

National Parole Board Performance Report



**For the
period ending
March 31, 2003**

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Section I: The Message

Public safety is the top priority for the National Parole Board (NPB). Clear and concise information on the manner in which the Board responds to this priority is essential for public credibility.

In fact, there are growing public expectations that openness and accountability must characterize program delivery throughout government. Canadians and their elected representatives are demanding access to information which provides an accurate and balanced picture of the effectiveness of government operations. Not surprisingly then, performance reporting has been the subject of much review and discussion within government. For example, both the Auditor General (AG), and the Treasury Board Secretariat (TBS), through an independent assessor, recently reviewed NPB's Performance Report to Parliament.

The AG's study, which examined the Performance Reports of nine federal organizations in the justice sector, found the NPB report to be reasonably effective, but in need of enhancement to: clarify the working relationship between the Correctional Service of Canada (CSC) and NPB in managing the federal conditional release system; strengthen the focus on results in certain areas (e.g. information for victims of crime); and demonstrate how performance information contributes to program improvement. The independent assessment commissioned by TBS considered NPB's report to be good, but cited the need for improvement in linking performance information with progress made on commitments set out in previous Reports Plans and Priorities, and in explaining the sources for, and quality of, data and information used by NPB to prepare Performance Reports.

Outcomes

Information in this report responds directly to these recommendations for improvement. It also emphasizes program results, reflecting the fact that the Board continues to be judged primarily on the outcomes of its decisions to grant pardons or to release offenders to the community on parole.

In this context, program data continue to demonstrate that pardons and parole contribute effectively to public safety. About 97% of all pardons awarded over the past 30 years remain in force, indicating that the vast majority of pardon recipients remain crime free in the community. Information on parole yields similar results. Nine of every ten releases on parole do not result in a new offence during the supervision period, and 99 of every 100 releases do not result in a new violent offence.

The Board will continue to pursue measures to improve information for reporting on performance. Through these efforts, which will emphasize openness and balance, the Board expects to strengthen its capacity for demonstrating its contribution to public safety, and informing public debate of parole and related matters.

D. Ian Glen, Q.C.

Chairperson

Section II: The Accountability Framework

1. Mission

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

Core Values: The Mission establishes four core values:

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

2. Mandate

The National Parole Board is an independent administrative tribunal responsible for making decisions about the timing and conditions of release of offenders to the community on various forms of conditional release. In addition, the Board makes pardon decisions, and recommendations for clemency through the Royal Prerogative of Mercy. The Board's primary objective is to contribute to the long-term protection of society.

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

Resources for 2002-03			
Planned Spending	Total Authorities	Actual Expenditures	Full-Time Equivalents Used
\$ 30,800,000	\$ 36,593,092	\$ 36,475,266	376

3. Structure for Program Delivery

The Board carries-out its work through five regional offices and the national office in Ottawa. The national office is responsible for clemency recommendations, pardon decisions and related policies. It is also responsible for a range of activities related to conditional release, including investigations, appeal decisions, policy development, and Board member training. As well, the national office provides leadership for planning, resource management, communications,

performance reporting and corporate services.

Conditional release decisions are made by Board members in the regions, and in the case of appeals, by the Appeal Division in Ottawa. Board members are supported by NPB staff who, working closely with CSC, schedule hearings, ensure that all information for decision-making is received, and shared with the offender, provide policy advice and communicate conditional release decisions to the offender, CSC and others, as required. Staff in regions also provide information for victims of crime, make arrangements for observers at NPB hearings, and manage requests for access to the Board’s decision registry.

4. Partnership for Program Delivery

Partnership is integral to effective NPB operations. As the Board's key partner, CSC provides information for NPB decision-making (from external sources, and internally generated assessments). If the Board grants release, CSC supervises offenders in the community, and provides information to NPB on changes in risk presented by supervised offenders. In a similar manner, the RCMP and other police services provide information for NPB decision-making for pardons. Clearly, the Board shares accountability for "outcomes". For example, the Board cannot claim full credit when parolees succeed. “Success” is the result of many players in the system, as well as the offender.

Figure 1 - CSC and NPB Working Relationship - Conditional Release	
CSC Responsibilities for Offenders	NPB Decision-Making Responsibilities
<ul style="list-style-type: none"> • Care and custody. • Programs and treatment. • Work release, temporary absences (TA) (TA authority delegated by NPB in many cases). • Information for NPB decisions: external (e.g. police, courts); produced by CSC (e.g. programs/treatment, recommendations). • Release on statutory release (SR) occurs by law at 2/3rds of sentence. • Recommendations for NPB on the need for special conditions for SR. • Supervision of offenders released to the community on TAs, parole and SR. • Information for NPB post-release decisions - changes in risk levels for offenders in the community. • Recommendations to NPB for detention of offenders past SR to warrant expiry. 	<ul style="list-style-type: none"> • Review of cases and decisions for: <ul style="list-style-type: none"> - TAs for specific groups (e.g. lifers); - the timing and conditions of release of offenders on day and full parole. • Decisions to impose special conditions on SR. • Post-release decisions (revoke or maintain release, revise conditions). • Detention decisions.

Section III: The Strategic Framework

1. The Environment

The Board works in a complex and challenging environment demanding effective support for government priorities, careful assessment of pressures within the justice system, thoughtful consideration of public issues and concerns, and ongoing pursuit of innovation and improvement to meet urgent resource challenges and emerging management initiatives.

External Factors

Government Priorities: Successive Speeches From The Throne, and major policy initiatives, have 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.

Consistent with efforts for public safety, the Government introduced the Effective Corrections initiative which is a broad strategy for enhancing the effectiveness of corrections and conditional release. Measures to address the unique needs and circumstances of Aboriginal offenders are a priority, as are measures to address the growing diversity within the federal offender population and the community.

