information to victims and other interested parties within the community.

The majority of the information in this report is presented in table format showing data over a five year period. Where possible, the information in each section is presented at national and regional levels and by offence type, by Aboriginal and race as well as by gender.

It should be noted that some of the data included may be different than reported in previous years. This is due to ongoing updates and refinements of the Offender Management System (OMS) and the Conditional Release Information Management System (CRIMS).

4.1 PROGRAM DELIVERY CONTEXT

OFFENDER POPULATION TRENDS

The National Parole Board and the Correctional Service of Canada have agreed to use the following definitions in reporting offender population information to ensure consistency:

- Incarcerated includes: offenders serving federal sentences in penitentiaries and in provincial facilities, those housed as inmates in Community Correctional Centres (as distinguished from conditionally released offenders), and those temporarily absent from the institution on some form of temporary release (Temporary Absence or Work Release).
- Conditional Release includes: those federal offenders conditionally released on day parole, full parole, statutory release and long term supervision including those paroled for deportation and temporary detainees whether detained in a penitentiary or a provincial jail.

Excluded from offender populations are escapees, those on bail and those who are unlawfully at large (UAL) from supervision. This report provides information on exclusions for the most recent year under each table.



Table 5

Source: CSC and NPB

FEDERAL OFFENDER POPULATION						
Year	Incarcerated		Conditional Release		Total	
	#	%	#	%	#	% change
1990/91	11,964	59.2%	8,248	40.8%	20,212	---
1991/92	12,719	59.9%	8,532	40.1%	21,251	5.1
1992/93	12,877	59.5%	8,749	40.5%	21,626	1.8
1993/94	13,560	60.3%	8,919	39.7%	22,479	3.9
1994/95	14,262	62.8%	8,465	37.2%	22,727	1.1
1995/96	14,183	62.9%	8,367	37.1%	22,550	-0.8
1996/97	14,137	63.4%	8,163	36.6%	22,300	-1.1
1997/98	13,399	61.0%	8,583	39.0%	21,982	-1.4
1998/99	13,081	59.2%	9,016	40.8%	22,097	0.5
1999/00	12,800	58.4%	9,135	41.6%	21,935	-0.7
2000/01	12,794	58.9%	8,911*	41.1%	21,705	-1.0
2001/02	12,662	59.6%	8,589*	40.4%	21,251	-2.1
2002/03	12,654	60.2%	8,375*	39.8%	21,029	-1.0
2003/04	12,413	59.8%	8,339*	40.2%	20,752	-1.3

*Includes those on long-term supervision orders - 6 in 2000/01, 20 in 2001/02, 38 in 2002/03 and 61 in 2003/04. Excluded as of April 11, 2004 were: escapees (153), those on bail (62), UAL (615).

There have been two distinct trends in the federal offender population over the last fourteen years. The offender population increased until March 1995 and has since decreased, except for a minor increase in March 1999. The offender population is now at its lowest level since March 1992. While the number of warrant of committal admissions has varied since 1994/95, there has been a downward trend with warrant of committal admissions being 4,782 in 1994/95 and 4,226 in 2003/04. At the same time, the number of offenders who reached warrant expiry has also shown a downward trend but because the number in each year, except for 1995/96 and 1998/99, has been greater than the number of warrant of committal admissions, the federal offender population has decreased.

Table 6

Source: CSC and NPB

FEDERAL OFFENDER POPULATION BY REGION											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	
1999/00	1941	8.8	5854	26.7	5991	27.3	5208	23.7	2941	13.4	21935
2000/01	1979	9.1	5700	26.3	5806	26.7	5239	24.1	2981	13.7	21705
2001/02	1948	9.2	5532	26.0	5753	27.1	5066	23.8	2952	13.9	21251
2002/03	1939	9.2	5447	25.9	5713	27.2	4912	23.4	3018	14.4	21029
2003/04	1942	9.4	5337	25.7	5651	27.2	4794	23.1	3028	14.6	20752

Since 1999/00, the Quebec region has seen the biggest decrease in its federal offender population (↓8.8%); the Pacific region is the only one to have seen an increase (↑3.0%); while the Atlantic region remained virtually unchanged (↑1).



Each year since 1999/00, the Quebec region has had greater numbers reaching warrant expiry than the number of warrant of committal admissions. Between 1999/00 and 2003/04, the Quebec region had 684 more offenders reaching warrant expiry than warrant of committal admissions, while the Prairie region had 377, the Ontario region had 293 and the Atlantic region had 561. During the same period, the Pacific region had 65 more warrant of committal admissions than offenders reaching warrant expiry.

Table 7

Source: CSC and NPB

FEDERAL INCARCERATED POPULATION BY REGION											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada #
	#	%	#	%	#	%	#	%	#	%	
1999/00	1157	9.0	3313	25.9	3429	26.8	3179	24.8	1722	13.5	12800
2000/01	1183	9.2	3293	25.7	3377	26.4	3184	24.9	1757	13.7	12794
2001/02	1198	9.5	3239	25.6	3394	26.8	3046	24.1	1785	14.1	12662
2002/03	1192	9.4	3154	24.9	3423	27.1	3037	24.0	1848	14.6	12654
2003/04	1170	9.4	3132	25.2	3391	27.3	2929	23.6	1791	14.4	12413

Excluded as of April 11, 2004 were: escapees (3 Atlantic, 38 Quebec, 58 Ontario, 20 Prairies and 34 Pacific) and those on bail (2 Atlantic, 6 Quebec, 31 Ontario, 11 Prairies and 12 Pacific).

The Pacific region has seen the biggest increase in its federal incarcerated population since 1999/00 (↑4.0%). During the same period, the Atlantic region saw an increase of 1.1%, while the other regions all saw decreases. The Prairie region saw the biggest decrease (↓7.9%), followed by the Quebec (↓ 5.5%) and the Ontario (↓ 1.1%) regions.

Table 8

Source: CSC and NPB

FEDERAL INCARCERATED POPULATION BY ABORIGINAL AND RACE											
Year	Aboriginal		Asian		Black		White		Other		Canada #
	#	%	#	%	#	%	#	%	#	%	
1999/00	2187	17.1	396	3.1	760	5.9	9053	70.7	404	3.2	12800
2000/01	2180	17.0	354	2.8	766	6.0	9084	71.0	410	3.2	12794
2001/02	2227	17.6	311	2.5	786	6.2	8933	70.5	405	3.2	12662
2002/03	2313	18.3	299	2.4	767	6.1	8869	70.1	406	3.2	12654
2003/04	2301	18.5	275	2.2	778	6.3	8649	69.7	410	3.3	12413

Of the Aboriginal, Asian, Black and White federal incarcerated populations, only the Black population increased in 2003/04. While the Aboriginal population did not increase in 2003/04, their proportion of the federal incarcerated population rose to 18.5%, the highest since at least 1993/94. The Black proportion of the federal incarcerated offender population also rose in 2003/04 to 6.3%, their highest level since at least 1997/98.

According to the Census of 2001, federal incarcerated Aboriginal and Black offenders are the only groups who are over-represented when compared to their proportions in the total Canadian population. (Aboriginal 18.5% compared to 3.3%, Black 6.3% compared to 2.2%)



Table 9

Source: CSC and NPB

FEDERAL INCARCERATED POPULATION by GENDER					
Year	Male		Female		Canada
	#	%	#	%	#
1999/00	12455	97.3	345	2.7	12800
2000/01	12419	97.1	375	2.9	12794
2001/02	12304	97.2	358	2.8	12662
2002/03	12298	97.2	356	2.8	12654
2003/04	12034	96.9	379	3.1	12413

The female federal incarcerated population increased 6.5% (↑23) in 2003/04 and their proportion of the federal incarcerated population increased to 3.1%.

Table 10

Source: CSC and NPB

FEDERAL CONDITIONAL RELEASE POPULATION									
Year	Day Parole		Full Parole		Statutory Release		Long-term Supervision		Total
	#	%	#	%	#	%	#	%	#
1991/92	1780	20.9	4512	52.9	2240	26.3			8532
1992/93	1785	20.4	4878	55.7	2086	23.8			8749
1993/94	1431	16.0	5472	61.4	2016	22.6			8919
1994/95	1263	14.9	5063	59.8	2139	25.3			8465
1995/96	1101	13.2	4804	57.4	2462	29.4			8367
1996/97	959	11.7	4588	56.2	2616	32.0			8163
1997/98	1374	16.0	4504	52.5	2705	31.5			8583
1998/99	1562	17.3	4755	52.7	2699	29.9			9016
1999/00	1471	16.1	4918	53.8	2746	30.1			9135
2000/01	1319	14.8	4807	53.9	2779	31.2	6	0.0	8911
2001/02	1234	14.4	4502	52.4	2833	33.0	20	0.2	8589
2002/03	1201	14.3	4258	50.8	2878	34.4	38	0.5	8375
2003/04	1215	14.6	4162	49.9	2901	34.8	61	0.7	8339

NOTE: Excluded UAL from supervision accounted for 123 DP (9.2% of total DPs), 168 FP (3.9% of total FPs), 323 SR (10.0% of total SRs), 1 LTS (1.6% of total LTSs) as of April 11, 2004.

DEFINITION: Conditional release population includes those federal offenders conditionally released on day parole, full parole, statutory release and long term supervision, including those paroled for deportation and temporary detainees whether detained in a penitentiary or in a provincial jail.

The number of federal offenders on statutory release has been increasing steadily since 1995/96, while the number on full parole decreased for the fourth year in a row. The number on day parole increased (↑14) last year for the first time in five years.

The decrease in the full parole population is due in part to the decreasing number of warrant of committal admissions and the increase in the number of these admissions with sentences of two years to less than 3 years (to 55% of all warrant of committal admissions).



NATIONAL PAROLE BOARD
Performance Measurement Division

The increase in the statutory release population is due in part to the increase in the number of offenders released who had had no prior parole decision (i.e. parole was either waived or withdrawn) (↑46.1% since 1999/00).

The long-term supervision population has increased from 6 in 2000/01 to 61 in 2003/04. This population is expected to continue to increase in the coming years as there are 188 federal offenders who will be subject to long-term supervision orders once they reach their warrant expiry dates.

Table 11

Source: CSC and NPB

FEDERAL CONDITIONAL RELEASE POPULATION BY REGION							
Year		Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	Day Parole	147	398	377	326	223	1471
	Full Parole	441	1399	1407	1002	669	4918
	Statutory Release	196	744	778	701	327	2746
	Long-Term Supervision	-	-	-	-	-	-
	Total	784	2541	2562	2029	1219	9135
2000/01	Day Parole	135	322	364	304	194	1319
	Full Parole	446	1338	1327	1041	655	4807
	Statutory Release	213	746	737	709	374	2779
	Long-Term Supervision	2	1	1	1	1	6
	Total	796	2407	2429	2055	1224	8911
2001/02	Day Parole	102	325	333	288	186	1234
	Full Parole	413	1235	1270	960	624	4502
	Statutory Release	232	728	753	766	354	2833
	Long-Term Supervision	3	5	4	5	3	20
	Total	750	2293	2359	2020	1167	8589
2002/03	Day Parole	112	298	293	296	202	1201
	Full Parole	394	1197	1220	858	589	4258
	Statutory Release	238	786	769	711	374	2878
	Long-Term Supervision	3	11	8	11	5	39
	Total	747	2292	2290	1876	1170	8375
2003/04	Day Parole	132	254	276	325	228	1215
	Full Parole	413	1123	1188	831	607	4162
	Statutory Release	221	807	783	697	393	2901
	Long-Term Supervision	6	21	12	13	9	61
	Total	772	2205	2260	1865	1237	8339

Excluded as of April 11, 2004 were: UAL (44 Atlantic, 186 Quebec, 140 Ontario, 133 Prairies and 112 Pacific).



Since 1999/00, the Quebec region has seen the biggest decrease in its federal conditional release population (↓13.2%), while the Pacific region is the only one to have seen an increase (↑1.5%). The decrease in the conditional release population is, in part, a result of the 9.0% decrease in warrant of committal admissions seen since 1999/00.

In 2003/04, the proportions of the conditional release population on day parole ranged from 11.5% in the Quebec region to 18.4% in the Pacific region. The proportions on full parole ranged from 44.6% in the Prairie region to 53.5% in the Atlantic region and the proportions on statutory release ranged from 28.6% in the Atlantic region to 37.4% in the Prairie region.

Table 12

Source: CSC and NPB

FEDERAL CONDITIONAL RELEASE POPULATION by ABORIGINAL AND RACE											
Year	Aboriginal		Asian		Black		White		Other		Canada
	#	%	#	%	#	%	#	%	#	%	#
1999/00	1046	11.5	476	5.2	644	7.0	6506	71.2	463	5.1	9135
2000/01	1053	11.8	427	4.8	599	6.7	6407	71.9	425	4.8	8911
2001/02	1033	12.0	431	5.0	540	6.3	6145	71.5	440	5.1	8589
2002/03	992	11.8	401	4.8	579	6.9	5998	71.6	405	4.8	8375
2003/04	1080	13.0	394	4.7	554	6.6	5923	71.0	388	4.7	8339

Of the Aboriginal, Asian, Black and White offender groups, Aboriginal offenders were the only ones in 2003/04 whose proportion within the federal conditional release population was lower than their proportion within the federal incarcerated population. This has been true in each of the last five years.

In 2003/04, the proportions of federal conditional release offenders on day parole ranged from 11.4% for Black offenders to 18.3% for Aboriginal offenders. The proportions on full parole ranged from 33.8% for Aboriginal offenders to 66.2% for Asian offenders and the proportions on statutory release ranged from 20.3% for Asian offenders to 47.3% for Aboriginal offenders.

Table 13

Source: CSC and NPB

FEDERAL CONDITIONAL RELEASE POPULATION by GENDER						
Year	Male		Female		Canada	
	#	%	#	%	#	%
1999/00	8629	94.5	506	5.5	9135	
2000/01	8409	94.4	502	5.6	8911	
2001/02	8104	94.4	485	5.6	8589	
2002/03	7915	94.5	460	5.5	8375	
2003/04	7906	94.8	433	5.2	8339	

The proportion of female offenders within the federal conditional release population was higher than their proportion within the federal incarcerated population. The contrary was true for male offenders.



NATIONAL PAROLE BOARD
Performance Measurement Division

In 2003/04, female offenders on federal conditional release had higher proportions on day parole (18.5% vs. 14.4%) and full parole (67.9% vs. 48.9%) than male offenders and a lower proportion on statutory release (13.4% vs. 36.0%).

Table 14

Source: CSC and NPB

PROVINCIAL CONDITIONAL RELEASE POPULATION BY REGION							
Year		Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	Day Parole	40	-	-	38	2	80
	Full Parole	109	1	-	149	3	262
	Long-Term Supervision	-	-	-	-	-	-
	Total	149	1	-	187	5	342
2000/01	Day Parole	21	-	-	27	-	48
	Full Parole	79	3	1	120	2	205
	Long-Term Supervision	-	-	-	-	-	-
	Total	100	3	1	147	2	253
2001/02	Day Parole	23	-	-	30	-	53
	Full Parole	73	-	4	90	2	169
	Long-Term Supervision	-	-	1	-	-	1
	Total	96	-	5	120	2	223
2002/03	Day Parole	18	-	-	29	-	47
	Full Parole	74	2	1	87	1	165
	Long-Term Supervision	-	-	1	-	-	1
	Total	92	2	2	116	1	213
2003/04	Day Parole	17	-	-	38	2	57
	Full Parole	62	-	1	85	2	150
	Long-Term Supervision	-	-	-	-	-	-
	Total	79	-	1	123	4	207

Excluded as of April 11, 2004 were: UAL (8 Atlantic and 6 Prairies).

The provincial cases in the Quebec and Ontario regions were transfers from the Prairie and Atlantic regions upon parole release or an exchange of service.

The provincial parole population decreased by 6 in 2003/04 to 207.

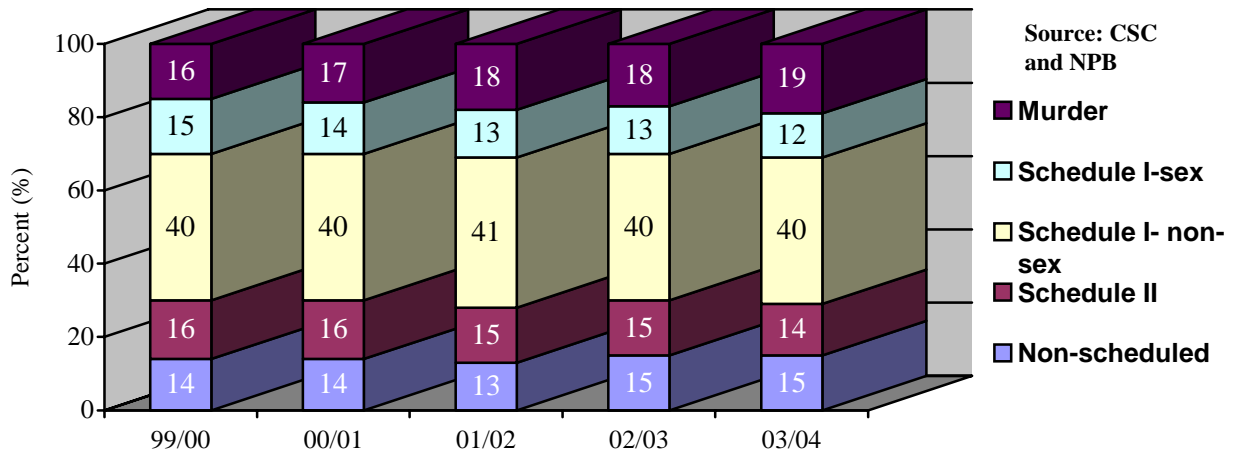
While the number of provincial sentences between 6 months and 2 years decreased between 1996/97 and 2000/01, it increased between 2001/02 and 2002/03. Since 1999/00 however, there has been a 46.3% decrease in the number of provincial parole applications (↓492 to 570).²¹

²¹ Canadian Centre for Justice Statistics, *Juristat: Adult Criminal Court Statistics*



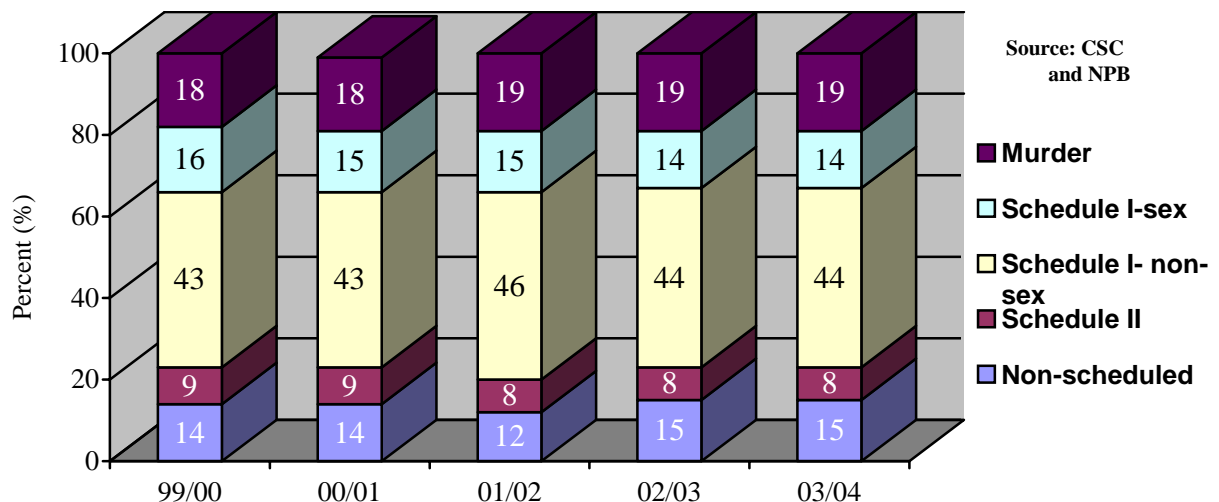
FEDERAL OFFENDER PROFILES

OFFENCE PROFILE OF THE TOTAL FEDERAL OFFENDER POPULATION



There have been some changes in the offence profile of the total federal offender population since 1999/00. The most significant changes relate to the proportion of the federal offender population serving sentences for murder and those serving sentences for schedule I-sex offences.

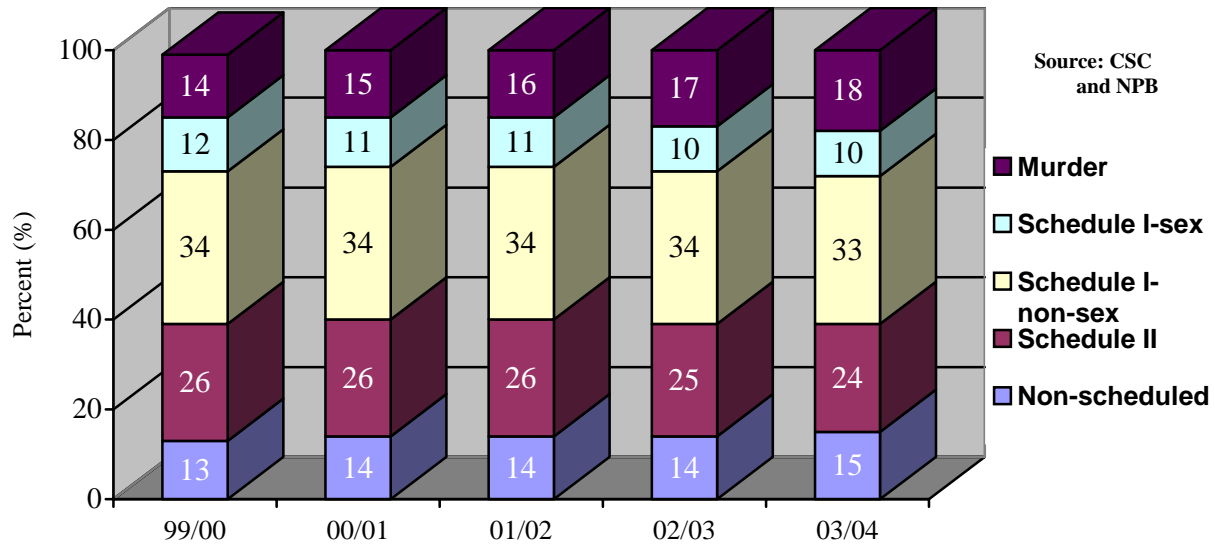
OFFENCE PROFILE OF THE FEDERAL INCARCERATED POPULATION



The offence profile of the federal incarcerated offender population has changed since 1999/00. The most significant change in the last five years relates to the proportion of the federal incarcerated population serving sentences for schedule I-sex offences.



OFFENCE PROFILE OF THE FEDERAL CONDITIONAL RELEASE POPULATION



Over the last five years, the proportion of the conditional release population serving sentences for murder has increased and the proportion serving sentences for schedule I-sex offences has decreased.

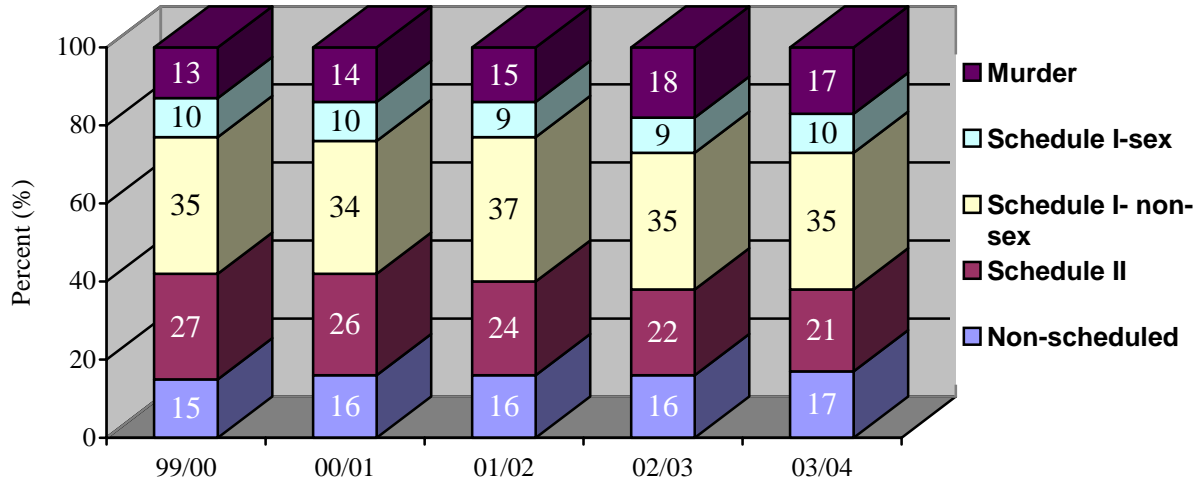
There are noteworthy differences between the offence profiles of the federal incarcerated and conditional release populations over the last five years.

- Over the last five years, between 65.6% and 68.2% of schedule I-sex offenders have been incarcerated, while between 73.7% and 80.7% of schedule II offenders have been on conditional release.
- While schedule II offenders accounted for only 8% to 9% of the incarcerated population, they comprised between 24% and 26% of the conditional release population over the last five years. It will be interesting to see what impact the changes recommended in the CCRA review report might have on this group of offenders, if schedule II offenders become no longer eligible for release on APR.



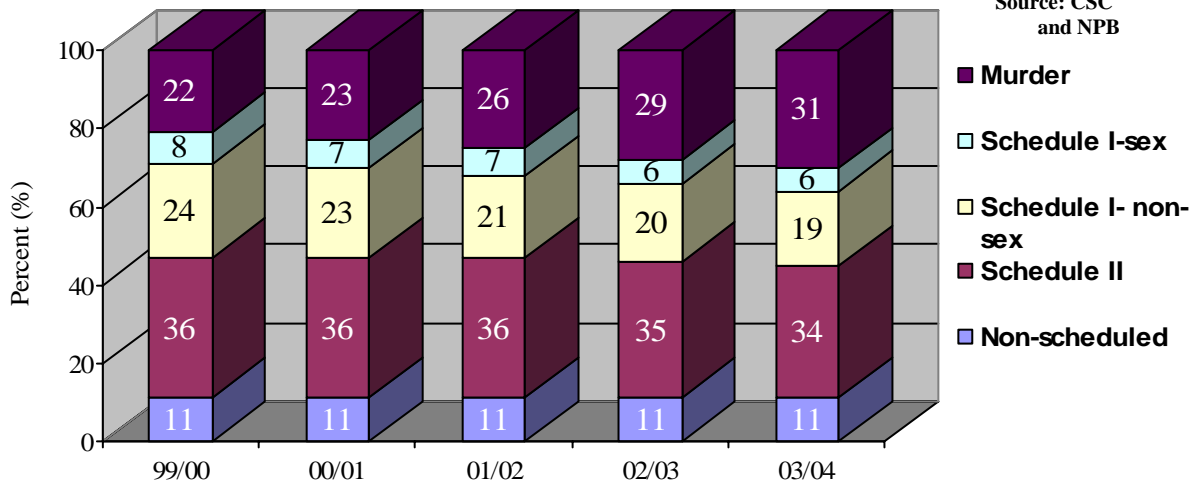
Offence Profile of the Federal Day Parole Population

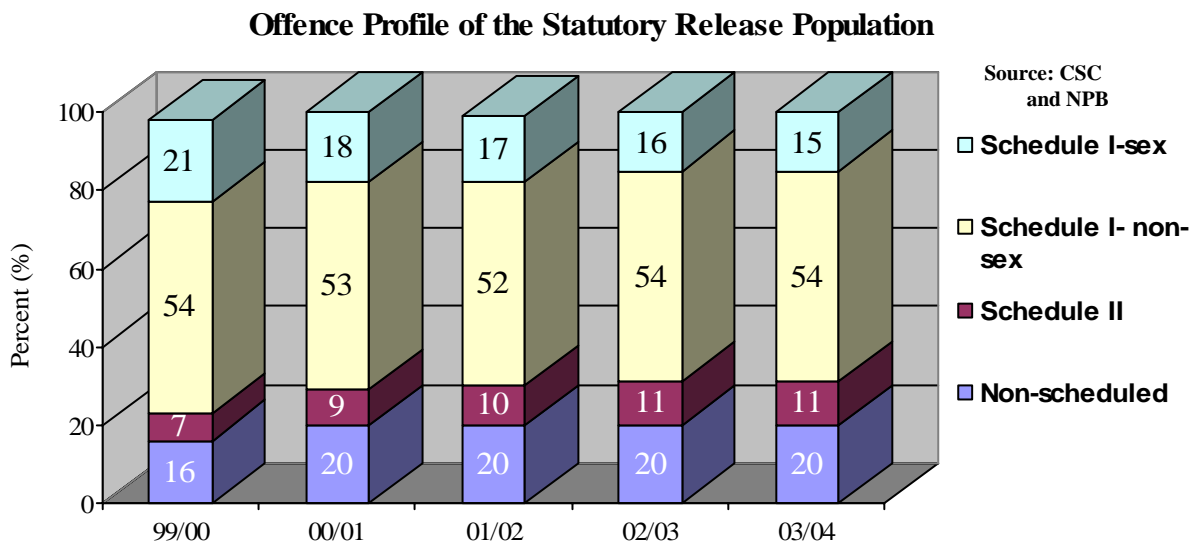
Source: CSC and NPB



Offence Profile of the Federal Full Parole Population

Source: CSC and NPB





There are significant differences between the offence profiles of the federal day and full parole and statutory release populations. The federal full parole population has had the highest proportions of offenders serving sentences for murder and schedule II offences since 1999/00, while the statutory release population has had the highest proportions serving sentences for schedule I and non-scheduled offences.

Over the past five years, the proportions of the federal day parole population serving sentences for murder and non-scheduled offences have increased, while the proportions serving sentences for schedule II offences have decreased. In the full parole population, the proportion serving sentences for murder have increased, while the proportions serving sentences for schedule I offences and schedule II offences have decreased. In the statutory release population, the proportion serving sentences for schedule I-sex offences has decreased, while the proportions serving sentences for schedule II and non-scheduled offences has increased.



Table 15

Source: CSC and NPB

OFFENCE PROFILE of the TOTAL FEDERAL OFFENDER POPULATION by REGION (%)						
		Murder	Schedule I- sex	Schedule I- non-sex	Schedule II	Non- scheduled
Atlantic	99/00	14	15	36	14	20
	00/01	14	13	37	13	23
	01/02	14	14	41	13	18
	02/03	15	14	38	13	21
	03/04	15	13	39	13	21
Quebec	99/00	16	10	42	19	14
	00/01	16	10	41	19	14
	01/02	17	10	42	18	12
	02/03	18	10	40	18	13
	03/04	19	10	40	18	13
Ontario	99/00	18	14	39	18	11
	00/01	19	14	39	17	12
	01/02	19	14	40	16	12
	02/03	19	13	39	15	14
	03/04	20	12	39	15	14
Prairies	99/00	10	19	40	15	15
	00/01	11	17	40	16	16
	01/02	12	16	42	16	14
	02/03	13	15	42	15	15
	03/04	13	15	42	14	16
Pacific	99/00	25	15	38	10	12
	00/01	25	15	38	10	11
	01/02	27	14	39	9	11
	02/03	26	13	39	9	14
	03/04	26	12	38	10	14

The offence profile of the total federal offender population varies across the regions. In 2003/04, the proportion of federal offenders serving sentences for murder varied from 13% in the Prairies to 26% in the Pacific region, while the proportion serving sentences for schedule II offences varied from 10% in the Pacific region to 18% in the Quebec region and the proportion serving sentences for non-scheduled offences varied from 13% in the Quebec region to 21% in the Atlantic region.



Table 16

Source: CSC and NPB

OFFENCE PROFILE of the FEDERAL INCARCERATED and CONDITIONAL RELEASE POPULATION in 2003/04 by REGION (%)						
		Murder	Schedule I-sex	Schedule I-non-sex	Schedule II	Non-scheduled
Atlantic	INC	15	13	42	8	22
	CR	13	12	34	20	20
Quebec	INC	19	11	45	11	14
	CR	18	9	33	28	12
Ontario	INC	21	15	43	7	14
	CR	18	8	32	27	15
Prairies	INC	13	16	47	9	16
	CR	14	14	36	21	15
Pacific	INC	27	14	42	4	14
	CR	26	9	32	17	15

In 2003/04, in all regions, except the Prairies, there were greater proportions of offenders incarcerated than on conditional release who were serving sentences for murder.

In all regions, those federal offenders serving sentences for schedule I offences had greater proportions incarcerated than on conditional release and a greater proportion of those serving sentences for schedule II offences was on conditional release.

In the Atlantic, Quebec and Prairie regions there were greater proportions of federal offenders, incarcerated than on conditional release, who were serving sentences for non-scheduled offences, while it was the opposite in the Ontario and Pacific regions.



Table 17

Source: CSC and NPB

OFFENCE PROFILE of the TOTAL FEDERAL OFFENDER POPULATION by ABORIGINAL and RACE (%)						
		Murder	Schedule I- sex	Schedule I- non-sex	Schedule II	Non- scheduled
Aboriginal	99/00	15	21	47	5	13
	00/01	16	19	47	6	13
	01/02	16	18	49	6	12
	02/03	17	18	48	6	12
	03/04	17	18	48	5	12
Asian	99/00	10	6	26	54	4
	00/01	10	6	26	54	4
	01/02	11	7	26	53	4
	02/03	12	6	25	51	6
	03/04	14	6	25	50	5
Black	99/00	10	12	44	29	6
	00/01	11	11	46	27	6
	01/02	12	11	46	26	6
	02/03	13	10	45	26	6
	03/04	14	10	44	25	8
White	99/00	17	14	39	14	15
	00/01	18	13	39	14	16
	01/02	19	13	41	13	14
	02/03	19	13	39	13	16
	03/04	20	12	39	13	17
Other	99/00	13	12	29	34	12
	00/01	14	12	28	35	11
	01/02	15	11	29	35	11
	02/03	16	10	31	32	11
	03/04	17	10	30	31	11

Over the last five years, Aboriginal, Asian, Black and White offenders have all seen an increase in the proportions of offenders serving sentences for murder and all, except Asian offenders, have seen a decrease in the proportions serving sentences for schedule I-sex offences.

In 2003/04, Aboriginal offenders had the highest proportions serving sentences for schedule I-sex and non-sex offences, Asian offenders had the highest proportion serving sentences for schedule II offences and White offenders had the highest proportions serving sentences for murder and non-scheduled offences.



Table 18

Source: CSC and NPB

OFFENCE PROFILE of the TOTAL FEDERAL OFFENDER POPULATION by GENDER (%)						
		Murder	Schedule I- sex	Schedule I- non-sex	Schedule II	Non- scheduled
Male	99/00	16	15	40	15	14
	00/01	17	14	40	15	14
	01/02	18	14	41	14	13
	02/03	18	13	40	14	15
	03/04	19	13	40	14	15
Female	99/00	14	2	34	38	12
	00/01	15	2	33	37	14
	01/02	16	2	36	35	11
	02/03	16	2	38	32	12
	03/04	16	2	40	29	13

The proportions of female offenders serving sentences for schedule I-sex offences is significantly lower than that of male offenders, while the proportion serving sentences for schedule II offences is significantly higher.



FEDERAL ADMISSIONS

Table 19

Source: CSC and NPB

FEDERAL ADMISSIONS to INSTITUTIONS					
Admission Type	1999/00	2000/01	2001/02	2002/03	2003/04
Warrant of Committal	4350	4278	4123	4280	4226
	57%	55%	55%	55%	56%
Revocations					
For breach of condition					
• Day Parole	437	413	358	377	381
• Full Parole	271	260	285	273	253
• Stat. Release	1298	1137	1156	1453	1447
With outstanding charge					
• Day Parole	1	27	23	17	21
• Full Parole	1	44	55	47	46
• Stat. Release	3	219	278	245	249
With offence					
• Day Parole	244	244	170	141	110
• Full Parole	207	200	168	155	115
• Stat. Release	<u>691</u>	<u>716</u>	<u>674</u>	<u>585</u>	<u>555</u>
Sub-Total - Revocations	3153	3260	3167	3293	3177
	41%	42%	42%	43%	42%
Other*	157	178	164	161	174
	<u>2%</u>	<u>2%</u>	<u>2%</u>	<u>2%</u>	<u>2%</u>
Total Admissions	7660	7716	7454	7734	7577
Total Offenders	7340	7405	7185	7397	7269

*Other includes transfers in from foreign countries, supervision terminated, exchange of services, etc.

DEFINITION: Federal admissions to institutions include warrants of committal, revocations and other admissions such as transfers in from foreign countries, terminations, exchange of services, etc.

Prior to 2000/01, those offenders who were revoked with an outstanding charge were included in the revocation for breach of condition category. These offenders are now indicated separately and, once the charge is disposed of, the designation changes to either revocation with offence or revocation for breach of condition.

Federal admissions to institutions decreased 2.0% in 2003/04. During the same period, warrant of committal admissions decreased 1.3%, while the number of revocation admissions decreased 3.5%.



Day and full parole as well as statutory release revocations decreased in 2003/04 (↓4.3%, ↓12.8% and ↓1.4% respectively). This is interesting when compared with the changes in the conditional release populations last year. During this period, the day parole population increased 1.2%, while the full parole population decreased 2.3% and the statutory release population remained relatively stable (↑0.8%). This would seem to indicate that offenders on day and full parole are revoked less often than offenders on statutory release.

In 2003/04, 7,269 offenders had 7,577 federal admissions to institutions. Some offenders were admitted more than once. In fact, 6,983 offenders were admitted once, 265 were admitted twice, 20 were admitted three times and 1 was admitted four times during the year.

Table 20

Source: CSC and NPB

FEDERAL ADMISSIONS to INSTITUTIONS by REGION										
Region	1999/00		2000/01		2001/02		2002/03		2003/04	
	W. of C.	Rev.	W. of C.	Rev.	W. of C.	Rev.	W. of C.	Rev.	W. of C.	Rev.
Atlantic	503	375	442	362	439	333	489	372	467	335
Quebec	946	782	990	814	978	776	971	739	936	710
Ontario	1076	732	1059	792	1048	698	1116	785	1163	771
Prairies	1366	914	1308	912	1197	946	1223	972	1173	934
Pacific	459	350	479	380	461	414	481	425	487	427
Canada	4350	3153	4278	3260	4123	3167	4280	3293	4226	3177

Note: This table does not include "other" admissions which includes transfers from foreign countries, supervision terminated, exchange of services, etc.

Compared to the number of warrant of committal admissions in 1999/00, the Prairie region has seen the biggest decrease (↓14.1%), followed by the Atlantic and Quebec regions (↓7.2% and 1.1% respectively) During the same period, the Ontario and Pacific regions both saw increases with the Ontario region seeing the biggest increase (↑8.1%). The same comparison with revocation admissions revealed that the Atlantic and Quebec regions both saw decreases, with the Atlantic region seeing the biggest decrease (↓10.7%). The Ontario, Prairie and Pacific regions all saw increases, with the Pacific region seeing the biggest increase (↑22.0%).

Of interest, the Adult Criminal Court report of 2002/03 states that while the province of New Brunswick had the highest conviction rate at 74%, the percentage of those sentenced to prison was 24%, the second lowest of the nine provinces and one territory who participated. According to the same report, Newfoundland and Labrador had a conviction rate of 69% and the percentage sentenced to prison was 33%, while Prince Edward Island had a conviction rate of 63% and the percentage sentenced to prison was 59% (the highest of the provinces and territory who participated in the survey) and Nova Scotia had the lowest conviction rate at 52% and the lowest percentage sentenced to prison at 23%. In the Prairie region, only Alberta and Saskatchewan participated in the survey. Both provinces had conviction rates of 63% with the percentages sentenced to prison being 34% and 24% respectively. The Quebec region also had the highest conviction rate at 74%, but the percentage sentenced to prison was one of the lowest at 27%,



Ontario on the other had had one of the lowest conviction rates at 54% but one of the highest in the percentage sentenced to prison at 41%. British Columbia, like Ontario had one of the lowest conviction rates at 55% with the percentage being sentenced to prison of 37%.²²

Table 21

Source: CSC and NPB

FEDERAL ADMISSIONS to INSTITUTIONS by ABORIGINAL and RACE (between 1999/00 and 2003/04)										
Admission Type	Aboriginal		Asian		Black		White		Other	
	#	%	#	%	#	%	#	%	#	%
Warrant of committal (initial)	2578	35.9	587	64.7	1101	48.5	10149	38.2	786	66.2
Warrant of Committal (Repeat)*	1129	15.7	57	6.3	267	11.8	4527	17.0	76	6.4
Revocation with Offence	1071	14.9	54	6.0	186	8.2	3586	13.5	76	6.4
Revocation without Offence	2323	32.3	171	18.9	611	26.9	7769	29.2	201	16.9
Other	85	1.2	38	4.2	106	4.7	556	2.1	49	4.1
Total	7186		907		2271		26589		1188	

***DEFINITION:** Repeat warrant of committal is when an offender, after completing a first federal sentence, subsequently receives another federal sentence.

Aboriginal offenders were the least likely to be admitted to an institution on an initial warrant of committal, and were the most likely to be re-admitted because of a revocation with and without offence. Asian offenders were the most likely to be admitted to an institution because of an initial warrant of committal and the least likely to be admitted because of a repeat warrant of committal or a revocation with and without offence.

The most important increase in the annual number of total admissions of Aboriginal offenders since 1999/00 was observed in the Pacific region (to 223 from 177) and the most important decrease was observed in the Prairie region (to 899 from 953). During the same period, the Pacific region saw the most important increase in the annual number of total admissions of Asian offenders (to 46 from 34), the Quebec region saw the largest increase for the Black offender group (to 93 from 69) and the Ontario region saw the largest increase in the White offender group (to 1,454 from 1,285). The Prairie region saw the most important decreases in the Asian and White offender groups (Asian: to 50 from 84; White: to 1,049 from 1,144), while the Ontario region saw the most important decrease for the Black offender group (to 240 from 255).

