

# National Parole Board Performance Report



**For the period ending  
March 31, 2004**

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Hon. A. Anne McLellan, P.C., M.P.  
Solicitor General of Canada  
(Minister of Public Safety and Emergency Preparedness Canada)

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

## Section I: Messages

### 1. Chairperson's Message

Programs of conditional release have existed in Canada for more than a century. While the nature and scope of these programs have evolved over the years, they have all been founded on two basic principles. The first recognizes that people can and do change. Some people (not all, but some) can lift themselves from a life of crime and return to the community as law-abiding citizens. The second, based on the results of research and Canadian experience, acknowledges that the process of change for offenders is best managed, most safely managed, through gradual and supervised community reintegration. This approach is more effective than “cold turkey” release at the end of the sentence.

Public safety has always been the top priority for the National Parole Board. The *Corrections and Conditional Release Act* (CCRA), introduced in 1992, recognizes this fact and affirms it in law. Against this backdrop, the Board strives constantly for quality conditional release decisions. These efforts have yielded results. Data in this report show that 9 in 10 releases on parole do not result in a new offence of any kind, and 99 in 100 releases do not result in a new violent offence. In fact, between 1994/95 and 2002/03, the yearly number of convictions for violent offences involving parolees decreased by 75%. In real terms, this means that convictions for violent offences dropped from 179 to 45 – a very positive trend. Of course, for the 45 victims of violence, the downward trend is meaningless. It is for this reason, that the Board is committed to continuous improvement in conditional release decision-making.

Public concern about violence, and NPB's commitment to continuous improvement lead naturally to a discussion of the concepts of openness and accountability. The CCRA sets the standard in this area through provisions dealing with information for victims of crime, observers at hearings, access to a registry of decisions, and investigation of serious incidents in the community. These provisions have a significant impact on program delivery. Each year, for example, the Board has thousands of contacts with victims, observers at hearings, and requests for access to the registry of decisions. Performance information in this area shows sound results. For example, a survey of victims in 2003, found that about 90% of respondents were satisfied with the quality and timeliness of information provided by NPB. A similar proportion characterized NPB staff as knowledgeable, considerate, and easily accessible. Respondents also identified areas for improvement (e.g. better public information about the decision registry) which the Board is working to address.

Equally important, however, is the impact of the CCRA openness provisions on the culture and values of the Board. They have, in fact, helped to create an organization which accepts the concept of openness, and recognizes it as a fundamental aspect of public accountability. A clear example involves victims speaking at NPB hearings. The CCRA is silent on this issue; however, victims strongly endorsed this approach as a means for giving them a “voice”. As a result, the Board took action in policy to introduce this approach. In 2003/04, 162 victims read statements at NPB hearings. Most described this experience as very stressful, but empowering and helpful

in bringing closure to a painful situation.

A second example deals with the registry of decisions. The CCRA does not define the contents of the registry, but in keeping with the concepts of openness and accountability, the Board makes available the complete risk assessment and decision-making documentation of Board members. The Board has distributed over 30,000 decisions from the registry since its inception in 1992.

The concepts of openness and accountability have also been applied to the process used by NPB to investigate cases where a release on parole has resulted in a murder. Initially, these investigations were carried-out by staff from the Board and the Correctional Service of Canada (CSC). In response to public calls for a more open and objective approach, however, the Board and CSC revised the process so that the investigation is now led by a community representative who is supported by Board and CSC staff. In 2003/04, two investigations of this type were completed. The findings were distributed to all Board members and appropriate NPB staff, as well as victims and other parties, as appropriate.

The information in this report clearly demonstrates the Board's enduring commitment to public safety and openness and accountability in all aspects of program delivery. Performance information for conditional release and pardons (97% of pardon recipients remain crime free) identifies areas where results are sound, and others where improvement is needed. The Board is determined to make progress in these areas, to learn from its successes and its failures in order to sustain an effective system of corrections and conditional release.

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D. Ian Glen, Q.C.  
Chairperson, National Parole Board

## 2. Management Representation Statement

I submit, for tabling in Parliament, the 2003/04 departmental performance report (DPR) for the National Parole Board. This report has been prepared based on the reporting principles and other requirements in the 2003/04 Departmental Performance Reports Preparation Guide and represents, to the best of my knowledge, a comprehensive, balanced and transparent picture of the organization's performance for fiscal year 2003/04.

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D. Ian Glen, Q.C.  
Chairperson, National Parole Board

## Section II: Performance Summary

This section summarizes NPB's performance in 2003/04 against three strategic outcomes which reflect its legislative responsibilities, and the areas of greatest interest to Canadians.