Two initiatives are underway to support Effective Corrections. The first involves the development of the Conditional Release System (CRS), NPB's component of the Offender Management System, the information system shared by CSC and the Board for managing the delivery of federal corrections and conditional release. NPB received \$4.6 million over four years for development of CRS. Work on CRS also comprises an important aspect of the government's Integrated Justice Information initiative. The second is Citizen Engagement. Conditional release evokes strong public reaction and vigorous public debate. The Board is in the third year of a five year citizen engagement strategy designed to produce timely, relevant public information, meaningful, opportunities for public involvement in discussion of parole and public safety, and effective community partnerships for the safe reintegration of offenders.

The federal government has also made a strong commitment to good governance and quality service to clients through an aggressive service improvement initiative. Strategies for service improvement include "Government on Line" (GOL), a broad initiative to provide on-line access for Canadians to government information and service; and modern comptrollership to promote effectiveness and greater accountability in spending throughout government.

Legislative Review: The Standing Committee on Justice and Human Rights completed its report for the review of the *CCRA* in May 2000. The report entitled "The Corrections and Conditional Release Act - A Work in Progress", made numerous recommendations with important implications for corrections and conditional release in Canada. The government response endorsed most recommendations and called for concrete action to address the concerns of the Committee. In June 2003, the government tabled Bill C-40 in the House, which represented the

legislative response to the Standing Committee's work. With CSC and the Department of the Solicitor General, the Board also made progress in areas which did not require legislative reform. For example, important steps were taken to establish more inclusive processes for victims of crime. Measures were introduced to allow victims to read statements at NPB hearings, and a small national office (CSC/NPB) was created to provide better coordination and response to victims' issues. Continued support for directions set in the government response to the CCRA review will be an important priority for NPB.

In addition, the Board is working with the Department of the Solicitor General on a review of the *Criminal Records Act* which will examine the Act in the context of the purpose and value of a pardon, the quality of service provided for pardon applicants, and emerging trends for technological advancement, and integrated justice information.

Public Attitudes: Concerns for safety and security persist and have deepened amidst widespread reports of global terrorist threats. There also appear to be heightened concerns about crime and violence, particularly violent reoffending by individuals in the community on various forms of conditional release. These concerns are manifest in frequent calls for a comprehensive review of correctional law, policy and operations, and growing mistrust of corrections and paroling authorities.

Aboriginal People: There is growing recognition that the over-representation of Aboriginal people in the justice system has reached crisis proportions, and could worsen, as increasing numbers of Aboriginal youth approach the most crime prone years. There is also evidence of increased involvement of Aboriginal youth in gangs and gang-related activities. These trends could influence Aboriginal crime rates, and exacerbate Aboriginal over-representation in the justice system. Through a recent Speech From The Throne, the government recognized the seriousness of the situation and called federal departments and agencies to action to address this situation.

Internal Factors

Workload Pressures: The Board continues to experience heavy and complex workload demands. The increasingly violent offence profile of federal offenders, growing involvement with victims of crime, and heavy demands for conditional release reviews and pardons clearly demonstrate this trend. In addition, the Board must respond to numerous management improvement initiatives such as modern comptrollership, and more rigorous program evaluation. Collectively, these pressures create significant challenges for the Board, demanding careful review of priorities and resource allocation which supports effective contribution to public safety.

Information Management and Technology: Quality information is essential for quality decision-making in the areas of conditional release and pardons. Productive use of technology is critical for the collection and transfer of quality information. The Board faces the constant challenge of identifying the resources necessary to develop and refine essential information systems, and provide ongoing maintenance and support. New information initiatives such as the GOL and Integrated Justice Information create new demands. In order to derive maximum

benefits from technology, the Board has developed a comprehensive information technology strategy which will emphasize interoperability and long-term affordability.

Human Resource Management: More than 35% of NPB staff are 50 years or older, with the potential for significant numbers of departures over the next five years. Replacement of these employees will be difficult, given the Board's human resource environment. The classification levels in the Board are lower than the levels for similar positions in than many other organizations, and limited opportunities for career development and advancement. To add complexity to the human resource challenge, NPB is committed to having a work force profile which reflects Canadian diversity.

2. The Vision (HL)*

In the late 1990's, the Board recognized the complex and dynamic nature of its environment, the challenging demands of its labour-intensive program responsibilities, and the need for continuous improvement in public safety and public service. In this context, the Board developed its Vision For The Year 2000 And Beyond. The Vision positions the Board to meet ongoing and emerging challenges. It sets strategic direction by describing the Board in an ideal state. The Vision sets a course for continuous improvement based on:

- a modern, relevant legislative framework;
- better risk assessment and better decision-making;
- more inclusive processes for victims or crime;
- more effective response to the needs of Aboriginal offenders and Aboriginal communities;
- greater understanding of, and response to Canadian diversity;
- more effective public information to build understanding of conditional release as a strategy for public safety;
- better partnership with the community to support effective conditional release;
- more timely and effective processing of pardon applications; and
- a resource strategy, including a technology strategy, which sustains effective operations and continuous improvement.

(HL)* denotes a hyperlink to NPB's web-site

3. Strategic Outcomes

The following chart presents the Board's strategic outcomes for 2002-03, the manner in which progress toward these outcomes is assessed, and expenditures associated with efforts to achieve these outcomes.