²² *Adult Criminal Court Statistics 2002/03*



Table 22

Source: CSC and NPB

FEDERAL ADMISSIONS to INSTITUTIONS by GENDER (between 1999/00 and 2003/04)					
Admission Type	Male		Female		
	#	%	#	%	%
Warrant of committal (initial)	14204	39.1	997	55.0	
Warrant of Committal (Repeat)*	5946	16.4	110	6.1	
Revocation with Offence	4831	13.3	144	7.9	
Revocation without Offence	10584	29.1	491	27.1	
Other	762	2.1	72	4.0	
Total	36327		1814		

***DEFINITION:** Repeat warrant of committal is when an offender, after completing a first federal sentence, subsequently receives another federal sentence.

Female offenders were more likely to be admitted to an institution on an initial warrant of committal than male offenders, and were less likely to be admitted on a repeat warrant of committal.

All regions have seen increases in the number of total admissions of female offenders since 1999/00 with the Prairie seeing the most important increase (to 143 from 121). The most important increase in the number of total admissions male offenders, during the same period, was observed in the Ontario region (to 1,897 from 1,772) and the most important decrease was seen in the Prairie region (to 1,987 from 2,179).



Table 23

Source: CSC and NPB

FEDERAL ADMISSIONS to INSTITUTIONS by OFFENCE TYPE										
Offence Type	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Murder	190	2.5	204	2.6	204	2.7	189	2.4	184	2.4
Sch. I sex	849	11.1	769	10.0	716	9.6	739	9.6	634	8.4
Sch. I non-sex	3372	44.0	3430	44.5	3352	45.0	3452	44.6	3447	45.5
Sch. II	1261	16.5	1309	17.0	1228	16.5	1294	16.7	1179	15.6
Non-scheduled	1988	26.0	2004	26.0	1954	26.2	2060	26.6	2133	28.2
Total Admissions	7660		7716		7454		7734		7577	

While the total number of federal admissions to institutions has decreased 1.1% since 1999/00, the number of admissions for schedule I-sex offences has decreased 25.3%, followed by schedule II offences (↓6.5%). During the same period, the number of federal admissions for non-scheduled offences increased 7.3%, followed by schedule I-non-sex offences (↑2.2%). The number of federal admissions for murder has varied between 184 and 204 per year, with last year seeing 184, the fewest in the last five years.

In 2003/04, the Ontario region had the highest proportion of admissions for murder (at 3.1%), the Prairie region had the highest proportion of admissions for schedule I-sex offences (at 9.9%), the Pacific region had the highest proportion of admissions for schedule I-non-sex offences (at 49.1%), the Quebec region had the highest proportion of admissions for schedule II offences (at 17.9%) and the Atlantic region had the highest proportion of admissions for non-scheduled offences (at 38.6%).

In 2003/04, 17.1% of all admissions were eligible for APR as opposed to 18.5% in 1999/00. The proportion of APR eligible admissions for schedule II offences has decreased (to 51.7%), while the proportion of eligible APR admissions for non-scheduled offences has remained stable (at 31.3%).



Table 24

Source: CSC and NPB

PROPORTIONS of ADMISSIONS by OFFENCE TYPE for WARRANT OF COMMITTAL and REVOCATION ADMISSIONS (%)											
Offence Type	1999/00		2000/01		2001/02		2002/03		2003/04		
	Warrant of Com.	Rev.	Warrant of Com.	Rev.	Warrant of Com.	Rev.	Warrant of Com.	Rev.	Warrant of Com.	Rev.	
Murder	2.9	1.9	3.1	2.1	3.2	2.2	2.8	2.0	2.7	2.1	
Sch. I sex	13.7	7.7	13.1	6.1	12.9	5.7	12.8	5.7	11.4	4.6	
Sch. I non-sex	39.1	51.4	39.9	51.2	42.1	49.5	41.8	49.3	42.3	50.6	
Sch. II	19.9	10.7	19.7	11.8	18.1	12.6	17.4	14.3	16.6	12.0	
Non-scheduled	24.5	28.3	24.2	28.7	23.8	30.0	25.3	28.7	27.0	30.7	
Total Admissions	4350	3153	4278	3260	4123	3167	4280	3293	4226	3177	

Note: This table does not include "other" admissions which includes transfers from foreign countries, supervision terminated, exchange of services, etc.

The table above indicates that offenders serving sentences for murder, schedule I sex offences, and schedule II offences make up larger proportions of warrant of committal admissions than of revocation admissions and offenders serving sentences for schedule I non-sex offences and non-scheduled offences make up larger proportions of revocation admissions than of warrant of committal admissions.



FEDERAL RELEASES

Table 25

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS										
Release Type	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Day Parole	2804	35	2470	32	2227	29	2097	27	2184	28
Full Parole	289	4	206	3	230	3	200	3	229	3
Stat. Release	4554	56	4697	61	4834	63	5079	66	5102	65
WED	288	4	232	3	224	3	219	3	229	3
Long Term Supervision	<u>2</u>	0	<u>3</u>	0	<u>7</u>	0	<u>13</u>	0	<u>15</u>	0
Sub-Total	7937		7608		7522		7608		7759	
Other*	132	2	117	2	125	2	101	1	128	2
Total Releases	8069		7725		7647		7709		7887	
Total Offenders	7440		7054		7022		6971		7138	

* Other includes death, transfers to foreign countries, etc.

This table provides information on federal releases *directly from institutions*. It does not provide information on the number of paroles granted during the year, but simply the type of release the offender had *on leaving the institution*. Thus, when an offender is released on day parole they are *not* counted as another release when the day parole supervision period is continued or when they start a full parole supervision period. Therefore, while only 229 offenders were released on full parole *directly from institutions* during 2003/04, a total of 1,431 full parole supervision periods actually started during the year because 1,202 full parole supervision periods started after the offender had completed day parole (see Table 37). This is an example of how the Board uses gradual release to reintegrate offenders back into the community slowly and safely.

Federal releases from institutions increased 2.3% in 2003/04 (↑178). The number of offenders released on day and full parole, statutory release and at warrant expiry all increased.

Statutory release continued to account for over half of all releases in 2003/04. The proportion of offenders released on statutory release fell to 65%, while day parole increased to 28% and full parole remained stable at 3% of all releases.

In 2003/04, 7,138 offenders had 7,887 federal releases from institutions. Some offenders were released more than once. In fact, 6,439 offenders were released once, 650 were released twice, 48 were released three times and 1 was released four times during the year.



Table 26

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS by REGION					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	888	814	799	861	822
Quebec	2043	1884	1916	1821	1764
Ontario	1956	1947	1846	1915	2022
Prairies	2273	2217	2194	2196	2220
Pacific	909	863	892	916	1059
Canada	8069	7725	7647	7709	7887

Since 1999/00, Canada has seen a decrease of 2.3% in the number of federal releases from institutions.

Since 1999/00, the Quebec region has seen the biggest decrease in the number of federal releases from institutions at 13.7%, while the Atlantic region saw a decrease of 7.4% and the Prairie region saw a decrease of 2.3%. During the same period, the Ontario region saw an increase of 3.4% in the number of federal releases from institutions, while the Pacific region saw an increase of 16.5%.

Table 27

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS by ABORIGINAL and RACE (between 1999/00 and 2003/04)										
Release Type	Aboriginal		Asian		Black		White		Other	
	#	%	#	%	#	%	#	%	#	%
Day Parole	1710	24	481	50	648	28	8492	32	451	40
Full Parole	140	2	76	8	164	7	663	2	111	10
Statutory Release	5015	69	388	40	1402	61	16945	63	516	46
Warrant Expiry	352	5	194	2	66	3	717	3	38	3
Long Term Supervision	8	0	0	0	1	0	29	0	2	0
Total	7225		964		2281		26846		1118	

Excluded releases from 1999/00 to 2003/04 were 5 transfers to foreign countries, 256 deceased, and 342 other for a total of 603.

Over the last five years, of Aboriginal, Asian, Black and White offenders, Aboriginal offenders were the most likely to be released from an institution at statutory release and warrant expiry, while Asian offenders were the most likely to be released on day or full parole.



Table 28

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS by GENDER (between 1999/00 and 2003/04)					
Release Type	Male		Female		
	#	%	#	%	%
Day Parole	10891	30	891	50	
Full Parole	1014	3	140	8	
Statutory Release	23548	64	718	41	
Warrant Expiry	1170	3	22	1	
Long Term Supervision	40	0	0	0.0	
Total	36663		1771		

Excluded releases from 1999/00 to 2003/04 were 5 transfers to foreign countries, 256 deceased, and 342 other for a total of 603.

Over the last five years, female offenders were far more likely to be released from an institution on day or full parole than male offenders, and were far less likely to be released at warrant expiry or on statutory release.

Table 29

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to STATUTORY RELEASE where PAROLE was PREVIOUSLY GRANTED												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	166	37	418	36	335	29	477	37	165	34	1561	34
2000/01	182	42	488	39	354	30	472	36	187	36	1683	36
2001/02	213	46	425	33	368	31	484	35	189	35	1679	35
2002/03	221	43	409	32	376	30	543	37	159	28	1708	34
2003/04	179	40	326	26	353	26	465	33	188	29	1511	30

The proportion of federal releases from institutions to statutory release where parole was previously granted has fallen from a high of 36% in 2000/01 to 30% in 2003/04. In addition, the proportion of 30% recorded in 2003/04 was the lowest since at least 1994/95, when the proportion was 58%.

In 2003/04, the Atlantic region had the highest proportion of federal releases from institutions to statutory releases where parole was previously granted at 40% and the Quebec and Ontario regions had the lowest at 26%.

Over the last five years, schedule II offenders had the highest proportion of federal releases from institutions to statutory release where parole had previously been granted at 54% and schedule I-sex offenders had the lowest at 14%.



During the same period, Black offenders had the lowest proportion of federal releases from institutions to statutory release where parole had previously been granted at 27% and Asian offenders had the highest at 43%.

Over the last five years, parole had previously been granted in 51% of federal releases from institutions to statutory release of female offenders compared to 33% of male offenders.

Table 30

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to STATUTORY RELEASE where there was NO PRIOR PAROLE RELEASE*												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	288	63	736	64	827	71	816	63	326	66	2993	66
2000/01	247	58	758	61	821	70	855	64	333	64	3014	64
2001/02	249	54	858	67	804	69	900	65	344	65	3155	65
2002/03	289	57	869	68	896	70	911	63	406	72	3371	66
2003/04	269	60	911	74	991	74	952	67	468	71	3591	70

*These are cases that the Board either denied/not directed parole and those for whom no parole decision was ever taken

The proportion of federal releases from institutions to statutory release where there was no prior parole release has varied between 64% and 70% since 1999/00.

In 2003/04, the Quebec and Ontario regions had the highest proportions of federal releases from institutions to statutory releases where there was no prior parole release at 74% and the Atlantic region had the lowest at 60%.

Over the last five years, schedule I-sex offenders had the highest proportion of federal releases from institutions to statutory release where there was no prior parole release at 86% and schedule II offenders had the lowest at 46%.

Over the last five years, Black offenders had the highest proportion of federal releases from institutions to statutory release where there was no prior parole release at 73% and Asian offenders had the lowest at 57%.

Over the last five years, there had been no prior parole release in 49% of federal releases from institutions to statutory release of female offenders compared to 67% of male offenders.



Table 31

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to STATUTORY RELEASE where PAROLE was PREVIOUSLY DENIED/NOT DIRECTED												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	159	35	470	41	414	36	466	36	164	33	1673	37
2000/01	127	30	498	40	410	35	464	35	166	32	1665	35
2001/02	124	27	553	43	355	30	448	32	182	34	1662	34
2002/03	127	25	554	43	352	28	449	31	193	34	1675	33
2003/04	108	24	517	42	366	27	444	31	227	35	1662	33

The proportion of federal releases from institutions to statutory release where parole was previously denied/not directed has varied between 33% and 37% since 1999/00.

In 2003/04, the Atlantic region had the lowest proportion of federal releases from institutions to statutory releases where parole was previously denied/not directed at 24% and the Quebec region had the highest at 42%.

Over the last five years, non-scheduled offenders had the highest proportion of federal releases from institutions to statutory release where parole had previously been denied/not directed at 37% and schedule I-non-sex offenders had the lowest at 32%.

During the same period, Aboriginal offenders had the lowest proportion of federal releases from institutions to statutory release where parole had previously been denied/not granted at 30% and Asian offenders had the highest at 40%.

Over the last five years, parole had previously been denied/not granted in 22% of federal releases from institutions to statutory release of female offenders compared to 35% of male offenders.

Table 32

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to STATUTORY RELEASE with NO PRIOR PAROLE DECISION for RELEASE*												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	129	28	266	23	413	36	350	27	162	33	1320	29
2000/01	120	28	260	21	411	35	391	29	167	32	1349	29
2001/02	125	27	305	24	449	38	452	33	162	30	1493	31
2002/03	162	32	315	25	544	43	462	32	213	38	1696	33
2003/04	161	36	394	32	625	47	508	36	241	37	1929	38

*These are cases where the offender either waived all parole reviews or withdrew all parole applications.

The proportion of federal releases from institutions to statutory release with no prior parole decision for release had increased to 38% in 2003/04 from 29% in 1999/00.



In 2003/04, the Quebec region had the lowest proportion of federal releases from institutions to statutory release where no prior parole decision for release had been taken at 32% and the Ontario region had the highest at 47%.

Over the last five years, schedule I-sex offenders had the highest proportion of federal releases from institutions to statutory release where no prior parole decision for release had been taken at 50% and schedule II offenders had the lowest at 11%.

During the same period, Aboriginal offenders had the highest proportion of federal releases from institutions to statutory release where no prior parole decision for release had been taken at 40% and Asian offenders had the lowest at 17%.

Over the last five years, no prior parole decision for release had been taken in 27% of federal releases from institutions to statutory release of female offenders compared to 32% of male offenders.

Table 33

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to WARRANT EXPIRY where PAROLE was PREVIOUSLY GRANTED												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	3	8	7	13	7	10	9	12	1	2	27	9
2000/01	5	23	6	18	8	12	5	7	3	9	27	12
2001/02	3	13	4	8	3	5	9	16	3	8	22	10
2002/03	6	21	3	9	4	6	10	16	2	6	25	11
2003/04	3	10	1	2	0	0	5	7	2	6	11	5

The proportion of federal releases from institutions to warrant expiry where parole was previously granted has fallen from a high of 12% in 2000/01 to 5% in 2003/04. In addition, the proportion of 5% recorded in 2003/04 was the lowest since at least 1994/95, when the proportion was 31%.

In 2003/04, the Atlantic region had the highest proportion of federal releases from institutions to warrant expiry where parole was previously granted at 10% and the Quebec region had the lowest at 2%.

Over the last five years, schedule II offenders had the highest proportion of federal releases from institutions to warrant expiry where parole had previously been granted at 36% and schedule I-sex offenders had the lowest at 6%.

During the same period, White offenders had the highest proportion of federal releases from institutions to warrant expiry where parole had previously been granted at 10%. Asian offenders had the lowest proportion at 0%



Over the last five years, parole had previously been granted in 27% (6) of federal releases from institutions to warrant expiry of female offenders compared to 9% of male offenders.

Table 34

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to WARRANT EXPIRY where there was NO PRIOR PAROLE RELEASE*												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	35	92	47	87	63	90	64	88	52	98	261	91
2000/01	17	77	27	82	61	88	68	93	32	91	205	88
2001/02	21	88	47	92	52	95	47	84	35	92	202	90
2002/03	22	79	30	91	59	94	53	84	30	94	194	89
2003/04	27	90	43	98	51	100	65	93	32	94	218	95

*These are cases that the Board either denied/not directed parole and those for whom no parole decision was ever taken

The proportion of federal releases from institutions to warrant expiry where there was no prior parole release has varied between 88% and 95% since 1999/00.

In 2003/04, the Ontario region had the highest proportion of federal releases from institutions to warrant expiry where there was no prior parole release at 100% and the Atlantic region had the lowest at 90%.

Over the last five years, schedule I-sex offenders had the highest proportion of federal releases from institutions to warrant expiry where there was no prior parole release at 94% and schedule II offenders had the lowest at 64%.

Over the last five years, Asian offenders had the highest proportion of federal releases from institutions to warrant expiry where there was no prior parole release at 100% and White offenders had the lowest at 90%.

Over the last five years, there had been no prior parole release in 73% (16) of federal releases from institutions to warrant expiry of female offenders compared to 91% of male offenders.



Table 35

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to WARRANT EXPIRY where PAROLE was PREVIOUSLY DENIED/NOT DIRECTED												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	13	34	19	35	26	37	18	25	16	30	92	32
2000/01	8	36	11	33	33	48	30	41	11	31	93	40
2001/02	9	38	24	47	20	36	9	16	15	39	77	34
2002/03	11	39	13	39	17	27	13	21	11	34	65	30
2003/04	8	27	15	34	17	33	10	14	9	26	59	26

The proportion of federal releases from institutions to warrant expiry where parole was previously denied/not directed has varied between 26% and 40% since 1999/00.

In 2003/04, the Prairie region had the lowest proportion of federal releases from institutions to warrant expiry where parole was previously denied/not directed at 14% and the Quebec region had the highest at 34%.

Over the last five years, schedule II offenders had the highest proportion of federal releases from institutions to warrant expiry where parole had previously been denied/not directed at 43% and schedule I- sex offenders had the lowest at 31%.

Over the last five years, Aboriginal offenders had the lowest proportion of federal releases from institutions to warrant expiry where parole had previously been denied/not granted at 24% and Asian offenders had the highest at 68%.

Over the last five years, parole had previously been denied/not granted in 14% (3) of federal releases from institutions to warrant expiry of female offenders compared to 33% of male offenders.



Table 36

Source: CSC and NPB

FEDERAL RELEASES from INSTITUTIONS to WARRANT EXPIRY with NO PRIOR PAROLE DECISION for RELEASE*												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	22	58	28	52	37	53	46	63	36	68	169	59
2000/01	9	41	16	48	28	41	38	52	21	60	112	48
2001/02	12	50	23	45	32	58	38	68	20	53	125	56
2002/03	11	39	17	52	42	67	40	63	19	59	129	59
2003/04	19	63	28	64	34	67	55	79	23	68	159	69

*These are cases where the offender either waived all parole reviews or withdrew all parole applications.

The proportion of federal releases from institutions to warrant expiry with no prior parole decision for release has varied between 48% and 69% since 1999/00. The proportion of 69% in 2003/04 is the highest since at least 1994/95.

In 2003/04, the Atlantic region had the lowest proportion of federal releases from institutions to warrant expiry where no prior parole decision for release had been taken at 63% and the Prairie region had the highest at 79%.

Over the last five years, schedule I-sex offenders had the highest proportion of federal releases from institutions to warrant expiry where no prior parole decision for release had been taken at 63% and schedule II offenders had the lowest at 21%.

Over the last five years, Aboriginal offenders had the highest proportion of federal releases from institutions to warrant expiry where no prior parole decision for release had been taken at 68% and Asian offenders had the lowest at 32%.

Over the last five years, there had been no prior parole decision for release in 59% (13) of federal releases from institutions to warrant expiry of female offenders compared to 58% of male offenders.



Table 37

Source: CSC and NPB

GRADUATION from DAY PAROLE to FULL PAROLE or STATUTORY RELEASE by FISCAL YEAR						
Release Type		1999/00	2000/01	2001/02	2002/03	2003/04
Day Parole to Full Parole						
	Atlantic	230	214	167	157	156
	Quebec	416	383	312	303	300
	Ontario	382	333	314	289	278
	Prairies	486	485	409	331	348
	Pacific	141	132	124	110	120
Total		1655	1547	1326	1190	1202
Day Parole to Stat. Release						
	Atlantic	44	43	46	41	35
	Quebec	152	79	88	82	85
	Ontario	123	109	111	125	115
	Prairies	128	118	124	132	116
	Pacific	62	70	70	49	58
Total		509	419	439	429	409
All Graduations						
	Atlantic	274	257	213	198	191
	Quebec	568	462	400	385	385
	Ontario	505	442	425	414	393
	Prairies	614	603	533	463	464
	Pacific	203	202	194	159	178
Total		2164	1966	1765	1619	1611

The number of offenders that graduated from day parole to full parole remained relatively stable in 2003/04 (↑12). However, between 1999/00 and 2002/03, the number of offenders graduating from day parole to full parole had declined 28.1%. This can be attributed to a 5.2% decrease in the number of warrant of committal admissions, between 1999/00 and 2001/02 and a 22.6% increase in the number of releases on statutory release and at WED, between 1999/00 and 2002/03, where no prior day parole or full parole decision for release had been taken. While the number of warrant of committal admissions increased 3.8% between 2001/02 and 2002/03, the number of releases on statutory release and at WED, where no prior parole decision for release had been taken, increased 14.4% between 2002/03 and 2003/04.

The number of offenders graduating from day parole to statutory release decreased by 4.3% in 2003/04. During the last five years, the number of graduations from day parole to statutory release has fluctuated between a high of 509 in 1999/00 and a low of 409 in 2003/04.

In the last five years, the Atlantic region has seen the biggest decrease in the number of graduations from day parole to full parole (↓32.2%) and the Quebec region has seen the biggest decrease in the number of graduations from day parole to statutory release (↓44.1%).



REVIEWS FOR WORKLOAD PURPOSES

The Board's workload is affected by a number of factors, most of which are beyond its control, such as: the number of offenders admitted or eligible for release during the year, as well as legislative and policy changes.

Table 38

Source: NPB CRIMS

REVIEWS for WORKLOAD PURPOSES FEDERAL and PROVINCIAL					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	5,133	4,902	4,587	4,752	4,351
Quebec	12,698	10,805	11,297	10,675	10,313
Ontario	11,330	11,630	10,816	10,574	10,413
Prairies	12,496	11,854	11,475	11,357	10,997
Pacific	5,851	5,661	5,426	5,961	6,098
Canada	47,508	44,852	43,601	43,319	42,172
FEDERAL					
Atlantic	4,455	4,266	4,022	4,143	3,886
Quebec	12,698	10,799	11,280	10,673	10,313
Ontario	11,322	11,620	10,808	10,565	10,413
Prairies	11,659	10,998	10,804	10,658	10,394
Pacific	5,835	5,655	5,426	5,957	6,098
Canada	45,969	43,338	42,340	41,996	41,104
PROVINCIAL					
Atlantic	678	636	565	609	465
Quebec	0	6	17	2	0
Ontario	8	10	8	9	0
Prairies	837	856	671	699	603
Pacific	16	6	0	4	0
Canada	1,539	1,514	1,261	1,323	1,068

Definition: Reviews for workload purposes is the number of case file reviews conducted by the Board multiplied by the number of votes required for each type of review by regulation or policy.

Note: Since October 2003, release maintained are not considered decisions, but are included in reviews for workload.

In 2003/04, the Board's workload (both pre and post-release) decreased 2.6%. While the Board's workload at the federal level dropped 2.1%, the workload at the provincial level decreased 19.3%. Part of the decrease in workload is due to the change, in October 2003, which saw release maintained decisions which required two votes become an in-office review by one Board member. The 11.2% decrease in the Board's workload since 1999/00 can be explained, in part, by the 5.2% decrease in the number of warrant of committal admissions between 1998/99 and 2001/02. As the number of warrant of committal admissions increased 3.8% in 2002/03 and then decreased 1.3% in 2003/04, it is expected that the number of reviews for workload will stabilize in 2004/05.



At the federal level, in 2003/04, all regions, except the Pacific, saw a decrease in their workload. The Atlantic region saw a decrease of 6.2%, followed by the Quebec (↓3.4%), the Prairie (↓2.5%) and the Ontario (↓1.4%) regions. During the same period, the Pacific region saw an increase of 2.4% at the federal level. In the Atlantic region, the provincial workload decreased 23.6%, while in the Prairie region it decreased 13.7%.

NUMBER OF REVIEWS

Table 39

Source: NPB CRIMS

NUMBER of REVIEWS FEDERAL and PROVINCIAL					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	2,837	2,741	2,535	2,635	2,531
Quebec	6,314	5,350	5,598	5,268	5,202
Ontario	5,677	5,788	5,381	5,207	5,266
Prairies	6,556	6,329	6,036	5,949	5,936
Pacific	2,812	2,705	2,597	2,851	3,101
Canada	24,196	22,913	22,147	21,910	22,036
FEDERAL					
Atlantic	2,232	2,145	2,009	2,071	2,100
Quebec	6,314	5,346	5,589	5,267	5,202
Ontario	5,673	5,782	5,376	5,202	5,266
Prairies	5,875	5,586	5,456	5,352	5,399
Pacific	2,802	2,701	2,597	2,848	3,101
Canada	22,896	21,560	21,027	20,740	21,068
PROVINCIAL					
Atlantic	605	596	526	564	431
Quebec	-	4	9	1	-
Ontario	4	6	5	5	-
Prairies	681	743	580	597	537
Pacific	10	4	-	3	-
Canada	1,300	1,353	1,120	1,170	968

Definition: The number of reviews is the number of case file reviews conducted by the Board.

Note: Since October 2003, release maintained are not considered decisions, but are included in reviews.

In 2003/04, the number of reviews (both pre and post release and detention) conducted by the Board remained relatively stable (↑126). The number of reviews at the federal level increased 1.6%, while the number of reviews at the provincial level decreased 17.3%. The 8.9% decrease in the number of federal reviews since 1999/00 can be explained, in part, by the 5.2% decrease in the number of warrant of committal admissions between 1999/00 and 2001/02. As the number of warrant of committal admissions increased 3.8% in 2002/03 and then decreased 1.3% in 2003/04, it is expected that the number of reviews will remain stable in 2004/05.



The most significant regional increase, in 2003/04, at the federal level was recorded by the Pacific region (\uparrow 8.9%), followed by the Atlantic (\uparrow 1.4%) and the Ontario (\uparrow 1.9%) regions. The Prairie region remained relatively stable (\uparrow 47), while the Quebec region saw a decrease (\downarrow 1.2%). In the Atlantic region, provincial reviews decreased 23.6%, while in the Prairie region they decreased 17.3%.

Table 40

Source: NPB CRIMS

NUMBER of PRE-RELEASE REVIEWS FEDERAL and PROVINCIAL					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	1,623	1,621	1,438	1,494	1,385
Quebec	4,093	3,528	3,625	3,359	3,213
Ontario	3,504	3,398	3,302	3,228	3,387
Prairies	4,130	3,959	3,848	3,824	3,828
Pacific	1,541	1,525	1,487	1,662	1,773
Canada	14,891	14,031	13,700	13,567	13,586
FEDERAL					
Atlantic	1,246	1,252	1,079	1,131	1,113
Quebec	4,093	3,525	3,621	3,359	3,213
Ontario	3,500	3,392	3,297	3,224	3,387
Prairies	3,670	3,418	3,404	3,366	3,428
Pacific	1,536	1,523	1,487	1,659	1,773
Canada	14,045	13,110	12,888	12,739	12,914
PROVINCIAL					
Atlantic	377	369	359	363	272
Quebec	-	3	4	-	-
Ontario	4	6	5	4	-
Prairies	460	541	444	458	400
Pacific	5	2	-	3	-
Canada	846	921	812	828	672

In 2003/04, the number of pre-release reviews conducted by the Board remained relatively stable (\uparrow 19). The number of pre-release reviews at the federal level increased 1.4%, while the number of reviews at the provincial level decreased 18.8%.

The most significant regional increase, in 2003/04, at the federal level in the number of pre-release reviews was recorded by the Pacific region (\uparrow 6.9%), followed by the Ontario (\uparrow 5.1%) and the Prairie (\uparrow 1.8%) regions. The Quebec region saw a decrease of 4.3% at the federal level, while the Atlantic region saw a decrease of 1.6%. In the Atlantic region, pre-release provincial reviews decreased 25.1%, while in the Prairie region they decreased 12.7%.



In 2003/04, pre-release reviews accounted for 61.7% of all reviews conducted, about the same proportion recorded the previous year (61.9%). The proportion of pre-release reviews conducted as opposed to post-release reviews increased in the Ontario region, remained stable in the Prairie region and decreased in the other regions.

In 2003/04, the proportion of pre-release panel reviews, as opposed to reviews made on file was 36.6% for panel reviews to 63.4% for reviews on file. This represents an increase of 0.8% in the proportion of panel reviews when compared to the previous year. The proportion of pre-release panel reviews increased 1.0% at the federal level and decreased 6.4% at the provincial level in 2003/04.

Table 41

Source: NPB CRIMS

NUMBER of POST-RELEASE REVIEWS FEDERAL and PROVINCIAL					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	1,316	1,234	1,182	1,286	1,270
Quebec	2,565	2,168	2,356	2,298	2,340
Ontario	2,414	2,707	2,356	2,374	2,277
Prairies	2,644	2,631	2,557	2,558	2,531
Pacific	1,303	1,223	1,205	1,344	1,540
Canada	10,242	9,963	9,656	9,860	9,958
FEDERAL					
Atlantic	1,079	1,004	1,011	1,076	1,108
Quebec	2,565	2,166	2,351	2,297	2,340
Ontario	2,414	2,707	2,356	2,373	2,277
Prairies	2,422	2,429	2,418	2,414	2,392
Pacific	1,298	1,221	1,205	1,344	1,540
Canada	9,778	9,527	9,341	9,504	9,657
PROVINCIAL					
Atlantic	237	230	171	210	162
Quebec	-	2	5	1	-
Ontario	-	-	-	1	-
Prairies	222	202	139	144	139
Pacific	5	2	-	-	-
Canada	464	436	315	356	301

Note: Since October 2003, release maintained are not considered decisions, but are included in reviews.

In 2003/04, the number of post-release reviews conducted by the Board increased by 1.0%. The number of post-release reviews at the federal level increased 1.6%, while the number of reviews at the provincial level decreased 15.4%.

The increase in the number of post-release reviews can be explained, in part, by the October 19, 2001, court decision, which stated that automatic revocations were unconstitutional. Prior to this date, there had been between 891 and 956 automatic revocations per year. These cases now require a Board review.



The most significant regional increase, in 2003/04, at the federal level, in the number of post-release reviews was recorded by the Pacific region (\uparrow 14.6%), followed by the Atlantic (\uparrow 3.0%) region and the Quebec region (\uparrow 1.9%), while the Ontario region saw a decrease of 4.0% and the Prairie region saw a decrease of 0.9%. In the Atlantic region, post-release provincial reviews decreased 22.9%, while in the Prairie region they decreased 3.5%.

In 2003/04, the proportion of post-release panel reviews, as opposed to reviews made on file was 19.3% for panel reviews to 80.7% for reviews made on file. This is the same proportion recorded the previous year. The proportion of post-release panel reviews remained unchanged at the federal level and decreased 6.3% at the provincial level in 2003/04.

Table 42

Source: NPB CRIMS

NUMBER of DETENTION REVIEWS					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	61	62	79	69	68
Quebec	127	115	119	125	164
Ontario	159	150	164	191	202
Prairies	183	145	147	179	173
Pacific	101	104	104	102	97
Canada	631	576	613	666	704

Note: Includes interim, initial and annual reviews.

In 2003/04, the number of detention reviews conducted by the Board increased by 5.7%.

The most significant regional increase, in 2003/04, in the number of detention reviews was recorded by the Quebec region (\uparrow 31.2%), followed by the Ontario (\uparrow 5.8%) region. The Pacific region saw a decrease of 4.9%, while the Prairie region saw a decrease of 3.4% and the Atlantic region saw a decrease of 1.4%.

In 2003/04, the proportion of detention panel reviews, as opposed to reviews made on file was 56.4% for panel reviews to 43.6% for reviews made on file. This represents a decrease of 7.4% in the proportion of panel reviews when compared to the previous year.



Table 43

Source: NPB CRIMS

NUMBER of PANEL REVIEWS with an ABORIGINAL CULTURAL ADVISOR FEDERAL and PROVINCIAL					
Region	1999/00	2000/01	2001/02	2002/03	2003/04
Atlantic	0	1	14	10	14
Quebec	0	3	19	15	24
Ontario	0	8	36	35	40
Prairies	230	272	313	365	459
Pacific	66	80	96	98	57
Canada	296	364	478	523	594
PRE-RELEASE					
Atlantic	0	1	9	6	8
Quebec	0	2	13	14	20
Ontario	0	4	25	25	26
Prairies	183	201	216	247	299
Pacific	49	64	78	74	49
Canada	232	272	341	366	402
POST-RELEASE					
Atlantic	0	0	2	2	4
Quebec	0	1	3	0	2
Ontario	0	3	11	8	6
Prairies	35	57	100	128	167
Pacific	13	12	20	18	7
Canada	48	73	136	156	186
DETENTION					
Atlantic	0	0	3	3	2
Quebec	0	0	3	1	3
Ontario	0	1	4	5	10
Prairies	20	25	21	30	33
Pacific	4	9	4	10	2
Canada	24	35	35	49	50

A panel review with an Aboriginal Cultural Advisor is an alternative hearing approach, which was introduced by the Board to ensure that conditional release hearings were sensitive to the cultural values and traditions of Aboriginal offenders. These hearings, which are based on First Nations traditions, are held in a circle without any physical barrier (table). An Elder or Aboriginal Cultural Advisor usually opens the hearing by saying a prayer and performing the required rituals such as smudging. The Aboriginal Cultural Advisor provides Board members with information about Aboriginal cultures, experiences and traditions, and when possible, the specific cultures and traditions of the Aboriginal population to which the offender belongs or may return to. The Aboriginal Cultural Advisor may also offer wisdom and guidance to the offender.



At the end of the hearing, the Aboriginal Cultural Advisor usually performs the closing prayer. All participants, in hearings with an Aboriginal Cultural Advisor, are permitted to speak, including community members.

The Board is continuing to develop its hearing process to be responsive to other diverse ethnic and cultural groups and to the special needs of women.

The number of panel reviews, with an Aboriginal Cultural Advisor, held by the Board increased by 71 (to 594) in 2003/04. Every region, except the Pacific, saw an increase in the number of panel reviews with an Aboriginal Cultural Advisor last year. In the Pacific region, the number of panel reviews with an Aboriginal Cultural Advisor decreased to 57 (↓41) last year.

The majority of panel reviews, with an Aboriginal Cultural Advisor, were at the pre-release level (67.7% in 2003/04), compared to 78.4% five years ago. The proportion of panel reviews, without an Aboriginal Cultural Advisor, at the pre-release level was 75.7% in 2003/04 compared to 78.7% five years ago.

In 2003/04, 88% of panel reviews, with an Aboriginal Cultural Advisor, were for Aboriginal offenders. This proportion varied from 100% in the Atlantic and Ontario regions, to 88% in the Quebec and Pacific regions and 87% in the Prairie region. Of the 1,192 federal panel reviews for Aboriginal offenders in 2003/04, 44% were panel reviews, with an Aboriginal Cultural Advisor, compared to 23% in 1999/00.



4.2 PERFORMANCE INFORMATION

4.2.1 DECISION TRENDS

This section presents information on decision trends (i.e. number of decisions, grant rates, proportion of sentence served, residency conditions imposed, etc.) for the seven operational areas of the Board’s Conditional Release program:

- i. Temporary Absence
- ii. Day Parole
- iii. Full Parole
- iv. Statutory Release
- v. Detention
- vi. Long-Term Supervision
- vii. Appeal Decisions

TEMPORARY ABSENCE

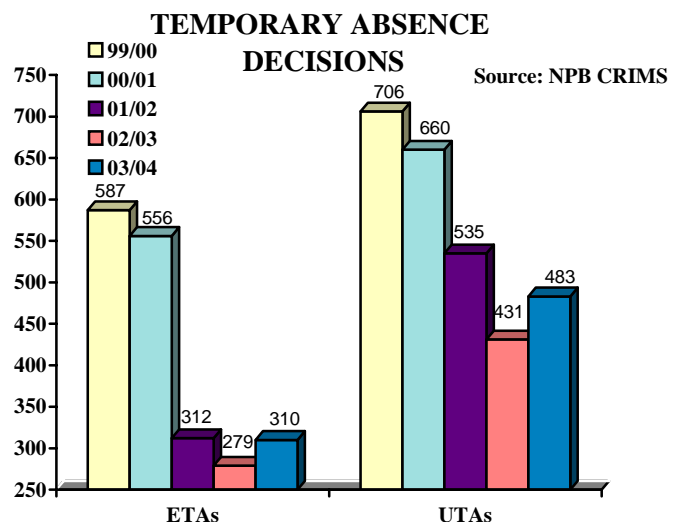
Temporary absences (TAs) are used for several purposes, such as: medical, compassionate and personal development for rehabilitation. Under the *CCRA* the National Parole Board has authority to authorize unescorted temporary absences (UTAs) to offenders serving: a life sentence for murder, an indeterminate sentence, or a determinate sentence for an offence set out in schedule I or II. CSC has authority for all other UTAs and most escorted temporary absences (ETAs). The *CCRA* also allows the Board to delegate its UTA authority to the Commissioner of CSC or to institutional heads. This has been done for all scheduled offences, except where the schedule I offence resulted in serious harm to the victim, or is a sexual offence involving a child. As well, NPB approval is required for ETAs for offenders serving life sentences prior to their day parole eligibility dates except for ETAs for medical reasons or in order to attend judicial proceedings or a coroner’s inquest.

Temporary Absence Decisions:

This section provides information on decisions to approve/authorize or to not approve/authorize temporary absences.

The Board made decisions on 793 temporary absence applications in 2003/04.

The number of temporary absence decisions made by the Board increased by 11.7% last year. This is the first increase in the number of temporary absence decisions since 1999/00.



In 2003/04, 35 temporary absence decisions were made following a panel review, with an Aboriginal Cultural Advisor, compared to 37 in 2002/03.



The decrease in ETA decisions since 2001/02 is due to a court decision, on April 1, 2001, which stated that the Board had no authority to make recommendations to CSC in cases of those serving indeterminate sentences or those serving life sentences once day parole eligibility had been reached. The Board now approves ETAs only for lifers prior to their day parole eligibility dates.

Approval/Authorization/Renewal Rates for Temporary Absence²³:

Table 44

Source: NPB-CRIMS

APPROVAL/AUTHORIZATION /RENEWAL RATES for TEMPORARY ABSENCES (%)												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA
1999/00	81	73	77	81	86	59	82	78	71	66	79	73
2000/01	72	81	84	81	76	66	86	68	74	55	80	73
2001/02	91	78	85	82	86	60	85	81	72	54	84	75
2002/03	78	90	83	74	90	69	95	82	61	64	83	74
2003/04	100	82	80	83	87	72	85	77	92	59	86	77

The national approval rate for ETAs increased 3% to 86% in 2003/04. The ETA approval rate has been steadily increasing over the past five years.

The national authorization rate for UTAs increased 3% to 77% in 2003/04. The national authorization rate has also been steadily increasing since 1999/00.

Table 45

Source: NPB-CRIMS

APPROVAL/AUTHORIZATION/RENEWAL RATES for TEMPORARY ABSENCES by OFFENCE TYPE (%)												
Year	Murder		Schedule I- sex		Schedule I- non-sex		Schedule II		Non- scheduled		Total	
	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA
1999/00	80	78	54	66	75	69	-	100	-	-	79	73
2000/01	81	80	75	74	78	66	-	-	100	-	80	73
2001/02	84	81	100	69	-	73	-	-	-	100	84	75
2002/03	83	78	-	52	-	74	-	-	-	67	83	74
2003/04	86	78	-	62	100	76	-	-	100	88	86	77
5-yr Average	82	78	67	67	75	71	-	100	63	80	82	74

²³ Includes only cases where the Board made a decision to approve/authorize/renew or to not approve/authorize the absence.



Averaged over the last five years, the approval/authorization/renewal rate for temporary absences for offenders serving sentences for murder has been the same as the national average in the escorted temporary absence group and above the national average in the unescorted temporary absence group. Schedule I-sex offenders and schedule I-non-sex offenders were both below the national average in the unescorted temporary absence group.

Table 46

Source: NPB-CRIMS

APPROVAL/AUTHORIZATION/RENEWAL RATES for TEMPORARY ABSENCES by ABORIGINAL and RACE (%)												
Year	Aboriginal		Asian		Black		White		Other		Total	
	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA
1999/00	79	75	-	100	76	91	79	72	67	25	79	73
2000/01	85	72	100	80	86	67	79	74	100	67	80	73
2001/02	86	70	0	58	75	53	85	77	70	67	84	75
2002/03	90	74	0	100	100	53	82	75	0	67	83	74
2003/04	92	81	-	67	89	67	83	77	100	63	86	77
5-yr Average	85	74	70	74	85	66	81	75	71	62	82	74

Averaged over the last five years, the approval/authorization/renewal rate for temporary absences for Aboriginal offenders has been above the national average in the escorted temporary absence group and the same as the national average in the unescorted temporary absence group. Asian offenders were below the average in the escorted temporary absence group and the same as national average in the unescorted temporary absence group, while Black offenders were above in the escorted temporary absence group and below in the unescorted temporary absence group.

Table 47

Source: NPB-CRIMS

APPROVAL/AUTHORIZATION/RENEWAL RATES for TEMPORARY ABSENCES by GENDER (%)					
Year	Male			Female	
	ETA		UTA	ETA	UTA
1999/00	78		72	89	87
2000/01	81		73	74	80
2001/02	85		75	74	69
2002/03	83		75	83	56
2003/04	85		77	90	70
5-yr Average	82		74	81	74



Averaged over the last five years, the approval rate for escorted temporary absences for female offenders has been below that of male offenders, while the authorization rate for unescorted temporary absences has been the same as that of male offenders.

Table 48

Source: NPB-CRIMS

APPROVAL/AUTHORIZATION RATES for TEMPORARY ABSENCES by SENTENCE TYPE (%)						
Year	Lifer		Indeterminate		Determinate	
	ETA	UTA	ETA	UTA	ETA	UTA
1999/00	79	77	62	89	-	68
2000/01	80	80	81	80	-	67
2001/02	84	77	100*	67	-	73
2002/03	83	78	-	79	-	69
2003/04	86	78	-	89	-	73
5-yr Average	82	78	74	82	-	70

* The recommendation in this case was made the same day that the court declared that the Board had no authority in cases of this nature.