Strategic Outcome	Costs in 2003/04								
<i>Quality conditional release decisions which contribute to public protection through the safe reintegration of offenders in the community. (see pages 13 to 17 for details)</i>	<table> <tr> <td>Program Delivery</td> <td>\$ 23,713,541</td> </tr> <tr> <td>Corporate Services</td> <td>\$ <u>4,184,251</u></td> </tr> <tr> <td>Total</td> <td>\$ 27,897,791</td> </tr> <tr> <td>FTE used</td> <td>277</td> </tr> </table>	Program Delivery	\$ 23,713,541	Corporate Services	\$ <u>4,184,251</u>	Total	\$ 27,897,791	FTE used	277
Program Delivery	\$ 23,713,541								
Corporate Services	\$ <u>4,184,251</u>								
Total	\$ 27,897,791								
FTE used	277								
Key Commitments: Plans and Priorities 03/04	Results								
<ul style="list-style-type: none"> <li>• Effective management of statutory responsibilities: Key indicators include: <ul style="list-style-type: none"> <li>➢ Outcomes of release for various types of conditional release;</li> <li>➢ Numbers/rates of convictions for violent offences for offenders on various forms of conditional release;</li> <li>➢ Post-warrant expiry reoffending and return to a federal penitentiary for offenders on full parole, SR and at warrant expiry.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Completion of over 22,000 conditional release reviews, as required by law: <ul style="list-style-type: none"> <li>➢ 90% of parole releases – no new offence. 99% - no new violent offence.</li> <li>➢ Convictions for violent offences by parolees down 75% from 94/95 to 03/04.</li> <li>➢ 9 in 10 offenders who reach warrant expiry on full parole do not return to a federal penitentiary.</li> </ul> </li> </ul>								
<ul style="list-style-type: none"> <li>• Work with partners to modernize CCRA</li> <li>• Effective Corrections: <ul style="list-style-type: none"> <li>➢ develop decision models to address the needs of Aboriginal offenders;</li> <li>➢ enhance decision policies to recognize Aboriginal culture, traditions;</li> <li>➢ Enhance risk assessment policies and training for visible minority offenders.</li> </ul> </li> <li>• Improve information for decision-making through development of the Conditional Release System (CRS).</li> </ul>	<ul style="list-style-type: none"> <li>• Bill C-19 tabled in 2004 <ul style="list-style-type: none"> <li>➢ Use of elder-assisted hearings expanded, almost 600 held in 2003/04.</li> <li>➢ Policies revised and adopted by NPB in September 2003.</li> <li>➢ Policy consultations underway.</li> </ul> </li> <li>• CRS implementation planned in 2004/05.</li> </ul>								
Strategic Outcome	Costs in 2003-04								
<i>Open and accountable conditional release processes that ensure active involvement and engagement of victims and the public before and after conditional release decisions are made (see pages 18 to 22 for details).</i>	<table> <tr> <td>Program delivery</td> <td>\$ 4,206,039</td> </tr> <tr> <td>Corporate Services</td> <td>\$ <u>781,060</u></td> </tr> <tr> <td>Total</td> <td>\$ 4,987,099</td> </tr> <tr> <td>FTE used</td> <td>55</td> </tr> </table>	Program delivery	\$ 4,206,039	Corporate Services	\$ <u>781,060</u>	Total	\$ 4,987,099	FTE used	55
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FTE used	55								

Key Commitments: Plans and Priorities 03/04	Results								
<ul style="list-style-type: none"> <li>• Effective management of statutory responsibilities.</li> <li>• Develop more inclusive processes for victims.</li> <li>• Survey victims on quality of information/assistance provided by NPB.</li> <li>• Investigate tragic incidents in the community and report findings</li> </ul>	<ul style="list-style-type: none"> <li>• Managed 15,000 contacts with victims, 1,080 requests to observe hearings, 1,500 requests to access the decision registry.</li> <li>• Continuation of measures to allow victims to read statements at hearings (162 in 03/04).</li> <li>• Feedback from victims indicates high levels of satisfaction: <ul style="list-style-type: none"> <li>- 87% satisfied with timeliness of information provided by NPB;</li> <li>- over 90% of survey respondents found NPB staff to be accessible, knowledgeable, and considerate.</li> </ul> </li> <li>• In 03/04, 2 investigations completed, results shared in NPB and with others as required.</li> </ul>								
Strategic Outcome	Costs in 2003-04								
<i>Quality pardon decisions and clemency recommendations which contribute to public protection and support the process of rehabilitation (see pages 23 to 25 for details).</i>	<table border="0"> <tr> <td>Program delivery</td> <td style="text-align: right;">\$ 2,145,363</td> </tr> <tr> <td>Corporate Services</td> <td style="text-align: right;">\$ <u>613,690</u></td> </tr> <tr> <td>Total</td> <td style="text-align: right;">\$ 2,759,053</td> </tr> <tr> <td>FTE used</td> <td style="text-align: right;">34</td> </tr> </table>	Program delivery	\$ 2,145,363	Corporate Services	\$ <u>613,690</u>	Total	\$ 2,759,053	FTE used	34
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Total	\$ 2,759,053								
FTE used	34								
Key Commitments: Plans and Priorities 03/04	Results								
<ul style="list-style-type: none"> <li>• Effective management of statutory responsibilities.</li> <li>• Development of long-term plan to enhance service quality and productivity.</li> </ul>	<ul style="list-style-type: none"> <li>• Managed 20,000 pardon applications. Average process time 17 months, (cases involving summary convictions - 3 months).</li> <li>• Policies/processes streamlined, automated system for application processing is being modernized. Improvements expected (e.g., average process time for cases involving summary convictions to decline from 3 months to 2 weeks).</li> </ul>								

## Section III: The Context

### 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.

The *Corrections and Conditional Release Act (CCRA)* empowers the Board to make conditional release decisions for federal offenders and provincial offenders in provinces and territories without their own parole boards. Provincial boards currently exist in Quebec, Ontario, and British Columbia. The *Criminal Records Act (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, following investigations by the Board and recommendations from the Minister.

Resources for 2003-04			
Planned Spending	Total Authorities	Actual Expenditures	Full-Time Equivalents Used
\$ 33,282,000	\$ 37,250,712	\$ 35,643,944	366

### 3. Structure for Program Delivery

The Board carries-out its work through six offices across the country and the national office in Ottawa. The national office makes clemency recommendations and pardon decisions and develops 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 (excluding appeal decisions). Board members are supported by staff who schedule hearings, ensure that 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, make arrangements for observers at 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). If the Board grants release, CSC supervises offenders in the community, and provides information to NPB on changes in risk presented by supervised offenders. Clearly, the Board shares accountability for "outcomes". When parolees succeed, “success” is the result of many players in the system, as well as the offender.