Strategic Outcomes:	Assessed by:	Expenditures 2002-03
<p>1. Quality decisions for conditional release - (decisions which contribute to long-term community safety).</p> <p>See pages 10 to 14.</p>	<p>Trend information on the results of conditional release:</p> <ul style="list-style-type: none"> • numbers and rates of convictions for violent offences by offenders on parole and statutory release; • the outcomes of release for parole and statutory release; • post-warrant expiry reoffending for offenders previously released on federal full parole, statutory release or at warrant expiry. 	<p>\$ 29,611,556 (81%) 290 FTE (77%)</p>
<p>2. Open, accountable, and accessible decision processes for conditional release.</p> <p>See pages 15 to 19.</p>	<p>Trend information on contacts with victims of crime, observers at hearings and individuals seeking access to NPB's registry of decisions.</p> <p>Dissemination of the findings of investigations involving serious incidents in the community.</p>	<p>\$ 3,334,000 (9%) 39 FTE (10%)</p>
<p>3. Quality decisions for pardons - decisions which contribute to long - term community safety and provide timely service for pardon applicants.</p> <p>See pages 20 and 21.</p>	<p>Trend information for pardons granted/issued and revoked.</p> <p>Information on the average processing times for pardon applications.</p>	<p>\$ 3,184,710 (9%) 45 FTE (12%)</p>
<p>4. A modern management agenda designed to promote and sustain effectiveness and efficiency in all aspects of program delivery.</p> <p>See pages 22 and 23.</p>	<p>Demonstrated progress on key initiatives under the Board's modern comptrollership plan:</p> <ul style="list-style-type: none"> • human resource renewal; • information and technology strategy; • national accommodation plan; and • evaluation. 	<p>\$ 300,000 (1%) 2 FTE (.5%)</p>

Section IV: Departmental Performance 2002-2003

This section provides information on results for the Board's four strategic outcomes. Results are presented from two perspectives: progress on commitments made in Reports on Plans and Priorities and program effectiveness, that is, the effectiveness of the Board's efforts to contribute to public safety and public service.

Data Sources and Reliability: Information and data for this report were extracted from a variety of sources, including NPB files and reports, a survey of victims of crime, and two major automated systems - the Offender Management System (OMS), and the Pardons Application Decision System (PADS). Data from OMS and PADS, as well as data entry and data collection activities are subject to rigorous review. When data errors are detected, they are corrected and data bases for the systems are updated. Through these monitoring processes, the Board strives to produce information which is as timely and accurate as possible.

Strategic 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 by providing a gradual and controlled re-entry into the community for offenders.

Key Elements

- Case review and decision-making by Board members.
- Staff support for decision-making.
- Information management.
- Training and development.
- Policy development.
- Research and statistical analysis.
- Corporate services.

Resource Use 2002-03	
Program Delivery	\$ 26,379,659
Corporate Services	<u>\$ 3,231,897</u>
Total	\$ 29,611,556
FTE Used	290

Each year, the Board conducts 22,000 to 25,000 conditional release reviews. Work to prepare for and conduct these reviews is the most significant cost factor for this strategic outcome, accounting for \$18 to \$20 million in expenditures in 2002-03. The average direct cost for a parole hearing is currently estimated to be about \$750. The cost for elder-assisted hearings is estimated to be about \$ 1450.00.

Progress Towards Commitments Made in Reports on Plans and Priorities		
Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> Legislative Reform (CCRA) Effective Corrections (Aboriginal Issues) <p>(Community Corrections Issues)</p> <p>(Evaluation)</p> <ul style="list-style-type: none"> Conditional Release System (CRS) 	<ul style="list-style-type: none"> Work with partners to ensure a relevant legislative framework for conditional release. Develop parole decision models to address the needs of Aboriginal offenders. Enhance risk assessment policies and training for Aboriginal offenders. Enhance risk assessment policies and training and decision models for visible minority offenders. Assess the impacts and effects of the Effective Corrections initiative. Improve information for conditional release decision-making through development of CRS. 	<ul style="list-style-type: none"> Bill C-40 to reform the CCRA tabled in June 2003. Proposals informed by NPB performance data. Elder-assisted hearings introduced in all regions. (over 500 held in 02/03) Policies revised. Training and implementation planned for 2003. Policy consultations underway. Decision models being developed. Evaluation framework done. Evaluation underway. Report expected in 2004. Development of CRS on schedule, and on budget. Implementation planned in 2004 to coincide with CSC's implementation of OMS.

Program Effectiveness (HL)*

The Board is, and should be, judged on the outcomes of its decisions to release offenders on parole. The Board 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 recidivism.

Comparisons are made with the performance of offenders on statutory release (SR), although these offenders are released by law, and not at the discretion of the Board.

Outcomes of Conditional Release (HL)*

Long-term performance information indicates that:

- 80% of releases on parole (day and full) are completed successfully.
- Less than 10% of releases on parole end in a new offence, and about 1% ends in a new violent offence. In fact, the number of violent offences by offenders on day and full parole has declined by over 25% in the past five years.
- About 60% of releases on SR are completed successfully, about 15% end in a new offence and 3% end in a new violent offence.
- More recent information on the outcomes of parole (see Table 1) is consistent with long-term trends - 80% of parole releases are completed without return to an institution, about 90% are completed without a new offence, and about 99% are completed without a new violent offence. Care should be taken, however, in considering information for 2002/03, as numbers and rates of conviction for new offences could increase as cases make their way through the court process.

The Board uses a three-step approach to the assessment of risk :

- i.) Assessment of the risk factors and needs areas at the time of incarceration – details of the offence, criminal history, substance abuse and mental health. Board members also consider a statistical probability of an offender to reoffend.
- ii.) Assessment of an offender’s institutional behaviour and benefit from treatment and programs which may have reduced the risk posed by an offender, and the offender’s understanding of the offence and criminal behaviour.
- iii.) Assessment of the release plan and concluding risk evaluation – the release plan in relation to community support, availability of programs, supervision controls and whether special conditions are required to manage risk in the community.