As the result of a court decision, the Board, since April 1, 2001, is no longer making recommendations to CSC in ETA cases for offenders serving indeterminate sentences or offenders serving life sentences once their day parole eligibility dates have past. The Board now approves ETAs only for lifers prior to their day parole eligibility dates.

The ETA approval rate for lifers has been 82% averaged over the last five years.

Averaged over the last five years, the UTA authorization rate has been 78% for lifers, 82% for those serving indeterminate sentences and 70% for those serving determinate sentences.

Of the 483 UTA decisions rendered by the Board, in 2003/04, 59% were for lifers, 37% for those serving determinate sentences and 4% for those serving indeterminate sentences.



DAY PAROLE

Day parole is a type of conditional release which allows offenders to participate in community-based activities in preparation for full parole or statutory release. The conditions require offenders to return nightly to an institution or half-way house unless otherwise authorized by the Board. The day parole population changed significantly when Bill C-55, which reinstated automatic day parole review and day parole eligibility at 1/6 of the sentence for offenders meeting the APR criteria, came into force on July 3, 1997.

In this section, the number of day parole grants includes not only those for whom day parole has been directed or granted but those for whom day parole has been continued. A day parole is continued to allow the offender additional time to further prepare for full parole. It should be noted that the Board must conduct an assessment of risk before each day parole grant/directed decision as well as each day parole continued decision.

Day Parole Release Decisions:

This section provides information on release decisions to grant/direct or deny/not-direct day parole, except APRI not-directed. APRI not-directed decisions are not counted because these decisions automatically result in an accelerated parole review final (APRF) release decision.

Table 49

Source: NPB-CRIMS

DAY PAROLE RELEASE DECISIONS												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
1999/00	520	179	1596	-	1188	2*	1346	190	657	3	5307	374
2000/01	503	123	1295	1*	1137	3*	1251	183	626	-	4812	310
2001/02	406	134	1260	1*	1038	2*	1149	150	574	-	4427	287
2002/03	409	136	1141	-	945	1*	1115	146	619	2	4229	285
2003/04	432	92	1027	-	957	-	1119	110	657	-	4192	202

*The provincial cases in Ontario and Quebec are federal sentences, which were reduced to provincial sentences by court order or were provincial/federal transfers.

The number of federal day parole release decisions remained relatively stable in 2003/04 (↓37). Since 1999/00, the number of day parole applications has declined 21.0%. This is due, in part, to a decrease of 7.9% in the number of warrant of committal admissions, between 1998/99 and 2002/03.

The number of provincial day parole release decisions decreased 29.1% in 2003/04 and they have decreased 46.0% since 1999/00.



Table 50

Source: NPB-CRIMS

FEDERAL DAY PAROLE RELEASE DECISIONS following a PANEL REVIEW with an ABORIGINAL CULTURAL ADVISOR						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	0	0	0	125	31	156
2000/01	1	1	2	130	45	179
2001/02	6	8	13	140	56	223
2002/03	3	9	13	152	55	232
2003/04	5	10	17	188	37	257

The number of federal day parole release decisions following a panel review, with an Aboriginal Cultural Advisor, increased by 25 in 2003/04. Since 1999/00, the number has increased by 101. In 2003/04, all regions, except the Pacific, saw increases in the number of federal day parole release decisions following a panel review, with an Aboriginal Cultural Advisor. The Prairie region saw the biggest increase (↑36), followed by the Ontario (↑4), the Atlantic (↑2) and the Quebec (↑1) regions. During the same period, the Pacific region saw a decrease of 18 in the number of federal day parole release decisions following a panel review, with an Aboriginal Cultural Advisor.

Timing of First Federal Day Parole Release in Sentence²⁴:

Table 51

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL DAY PAROLE RELEASE by REGION (%)						
Region	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Atlantic	31	32	33	32	31	32
Quebec	33	33	32	31	31	32
Ontario	31	32	32	32	34	32
Prairies	32	30	33	32	35	32
Pacific	33	34	34	33	37	34
Canada	32	32	32	32	34	32

The average proportion of sentence served before first federal day parole release increased to 34% in 2003/04, up from 32%, the proportion it had been between 1998/99 and 2002/03.

²⁴ Excludes those serving indeterminate sentences.



Table 52

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL DAY PAROLE RELEASE by OFFENCE TYPE (%)						
Region	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Schedule I-sex	42	42	44	43	44	43
Schedule I-non-sex	39	38	40	40	42	40
Schedule II	24	24	24	24	25	24
Non-scheduled	28	29	29	29	29	29

Schedule I-sex offenders served more of their sentence prior to first federal day parole release than any other offender group and schedule II offenders served the least over the last five years.

The average time served before first federal day parole release increased in 2003/04 for all offenders except for those serving sentences for non-scheduled offences.

Table 53

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL DAY PAROLE RELEASE by ABORIGINAL AND RACE (%)						
	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Aboriginal	36	35	38	37	40	37
Asian	24	25	25	26	29	26
Black	32	31	27	32	32	31
White	32	32	33	32	33	32
Other	26	29	28	27	32	28

Aboriginal offenders served more of their sentence prior to first federal day parole release than any other offender group and Asian offenders served the least over the last five years. This is probably at least partially due to the fact that Aboriginal offenders tend to have more violent offence histories. Between 1999/00 and 2003/04, 66.4% of Aboriginal offenders, serving determinate sentences, who were granted day parole were schedule I offenders compared to 24.0% of Asian offenders, 45.2% of Black offenders and 50.1% of White offenders.



Table 54

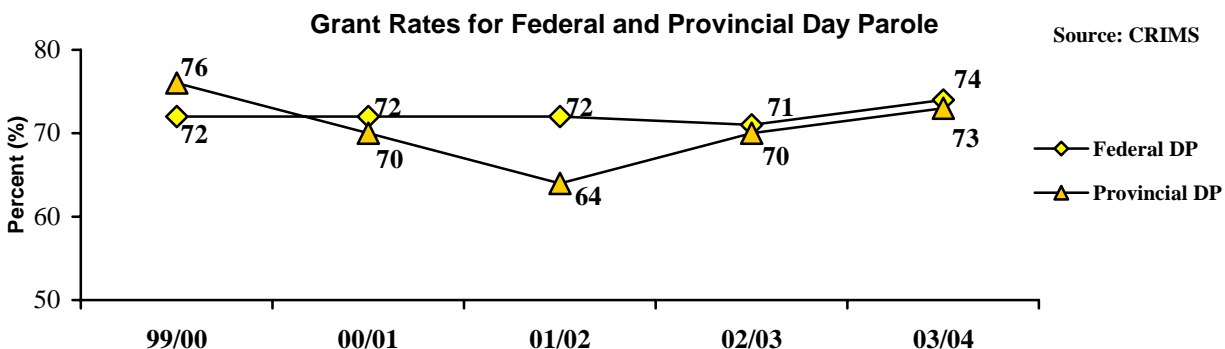
Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL DAY PAROLE RELEASE by GENDER (%)						
	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Male	32	32	33	32	34	33
Female	25	27	28	27	28	27

Male offenders served an average of 6% more of their sentence before first federal day parole release than female offenders over the last five years. The proportion served by male offenders increased 2% last year, while the proportion served by female offenders increased 1%.

Grant Rates for Day Parole²⁵:

Day and full parole grant rates reflect decision trends and (along with offender populations, offence profiles, etc.) provide a context for our discussion of performance indicators for offenders on conditional release in section 4.2.2.



The federal day parole grant rate increased 3% in 2003/04 to 74%. This is the highest federal day parole grant rate since the rate of 75% recorded in 1998/99.

The provincial day parole grant rate increased 3% in 2003/04 to 73%. This rate has fluctuated between 64% and 76% during the last five years.

²⁵ Includes only pre-release decisions to grant/direct/continue or deny/not-direct day parole, except ADPRI not-directed.



Table 55

Source: NPB-CRIMS

GRANT RATES for FEDERAL DAY PAROLE												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
99/00	415	80	1068	67	866	73	995	74	496	75	3840	72
00/01	389	77	823	64	871	77	927	74	449	72	3459	72
01/02	320	79	792	63	807	78	836	73	415	72	3170	72
02/03	339	83	711	62	728	77	807	72	439	71	3024	71
03/04	359	83	652	63	756	79	851	76	502	76	3120	74

All regions, except the Atlantic, saw increases in their federal day parole grant rates in 2003/04. In the Atlantic region the rate remained the same as the previous year.

Table 56

Source: NPB-CRIMS

GRANT RATES for FEDERAL DAY PAROLE following a PANEL REVIEW with an ABORIGINAL CULTURAL ADVISOR												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
99/00	0	0	0	0	0	0	86	69	24	77	110	71
00/01	0	0	1	100	1	50	102	79	31	69	135	75
01/02	5	83	3	38	8	62	123	88	40	71	179	80
02/03	3	100	2	22	8	62	125	82	42	76	180	78
03/04	3	60	3	30	16	94	139	74	30	81	191	74

The grant rate for federal day parole following a panel review, with an Aboriginal Cultural Advisor, decreased 4% in 2003/04 to 74%.

The federal day parole grant rate following a panel review, with an Aboriginal Cultural Advisor has been significantly higher than the federal day parole grant rate after a panel review, without an Aboriginal Cultural Advisor, in each of the last five years. The federal day parole grant rate after panel reviews, without an Aboriginal Cultural Advisor, increased to 60% in 2003/04, the highest rate in the last five years.

Table 57

Source: NPB-CRIMS

GRANT RATES for PROVINCIAL DAY PAROLE												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
99/00	125	70	-	-	-	-	156	82	2	67	283	76
00/01	86	70	1	100	-	-	131	72	-	-	218	70
01/02	87	65	1	100	1	50	95	63	-	-	184	64
02/03	92	68	-	-	-	-	107	73	1	50	200	70
03/04	69	75	-	-	-	-	79	72	-	-	148	73

The provincial day parole grant rate increased 7% in the Atlantic region and decreased 1% in the Prairie region in 2003/04.

Table 58

Source: NPB-CRIMS



NATIONAL PAROLE BOARD
Performance Measurement Division

GRANT RATES for FEDERAL and PROVINCIAL DAY PAROLE by OFFENCE TYPE (%)										
Year	Murder		Schedule I-sex		Schedule I- non-sex		Schedule II		Non-scheduled	
	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.
1999/00	84	-	69	78	66	74	85	88	67	73
2000/01	84	-	71	66	66	70	81	83	68	69
2001/02	85	-	71	50	68	55	81	73	62	70
2002/03	84	-	68	60	68	69	80	76	64	71
2003/04	85	-	78	63	71	74	80	91	67	66
5-Year Average	84	-	71	59	68	68	82	82	66	70

Over the last five years, offenders serving sentences for murder were the most likely to be granted federal day parole and non-scheduled offenders were the least likely.

Over the last five years, schedule II offenders were the most likely to be granted provincial day parole, while schedule I-sex offenders were the least likely.

Table 59

Source: NPB-CRIMS

GRANT RATES for FEDERAL and PROVINCIAL DAY PAROLE by ABORIGINAL and RACE (%)										
Year	Aboriginal		Asian		Black		White		Other	
	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.
1999/00	70	75	88	100	71	75	72	74	79	80
2000/01	73	70	75	50	67	33	72	74	76	57
2001/02	75	57	78	100	67	57	71	67	79	62
2002/03	73	76	79	67	76	43	70	65	75	80
2003/04	77	74	83	100	79	67	73	71	70	77
5-Year Average	74	70	81	82	72	59	72	71	76	74

Over the last five years, Asian offenders were the most likely to be granted federal day parole and Black and White offenders were the least likely.

Over the last five years, Asian offenders were also the most likely to be granted provincial day parole, while Black offenders were the least likely.



Table 60

Source: NPB-CRIMS

GRANT RATES for FEDERAL and PROVINCIAL DAY PAROLE by GENDER (%)					
Year	Male		Female		
	Fed.	Prov.	Fed.	Prov.	Prov.
1999/00	72	74	85	97	
2000/01	71	69	89	94	
2001/02	71	62	87	82	
2002/03	71	68	89	96	
2003/04	74	71	89	94	
5-Year Average	71	69	88	92	

Over the last five years, female offenders were far more likely, than male offenders, to be granted both federal and provincial day parole.

Table 61

Source: NPB-CRIMS

GRANT RATES for FEDERAL DAY PAROLE REGULAR and APR REVIEW(%)							by
	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada	
1999/00							
Regular	79	62	71	72	75	70	
APR	81	85	77	78	78	80	
All DP Reviews	80	67	73	74	75	72	
2000/01							
Regular	79	59	78	72	71	70	
APR	72	85	73	78	76	77	
All DP Reviews	77	64	77	74	72	72	
2001/02							
Regular	82	58	79	73	74	70	
APR	71	83	75	73	63	75	
All DP Reviews	79	63	78	73	72	72	
2002/03							
Regular	85	58	78	74	72	71	
APR	77	77	75	70	66	73	
All DP Reviews	83	62	77	72	71	72	
2003/04							
Regular	85	58	80	78	77	74	
APR	79	80	77	71	74	76	
All DP Reviews	83	63	79	76	76	74	

The national grant rate for accelerated day parole review increased by 3% in 2003/04, reversing its downward trend of the previous three years.



In the past five years, 76.3% (4,806 of 6,299) of the offenders who met the accelerated day parole criteria were directed to day parole. APR pre-release day parole decisions accounted for 27.4% of all federal day parole pre-release decisions in the past five years.

The national grant rate for regular day parole increased 3% in 2003/04. In 2003/04, the Atlantic region had the highest regular day parole grant rate and the Quebec region had the lowest. This is the same trend that has been seen in the last five years.

Aboriginal offenders, of all the offender groups, were the only ones who were more likely to be granted regular day parole than to be directed to day parole over the last five years. Aboriginal offenders were directed to day parole 61% of the time compared to a 77% grant rate for regular day parole. This is a very interesting finding. Based on the review criterion for accelerated parole review cases, Board Members are determining that Aboriginal offenders serving sentences for non-violent offences are more likely to commit a violent offence on day parole than Aboriginal offenders serving sentences for violent offences are of committing any new offence, either violent or non-violent.

Table 62

Source: NPB-CRIMS

GRANT RATES for FEDERAL DAY PAROLE by SENTENCE TYPE						
Year	Determinate		Lifers		Other Indeterminate	
	#	%	#	%	#	%
99/00	3379	71	446	84	15	58
00/01	2992	70	453	84	14	61
01/02	2715	70	437	84	18	69
02/03	2532	70	473	84	19	79
03/04	2607	73	496	86	17	71

Note: Lifers includes those offenders sentenced to life as a minimum sentence or life as a maximum sentence. Other indeterminate includes dangerous offenders, dangerous sexual offenders, habitual criminals, and those offenders who have preventive detention orders or are on Lieutenant Governor Warrants.

Offenders with determinate sentences have accounted for 88% of all federal day parole reviews over the past five years with a grant rate of 71%. Over the past five years, lifers accounted for 12% of all federal day parole reviews and had a grant rate of 84%, while those with other indeterminate sentences accounted for 0.5% and had a grant rate of 67%.



FULL PAROLE

Full parole is a type of conditional release which allows the offender to serve the remainder of the sentence under supervision in the community.

Full Parole Release Decisions:

This section provides information on pre-release decisions to grant/direct or deny/not-direct full parole, except APRI not-directed. APRI not-directed decisions are not counted because these decisions automatically result in an accelerated parole review final (APRF) release decision.

Table 63

Source: NPB-CRIMS

FULL PAROLE RELEASE DECISIONS												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
1999/00	478	309	1555	-	1146	2*	1342	374	470	3	4991	688
2000/01	453	228	1236	1*	989	2*	1116	340	484	-	4278	571
2001/02	339	209	1153	1*	921	1*	1002	251	426	-	3841	462
2002/03	323	213	1030	-	823	3*	872	221	480	2	3528	439
2003/04	368	185	967	-	845	-	878	183	490	-	3548	368

*The provincial cases in Ontario and Quebec are federal sentences, which were reduced to provincial sentences by court order or were provincial/federal transfers.

The number of federal full parole release decisions remained relatively stable in 2003/04 (↑20). The 28.9% decrease in the number of federal full parole release decisions since 1999/00 is due, in part, to a 27.4% decrease in the number of offenders graduating from day parole to full parole as well as a 36.5% increase in the number of offenders who are either waiving their full parole reviews or withdrawing their full parole applications. The cause of the increase in the number of waivers and withdrawals cannot be identified as the reason for the withdrawal is unknown and the reason for the waiver is unknown in 38.9% of the cases.

The number of provincial full parole release decisions dropped by 16.2% in 2003/04. The decrease in the number of provincial full parole release decisions is due, in part, to a 46.5% decrease in the number of applications received for provincial full parole.



Table 64

Source: NPB-CRIMS

FEDERAL FULL PAROLE RELEASE DECISIONS following a PANEL REVIEW with an ABORIGINAL CULTURAL ADVISOR						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	0	0	0	112	24	136
2000/01	1	1	1	114	32	149
2001/02	2	9	6	110	29	156
2002/03	3	9	9	119	39	179
2003/04	6	12	9	129	29	185

The number of federal full parole release decisions following a panel review, with an Aboriginal Cultural Advisor, increased by 6 in 2003/04. Since 1999/00, the number has increased by 49. In 2003/04, all regions, except the Ontario and Pacific, saw increases in the number of federal full parole release decisions following a panel review, with an Aboriginal Cultural Advisor. The Prairie region saw the biggest increase (↑10), followed by the Atlantic and the Quebec (both ↑3) regions. During the same period, the Ontario region saw no change in the number of federal full parole release decisions following a panel review, with an Aboriginal Cultural Advisor, while the Pacific region saw a decrease of 10.

Timing of First Federal Full Parole Release in Sentence²⁶

Table 65

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL FULL PAROLE RELEASE by REGION (%)						
Region	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Atlantic	40	40	41	41	40	40
Quebec	42	41	41	40	40	41
Ontario	40	38	39	39	38	39
Prairies	40	39	39	39	41	40
Pacific	39	41	38	38	42	40
Canada	40	40	39	39	40	40

There has been very little change in the average proportion of sentence served prior to first federal full parole release since 1999/00. The national average has been either 39% or 40% in each of the last five years. During the same period, regional averages have fluctuated between 38% and 42%.

²⁶ Excludes those serving indeterminate sentences.



Table 66

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL FULL PAROLE RELEASE by OFFENCE TYPE (%)						
	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Schedule I-sex	48	48	49	48	52	49
Schedule I-non-sex	46	47	47	47	48	47
Schedule II	36	33	36	35	35	35
Non-scheduled	38	37	37	37	37	37

Over the five-year period from 1999/00 to 2003/04, schedule I-sex offenders served more of their sentence prior to first federal full parole release than other offender groups and schedule II offenders served the least.

In 2003/04, schedule I-sex offenders saw a significant increase in the average time served prior to first federal full parole from 48% to 52%. The average time served prior to first federal full parole also increased for schedule I-non-sex offenders last year, while it remained unchanged for the other offence groups.

Table 67

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL FULL PAROLE RELEASE by ABORIGINAL AND RACE (%)						
	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr. Avg.
Aboriginal	43	41	44	42	44	43
Asian	37	37	37	36	39	37
Black	41	38	38	36	38	38
White	40	40	39	40	40	40
Other	38	36	38	38	39	38

Over the five-year period from 1999/00 to 2003/04, Aboriginal offenders served more of their sentence prior to first federal full parole release than other offender groups and Asian offenders served the least. This may be partially because 38.4% of Aboriginal offenders, serving determinate sentences, who were granted full parole between 1999/00 and 2003/04, were schedule I offenders compared to 12.5% of Asian offenders, 22.9% of Black offenders and 25.5% of White offenders.



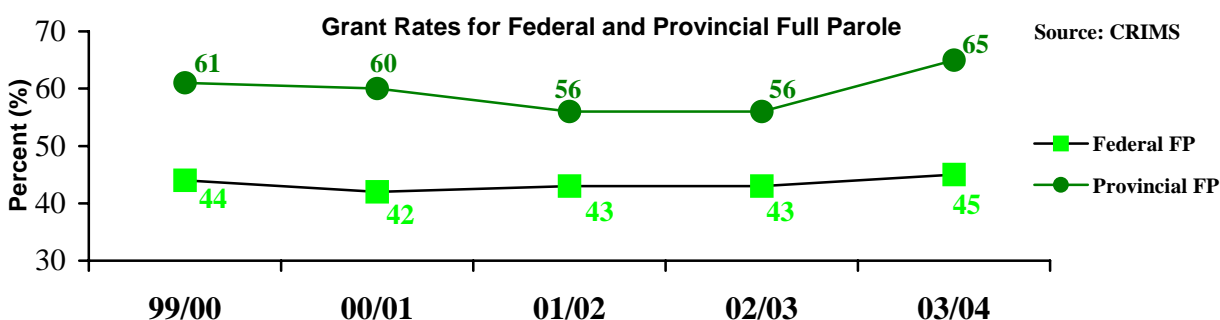
Table 68

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL FULL PAROLE RELEASE by GENDER (%)						
	1998/99	1999/00	2000/01	2001/02	2003/04	5-Yr. Avg.
Male	41	40	40	39	40	40
Female	38	38	37	38	38	38

Female offenders served an average of 2% less of their sentence prior to first federal full parole release than male offenders over the last five years.

Grant Rates for Full Parole²⁷



The federal full parole grant rate increased 2% in 2003/04 and has been between 42% and 45% since 1999/00.

The provincial full parole grant rate increased 9% in 2003/04. This is highest provincial full parole grant rate since at least 1994/95.

Table 69

Source: NPB-CRIMS

GRANT RATES for FEDERAL FULL PAROLE												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	286	60	534	34	512	45	654	49	182	39	2168	43
2000/01	254	56	412	33	420	42	568	51	160	33	1814	42
2001/02	201	59	403	35	428	46	481	48	146	34	1659	43
2002/03	194	60	345	34	386	47	430	49	147	31	1502	43
2003/04	238	65	350	36	401	47	439	50	183	37	1611	45

The Atlantic region has had the highest federal full parole grant rate during each of the last five years.

²⁷ Includes only pre-release decisions to grant/direct or deny/not-direct full parole.



One reason for the consistently high full parole grant rate in the Atlantic region probably relates to the offence profile of the offender population in that region. In 2003/04, 35.3% of the full parole decisions in the Atlantic region were for non-scheduled offenders and of this group, 54.6% were eligible for APR. The Quebec region, which had the lowest full parole grant rate, also had the lowest proportion of non-scheduled offenders at 19.9%.

Table 70

Source: NPB-CRIMS

GRANT RATES for FEDERAL FULL PAROLE following a PANEL REVIEW with an ABORIGINAL CULTURAL ADVISOR												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
99/00	0	0	0	0	0	0	28	25	5	21	33	24
00/01	0	0	0	0	0	0	44	39	2	6	46	31
01/02	1	50	1	11	0	0	42	38	6	21	50	32
02/03	0	0	0	0	1	11	44	37	9	23	54	30
03/04	1	17	1	8	3	33	44	34	6	21	55	30

The grant rate for federal full parole following a panel review, with an Aboriginal Cultural Advisor, remained unchanged in 2003/04 at 30%.

The federal full parole grant rate following a panel review, with an Aboriginal Cultural Advisor, has been higher than the federal full parole grant rate after a panel review, without an Aboriginal Cultural Advisor, in each of the last five years. The federal full parole grant rate after a panel review, without an Aboriginal Cultural Advisor, increased to 25% in 2003/04, the highest rate in the last five years.

Table 71

Source: NPB-CRIMS

GRANT RATES for PROVINCIAL FULL PAROLE												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1999/00	206	67	-	-	-	-	212	57	1	33	419	61
2000/01	152	67	1	100	-	-	189	56	-	-	342	60
2001/02	124	59	-	-	-	-	136	54	-	-	260	56
2002/03	131	62	-	-	2	67	117	53	1	50	251	57
2003/04	122	66	-	-	-	-	117	64	-	-	239	65

The provincial full parole grant rate increased in both the Atlantic and Prairie regions in 2003/04.



Table 72

Source: NPB-CRIMS

GRANT RATES for FEDERAL and PROVINCIAL FULL PAROLE by OFFENCE TYPE (%)										
Year	Murder		Schedule I-sex		Schedule I- non-sex		Schedule II		Non-scheduled	
	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.
1999/00	38	-	26	68	27	54	76	76	48	57
2000/01	34	-	27	67	26	52	73	77	49	57
2001/02	43	-	25	71	25	44	73	71	47	57
2002/03	32	-	25	62	25	52	72	71	50	54
2003/04	39	-	26	74	27	57	72	78	53	66
5-Year Average	37	-	26	68	26	52	73	75	49	58

Over the last five years, schedule II offenders were the most likely to be granted federal full parole, while schedule I-sex and schedule I-non-sex offenders were the least likely.

Over the last five years, schedule II offenders were also the most likely to be granted provincial day parole, while schedule I-non-sex offenders were the least likely.

Table 73

Source: NPB-CRIMS

GRANT RATES for FEDERAL and PROVINCIAL FULL PAROLE by ABORIGINAL and RACE (%)										
Year	Aboriginal		Asian		Black		White		Other	
	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.
1999/00	36	54	72	100	49	71	42	62	63	61
2000/01	37	46	68	75	43	80	41	63	57	64
2001/02	36	35	72	-	55	14	41	62	55	65
2002/03	35	34	62	75	48	64	42	62	60	60
2003/04	41	51	68	100	57	56	44	72	52	64
5-Year Average	37	45	69	87	50	58	42	64	56	62

Over the last five years, Aboriginal offenders, of all the offender groups, were the least likely to be granted either federal or provincial full parole. One reason for the lower full parole grant rate for Aboriginal offenders may relate to the offence profile of the Aboriginal offender population. Over the last five years, 57.3% of the federal and provincial full parole decisions for Aboriginal offenders were for schedule I offences, while 25.5% of the federal and provincial full parole decisions for Asian offenders were for schedule I offences. The percentage was 45.2% for Black offenders and 46.0% for White offenders.



Table 74

Source: NPB-CRIMS

GRANT RATES for FEDERAL and PROVINCIAL FULL PAROLE by GENDER (%)					
Year	Male		Female		
	Fed.	Prov.	Fed.	Prov.	Prov.
1999/00	42	61	70	62	
2000/01	41	59	75	73	
2001/02	42	56	74	64	
2002/03	41	57	66	65	
2003/04	43	63	77	83	
5-Year Average	42	59	72	69	

Over the last five years, female federal and provincial offenders were more likely to be granted full parole than males.

Table 75

Source: NPB-CRIMS

GRANT RATES for FEDERAL FULL PAROLE by REGULAR and APR REVIEW(%)						
	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00						
Regular	45	18	22	28	24	25
APR	100	100	99	99	100	99
All FP Reviews	60	34	45	49	39	43
2000/01						
Regular	42	19	21	28	21	24
APR	100	100	100	100	100	100
All FP Reviews	56	33	42	51	33	42
2001/02						
Regular	45	18	22	27	20	24
APR	100	100	100	100	100	100
All FP Reviews	59	35	46	48	34	43
2002/03						
Regular	46	16	21	27	15	22
APR	100	100	100	100	100	100
All FP Reviews	60	34	47	49	31	43
2003/04						
Regular	47	17	20	30	20	24
APR	100	98	99	100	98	99
All FP Reviews	65	36	47	50	37	45

The national grant rate for accelerated full parole review (AFPR) decreased to 99% in 2003/04. The AFPR grant rate has increased dramatically since accelerated day parole review was introduced in July 1997. This is because offenders who are directed to day parole are almost always automatically directed to full parole, however if the offender is not directed to day parole the full parole review is conducted using the regular criteria.



NATIONAL PAROLE BOARD
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The national grant rate for regular full parole increased 2% in 2003/04, as did the national grant rate for all federal full parole.

The Atlantic region had the highest regular full parole grant rate (47%) in 2003/04. In fact, the grant rate in the Atlantic region has been significantly above the rate in all of the other regions during the last five years. One reason for the consistently high full parole grant rate in the Atlantic region may relate to the offence profile of the offender population in that region. Between 1999/00 and 2003/04, 35.8% of all the regular full parole decisions in the Atlantic region were for schedule II and non-scheduled offenders. The Quebec region, which had the lowest regular full parole grant rate in 2003/04 at 17%, had a proportion of schedule II and non-scheduled offenders of 28.8% during the same period.



Table 76

Source: NPB-CRIMS

GRANT RATES for FEDERAL FULL PAROLE by SENTENCE TYPE						
	Determinate		Lifers		Other Indeterminate	
	#	%	#	%	#	%
99/00						
Regular	787	24	108	37	3	2
APR	1239	99	-	-	-	-
Other	31	41	1	20	-	-
All	2057	45	109	37	3	2
00/01						
Regular	682	24	91	37	2	1
APR	1020	100	-	-	-	-
Other	13	32	6	46	-	-
All	1715	44	97	37	2	1
01/02						
Regular	565	23	98	41	2	2
APR	979	100	-	-	-	-
Other	10	32	5	45	-	-
All	1554	45	102	40	2	2
02/03						
Regular	483	22	82	32	4	3
APR	919	100	-	-	-	-
Other	11	39	3	43	-	-
All	1414	45	85	32	4	3
03/04						
Regular	499	24	102	38	4	3
APR	979	99	-	-	-	-
Other	20	63	7	41	-	-
All	1498	48	109	38	4	3

Note: Lifers includes those offenders sentenced to life as a minimum sentence or life as a maximum sentence. Other indeterminate includes dangerous offenders, dangerous sexual offenders, habitual criminals, and those offenders who have preventive detention orders or are on Lieutenant Governor Warrants.

Note: Other includes parole for deportation, parole by exception, parole for voluntary departure and parole by exception for deportation.

Over the last five years, offenders with determinate sentences have accounted for 94% of decisions to grant or direct full parole. Offenders with life sentences have accounted for 6% of all decisions to grant full parole. There have been only 15 full parole grants in the last five years for offenders with other indeterminate sentences.



Residency Conditions on Full Parole:

Table 77

Source: NPB

RESIDENCY CONDITIONS on FEDERAL FULL PAROLE by REGULAR and APR					
	PRE-RELEASE		POST-RELEASE		
	Imposed	Cancelled	Imposed	Prolonged	Removed
<u>Regular</u>					
1999/00	48	0	44	14	12
2000/01	33	0	48	17	13
2001/02	30	0	67	17	20
2002/03	23	0	66	6	22
2003/04	40	0	56	5	25
<u>APR</u>					
1999/00	269	3	27	33	37
2000/01	248	4	31	53	43
2001/02	282	2	49	36	36
2002/03	268	1	51	17	44
2003/04	289	2	55	21	54
<u>All Full Parole</u>					
1999/00	317	3	71	47	49
2000/01	281	4	79	70	56
2001/02	312	2	116	53	56
2002/03	291	1	117	23	66
2003/04	329	2	111	26	79

The number of pre-release residency conditions imposed on all full parole cases increased by 13.1% in 2003/04. During the same period, the number of post-release residency conditions imposed decreased 5.1%, while the number of post-release residency conditions prolonged remained relatively stable (↑3).

Eighty-nine percent (89%) of all residency conditions imposed on full parole pre-release decisions during the last five years were on accelerated parole review cases, while APR cases accounted for just 59% of all federal full parole grant decisions. This would seem to indicate that Board members often feel that offenders released on full parole based on the APR criteria are not ready for a full return to the community.



Table 78

Source: NPB

RESIDENCY CONDITIONS on FEDERAL FULL PAROLE by REGION					
	PRE-RELEASE		POST-RELEASE		
	Imposed	Cancelled	Imposed	Prolonged	Removed
<u>1999/00</u>					
Atlantic	29	0	6	1	1
Quebec	158	2	43	44	6
Ontario	66	0	10	2	25
Prairies	38	0	3	0	10
Pacific	26	1	9	0	7
Canada	317	3	71	47	49
<u>2000/01</u>					
Atlantic	35	0	2	1	1
Quebec	126	2	30	62	5
Ontario	54	1	18	4	32
Prairies	52	1	21	2	14
Pacific	14	0	8	1	4
Canada	281	4	79	70	56
<u>2001/02</u>					
Atlantic	22	0	13	2	0
Quebec	132	1	53	49	5
Ontario	84	1	7	0	25
Prairies	58	0	34	2	15
Pacific	16	0	9	0	11
Canada	312	2	116	53	56
<u>2002/03</u>					
Atlantic	20	0	13	1	1
Quebec	117	1	54	21	5
Ontario	76	0	13	0	26
Prairies	56	0	28	0	26
Pacific	22	0	9	1	8
Canada	291	1	117	23	66
<u>2003/04</u>					
Atlantic	30	0	17	1	2
Quebec	124	1	43	24	8
Ontario	89	0	13	0	33
Prairies	59	1	26	0	29
Pacific	27	0	12	1	7
Canada	329	2	111	26	79

Compared to the number of federal full parole grant decisions within the last five years, the Quebec region imposed the highest percentage of pre-release residency conditions (32.1%), followed by the Ontario region (17.2%), the Pacific region (12.8%), the Atlantic region (11.6%) and the Prairie region (10.2%). The Quebec region also imposed the highest percentage of residency conditions on full parole post-release compared to the number of federal full parole grant decisions (10.9%).



Over the last five years, of all the regions, Quebec is the only one which has prolonged residency conditions on full parole cases to any extent. The Quebec region is responsible for 91.3% of all full parole residency conditions which have been prolonged within the last five years.

Compared to the number of full parole grant decisions within the last five years, non-scheduled offenders had the highest percentage of pre-release residency conditions imposed (35.7%), followed by schedule II offenders (15.8%), schedule I-non-sex offenders (6.3%), schedule I-sex offenders (4.6%) and offenders serving sentences for murder (5.2%).

Compared to the number of full parole grant decisions within the last five years, White offenders had the highest percentage of pre-release residency conditions imposed (19.7%), followed by Aboriginal offenders (15.2%), Black offenders (13.4%) and Asian offenders (6.6%).

Within the last five years, 14.2% of full parole grants to female offenders had pre-release residency conditions imposed as opposed to 17.8% of male offenders.

Table 79

Source: NPB

RESIDENCY CONDITIONS on FEDERAL FULL PAROLE RECOMMENDED BY CSC (%)						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	69.4	70.4	39.72	40.4	41.7	59.5
2000/01	56.8	63.6	44.9	35.0	56.5	53.3
2001/02	59.5	65.9	39.4	21.6	46.4	49.4
2002/03	48.5	62.9	44.7	32.3	39.4	49.4
2003/04	78.7	76.6	44.4	33.0	50.0	58.2

Note: This percentage is calculated by dividing the number of residency conditions recommended by CSC and which were imposed by the Board by the total number of residency conditions imposed by the Board.

The above table indicates that, in 2003/04, just over 40% of the residency conditions imposed on federal full parole (pre and post release) had not been recommended by CSC.

The percentage of residency conditions imposed (both pre and post release), which had been recommended by CSC, ranged from 33.0% in the Prairie region to 78.7% in the Atlantic region. These percentages are higher than the previous year in all regions, except the Ontario region where the percentage remained much the same (↓0.3%).



Table 80

Source: NPB

RESIDENCY CONDITIONS on FEDERAL FULL PAROLE CONCORDANCE with CSC (%)						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	100.0	97.8	96.9	76.0	93.8	95.7
2000/01	100.0	99.2	94.6	84.8	100.0	96.4
2001/02	100.0	95.9	92.5	73.3	81.3	92.1
2002/03	100.0	94.9	89.4	76.9	86.7	90.6
2003/04	100.0	95.0	88.9	77.5	95.2	92.2

Note: The concordance rate is calculated by dividing the number of residency conditions imposed by the Board which were recommended by CSC by the number of residency conditions recommended by CSC.

The above table indicates that, over the past five years, when CSC recommends that a residency condition be imposed on federal full parole (pre and post release) the Board agrees 93.4% of the time.

The concordance rate, between the Board and CSC, on CSC's recommendations to impose residency conditions on full parole, ranged from 77.5% in the Prairie region to 100.0% in the Atlantic region in 2003/04. The Atlantic region has had the highest concordance rate since 1999/00, while the Prairie region has had the lowest.



STATUTORY RELEASE

This section provides information about offenders on statutory release as a backdrop for our discussion of day and full parole. All federal offenders, serving determinate sentences, are entitled to statutory release after serving 2/3rds of their sentence unless it is determined that they are likely to commit an offence causing death or serious harm to another person, a sexual offence involving a child or a serious drug offence before the expiration of the sentence.

Note

The incarcerated population in this section is shown differently from previous reports as it now includes only those offenders with determinate sentences. Lifers and offenders serving indeterminate sentences have been excluded as they are not eligible for statutory release.

Annual Releases on Statutory Release:

Table 81

Source: CSC and NPB

PROPORTION of the INCARCERATED POPULATION SERVING DETERMINATE SENTENCES RELEASED on STATUTORY RELEASE			
Year	Incarcerated Population	# of Releases on SR	% of Incarcerated Pop. Released on SR
1999/00	10165	4554	45%
2000/01	10018	4697	47%
2001/02	9796	4834	49%
2002/03	9752	5079	52%
2003/04	9471	5102	54%

Annual releases on statutory release increased in number and as a proportion of the incarcerated population in 2003/04 The proportion of offenders released on statutory release has increased by 9% since 1999/00.



Table 82

Source: CSC and NPB

PROPORTION of the INCARCERATED POPULATION SERVING DETERMINATE SENTENCES RELEASED on STATUTORY RELEASE by REGION (%)					
Year	Atlantic	Quebec	Ontario	Prairies	Pacific
1999/00	47	42	45	47	43
2000/01	44	47	47	49	45
2001/02	47	50	47	54	46
2002/03	52	51	51	57	46
2003/04	47	51	55	58	56
5-Year Average	48	48	49	53	47

Over the last five years, the Prairie region had a larger proportion of their incarcerated population released on statutory release than any other region. In 2003/04, the proportions in each region, except the Atlantic, were at the highest level they have been in the last five years. In the Atlantic region the proportion was the same as in three of the last five years.

Table 83

Source: CSC and NPB

PROPORTION of the INCARCERATED POPULATION SERVING DETERMINATE SENTENCES RELEASED on STATUTORY RELEASE by OFFENCE TYPE (%)				
Year	Schedule I-sex	Schedule I - non-sex	Schedule II	Non-scheduled
1999/00	30	45	36	65
2000/01	29	45	39	74
2001/02	29	44	52	90
2002/03	30	48	56	76
2003/04	31	50	58	76
5-Year Average	30	46	48	76

Over the last five years, non-scheduled offenders had a much larger proportion of their incarcerated population released on statutory release than any other offender group. The proportions rose for all offender groups, in 2003/04, except for non-scheduled offenders.



Table 84

Source: CSC and NPB

PROPORTION of the INCARCERATED POPULATION SERVING DETERMINATE SENTENCES RELEASED on STATUTORY RELEASE by ABORIGINAL and RACE (%)					
Year	Aboriginal	Asian	Black	White	Other
1999/00	57	29	42	44	25
2000/01	58	27	44	46	29
2001/02	56	34	45	49	33
2002/03	53	29	47	54	32
2003/04	57	45	44	55	33
5-Year Average	57	32	44	49	30

Over the last five years, Aboriginal offenders had a much larger proportion of their incarcerated population released on statutory release than any other offender group. The proportions rose for all offender groups, in 2003/04, except for Black Offenders.

Table 85

Source: CSC and NPB

PROPORTION of the INCARCERATED POPULATION SERVING DETERMINATE SENTENCES RELEASED on STATUTORY RELEASE by GENDER (%)		
Year	Male	Female
1999/00	45	44
2000/01	47	42
2001/02	49	50
2002/03	52	59
2003/04	54	50
5-Year Average	49	49

Over the last five years, the proportions of incarcerated populations released on statutory release were equal for male and female offenders. While the proportion for male offenders increased 2% in 2003/04, the proportion for female offenders decreased 9%.



Residency Conditions on Statutory Release:

Table 86

Source: NPB

RESIDENCY CONDITIONS on STATUTORY RELEASE								
Year	PRE-RELEASE			POST-RELEASE				Total*
	Imposed	Detention to SR Residency	Cancelled	Imposed	Prolonged	Detention to SR Residency Prolonged	Removed	
99/00	847	22	1	15	20	5	63	908
00/01	886	33	2	18	11	2	51	948
01/02	857	26	1	18	5	1	55	906
02/03	1151	43	5	32	1	2	47	1224
03/04	1326	42	3	14	-	3	62	1382

Total = (Pre-release imposed + detention - cancelled) + (Post-release imposed + prolonged+ detention prolonged).

The total number of residency conditions imposed on statutory release cases increased 12.9% in 2003/04. The change occurred at the pre-release level, where the number of residency conditions imposed increased 14.8%. At the post-release level however, the number of residency conditions imposed decreased to 14 from 32. The increase at the pre-release level can be explained, in part, by a 19.7% increase in the number of residency conditions on statutory release recommended by CSC in 2003/04. As the concordance rate has traditionally been between 95% and 97%, this translated into an increase in residency on statutory release.

Twenty-five (25%) of the 5,511 releases and graduations to statutory release in 2003/04 had a residency condition imposed pre-release, up 3% from the previous year.

Schedule I-non-sex offenders accounted for 68.1% of all pre-release decisions to impose residency conditions on statutory release in 2003/04 (930 of 1,365) compared to their 55.5% proportion of the total incarcerated population serving determinate sentences. Schedule I-sex offenders also had a larger proportion of residency conditions imposed on statutory release than their proportion of the incarcerated population however, the difference is not as large (15.8% to 14.8% of the incarcerated population serving determinate sentences).

Aboriginal offenders accounted for 23.7% of all pre-release decisions to impose residency conditions on statutory release in 2003/04 (324 of 1,365) compared to their 18.8% proportion of the total incarcerated population serving determinate sentences. White offenders also had a larger proportion of pre-release residency conditions imposed on statutory release than their proportion of the incarcerated population however, the difference is not as large (69.9% to 69.2% of the incarcerated population serving determinate sentences).

Female offenders accounted for 1.6% of all pre-release decisions to impose residency conditions on statutory release in 2003/04 (22 of 1,365).