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

The RCMP also works with the Board in the processing of pardon applications. The RCMP provides NPB with information on criminal histories, and periods of crime-free behaviour for pardon applicants. When the Board issues or grants a pardon, it notifies the RCMP which seals the pardoned record. In the case of pardon revocation, the Board and the RCMP share information to support NPB decision-making, and RCMP responsibilities for management of information within the Canadian Police Information Centre (CPIC).

## 5. Challenges and Risks

NPB 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 rigorous pursuit of innovation and improvement to meet workload pressures, resource challenges and emerging priorities.

The Board delivers two statutory programs - conditional release and pardons and clemency. NPB also has a corporate service function which provides critical management and administrative support for program delivery. The conditional release area is, by far, the most complex and resource intensive, accounting for more than 80% of annual program expenditures. Costs include about \$ 1 million for parole reviews for provincial offenders (sentences less than two years) in the provinces and territories without their own parole boards.

Program delivery for the Board is labour-intensive. Salary costs amount to more than 80% of program expenditures each year. Most of the remaining expenditures cover essential operating costs, such as Board member travel to parole hearings. The high proportion of resources used for statutory responsibilities, combined with the high proportion of resources devoted to salary costs, seriously constrain NPB resource flexibility. In this context, managing heavy and increasingly complex workloads presents a constant challenge.

**Government Priorities:** The federal government remains committed to measures which strengthen the safety and security of Canadians. This commitment has been elaborated in successive speeches from the throne, and reinforced by numerous initiatives. Government restructuring to create the Department of Public Safety and Emergency Preparedness is a prime example. The new department integrates responsibilities for national security and emergency preparedness, crime prevention, border enforcement, law enforcement, community policing, corrections and conditional release, in order to strengthen protection of society.

The federal agenda for public safety has important implications for NPB. It demands that the Board work constantly to enhance the quality of decision-making for conditional release and pardons, while continuing to support numerous high priority initiatives, including:

- effective corrections, focussing on Aboriginal issues, and the growing diversity of the offender population and the community.
- citizen engagement to promote informed public discussion of parole and related matters;
- integrated justice information (IJI) which emphasizes electronic sharing of information across the criminal justice and security communities. Development of the conditional release system (CRS), and modernization of the system for processing pardon applications (PADS) reinforce the IJI agenda.
- initiatives with potential to generate knowledge and information for more effective conditional release decision-making (e.g. the implications of substance abuse for criminal activity, and fetal alcohol syndrome).

**Legislative Initiatives:** The Standing Committee on Justice and Human Rights reviewed the *Corrections and Conditional Release Act* and made 53 recommendations with significant implications for corrections and conditional release. The government response endorsed 46 of 53 recommendations, leading to legislative proposals in Bill C-40, which was reintroduced as Bill C-19, and referred to Parliamentary Committee in 2004. The Board remains committed to working with its partners to modernize and enhance the CCRA. The Board is also working with its partners in a review of the *Criminal Records Act* to ensure that it provides a meaningful framework for pardons in the 21<sup>st</sup> century.

**Public Attitudes:** Concerns for safety and security persist and have deepened amidst global terrorist threats. There are also strong concerns about crime and violence, particularly violent reoffending by individuals on various forms of conditional release. In fact, recent media coverage of tragic incidents in the community has heightened awareness of the conditional release system, and broadened public debate of parole and related matters. Public concerns are reflected in frequent calls for review of correctional law, policy and operations, and growing mistrust of corrections and paroling authorities. These trends reinforce NPB's public accountability, and the volatility of the Board's public environment.

**Aboriginal People:** 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. Similarly, Aboriginal offenders present serious challenges for conditional release. Trend data indicate that they are less likely than non-aboriginal offenders to apply for parole (at one-third of sentence) and more likely to be released on statutory release (at two thirds of sentence). As well, Aboriginal offenders, whether released on parole or SR, are more likely than non-aboriginal offenders to have their release revoked for a breach of conditions or for a new offence. Understanding the factors which contribute to these trends remains an important priority. In this context, the Board must develop policy, training and decision models which respect Aboriginal culture and traditions, and provide a solid foundation for quality conditional release decision-making.

**Workload Pressures:** The Board continues to face heavy and complex workloads, as demonstrated by the increasingly violent profile of federal offenders, growing involvement with victims of crime, high volumes of conditional release reviews and pardons, and growing expectations for public involvement in conditional release processes. The Board must also respond to numerous management improvement initiatives such as modern comptrollership, program activity architecture and the management accountability framework. Collectively, these pressures create significant challenges, demanding careful planning and priority setting.

**Information Management and Technology:** Quality information is essential for quality conditional release and pardons decision-making. Productive use of technology is critical for the collection and transfer of quality information. The Board faces ongoing difficulty in identifying the resources necessary to develop essential information systems, provide maintenance and support for these systems, and respond to new initiatives such as Integrated Justice Information. In order to derive maximum benefits from technology, the Board is developing an information technology strategy which emphasizes 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. For example, the classification levels in the Board are lower than the levels for similar positions in many other organizations. There are also 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.

## Section IV: Discussion of Departmental Performance

This section provides information on results for the Board's three 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.

### 1. Quality Conditional Release Decision

**Strategic Outcome: Quality conditional release decisions which contribute to public protection through the safe reintegration of offenders in the community.**

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.
- Legal services.
- Corporate services.

<b>Resource Use 2003-04</b>	
Program Delivery	\$ 23,713,540
Corporate Services	\$ <u>4,184,251</u>
Total	\$ 27,897,791
FTE Used	277

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 \$ 20 million in expenditures in 2003-04. 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.