TABLE 1 - OUTCOMES OF FEDERAL CONDITIONAL RELEASE												
RELEASE TYPE/YR.	SUCCESSFUL COMPLETION		REVOCAION For Breach Of Condition		TOTAL NO RECIDIVISM		RECIDIVISM (Revocation with Offence)				TOTAL RECIDIVISM	
	#	%	#	%	#	%	Non Violent		Violent		#	%
Day Parole	#	%	#	%	#	%	#	%	#	%	#	%
2000-01	2907	81.6	409	11.5	3316	93.1	213	6.0	34	1.0	247	6.9
2001-02	2673	82.8	386	12.0	3059	94.8	142	4.4	29	0.9	171	5.3
2002-03	2517	84.4	357	12.0	2874	96.4	95	3.2	13	0.4	108	3.6
Full Parole	#	%	#	%	#	%	#	%	#	%	#	%
2000-01	1335	74.2	264	14.7	1599	88.9	68	9.3	33	1.8	201	11.1
2001-02	1324	74.3	278	15.6	1602	89.9	151	8.5	29	1.6	180	10.1
2002-03	1159	72.7	287	18.0	1446	90.7	132	8.3	17	1.1	149	9.4
SR	#	%	#	%	#	%	#	%	#	%	#	%
2000-01	2957	58.7	1297	25.7	4254	84.4	618	12.3	166	3.3	784	1.6
2001-02	3022	59.3	1376	27.0	4398	86.3	559	11.0	142	2.8	701	13.7
2002-03	3100	57.9	1628	30.4	4728	88.3	501	9.4	129	2.4	630	11.8

Offenders with Life Sentences for Murder (HL)*

"Lifers" represent a visible and growing component of the federal offender population. They represent about 18% of the federally incarcerated population (2345), and about 17% of day or full parolees (1420). Offenders with life sentences are not entitled to statutory release.

Day parole for offenders with life sentences for murder has yielded positive results. Successful completion rates have been as high, or higher, for this group compared with other groups of offenders, and rates of reoffending have been lower.

TABLE 2 - OUTCOME for FEDERAL DAY PAROLE by OFFENCE of CONVICTION (%)												
Outcome	Murder		Schedule I Sex Offence		Schedule I Non-Sex		Schedule II		Non-Schedule		Total	
	01/02	02/03	01/02	02/03	01/02	02/03	01/02	02/03	01/02	02/03	01/02	02/03
Successful Completions	91.7	93.0	94.6	95.4	78.9	80.7	90.3	90.7	68.5	72.8	82.2	84.4
Revoked for breach of conditions	7.5	6.3	5.1	4.6	15.4	16.1	7.2	7.2	17.9	17.5	12.0	12.0
RECIDIVISM (Revocations with offence)												
Non-violent	0.5	0.7	0.3	0.0	4.1	2.4	2.1	2.2	12.6	9.0	4.4	3.2
Violent	0.2	0.0	0.0	0.0	1.7	0.9	0.4	0.0	1.0	0.7	0.9	0.4
Total Recidivism	0.7	0.7	0.3	0.0	5.8	3.3	2.5	2.2	13.6	9.7	5.3	3.6

Offenders convicted for murder and released on full parole remain on parole for life. Long-term follow-up for this group indicates that about 8% re-offend. Between April 1, 1994 and March 31, 2003, 1,503 offenders with Life Minimum sentences had 1,631 full parole supervision periods. As of March 31, 2003, 1,167 (72%) of these supervision periods were still active. The outcome of the remaining cases was as follows:

163 (10%) offenders with life minimum sentences died between April 1/94 and March 31/03.

178 (11%) full parole supervision periods were revoked for a breach of conditions.

81 (5%) were revoked for a non-violent offence.

42 (3%) were revoked as a result of a violent offence.

Convictions for Violent Offences (HL)*

- Annual numbers of convictions for violent offences have dropped for offenders on all types of release over the past seven years.
- With respect to rates of conviction per 1,000 offenders under supervision, data also clearly indicate a downward trend.
- Comparisons of violent conviction rates and violent crime rates based on Uniform Crime

Reports suggest that full parolees are no more likely than the general public to commit a violent offence.

_TABLE 3 - CONVICTIONS FOR VIOLENT OFFENCES BY RELEASE TYPE AND THE RATES OF CONVICTION PER 1000 OFFENDERS UNDER SUPERVISION							
YEAR	DAY PAROLE (convictions)	RATES PER 1,000	FULL PAROLE (convictions)	RATES PER 1,000	STATUTORY RELEASE (convictions)	RATES PER 1,000	TOTAL CONVICTIONS
1994/95	77	58	99	20	165	83	341
1995/96	63	53	64	14	185	83	312
1996/97	38	37	54	13	160	67	252
1997/98	36	29	48	12	154	62	238
1998/99	34	22	36	9	137	55	207
1999/00	50	32	39	8	157	56	246
2000/01	32	23	36	8	166	60	234
2001/02	29	22	33	8	142	50	204
2002/03*	13	10	19	5	129	44	161

* Figures for violent convictions may fluctuate during the 12 to 18 months following fiscal year end as offenders proceed through the courts.

Post Warrant Expiry Reoffending (HL)*

Information on post-warrant expiry reoffending is important because it considers public safety in the long-term. Currently, post-warrant expiry reoffending information is based on readmissions to a federal institution by March 31, 2003, for federal offenders who completed their sentence on full parole, on SR or under incarceration, between 1988/89 and 1993/94.

Long-term follow-up indicates that about 25% of offenders in this group have returned to a federal penitentiary. There are, however, significant differences in reoffending for offenders within this group:

- about 10% of offenders who reach warrant expiry on full parole reoffend and are returned to a federal institution;
- for offenders who reach warrant expiry on SR, about 30% return to a federal institution; and
- for offenders who remain incarcerated to warrant expiry (e.g. detained) the rate of post-warrant expiry reoffending is about 50%.

In Canada, 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 "cold turkey" release at the end of sentence (warrant expiry). Information on post-warrant expiry reoffending reinforces this theory, suggesting that the detailed process of case preparation and risk assessment used by NPB and CSC for parole decision-making is effective in identifying those offenders most likely to remain free from violent crime in the community.

Post-warrant expiry reoffending, as reported, deals only with federal reoffending (i.e. a sentence of two years or more). If all new offences (e.g. sentences of less than two years) are considered, the rate of reoffending would increase. NPB does not have access to this information; however, work is underway in federal and provincial corrections and paroling agencies to develop this information.