NATIONAL PAROLE BOARD
Performance Measurement Division

Table 87

Source: NPB

RESIDENCY CONDITIONS on STATUTORY RELEASE								by
REGION								
	PRE-RELEASE			POST-RELEASE				
	Imposed	Detention to SR Residency	Cancelled	Impos ed	Prolonge d	Detention to SR Residency Prolonged	Remove d	
<u>1999/00</u>								
Atlantic	71	2	0	0	1	0	6	
Quebec	271	1	1	7	3	1	14	
Ontario	189	1	0	3	1	0	11	
Prairies	185	8	0	2	0	1	18	
Pacific	131	10	0	3	15	3	14	
Canada	847	22	1	15	20	5	63	
<u>2000/01</u>								
Atlantic	64	5	0	1	0	0	4	
Quebec	290	4	1	8	3	0	11	
Ontario	207	3	0	5	4	0	10	
Prairies	150	10	0	1	0	2	11	
Pacific	175	11	1	3	4	0	15	
Canada	886	33	2	18	11	2	51	
<u>2001/02</u>								
Atlantic	45	4	0	0	0	0	7	
Quebec	314	3	0	5	2	0	8	
Ontario	206	7	0	4	0	0	9	
Prairies	149	4	0	2	1	1	18	
Pacific	143	8	1	7	2	0	13	
Canada	857	26	1	18	5	1	55	
<u>2002/03</u>								
Atlantic	79	5	0	1	0	0	5	
Quebec	366	1	2	5	0	0	15	
Ontario	322	14	0	3	0	0	11	
Prairies	171	14	0	3	0	1	10	
Pacific	213	9	3	20	1	1	6	
Canada	1151	43	5	32	1	2	47	
<u>2003/04</u>								
Atlantic	80	5	0	1	0	1	10	
Quebec	393	0	2	1	0	0	18	
Ontario	335	11	0	0	0	0	10	
Prairies	214	12	0	2	0	0	13	
Pacific	304	14	1	10	0	2	11	
Canada	1326	42	3	14	0	3	62	



The number of pre-release residency conditions imposed on statutory release increased in all regions in 2003/04 with the Pacific region seeing the biggest increase at 44.7%, followed by the Prairie (at 22.2%), the Quebec (at 7.1%), the Ontario (at 3.0%) and the Atlantic (at 1.2%) regions.

The number of post-release residency conditions imposed on statutory release decreased in all regions, except the Atlantic, in 2003/04, with the Pacific region seeing the biggest decrease (to 12 from 22).

Table 88

Source: NPB

RESIDENCY CONDITIONS on STATUTORY RELEASE RECOMMENDED BY CSC (%)						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	87.5	65.3	66.3	76.3	80.1	72.2
2000/01	87.7	71.4	76.5	78.6	82.4	77.2
2001/02	91.1	73.5	74.0	79.5	85.3	77.7
2002/03	92.5	74.7	71.4	73.2	78.3	75.4
2003/04	88.9	80.0	70.0	80.0	81.0	78.3

Note: This percentage is calculated by dividing the number of residency conditions recommended by CSC which were imposed by the Board by the total number of residency conditions imposed by the Board.

The above table indicates that, in 2003/04, over 20% of the residency conditions imposed on statutory release (pre and post release) had not been recommended by CSC.

The percentage of residency conditions imposed on statutory release (both pre and post release), in 2003/04, which had been recommended by CSC, ranged from 70.0% in the Ontario region to 88.9% in the Atlantic region.

Table 89

Source: NPB

RESIDENCY CONDITIONS on STATUTORY RELEASE CONCORDANCE with CSC (%)						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1999/00	100.0	97.9	96.4	95.5	91.5	95.9
2000/01	100.0	97.3	94.5	94.0	93.9	95.5
2001/02	100.0	97.9	96.4	96.9	92.7	96.4
2002/03	100.0	96.0	96.7	89.7	94.6	95.2
2003/04	100.0	93.8	94.2	95.2	94.0	94.6

Note: The concordance rate is calculated by dividing the number of residency conditions imposed by the Board which were recommended by CSC by the number of residency conditions recommended by CSC.

The above table indicates that over the past five years, when CSC recommends that a residency conditions be imposed on statutory release (pre and post release) the Board agrees 95.4% of the time.



NATIONAL PAROLE BOARD
Performance Measurement Division

The concordance rate, between the Board and CSC, on CSC's recommendations to impose residency conditions on statutory release, ranged from 93.8% in the Quebec region to 100.0% in the Atlantic region in 2003/04.



DETENTION

The Correctional Service of Canada can refer an offender serving a sentence for a schedule I or schedule II offence to the Board for detention review if they feel that the offender is likely to commit an offence causing death or serious harm to another person, a sexual offence involving a child or a serious drug offence before the expiration of the offender's sentence. If the Board determines that the offender is likely to commit an offence causing death or serious harm to another person, a sexual offence involving a child or a serious drug offence before the expiration of the offender's sentence, the offender can be detained until the sentence expires.

Number of Detained Offenders:

Table 90

Source: NPB

NUMBER of DETAINED OFFENDERS, by REGION (As of April 11, 2004)						
	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
Presently Detained	32	109	107	88	53	389
One-chance Statutory Release Revoked	0	1	0	0	2	3
Detention Ordered Not Past SR Date	6	18	20	23	7	74
Detained Total	38	128	127	111	62	466

As of April 11, 2004, 389 offenders were being detained and 3 offenders had had their one-chance statutory releases revoked. Another 74 offenders had a detention order but had not yet reached their statutory release date, for a total of 466 offenders that have detention orders.

Referrals for Detention:

Table 91

Source: NPB

REFERRALS for DETENTION by REGION						
Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1994/95	44	53	164	114	69	444
1995/96	47	71	136	185	91	530
1996/97	56	72	114	138	82	462
1997/98	54	78	59	86	58	335
1998/99	32	49	47	72	56	256
1999/00	17	40	54	78	33	222
2000/01	32	43	56	51	47	229
2001/02	32	48	72	76	44	272
2002/03	23	59	82	79	41	284
2003/04	29	85	77	75	37	303
Total	366	598	861	954	558	3337



NATIONAL PAROLE BOARD
Performance Measurement Division

The number of referrals for detention increased 6.7% in 2003/04. This is the highest number of detention referrals since 1997/98.

The Atlantic and Quebec regions both saw increases in the number of referrals for detention last year, while the other regions all saw decreases. The Quebec region saw the biggest increase going to 85 from 59 last year, while the Ontario region saw the biggest decrease going to 77 from 82.

Table 92

Source: NPB and CSC

DETENTION REFERRAL RATE²⁸			
Year	Detention Referrals	Offenders Entitled to Statutory Release²⁹	Detention Referral Rate
1994/95	444	4397	10.1%
1995/96	530	5093	10.4%
1996/97	462	5448	8.5%
1997/98	335	5430	6.2%
1998/99	256	4867	5.3%
1999/00	222	4921	4.5%
2000/01	229	5011	4.6%
2001/02	272	5196	5.2%
2002/03	284	5452	5.2%
2003/04	303	5631	5.4%

The detention referral rate increased in 2003/04 to 5.4%.

Outcome of Initial Detention Reviews:

Table 93

Source: NPB

OUTCOME of INITIAL DETENTION REVIEWS									
Year	Detained		Stat. Release		Stat. Release/Residency		One chance		Total
	#	%	#	%	#	%	#	%	
1994/95	410	92.3	8	1.8	11	2.5	15	3.4	444
1995/96	484	91.3	8	1.5	18	3.4	20	3.8	530
1996/97	431	93.3	11	2.4	0	0.0	20	4.3	462
1997/98	312	93.1	6	1.8	0	0.0	17	5.1	335
1998/99	234	91.4	9	3.5	0	0.0	13	5.1	256
1999/00	208	93.7	8	3.6	0	0.0	6	2.7	222
2000/01	215	93.9	3	1.3	0	0.0	11	4.8	229
2001/02	257	94.5	5	1.8	0	0.0	10	3.3	272
2002/03	245	86.3	14	4.9	0	0.0	25	8.8	284
2003/04	279	92.1	13	4.3	0	0.0	11	3.6	303

²⁸ The detention referral rate is the proportion of detention referrals to the number of offenders entitled to statutory release (i.e. reaching statutory release eligibility date) during a given period.

²⁹ Offenders Entitled to Statutory Release = number of offenders released on statutory release + number of offenders detained.



The detention rate increased in 2003/04 to 92.1% as did the number of offenders detained (↑13.9%). While the number of offenders given statutory release remained relatively stable (↓1), the number given one chance statutory release decreased to 11 from 25.

Table 94

Source: NPB

OUTCOME of INITIAL DETENTION REVIEWS by OFFENCE TYPE (%)				
	Schedule I-sex	Schedule I-non-sex	Schedule II	Non-scheduled
Detained				
1999/00	94	93	0	100
2000/01	94	95	67	100
2001/02	97	93	33	100
2002/03	92	81	50	100
2003/04	95	88	80	100
Statutory Release				
1999/00	3	3	100	0
2000/01	1	1	33	0
2001/02	1	3	0	0
2002/03	3	7	0	0
2003/04	2	7	20	0
One Chance Statutory Release				
1999/00	2	3	0	0
2000/01	6	4	0	0
2001/02	2	4	67	0
2002/03	5	12	50	0
2003/04	3	5	0	0

Schedule I- sex offenders are over-represented as a proportion of offenders referred for detention and detained compared to the other offender groups. In 2003/04, schedule I-sex offenders accounted for 45.4% of all offenders referred for detention and 46.8% of offenders detained, compared to their 14.8% proportion of the federal incarcerated population serving determinate sentences.

The number of offenders detained increased last year in each group, except for schedule I-non-sex offenders where the number of offenders detained decreased by 6.



Table 95

Source: NPB

OUTCOME of INITIAL DETENTION REVIEWS						by
ABORIGINAL and RACE (%)						
	Aboriginal	Asian	Black	White	Other	
Detained						
1999/00	96	50	90	93	100	
2000/01	92	100	91	96	67	
2001/02	97	80	89	95	88	
2002/03	85	100	84	87	88	
2003/04	89	80	100	92	100	
Statutory Release						
1999/00	0	50	10	5	0	
2000/01	1	0	0	1	0	
2001/02	1	0	0	2	0	
2002/03	5	0	5	4	13	
2003/04	7	20	0	4	0	
One Chance Statutory Release						
1999/00	4	0	0	2	0	
2000/01	7	0	9	3	33	
2001/02	1	20	11	3	13	
2002/03	10	0	11	9	0	
2003/04	4	0	0	4	0	

Aboriginal offenders continue to be over-represented as a proportion of offenders referred for detention and detained compared to the other offender groups. In 2003/04, Aboriginal offenders accounted for 25.1% of all offenders referred for detention and 24.4% of offenders detained, compared to their 18.8% proportion of the federal incarcerated population serving determinate sentences. Black offenders were also over-represented but not to the same extent. Black offenders accounted for 6.9% of offenders referred for detention and 7.5% of offenders detained, while they represented 6.5% of the federal incarcerated population serving determinate sentences.

The number of Black and White offenders detained increased last year, while the number of Aboriginal and Asian offenders detained decreased.



Table 96

Source: NPB

OUTCOME of INITIAL DETENTION REVIEWS			by
GENDER (%)			
	Male		Female
Detained			
1999/00	94		100
2000/01	94		100
2001/02	95		80
2002/03	87		63
2003/04	92		0
Statutory Release			
1999/00	4		0
2000/01	1		0
2001/02	2		0
2002/03	5		13
2003/04	4		0
One Chance Statutory Release			
1999/00	3		0
2000/01	5		0
2001/02	3		20
2002/03	8		25
2003/04	4		0

Over the last five years, only 17 female offenders have been referred for detention, with 8 being referred in 2002/03 and none being referred in 2003/04.

Table 97

Source: NPB

INITIAL DETENTION RATES by REGION												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1994-95	39/44	89	51/53	96	150/164	91	109/114	96	61/69	88	410/444	92
1995-96	41/47	87	65/71	92	130/136	96	171/185	92	77/91	85	484/530	91
1996-97	52/56	93	66/72	92	107/114	94	130/138	94	76/82	93	431/462	93
1997/98	48/54	89	73/78	94	58/59	98	82/86	95	51/58	88	312/335	93
1998/99	24/32	75	44/49	90	45/47	96	70/72	97	51/56	91	234/256	91
1999/00	14/17	82	38/40	95	52/54	96	74/78	95	30/33	91	208/222	94
2000/01	31/32	97	41/43	95	54/56	96	46/51	90	43/47	91	215/229	94
2001/02	30/32	94	46/48	96	66/72	92	75/76	99	40/44	91	257/272	94
2002/03	19/23	83	53/59	90	67/82	82	68/79	86	38/41	93	245/284	86
2003/04	26/29	90	83/85	98	69/77	90	69/75	92	32/37	86	279/303	92
10-Year Total	324/366	89	560/598	94	798/861	93	894/954	94	499/558	89	3075/3337	92



The Atlantic and Pacific regions have had the lowest average detention rates over the last 10 years, while the Quebec and Prairie regions have had the highest.

Outcome of Annual and Subsequent Detention Reviews:

The CCRA specifies that offenders subject to a detention order are entitled to an annual review of their case to determine whether detention is still warranted. The following table provides information on reviews after the initial detention order.

Table 98

Source: NPB

OUTCOME of ANNUAL and SUBSEQUENT DETENTION REVIEWS						
	1999/00	2000/01	2001/02	2002/03	2003/04	5-Yr Avg
Total Subsequent Reviews	376	319	308	348	359	342
Detention Confirmed	340	282	277	322	321	308
Detention Confirmed Percentage	90%	88%	90%	93%	89%	90%

The initial detention decision has been confirmed in 90% of annual and subsequent detention reviews for the last five years. This average is 2% less than the average detention rate for initial detention reviews during the same period.



LONG –TERM SUPERVISION

This section provides information about offenders who are subject to long-term supervision orders.

The court, upon application by the prosecution, may impose a long-term supervision order not exceeding ten years if it is satisfied that it would be appropriate to impose a sentence of two years or more for the offence of which the offender has been convicted; there is substantial risk that the offender will reoffend; and, there is a reasonable possibility of eventual control of the risk in the community. An offender who is subject to a long-term supervision order is supervised in the community in accordance with the *Corrections and Conditional Release Act*.

The Board may establish conditions for the long-term supervision of an offender that are considered reasonable and necessary in order to protect society and to facilitate the successful reintegration into society of the offender. A long-term supervision order, unlike other forms of conditional release, cannot be revoked by the Board. However, the Board can recommend that charges be laid under the *Criminal Code* if the offender has demonstrated by his/her behaviour that he/she presents a substantial risk to the community because of failure to comply with one or more conditions.

Long-Term Supervision Population:

Table 99

Source: CSC and NPB

LONG-TERM SUPERVISION POPULATION*												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
1999/00	-	-	-	-	1	-	-	-	-	-	1	-
2000/01	2	-	1	-	1	-	1	-	1	-	6	-
2001/02	3	-	5	-	3	1	5	-	3	-	19	1
2002/03	3	-	11	-	8	1	11	-	5	-	38	1
2003/04	6	-	21	-	12	-	13	-	9	-	61	-

Excluded as of April 11, 2004 was one UAL in the Atlantic region.

*The first offender with a long-term supervision order was released in 1999/00.

The long-term supervision population is expected to increase in the coming years as there are currently 190 offenders (federal and provincial) who will be subject to long-term supervision orders once they reach their warrant expiry dates.



Table 100

Source: CSC and NPB

LONG-TERM SUPERVISION POPULATION by ABORIGINAL and RACE										
Year	Aboriginal		Asian		Black		White		Other	
	#	%	#	%	#	%	#	%	#	%
1999/00	-	-	-	-	-	-	1	100.0	-	-
2000/01	-	-	-	-	-	-	6	100.0	-	-
2001/02	2	10.0	-	-	-	-	17	85.0	1	5.0
2002/03	3	7.7	-	-	1	2.6	33	84.6	2	5.1
2003/04	7	11.5	-	-	1	1.6	51	83.6	2	3.3

Note: Includes federal and provincial offenders on long-term supervision orders

There are currently 1 female offender on a long-term supervision order.

Of the 190 offenders who will be subject to long-term supervision orders once they reach warrant expiry, 26.3% (50) are Aboriginal, 1.1% (2) are Asian, 3.7% (7) are Black, 67.4% (128) are White and 1.6% (3) are Other.

There are currently 3 incarcerated female offenders who will be subject to long-term supervision orders once they reach warrant expiry.

Offence Profile of the Long-Term Supervision Population:

Table 101

Source: CSC and NPB

OFFENCE PROFILE of the LONG-TERM SUPERVISION POPULATION (%)					
Offence Type	1999/00	2000/01	2001/02	2002/03	2003/04
Sch.I – Sex	0.0	66.7	80.0	84.6	82.0
Sch.I – Non-Sex	<u>0.0</u>	<u>33.3</u>	<u>15.0</u>	<u>12.8</u>	<u>14.8</u>
Total Schedule I	0.0	100.0	95.0	97.4	96.8
Schedule II	0.0	0.0	0.0	0.0	0.0
Non-Scheduled	100.0	0.0	5.0	2.6	3.3

Note: Includes federal and provincial offenders on long-term supervision orders

Of the 190 offenders who will be subject to long-term supervision orders once they reach warrant expiry, 76.3% (145) are schedule I-sex offenders, 22.1% (42) are schedule I-non-sex offenders, and 1.6% (3) are non-scheduled offenders.



Long-Term Supervision Decisions:

Table 102

Source: NPB-CRIMS

LONG-TERM SUPERVISION DECISIONS								
Year	PRE-RELEASE			POST-RELEASE				Total
	Change Condition	Other*	Sub-Total	Change Condition	Suspension	Other*	Sub-Total	
1999/00	2	-	2	-	-	1	1	3
2000/01	10	1	11	2	0	2	4	15
2001/02	15	2	17	19	5	17	41	58
2002/03	25	0	25	38	8	20	66	91
2003/04	32	1	33	94	10	38	142	175

*Other includes the decisions of no action, laying of information recommended and panel hearing ordered.

Note: Includes federal and provincial offenders on long-term supervision orders.

It is expected that this workload will increase in the coming years as more offenders become subject to long-term supervision orders. Over the last four years, offenders on long-term supervision were averaging between 2.4 and 3.1 decisions each per fiscal year.

Residency Conditions on Long-Term Supervision:

Table 103

Source: NPB

RESIDENCY CONDITIONS on LONG-TERM SUPERVISION						
Year	PRE-RELEASE		POST-RELEASE			Total*
	Imposed	Cancelled	Imposed	Prolonged	Removed	
1999/00	1	0	0	0	0	1
2000/01	2	0	0	0	0	2
2001/02	8	0	2	11	1	22
2002/03	15	0	15	15	3	48
2003/04	18	0	21	46	3	88

* Total = (Pre-release imposed - cancelled) + (Post-release imposed + prolonged).

*Includes federal and provincial offenders on long-term supervision orders.

Sixty-two percent (62%) of offenders who became subject to long-term supervision orders and released in 2003/04 had a residency condition imposed pre-release compared to 25% of releases and graduations to statutory release.



APPEAL DECISIONS

Within the Board, the Appeal Division is responsible for re-examining, upon application by an offender, certain decisions made by the Board. The Appeal Division's role is to ensure that the Law and Board policies are respected, that the rules of fundamental justice are adhered to, and that Board decisions are reasonable and based upon relevant and reliable information. It reviews the decision making process to confirm that it was fair and that the procedural safeguards were respected.

The Appeal Division received 529 applications to appeal conditional release decisions in 2003/04 (both federal and provincial), accepted 490 applications for review and rendered 673 decisions. The Appeal Division ordered a new review in 18 cases, changed the special conditions in 9 cases and modified the decision in one case in 2003/04. An analysis of the 28 cases revealed that:

Sharing of Information

- In 2 cases, the NPB did not properly share relevant information with the offender in accordance with the law and Board policy.

Duty to Provide Reasons

- In 2 cases, the Board's failed to provide adequate written reasons to substantiate its decision to impose or maintain a special condition.

Legal: Error of Law

- In 1 case, the Board's decision to not direct day parole was unfounded and unsupported by the information before the Board. An individual's association with a criminal organization is not, in itself, sufficient to support the conclusion that such an individual, personally, is likely to commit a violent offence.
- In 1 case, there was no indication that a third Board member voted in the case. While it is clear from the hearing tape that the Board member participated, via the telephone, at the hearing, that Board member's name is not recorded as a voting Board member at the end of the decision nor does his signature appear on the original decision Sheet contained in the offender's file. Finally, the criteria set out in section 9.2 of Board policy were not followed.

Information Issues

- In 2 cases, the Board reached its decision in spite of the fact that the Board had determined that significant information was missing and it consequently could not authorize the offender's release.
- In 1 case, the Board did not provide adequate support for the imposition of a special condition and there was no information on the offender's file to support the imposition of said condition.



Risk Assessment

- In 1 case, the Board erred in not assessing the risk posed in a manner consistent with the law and Board policy. The Board did not raise or discuss adequate, relevant and related risk factors, nor did they provide any analysis of the facts that they cited in the reasons for decision.
- In 6 cases, the imposition of the special condition was not justified for the protection of society and to manage the risk of reoffending as it was not identified as a risk factor and there was no file information to support the imposition of the special condition.
- In 1 case, the special condition was clarified and modified to protect the victim and to give the offender and the victim the leeway needed to further their healing process.

Reasonableness of the Decision

- In 2 cases, the wording of the special conditions was modified because it was not clear and explicit enough and could lead to misinterpretation or misunderstanding by the offender and his parole supervisor.

Duty to Act Fairly

- In 1 case, the offender did not receive a fair and impartial hearing. The content, negative tone and repeated nature of the lead Board member's remarks questioning the offender's credibility created the overall appearance that he was not open to considering the offender's response and had predetermined that the offender lacked credibility because he was a "fraud type guy".
- In 1 case, the offender was not given adequate notice that the Board would be addressing the possible imposition of a residency condition on his statutory release. As a result, the offender did not know the case he had to meet nor was he given adequate time to prepare his views and respond to this matter.
- In 1 case, the offender was not given the opportunity to submit his written representations prior to the Board's in-office decision.

Reviews

- In 1 case, prior to the Board's review, the offender signed a postponement form indicating that she wanted to postpone her post-suspension review for one month and that she wished to be present at the hearing. The postponement form was faxed to the Board within the right timeframe but the Board never received a copy of the document and they rendered an in-office decision.



The tables below provide further information on Appeal Division activities.

Applications for Appeal:

Table 104

Source: NPB - Appeal Division

APPLICATIONS for APPEAL April 1, 2003 – March 31, 2004									
	Atlantic		Quebec	Ontario	Prairies		Pacific	Canada	
	Fed	Prov	Fed	Fed	Fed	Prov	Fed	Fed	Prov
Applications Received	41	6	155	146	88	7	86	516	13
Applications Rejected	2	2	14	11	3	0	7	37	2
Applications Accepted	39	4	141	135	85	7	79	479	11
Application Cancelled	3	0	0	2	1	0	4	10	0
Applications Withdrawn	1	1	1	2	0	2	2	6	3
Applications to be Processed	35	3	140	131	84	5	73	463	8

Note: More than one decision can be appealed per application.

The Board received 516 federal applications for appeal in 2003/04 (↑70 from 2002/03) and 13 provincial applications (↓8 from 2002/03).

The Quebec region had the biggest increase in federal appeal applications received in 2003/04 (↑31), followed by the Ontario region (↑28) and the Pacific region (↑18). The Prairie (↓6) and Atlantic (↓1) regions both saw decreases in the number of federal appeal applications received.

The Prairie region had the same number of provincial appeal applications received in 2003/04 as in 2002/03. The Atlantic region saw a decrease of 8 in the number of provincial appeal applications received in 2003/04.

Of the 516 federal applications received in 2003/04, 37 were rejected, 10 were cancelled and 6 were withdrawn by the offender, leaving 463 applications to be processed. Of the 13 provincial applications received, 2 were rejected and 3 were withdrawn leaving 8 applications to be processed.



Number of Appeal Decisions:

Table 105

Source: NPB-CRIMS

NUMBER of APPEAL DECISIONS by DECISION TYPE and JURISDICTION										
Decision Type	1999/00		2000/01		2001/02		2002/03		2003/04	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
ETA										
• Pre-release	5	-	10	-	7	-	13	-	2	-
UTA										
• Pre-release	12	-	20	-	20	-	11	-	19	-
• Post-release	2	-	-	-	-	-	-	-	-	-
Day Parole										
• Pre-release	172	6	153	4	153	1	136	8	186	6
• Post-release	34	1	40	0	33	1	34	8	39	4
Full Parole										
• Pre-release	143	8	139	6	122	2	99	7	151	12
• Post-release	27	3	25	5	24	-	30	3	37	1
Stat Release										
• Pre-release	13	-	27	-	32	-	49	-	79	-
• Post-release	26	-	23	-	38	-	48	-	75	-
Detention	40	-	28	-	40	-	46	-	62	-
Total	474	18	465	15	469	4	466	26	650	23

The Appeal Division rendered 673 decisions in 2003/04 (650 federal and 23 provincial), up 181 from 2002/03.

Day and full parole cases accounted for 35% and 29%, respectively, of all federal appeal decisions recorded in 2003/04, compared to 37% and 28% the previous year. Statutory release cases increased to 24% of all federal appeal decisions from 21% in 2002/03. The increase in appeal decisions for statutory release is probably a result of the January 1996 Bill C-45 amendments to the CCRA which gave the Board the option of imposing residency conditions on statutory release cases. Detention cases accounted for 10% of all appeal decisions, the same as the previous year.

Day parole cases accounted for 44% of all provincial appeal cases in 2003/04 and full parole accounted for 57%.



Table 106

Source: NPB-CRIMS

NUMBER of APPEAL DECISIONS by OFFENCE TYPE and JURISDICTION										
Decision Type	1999/00		2000/01		2001/02		2002/03		2003/04	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
Murder										
• Pre-release	23	-	47	-	43	-	41	-	53	-
• Post-release	6	-	11	-	7	-	12	-	10	-
Schedule I-sex										
• Pre-release	60	-	59	1	64	-	47	3	60	4
• Post-release	7	-	9	-	7	-	3	-	13	-
Schedule I-non-sex										
• Pre-release	173	9	164	4	125	-	128	4	189	3
• Post-release	45	2	33	2	46	1	54	5	72	1
Schedule II										
• Pre-release	68	-	51	1	69	-	41	2	67	2
• Post-release	10	1	17	-	19	-	20	2	25	-
Non-scheduled										
• Pre-release	61	5	56	4	73	3	97	6	130	9
• Post-release	21	1	18	3	16	-	23	4	31	4
Total	474	18	465	15	469	4	466	26	650	23

The cases of offenders serving sentences for schedule I-non-sex offences and non-scheduled offences accounted for 40% and 25%, respectively, of all federal appeal decisions recorded in 2003/04, compared to 39% and 26% the previous year.

The cases of offenders serving sentences for non-scheduled offences accounted for 57% of all provincial appeal cases in 2003/04.



Outcomes for Appeal Decisions:

Table 107

Source: NPB-CRIMS

OUTCOMES for FEDERAL APPEAL DECISIONS by TYPE (2002/03 & 2003/04)										
Decision Type	Decision Affirmed		Decision Altered		New Review Ordered		Other		Total	
	02/03	03/04	02/03	03/04	02/03	03/04	02/03	03/04	02/03	03/04
ETA										
• Pre-release	10	2	1	-	2	-	-	-	13	2
UTA										
• Pre-release	6	19	-	-	5	-	-	-	11	19
• Post-release	-	-	-	-	-	-	-	-	-	-
Day Parole										
• Pre-release	122	181	2	1	12	2	-	2	136	186
• Post-release	31	35	1	-	2	4	-	-	34	39
Full Parole										
• Pre-release	89	147	-	-	9	3	1	1	99	151
• Post-release	26	35	-	-	4	1	-	1	30	37
Stat. Release										
• Pre-release	44	72	-	-	5	3	-	4	49	79
• Post-release	44	72	1	-	3	3	-	-	48	75
Detention	42	62	-	-	4	-	-	-	46	62
Total Decisions	414	625	5	1	46	16	1	8	466	650
% of Total Decisions	89%	96%	1%	0%	10%	2%	0%	1%		

The initial decision was affirmed in 96% of federal appeal cases processed in 2003/04, an increase of 7% from the previous year, while a new review was ordered in 2% (16) of federal cases, the conditions were altered in 1% (8) of federal cases and the decision was modified in 1 federal case.

Table 108

Source: NPB-CRIMS

OUTCOMES for PROVINCIAL APPEAL DECISIONS by TYPE (2002/03 & 2003/04)										
Decision Type	Decision Affirmed		Decision Altered		New Review Ordered		Other		Total	
	02/03	03/04	02/03	03/04	02/03	03/04	02/03	03/04	02/03	03/04
Day Parole										
• Pre-release	8	5	-	-	-	1	-	-	8	6
• Post-release	6	4	-	-	2	-	-	-	8	4
Full Parole										
• Pre-release	7	10	-	-	-	1	-	1	7	12
• Post-release	3	1	-	-	-	-	-	-	3	1
Total Decisions	24	20	0	0	2	2	0	1	26	23



Twenty-three (23) provincial appeals were processed in 2003/04, down 3 from the previous year. The initial decision was affirmed in 20 of the 23 cases processed.

Table 109

Source: NPB-CRIMS

OUTCOMES for APPEAL DECISIONS by REGION and JURISDICTION (2002/03 & 2003/04)										
Region	Decision Affirmed		Decision Altered		New Review Ordered		Other		Total	
	02/03	03/04	02/03	03/04	02/03	03/04	02/03	03/04	02/03	03/04
FEDERAL										
Atlantic	32	41	-	-	4	-	-	-	36	41
Quebec	150	207	3	-	6	3	-	1	159	211
Ontario	97	159	-	-	17	8	-	4	114	171
Prairies	90	110	1	-	8	4	-	3	99	117
Pacific	45	108	1	1	11	1	1	-	58	110
Canada	414	626	5	0	46	15	1	8	466	650
PROVINCIAL										
Atlantic	17	11	-	-	1	2	-	-	18	13
Prairies	7	9	-	-	1	-	-	1	8	10
Canada	24	20	0	0	2	2	-	1	26	23

The Atlantic region had the highest rate of federal decisions affirmed in 2003/04 (100%), followed by the Quebec and Pacific regions (98%), the Prairie region (94%) and the Ontario region (93%).

The number of federal appeal cases processed from the Pacific region increased by 90% in 2003/04, followed by the Ontario (↑50%), the Quebec (↑33%), the Prairie (↑18%) and the Atlantic regions (↑14%).

The number of provincial appeals processed from the Prairie region increased to 10 in 2003/04, an increase of 2. The initial decision was affirmed in 9 of the 10 Prairie cases processed. The Atlantic region accounted for 13 provincial appeal cases processed last year, a decrease of 5. The initial decision was affirmed in 11 of the Atlantic cases processed.



Appeal Rates:

Table 110

Source: NPB

FEDERAL APPEAL RATE by DECISION TYPE (2002/03 & 2003/04)						
Decision Type	# Appealable Decisions		# of Appeal Decisions		Appeal Rate	
	2002/03	2003/04	2002/03	2003/04	2002/03	2003/04
ETA	78	61	13	2	16.7%	3.3%
UTA						
• Pre-release	462	510	11	19	2.4%	3.7%
• Post-release	22	22	0	0	0.0%	0.0%
Day Parole						
• Pre-release	4087	4059	136	186	3.3%	4.6%
• Post-release	1321	796	34	39	2.6%	4.9%
Full Parole						
• Pre-release	3423	3473	99	151	2.9%	4.3%
• Post-release	1492	963	30	37	2.0%	3.8%
Statutory Release						
• Pre-release	5417	5633	49	79	0.9%	1.4%
• Post-release	4383	2988	48	75	1.1%	2.5%
Detention	643	678	46	62	7.2%	9.1%
Total	21328	19183	466	650	2.2%	3.4%

The number of appealable decisions increased after April 2001, as offenders could appeal not only the denial of a conditional release but also the imposition of any special conditions. Prior to April 2001, offenders could only appeal the denial of a conditional release or the imposition of a residency condition. In 2000/01, only 31.7% of federal decisions were appealable, whereas in 2002/03, 77.6% of federal decisions were appealable. The proportion of appealable decisions decreased in 2003/04, to 69.2%, as release maintained is no longer a recorded decision. In the past, release maintained was recorded as a no action decision and, as such, was appealable.

In 2003/04, detention decisions were appealed more often than any other decision type (9.1%). The next most common appeal by decision type was day parole post release (4.9%).

In 2003/04, 90 (13.9%) of the federal decisions that were appealed were appealed because of the imposition of a special condition.



Table 111

Source: NPB

PROVINCIAL APPEAL RATE by DECISION TYPE (2002/03 & 2003/04)						
Decision Type	# Appealable Decisions		# of Appeal Decisions		Appeal Rate	
	2002/03	2003/04	2002/03	2003/04	2002/03	2003/04
Day Parole						
• Pre-release	268	189	8	6	3.0%	3.2
• Post-release	97	30	8	4	8.2%	13.3
Full Parole						
• Pre-release	412	331	7	12	1.7%	3.6
• Post-release	172	102	3	1	1.7%	1.0
Total	949	652	26	23	2.7%	3.5

In 2003/04, provincial day parole post-release decisions were appealed more often than any other decision type, followed by full parole pre-release.

In 2003/04, no provincial decisions were appealed because of the imposition of a special condition.



4.2.2 PERFORMANCE INDICATORS

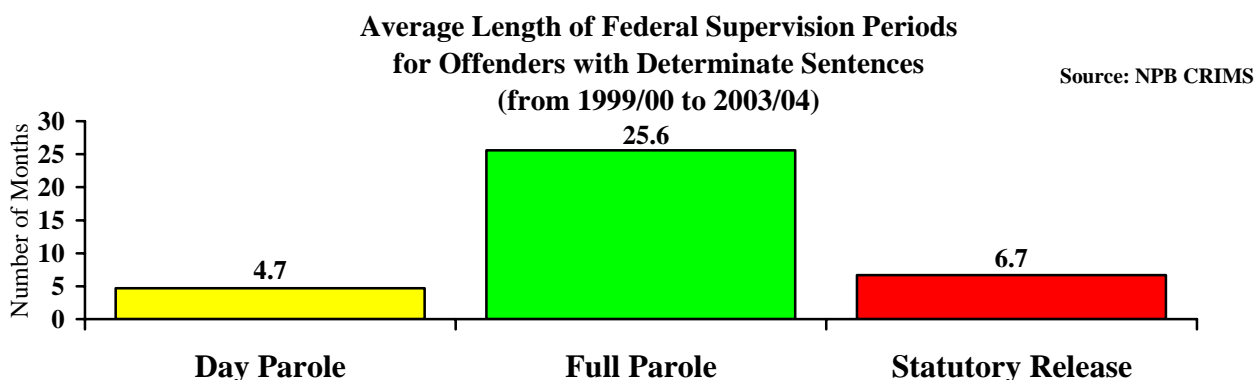
This section provides information on the performance of offenders on conditional release. As you will see, NPB performance indicators yield two consistent messages: 1) Conditional release contributes to public safety; and, 2) Parole, based on case specific risk assessment, is the most effective form of conditional release. That is, while accelerated parole review and statutory release contain elements of success, the regular process of risk-based review and selection for day or full parole consistently produces better results. Offenders who are granted parole, based on an assessment of their risk of re-offending, are more likely to complete their supervision period in the community and are less likely to re-offend (violently or non-violently) before or after warrant expiry than offenders released as a result of statute-based systems such as accelerated parole review or statutory release.

The Board measures the success and failure of offenders on day parole, full parole and statutory release. Recognizing public concerns for safety and the intent of the *CCRA*, information on the performance of offenders in the community addresses re-offending violently as a priority.

TIME UNDER SUPERVISION

This section provides information on the average length of the federal supervision periods for offenders on day parole, full parole and statutory release over the last five years. This information provides a useful context to the discussion of performance indicators for offenders on conditional release, particularly in relation to outcomes for conditional release.

As the chart below indicates, federal full parole supervision periods are considerably longer than statutory release and day parole periods. The average supervision period for all federal full paroles completed over the last five years was almost 4 times longer than the average for offenders on statutory release and almost 5½ times longer than the average day parole supervision period. This is an important point because the longer the supervision period is, the more opportunity the offender has to fail and thus not complete the sentence in the community.



Compared to the average supervision period length over the last five years, the full parole average was 26.3 months in 2003/04, while statutory release averaged 6.6 months and day parolees averaged 4.6 months.



The tables below provide more detailed information on the average length of federal supervision periods over the last five years.

Table 112

Source: NPB-CRIMS

AVERAGE LENGTH of FEDERAL SUPERVISION PERIODS for OFFENDERS WITH DETERMINATE SENTENCES³⁰ in MONTHS (from 1999/00 to 2003/04)					
Release Type	Successful Completions	Revocations for Breach of Cond.	Revocations with a Non-Violent Offence	Revocations with a Violent Offence	Average Length
Day Parole – Regular	4.7	4.7	4.5	4.4	4.7
Day Parole – APR	5.0	3.7	3.2	3.2	4.7
All Day Parole	4.8	4.4	4.0	4.4	4.7
Full Parole – Regular	33.0	17.7	16.3	17.4	29.4
Full Parole – APR	27.0	11.6	11.5	10.9	22.4
All Full Parole	30.0	13.9	13.2	15.2	25.6
Statutory Release	7.3	6.0	5.7	6.7	6.7

The parole of offenders released on APR is revoked significantly earlier than for offenders released on regular parole. Over the last five years, the average supervision period length for regular full paroles that were revoked for breach of a condition was 54% of the average supervision period length for successful completions compared to 43% of the average length of successful completions for offenders released on APR full parole.

Revocation with a violent offence occurs significantly earlier in the supervision period for offenders on day and full parole after an APR than for offenders released after a regular review. APR day paroles are revoked because of a violent offence at 64% of the time required to successfully complete day parole APR, while regular day paroles are revoked because a violent offence at 94% of the time required to successfully complete the supervision period.

APR full paroles are revoked because of a violent offence at 40% of the time required to successfully complete, while regular full paroles are revoked because of a violent offence at 53% of the time required to successfully complete the supervision period.

³⁰ For supervision periods that ended between April 1, 1999 and March 31, 2004.



Table 113

Source: NPB-CRIMS

AVERAGE LENGTH of FEDERAL SUPERVISION PERIODS with DETERMINATE SENTENCES in MONTHS ABORIGINAL and RACE						by (from
1999/00 to 2003/04)						
	Aboriginal	Asian	Black	White	Other	
Day parole	4.4	5.8	5.1	4.7	5.5	
Full parole	18.2	29.3	27.7	25.3	34.3	
Stat. release	5.8	8.7	7.8	6.8	8.6	

Asian offenders had longer average supervision period lengths for all release types than the other offender groups, over the last five years. During the same period, Aboriginal offenders had the shortest average supervision lengths for all release types. This is due to the fact that Asian offenders had the longest average sentence lengths upon federal admission to institution as well as the shortest times served prior to first federal day and full parole. While Aboriginal offenders had the shortest average sentence lengths upon federal admission, Aboriginal offenders served the most time prior to first federal day and full parole.

Table 114

Source: NPB-CRIMS

AVERAGE LENGTH of FEDERAL SUPERVISION PERIODS with DETERMINATE SENTENCES in MONTHS by GENDER (from 1999/00 to 2003/04)										
	Successful Completions		Revoked for Breach of Cond.		Revocations for a Non-Violent Offence		Revocations for a Violent Offence		Average Length	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Day parole	4.8	4.6	4.5	3.8	4.0	3.6	4.4	3.6	4.7	4.4
Full parole	30.2	27.0	14.3	9.8	13.3	11.0	15.4	5.5	25.8	23.7
Stat. release	7.3	5.5	6.0	4.8	5.7	3.9	6.7	3.4	6.8	5.2

Female offenders spent about the same amount of time in the community on day parole as their male counterparts over the last five years, but slightly less time on full parole and statutory release. This is due to the fact that female offenders had shorter average sentence lengths upon federal admission to institution.



Table 115

Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for SUCCESSFUL COMPLETIONS for OFFENDERS with DETERMINATE SENTENCES (1999/00 to 2003/04) (%)							
Length of Supervision Period	APR DP	Regular DP	All Day Parole	APR FP	Regular FP	All Full Parole	Statutory Release
Under 3 months	43.6	23.0	30.0	0.3	0.7	0.5	38.4
3 to less than 6 months	28.9	53.4	45.1	0.7	0.6	0.6	15.8
6 to less than 9 months	16.4	22.6	20.5	0.6	1.0%	0.8	15.9
9 to less than 12 months	5.7	0.9	2.5	0.9	7.1	3.9	10.8
1 to 2 years	4.6	0.2	1.7	61.0	40.5	51.2	15.1
Over 2 years	0.8	0.0	0.3	36.5	50.2	43.0	3.9

Ninety-four percent (94%) of all successfully completed federal full parole supervision periods over the last five years were more than one year long and only 1% of all full parole completions were for six months or less. In comparison, 75% of all day parole successful completions and 54% of statutory release successful completions were for six months or less.

Table 116

Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for REVOCATIONS for BREACH of CONDITION for OFFENDERS with DETERMINATE SENTENCES (1999/00 to 2003/04) (%)							
Length of Supervision Period	APR DP	Regular DP	All Day Parole	APR FP	Regular FP	All Full Parole	Statutory Release
Under 3 months	52.1	20.1	28.5	7.6	3.4	6.0	23.2
3 to less than 6 months	36.1	57.9	52.1	23.2	11.8	18.9	39.8
6 to less than 9 months	8.0	19.9	16.8	15.0	17.3	15.9	21.0
9 to less than 12 months	1.9	2.0	1.9	15.5	12.4	14.3	8.4
1 to 2 years	1.7	0.2	0.6	31.5	34.3	32.6	6.5
Over 2 years	0.2	0.0	0.1	7.1	20.9	12.3	1.0

Forty-five percent (45%) of all federal full parole supervision periods that were revoked for a breach of conditions over the last five years were more than one year long.