<b>Progress Towards Commitments Made in Report on Plans and Priorities</b>		
<b>Program Area</b>	<b>Commitments Made</b>	<b>Recent Progress</b>
<ul style="list-style-type: none"> <li>• Statutory responsibilities</li> <li>• Legislative Reform (CCRA)</li> <li>• Effective Corrections (Aboriginal Issues)</li> </ul> <p>(Community Corrections Issues)</p> <p>(Evaluation)</p> <ul style="list-style-type: none"> <li>• Conditional Release System (CRS)</li> </ul>	<ul style="list-style-type: none"> <li>• Management of statutory responsibilities, consistent with CCRA.</li> <li>• Work with partners to ensure a relevant legislative framework.</li> <li>• Develop parole decision models to address the needs of Aboriginal offenders.</li> <li>• Enhance decision policies for Aboriginal offenders.</li> <li>• Enhance decision models, policies, training for visible minority offenders.</li> <li>• Assess the impacts and effects of the Effective Corrections initiative.</li> <li>• Improve information for decision-making through development of CRS.</li> </ul>	<ul style="list-style-type: none"> <li>• Completion of over 22,000 conditional release reviews as required by CCRA.</li> <li>• Bill C-19 to reform the CCRA tabled in 2004.</li> <li>• Elder-assisted hearings continued in all regions. (almost 600 held in 03/04)</li> <li>• Revised policies adopted in September 2003.</li> <li>• Policy consultations continue. Decision models being developed.</li> <li>• Evaluation completed, presented to Treasury Board.</li> <li>• Implementation in 04/05, with CSC's implementation of OMS.</li> </ul>

### **Program Effectiveness (HL)\***

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.

- About 60% of releases on SR are completed successfully, about 15% end in a new offence and 3% end in a new violent offence.
- Recent information on the outcomes of parole (see Table 1) reflects long-term trends. Care should be taken, however, in considering information for 2003/04, as numbers and rates of convictions 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			
							#	%	#	%		
<b>Day Parole</b>	#	%	#	%	#	%	#	%	#	%	#	%
2001-02	2676	82.6	381	11.8	3057	94.4	152	4.7	30	0.9	182	5.6
2002-03	2523	82.8	381	12.5	2904	95.3	121	4.0	21	0.7	142	4.7
<b>2003-04</b>	<b>2486</b>	<b>84.7</b>	<b>342</b>	<b>11.7</b>	<b>2828</b>	<b>96.4</b>	<b>95</b>	<b>3.2</b>	<b>13</b>	<b>0.4</b>	<b>108</b>	<b>3.6</b>
<b>Full Parole</b>	#	%	#	%	#	%	#	%	#	%	#	%
2001-02	1325	74.3	279	15.6	1604	89.9	151	8.5	29	1.6	180	10.1
2002-03	1161	72.7	273	17.1	1434	89.8	141	8.8	22	1.4	163	10.2
<b>2003-04</b>	<b>1045</b>	<b>73.1</b>	<b>271</b>	<b>19.0</b>	<b>1316</b>	<b>92.1</b>	<b>102</b>	<b>7.1</b>	<b>12</b>	<b>0.8</b>	<b>114</b>	<b>7.9</b>
<b>SR</b>	#	%	#	%	#	%	#	%	#	%	#	%
2001-02	3022	59.2	1374	26.9	4396	86.2	559	11.0	147	2.8	706	13.8
2002-03	3137	57.7	1614	29.7	4751	87.4	539	9.9	143	2.6	682	12.6
<b>2003-04</b>	<b>3082</b>	<b>58.2</b>	<b>1623</b>	<b>30.6</b>	<b>4705</b>	<b>88.5</b>	<b>474</b>	<b>8.9</b>	<b>121</b>	<b>2.3</b>	<b>595</b>	<b>11.2</b>

**Offenders with Life Sentences for Murder (HL)\***

"Lifers" represent a visible and growing component of the federal offender population, (i.e., 19% including about 2400 who are incarcerated and 1400 who are on day or full parole). 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 are as high as, or higher than rates for other groups of offenders, and rates of reoffending are lower. In fact, the group most likely to reoffend is the property offence group (non-scheduled), followed by offenders incarcerated for a violent but non-sexual offence (e.g., armed robbery, assault).

<b>TABLE 2 - OUTCOME for FEDERAL DAY PAROLE by OFFENCE of CONVICTION (%)</b>												
<b>Outcome</b>	<b>Murder</b>		<b>Schedule I Sex Offence</b>		<b>Schedule I Non-Sex</b>		<b>Schedule II</b>		<b>Non-Schedule</b>		<b>Total</b>	
	<b>02/03</b>	<b>03/04</b>	<b>02/03</b>	<b>03/04</b>	<b>02/03</b>	<b>03/04</b>	<b>02/03</b>	<b>03/04</b>	<b>02/03</b>	<b>03/04</b>	<b>02/03</b>	<b>03/04</b>
Successful Completions	91.9	92.0	94.6	92.0	79.2	82.4	89.8	89.8	70.1	74.6	82.8	84.7
Revoked for breach of conditions	6.9	7.3	4.6	7.6	16.5	13.7	8.0	9.1	17.7	15.8	12.5	11.7
<b>RECIDIVISM (Revocations with offence)</b>												
Non-violent	1.0	0.7	0.8	0.4	3.0	3.1	2.3	1.1	11.2	8.8	4.0	3.2
Violent	0.2	0.0	0.0	0.0	1.3	0.8	0.0	0.0	1.0	0.9	0.7	0.4
<b>Total</b>	<b>1.2</b>	<b>0.7</b>	<b>0.8</b>	<b>0.4</b>	<b>4.3</b>	<b>3.9</b>	<b>2.3</b>	<b>1.1</b>	<b>12.2</b>	<b>9.7</b>	<b>4.7</b>	<b>3.6</b>

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% reoffend. From April 1, 1994 to March 31, 2004, offenders with Life Minimum sentences had 1966 full parole supervision periods. By March 31, 2004, 1372 (68.8 %) of these supervision periods were still active. The outcomes of the remaining cases were as follows:

228 (11.6 %) offenders with life minimum sentences died between April 1/94 and March 31/04.