Strategic Outcome 2: To provide open, accountable and accessible decision processes for conditional release.

The *CCRA* emphasizes openness and accountability through provisions which recognize the information needs of victims of crime, permit interested parties to attend NPB hearings, and allow access by the public to NPB decisions through a registry of decisions. Other key aspects of openness and accountability, as set out in the law, involve: 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, and the provision of an effective program of public information.

Key Elements

- Information for victims of crime.
- Observers at NPB hearings.
- Access to the Board's registry of decisions.
- Investigations and case audits.
- Public information and citizen engagement.
- Performance monitoring and reporting.
- Corporate services.

Resource Use 2002-03	
Program Delivery	\$ 2,931,000
Corporate Services	\$ 403,000
Total	\$ 3,334,000
FTE Used	39

Progress Toward Commitments Made in Reports on Plans and Priorities		
Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> • Victims of Crime • Investigations of tragic incidents. 	<ul style="list-style-type: none"> • Develop more inclusive process for victims of crime. • Enhance coordination of victim's issues across NPB, CSC and other key partners. • Gather feedback from victims on the quality of information and assistance provided by NPB. • Investigate tragic incidents in the community and report on the findings. 	<ul style="list-style-type: none"> • Measures introduced to allow victims to read prepared statements at NPB hearings. • A very small joint CSC/NPB national office for victims created. • Survey distributed to victims in July/03. Preliminary results provided in this DPR. • In 2002/03 5 investigations completed. Findings disseminated within the Board and to public as appropriate.

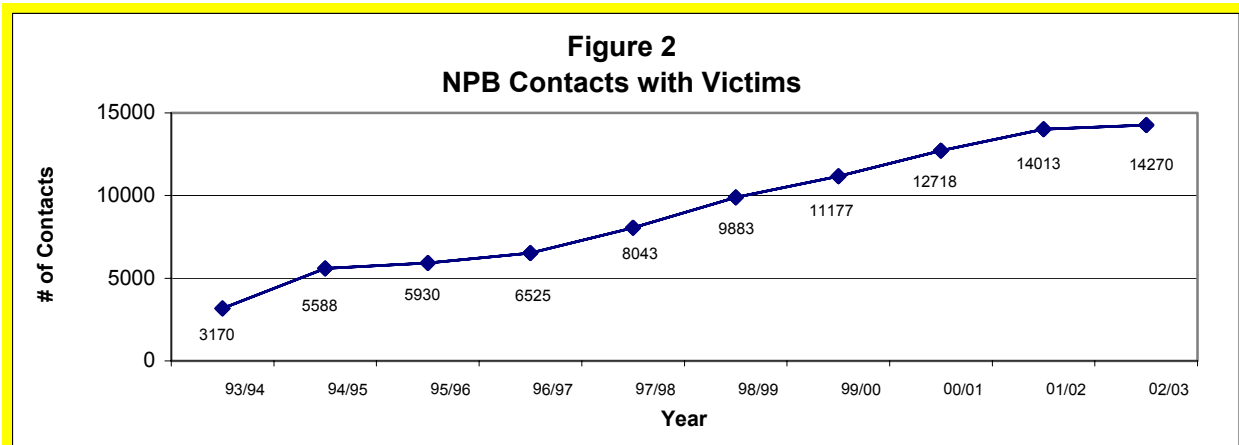
Program Effectiveness (HL)*

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.

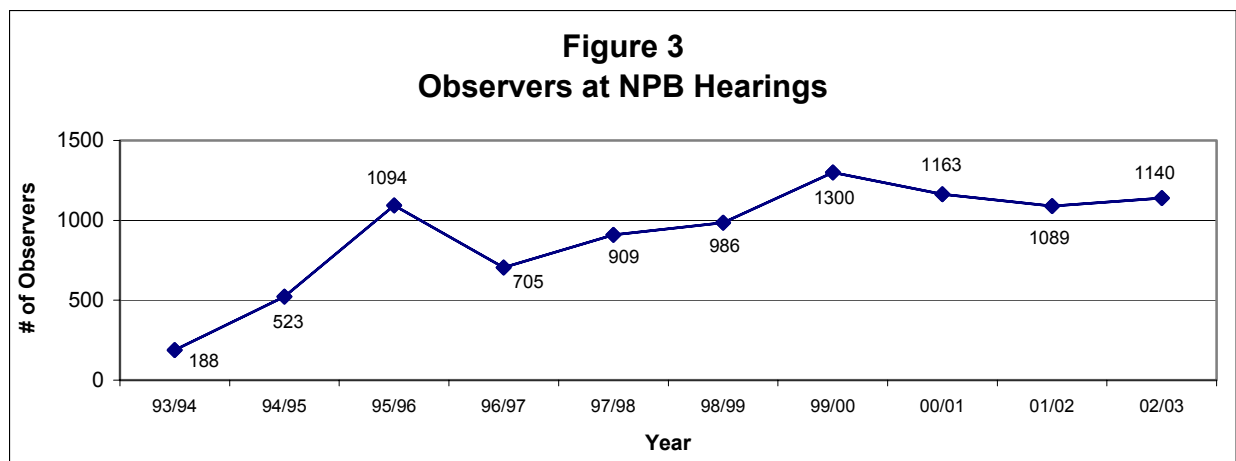
Contacts With Victims

In 2002/03, the Board had about 14,300 contacts with victims, the vast majority of whom were victims of violence, such as sexual assault, or the family of murder victims.



Observers at Hearings

The Board had over 1,100 observers at its hearings in 2002/03.