The largest proportion of day parole revocations for breach of conditions (52%) occurred between three and six months after release and 81% occurred within 6 months of release. The largest proportion of statutory release revocations for breach of conditions also occurred between three and six months after release (40%) and 63% occurred within six months of release.

Table 117

Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for REVOCATIONS with NON-VIOLENT OFFENCE for OFFENDERS with DETERMINATE SENTENCES (1999/00 to 2003/04) (%)							
Length of Supervision Period	APR DP	Regular DP	All Day Parole	APR FP	Regular FP	All Full Parole	Statutory Release
Under 3 months	59.1	25.7	39.8	9.4	7.5	8.7	28.8
3 to less than 6 months	33.1	52.1	44.1	19.0	17.2	18.3	36.6
6 to less than 9 months	6.3	19.6	14.0	16.9	12.3	15.3	19.1
9 to less than 12 months	0.6	2.4	1.6	18.2	13.4	16.5	8.1
1 to 2 years	0.9	0.2	0.5	28.8	32.8	30.2	6.4
Over 2 years	0.0	0.0	0.0	7.8	16.8	10.9	1.0

In 41% of cases where the federal full parole supervision period was revoked for a non-violent offence over the last five years, the offender had been in the community on full parole for more than one year.

Forty percent (40%) of day parole revocations with a non-violent offence occurred less than three months after release, while 44% occurred between three and six months after release. The largest proportion of statutory release revocations with a non-violent offence occurred between three and six months after release (37%) and 65% of statutory release revocations with a non-violent offence occurred within six months of release.



Table 118

Source: NPB

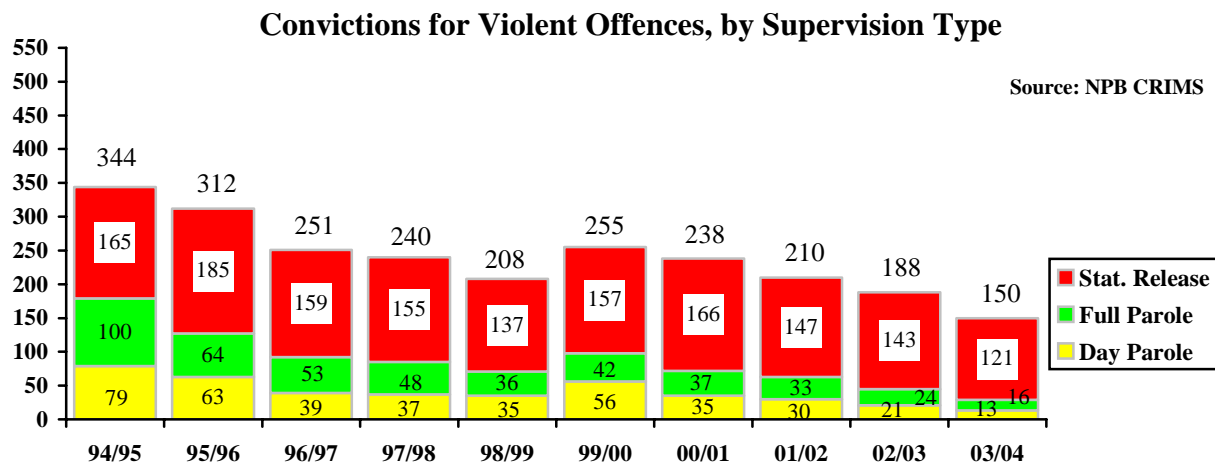
LENGTH of FEDERAL SUPERVISION PERIODS for REVOCATIONS with VIOLENT OFFENCE for OFFENDERS with DETERMINATE SENTENCES (1999/00 to 2003/04) (%)							
Length of Supervision Period	APR DP	Regular DP	All Day Parole	APR FP	Regular FP	All Full Parole	Statutory Release
Under 3 months	41.2	26.7	28.4	8.7	3.3	5.1	23.5
3 to less than 6 months	58.8	50.4	51.4	28.3	12.2	17.6	33.8
6 to less than 9 months	0.0	21.4	18.9	19.6	11.1	14.0	19.0
9 to less than 12 months	0.0	1.5	1.4	8.7	13.3	11.8	11.7
1 to 2 years	0.0	0.0	0.0	28.3	42.2	37.5	10.6
Over 2 years	0.0	0.0	0.0	6.5	17.8	14.0	1.4

In 52% of cases where the federal full parole supervision period was revoked for a violent offence during the last five years, the offender had been in the community on full parole for more than one year. Over half of the day parole revocations with a violent offence (51%) occurred between three and six months after release, while 80% occurred within six months of release. The largest proportion of statutory release revocations with a violent offence (34%) occurred between three and six months after release, while 57% occurred within six months of release.



CONVICTIONS FOR VIOLENT OFFENCES WHILE ON CONDITIONAL RELEASE

This section provides information on convictions for violent offences of offenders on day parole, full parole³¹ and statutory release over the last ten years. The charts and tables below clearly demonstrate that offenders on conditional release are committing fewer violent offences than they were ten years ago and that parole based on case specific risk assessment is the safest, most effective form of conditional release.



Note: The year 2003/04 is not used because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts.

The chart above demonstrates that:

- Violent offences by offenders on conditional release dropped 45% between 1994/95 and 2002/03 (from 344 to 188); and,
- Offenders were far more likely to be convicted of violent offences while on statutory release than on day or full parole.

Between 1994/95 and 2002/03, offenders on statutory release accounted for 63% of all violent offences by offenders on conditional release (1,414 of 2,246 violent offences), while offenders on day parole accounted for 18% (395) and offenders on full parole accounted for 19% (437) of all violent offences.

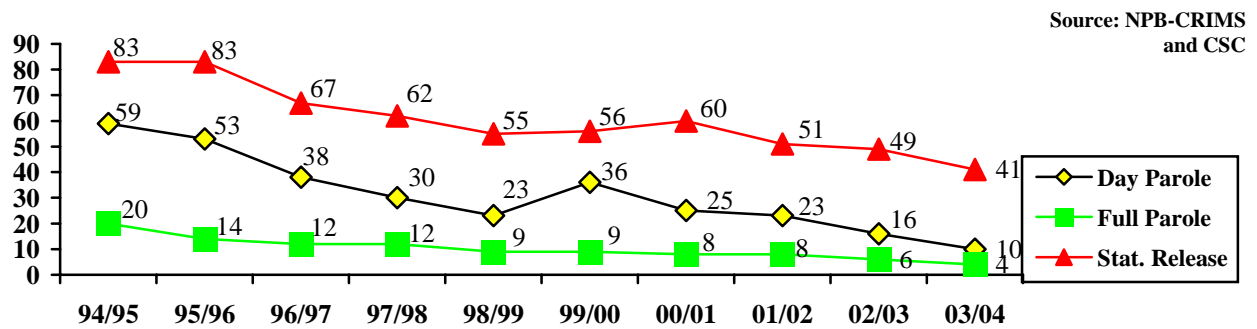
However, looking at the number of violent offences alone does not provide a full appreciation of how offenders are doing on conditional release and how often they are convicted of violent offences. To provide a relevant comparison across supervision types the Board calculates a rate per 1000 offenders on day parole, full parole and statutory release. The chart below shows that, in the period between 1994/95 and 2002/03, offenders on statutory release were:

³¹ This section provides information on convictions for violent offences for all offenders on full parole, including those serving indeterminate sentences, while the Outcome Rates section provides information on full parolees serving determinate sentences only.



- Over five times more likely to be convicted of a violent offence than offenders on full parole (except for in 1994/95); and,
- Almost twice as likely to be convicted of a violent offence as offenders on day parole.

Rates of Convictions for Violent Offences per 1000 Supervised Offenders*



*Supervised offenders includes those offenders on parole or statutory release, temporarily detained in a federal penitentiary and unlawfully at large.

Note: The year 2003/04 is shown but not used in calculations or text because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts.

Between 1994/95 and 2002/03, offenders on statutory release averaged 62 violent offence convictions per 1000 offenders, per year, while full parole averaged 11 per 1000 and day parole averaged 33 per 1000.



Table 119

Source: NPB-CRIMS and CSC

RATES of CONVICTIONS for VIOLENT OFFENCES per 1000 OFFENDERS on CONDITIONAL RELEASE SUPERVISION by OFFENCE TYPE (%)					
	Murder	Schedule I- sex	Schedule I- non-sex	Schedule II	Non- scheduled
1999/00					
Day Parole	10	7	78	5	33
Full Parole	2	3	17	4	35
Stat. Release	-	7	81	8	57
All Conditional Release	3	6	58	4	39
2000/01					
Day Parole	5	15	51	5	23
Full Parole	2	3	22	3	13
Stat. Release	-	24	79	28	55
All Conditional Release	2	16	54	6	33
2001/02					
Day Parole	11	0	42	9	24
Full Parole	4	4	21	1	15
Stat. Release	-	15	77	10	26
All Conditional Release	5	9	54	4	26
2002/03					
Day Parole	4	0	31	0	28
Full Parole	2	4	17	2	9
Stat. Release	-	11	66	26	43
All Conditional Release	2	7	47	6	28
2003/04					
Day Parole	0	0	17	0	21
Full Parole	3	0	7	1	8
Stat. Release	-	11	52	11	31
All Conditional Release	3	6	35	3	22

Note: The year 2003/04 is shown but not used in calculations or text because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts.

Between 1999/00 and 2002/03, offenders serving sentences for schedule 1-non-sex offences were more likely to be convicted of a violent offence while on conditional release, followed by offenders serving sentences for non-scheduled offences, schedule I-sex offenders, schedule II offenders and offenders serving sentences for murder.



Table 120

Source: NPB-CRIMS and CSC

RATES of CONVICTIONS for VIOLENT OFFENCES per 1000 OFFENDERS on CONDITIONAL RELEASE SUPERVISION by ABORIGINAL and RACE (%)					
	Aboriginal	Asian	Black	White	Other
1999/00					
Day Parole	52	0	23	38	0
Full Parole	11	11	15	9	4
Stat. Release	58	13	36	60	26
All Conditional Release	41	10	22	29	7
2000/01					
Day Parole	23	0	25	28	0
Full Parole	15	8	12	8	0
Stat. Release	60	18	75	61	20
All Conditional Release	38	8	34	28	3
2001/02					
Day Parole	53	0	66	17	15
Full Parole	19	0	4	8	0
Stat. Release	76	0	74	46	45
All Conditional Release	52	0	37	22	10
2002/03					
Day Parole	24	0	0	18	0
Full Parole	8	4	4	6	0
Stat. Release	61	16	25	50	27
All Conditional Release	35	6	11	24	5
2003/04					
Day Parole	19	0	0	9	24
Full Parole	3	0	0	5	4
Stat. Release	46	14	46	40	42
All Conditional Release	26	3	16	18	14

Note: The year 2003/04 is shown but not used in calculations or text because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts.

Between 1999/00 and 2002/03, Aboriginal offenders were more likely to be convicted of a violent offence while on conditional release than either Asian, Black or White offenders.



During the same period, Aboriginal offenders had higher rates of conviction for violent offences than other offender groups in the day and full parole and statutory release categories at 37 per 1000 offenders in the day parole category, 13 per 1000 offenders in the full parole category and 63 per 1000 offenders in the statutory release category. Asian offenders had the lowest rates in all conditional release categories.

Between 1999/00 and 2002/03, female offenders were convicted of 18 violent offences while on conditional release compared to 873 violent offences for male offenders during the same period.

Table 121

Source: NPB-CRIMS

CONVICTIONS FOR VIOLENT OFFENCES by REGION and SUPERVISION TYPE												
Region	Supervision Type	94/95	95/96	96/97	97/98	98/99	99/00	00/01	01/02	02/03	03/04	9-Year Avg.
Atlantic	Day Parole	2	1	5	2	3	7	5	2	2	2	3
	Full Parole	6	8	5	4	5	1	5	7	2	3	5
	Stat. Release	6	3	9	8	6	14	12	10	17	17	9
	Total	14	12	19	14	14	22	22	19	21	22	17
Quebec	Day Parole	39	34	17	9	7	18	8	4	4	2	16
	Full Parole	33	29	21	19	5	16	10	7	7	5	16
	Stat. Release	66	77	62	50	50	50	65	50	40	40	57
	Total	138	140	100	78	62	84	83	61	51	47	89
Ontario	Day Parole	11	17	7	7	8	7	8	13	7	1	9
	Full Parole	23	9	16	9	5	9	6	6	6	5	10
	Stat. Release	51	53	30	33	28	43	41	31	34	34	38
	Total	85	79	53	49	41	59	55	50	47	40	58
Prairies	Day Parole	18	6	7	11	11	17	6	10	6	5	10
	Full Parole	21	14	9	12	15	13	9	10	5	3	12
	Stat. Release	29	38	37	42	35	36	34	39	35	35	36
	Total	68	58	53	65	61	66	49	59	46	43	58
Pacific	Day Parole	9	5	3	8	6	7	8	1	2	3	5
	Full Parole	17	4	2	4	6	3	7	3	4	0	6
	Stat. Release	13	14	21	22	18	14	14	17	17	17	17
	Total	39	23	26	34	30	24	29	21	23	20	28
Canada	Day Parole	79	63	39	37	35	56	35	30	21	13	44
	Full Parole	100	64	53	48	36	42	37	33	24	16	49
	Stat. Release	165	185	159	155	137	157	166	147	143	143	157
	Total	344	312	251	240	208	255	238	210	188	172	250

Note: The year 2003/04 is shown but not used in calculations or text because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts.

The number of convictions for violent offences by offenders on conditional release in 2002/03 was 25% less than the nine-year average between 1994/95 and 2002/03.



In the Quebec region, the number of convictions for violent offences by offenders on conditional release was 42% less in 2002/03 than its nine-year average, followed by the Prairie (↓21%), the Ontario (↓18%) and the Pacific (↓17%) regions. In the Atlantic region, the number of convictions for violent offences by offenders on conditional release was 20% more than its nine-year average.

The proportion of convictions for violent offences committed by offenders on statutory release increased from 48% to 76% between 1994/95 and 2002/03. The proportion of convictions for violent offences committed by offenders on statutory release in the Pacific region increased 41% over the nine year period, followed by the Atlantic (↑38%), the Prairie (↑33%), the Quebec (↑31%) and the Ontario (↑12%) regions.

The proportion of convictions for violent offences committed by offenders on full parole decreased from 29% to 13% between 1994/95 and 2002/03. The proportion of convictions for violent offences committed by offenders on full parole in the Atlantic region decreased 33% over the nine year period, followed by the Pacific (↓26%), the Prairie (↓20%), the Ontario (↓14%) and the Quebec (↓10%) regions.

The proportion of convictions for violent offences committed by offenders on day parole decreased from 23% to 11% between 1994/95 and 2002/03. The proportion of convictions for violent offences committed by offenders on day parole in the Quebec region decreased 20% over the nine year period, followed by the Pacific (↓14%), the Prairie (↓13%) and the Atlantic (↓5%) regions. The proportion of convictions for violent offences committed by offenders on day parole increased in the Ontario region (↑2%) during the same period.



Table 122

Source: NPB-CRIMS and CSC

PROPORTION of CONVICTIONS for VIOLENT OFFENCES to SUPERVISED OFFENDER POPULATION, by SUPERVISION TYPE (2001/02 & 2002/03)									
		Percentages for convictions for violent offences & supervised offender populations				Proportion of convictions for violent offences to supervised offender population*			
		DP	FP	SR	Total	DP	FP	SR	Total
2001/02									
Atl.	Violent offences	6.7%	21.2%	6.8%	9.0%	-19%	130%	-17%	3%
	Supervised pop	8.3%	9.2%	8.2%	8.7%				
Que.	Violent offences	13.3%	21.2%	34.0%	29.0%	-49%	-23%	32%	9%
	Supervised pop	26.3%	27.4%	25.7%	26.7%				
Ont.	Violent offences	43.3%	18.2%	21.1%	23.8%	60%	-35%	-21%	-13%
	Supervised pop	27.0%	28.2%	26.6%	27.5%				
Pra.	Violent offences	33.3%	30.3%	26.5%	28.1%	43%	42%	-2%	20%
	Supervised pop	23.3%	21.3%	27.0%	23.5%				
Pac.	Violent offences	3.3%	9.1%	11.6%	10.0%	-78%	-35%	-7%	-26%
	Supervised pop	15.1%	13.9%	12.5%	13.6%				
2002/03									
Atl.	Violent offences	9.5%	8.3%	11.9%	11.2%	2%	-11%	43%	26%
	Supervised pop	9.3%	9.3%	8.3%	8.9%				
Que.	Violent offences	19%	29.2%	28.0%	27.1%	-23%	4%	3%	-1%
	Supervised pop	24.8%	28.1%	27.3%	27.4%				
Ont.	Violent offences	33.3%	25.0%	23.8%	25.0%	36%	-13%	-11%	-9%
	Supervised pop	24.4%	28.7%	26.7%	27.4%				
Pra.	Violent offences	28.6%	20.8%	24.5%	24.5%	16%	3%	-1%	9%
	Supervised pop	24.6%	20.2%	24.7%	22.4%				
Pac.	Violent offences	9.5%	16.7%	11.9%	12.2%	-43%	21%	-8%	-13%
	Supervised pop	16.8%	13.8%	13.0%	14.0%				

* The proportion is calculated by dividing the proportion of convictions for violent offences by the proportion of the supervised offender population then subtracting 1. (Example using 2001/02 Atlantic Total: $9.0\% \div 8.7\% = 1.03 - 1 = +0.03$ or +3%)

Note: The year 2003/04 is not used because the number of convictions for violent offences will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts

In 2002/03, the Pacific, Ontario and Quebec regions had proportions of convictions for violent offences below their proportions of the supervised offender population. The proportion of convictions for violent offences was 26% higher than the proportion of the supervised offender population in the Atlantic region and 9% higher in the Prairie region.

The Prairie region had the biggest improvement in convictions for violent offences to total supervised offender population in 2002/03 ($\downarrow 11\%$), while the Atlantic region had the largest increase in convictions for violent offences to total supervised population ($\uparrow 23\%$).



While the Pacific region had the lowest proportion of convictions for violent offences to day parole population in 2002/03, it recorded the largest increase in the proportion of convictions for violent offences to day parole population in 2002/03 (\uparrow 35%). The Prairie region recorded the biggest decrease in the proportion of convictions for violent offences to day parole population in 2002/03 (\downarrow 27%).

Full parolees in the Ontario region did well in 2002/03. The proportion of convictions for violent offences by full parolees in the Ontario region was 13% below their proportions of the total full parole population. The Pacific region had the highest proportion of convictions for violent offences by full parolees in 2002/03 (at +21%). The Atlantic region had the biggest improvement in the proportion of convictions for violent offences to full parole population (\downarrow 141%), while the Pacific region had the largest increase in proportion of convictions for violent offences to full parole population (\uparrow 56%).

In 2002/03, the Atlantic and Ontario regions were the only ones which showed increases in the proportion of convictions for violent offences to statutory release population (\uparrow 60%, and \uparrow 10% respectively). The Quebec region had the biggest improvement in the proportion of convictions for violent offences to statutory release population (\downarrow 29%).



OUTCOME RATES FOR CONDITIONAL RELEASE

Factors influencing outcomes of conditional release are diverse and complex. However, there are strong and persistent indications that offenders released on parole (based on risk assessment and discretionary release) are more likely to successfully complete their supervision period than offenders released on statutory release.

This section provides information on outcome rates for day parole, full parole and statutory release based on how the supervision period ended. Outcome rates provide information on how offenders do on conditional release from the start of the supervision period until it ends. Supervision periods end in one of three ways³²:

- Successful completion³³ - releases in which the offender remains under supervision in the community from release date until the end of the period of supervision (warrant expiry for full parole and statutory release).
- Revocation for breach of condition - defined as positive interventions to reduce risk of reoffending.
- Revocation with offence - any conditional release that ends because it is revoked as the result of a new conviction. Information on revocations with offence distinguishes between violent and non-violent³⁴ re-offending consistent with the intent of the *CCRA* and public concerns for safety.

In reviewing the outcome rate information, note that the number of revocations with violent offence figure will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed through the courts. The National Parole Board adjusts its revocation with offence rates when offenders are convicted for new offences that occurred during their release period.

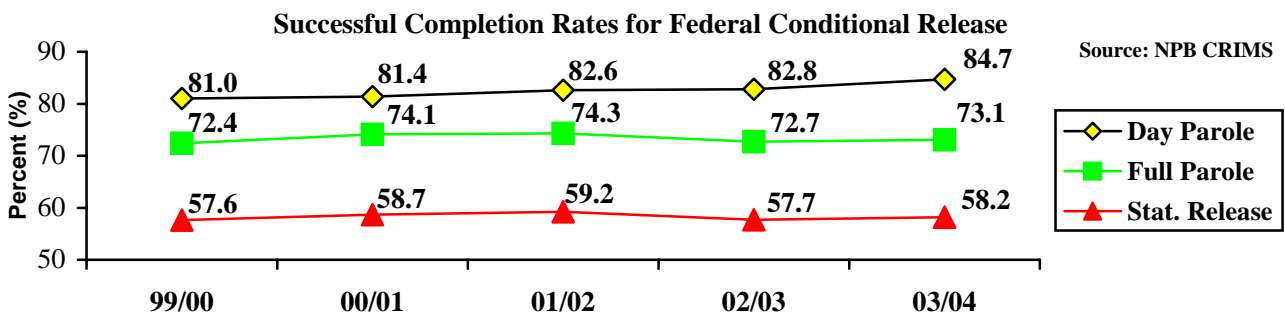
Summary of Federal Outcome Rates for Day Parole, Full Parole and Statutory Release:

This section charts the outcome rates for federal offenders on day parole, full parole and statutory release over the last five years. More detailed information on outcome rates for each of the supervision types can be found in the sections that follow.

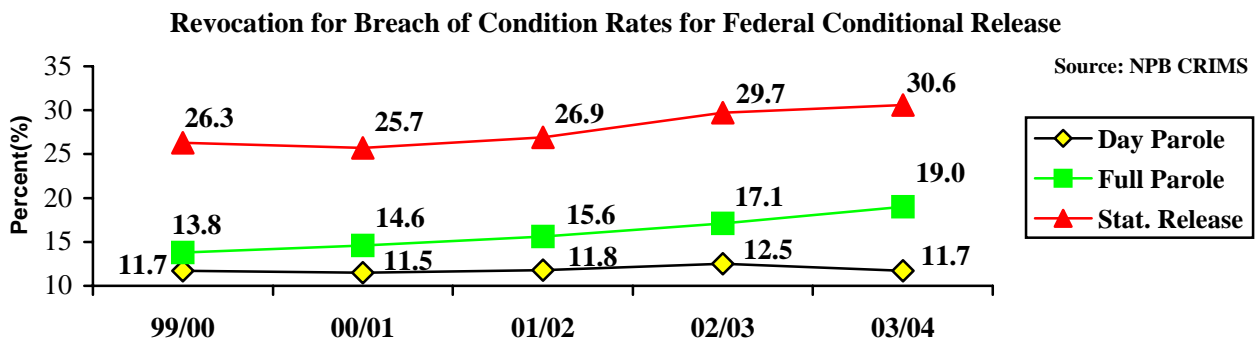
³² Conditional release periods can also end by becoming inoperative. However, the Outcome Rates for Conditional Release tables exclude these release periods because they are not necessarily a reflection of behaviour on conditional release. Supervision periods become inoperative when offenders are returned to the institution because they are no longer eligible for release. An example of this would be when an offender has time added to his sentence as a result of a new conviction for offences committed prior to admission. If the offender is no longer eligible for parole as a result of the additional time the supervision period becomes inoperative.

³³ Successful completions include “Other” completions such as death.

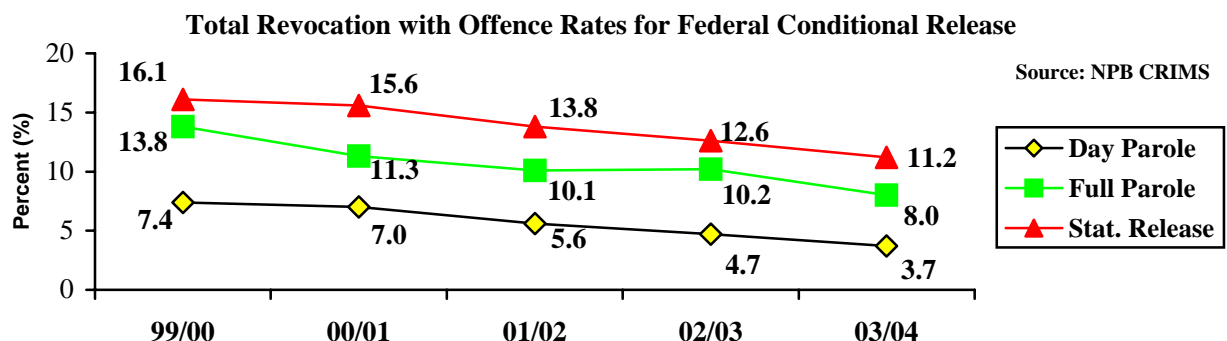
³⁴ Violent offences are Schedule I offences and Murder, while non-violent offences are schedule II and non-scheduled offences.



Offenders released on day parole had significantly higher successful completion rates than offenders released on full parole or statutory release during each of the last five years.



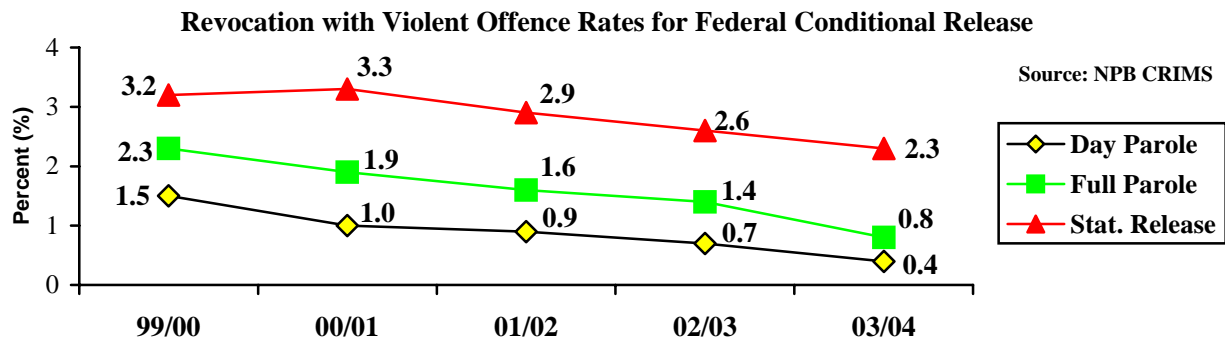
Offenders released on statutory release were far more likely to have had their releases revoked because of a breach of condition than offenders on day parole or full parole during each of the last five years.



The total revocation with offence rate (revocation with violent and non-violent offences) for full parole and statutory release was around twice the revocation with offence rate for day parolees during each of the last five years. However, the total revocation with offence rate for full parole has been about 3% lower than that for statutory release in each of the last five years.



It must be remembered that revocation of full parole because of an offence occurs after the offender has been in the community for an average of 13.2 months for a revocation with a non-violent offence and 15.2 months for a revocation for a violent offence. In comparison, revocation of statutory release because of a non-violent offence occurs after the offender has been in the community for an average of 5.7 months and after 6.7 months for a revocation with a violent offence (See Table 112).

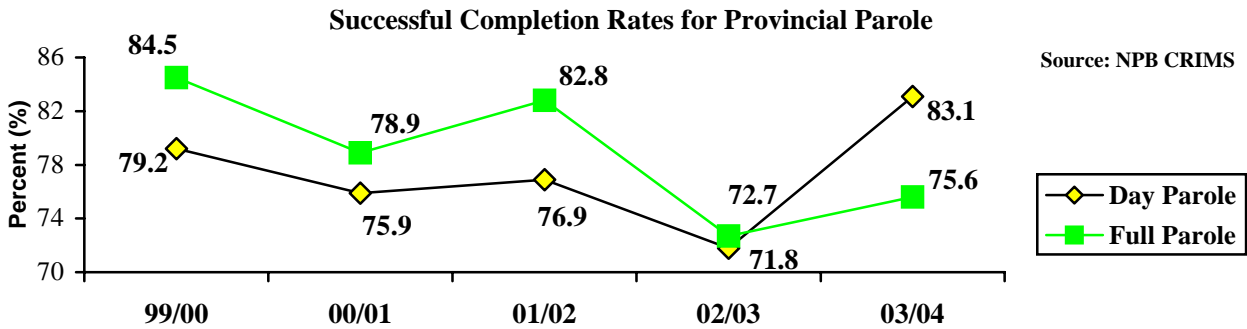


The revocation with violent offence rate was significantly higher for offenders on statutory release than for offenders on day or full parole during each of the last five years.

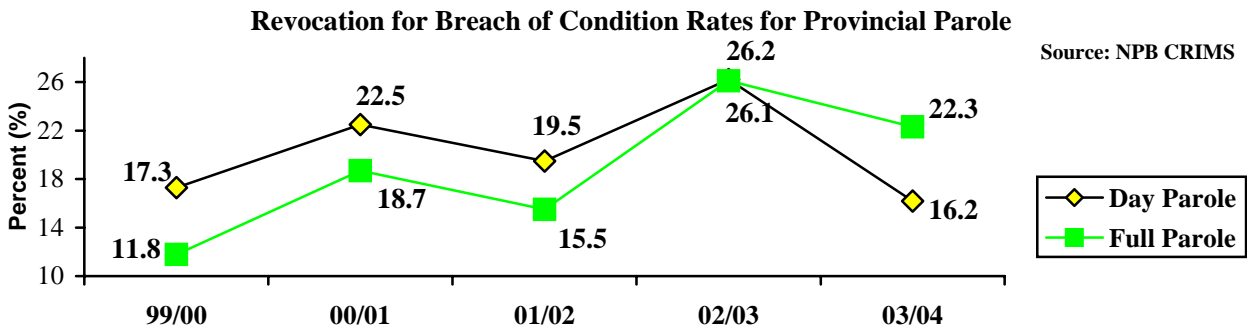


Summary of Provincial Outcome Rates for Day and Full Parole:

This section charts the outcome rates for provincial offenders on day parole and full parole over the last five years. More detailed information on provincial parole outcome rates is provided in the sections that follow.



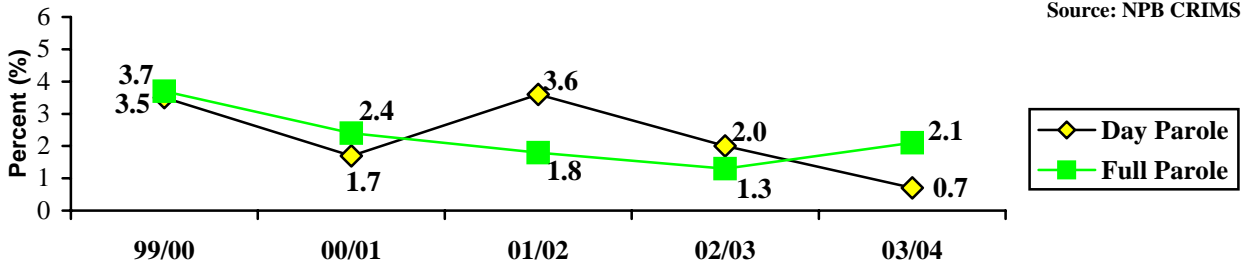
The successful completion rate was higher for provincial offenders on full parole than on day parole between 1999/00 and 2002/03. In 2003/04, however, the opposite was true.



Provincial offenders on day parole were more likely to have had their day paroles revoked because of a breach of condition than offenders on full parole between 1999/00 and 2001/02. The rates were about even in 2002/03 but were greater for provincial offenders on full parole in 2003/04.

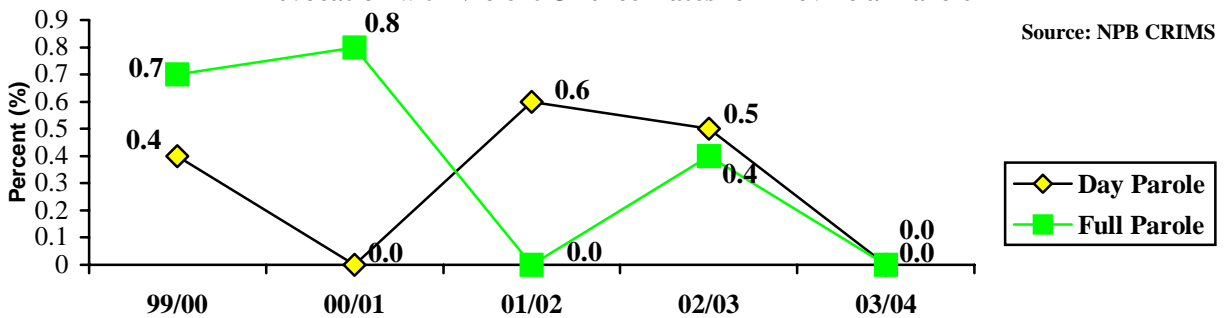


Total Revocation with Offence Rates for Provincial Parole



The total revocation with offence rate (revocation with violent and non-violent offences) for provincial offenders on day parole ranged from 0.7% to 3.6% over the last five years, while the full parole rate ranged from 1.3% to 3.7%.

Revocation with Violent Offence Rates for Provincial Parole



This chart demonstrates that very few provincial offenders' paroles are revoked because of violent offences. The revocation with violent offence rate for provincial day and full parole was below 1% during each of the last five years. Only 3 provincial day parolees and 7 provincial full parolees were convicted of violent offences during the last five years.



Outcome Rates for Federal Offenders on Day Parole:

Table 123

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL DAY PAROLE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	3127	81.0	2907	81.4	2676	82.6	2523	82.8	2486	84.7
Revoked for breach of conditions	451	11.7	412	11.5	381	11.8	381	12.5	342	11.7
Revocations with Offence										
Non-violent offences	228	5.9	216	6.1	152	4.7	121	4.0	95	3.2
Violent offences	56	1.5	35	1.0	30	0.9	21	0.7	13	0.4
Total Revocations with Offence	284	7.4	251	7.0	182	5.6	142	4.7	108	3.7
Total Completions	3862	100	3570	100	3239	100	3046	100	2936	100

The federal day parole successful completion rate ranged between 81.0% to 84.7% during the five year period from 1999/00 and 2003/04. The revocation for breach of condition rate ranged from 11.5% to 12.5% during this period. The revocation with offence rate has been between 3.7% to 7.4% during the same period, with revocations with a violent offence accounting for 0.4% to 1.5% of completions during this period.

The total number of day parole completions decreased by 3.6% in 2003/04. Since 1999/00, total day parole completions have decreased 24.0%.



Table 124

Source: NPB CRIMS

OUTCOME RATES for FEDERAL DAY PAROLE by REGULAR and APR											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Regular	2242	80.7	342	12.3	146	5.3	50	1.8	196	7.1	2780
Accelerated Parole Review	885	81.8	109	10.1	82	7.6	6	0.6	88	8.1	1082
2000/01											
Regular	2035	81.4	318	12.7	116	4.6	32	1.3	148	5.9	2501
Accelerated Parole Review	872	81.6	94	8.8	100	9.4	3	0.3	103	9.6	1069
2001/02											
Regular	1930	82.7	285	12.2	94	4.0	26	1.1	120	5.1	2335
Accelerated Parole Review	746	82.5	96	10.6	58	6.4	4	0.4	62	6.9	904
2002/03											
Regular	1809	82.7	296	13.5	65	3.0	18	0.8	83	3.8	2188
Accelerated Parole Review	714	83.2	85	9.9	56	6.5	3	0.4	59	6.9	858
2003/04											
Regular	1775	84.7	250	11.9	56	2.7	12	0.6	68	3.3	2093
Accelerated Parole Review	711	84.3	92	10.9	39	4.6	1	0.1	40	4.7	843

Regular day parole cases had a slightly higher successful completion rate than accelerated day parole review (ADPR) cases in 2003/04 and were also more likely to have had their day paroles revoked because of a breach of condition and for a violent offence. However, the revocation with non-violent offence rate was lower for regular day parole than ADPR cases.

The successful completion rate increased by 2.0% for regular day parole cases and 1.1% for ADPR cases last year.



Table 125

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL DAY PAROLE OFFENCE TYPE (%)							by
			Revocations With Offence		Total Revocations with Offence	Total Completions (#)	
	Successful Completions	Revoked for breach of conditions	Non-violent offences	Violent offences			
Murder							
1999/00	92.1	6.5	0.9	0.5	1.4	428	
2000/01	92.0	7.1	0.7	0.2	0.9	439	
2001/02	91.3	7.7	0.5	0.5	1.0	414	
2002/03	91.9	6.9	1.0	0.2	1.2	420	
2003/04	92.0	7.3	0.7	0.0	0.7	438	
Schedule I-sex							
1999/00	93.7	4.9	1.1	0.3	1.4	366	
2000/01	94.8	4.1	0.6	0.6	1.1	364	
2001/02	94.6	4.7	0.7	0.0	0.7	296	
2002/03	94.6	4.6	0.8	0.0	0.8	241	
2003/04	92.0	7.6	0.4	0.0	0.4	238	
Schedule I-non-sex							
1999/00	76.0	15.6	5.4	3.0	8.4	1431	
2000/01	78.6	15.2	4.2	2.1	6.2	1205	
2001/02	78.6	15.2	4.5	1.8	6.2	1140	
2002/03	79.2	16.5	3.0	1.3	4.3	1090	
2003/04	82.4	13.7	3.1	0.8	3.9	1021	
Schedule II							
1999/00	88.5	7.9	3.4	0.2	3.6	895	
2000/01	88.5	7.6	3.6	0.2	3.8	838	
2001/02	90.4	7.1	2.2	0.4	2.6	779	
2002/03	89.8	8.0	2.3	0.0	2.3	703	
2003/04	89.8	9.1	1.1	0.0	1.1	649	
Non-scheduled							
1999/00	68.7	15.0	15.2	1.1	16.3	742	
2000/01	64.8	16.4	18.1	0.7	18.8	724	
2001/02	68.5	17.5	13.1	0.8	13.9	610	
2002/03	70.1	17.7	11.2	1.0	12.2	592	
2003/04	74.6	15.8	8.8	0.9	9.7	590	
Total							
1999/00	81.0	11.7	5.9	1.5	7.4	3862	
2000/01	81.4	11.5	6.1	1.0	7.0	3570	
2001/02	82.6	11.8	4.7	0.9	5.6	3239	
2002/03	82.8	12.5	4.0	0.7	4.7	3046	
2003/04	84.7	11.7	3.2	0.4	3.7	2936	



Day parolees serving a sentence for a non-scheduled offence continued to be far less likely to successfully complete their supervision period than all other offence types. Non-scheduled offenders successfully completed their day parole period 74.6% of the time in 2003/04 compared to a 92.0% successful completion rate for both offenders serving sentences for murder and schedule I-sex offenders, 89.8% for schedule II offenders and 82.4% for schedule I non-sex offenders.

Non-scheduled offenders were also far more likely to have had their day paroles revoked because of an offence than any other offence type and accounted for 53% of all day paroles which were revoked because of an offence in 2003/04 (57 of 108 revocations with offence). However, schedule I non-sex offenders were more likely to have had their day paroles revoked because of a violent offence than non-scheduled offenders (8 of 13). Schedule I non-sex offenders and non-scheduled offenders accounted for all 13 day paroles which were revoked because of a violent offence last year.



Table 126

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL DAY PAROLE ABORIGINAL and RACE											by	
					Revocations With Offence							
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence			Total Completions
	#	%	#	%	#	%	#	%	#	%		#
1999/00												
Aboriginal	399	74.0	85	15.7	45	8.4	10	1.9	55	10.2	539	
Asian	110	93.2	7	5.9	1	0.9	0	0.0	1	0.9	118	
Black	190	86.0	23	10.4	6	2.7	2	0.9	8	3.6	221	
White	2332	81.2	325	11.3	172	6.0	44	1.5	216	7.5	2873	
Other	96	86.5	11	9.9	4	3.6	0	0.0	4	3.6	111	
2000/01												
Aboriginal	421	79.9	71	13.5	31	5.9	4	0.8	35	6.6	527	
Asian	107	93.9	7	6.1	0	0.0	0	0.0	0	0.0	114	
Black	155	89.6	13	7.5	3	1.7	2	1.2	5	2.9	173	
White	2110	80.1	316	12.0	179	6.8	29	1.1	208	7.9	2634	
Other	114	93.4	5	4.1	3	2.5	0	0.0	3	2.5	122	
2001/02												
Aboriginal	362	74.8	83	17.2	30	6.2	9	1.9	39	8.1	484	
Asian	126	95.5	4	3.0	2	1.5	0	0.0	2	1.5	132	
Black	141	87.6	12	7.5	4	2.5	4	2.5	8	5.0	161	
White	1952	82.7	277	11.7	116	4.9	16	0.7	132	5.6	2361	
Other	95	94.1	5	5.0	0	0.0	1	1.0	1	1.0	101	
2002/03												
Aboriginal	349	80.8	57	13.2	21	4.9	5	1.2	26	6.0	432	
Asian	95	95.0	5	5.0	0	0.0	0	0.0	0	0.0	100	
Black	130	88.4	12	8.2	5	3.4	0	0.0	5	3.4	147	
White	1828	81.6	302	13.5	94	4.2	16	0.7	110	4.9	2240	
Other	121	95.3	5	3.9	1	0.8	0	0.0	1	0.8	127	
2003/04												
Aboriginal	377	80.2	62	13.2	27	5.7	4	0.9	31	6.6	470	
Asian	88	92.6	6	6.3	1	1.1	0	0.0	1	1.1	95	
Black	166	93.3	11	6.2	1	0.6	0	0.0	1	0.6	178	
White	1751	84.3	255	12.3	63	3.0	8	0.4	71	3.4	2077	
Other	104	89.7	8	6.9	3	2.6	1	0.9	4	3.5	116	

In 2003/04, the federal day parole successful completion rate increased for Black and White offenders and decreased for the other offender groups. Black offenders showed the biggest increase at 4.9% and had the highest successful completion rate.