218 (11.1 %) full parole supervision periods were revoked for a breach of conditions.

91 (4.6 %) were revoked for a non-violent offence.

57 (2.9 %) were revoked as a result of a violent offence.

### **Convictions for Violent Offences (HL)\***

- Annual numbers of convictions for violent offences have dropped for all types of release, over the past seven years. For example, from 1994/95 to 2002/03, the annual number of convictions for violent offences by day and full parolees declined by 75%.
- Rates of conviction per 1,000 offenders under supervision, also indicate a downward trend.
- Comparison of violent conviction rates and violent crime rates in Uniform Crime Reports show that full parolees are no more likely than the general public to commit a violent crime.



<b>_TABLE 3 - CONVICTIONS FOR VIOLENT OFFENCES BY RELEASE TYPE AND THE RATES OF CONVICTION PER 1000 OFFENDERS UNDER SUPERVISION</b>							
<b>YEAR</b>	<b>DAY PAROLE (convictions)</b>	<b>RATES PER 1,000</b>	<b>FULL PAROLE (convictions)</b>	<b>RATES PER 1,000</b>	<b>STATUTORY RELEASE (convictions)</b>	<b>RATES PER 1,000</b>	<b>TOTAL CONVICTIONS</b>
1994/95	79	59	100	20	165	83	344
1995/96	63	53	64	14	185	83	312
1996/97	39	38	53	12	159	67	251
1997/98	37	30	48	12	155	62	240
1998/99	35	23	36	9	137	55	208
1999/00	56	36	42	9	157	56	255
2000/01	35	25	37	8	166	60	238
2001/02	30	23	33	8	147	51	210
2002/03*	21	16	24	6	143	49	188
<b>2003/04</b>	<b>13</b>	<b>10</b>	<b>16</b>	<b>4</b>	<b>121</b>	<b>41</b>	<b>150</b>

\* *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 considers public safety in the long-term. Currently, post-warrant expiry reoffending information is based on readmissions to a federal institution after April 1<sup>st</sup>, 1994, for offenders who completed their sentence on full parole, 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, differing rates of reoffending for offenders within this group:

- about 1 in 10 offenders who reached warrant expiry on full parole have returned to a federal institution;
- for offenders who reached warrant expiry on SR, about 3 in 10 have returned to a federal institution; and
- for offenders who remain incarcerated to warrant expiry (e.g. detained), about 5 in 10 have returned to a federal institution.

In Canada, conditional release is founded on the principle that gradual release to the community, based on effective 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 new sentence of two years or more). If all new offences (e.g. fines or 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 to develop a more comprehensive picture of post-warrant expiry reoffending.

## 2. Open and Accountable Conditional Release Processes

**Strategic Outcome: Open and accountable decision processes that ensure active involvement and engagement of victims and the public before and after conditional release decisions are made.**

The *CCRA* emphasizes openness and accountability through provisions which recognize the information needs of victims, permit interested parties to attend NPB hearings, and allow access 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, 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.

Resource Use 2003-04	
Program Delivery	\$ 4,206,039
Corporate Services	\$ <u>781,060</u>
Total	\$ 4,987,099
FTE Used	55

### 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.

<b>Progress Toward Commitments Made in Reports on Plans and Priorities</b>		
<b>Program Area</b>	<b>Commitments Made</b>	<b>Recent Progress</b>
<ul style="list-style-type: none"> <li>• Open and accountable decision processes</li> </ul>	<ul style="list-style-type: none"> <li>• Management of statutory responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Effective management of 15,000 contacts with victims, over 1,000 requests to observe hearings, and 1,500 requests to access the decision registry.</li> </ul>
<ul style="list-style-type: none"> <li>• Victims of Crime</li> <li>• Citizen Engagement Strategy</li> <li>• Restorative Justice</li> <li>• Federal Accord with the Voluntary Sector.</li> <li>• Investigations of tragic incidents.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop more inclusive process for victims of crime.</li> <li>• Enhance coordination of victim's issues.</li> <li>• Survey victims on the quality of information and assistance provided by NPB.</li> <li>• Expand strategy to include rural, Aboriginal and ethnically diverse communities.</li> <li>• Review policy implications, consult with partners, stakeholders, etc.</li> <li>• Consult regarding implementation of the Accord.</li> <li>• Investigate tragic incidents in the community and report on the findings.</li> </ul>	<ul style="list-style-type: none"> <li>• Continued measures to allow victims to read statements at NPB hearings.</li> <li>• Continuation of a small joint CSC/NPB national office for victims as focal point for consultation.</li> <li>• Survey completed. Results shared within NPB, with CSC and other partners.</li> <li>• Work underway in all regions to address key issues, expand scope of activities.</li> <li>• Consultations continue with key partners, including victims' groups.</li> <li>• Consultations continue, but limited by resource shortages.</li> <li>• 2 investigations completed. Findings shared across NPB and with public, as required.</li> </ul>