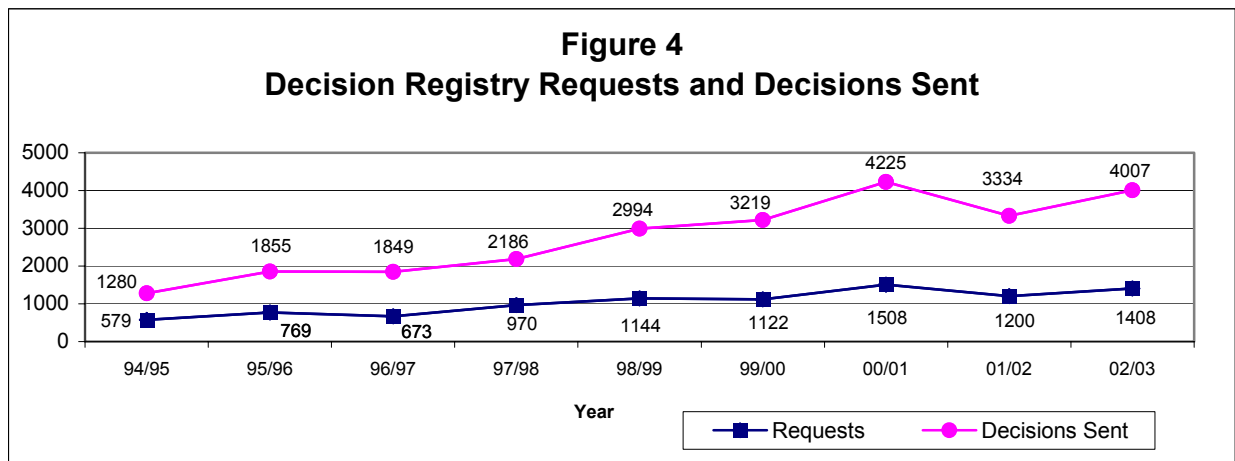
Victims Reading Statements

Since July, 2001, victims have been allowed to read statements at NPB hearings. In the period July 1/01 to March 31/03, 220 victims read a statement. Of this group most, (about 27%) were victims of sexual assault, or the family members of victims of murder (27%) or manslaughter (16%). Of those victims who made presentations, about 75% made them in person. The remainder came in the form of audio or video tapes.

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 NPB, 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. Individuals demonstrate an interest in the case by writing to the Board to ask for access to the decision registry.



In 2002-03, the Board released over 4000 decisions from the registry in response to about 1400 requests. Victims are the most frequent users (about 50%), followed by media (30%).

Survey of Victims of Crime

In July 2003, the Board distributed about 2600 questionnaires to victims of crime who had previously been in contact with NPB. Respondents were asked to comment on how they learned about the information and assistance provided by NPB, the quality and timelessness of information and assistance provided, and the professionalism of NPB employees. The results of this survey will help to inform policy development, training and operations. Over 500 victims responded, for a response rate of over 20%. Preliminary findings from the survey, based on information from 250 questionnaires are presented in this report. A final report for the survey will be produced in the fall of 2003.

i) Information Access

- Most victims learn that they can contact NPB for information from agencies serving victims (25%), the police (22%), or the courts (15%).
- Most victims contact the Board by phone (64%) or in writing (31%). On average, each victim who contacts the Board, does so seven (7) times.
- 90% of victims indicated that they received the information they were seeking in a timely manner. Respondents who said they were not satisfied cited reasons such as loss of their request, or restrictions on information provided.
- Most victims who contact the Board seek information about:
 - parole eligibility dates or hearing/review dates (80%);
 - decisions from the decision registry (62%);
 - location of a hearing (53%);
 - observing a hearing (46%) or presenting a statement at a hearing (49%); and
 - submitting information about offenders (47%).

ii) NPB Staff

- More than 90% of respondents were satisfied with staff accessibility.
- 93% of respondents considered staff knowledgeable.
- 96% of respondents described staff as considerate.

iii) The Hearing Process

- About 20% of respondents stated that they had observed a hearing.
- 92% of those who had observed a hearing indicated that they had received sufficient information to prepare them for observing a hearing.
- Of those victims who observed a hearing, most (78%) were accompanied to the hearing. Family members most frequently accompanied victims to hearings (80%).
- Just over 60% of respondents who had observed a hearing stated the experience was what they expected. Those who noted that the hearing was not what they expected gave reasons such as the following:

" I hadn't realised that it would be held in an institution. This made it feel a little intimidating".

" I thought we should have more input. I felt the offender had more rights than the victims".

" It was more than I expected - I was impressed by the questions put to the offender - I agreed with the decisions".

- 76% of respondents stated that they were aware that they could present a statement at

NPB hearings. For those who were aware that they could make a statement at a hearing and chose not to, reasons such as the following were given:

- fear of the offender;
 - no wish for further contact, put the incident in the past;
 - the emotional trauma involved; and
 - loss of wages and costs to travel to the hearing.
- For those who did make presentations, 90% felt that NPB had prepared them sufficiently for the experience.
 - 80% of those making a presentation at an NPB hearing did so in person.
 - 90% of those who made a presentation at a hearing were accompanied by a support person. (85% of supporters were family members).
 - 86% of victims who made presentations at hearings indicated that it was of benefit to them, citing reasons such as:

" It put some closure to the crime by allowing one to speak directly to the person who committed the crime".

" Although I am not convinced my statement had any impact on the Board's decision, it gave me the opportunity to remind the offender of the pain and suffering he had caused my family".

" Writing a statement made me feel a little less like a victim. In court, I had to explain what the offender had done to me. At the hearing, I got to explain how I felt because of what was done".

iv) The Decision Registry

- 13% of respondents stated that they had accessed the Board's decision registry for a decision involving the offender who harmed them. (N.B. many victims access the registry once and then receive decisions routinely).
- Victims who accessed the registry, did so on two occasions, on average.
- About 60% of those who accessed the decision registry said the decision met their expectations. Those who said the decision did not meet their expectations provided comments such as the following:

" Not severe enough, too much emphasis on the offender, conditional release too early".