Aboriginal offenders had the highest revocation for breach of condition rate as well as the highest revocation with offence rate in 2003/04.



Table 127

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL DAY PAROLE											by
GENDER											
					Revocations With Offence						
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		Total Completions
	#	%	#	%	#	%	#	%	#	%	#
1999/00											
Male	2925	80.6	433	11.9	219	6.0	51	1.4	270	7.4	3628
Female	202	86.3	18	7.7	9	3.9	5	2.1	14	6.0	234
2000/01											
Male	2712	81.4	379	11.4	206	6.2	35	1.1	241	7.2	3332
Female	195	81.9	33	13.9	10	4.2	0	0.0	10	4.2	238
2001/02											
Male	2508	82.9	345	11.4	143	4.7	28	0.9	171	5.7	3024
Female	168	78.1	36	16.7	9	4.2	2	0.9	11	5.1	215
2002/03											
Male	2374	83.0	349	12.2	117	4.1	21	0.7	138	4.8	2861
Female	149	80.5	32	17.3	4	2.2	0	0.0	4	2.2	185
2003/04											
Male	2328	85.2	304	11.1	86	3.2	13	0.5	99	3.6	2731
Female	158	77.1	38	18.5	9	4.4	0	0.0	9	4.4	205

The female day parole successful completion rate decreased 3.4% in 2003/04, while the male successful completion rate increased 2.2%. The female successful completion rate has been lower than the male rate for the last three years. Female offenders have had a higher revocation for breach of condition rate than males over the last four years, but a lower revocation with offence rate, except for in 2003/04 when the revocation with offence rate was higher for female offenders.



Table 128

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by REGION											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Atlantic	337	78.4	60	14.0	26	6.1	7	1.6	33	7.7	430
Quebec	867	80.5	125	11.6	67	6.2	18	1.7	85	7.9	1077
Ontario	747	86.7	78	9.1	30	3.5	7	0.8	37	4.3	862
Prairies	781	77.3	140	13.9	73	7.2	17	1.7	90	8.9	1011
Pacific	395	82.0	48	10.0	32	6.6	7	1.5	39	8.1	482
2000/01											
Atlantic	324	77.0	61	14.5	31	7.4	5	1.2	36	8.6	421
Quebec	733	80.4	109	12.0	62	6.8	8	0.9	70	7.7	912
Ontario	703	86.2	69	8.5	36	4.4	8	1.0	44	5.4	816
Prairies	761	79.7	120	12.6	68	7.1	6	0.6	74	7.8	955
Pacific	386	82.8	53	11.4	19	4.1	8	1.7	27	5.8	466
2001/02											
Atlantic	269	75.6	60	16.9	25	7.0	2	0.6	27	7.6	356
Quebec	659	84.6	85	10.9	31	4.0	4	0.5	35	4.5	779
Ontario	701	85.9	74	9.1	28	3.4	13	1.6	41	5.0	816
Prairies	686	78.5	120	13.7	58	6.6	10	1.1	68	7.8	874
Pacific	361	87.2	42	10.1	10	2.4	1	0.2	11	2.7	414
2002/03											
Atlantic	247	74.2	65	19.5	19	5.7	2	0.6	21	6.3	333
Quebec	661	86.2	75	9.8	27	3.5	4	0.5	31	4.0	767
Ontario	647	86.5	75	10.0	19	2.5	7	0.9	26	3.5	748
Prairies	632	82.0	92	11.9	41	5.3	6	0.8	47	6.1	771
Pacific	336	78.7	74	17.3	15	3.5	2	0.5	17	4.0	427
2003/04											
Atlantic	238	73.5	70	21.6	14	4.3	2	0.6	16	4.9	324
Quebec	602	90.1	55	8.2	9	1.4	2	0.3	11	1.7	668
Ontario	613	87.5	76	10.8	11	1.6	1	0.1	12	1.7	701
Prairies	651	81.7	94	11.8	47	5.9	5	0.6	52	6.5	797
Pacific	382	85.7	47	10.5	14	3.1	3	0.7	17	3.8	446

The Quebec region had the highest day parole successful completion rate in 2003/04, at 90.1%. The Ontario region had the next highest rate at 87.5%, followed by the Pacific region at 85.7%, the Prairie region at 81.7% and the Atlantic region at 73.5%.

The Quebec region had the lowest revocation for breach of condition rate in 2003/04 and the Quebec and Ontario regions had the lowest revocation with offence rates.



Outcome Rates for Provincial Offenders on Day Parole:

Table 129

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL DAY PAROLE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	224	79.2	179	75.9	130	76.9	145	71.8	113	83.1
Revoked for breach of conditions	49	17.3	53	22.5	33	19.5	53	26.2	22	16.2
Revocations with Offence										
Non-violent offences	9	3.2	4	1.7	5	3.0	3	1.5	1	0.7
Violent offences	1	0.4	0	0.0	1	0.6	1	0.5	0	0.0
Total Revocations with Offences	10	3.5	4	1.7	6	3.6	4	2.0	1	0.7
Total Completions	283	100	236	100	169	100	202	100	136	100

The provincial day parole successful completion rate increased 11.3% in 2003/04 to its highest level since 1996/97.

The provincial day parole revocation for breach of condition rate decreased 10.0% in 2003/04, while the revocation with offence rate decreased 1.3%.

Provincial day parole completions decreased 32.7% in 2003/04.



Table 130

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL DAY PAROLE by REGION											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Atlantic	102	83.6	15	12.3	5	4.1	0	0.0	5	4.1	122
Prairies	122	75.8	34	21.1	4	2.5	1	0.6	5	3.1	161
2000/01											
Atlantic	82	82.0	17	17.0	1	1.0	0	0.0	1	1.0	100
Prairies	95	70.9	36	26.9	3	2.2	0	0.0	3	2.2	134
2001/02											
Atlantic	61	75.3	18	22.2	2	2.5	0	0.0	2	2.5	81
Prairies	69	79.3	14	16.1	3	3.5	1	1.2	4	4.6	87
2002/03											
Atlantic	70	75.3	21	22.6	2	2.2	0	0.0	2	2.2	93
Prairies	74	68.5	32	29.6	1	0.9	1	0.9	2	1.9	108
2003/04											
Atlantic	57	83.8	11	16.2	0	0.0	0	0.0	0	0.0	68
Prairies	56	82.4	11	16.2	1	1.5	0	0.0	1	1.5	68

The Atlantic and Prairie region both saw increases in their provincial day parole successful completion rates in 2003/04. The revocation for breach of condition rates decreased in both regions, in 2003/04, as did the revocation with offence rates.



Table 131

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL DAY PAROLE by OFFENCE TYPE for the LAST 5 YEARS (from 1999/00 to 2003/04)								
Outcome	Schedule I-sex		Schedule I- non-sex		Schedule II		Non-scheduled	
	#	%	#	%	#	%	#	%
Successful Completions	38	97.4	264	77.4	157	84.4	332	72.2
Revoked for breach of conditions	1	2.6	73	21.4	24	12.9	112	24.4
Revocations with Offences								
Non-violent offences	0	0.0	2	0.6	5	2.7	15	3.3
Violent offences	0	0.0	2	0.6	0	0.0	1	0.2
Total Revocations with Offence	0	0.0	4	1.2	5	2.7	16	3.5
Total Completions	39	100	341	100	186	100	460	100

Over the last five years, offenders serving sentences for non-scheduled offences were the least likely to successfully complete their provincial day parole supervision periods and more likely to have had their day paroles revoked for breach of conditions and for new offences.

Table 132

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL DAY PAROLE by ABORIGINAL and RACE for the LAST 5 YEARS (from 1999/00 to 2003/04)										
Outcome	Aboriginal		Asian		Black		White		Other	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	149	64.0	8	88.9	13	72.2	469	80.7	152	82.2
Revoked for breach of conditions	77	33.1	1	11.1	5	27.8	97	16.7	30	16.2
Revocations with Offences										
Non-violent offences	6	2.6	0	0.0	0	0.0	14	2.4	2	1.1
Violent offences	1	0.4	0	0.0	0	0.0	1	0.2	1	0.5
Total Revocations with Offence	7	3.0	0	0.0	0	0.0	15	2.6	3	1.6
Total Completions	233	100	9	100	18	100	581	100	185	100

Over the last five years, Aboriginal offenders were the least likely to successfully complete their provincial day parole supervision periods and more likely to have had their day paroles revoked for breach of conditions and for new offences.



Table 133

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL DAY PAROLE by GENDER for the LAST 5 YEARS (from 1999/00 to 2003/04)				
Outcome	Male		Female	
	#	%	#	%
Successful Completions	720	78.0	71	68.9
Revoked for breach of conditions	184	19.9	26	25.2
Revocations with Offences				
Non-violent offences	17	1.8	5	4.9
Violent offences	2	0.2	1	1.0
Total Revocations with Offence	19	2.1	6	5.8
Total Completions	923	100	103	100

Over the last five years, male offenders had a higher successful completion rate on provincial day parole than female offenders as well as lower revocation for breach of condition and revocation with offence rates. Over this period, male offenders committed 2 violent offences and female offenders committed one.



Outcome Rates for Federal Offenders on Full Parole:

Table 134

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	1225	72.4	1335	74.1	1325	74.3	1161	72.7	1045	73.1
Revoked for breach of conditions	234	13.8	263	14.6	279	15.6	273	17.1	271	19.0
Revocations with Offence										
Non-violent offences	195	11.5	169	9.4	151	8.5	141	8.8	102	7.1
Violent offences	39	2.3	34	1.9	29	1.6	22	1.4	12	0.8
Total Revocations with Offence	234	13.8	203	11.3	180	10.1	163	10.2	114	8.0
Total Completions	1693	100	1801	100	1784	100	1597	100	1430	100

The federal full parole successful completion rate for offenders serving determinate sentences remained relatively stable ($\uparrow 0.4\%$) in 2003/04. The revocation for breach of condition rate increased last year, while the revocation with offence rate decreased.

The total number of full parole completions decreased 10.5% in 2003/04.



Table 135

Source: NPB CRIMS

OUTCOME RATES for REGULAR FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	637	78.2	627	75.2	629	77.9	523	75.5	489	79.5
Revoked for breach of conditions	97	11.9	108	13.0	108	13.4	102	14.7	87	14.2
Revocations with Offence										
Non-violent offences	61	7.5	74	8.9	49	6.1	52	7.5	32	5.2
Violent offences	20	2.5	25	3.0	22	2.7	16	2.3	7	1.1
Total Revocations with Offence	81	9.9	99	11.9	71	8.8	68	9.8	39	6.3
Total Completions	815	100	834	100	808	100	693	100	615	100

The successful completion rate for regular federal full parole increased in 2003/04, while the revocation for breach of condition rate remained stable and the revocation with offence rate decreased.

The total number of regular federal full parole completions decreased 11.3% last year for the third decrease in regular full parole completions since 2000/01.

Table 136

Source: NPB CRIMS

OUTCOME RATES for APR FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	588	67.0	708	73.2	696	71.3	638	70.6	556	68.2
Revoked for breach of conditions	137	15.6	155	16.0	171	17.5	171	18.9	184	22.6
Revocations with Offence										
Non-violent offences	134	15.3	95	9.8	102	10.5	89	9.9	70	8.6
Violent offences	19	2.2	9	0.9	7	0.7	6	0.7	5	0.6
Total Revocations with Offence	153	17.4	104	10.8	109	11.2	95	10.5	75	9.2
Total Completions	878	100	967	100	976	100	904	100	815	100



NATIONAL PAROLE BOARD
Performance Measurement Division

The AFPR successful completion rate decreased in 2003/04 and it continues to be significantly lower than the regular full parole rate. Offenders released after an AFPR, in 2003/04, were 59% more likely to have had their full paroles revoked because of a breach of condition than regular full parolees and 65% more likely to have had their full paroles revoked because of a non-violent offence. However, APR full parolees were 46% less likely to have had their full paroles revoked because of a violent offence than regular full parolees.



Table 137

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE						
OFFENCE TYPE (%)						by
			Revocations With Offence		Total Revocations with Offence	Total Completions (#)
	Successful Completions	Revoked for breach of conditions	Non-violent offences	Violent offences		
Schedule I-sex						
1999/00	89.4	8.8	1.3	0.6	1.9	160
2000/01	91.3	6.5	1.6	0.5	2.2	184
2001/02	93.4	4.4	1.5	0.7	2.2	136
2002/03	94.9	3.4	0.9	0.9	1.7	117
2003/04	89.2	10.8	0.0	0.0	0.0	111
Schedule I-non-sex						
1999/00	74.8	13.2	7.7	4.3	12.0	441
2000/01	70.1	15.6	9.5	4.8	14.3	461
2001/02	75.5	14.9	5.7	4.0	9.6	477
2002/03	72.9	17.0	6.8	3.4	10.2	413
2003/04	77.5	15.0	5.8	1.7	7.5	347
Schedule II						
1999/00	80.4	12.0	6.6	0.9	7.6	649
2000/01	80.9	12.8	5.8	0.5	6.3	796
2001/02	79.3	14.1	6.3	0.3	6.6	774
2002/03	77.9	15.2	6.5	0.4	6.9	729
2003/04	80.6	15.5	3.6	0.3	3.9	634
Non-scheduled						
1999/00	51.8	19.0	26.2	2.9	29.2	442
2000/01	55.6	21.4	21.1	1.9	23.1	360
2001/02	56.4	23.4	18.4	1.8	20.2	397
2002/03	53.6	26.0	19.2	1.2	20.4	338
2003/04	49.1	32.3	17.5	1.2	18.6	338
Total						
1999/00	72.4	13.8	11.5	2.3	13.8	1693
2000/01	74.1	14.6	9.4	1.9	11.3	1801
2001/02	74.3	15.6	8.5	1.6	10.1	1784
2002/03	72.7	17.1	8.8	1.4	10.2	1597
2003/04	73.1	19.0	7.1	0.8	8.0	1430

Full parolees serving determinate sentences for non-scheduled offences have had by far the lowest successful completion rates since 1999/00, while schedule I-sex offenders have had the highest. Non-scheduled offenders were also far more likely to have had their full paroles revoked because of a breach of condition or because of a non-violent offence. Schedule I-non-sex offenders however were more likely to have had their full paroles revoked because of a violent offence.



Table 138

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL FULL PAROLE											
with DETERMINATE SENTENCE											
ABORIGINAL and RACE											
					Revocations With Offence						
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		Total Completions
	#	%	#	%	#	%	#	%	#	%	#
1999/00											
Aboriginal	85	55.6	35	22.9	29	19.0	4	2.6	33	21.6	153
Asian	69	71.1	13	13.4	12	12.4	3	3.1	15	15.5	97
Black	116	82.9	13	9.3	7	5.0	4	2.9	11	7.9	140
White	878	72.6	164	13.6	141	11.7	27	2.2	168	13.9	1210
Other	77	82.8	9	9.4	6	6.5	1	1.1	7	7.5	93
2000/01											
Aboriginal	93	58.9	35	22.2	25	15.8	5	3.2	30	19.0	158
Asian	97	83.6	11	9.5	6	5.2	2	1.7	8	6.9	116
Black	134	79.3	19	11.2	13	7.7	3	1.8	16	9.5	169
White	930	73.6	188	14.9	121	9.6	24	1.9	145	11.5	1263
Other	81	85.3	10	10.5	4	4.2	0	0.0	4	4.2	95
2001/02											
Aboriginal	106	60.6	44	25.1	19	10.9	6	3.4	25	14.3	175
Asian	88	83.8	12	11.4	5	4.8	0	0.0	5	4.8	105
Black	115	77.7	20	13.5	12	8.1	1	0.7	13	8.8	148
White	941	74.2	191	15.1	115	9.1	22	1.7	137	10.8	1269
Other	75	86.2	12	13.8	0	0.0	0	0.0	0	0.0	87
2002/03											
Aboriginal	92	59.4	36	23.2	24	15.5	3	1.9	27	17.4	155
Asian	80	87.0	8	8.7	3	3.3	1	1.1	4	4.4	92
Black	74	76.3	16	16.5	6	6.2	1	1.0	7	7.2	97
White	808	71.6	200	17.7	104	9.2	17	1.5	121	10.7	1129
Other	107	86.3	13	10.5	4	3.2	0	0.0	4	3.2	124
2003/04											
Aboriginal	89	63.3	38	27.1	12	8.6	1	0.7	13	9.3	140
Asian	74	87.1	11	12.9	0	0.0	0	0.0	0	0.0	85
Black	99	80.5	17	13.8	7	5.7	0	0.0	7	5.7	123
White	707	70.9	197	19.8	83	8.3	10	1.0	93	9.3	997
Other	76	89.4	8	9.4	0	0.0	1	1.2	1	1.2	85

Aboriginal offenders have had the lowest full parole successful completion rates over the last five years and Black and Asian offenders have had the highest rates. The full parole successful completion rates increased for all the offender groups, in 2003/04, except for White offenders whose rate decreased.



Table 139

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE by GENDER											
					Revocations With Offence						
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		Total Completions
	#	%	#	%	#	%	#	%	#	%	#
1999/00											
Male	1107	71.4	218	14.1	188	12.1	37	2.4	225	14.5	1550
Female	118	82.5	16	11.2	7	4.9	2	1.4	9	6.3	143
2000/01											
Male	1201	73.6	241	14.7	156	9.6	34	2.1	190	11.6	1632
Female	134	79.3	22	13.0	13	7.7	0	0.0	13	7.7	169
2001/02											
Male	1187	73.7	251	15.6	143	8.9	29	1.8	172	10.7	1610
Female	138	79.3	28	16.1	8	4.6	0	0.0	8	4.6	174
2002/03											
Male	1032	71.9	247	17.2	136	9.5	21	1.5	157	10.9	1436
Female	129	80.1	26	16.2	5	3.1	1	0.6	6	3.7	161
2003/04											
Male	933	72.1	250	19.3	99	7.7	12	0.9	111	8.6	1294
Female	112	82.4	21	15.4	3	2.2	0	0.0	3	2.2	136

In 2003/04, the federal full parole successful completion rate increased for both male and female offenders. The revocation for breach of condition rate increased for male offenders, while the revocation with offence rate decreased. Both the revocation for breach of condition and revocation with offence rates decreased for female offenders last year.



Table 140

Source: NPB CRIMS

OUTCOME RATES for ALL FEDERAL FULL PAROLE											
with DETERMINATE SENTENCE											
REGION											
					Revocations With Offence						
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		Total Completions
	#	%	#	%	#	%	#	%	#	%	#
1999/00											
Atlantic	152	68.8	33	14.9	35	15.8	1	0.5	36	16.3	221
Quebec	346	71.2	68	14.0	58	11.9	14	2.9	72	14.8	486
Ontario	331	78.8	48	11.4	33	7.9	8	1.9	41	9.8	420
Prairies	297	70.2	66	15.6	47	11.1	13	3.1	60	14.2	423
Pacific	99	69.2	19	13.3	22	15.4	3	2.1	25	17.5	143
2000/01											
Atlantic	146	64.3	41	18.1	35	15.4	5	2.2	40	17.6	227
Quebec	376	81.0	52	11.2	28	6.0	8	1.7	36	7.8	464
Ontario	370	79.2	60	12.9	32	6.9	5	1.1	37	7.9	467
Prairies	346	69.2	88	17.6	57	11.4	9	1.8	66	13.2	500
Pacific	97	67.8	22	15.4	17	11.9	7	4.9	24	16.8	143
2001/02											
Atlantic	154	67.8	42	18.5	25	11.0	6	2.6	31	13.7	227
Quebec	331	77.7	62	14.6	26	6.1	7	1.6	33	7.8	426
Ontario	359	81.0	51	11.5	29	6.6	4	0.9	33	7.5	443
Prairies	372	70.3	91	17.2	56	10.6	10	1.9	66	12.5	529
Pacific	109	68.6	33	20.8	15	9.4	2	1.3	17	10.7	159
2002/03											
Atlantic	146	69.9	35	16.8	26	12.4	2	1.0	28	13.4	209
Quebec	273	75.2	49	13.5	35	9.6	6	1.7	41	11.3	363
Ontario	286	74.5	68	17.7	24	6.3	6	1.6	30	7.8	384
Prairies	338	70.3	93	19.3	46	9.6	4	0.8	50	10.4	481
Pacific	118	73.8	28	17.5	10	6.3	4	2.5	14	8.8	160
2003/04											
Atlantic	113	70.2	34	21.1	12	7.5	2	1.2	14	8.7	161
Quebec	281	77.4	54	14.9	25	6.9	3	0.8	28	7.7	363
Ontario	288	79.6	53	14.6	16	4.4	5	1.4	21	5.8	362
Prairies	259	64.8	104	26.0	35	8.8	2	0.5	37	9.3	400
Pacific	104	72.2	26	18.1	14	9.7	0	0.0	14	9.7	144

The Quebec and Ontario regions have recorded the highest full parole successful completion rates in the last five years. The Atlantic region recorded the lowest full parole successful completion rates between 1999/00 and 2002/03, while the Prairie region recorded the lowest rate in 2003/04.



The Atlantic, Quebec and Ontario regions all recorded increases in their full parole successful completion rates in 2003/04, while the other two regions recorded decreases. In 2003/04, the Prairie region had the highest revocation for breach of condition rate and the Pacific region had the highest revocation for offence rate, while the Ontario region had the highest revocation for violent offence rate.

Outcomes of Full Parole for Offenders Serving Indeterminate Sentences:

Finding an appropriate performance measure for offenders serving indeterminate sentences on full parole has been a challenging issue for the Board, particularly in relation to success. The Board's standard performance measures for outcomes on conditional release are based on completion of day parole, full parole or statutory release supervision periods. However, this approach does not work for offenders on full parole with indeterminate sentences because they do not have a warrant expiry date and the only way that they complete full parole is by dying (with the exception of some extremely rare cases³⁵).

Table 141

Source: NPB

OUTCOMES of FULL PAROLE for OFFENDERS with INDETERMINATE SENTENCES (between April 1, 1994 and March 31, 2004)												
Time Under Supervision on Full Parole	Still Supervised		Died while on Full Parole		Revocation for Breach of Conditions		Revocation- Non-violent Offence		Revocation - Violent Offence		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
0 - 3 Mths	20	1.5	4	1.8	6	2.8	0	0.0	0	0.0	30	1.5
>3 Mths - 6 Mths	29	2.1	4	1.8	11	5.0	2	2.2	3	5.3	49	2.5
>6 Mths - 1 Yr	52	3.8	11	4.8	25	11.5	2	2.2	6	10.5	96	4.9
>1 Yr - 2 Yrs	80	5.8	13	5.7	30	13.8	17	18.7	8	14.0	148	7.5
>2 Yrs - 3 Yrs	82	6.0	17	7.5	28	12.8	19	20.9	7	12.3	153	7.8
>3 Yrs - 4 Yrs	86	6.3	11	4.8	25	11.5	10	11.0	8	14.0	140	7.1
>4 Yrs - 5 Yrs	90	6.6	7	3.1	22	10.1	7	7.7	4	7.0	130	6.6
>5 Yrs - 10 Yrs	270	19.7	39	17.1	46	21.1	21	23.1	10	17.5	386	19.6
>10 Yrs - 15 Yrs	256	18.7	33	14.5	18	8.3	7	7.7	6	10.5	320	16.3
>15 Yrs	407	29.7	89	39.0	7	3.2	6	6.6	5	8.8	514	26.1
Total	1372	100	228	100	218	100	91	100	57	100	1966	100
Average Length of Full Parole	11.5 Yrs.		12.6 Yrs.		4.6 Yrs.		5.3 Yrs.		5.7 Yrs.		10.4 Yrs.	

Excludes 1 offender with an indeterminate sentence that is recorded as having completed supervision in 1995. In this case, the indeterminate sentence was quashed.

³⁵ In some exceptional cases indeterminate offenders do complete their supervision periods. An offender serving an indeterminate sentence could, for example, be granted Clemency. In 1995, an indeterminate sentence for one offender on full parole was recorded as completed as the conviction was quashed.



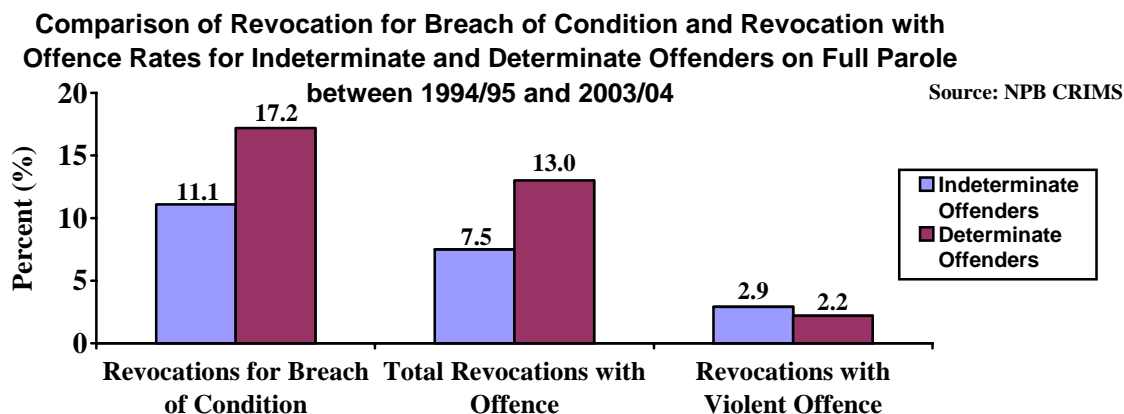
This table provides information on all offenders serving indeterminate sentences that were being supervised on full parole as of March 31, 2004 or who had full parole supervision periods that ended between April 1, 1994 and March 31, 2004. The table provides a starting point for the measurement of full parole outcomes for offenders with indeterminate sentences.

Between April 1, 1994 and March 31, 2004, 1,792 offenders with indeterminate sentences had 1,966 full parole supervision periods. 1,638 offenders with indeterminate sentences had just one full parole during the ten-year period, 136 offenders had two full parole periods, 16 offenders had three full parole periods and 2 offenders had four full parole periods.

As of March 31, 2004, 69.8% of all full parole supervision periods for offenders serving indeterminate sentences over the last ten years were still active (supervised). The offender had died on full parole in 11.6% of cases, while 11.1% of the full parole supervision periods were revoked for a breach of conditions, 4.6% ended as a result of a non-violent offence, and 2.9% ended as a result of a violent offence over the last ten years.

Since offenders serving indeterminate sentences cannot complete their full parole periods, any determination of success would have to be based on completion of a certain number of years in the community without revocation.

In the next two paragraphs we will compare offenders serving indeterminate sentences on full parole to federal offenders with determinate sentences on full parole. As you will see, the revocation for breach of condition and revocation with offence rates for offenders serving indeterminate sentences on full parole are significantly lower than the rates for offenders serving determinate sentences on full parole, however, the two groups have similar revocation with violent offence rates. In making these comparisons it is important to remember that offenders serving indeterminate sentences have been on full parole for an average of 10.4 years compared to the average supervision period length of 24.9 months for federal offenders serving determinate sentences on full parole.





The chart above shows that over the last ten years offenders serving indeterminate sentences on full parole were:

- 36% less likely to have had their supervision periods revoked because of a breach of condition than federal full parolees with determinate sentences;
- 42% less likely to have had their supervision periods revoked because of an offence; and,
- 32% more likely to have had their supervision periods revoked because of a violent offence than federal full parolees with determinate sentences (2.9% compared to 2.2%).

The table below provides more detailed information on the revocation for breach of condition and revocation with offence rates for offenders serving indeterminate sentences on full parole over the last ten years.

Table 142

Source: NPB

FULL PAROLE REVOCATION for BREACH of CONDITION and REVOCATION with OFFENCE RATES for OFFENDERS with INDETERMINATE SENTENCES (between April 1, 1994 and March 31, 2004)								
Time Under Supervision on Full Parole	Population In Period		Total Revocations during Period³⁶		Revocations with Offence during Period			
	Total #	% of Total Indeter. On Full Parole	#	Revocation Rate	Total Revocations with Offence³⁷		Revocations with Violent Offence	
					#	%	#	%
>15 Years	514	26.1%	18	3.5%	11	2.1%	5	1.0%
>10 Years	834	42.4%	49	5.9%	24	2.9%	11	1.3%
>5 Years	1220	62.1%	126	10.3%	55	4.5%	21	1.7%
>4 Years	1350	68.7%	159	11.8%	66	4.9%	25	1.9%
>3 Years	1490	75.8%	202	13.6%	84	5.6%	33	2.2%
>2 Years	1643	83.9%	256	15.6%	110	6.7%	40	2.4%
>1 Year	1791	91.1%	311	17.4%	135	7.5%	48	2.7%
Total	1966	100.0%	366	18.6%	148	7.5%	57	2.9%

The table above illustrates that the likelihood of having a supervision period revoked because of a breach of condition or because of a new offence drops significantly the longer that the offender stays on full parole. Offenders serving indeterminate sentences that have been on full parole for more than five years had:

³⁶ Total revocations during period is the number of revocations for breach of conditions, plus revocations with non-violent and violent offences.

³⁷ Total revocations with offence is the number of revocations with non-violent and violent offences.



- A total revocation rate of 10.3% over the last ten years (66% less likely to have had their supervision periods revoked than federal offenders serving determinate sentences on full parole over the last ten years (30.2%));
- A total revocation with offence rate of 4.5% (65% less likely to have had their supervision periods revoked because of an offence than full parolees serving determinate sentences (13.0%)); and,
- A revocation with violent offence rate of 1.7% (23% less likely to have had their supervision periods revoked because of a violent offence than full parolees serving determinate sentences (2.2%)).

Table 143

Source: NPB

LIKELIHOOD of DYING compared to being REVOKED for an OFFENCE for FULL PAROLEES SERVING INDETERMINATE SENTENCES (between April 1, 1994 and March 31, 2004)					
Time Under Supervision	Offenders that Died on Full Parole	Total Revocations with Offence #	Likelihood of Dying Compared to Committing a New Offence	Revocations with Violent Offence #	Likelihood of Dying Compared to Committing a Violent Offence
>5 Years	161	55	2.9	21	7.7
>4 Years	168	66	2.5	25	6.7
>3 Years	179	84	2.1	33	5.4
>2 Years	196	110	1.8	40	4.9
>1 Year	209	135	1.5	48	4.4
All Full Parole Supervision Periods	228	148	1.5	57	4.0

Offenders serving indeterminate sentences on full parole were 1.5 times more likely to have died than to have had their supervision periods revoked for having committed a new offence over the last ten years and 4 times more likely to have died than to have had their supervision periods revoked for having committed a new violent offence. As the table above indicates, the likelihood of dying to having a supervision period revoked for having committed a new offence while on full parole increases with the length of time the offender is under supervision. Offenders serving indeterminate sentences that had been on full parole for more than five years were 2.9 times more likely to die than to have had their supervision periods revoked for having committed a new offence and 7.7 times more likely to die than to have had their supervision periods revoked for having committed a new violent offence.



Outcome Rates for Provincial Offenders on Full Parole:

Table 144

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL FULL PAROLE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	344	84.5	299	78.9	235	82.8	173	72.7	183	75.6
Revoked for breach of condition	48	11.8	71	18.7	44	15.5	62	26.1	54	22.3
Revocations with Offence										
Non-violent offences	12	3.0	6	1.6	5	1.8	2	0.8	5	2.1
Violent offences	3	0.7	3	0.8	0	0.0	1	0.4	0	0.0
Total Revocations with Offence	15	3.7	9	2.4	5	1.8	3	1.3	5	2.1
Total Completions	407	100	379	100	284	100	238	100	242	100

The provincial full parole successful completion rate increased 2.9% in 2003/04. The revocation for breach of condition rate decreased 3.8%, while the revocation with offence rate increased 0.8%. The total number of completions increased 1.7% in 2003/04. This is the first increase since 1999/00.



Table 145

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL FULL PAROLE by REGION											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Atlantic	176	86.7	18	8.9	7	3.5	2	1.0	9	4.4	203
Prairies	152	82.6	27	14.7	4	2.2	1	0.5	5	2.7	184
2000/01											
Atlantic	135	75.8	39	21.9	2	1.1	2	1.1	4	2.3	178
Prairies	143	81.7	28	16.0	3	1.7	1	0.6	4	2.3	175
2001/02											
Atlantic	88	79.3	19	17.1	4	3.6	0	0.0	4	3.6	111
Prairies	135	87.7	19	12.3	0	0.0	0	0.0	0	0.0	154
2002/03											
Atlantic	72	60.0	46	38.3	1	0.8	1	0.8	2	1.7	120
Prairies	91	86.7	14	13.3	0	0.0	0	0.0	0	0.0	105
2003/04											
Atlantic	91	71.7	34	26.8	2	1.6	0	0.0	2	1.6	127
Prairies	83	79.8	19	18.3	2	1.9	0	0.0	2	1.9	104

The provincial full parole successful completion rate has been higher in the Prairie region in four out of the last five years.

The full parole successful completion rate increased 11.7% in the Atlantic region in 2003/04, while it decreased 6.9% in the Prairie region.

The overall decreases in the full parole successful completion rates can be attributed, in part, to a change in the profile of the provincial incarcerated population. Provincial authorities have stated that the provincial population is becoming more difficult to manage because there are more offenders in the system who have previously served sentences in the federal system and, as such, have more serious criminal records. This leads to the imposition of more conditions on full parole and a, therefore, greater chance that a condition will be breached.



Table 146

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL FULL PAROLE by OFFENCE TYPE for the LAST 5 YEARS (from 1999/00 to 2003/04)								
Outcome	Schedule I-sex		Schedule I- non-sex		Schedule II		Non-scheduled	
	#	%	#	%	#	%	#	%
Successful Completions	153	92.7	301	75.8	308	88.3	472	73.9
Revoked for breach of conditions	12	7.3	84	21.2	39	11.2	144	22.5
Revocations with Offences								
Non-violent offences	0	0.0	8	2.0	2	0.6	20	3.1
Violent offences	0	0.0	4	1.0	0	0.0	3	0.5
Total Revocations with Offence	0	0.0	12	3.0	2	0.6	23	3.6
Total Completions	165	100	397	100	349	100	639	100

Over the last five years offenders serving sentences for non-scheduled offences had the lowest provincial full parole successful completion rate and the highest revocation for breach of condition and for offence rates.

Table 147

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL FULL PAROLE by ABORIGINAL and RACE for the LAST 5 YEARS (from 1999/00 to 2003/04)										
Outcome	Aboriginal		Asian		Black		White		Other	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	153	72.5	14	100.0	27	79.4	713	79.7	327	82.6
Revoked for breach of conditions	54	25.6	0	0.0	6	17.7	155	17.3	64	16.2
Revocations with Offences										
Non-violent offences	3	1.4	0	0.0	1	2.9	22	2.5	4	1.0
Violent offences	1	0.5	0	0.0	0	0.0	5	0.6	1	0.3
Total Revocations with Offence	4	1.9	0	0.0	1	2.9	27	3.0	5	1.3
Total Completions	211	100	14	100	34	100	895	100	396	100

Over the last five years Aboriginal offenders had the lowest provincial full parole successful completion rate and the highest revocation for breach of condition rate of all the offender groups, while White offenders had the highest revocation with offence rate.



Table 148

Source: NPB CRIMS

OUTCOME RATES for PROVINCIAL FULL PAROLE by GENDER for the LAST 5 YEARS (from 1999/00 to 2003/04)				
Outcome	Male		Female	
	#	%	#	%
Successful Completions	1157	80.3	77	70.6
Revoked for breach of conditions	253	17.6	26	23.9
Revocations with Offences				
Non-violent offences	25	1.7	5	4.6
Violent offences	6	0.4	1	0.9
Total Revocations with Offence	31	2.2	6	5.5
Total Completions	1441	100	109	100

Over the last five years, male offenders had a higher provincial full parole successful completion rate than female offenders.



Outcome Rates for Offenders on Statutory Release:

Table 149

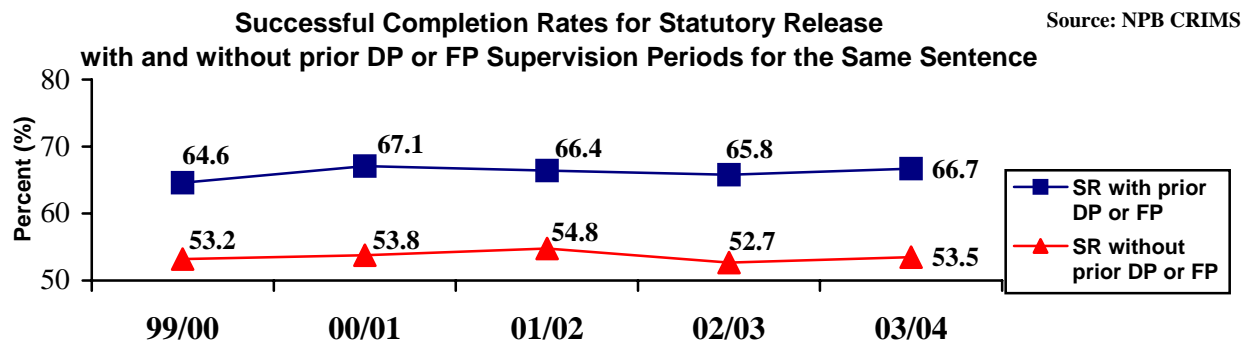
Source: NPB CRIMS

OUTCOME RATES for STATUTORY RELEASE										
Outcome	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	2798	57.6	2958	58.7	3022	59.2	3137	57.7	3082	58.2
Revoked for breach of condition	1277	26.3	1295	25.7	1374	26.9	1614	29.7	1623	30.6
Revocations with Offence										
Non-violent offences	625	12.9	618	12.3	559	11.0	539	9.9	474	8.9
Violent Offences	157	3.2	166	3.3	147	2.9	143	2.6	121	2.3
Total Revocations with Offence	782	16.1	784	15.6	706	13.8	682	12.6	595	11.2
Total Completions	4857	100	5037	100	5102	100	5433	100	5300	100

The statutory release successful completion rate remained relatively stable (↑0.5%) in 2003/04, as did the revocation for breach of condition rate (↑0.9%). The revocation with offence rate, however, decreased 1.4%. The 2003/04 successful completion rate (58.2%) is relatively similar to the five-year average for statutory release of 58.3%. However, the breach of condition rate is higher in 2003/04 than the previous years and the revocation with offence rate is lower.

The number of statutory release completions decreased 2.4% in 2003/04. This is the first decrease since 1999/00.

The statutory release successful completion rate continues to be significantly lower than the rate for federal day and full parole. This is an even more telling indicator when we consider that 38.4% of all successfully completed statutory releases over the last five years have been for periods of less than three months, compared to just 0.5% of full parole successful completions and 30.0% of day parole successful completions. It is therefore significantly easier to successfully complete statutory release than full parole where 94.2% of successful completions were for more than one year.



The chart above shows that offenders that had a day parole or full parole supervision period prior to statutory release are far more likely to successfully complete their statutory release supervision period. The successful completion rate for offenders that had a day or full parole prior to statutory release was about 11% to 13% higher than the rate for offenders that did not have a day or full parole prior to statutory release over the last five years. Two possible explanations for this are:

1. Offenders that had a day or full parole supervision period prior to statutory release are less likely to re-offend and this is part of the reason they had the prior parole supervision period(s); and,
2. Offenders that had a day or full parole supervision period prior to statutory release have learned from this previous time in the community and thus are more likely to successfully complete statutory release.



Table 150

Source: NPB CRIMS

OUTCOME RATES for STATUTORY RELEASE by OFFENCE TYPE (%)						
			Revocations With Offence		Total Revocations with Offence	Total Completions (#)
	Successful Completions	Revoked for breach of conditions	Non-violent offences	Violent offences		
Schedule I-sex						
1999/00	72.2	24.4	2.9	0.6	3.5	632
2000/01	77.3	18.9	1.9	1.9	3.8	630
2001/02	76.7	19.3	2.7	1.3	4.0	523
2002/03	72.6	23.5	3.0	1.0	4.0	503
2003/04	81.1	17.2	0.7	1.1	1.7	460
Schedule I-non-sex						
1999/00	53.5	28.2	13.7	4.7	18.4	2634
2000/01	55.1	29.0	11.7	4.3	16.0	2694
2001/02	56.2	29.5	10.1	4.3	14.4	2709
2002/03	55.2	32.4	8.8	3.7	12.4	2848
2003/04	53.9	34.2	8.7	3.2	11.9	2820
Schedule II						
1999/00	70.1	20.8	8.6	0.5	9.1	395
2000/01	69.7	20.3	8.5	1.5	10.0	472
2001/02	68.6	24.4	6.4	0.6	7.0	513
2002/03	65.1	27.3	6.4	1.3	7.6	642
2003/04	70.2	23.0	6.1	0.7	6.8	591
Non-scheduled						
1999/00	54.9	25.0	17.8	2.3	20.1	1196
2000/01	53.1	24.1	20.2	2.6	22.8	1241
2001/02	55.0	25.8	17.6	1.6	19.2	1356
2002/03	54.4	27.6	16.2	1.8	18.0	1439
2003/04	54.2	31.0	13.3	1.5	14.8	1428
Total						
1999/00	57.6	26.3	12.9	3.2	16.1	4857
2000/01	58.7	25.7	12.3	3.3	15.6	5037
2001/02	59.2	26.9	11.0	2.9	13.8	5102
2002/03	57.7	29.7	9.9	2.6	12.6	5433
2003/04	58.2	30.6	8.9	2.3	11.2	5300

Offenders on statutory release serving sentences for schedule I non-sex offences and non-scheduled offences have had significantly lower successful completion rates than schedule II offenders and schedule I sex offenders over the last five years. Schedule I non-sex offenders were far more likely to have had their releases revoked because of a violent offence than any other offence type, while non-scheduled offenders were far more likely to have had their releases revoked because of a non-violent offence.