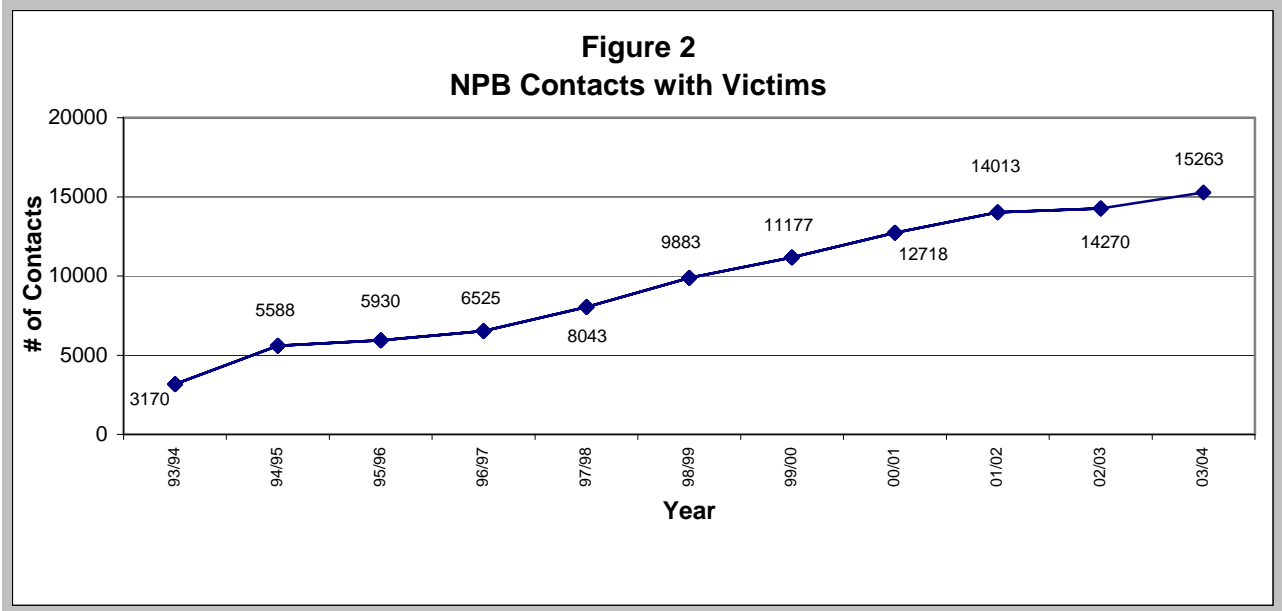
### **Program Effectiveness (HL)\***

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 assessment in this area has two components:

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

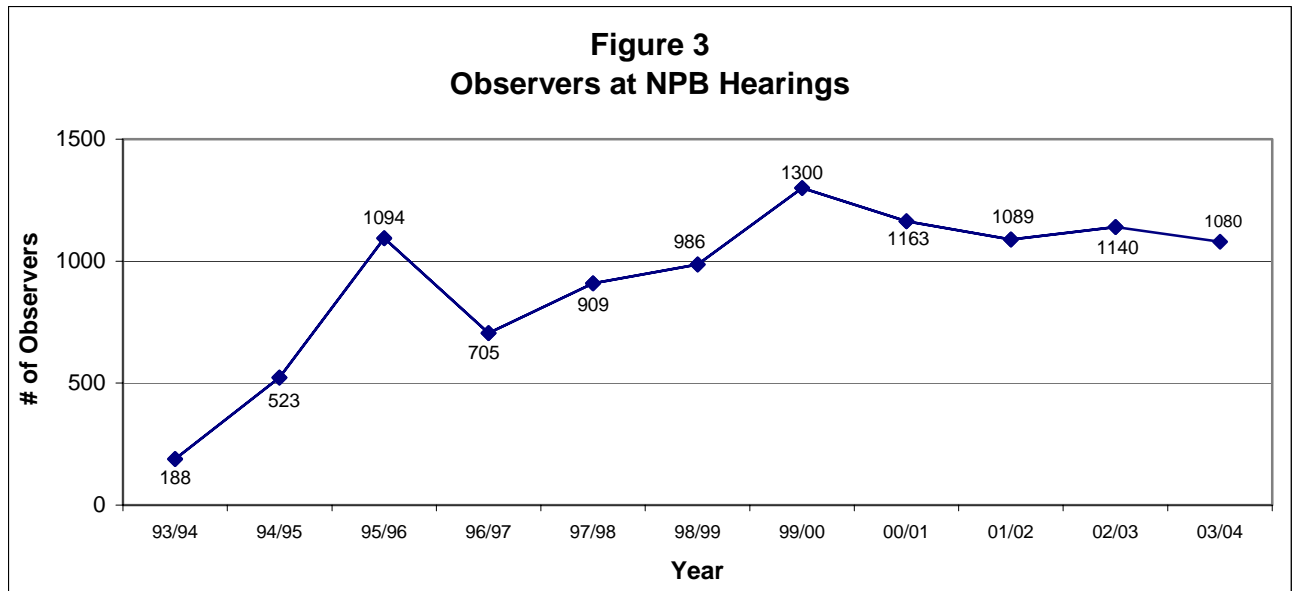
### **Contacts with Victims**

In 2003/04, the Board had over 15,000 contacts with victims. Most were victims of violence, such as sexual assault, or the family of murder victims.



**Observers at Hearings**

The Board had 1,080 observers at its hearings in 2003/04.