" Partially, because we have no idea about the offender's evolution during his period of incarceration. His intentions regarding his victims would be beneficial to know".

" Yes and no. He was released on early parole, but was not allowed to return to his residence".

" It was extremely well written and the review panel seemed to correctly assess the offender's serious risk to reoffend. However, somewhat incongruously they decided to grant six 72 hour UTAs".

Strategic Outcome 3 - Quality decisions for pardons-decisions which contribute to long-term community safety and provide timely service for pardon applicants.

A pardon is a formal attempt to remove the stigma of a criminal record for people found guilty of a federal offence who, after satisfying their sentence and a specific waiting period, have shown themselves to be responsible citizens. A pardon is, therefore, a means to facilitate safe reintegration in the community.

Key elements

- Review of applications and decision-making.
- Preparation of cases for decision-making.
- Information management.
- Policy development.
- Development of clemency recommendations.
- Corporate services.

Resource Use 2002-03	
Program Delivery:	\$ 2,433,844
Corporate Services	\$ 750,866
Total	\$ 3,184,710
FTE Used	46

In Canada, over 2 million people have criminal records. This group represents the potential clientele for the pardon program. On average, the Board receives about 20,000 pardon applications per year, which generate about \$1 million in revenues, as a result of a \$50.00 user fee per application. The Board may access 70% of revenues collected, to an annual maximum of \$ 410,000. These revenues are used to deliver and improve the pardon program. The fee, however, in no way reflects the actual cost of administering the program for NPB or the RCMP. The fee is set at \$ 50.00 so as not to be an impediment for Canadians who wish to apply for a pardon.

Progress Toward Commitments Made in Reports on Plans And Priorities		
Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> • Pardons 	<ul style="list-style-type: none"> • Eliminate backlog of applications. • Improve average process times for pardon applications 	<ul style="list-style-type: none"> • Backlog eliminated in 2002/03. • In 2002/03, the average process time for summary conviction cases was reduced from 6 to 3 months. The overall average process time declined from 20 to 17 months.

Program Effectiveness - Pardons Granted/Issued and Revoked

The *Criminal Records Act* (CRA) empowers the Board to grant pardons for offences prosecuted by indictment if it is satisfied the applicant is of good conduct, and is conviction-free for five

years, and to issue pardons for summary convictions, following a conviction free period of three years. The grant/issue rate for pardons is 98% or 99%.

In 2002/03, the Board cleared its backlog of pardon applications, and made strides in processing new applications. As a result, the average processing time for pardons declined from 20 months to 17 months. For cases involving summary convictions only, the average process time was reduced to three months. Work continues to improve the pardon process in the midst of scarce resources for program delivery. Improvement measures include:

- process streamlining;
- productivity improvement through better use of technology; and
- consideration of proposals for reform of the *Criminal Records Act*.

These measures are very important for dealing with heavy workloads and the reality of resource shortfalls. If they do not succeed, the Board faces the possibility of the return of application backlogs and delays in process times.

TABLE 4 - PARDONS GRANTED/ISSUED and DENIED by YEAR												
Decision	1997/98		1998/99		1999/00		2000/01		2001/02		2002/03	
	#	%	#	%	#	%	#	%	#	%	#	%
Granted	4,873	62	3,594	65	3,129	53	7,495	52	10,725	63	7,204	49
Issued	2,760	35	1,882	34	2,732	46	6,700	47	5,920	35	7,232	49
Sub-Total	7,633	98	5,476	99	5,861	99	14,195	99	16,645	98	14,436	98
Denied	180	2	52	1	44	1	84	1	409	2	286	2
Total	7,813	100	5,528	100	5,905	100	14,279	100	17,054	100	14,722	100
Average Process Time	6 months		11 months		13 months		18 months		20 months		17 months	

The cumulative pardon revocation/cessation rate remains low (3%), demonstrating that most people remain crime free after receipt of a pardon. The *CRA* includes two categories of revocation. The first is for offences after receipt of a pardon that the court dealt with summarily, or which could have been dealt with summarily. The Board reviews these cases and assesses the need to revoke. The second involves automatic revocation for an indictable offence. For this category, the RCMP notifies the Board of the offence, and the pardon ceases to exist.

TABLE 5 - PARDON REVOCATIONS				
	Cumulative Pardons Granted/Issued to Date	Pardons Revoked / Ceased during the Year	Cumulative Pardons Revoked/Ceased	Cumulative revocation/Cessation Rate (%)
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	7,995	3.00
2001/02	276,956	463	8,378	3.00
2002/03	291,392	902	9,280	3.18

Strategic Outcome 4 – To implement a modern management agenda which will enhance the NPB capacity for contributing to public safety and public service.

For two years, the Board has been pursuing a modern management agenda which reflects the principles of "Results for Canadians" - citizen focus, values, results, and responsible spending. Modern management at the Board has many dimensions. It begins with the recognition that management improvement has direct links to resource issues; however, management improvement goes well beyond budgetary levels to include:

- human resource strategies;
- information management / information technology;
- accountability systems and processes;
- risk management frameworks; and
- enhanced performance reporting which links financial and program information.

Resource Use 2002-03	
Program Delivery:	\$ 300,000
FTE Used	2

Progress Toward Commitments Made in Reports on Plans And Priorities		
Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> • Modern Management Agenda 	<ul style="list-style-type: none"> • Support the government's modern comptrollership initiative 	<ul style="list-style-type: none"> • Project management office created. • Capacity check exercise completed which assesses NPB needs and priorities for improvement. • Action plans developed to advance key elements of modern comptrollership for NPB.

The catalyst for establishment of a modern management agenda at NPB is the Board's modern comptrollership initiative. Within the framework of modern comptrollership, the Board continued work on several key projects.