Table 151

Source: NPB CRIMS

OUTCOME RATES for STATUTORY RELEASE by ABORIGINAL and RACE											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Aboriginal	533	52.2	315	30.9	142	13.9	31	3.0	173	16.9	1021
Asian	41	69.5	10	17.0	7	11.9	1	1.7	8	13.6	59
Black	182	63.0	75	26.0	27	9.3	5	1.7	32	11.1	289
White	1965	58.1	858	25.4	442	13.1	118	3.5	560	16.6	3383
Other	77	73.3	19	18.1	7	6.7	2	1.9	9	8.6	105
2000/01											
Aboriginal	612	54.5	339	30.2	141	12.6	31	2.8	172	15.3	1123
Asian	72	75.0	15	15.6	8	8.3	1	1.0	9	9.4	96
Black	175	60.1	86	29.6	19	6.5	11	3.8	30	10.3	291
White	2001	58.9	835	24.6	440	13.0	122	3.6	562	16.5	3398
Other	98	76.0	20	15.5	10	7.8	1	0.8	11	8.5	129
2001/02											
Aboriginal	583	54.1	336	31.2	120	11.1	38	3.5	158	14.7	1077
Asian	55	75.3	14	19.2	4	5.5	0	0.0	4	5.5	73
Black	202	66.9	73	24.2	16	5.3	11	3.6	27	8.9	302
White	2105	59.5	929	26.3	409	11.6	95	2.7	504	14.3	3538
Other	77	68.8	22	19.6	10	8.9	3	2.7	13	11.6	112
2002/03											
Aboriginal	575	52.1	366	33.2	135	12.2	28	2.5	163	14.8	1104
Asian	62	75.6	19	23.2	0	0.0	1	1.2	1	1.2	82
Black	189	63.2	85	28.4	21	7.0	4	1.3	25	8.4	299
White	2232	58.1	1125	29.3	374	9.7	108	2.8	482	12.6	3839
Other	79	72.5	19	17.4	9	8.3	2	1.8	11	10.1	109
2003/04											
Aboriginal	531	52.9	349	34.8	99	9.9	24	2.4	123	12.3	1003
Asian	58	68.2	22	25.9	4	4.7	1	1.2	5	5.9	85
Black	190	61.9	94	30.6	16	5.2	7	2.3	23	7.5	307
White	2221	58.6	1134	29.9	350	9.2	86	2.3	436	11.5	3791
Other	82	71.9	24	21.2	5	4.4	3	2.6	8	7.0	114

Aboriginal offenders were the least likely to successfully complete statutory release in each of the last five years. Aboriginal offenders were also more likely to have had their releases revoked for a breach of condition. However, Aboriginal and White offenders had similar revocation for offence rates during the last five years.



Table 152

Source: NPB CRIMS

OUTCOME RATES for STATUTORY RELEASE											by
GENDER											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Male	2714	57.4	1247	26.4	615	13.0	153	3.2	768	16.3	4729
Female	84	65.6	30	23.4	10	7.8	4	3.1	14	10.9	128
2000/01											
Male	2873	58.6	1252	25.6	611	12.5	165	3.4	776	15.8	4901
Female	85	62.5	43	31.6	7	5.2	1	0.7	8	5.9	136
2001/02											
Male	2921	59.0	1334	27.0	554	11.2	146	3.0	700	14.1	4955
Female	101	68.7	40	27.2	5	3.4	1	0.7	6	4.1	147
2002/03											
Male	3031	57.7	1555	29.6	531	10.1	141	2.7	672	12.8	5258
Female	106	60.6	59	33.7	8	4.6	2	1.1	10	5.7	175
2003/04											
Male	2964	57.9	1570	30.7	465	9.1	118	2.3	583	11.4	5117
Female	118	64.5	53	29.0	9	4.9	3	1.6	12	6.6	183

Male offenders were less likely to successfully complete statutory release over the last five years than female offenders and were more likely to have had their releases revoked because of an offence. However, for three of the last five years, female offenders were more likely than male offenders to have had their statutory releases revoked for breach of condition.

The successful completion rate for male offenders remained relatively stable (↑0.2%) in 2003/04, while the female successful completion rate increased 3.9%. The revocation for breach of condition rate increased for male offenders and decreased for female offenders, while the revocation with offence rate decreased for male offenders and increased for female offenders.

Over the last five years, the number of statutory release completions for female offenders has increased from 128 to 183, while the number of completions for male offenders increased 11.2% between 1999/00 and 2002/03 but decreased 2.7% last year.



Table 153

Source: NPB CRIMS

OUTCOME RATES for STATUTORY RELEASE by REGION											
					Revocations With Offence						Total Completions #
	Successful Completions		Revoked for breach of conditions		Non-violent offences		Violent offences		Total Revocations with Offence		
	#	%	#	%	#	%	#	%	#	%	
1999/00											
Atlantic	299	57.1	144	27.5	67	12.8	14	2.7	81	15.5	524
Quebec	723	56.9	327	25.7	171	13.5	50	3.9	221	17.4	1271
Ontario	706	58.8	318	26.5	133	11.1	43	3.6	176	14.7	1200
Prairies	760	57.6	353	26.8	170	12.9	36	2.7	206	15.6	1319
Pacific	310	57.1	135	24.9	84	15.5	14	2.4	98	18.1	543
2000/01											
Atlantic	263	58.4	130	28.9	45	10.0	12	2.7	57	12.7	450
Quebec	777	58.8	311	23.5	168	12.7	65	4.9	233	17.6	1321
Ontario	746	57.3	376	28.9	140	10.7	41	3.2	181	13.9	1303
Prairies	838	59.3	340	24.1	201	14.2	34	2.4	235	16.6	1413
Pacific	334	60.7	138	25.1	64	11.6	14	2.6	78	14.2	550
2001/02											
Atlantic	290	60.7	133	27.8	45	9.4	10	2.1	55	11.5	478
Quebec	799	59.4	380	28.2	117	8.7	50	3.7	167	12.4	1346
Ontario	735	59.8	318	25.9	145	11.8	31	2.5	176	14.3	1229
Prairies	843	58.2	389	26.9	178	12.3	39	2.7	217	15.0	1449
Pacific	355	59.2	154	25.7	74	12.3	17	2.8	91	15.2	600
2002/03											
Atlantic	306	55.8	169	30.8	56	10.2	17	3.1	73	13.3	548
Quebec	756	58.4	378	29.2	121	9.3	40	3.1	161	12.4	1295
Ontario	789	58.0	425	31.2	113	8.3	34	2.5	147	10.8	1361
Prairies	928	57.6	461	28.6	187	11.6	35	2.2	222	13.8	1611
Pacific	358	57.9	181	29.3	62	9.9	17	2.6	79	12.6	618
2003/04											
Atlantic	291	59.0	167	33.9	30	6.1	5	1.0	35	7.1	493
Quebec	736	57.9	391	30.7	96	7.6	49	3.9	145	11.4	1272
Ontario	816	57.6	452	31.9	120	8.5	29	2.1	149	10.5	1417
Prairies	881	59.4	422	28.5	157	10.6	23	1.6	180	12.1	1483
Pacific	358	56.4	191	30.1	71	11.2	15	2.4	86	13.5	635

The statutory release successful completion rates have been similar in all regions over the last five years. In 2003/04, the rate increased in the Atlantic and Prairie regions and decreased in all the other regions. The revocation for breach of condition rates increased in all regions last year, except the Prairies, where it remained stable (↓0.1%), while the revocation with offence rates decreased in all regions except the Pacific.



POST-WARRANT EXPIRY READMISSION ON A FEDERAL SENTENCE

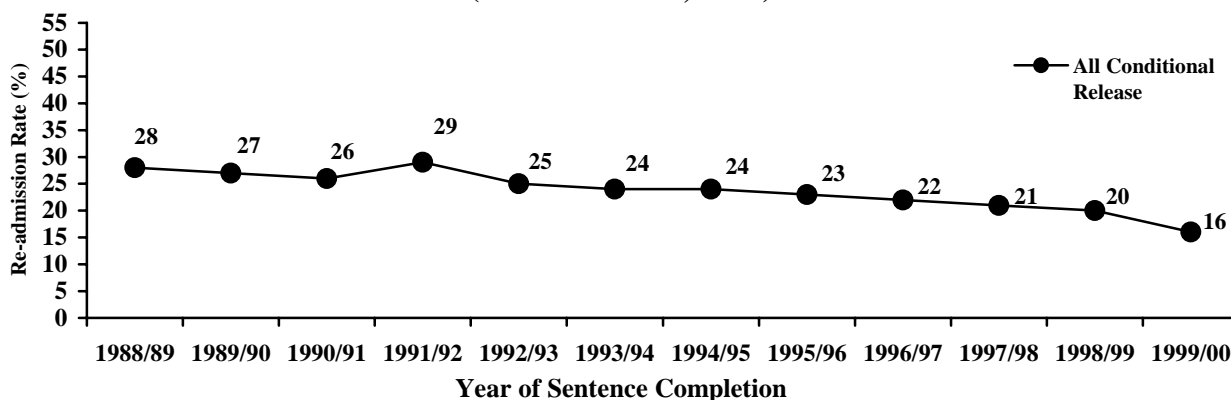
Note

The section on post-warrant expiry readmission on a federal sentence is shown differently from the reports prior to 2001/02 as the information is now by year of sentence completion rather than by year of release.

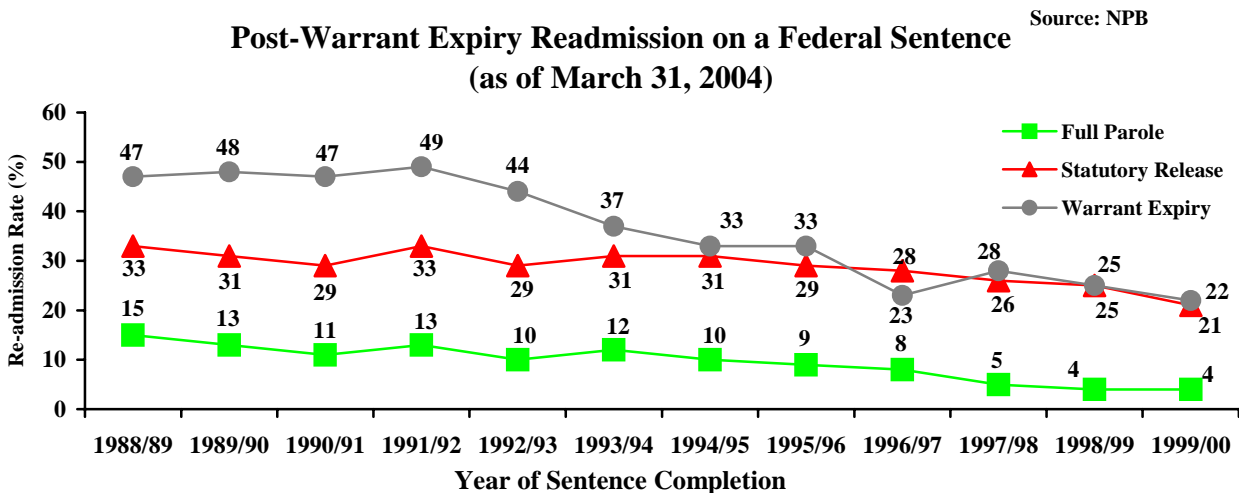
This section provides information on the long-term results of offenders who complete their sentences on full parole and statutory release as well as how offenders do after being released at warrant expiry. An offender's ability to live a crime free life in the community after completion of his/her sentence (i.e., after warrant expiry) is influenced by diverse and complex factors, many of which are beyond the control of CSC and the Board. Nevertheless, information on post-warrant expiry readmission on a federal sentence provides important information for strategic planning and assessment of the effectiveness of law, policy and operations.

The chart that follows shows that 10 to 15 years after sentence completion between 24% and 29% of offenders return on a federal sentence.

Post-Warrant Expiry Readmission on a Federal Sentence Source: NPB
(as of March 31, 2004)



The charts and tables that follow clearly demonstrate that offenders that are not released until warrant expiry or that complete their sentences on statutory release are far more likely to be re-admitted than offenders that complete their sentences on full parole.



Note: The numbers for full parole and statutory release, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If the type of release is not indicated, it is assumed that the release was at WED.

The chart above shows that over the long-term (10 to 15 years after sentence completion):

- Offenders released at warrant expiry are almost 4 times more likely to be re-admitted on a federal sentence than offenders that completed their sentences on full parole; and,
- Offenders that completed their sentences on statutory release are over 2 1/2 times more likely to be re-admitted on a federal sentence than offenders that completed their sentences on full parole.
- Schedule I-sex offenders who completed their sentences on full parole or statutory release or were released at WED were the least likely to be re-admitted on a federal sentence, followed by schedule II offenders.
- Offenders in the Pacific region who completed their sentences on either full parole, statutory release or WED were the least likely to be re-admitted on a federal sentence.

As of March 31, 2004, 10% to 15% of federal offenders that completed their sentences on full parole between 1988/89 and 1993/94 have been re-admitted on a federal sentence. In comparison, between 29% and 33% of offenders who completed their sentences on statutory release during the same period have been re-admitted and 37% to 49% of offenders that were released at warrant expiry have returned.



Table 154

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE for FEDERAL OFFENDERS (as of March 31, 2004)							
Year of Completion	Total Completions #	Readmission on a non-violent offence		Readmission on a violent offence		Total readmission on a federal sentence (non-violent and violent)	
		#	%	#	%	#	%
88/89	3512	405	11.5	592	16.9	997	28.4
89/90	3576	458	12.8	517	14.5	975	27.3
90/91	3735	427	11.4	546	14.6	973	26.1
91/92	3816	476	12.5	633	16.6	1109	29.1
92/93	3877	414	10.7	542	14.0	956	24.7
93/94	4013	425	10.6	546	13.6	971	24.2
94/95	4435	457	10.3	590	13.3	1047	23.6
95/96	4677	490	10.5	563	12.0	1053	22.5
96/97	4648	480	10.3	562	12.1	1042	22.4
97/98	4566	429	9.4	522	11.4	951	20.8
98/99	4474	394	8.8	488	10.9	882	19.7
99/00	4308	357	8.3	343	8.0	700	16.2
00/01	4529	315	7.0	356	7.9	671	14.8
01/02	4575	253	5.5	267	5.8	520	11.4
02/03	4529	196	4.3	187	4.1	383	8.5
03/04	4369	73	1.7	65	1.5	138	3.2

The table above shows that, over the long-term, offenders are more likely to be re-admitted on a federal sentence for a violent offence rather than a non-violent offence and the readmission rate stabilizes after about 12 years in both the violent and non-violent offence categories.

The tables below provide more detailed information on readmission on a federal sentence for federal offenders who completed their sentences on full parole or statutory release or were released at warrant expiry, between 1988/89 and 2003/04. The tables illustrate the status on March 31, 2004, of all offenders that completed a full parole or statutory release supervision period or that were released at warrant expiry during each year, by supervision or release type.



Table 155

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE for FEDERAL OFFENDERS who COMPLETED their SENTENCES on FULL PAROLE (as of March 31, 2004)							
Year of Completion	Total Completions #	Readmission on a non-violent offence		Readmission on a violent offence		Total readmission on a federal sentence (non-violent and violent)	
		#	%	#	%	#	%
88/89	1322	83	6.3	112	8.5	195	14.8
89/90	1315	94	7.1	70	5.3	164	12.5
90/91	1296	71	5.5	72	5.6	143	11.0
91/92	1334	92	6.9	83	6.2	175	13.1
92/93	1349	82	6.1	54	4.0	136	10.1
93/94	1476	104	7.0	70	4.7	174	11.8
94/95	1545	87	5.6	62	4.0	149	9.6
95/96	1501	80	5.3	51	3.4	131	8.7
96/97	1256	69	5.5	37	2.9	106	8.4
97/98	1201	43	3.6	19	1.6	62	5.2
98/99	1164	30	2.6	13	1.1	43	3.7
99/00	1223	31	2.5	16	1.3	47	3.8
00/01	1335	25	1.9	12	0.9	37	2.8
01/02	1326	26	2.0	12	0.9	38	2.9
02/03	1164	9	0.8	3	0.3	12	1.0
03/04	1046	3	0.3	0	0.0	3	0.3

Note: The numbers for full parole, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.



Table 156

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE for FEDERAL OFFENDERS who COMPLETED their SENTENCES on STATUTORY RELEASE (as of March 31, 2004)							
Year of Completion	Total Completions #	Readmission on a non-violent offence		Readmission on a violent offence		Total readmission on a federal sentence (non-violent and violent)	
		#	%	#	%	#	%
88/89	1586	215	13.6	303	19.1	518	32.7
89/90	1585	210	13.2	277	17.5	487	30.7
90/91	1761	216	12.3	298	16.9	514	29.2
91/92	1735	232	13.4	338	19.5	570	32.9
92/93	1959	241	12.3	327	16.7	568	29.0
93/94	2256	288	12.8	404	17.9	692	30.7
94/95	2513	347	13.8	426	17.0	773	30.8
95/96	2739	372	13.6	408	14.9	780	28.5
96/97	2937	393	13.4	439	14.9	832	28.3
97/98	2920	362	12.4	402	13.8	764	26.2
98/99	2945	347	11.8	401	13.6	748	25.4
99/00	2797	310	11.1	281	10.0	591	21.1
00/01	2962	279	9.4	315	10.6	594	20.1
01/02	3025	219	7.2	223	7.4	442	14.6
02/03	3146	180	5.7	166	5.3	346	11.0
03/04	3094	66	2.1	61	2.0	127	4.1

Note: The numbers for statutory release, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.



Table 157

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE for FEDERAL OFFENDERS who were RELEASED at WARRANT EXPIRY (as of March 31, 2004)							
Year of Release	Total Releases	Readmission on a non-violent offence		Readmission on a violent offence		Total readmission on a federal sentence (non-violent and violent)	
		#	%	#	%	#	%
88/89	604	107	17.7	177	29.3	284	47.0
89/90	676	154	22.8	170	25.1	324	47.9
90/91	678	140	20.6	176	26.0	316	46.6
91/92	747	152	20.3	212	28.4	364	48.7
92/93	569	91	16.0	161	28.3	252	44.3
93/94	281	33	11.7	72	25.6	105	37.4
94/95	377	23	6.1	102	27.1	125	33.2
95/96	437	38	8.7	104	23.8	142	32.5
96/97	455	18	4.0	86	18.9	104	22.9
97/98	445	24	5.4	101	22.7	125	28.1
98/99	365	17	4.7	74	20.3	91	24.9
99/00	288	16	5.6	46	16.0	62	21.5
00/01	232	11	4.7	29	12.5	40	17.2
01/02	224	8	3.6	32	14.3	40	17.9
02/03	219	7	3.2	18	8.2	25	11.4
03/04	229	4	1.7	4	1.7	8	3.5

Note: The numbers for WED, prior to 1994/95, may be overstated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders who completed their sentences on full parole ten years ago, in 1993/94, had a post-warrant expiry readmission on federal sentence rate of 12% compared to 31% for offenders who completed their sentences on statutory release and 37% for offenders released at warrant expiry.

About ten years after sentence completion, the post-warrant expiry readmission rate for offenders who completed their sentences on full parole or statutory release, became fairly stable, whereas the post-warrant expiry readmission rate for offenders who were released at warrant expiry became stable after twelve years.

Offenders who completed their sentences on statutory release or who were released at warrant expiry were more likely to be re-admitted for a violent offence rather than on a non-violent offence, whereas offenders who completed their sentences on full parole were generally more likely to be re-admitted for a non-violent offence.



Post-Warrant Expiry Readmission on a Federal Sentence Rates by Offence Type:

Table 158

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who COMPLETED their SENTENCES on FULL PAROLE by OFFENCE TYPE (as of March 31, 2004) (%)				
Year of Completion	Schedule I-sex	Schedule I-non-sex	Schedule II	Non-scheduled
88/89	5.8	18.9	10.8	15.5
89/90	7.3	14.8	9.2	14.3
90/91	9.9	10.8	8.9	13.4
91/92	9.3	13.8	12.2	14.9
92/93	6.6	10.1	9.3	12.4
93/94	5.4	13.5	9.9	15.1
94/95	5.4	9.5	8.9	12.8
95/96	5.9	9.0	6.9	11.9
96/97	4.6	8.6	8.5	10.4
97/98	1.4	4.9	5.1	7.9
98/99	1.8	3.0	2.4	9.3
99/00	1.4	4.6	2.7	7.0
00/01	0.6	3.4	1.2	8.5
01/02	0.7	4.0	1.6	5.8
02/03	0.9	0.7	0.9	2.2
03/04	0.0	0.0	0.2	1.2

Note: The percentages for full parole, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders serving sentences for non-scheduled offences who completed their sentences on full parole between 1988/89 and 1994/95 had the highest post-warrant readmission rates of the offender groups for five of the seven years. Schedule I-non-sex offenders had the highest rates for the other two years.



Table 159

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who COMPLETED their SENTENCES on STATUTORY RELEASE by OFFENCE TYPE (as of March 31, 2004) (%)				
Year of Completion	Schedule I-sex	Schedule I-non-sex	Schedule II	Non-scheduled
88/89	19.9	33.2	28.8	37.3
89/90	22.7	29.4	22.1	38.4
90/91	17.8	31.5	21.4	33.3
91/92	18.6	34.2	28.7	39.5
92/93	17.7	31.0	23.2	33.3
93/94	18.4	32.1	21.9	38.3
94/95	16.4	32.3	26.9	37.6
95/96	14.1	28.8	25.0	37.2
96/97	9.5	29.7	22.9	40.1
97/98	10.0	28.2	18.3	36.0
98/99	8.7	26.3	22.8	37.5
99/00	6.3	20.7	14.9	35.3
00/01	9.5	20.6	13.7	30.3
01/02	4.8	14.1	10.8	23.2
02/03	2.4	11.0	7.2	17.5
03/04	0.7	3.7	3.6	7.0

Note: The percentages for statutory release, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders serving sentences for non-scheduled offences who completed their sentences on statutory release, between 1988/89 and 1994/95, had the highest post-warrant readmission rates of all the offender groups for each of the seven years.



Table 160

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who were RELEASED at WED OFFENCE TYPE				
of March 31, 2004) (%)				
Year of Completion	Schedule I-sex	Schedule I-non-sex	Schedule II	Non-scheduled
88/89	33.3	47.5	33.3	52.1
89/90	45.1	46.7	29.2	52.7
90/91	40.0	48.3	39.3	48.0
91/92	34.1	50.4	40.0	55.9
92/93	37.9	47.7	32.1	45.0
93/94	24.5	44.8	37.5	47.4
94/95	26.3	36.6	37.5	43.8
95/96	23.8	34.2	40.0	59.6
96/97	16.7	27.7	36.4	29.7
97/98	23.3	31.1	16.7	46.4
98/99	21.4	27.5	0.0	60.0
99/00	17.3	24.0	100.0	30.8
00/01	10.8	20.6	50.0	46.2
01/02	13.1	20.0	25.0	29.4
02/03	6.1	14.6	40.0	16.7
03/04	2.1	5.1	0.0	0.0

Note: The percentages for WED, prior to 1994/95, may be overstated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders serving sentences for non-scheduled offences who were released at WED, between 1988/89 and 1994/95, had the highest port-warrant readmission rates for five of the seven years. Schedule I-non-sex offenders had the highest rates for the other two years.



Post-Warrant Expiry Readmission on a Federal Sentence Rates by Aboriginal and Race:

Table 161

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who COMPLETED their SENTENCES on FULL PAROLE by ABORIGINAL and RACE (as of March 31, 2004) (%)					
Year of Completion	Aboriginal	Asian	Black	White	Other
88/89	11.8	21.4	27.3	14.8	6.9
89/90	23.1	0.0	18.9	12.3	0.0
90/91	16.7	0.0	11.8	10.9	8.5
91/92	13.2	20.0	8.5	13.5	5.8
92/93	14.0	0.0	17.8	9.9	6.7
93/94	16.9	8.7	7.7	11.9	7.5
94/95	17.0	3.7	5.0	9.8	3.6
95/96	12.8	4.3	4.5	9.4	0.0
96/97	13.6	1.9	10.2	8.6	2.1
97/98	3.9	2.0	4.9	5.7	1.6
98/99	1.4	2.9	0.9	4.5	1.7
99/00	8.2	2.6	0.9	4.2	0.0
00/01	2.2	1.8	0.7	3.3	1.4
01/02	2.8	2.1	1.7	3.3	0.0
02/03	2.2	0.0	1.4	1.0	1.0
03/04	0.0	0.0	0.0	0.1	2.8

Note: The percentages for full parole, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Aboriginal offenders who completed their sentences on full parole between 1988/89 and 1994/95 had the highest post-warrant readmission rates of the offender groups for four of the seven years. Black offenders had the highest rates for two years and Asian offenders had the highest rate for one of the years.



Table 162

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who COMPLETED their SENTENCES on STATUTORY RELEASE by ABORIGINAL and RACE (as of March 31, 2004) (%)					
Year of Completion	Aboriginal	Asian	Black	White	Other
88/89	37.4	20.0	25.7	32.6	13.6
89/90	34.5	14.3	47.2	30.2	9.1
90/91	33.5	0.0	31.7	29.1	12.1
91/92	35.7	42.9	44.2	32.5	11.8
92/93	31.6	9.1	29.1	29.0	7.4
93/94	33.7	0.0	32.4	30.3	29.6
94/95	35.9	16.0	25.6	30.3	21.9
95/96	31.6	32.1	22.1	28.8	5.9
96/97	31.9	21.1	23.9	28.7	5.9
97/98	28.0	5.2	19.9	27.2	15.0
98/99	28.1	9.6	18.9	26.0	12.7
99/00	22.5	11.5	12.6	22.1	10.6
00/01	21.2	8.0	13.1	21.4	6.0
01/02	12.9	8.2	11.4	15.8	7.0
02/03	11.1	6.0	10.0	11.5	1.4
03/04	3.9	3.1	2.6	4.4	1.3

Note: The percentages for statutory release, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Aboriginal offenders who completed their sentences on statutory release, between 1988/89 and 1994/95, had the highest post-warrant readmission rates of all the offender groups for five of the seven years, while Black offenders had the highest rates for two of the years.



Table 163

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS RELEASED AT WED by ABORIGINAL and RACE (as of March 31, 2004) (%)					
Year of Completion	Aboriginal	Asian	Black	White	Other
88/89	43.6	0.0	40.0	49.1	20.0
89/90	47.8	33.3	61.5	48.1	30.0
90/91	49.2	0.0	44.4	45.5	55.6
91/92	49.5	50.0	43.8	49.2	11.1
92/93	51.4	0.0	33.3	43.1	0.0
93/94	36.4	-	14.3	40.4	14.3
94/95	37.6	0.0	30.0	32.4	12.5
95/96	35.0	-	37.5	31.2	33.3
96/97	33.3	100.0	30.0	18.8	0.0
97/98	32.5	0.0	36.4	25.6	37.5
98/99	24.3	0.0	37.5	25.1	0.0
99/00	20.8	0.0	28.6	22.4	11.1
00/01	14.8	0.0	16.7	20.2	0.0
01/02	15.5	50.0	25.0	18.2	11.1
02/03	10.4	0.0	28.6	10.6	0.0
03/04	4.3	0.0	0.0	3.8	0.0

Note: The percentages for WED, prior to 1994/95, may be overstated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Aboriginal offenders who were released at WED, between 1988/89 and 1994/95, had the highest port-warrant readmission rates for three of the seven years. White offenders had the highest rates for two of the years and Black offenders had the highest rate for one year and the Asian offenders for one year as well.



Post-Warrant Expiry Readmission on a Federal Sentence by Region:

Table 164

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who COMPLETED their SENTENCES on FULL PAROLE by REGION (as of March 31, 2004) (%)					
Year of Completion	Atlantic	Quebec	Ontario	Prairies	Pacific
88/89	21.5	18.6	10.5	9.4	8.5
89/90	19.4	13.3	12.7	9.4	5.0
90/91	17.3	12.4	7.7	10.6	7.2
91/92	17.6	18.8	9.7	11.2	2.0
92/93	14.4	10.3	9.9	10.6	4.7
93/94	15.5	13.1	10.0	14.3	3.4
94/95	14.2	10.8	7.9	10.1	3.1
95/96	12.8	9.6	5.7	9.2	8.3
96/97	11.5	10.9	7.0	6.1	5.1
97/98	10.7	5.6	2.2	6.8	1.2
98/99	9.5	3.5	2.0	3.8	2.3
99/00	6.7	3.7	2.4	4.8	2.0
00/01	5.0	2.9	1.6	2.8	3.2
01/02	3.9	2.7	3.4	2.1	2.8
02/03	3.5	0.4	0.7	0.6	1.7
03/04	0.0	0.0	0.0	1.2	0.0

Note: The percentages for full parole, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders from the Atlantic region who completed their sentences on full parole between 1988/89 and 1994/95 had higher post-warrant expiry readmission rates than offenders from the other regions for six of the seven years. Offenders from the Quebec region had the highest rate for the other year.



Table 165

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS who COMPLETED their SENTENCES on STATUTORY RELEASE by REGION (as of March 31, 2004) (%)					
Year of Completion	Atlantic	Quebec	Ontario	Prairie	Pacific
88/89	43.8	40.6	27.7	28.2	25.6
89/90	38.7	39.5	27.2	27.5	18.2
90/91	29.9	36.2	23.7	27.6	26.0
91/92	39.0	40.2	31.3	25.5	27.0
92/93	32.1	36.0	26.2	24.3	24.8
93/94	33.5	36.5	28.2	26.2	27.6
94/95	34.6	35.2	26.5	29.5	28.2
95/96	34.1	33.1	22.2	27.9	25.6
96/97	28.6	32.3	25.3	26.0	28.5
97/98	27.5	31.5	20.8	24.3	25.6
98/99	27.1	25.1	24.0	25.6	26.5
99/00	28.7	19.6	17.1	22.8	22.3
00/01	31.1	21.1	17.3	18.0	20.2
01/02	18.8	16.2	13.9	11.1	17.2
02/03	14.1	10.3	10.2	11.0	11.7
03/04	5.1	3.4	3.4	4.5	5.3

Note: The percentages for statutory release, prior to 1994/95, may be understated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders from the Quebec region who completed their sentences on statutory release between 1988/89 and 1994/95 had higher post-warrant expiry readmission rates than offenders from the other regions for six of the seven years. Offenders from the Atlantic region had the highest rate for the other year.



Table 166

Source: NPB

POST-WARRANT EXPIRY READMISSION on a FEDERAL SENTENCE RATES for FEDERAL OFFENDERS RELEASED AT WED by REGION (as of March 31, 2004) (%)					
Year of Completion	Atlantic	Quebec	Ontario	Prairies	Pacific
88/89	39.3	65.2	52.3	41.8	41.9
89/90	64.7	51.7	46.0	47.1	41.3
90/91	42.6	55.8	45.9	46.2	40.8
91/92	64.6	59.4	44.2	44.7	40.0
92/93	55.3	52.5	45.2	43.2	30.3
93/94	51.9	41.1	27.6	40.5	35.7
94/95	35.5	54.5	25.0	29.8	30.2
95/96	22.6	38.9	29.8	33.6	33.3
96/97	27.1	26.0	17.4	28.8	18.3
97/98	31.7	34.7	22.0	26.3	29.4
98/99	29.2	31.3	27.7	19.4	25.4
99/00	15.8	27.8	25.0	19.4	18.9
00/01	31.8	15.2	8.7	20.5	20.0
01/02	20.8	31.4	16.4	11.5	10.5
02/03	25.0	12.1	6.8	13.3	6.3
03/04	3.3	6.8	0.0	6.7	0.0

Note: The percentages for WED, prior to 1994/95, may be overstated as a data conversion completed in 1993/94 did not convert the type of release in all cases. If there is no type of release indicated, it is assumed that the release was at WED.

Offenders who were released at WED in the Atlantic and Quebec regions, between 1988/89 and 1994/95, had the highest post-warrant readmission rates.



4.4 INFORMATION AND SERVICE TO VICTIMS AND THE PUBLIC

The National Parole Board is responsible under the *CCRA* for the provision of information to victims of crime and assistance to those who wish to observe NPB hearings or to gain access to the decision registry. Effectiveness in these areas of service and support is a crucial part of the Board's efforts to be accountable to the public and to build credibility and understanding for the conditional release program.

In reviewing the information within this section, you will note some significant variances between regions and some significant changes within regional numbers. This is a result of inconsistent recording methods between the regions and recent changes to recording methods within some regions, as well as the efforts the Board has made over the last few years to improve relations and contacts with victims and the public. The Board is taking steps to ensure that the information provided within this section is as consistent and accurate as possible. In the mean time, this section does still provide an indication of the level of contact the Board has with victims and the public.

Information to Victims:

Table 167

Source: NPB

CONTACTS with VICTIMS											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	#	
1999/00	998	9	628	6	4327	39	2285	20	2939	26	11177
2000/01	1346	11	908	7	3967	31	2882	23	3615	28	12718
2001/02	1933	14	1880	13	3837	27	3067	22	3296	24	14013
2002/03	1863	13	1516	11	4250	30	2487	17	4154	29	14270
2003/04	2212	15	1444	10	3943	26	3461	23	4203	28	15263

Contacts with victims increased 7% in 2003/04 and have risen 37% since 1999/00. The Prairie region recorded the largest regional increase in contacts with victims at 39%, followed by the Atlantic region at 19% and the Pacific region at 1%. The Ontario region recorded a decline of 7%, while the Quebec region recorded a decline of 5%.



Observers at Hearings:

Table 168

Source: NPB

OBSERVERS at HEARINGS											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1999/00	430	33	129	10	429	33	169	13	143	11	1300
2000/01	378	33	254	22	204	18	214	18	113	10	1163
2001/02	262	24	290	27	239	22	250	23	48	4	1089
2002/03	303	27	282	25	263	23	193	17	99	9	1140
2003/04	156	14	191	18	184	17	325	30	224	21	1080

The number of observers at hearings decreased 5% in 2003/04. The Pacific region had a 126% increase in observers at hearings, followed by the Prairie region with a 68% increase. The Atlantic region had a 49% decrease in observers at hearings, followed by the Quebec region with a 32% decrease and the Ontario region with a 30% decrease.

Table 169

Source: NPB

HEARINGS with OBSERVERS											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1999/00	41	9	66	15	176	40	82	19	76	17	441
2000/01	57	14	94	23	75	18	108	26	77	19	411
2001/02	39	10	84	22	103	28	114	30	34	9	374
2002/03	44	10	85	19	126	28	132	30	57	13	444
2003/04	35	7	71	15	144	30	157	33	68	14	475

The number of hearings with observers increased 7% in 2003/04. The Prairie and Pacific regions had 19% increases in hearings with observers, followed by the Ontario region with an increase of 14%. The Atlantic region saw a decrease of 20% in the number of hearings with observers present, while the Quebec region saw a decrease of 16%.

Victims Speaking at Hearings Initiative:

Since July 2001, victims of crime have been permitted to read prepared statements at National Parole Board hearings. Up until then victims could only submit written statements and attend hearings as observers, but they were not allowed to speak. The following is information on the Board's experience with this initiative.



Table 170

Source: NPB

VICTIMS SPEAKING at HEARINGS 2003/04						
	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
Hearings with presentations	10	9	26	37	28	110
Presentations	18	14	38	40	52	162
In person	14	13	23	19	45	114
Audiotape	-	1	13	15	6	35
Videotape	4	-	2	6	1	13
Requested, but did not take place because of:	5	4	11	2	15	37
Offender	1	1	3	-	3	8
Victim	4	3	5	1	5	18
NPB	-	-	2	1	7	10
CSC	-	-	1	-	-	1
Major offence of victimization						
Aggravated assault	1	-	-	2	-	3
Assault		-	-	-	3	3
Assault with a weapon	-	-	1	-	-	1
Attempted murder		-	-	-	2	2
Criminal negligence causing death	-	-	-	1	4	5
Dangerous operation of a motor vehicle causing death	-	2	-	-	-	2
Drunk driving – death	-	-	2	-	-	2
Forcible confinement	-	-	-	2	-	2
Fraud	-	2	-	-	-	2
Incest	1	2	-	1	-	4
Indecent assault	-	-	-	2	2	4
Manslaughter	10	-	2	4	14	30
Murder	2	7	23	4	11	47
Robbery	1	-	-	3	2	6
Sexual assault	3	1	10	21	14	49

In 2003/04 there were 162 presentations (↑20% from 2002/03) made at 110 hearings (↑22% from 2002/03). Of these presentations, 70% were in person, 22% were on audiotape and 8% were on videotape. Of note, 42% of the presentations made since the beginning of the Victims Speaking at Hearings Initiative, on July 1, 2001, were made in 2003/04.

During 2003/04, 37 requests to speak at hearings did not take place as scheduled (↓62% from 2002/03). In 22% (57% in 2002/03) of these cases, the victim was present but the offender postponed the hearing.



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In 49% (29% in 2002/03) of the cases, the victim was present at the hearing but decided not to make his/her presentation or the victim did not present himself/herself at the hearing, in 27% (12% in 2002/03) of the cases, the victim was present but the Board had to adjourn/postpone the hearing and in one case the hearing did not take place because CSC had security concerns about the victim (one case also in 2002/03).

The major offence of victimization, for the presentations in 2003/04, was most likely to have been sexual assault (30%), followed by murder (29%) and then manslaughter (19%). By comparison, in 2002/03, the major offence of victimization was most likely to have been murder (30%), followed by manslaughter (21%) and then sexual assault (14%).



Table 171

Source: NPB

VICTIMS SPEAKING at HEARINGS (between July 1, 2001 and March 31, 2004)						
	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
Hearings with presentations	39	35	61	68	59	262
Presentations	61	42	88	84	107	382
In person	44	33	70	49	83	279
Audiotape	11	9	16	23	13	72
Videotape	6	-	2	12	11	31
Requested, but did not take place because of:	15	26	29	20	46	136
Offender	6	21	8	8	23	66
Victim	8	4	17	9	8	46
NPB	-	1	3	3	15	22
CSC	1	-	1	-	-	2
Major offence of victimization						
Aggravated assault	3	3	3	4	1	14
Assault	-	3	1	2	4	10
Assault causing bodily harm	-	-	1	2	-	3
Assault with a weapon	-	-	1	1	-	2
Attempted murder	-	1	5	-	7	13
Counselling offence that is not committed	-	1	-	-	-	1
Criminal negligence causing death	-	-	-	1	5	6
Dangerous operation of a motor vehicle causing death	-	2	-	3	10	15
Drunk driving – death	2	-	6	-	2	10
Forcible confinement	-	-	-	2	-	2
Fraud	-	3	1	-	-	4
Impaired driving	-	-	3	-	-	3
Incest	3	7	3	1	1	15
Indecent assault	3	-	1	3	2	9
Manslaughter	20	5	4	12	25	66
Murder	19	10	39	12	26	106
Robbery	2	-	1	3	2	8
Sexual assault	9	6	18	37	21	92
Spousal abuse	-	-	--	1	1	2
Threat	-	1	-	-	-	1

Since the beginning of the Victims Speaking at Hearings Initiative, there have been 382 presentations made at 262 hearings. Of these presentations, 73% were in person, 19% were on audiotape and 8% were on videotape.



The major offence of victimization for presentations made since July 1, 2001, was most likely to have been murder (28%), followed by sexual assault (24%) and manslaughter (17%).

Survey of Victims of Crime:³⁸

In April 2003, it was decided that a simple survey of those victims registered with the Board should be conducted. The impetus for a survey was the fact that the last survey was carried out over five years ago and that victims had been presenting statements at hearings for nearly two years without any formal collection of data from them on their perceptions of the process.

To this end, a four-part questionnaire was designed. The purpose of the survey was to determine if the information that the NPB provides is communicated effectively and in a timely manner. The Board also wanted to know if the services it has in place—observing hearings, accessing the Registry of Decisions, and presenting statements at hearings—are effective or in need of improvement. In July 2003, 2,782 questionnaires were mailed out. One hundred and fifty-five (155) were returned as undeliverable. By the end of September 2003, 579 responses (22%) had been returned to the Board.

Section one of the questionnaire dealt primarily with receipt of information and service delivery.

A majority of respondents indicated they received information from the Board in a timely manner and that it was not difficult to reach a contact person. What appears to be at issue is determining who to contact initially to get that information.

Respondents, on the whole, were satisfied with service delivery and the people they contacted at the Board; however, the comments suggest that there is still room for improvement in the timely delivery of information.

Nearly one-quarter of respondents (131) did not know that they could make statements at a hearing. All victims were to have been notified of this service when it was initiated. The response to the question did not allow conclusions to be drawn as to why such a large number of respondents remained unaware of this service.

Fifty-three respondents (53) who commented on why they had not made a presentation stated they fear repercussions from the offenders, find the process too intimidating, or do not wish further contact with the offender. Twenty-six respondents (26) chose not to make a presentation because of costs involved in attending a hearing and an additional 17 considered that their statements have no impact on the Board's decisions or that the offender's rights outweigh those of the victim. Seven (7) did not make a presentation because the hearing was postponed or waived.

Section 2 asked questions specifically related to observing hearings.

The majority of the respondents (97) who observed hearings were satisfied that they had been well prepared. Some respondents stated that they would benefit from knowing beforehand the layout of the waiting area and hearing rooms and knowing more about personal security and

³⁸ *Summary of Victim Responses to NPB Questionnaire, December 2003*



safety plans while at the hearing. Most respondents were accompanied when they went to a hearing. In most cases, a family member and/or friend accompanied the victims.

Section 3 dealt with questions related to accessing the Registry of Decisions. Only 84 respondents indicated they had accessed the Registry of Decisions for an average of 2.2 times each. Most respondents (49) found the decision met their expectations. Thirty respondents (30), however, found the Board decisions weighted in favour of the offender and that they did not contain enough information about the offender, in particular the offender's intent vis-à-vis the victim. Decisions were also seen as not severe enough and that there appeared to be no repercussions for offenders who broke release conditions.

Section 4 asked questions specifically related to presenting statements at hearings. The number of victims who responded to this section (71) represents 19% of all those who have made presentations at hearings since their inception. Most respondents thought that they had received sufficient information to prepare them for making a presentation at a hearing. Some wanted more time to prepare and wanted less of a "do and don't do" list regarding making a presentation.