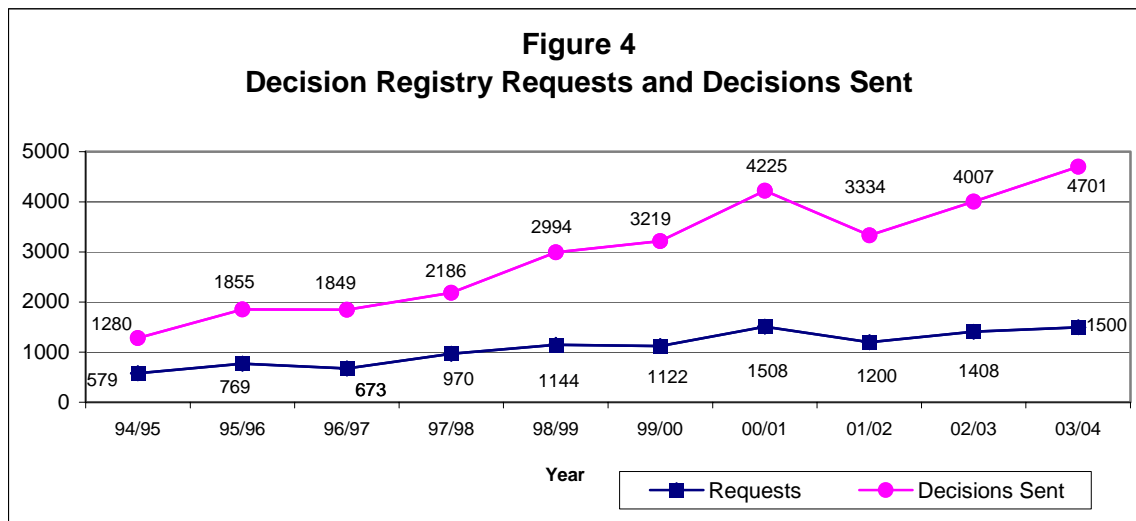
**Victims Reading Statements**

In 2003/04, 162 victims read statements at hearings. Most (30%) were victims of sexual assault, or the family members of victims of murder (29%) or manslaughter (19%). Of those victims who made presentations, about 70% 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 specific cases, 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 2003-04, the Board released over 4700 decisions from the registry in response to about 1500 requests. Victims are the most frequent users (about 50%), followed by media (30%).



## Survey of Victims of Crime (HL)\*

In July 2003, the Board distributed 2782 questionnaires to victims who had previously been in contact with NPB. Of this total, 2627 were actually delivered. 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 were intended to inform policy development, training and operations. Survey responses numbered 579, for a response rate of 22%. The cost for the survey, excluding staff salaries, was \$8190 or \$14.15 per response. In 2003, NPB tabled preliminary findings from the survey. This report summarizes the final results.

**Information and Assistance:** Generally, victims of crime are satisfied with the quality of information and assistance they receive from NPB:

- 87% of respondents stated they received information from NPB in a timely manner;
- 91% of respondents found NPB staff to be easily accessible;
- 94% found NPB staff to be knowledgeable;
- 97% found staff to be considerate;
- 86% of those who observed a hearing said they had received sufficient information from NPB to prepare themselves;
- 89% of those who read a statement at a hearing indicated that NPB had prepared them sufficiently for the experience; and
- 89% of those who read a statement at a hearing found the experience to be beneficial.

**Victim Interaction with NPB:** NPB does not initiate contact with victims of crime. Instead, the Board waits for victims to express an interest in becoming involved in the conditional release process, and then responds accordingly. Against this backdrop, the survey indicated:

- victims learn about NPB from numerous sources, including victims' organizations, the police, courts, correctional agencies, and the media.
- victims contact the Board seven times on average, and most frequently by telephone;
- victims seek various types of information, including parole eligibility and hearing dates, hearing locations, and Board decisions;
- most victims who observe a hearing (73%) are accompanied by a support person (family, friend, volunteer);
- 80% of victims who read a statement at a hearing are accompanied by a support person;
- 72% of victims who read a statement did so in person, 22% used audio tape, and 6% used a video tape;
- 13% of respondents stated that they had accessed the Board's registry of decisions. Of this group, 60% said the decision met their expectations.

**Areas for improvement:** The survey provided numerous suggestions for improving the quality of information and assistance provided by NPB which are now being considered by the Board:

- enhance the visibility of NPB information about its involvement with victims, particularly for reading statements at hearings, and access to the decision registry;
- ensure that victims have seamless access to information about the offender who harmed them, in the language of their choice;
- work with CSC to ensure that waiting rooms/hearing rooms provide basic necessities (access to water, washrooms) and a safe environment, separate from the offender;
- provide victims who read a statement with an appropriate microphone;
- ensure that victims who observe hearings or read statements at hearings have the opportunity to discuss the hearing with NPB staff, if they so choose; and
- help to create a cadre of volunteers who support victims at hearings.

**Investigations/Case Audits:** In 2003/04, NPB completed two investigations with CSC to examine tragic incidents in the community. These investigations involved NPB and CSC staff and a chairperson from the community. The Board also completed numerous “case audits” of incidents in which offenders on conditional release committed a violent offence. These investigations and case audits recommended improvements such as:

- use of a variety of assessment tools to evaluate dangerousness and risk to reoffend;
- quality control for psychiatric and psychological reports presented to the Board;
- clarification of the weight given to historical factors and psychiatric/psychological reports;
- use of a case chronology for long-term offenders, and offenders with lengthy criminal histories;
- the need to improve the quality of hearing tapes; and
- provision of hearing transcripts for members of boards of investigation.

### 3. Quality Pardon Decisions

**Strategic Outcome - Quality pardon decisions and clemency recommendations which contribute to public protection and support the process of rehabilitation.**

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.

<b>Resource Use 2003-04</b>	
Program Delivery:	\$ 2,145,363
Corporate Services	\$ <u>613,690</u>
Total	\$ 2,759,053
FTE Used	34

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. 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 full cost of the program for NPB or the RCMP. The fee is set at \$ 50.00 so as not to impede Canadians who wish to apply for a pardon.