Human Resource Management: The Board faces difficult human resource challenges. Its small size constrains succession planning, which is critical, given the ageing of the NPB workforce, and the need to be reflective of Canada's growing diversity. Stress in the workplace (as documented in the capacity check for modern comptrollership) is a growing concern, as NPB attempts to deal with heavy workloads and emerging priorities. The Board faces a competitive disadvantage in recruitment and retention, as larger organizations provide more diverse career paths, more opportunity for advancement, and higher levels of pay. Against this backdrop, NPB continued to implement its human resource strategy in which focussed on:

- a review of classification levels to ensure that they are comparable to other organizations. This is essential to restore the Board's capacity to recruit and retain quality employees.

- coordinated response to various employee surveys; and
- a preliminary review of staff orientation and training to identify approaches which yield maximum benefits for employees and the Board.

Information Technology (IT) Strategy: In recent years, there has been growing recognition that the Board needs a more integrated and strategic approach to IT. As a result, the NPB has developed a business case for IT which strengthens the focus on NPB priorities, especially interoperability and long-term affordability. The IT strategy is to sustain progress for the Board's commitment to public safety and public service.

National Accommodation Plan: Working with Public Works and Government Services Canada, the Board has developed a national plan to rectify accommodation problems across the country. The plan is designed to ensure both prudent use of resources and the well-being of NPB employees. Through the plan, the Board will work to address special purpose needs such as hearing rooms, and strike the proper balance between ease of public access, safety and security.

Evaluation: In 2001/02, NPB developed a practical plan for evaluation designed to address priorities with the limited resources available. In particular, the Board recognized the need to proceed with the evaluation of the Effective Corrections and Citizen Engagement initiatives, and to conduct a survey of victims of crime to gather feedback on the information and assistance provided by NPB. The evaluations of Effective Corrections and Citizen Engagement are underway and will be completed in 2004. Preliminary results from the victims' survey are presented in this report. More detailed reporting will be completed in 2003/04.

Section V: Financial Performance

A. Financial Performance Overview

For 2002-03, total authorities, that is, total funds available for the National Parole Board amounted to \$ 36.6 million. Against this total, the Board expended about \$ 36.5 million or 99.7% of the funds available.

The Board applied its resources to two business lines: (conditional release, clemency and pardons) and the corporate management function. Conditional release is, by far, the most resource intensive business line, accounting for eight of every ten dollars expended by the Board.

There is a \$50.00 user fee for the processing of pardon applications. In 2002-03, the user fee generated revenues of \$0.7 million. NPB has access to \$ 35.00 of every fee, to a maximum of \$ 410,000 per year.

TABLE 6
Summary of Voted Appropriations
Authorities for 2002-03 - Part II of the Estimates
Financial Requirements by Authority

Vote (millions of dollars)	2002-03 Planned Spending	2002-03 Total Authorities	2002-03 Actual Spending
National Parole Board			
25	26.6	31.8	31.7
(S)	4.2	4.8	4.8
Total Agency	30.8	36.6	36.5

TABLE 7
Comparison of Total Planned to Actual Spending

The following table indicates in detail the allocation of total planned spending, the authorities (in italics) and actual spending (in boldface) for 2002-2003, by business line and the nature of the spending.

Planned versus Actual Spending by Business Line
(\$ millions)

Business Line	FTEs	Operating	Capital	Grants & Contributions	Total Gross Expenditures	Less: Respendable Revenues	Total Net Expenditures
Conditional Release							
planned spending	300	25.1	-	-	25.1	-	25.1
<i>(total authorities)</i>	300	29.2	-	-	29.2	-	29.2
(actual spending)	290	29.6	-	-	29.6	-	29.6
Clemency & Pardons							
planned spending	26	1.5	-	-	1.5	-	1.5
<i>(total authorities)</i>	26	2.4	-	-	2.4	-	2.4
(actual spending)	34	2.4	-	-	2.4	-	2.4
Corporate Management							
planned spending	58	4.2	-	-	4.2	-	4.2
<i>(total authorities)</i>	58	5.0	-	-	5.0	-	5.0
(actual spending)	52	4.5	-	-	4.5	-	4.5
Total							
planned spending	384	30.8	-	-	30.8	-	30.8
<i>(total authorities)</i>	384	36.6	-	-	36.6	-	36.6
(actual spending)	376	36.5	-	-	36.5	-	36.5
Other Revenues and Expenditures							
Non-respendable Revenues							
planned spending							0.8
<i>(total authorities)</i>							0.8
(actual spending)							0.7
Cost of Services provided by other Departments							
planned spending							3.8
<i>(total authorities)</i>							3.8
(actual spending)							3.8
Net Cost of the Program							
planned spending	384						33.8
<i>(total authorities)</i>	384						39.6
(actual spending)	376						39.6

The differences between planned spending and total authorities by business lines can be explained mainly by the additional appropriations received in the fiscal year.

TABLE 8
Historical Comparison of Total Planned Spending to Actual Spending
Departmental Planned versus Actual Spending by Business Line (\$ millions)

Business Line/Function	Actual 2000-2001	Actual 2001-2002	Planned 2002-2003	Total Authorities 2002-2003	Actual 2002-2003
Conditional Release	23.4	26.4	25.1	29.2	29.6
Clemency and Pardons	2.5	2.6	1.5	2.4	2.4
Corporate Management	5.1	5.5	4.2	5.0	4.5
Totals	31.0	34.5	30.8	36.6	36.5

TABLE 9
Non-Respendable Revenues by Business Line
(\$ millions)

Business Lines	Actual 2000-01	Actual 2001-02	Total Planned 2002-03	Total Authorities 2002-03	Actual 2002-03
Clemency and Pardons	0.6	1.1	0.8	0.8	0.7
Total Revenues to the CRF *	0.6	1.1	0.8	0.8	0.7

* CRF - Consolidated Revenue Fund.

Note: The Board has access to a maximum of \$ 410,000 in revenues each year.

Section VI: Other Information

A. Legislation Administered by the National Parole Board

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

B. Contacts

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