A majority of respondents (60) found making their presentation of benefit to them because it gave them a voice, and a sense of involvement, of being heard, and considered in the criminal justice process. Although an emotional experience, it was also an opportunity to voice their opinions and concerns and level the playing field vis-à-vis the offender by clarifying some of the facts of the case that had not been disclosed. At a personal level, making a presentation gave victims some confidence, released stress, and allowed them to attain a degree of closure—a release of hurt and anger—when given the opportunity to vent, to release bottled-up feelings by reminding the offender of the pain and impact of the offence.

Ten respondents (approximately 14%) who made a presentation did not find the experience of benefit to them. This was primarily because their presentation appeared to have little or no impact on the Board, because the Board did not acknowledge the presentation or its presenters and respondents question whether or not it was heard. A few respondents found that because the offender can read the statement ahead of time, making a presentation is a waste of time. At a personal level, some victims did not find the presentation of their statement of benefit because they had to relive the experience.

Of the 323 respondents who made additional comments, 76 mentioned their satisfaction with the Board even if they were not pleased with the results of the process. Many respondents wanted and thought they were entitled to more information about the offenders' rehabilitation and the reasons for their transfers. Some respondents find that knowing of offender's progress is pertinent to writing an effective statement.

A few respondents commented on the fact that information on transfers or the decision to release sometimes go to the media before it goes to victims. If an information request is made to the Board in regard to decisions, staff should ensure within reason that the victim is notified before the media is informed. If, however, the media is present at the hearing and the victim is not, the media will have the information before the victim.



Many of the comments made in this section fell under the category of better communication needs.

The confusion of some respondents, for example, about the specific roles of NPB, CSC, and the Department of Justice in the criminal justice process, about the difference between a hearing and a trial, and about the function of the Board strongly reinforce the inadequacy of the information communication process.

Some respondents saw their statements as limited in that they are told what they can write; they found that their statements were censored; and that family voices are curbed when only one family member is allowed to speak at a hearing. Victims are told what their statements should contain; that is, what the Board can legally consider when making a decision. Their statements are not censored as to content with the exception that the language used is to be appropriate and not include profanity. On the other hand, some respondents commented that they wanted guidelines for writing statements.

The above points to the need for better communication as well as the need to alleviate confusion as to who the Board is and its role in the criminal justice process.

The Board has to learn from the survey, understand what has been said in the responses and interpret the results so that the next steps can be planned.

Access to the Decision Registry:

Information about access to the decision registry provides information on the number of decisions sent in response to requests.

Table 172

Source: NPB

DECISIONS SENT from the DECISION REGISTRY											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada #
	#	%	#	%	#	%	#	%	#	%	
1999/00	540	17	456	14	464	14	616	19	1143	36	3219
2000/01	528	12	590	14	619	15	993	24	1495	35	4225
2001/02	392	12	525	16	408	12	1050	31	959	29	3334
2002/03	533	13	879	22	663	17	698	17	1236	31	4009
2003/04	559	12	990	21	731	16	859	18	1562	33	4701

The number of decisions sent from the decision registry increased 17% in 2003/04. The Pacific region saw a 26% increase in the number of decisions sent in 2003/04, followed by the Prairie region with a 23% increase, the Quebec region with a 13% increase, the Ontario region with a 10% increase and the Atlantic region with a 5% increase.



4.5 EFFECTIVE CORRECTIONS AND CITIZEN ENGAGEMENT

In January 2004, the Performance Measurement Division completed its evaluation report covering the first three years of the Effective Corrections and Citizen Engagement (ECCE) initiatives. The report was submitted to the Department of Public Safety and Emergency Preparedness, which was responsible for presenting the overall evaluation report, for its three partners (the NPB, CSC and the Department), to the Treasury Board Secretariat in June. This report was to be accompanied by a TB submission seeking permanent funding for the activities initiated under the ECCE.

The purpose of the evaluation was to gather information in order to measure the NPB's achievement against its set objectives and to identify those aspects requiring improvement and further development. The evaluation was also to report on the costs related to ECCE activities and to assess the consequences, to the program, if investment in these initiatives had to be stopped.

During the first three years of these initiatives, the Board demonstrated its commitment and dedicated efforts to promote the implementation of effective corrections and citizen engagement. The evaluation results show that the Board largely achieved its objectives and, in order to do this, it had to invest more resources than were available to it under ECCE.

The evaluation report also raised certain regional differences in the way these initiatives have been implemented. The report's observations allowed regions to identify certain weaknesses and take the measures necessary to more effectively achieve set objectives.

During fiscal year 2003/04, the NPB pursued its commitment by carrying out a variety of activities under each ECCE component. Although certain activities are not funded directly as part of these initiatives, it is important to mention them here since they are an integral part of the Board's responsibilities and are perfectly in line with these initiatives.

Aboriginal corrections

During fiscal year 2003/04, the NPB amended its policies on decision making, risk assessment and hearings in order to reflect the special needs of Aboriginal offenders and to integrate the principles of the *Gladue* decision, which the Board must take into account when making pre-release decisions with respect to Aboriginal offenders. The Board is continuing to review all its decision-making policies to determine whether further changes are required.

As well, all regions have carried out activities meant to enhance their knowledge of Aboriginal issues. Board and staff members have also had access to Aboriginal information and awareness sessions. Most of the regions have also held meetings with their Aboriginal advisors to discuss issues relating to Aboriginal offenders and have also involved them in training Board and staff members. Some regions have also offered training to their Aboriginal advisors about the NPB's decision-making policies.



All regions have also taken steps to ensure that Aboriginal inmates and CSC staff are more informed about the process and availability of cultural hearings with an Aboriginal advisor. For example, the Atlantic region developed an information kit for Aboriginal offenders that explains the various types of hearings available. It has also provided information sessions on this subject to various staff in four federal institutions. As well, the Quebec and Ontario regions held meetings with CSC to discuss Aboriginal issues, and both regions also took steps to develop a hearing model for Inuit offenders. As for the Prairie region, it gave presentations on hearings with an Aboriginal cultural advisor as well as community assisted hearings to various First Nations communities in Alberta and Saskatchewan. The Prairie region has also hired two new Elders, one from Alberta and the other from Manitoba. In the Pacific region, the Regional Vice-Chairperson and the Regional Director visited all the federal institutions in their region to meet with members of the Native brotherhoods and inform them about the Board's role and responsibilities and the process for and availability of hearings with an Aboriginal advisor. In all regions, except for the Pacific, the number of cultural hearings with the assistance of an Aboriginal advisor increased during 2003/04. (See Table 43.)

With regard to community assisted hearings, only the Atlantic and Prairie regions have implemented this approach to date. While the number of requests for this type of hearing is still quite limited, when an offender and a community request one, the NPB must undertake a significant amount of preparatory work, which requires the direct involvement of all stakeholders, including the offender, the Aboriginal community in question, and even the victim if he or she wishes to take part in the process. For various reasons, which are most often outside the control of the Board, and despite all the resources and effort involved in the preparatory work, these measures do not always result in a hearing being held in the community. During fiscal year 2003/04, for example, only one of these hearings was held. It took place in the Micmac community of Elsipogtog in New Brunswick. Based on the feedback of those involved in this process, the experience was rated as being a very positive one. The participants stressed the benefits of such an approach and felt that it would be desirable to maintain it.

For its part, the Ontario/Nunavut region had a specific commitment toward offenders from Nunavut. Various activities have been carried out in order to advance this commitment. With the assistance of the Aboriginal and Diversity Initiatives manager at National Office, the region identified potential Inuit cultural advisors who could assist the Board during hearings for Inuit offenders. The region also negotiated an agreement with an Inuk advisor, who will advise the Board on Inuit culture and will help it develop a hearing model which is respectful of the culture of Inuit offenders. Until a hearing model for Nunavut offenders has been developed, the region has adapted the model developed and already adopted in the Atlantic region. Board members from the Ontario region also met with Inuit inmates at Fenbrook Institution to inform them about the various types of hearings offered by the NPB.

All the regions have made efforts to strengthen their ties with Aboriginal communities and have informed them about cultural hearings with an Aboriginal advisor. In regions where community assisted hearings are offered, the Board has also taken care to inform certain Aboriginal communities about this approach.



Some regions have held information sessions directly in Aboriginal communities while others have held them in urban areas, as part of conferences, meetings or committees to which representatives from Aboriginal communities were invited. All the regions recognize the importance of creating and especially maintaining ties with Aboriginal communities, which is not always easy, especially with respect to Aboriginal communities located far from major centres. The regions hope to get more involved in this area, but the lack of funding forces them to limit their activities in this regard.

Some activities, while they are not funded by the ECCE budget, are highly important, and are consistent with the spirit of these initiatives and work toward making progress on Aboriginal issues. The NPB held its annual meeting of the Aboriginal Circle in Halifax in September 2003, where participants from all regions reported on their respective activities involving Aboriginal issues. They also raised questions and concerns about the Board's work and its responsibilities toward Aboriginal offenders. Participants also took the opportunity to share their best practices.

In January 2004, the Elders, Aboriginal advisors and a few Board staff members from various regions had, for the first time, the opportunity to meet to discuss the Board's regional and national practices with respect to Aboriginal offenders. This meeting allowed them to raise certain concerns, suggest solutions, discuss variations in the assisted hearing process across the country and establish consistent national standards, as needed. At the conclusion of the meeting, participants remarked that such meetings are important and extremely beneficial. They hoped that they would occur at least once a year, since they give them an opportunity to learn from each other and share best practices.

Community corrections

One of the NPB's commitments was to improve its policies and training regarding offenders with a history of crimes involving violence and regarding the cultural diversity of offenders.

As mentioned previously, the Board finalized three of the key chapters of its pre-release policies. These chapters are section 1.2 – Conditional Release Decision Making, section 2.1 – Risk Assessment for Pre-Release Decisions: Decision-Making Criteria and Process, and section 9.2.1 dealing strictly with hearings for Aboriginal offenders. This last section was expanded to develop forms of hearings that are better suited not only to the needs of Aboriginal offenders but also those of offenders from other cultures and for women offenders. The changes made to these three chapters also ensure that Board's pre-release policies now deal with risk assessment for all types of offenders. As well, section 2.1 includes a section on family violence. The revised sections therefore provide more information, allowing the Board to make better assessments when making pre-release decisions.

In 2003/04, the Board continued to carry out various national and regional activities to better address the needs of offenders from various ethnic backgrounds and also ensure that its decision-making policies provide for relevant assessments that are more sensitive to the conditions facing these populations.



For example, the Aboriginal and Diversity Initiatives division reviewed and analyzed the existing documentation on cultural diversity and conditional release. It also offered to help the regions develop cultural diversity activity plans and assures that follow-up is conducted when required. Various groups or members of ethnocultural communities were consulted in some regions, while other regions established internal committees and/or participated in joint committees with CSC where cultural diversity issues were discussed. At the national level, the Board also worked to recruit candidates for the position of Board member from Aboriginal and ethnocultural communities.

The Atlantic, Quebec and Ontario regions provided their Board and staff members with training on offenders who have a history of crimes involving violence. This training covered various topics, such as actuarial scales for assessing risk, offenders with mental illness, high-risk cases, institutional contraband and organized crime.

With regard to the cultural diversity training provided during 2003/04, the Atlantic Region provided an information session to its Board and staff members on the culture and issues related to the Afro-Canadians in their region. The training was given to educate the Board and staff members about the culture and needs of this group and to help Board members more accurately assess the risk of Afro-Canadian offenders. As for the Ontario region, it has been involved in various activities aimed at enhancing its knowledge about certain ethnocultural groups (Afro-Canadian and Chinese communities), to which a certain percentage of its federal prison population belongs, in order to meet the needs of these offenders. Similarly, other regions belong to CSC regional ethnocultural advisory committees.

As it does each year, in 2003/04, the NPB engaged in many activities to improve case preparation, information for decision-making and its capacity to carry out conditional release reviews. These activities are carried out nationally and regionally. The Board must exercise diligence with regard to this commitment. It must constantly take action to ensure that the quality of case preparation and information provided is maintained or improved and that the required documents are available within the set deadlines. To do this, the Board must maintain open discussions with CSC and even provide training to parole officers and other stakeholders. This must be done both in the penitentiaries and the community to ensure that the needs of the NPB and CSC with regard to their respective conditional release responsibilities are well known and understood by all.

As mentioned in the ECCE evaluation report, the Board has no control over the number of cases that require a conditional release review. In certain regions, the Board had to create additional positions and increase its use of part-time Board members to meet the increased caseload. Other activities related to this commitment were reported; for example, a review of hearing rooms and recording equipment and the use of technology (video/audio conferences) for selected hearings.



Citizen Engagement/Public Education

Budget cuts imposed on the NPB have forced it to limit its community liaison activities. Despite this, once again this year, the Board has made a considerable effort to carry out a number of activities to educate the public, engage them in useful discussions on important issues relating to areas under the Board's responsibility and to forge partnerships with them. The following are a few examples that clearly illustrate the steps the Board has taken in this area. The Board gave many media interviews and also distributed information kits and brochures on the NPB. As well, regional office representatives have given a number of presentations to colleges, universities and various federal, provincial and territorial associations, such as victim support groups, police forces and other criminal justice system partners. The regions have also participated in information fairs and other activities open to the general public.

Other NPB activities were more specifically aimed at engaging citizens in useful discussions on certain key issues. Major noteworthy projects completed by the Board include the survey of victims of crime. The purpose of this exercise was to determine the degree of victim satisfaction with regard to the services provided by the Board and the role it gives to victims in the conditional release process. The survey results were analyzed and a report was distributed to the Executive Committee who will determine the next steps.

The regions have also led important activities related to this commitment. They have held meetings and participated in forums where various interest groups took part, such as victims and groups that provide services to victims, members of Aboriginal communities, ethnocultural communities, as well as members of the general public. All regions have also maintained ties with various organizations that support offenders in the community.

Another important NPB commitment involved forging partnerships with various community groups. The various advisory committees that were set up involve, for example, victims, members of Aboriginal communities and ethnocultural communities. These committees have paved the way for important discussions that have, in certain cases, led to changes in the way the Board carries out its responsibilities.

All these activities are beneficial for the Board and the various groups involved. However, developing and maintaining these activities require a lot of the Board's time and resources. An additional communications officer position was created in each region in order to maintain an acceptable level of exchange with community groups and key stakeholders. This commitment is essential and must continue since its objective is to ensure that offenders are reintegrated into the community without posing an undue risk to said community.



4.6 PROFESSIONAL STANDARDS AND DEVELOPMENT PROGRAM

The Board is required by law to provide members with the training necessary to carry out their responsibilities and to apply the legislation and policies in a fair and equitable manner. While individuals appointed as members to the National Parole Board are highly qualified, there exists no academic program or career path that provides them with the precise experience and knowledge required. In addition, the environment, the law and policies, and the process that they must follow are continuously changing. Therefore, training and development initiatives must ensure that members appropriately develop and adapt the knowledge and skills they bring to the position to meet NPB requirements and that continuous learning opportunities are provided to allow them to keep up to date and to enhance their performance as decision makers.

Three orientation sessions were provided during the fiscal year 2003/04. These sessions included one week at the national office followed by two weeks in the members' respective regions plus on-the-job coaching throughout the members' first few months of employment. The regions and national office also held workshops and information sessions to keep members and staff current with legislation, policy, procedural changes, developments resulting from recent research and/or program evaluations, as well as, to promote a greater understanding of the diverse cultures represented across Canada. In addition, many members were provided with opportunities to attend various conferences and meetings to further enhance their knowledge and skills.

After consultation with Dr. Ralph Serin, the division initiated a multi-year plan to complement existing training and evaluation strategies for the National Parole Board. The focus was on the process of decision-making by Board members with a key goal of increasing individual and corporate competencies. A report was completed that describes best practices regarding parole decision-making by integrating lessons learned from NPB investigation and audit reports. It also provides related research in order to reframe the task of release decision-making. In addition, a survey was developed that will help identify potential gaps in current training methods and training priorities. It will also assist in understanding both the factors that are considered and how information is used in release decision-making. Another aspect of this consultation was the development of a Bulletin Board. This Bulletin Board will provide Board members the opportunity to seek specific information from an external researcher regarding research findings and their relation to release decision-making. Secondly it will be utilized to identify key training themes based on the frequency that topics are raised. This Bulletin Board will be presented as a pilot early in fiscal year 2004/05.

Other commitments initiated by NPB emphasized training on federally sentenced women (FSW) and suggested that there were ways that NPB could improve decision-making with FSW. In response, the division developed and initiated a survey to learn from members the important elements in their decision-making with FSW and where they may need to develop further knowledge and skills regarding decision-making with FSW. The results of this survey formed part of the planning and development of the training strategy regarding FSW. A three-day pilot was held March, 2004 in the Pacific Region, attended by both Board members and NPB staff.



The first day centered on information from experts in the field on institutional and community programs available to FSW, community interventions needed to support reintegration and links between institutional and community programs, a description of the unique elements of women's criminal behaviour and a definition of women-centred learning and its implications for intervention with FSW. The rest of the pilot focussed on interviewing techniques as they apply to FSW. Case studies were used to bring out possible questions and areas where gender specific techniques would be important and concerns with respect to conditions for release in relation to FSW. After the evaluation of the pilot session, the pilot will be revised and enhanced training materials pertaining to FSW will be available for use in future sessions across the country.

This division continues to support international activities by providing information sessions, upon request to visiting delegates on a general overview of the National Parole Board or information as to the steps involved in the development of a parole board and training of Board members and the development of conditional release decision-making policies and risk assessment.

This division also continues to provide information on the NPB's mandate, role, policies, process and risk assessment and how it relates to Board members' decision-making and the training of new Board members in response to queries from the international community. Also this division was again involved in the program planning for the annual conference of the Association of Paroling Authorities International (APAI).



4.7 AUDITS AND INVESTIGATIONS

The Audits and Investigations Section contributes to the Board's accountability and professionalism by evaluating the quality of its conditional release decisions. It accomplishes this by ensuring that NPB decisions, its hearings and decision documentation comply with the *CCRA*, the *CCRA Regulations*, the Board's decision making policies, the latest risk assessment tools, the Duty to Act Fairly and the *Charter of Rights and Freedoms*.

Audits

The 2003/04 audit plan approved by the Executive Committee of the Board targeted the quality of the decision-making process. The audit project on the quality of the decision making process looked at 31 cases, (male and non-aboriginal) across the country who had been granted full parole between March and August 2003. The objective was to verify if the quality of the information provided to the Board, the quality of the hearing and the quality of decision and decision documentation all met the standards described above.

The Section also conducts case audits into selective incidents identified in the daily "SINTREP"³⁹ where offenders on conditional release seriously harmed someone from the community, and on specific issues of concern to the National Parole Board.

Investigations

The Section also supports and manages Boards of Investigation into incidents where offenders on conditional release have committed a serious offence in the community. Boards of Investigation are conducted in co-operation with CSC and usually have three members: a Chairperson, who is a representative from the community, a representative from CSC and a representative from NPB. If warranted, other community members are appointed who have expertise in the issue under review. The Board of Investigation conducts an in-depth review of file documentation and hearing tapes and carries out on-site interviews with those involved in the release and supervision of the offender. Two joint NPB/CSC national investigations were completed during 2003/04.

The main findings of case audits and investigations continue to include comments on issues such as:

- The need to develop a procedure requiring a chronology in cases of long-term offenders serving indeterminate sentences and multi-recidivists ;
- The need to conduct an in-depth review of the structure in place for the delivery of psychological and psychiatric services;
- The need to use various assessment tools to evaluate dangerousness and risk to reoffend and the implementation of quality control measures for psychiatric and psychological reports;

³⁹ SINTREP is a daily report prepared by the CSC Security Division of serious incidents involving offenders in the institution and in the community.



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- Hearing transcripts should be provided to members of Boards of Investigation and to Board members who conduct hearings;
- Insufficient weight given to historical factors and to negative psychological and/or psychiatric evaluations;
- The Board should take steps to improve the quality of its hearing tapes.

Detentions: Commissioner's referral

The Audits and Investigations Section is also responsible for examining documentation in support of all detention reviews referred to the Chairperson of the National Parole Board by the Commissioner of the Correctional Service of Canada. In 2003/04, the section reviewed 67 detention cases.



4.8 ACCESS TO INFORMATION AND PRIVACY

The Access to Information and Privacy Division is responsible for processing and responding to all formal requests under both the *Access to Information Act* and the *Privacy Act* addressed to the National Parole Board.

Requests under the *Access to Information Act*

NPB received a total of 33 requests under the *Access to Information Act* during the year 2003/04. Seven (7) requests came from media, twenty-one (21) came from members of the public, two (2) from business and three (3) from organizations. Two (2) requests are being carried forward to next year as the requests were received during the last month of the reporting period. The 31 requests were completed as follows:

Disclosed in part	11
Nothing disclosed (exempted)	1
Nothing disclosed (excluded)	0
All disclosed	9
Unable to process ⁴⁰	8
Abandoned by the applicant	1
Transferred	1
TOTAL	31

Twenty-five (25) requests were completed within 30 days, three (3) within 60 days, one (1) within (120) days and two (2) over 120 days. A total of five (5) consultations were processed in responding to these requests. Two complaints were filed with the Information Commissioner.

Requests under *Privacy Act*

NPB received 434 requests under the *Privacy Act* in 2003/04. Twenty-five (25) requests were carried forward from the previous year for a total of 459 requests. Of these, 439 have been completed as follows:

All disclosed	37
Disclosed in part	125
Nothing disclosed (exempted)	1
Unable to process	271
Abandoned by the applicant	5
Transferred	0
TOTAL	439

⁴⁰ The unable to process cases are requests for documents which were not within the purview of the NPB.



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Three hundred and twenty-eight requests (328) were completed within 30 days despite required consultations with other government institutions. One hundred and eleven (111) were completed within 60 days. A total of 50,626 pages were reviewed.

One (1) request was for correction to a personal file. One (1) was annotated and two (2) are outstanding.



5. CLEMENCY AND PARDONS

The Clemency and Pardons program involves the review of applications, the issuing of pardons and the rendering of pardon decisions and clemency recommendations. The next few pages will provide further information on the purpose of pardons and clemency, and on their workloads.

5.1 PARDON PROGRAM

The *Criminal Records Act (CRA)* was originally created in 1970 to ease, through the granting of a pardon, the stigma of a criminal record for those offenders who demonstrate over an appropriate number of years that they can lead crime free lives. A pardon is a formal attempt to remove a stigma for people found guilty of a federal offence who, having satisfied the sentence imposed and a specified waiting period, have shown themselves to be responsible citizens.

The last four years have seen many new initiatives for the pardon program. In 2000/01, a new automated system, the Pardon Application Decision System (PADS), came on-line. This automated system was designed to streamline the pardon process in an effort to reduce the processing time while supporting quality decision-making and ensuring a productive use of technology for information sharing. Since its inception, changes to PADS have greatly improved the efficiency and effectiveness of the pardon process and the integrity of pardon data. However, to further improve services, the Board is presently developing a new PADS Renewal (PADS-R) system which will be operational in early 2005.

Pardon Applications Received and Accepted:

The number of pardon applications received annually has a direct impact on the work environment for the pardons program, particularly when annual application volumes exceed processing capacity and backlogs develop.

Table 173

Source: NPB

PARDON APPLICATIONS RECEIVED and ACCEPTED by YEAR							
Applications	97/98	98/99	99/00	00/01	01/02	02/03	03/04
Received	21,012	22,157	22,667	19,018	18,016	16,989	16,912
Accepted	8,567	12,192	14,408	4,946	18,518	15,248	16,696
% Accepted	41%	55%	64%	26%	103%	90%	99%



The number of pardon applications received remained relatively stable in 2003/04 (↓77) but remains 26% below the 22,749 applications received in 1995/96, the year the \$50 pardon services fee was implemented. Other factors influencing application volumes include:

- Public awareness of the pardon program - The Board does not publicize the pardon program. When the program is mentioned in a speech, however, pardon applications generally increase in the short term.
- Perceived need for/utility of a pardon - The perceived usefulness of a pardon for employment, travel, etc.
- Value - The usefulness of a pardon, the efficiency of the pardon process (i.e. process time), and the amount of the fee charged for a pardon combine to create a perceived value of a pardon for potential applicants.
- Level of effort required from applicants - As a result of pardon policy changes in April 1997 applicants are now required to get a Local Police Records Check form completed and to obtain proof that all court imposed fines, restitution and compensation orders have been paid in full. The police agencies and courts often charge service fees for the provision of these documents. This increases the cost of the pardon and requires more effort on the part of the pardon applicant.

The number of applications accepted increased by 9% in 2003/04 and the proportion of applications accepted to applications received was 99%.

Pardon Decision Trends:

The *CRA* gives the NPB the authority to grant pardons for offences which are hybrid or indictable if it is satisfied that the applicant is of good conduct and has been conviction-free for five years. Good conduct is defined as no suspicion or allegation of criminal behaviour.

The *CRA* requires the NPB to issue pardons, through a non-discretionary process, for offences punishable on summary convictions following a conviction-free period of three years. Summary convictions are minor offences, such as shoplifting, causing a disturbance and possession of marijuana.



Table 174

Source: NPB

PARDONS GRANTED/ISSUED and DENIED by YEAR										
Decision	1999/00		2000/01		2001/02		2002/03		2003/04	
	#	%	#	%	#	%	#	%	#	%
Granted	3,129	53	7,495	52	10,725	63	7,204	49	8,761	55
Issued	2,732	46	6,700	47	5,920	35	7,232	49	6,832	43
Sub-Total	5,861	99	14,195	99	16,645	98	14,436	98	15,593	98
Denied	44	1	84	1	409	2	286	2	265	2
Total	5,905	100	14,279	100	17,054	100	14,722	100	15,858	100

There was an increase of 7.7% in the number of pardons decisions recorded in 2003/04. This is the second highest number of decisions recorded in the last five years.

The grant/issue rate for pardons, after returning non-eligible and incomplete applications, was 98% in 2003/04. It has been around 98%-99% for at least the last nine years.

Pardon Decision Outcomes:

Amendments to the *CRA*, which became effective August 1, 2000, changed the NPB's authority to revoke pardons.

The *CRA* gives the NPB the authority to revoke a pardon if the person to whom the pardon was issued or granted is subsequently convicted of an offence punishable on summary conviction, on evidence establishing to the NPB's satisfaction that the person is no longer of good conduct or because of evidence that the person made a false or deceptive statement or concealed information relative to the application. Prior to these amendments, the NPB had the authority to revoke pardons for all subsequent offences that had been dealt with summarily, not just offences punishable on summary conviction.

The *CRA* also states that a pardon ceases to exist if the person to whom it was granted or issued is subsequently convicted of an indictable offence, an offence that is punishable either as an indictable offence or on summary conviction (a hybrid offence), except for driving while ability impaired, driving with more than 80 mg of alcohol in 100ml of blood or failing to provide a breath sample. The NPB has the authority in these cases. A pardon also ceases to exist if the NPB is convinced by new information that the person was not eligible for a pardon at the time it was granted or issued.

The RCMP notifies the NPB when a pardon ceases to exist so that the NPB can amend its file as well as notify the agencies contacted at the time of the grant or issue of the pardon.



Table 175

Sources: NPB and RCMP

PARDONS REVOKED by YEAR						
	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
Pardons Revoked By NPB	409	409	80	20	369	534
Cease to Exist	275	234	462	443	533	780
Total	684	643	542	463	902	1,314

The number of pardons revoked by the Board increased significantly in 2003/04.

Table 176

Source: NPB

PARDON REVOCATION/CESSATION RATE				
Year	Cumulative Pardons Granted/Issued to Date	Pardons Revoked / Ceased during the Year	Cumulative Pardons Revoked/Ceased	Cumulative Revocation/Cessation Rate (%)⁴¹
1996/97	227,146	1,272	5,380	2.37
1997/98	234,779	666	6,046	2.58
1998/99	240,255	684	6,730	2.80
1999/00	246,116	643	7,373	3.00
2000/01	260,311	542	7,915	3.00
2001/02	276,956	463	8,378	3.02
2002/03	291,392	902	9,280	3.18
2003/04	306,985	1,314	10,594	3.45

The cumulative pardon revocation/cessation rate remained relatively stable in 2003/04. Over the last seven years the revocation rate has increased from 2.37% to 3.45%. Even with the increase in the pardon revocation rate, the rate remains fairly low and demonstrates that most people remain crime free after receipt of a pardon.

⁴¹ The cumulative revocation/cessation rate is calculated by dividing the cumulative pardons revoked/ceased by the cumulative pardons granted/issued to date.



Service and Productivity:

The key aspect of service to pardon applicants is timeliness of processing. Many factors influence the efficiency of this process including: volume of applications; eligibility of applicants; completeness of applications; and the level of investigation required to support decision-making.

Table 177 Source: NPB

AVERAGE PROCESSING TIMES for PARDON APPLICATIONS ACCEPTED						
	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
Applications Accepted	12,192	14,408	4,946	18,518	15,248	16,696
Cases Processed	5,528	5,905	14,279	17,054	14,722	15,858
Average Processing Time	11 mths	13 mths	18 mths	20 mths	17mths	17 mths

NOTE: The cases processed do not include revocations processed by the NPB.

The average processing time remained unchanged at 17 months in 2003/04. This average includes those cases that had been granted priority status and which were usually processed in less than two months. Applicants who do not have priority status are advised that the actual processing time is approximately 20 months. Efforts and resources are being expended by NPB to reduce the processing time. The new PADS-R system will provide quite an improvement in processing pardon applications.

5.2 CLEMENCY PROGRAM

The clemency provisions of the Letters Patent and those contained in the *Criminal Code* are used in exceptional circumstances where no other remedy exists in law to reduce exceptionally negative effects of criminal sanctions.

Clemency is requested for a myriad of reasons with employment being by far the most frequently used reason. Some of the other reasons include: perceived inequity, medical condition, immigration to Canada, compassion, financial hardship, etc.



Table 178

Source: NPB

ROYAL PREROGATIVE OF MERCY REQUESTS										
	Up to 1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Requests	471	47	35	49	51	25	20	11	29	738
Granted	133	11	6	14	15	2	0	0	0	181
Denied	85	8	9	2	3	0	1	2	0	110
Discontinued	216	40	34	32	35	26	10	16	4	413

Note: The number of granted, denied and discontinued is 34 short of the number of requests because of requests received but not yet finalized. Also, note that these numbers are provided on a calendar year basis.

In the past, many of the requests that were received and granted were for conditional pardons under the Royal Prerogative of Mercy (RPM) that would have normally been dealt with through the pardon program. These were cases where pardon applicants were required to show proof of payment of court fees, fines, etc., which were not available because of a judicial administrative practice (i.e. some courts write off the balance of a fine if the amount owing falls within certain guidelines) or a judicial error. As these individuals were unable to show proof of payment, they were ineligible to apply for a pardon. They, therefore, requested consideration under the RPM. In 1999, 13 of the 15 requests that were granted were for conditional pardons that would normally have been dealt with under the *Criminal Records Act*. On August 1, 2000, the NPB amended its policy on pardon applications under the *Criminal Records Act* to accept that a sentence involving payment of monies would be considered satisfied if third party documents were available confirming an administrative procedure or error on the part of the judicial system resulted in the applicant being ineligible for pardon under the *Criminal Records Act*. This has resulted in fewer requests for clemency under the Royal Prerogative of Mercy.

In 2003, the number of requests for clemency received more than doubled from the previous year (from 11 to 29). At the end of 2003, 12 requests were awaiting preliminary reviews (requests received in the latter part of 2003) and 12 were awaiting replies from applicants. The other 5 requests were either under investigation or being reviewed for a final decision.

The Royal Prerogative of Mercy has been granted in about 18% of cases over the last seven years, and denied about 9% of the time. This compares with a grant rate of 25% since 1981 and a deny rate of 15%. The majority of requests were discontinued because the client did not provide sufficient information or proof of excessive hardship to proceed with the request.



6. POLICY, PLANNING and OPERATIONS

Staff members in the Policy, Planning and Operations Division are responsible for a wide range of functions including:

- Input to legislative change;
- Policy development and revision;
- Coordination of the Board's strategic and operational planning processes;
- Coordinating the development and revision of national processes for the delivery of the conditional release program;
- Ensuring user needs are identified and met in an automated system to support the delivery of the conditional release program;
- Aboriginal and diversity initiatives.

Highlights of activities within the Division during 2003/04 include:

- Involvement in many aspects of the follow-up to the *CCRA* Review, including participating in the drafting of possible legislative amendments. A Bill has been tabled in the House of Commons to modify the *CCRA*.
- *Corrections and Conditional Release Regulations* – a package of proposed changes was completed and the Board is awaiting an opportunity to have these proceed through the regulatory approval process.
- *Youth Criminal Justice Act* – This Act came into force on April 1, 2003. The division worked with others to explore the implications of this Act for NPB.
- Participating actively with others throughout the Board to address the Board's continuing resource management challenges. Some progress has been made in addressing these challenges and further work is continuing.
- Development and approval of revised conditional release policies to make them more reflective of the Aboriginal perspective and to incorporate the principles of the Gladue decision.
- Development and approval of initial changes in pardon policy and the initiation of a more fundamental review and revision of this policy.
- Involvement in a wide range of activities related to victims including assisting in the establishment and implementation of a joint NPB/CSC victims' "office" at the Department of Justice; completing a survey on the satisfaction of victims regarding their contacts with NPB; and participation in training of NPB and CSC staff across the country who are involved with victims.



- Representing the Board in many initiatives related to the Integrated Justice Information initiative, which is designed to enhance information sharing across the criminal justice system.
- A wide range of activities related to enhancing conditional release processes and the development of an automated Conditional Release System (CRS). The system will be implemented in a coordinated fashion with CSC's Offender Management System.
- Parole and Federally Sentenced Women: National Parole Board commitments were tabled and approved by the Executive Committee. We are now in the process of developing an action plan to assist the National Office and regions in their work to advance these commitments.
- Continued progress on the ethnocultural consultation to determine the needs of offenders from various ethnocultural communities in terms of NPB decision processes - there are 3 regions remaining.
- Held a joint Department/NPB meeting of Elders to further our work on Aboriginal issues from the perspective of the Elders who are working with us throughout the criminal justice system.
- Working with external researchers who are studying such areas as: risk assessment and decision-making in relation to Federally Sentenced Women and women's re-entry into society.
- Aboriginal Circle meeting held in September in the Atlantic region.



7. CORPORATE MANAGEMENT

Corporate Management provides support to the Board's main business lines (Conditional Release and Clemency and Pardons).

CORPORATE SERVICES

Corporate Services' activities include participation in the development of the planning and accountability framework and a range of services in the areas of finance, human resources, administration, and information management.

The following are some of the activities undertaken by Corporate Services in 2003/04:

1. Internal Classification Review

For several years, NPB managers and staff have felt that their positions were under classified in relation to other government departments. To address this concern, NPB initiated, in 2002, a review of the classification of all its positions. As a first step, Management updated all the work descriptions with the input of the employees. In 2003, all the work descriptions were evaluated by a single committee to ensure maximum consistency in the results from both an internal and external relativity point of view. The results have been shared with Management and should be communicated to the staff in the near future.

2. Treasury Board (TB) Submission

Corporate Services took the lead in developing a Treasury Board submission that provided Treasury Board Secretariat with an overall description of critical/budget pressures for fiscal years 2003/2004 and 2004/2005. NPB provided a comprehensive business case for its resource requirements for sustaining its programs by demonstrating that it had very little flexibility for resource reallocation under the current parameters, given the statutory nature of its responsibilities, its heavy workloads, and its limited budgetary levels.

Temporary resource relief was provided by TBS to NPB for partial funding for 2003/2004 and 2004/2005. Even though NPB received partial funding to deal with the critical operating and program issues in 2004/2005, NPB will be pursuing with TBS the assessment of its activities to provide NPB with a more permanent solution. A further assessment of NPB's activities by TBS is planned for 2004/2005 and future years in order to provide NPB with a more stable operating environment which is consistent with modern comptrollership, modern management and human resource modernization principles.



3. Government-Wide Implementation of the Financial Information Strategy (FIS)

As of March 31, 2004, the Financial Information Strategy (FIS) has been in place for three years at the National Parole Board. Our second set of departmental financial statements, prepared on an accrual basis and consistent with private sector-like accounting practices, was completed by the end of June 2003. The information used in the preparation of these financial statements as well as in our monthly trial balances will help to enhance decision-making and accountability and to improve organizational performance through the strategic use of financial information. It is also interesting to note that our statements have been used as a model for the small agency community. Additionally, during the 2003/04 fiscal year, the Corporate Services Division implemented:

- a national automated inventory system using bar-code readers to better track and manage our capital assets,
- an automated leave balance interface between the financial management and human resource management systems that now provides the Board with key accrual information required in our financial systems under FIS

Additionally, during the latter part of 2003/04, Finance and Operational Planning worked together to develop a Program Activity Architecture (PAA) for the National Parole Board. This PAA will enable automated reporting of resources allocated and consumed by strategic outcome and program activity for 2004/05 and future years. A major financial system restructure of the Chart of Accounts was necessary to support the PAA model. The financial policy and system activities were finalized during March 2003 and the new Chart of Accounts was implemented April 1, 2004.

4. National Space Study

The key activity undertaken by the Administrative Services in fiscal year 2003/04 was to follow-up on the final Space Analysis report. NPB National Office undertook discussions with TBS and with PWGSC for a “business case” to obtain Quasi-Judicial recognition for additional space and possible funding from Treasury Board Secretariat. TBS gave recognition *in principle* of the Quasi-Judicial status to the NPB, however, before TBS gives further consideration to the request, NPB must demonstrate its ability to manage its national space envelop, provide an Accommodation Management Framework (AMF) document, a Master Occupancy Agreement (MOA) with PWGSC model and a five (5) year accommodation plan. A space formula based on PWGSC is now used to calculate space entitlement in a consistent manner. As Occupation Instruments are being renewed, the formula is applied for each location. An overall national entitlement was presented to the Senior Management Committee in December 2003. An Accommodation Management Framework is currently under development.



PERFORMANCE MEASUREMENT

The mandate of the Performance Measurement Division (PMD) is to measure and evaluate the Board's two programs, conditional release and clemency and pardons and report on key aspects of these programs and their performance in core areas. This is an important role, as the PMD's performance monitoring activities feed into and play an integral part in all of the Board's activities.

The following are some of the activities undertaken by the Performance Measurement Division in 2003/04:

1. Evaluation of the Effective Corrections and Citizen Engagement Initiatives

The evaluation of the above initiatives is very important for the Board because future funding of these initiatives depends on the findings of this exercise.

During this fiscal year, the Division finalized the field work for the evaluation using the interview guides developed in 2002/03. The Division conducted interviews at National Office and all the regions. A preliminary report was prepared and the findings of the evaluation were submitted to the Senior Management Committee in September 2003. The final report was adopted in January 2004 and submitted to the Ministry for inclusion in the Ministry report which will be submitted to Treasury Board in June 2004.

The Division also assisted responsibility centres in defining their objectives with regards to these initiatives so that the Board respects its undertakings with Treasury Board. This will also assist in monitoring, as well as, conducting the final evaluation of these initiatives.

2. Performance Monitoring Report

The Performance Monitoring Report for 2002/03 was published and presented to the Executive Committee in September 2003. This year effort was made to link results to the strategic objectives of the Board. This report is a very important and useful source of information for the Board and is used not only at National Office but also in the regions. This report is available on the Internet and as such contributes to educating the public about the Board and what it does.

3. Profile of the Federal Offender Population

A report was published on the profile of the federal offender population in each region. The report will assist the regions as they adapt their services to be sensitive to the growing diversity within the federal offender population.



4. Environmental Scan of the Conditional Release Program 2003

At the request of the Executive Director, the Division prepared an environmental scan of the conditional release program. This document was distributed to the Executive Committee and will be useful for long term planning.

5. Study on Homicides committed by Offenders on Conditional Release

The Division undertook, this year, a detailed study of homicides committed by offenders on conditional release. The difficulty encountered during this study was that OMS does not always contain the date of the offence, information which is essential to determine if a homicide was committed during a supervision period. The Division verified all active cases, while CSC verified the inactive files. Once all the information was available, a report was prepared for the Chairperson of the Board. The report was shared with regions as well as CSC.

6. Conditional Release Information Management System (CRIMS)

CRIMS is an application, which is becoming more and more well-known and appreciated by its users. It is now available to all NPB employees and to about 75 people at CSC and the Correctional Investigator's Office.

The Division continues to update the database on a monthly basis, which permits users, especially the regions, to have a current picture of their operations. While this requires a certain amount of time, development did continue on the application this year. A new variable was added to the Appeal Division module which permits users to obtain information on whether the decision being appealed was a cultural hearing. CRIMS also permits the development of ad hoc reports such as: the average length (by month and intervals) of supervision periods for offenders serving determinate sentences and the results of statutory releases when preceded or not by a day or full parole.

CRIMS continues to be a valuable resource for the Board. This system permits a more efficient use of resources and assures that the information that is readily available is up to date, of the highest quality, reliable and consistent.

7. Statistics and Data Quality Control

While CRIMS is capable of producing most of the statistics required to respond to internal and external requests, other statistics are sometimes required. Given the efforts of the Division, most of these requests are answered within 24 hours. In addition, important efforts continue to be spent on putting into place and maintaining the mechanisms used to monitor the quality of the data in the Offender Management System and the Data Warehouse. The Division produces, on a regular basis, 40 different error check reports in addition to ad hoc reports as needed.



As CSC has chosen to use Oracle as its database management system, the Division had to convert 150 reports previously constructed using Impromptu to Oracle Discoverer. During the year, more than 100 reports were converted.

8. Observers, Decision Registry, Contacts with Victims and Victims Speaking at Hearings

The Division continues to maintain a database on contacts with victims, observers, requests for access to the decision registry as well as victims speaking at hearings. Monthly reports are prepared on victims speaking at hearings and other reports are prepared as requested.

Copies of the Performance Monitoring Report are available on the NPB website or by contacting the Performance Measurement Division at 613-954-6131.



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