<b>Progress Toward Commitments Made in Reports on Plans And Priorities</b>		
<b>Program Area</b>	<b>Commitments Made</b>	<b>Recent Progress</b>
<ul style="list-style-type: none"> <li>Pardons</li> </ul>	<ul style="list-style-type: none"> <li>Effective management of statutory responsibilities.</li> <li>Review of processes, development of plans for innovations in the use of technology for efficient work processing.</li> <li>Development of a long-term plan to enhance service quality, including review of revenue management and legislative framework for pardons.</li> </ul>	<ul style="list-style-type: none"> <li>Over 20,000 applications addressed. Process capacity increased as a result of short-term funding increase by Treasury Board.</li> <li>Processes streamlined, policies adapted, project underway to modernize the automated system used to support application processing (PADS).</li> <li>Long-term plan in place. Average process times to be reduced. Process capacity to be enhanced to support effective workload management. Proposals for revenue management under development.</li> </ul>

**Program Effectiveness - Pardons Granted/Issued and Revoked** (HL)\*

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 2003/04, the average processing time for pardons remained at 17 months; however, for cases involving summary convictions only, the average process time was three months. Work continues to improve the pardon process through numerous measures which include:

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

These measures are essential for dealing with heavy workloads and the reality of resource shortages. In fact, they are expected to generate significant improvements in productivity, and the quality of service. For example, the average process time for cases involving summary convictions only should decrease from three months to two weeks. For cases involving indictable offences, process time should decline from 17 months to 3 months.



<b>TABLE 4 - PARDONS GRANTED/ISSUED and DENIED by YEAR</b>												
<b>Decision</b>	<b>1998/99</b>		<b>1999/00</b>		<b>2000/01</b>		<b>2001/02</b>		<b>2002/03</b>		<b>2003/04</b>	
	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
Granted	3,594	65	3,129	53	7,495	52	10,725	63	7,204	49	<b>8,761</b>	<b>55</b>
Issued	1,882	34	2,732	46	6,700	47	5,920	35	7,232	49	<b>6,832</b>	<b>43</b>
Sub-Total	5,476	99	5,861	99	14,195	99	16,645	98	14,436	98	<b>15,593</b>	<b>98</b>
Denied	52	1	44	1	84	1	409	2	286	2	<b>265</b>	<b>2</b>
<b>Total</b>	<b>5,528</b>	<b>100</b>	<b>5,905</b>	<b>100</b>	<b>14,279</b>	<b>100</b>	<b>17,054</b>	<b>100</b>	<b>14,722</b>	<b>100</b>	<b>15,858</b>	<b>100</b>
Average Process Time	11 months		13 months		18 months		20 months		17 months		<b>17 months</b>	

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.

<b>TABLE 5 - PARDON REVOCATIONS</b>				
	<b>Cumulative Pardons Granted/Issued to Date</b>	<b>Pardons Revoked / Ceased during the Year</b>	<b>Cumulative Pardons Revoked/Ceased</b>	<b>Cumulative Revocation/Cessation Rate (%)</b>
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
<b>2003/04</b>	<b>306,985</b>	<b>1,314</b>	<b>10,594</b>	<b>3.45</b>

#### 4. Evaluation of Effective Corrections and Citizen Engagement

Budget 2000 provided the Board with \$ 6.5 million for work related to Effective Corrections and Citizen Engagement.

\$ Millions						
	2000/01	2001/02	2002/03	2003/04	2004/05	Total
Effective Corrections	.7	.7	1.2	1.2	1.2	<b>5.0</b>
Citizen Engagement	<u>.3</u>	<u>.3</u>	<u>.3</u>	<u>.3</u>	<u>.3</u>	<b><u>1.5</u></b>
	1.0	1.0	1.5	1.5	1.5	<b>6.5</b>

The **Effective Corrections** initiative has two components: Aboriginal Corrections; and Community Correctives Infrastructure. For Aboriginal Corrections, the Board received \$ 2.9 million over 5 years to enhance decision polices, risk assessment tools and training; expand the use of elder-assisted and community assisted hearings; and broaden outreach to Aboriginal communities to strengthen their involvement in the reintegration of Aboriginal offenders. With respect to community corrections, the Board received \$ 2.1 million over five years to strengthen research-based policy, risk assessment tools and training related to offenders with histories of violence; refine policy and risk assessment to address the growing cultural diversity of the federal offender population; and improve information for parole decision-making.

The **Citizen Engagement** initiative provided funding for the development of timely and relevant information for the public; opportunities for meaningful public debate of parole and related matters; and investment in partnership building in support of the safe reintegration of offenders in the community.

#### **Evaluation Findings** (HL)\*

Treasury Board approval for funding for Effective Corrections and Citizen Engagement also directed participating agencies to evaluate the initiatives in order to determine the need to convert temporary funding to ongoing funding. Findings from the evaluation clearly demonstrate the benefits from investment in Effective Corrections and Citizen Engagement. The activities introduced or strengthened through these initiatives have become integral to effective program delivery and must be continued (e.g. elder-assisted hearings). Funding should, therefore, become part of the Board's ongoing resource base. In summary, the findings indicate:

- NPB policies which were reviewed and revised in the context of Aboriginal culture and traditions, and the principles set out by the Supreme Court in the Gladue judgement, now provide a better foundation for decision-making.
- the preliminary work completed for an Aboriginal Risk Assessment Framework holds real potential. Work remains to finalize the Framework, but the final product should enhance decision-making.
- enhanced training for Board members provides stronger content on particular Aboriginal cultures (First Nations, Métis, Inuit).
- the expansion of elder-assisted and community-assisted hearings for Aboriginal offenders

has had a positive impact. (About 600 elder-assisted hearings were completed in 03/04). Feedback on these hearing models has been positive. The majority of offenders interviewed for the evaluation spoke of the hearings as being less confrontational, more respectful and more conducive to information sharing. Offenders said their respect for elders and the hearing circle made them more at ease and kept them open and honest, as they spoke from the heart.

- most Board members also commented favourably on assisted hearings. The Board members feel that they have a better understanding of where the offender is coming from. The Aboriginal offenders are more open and honest, more disposed to share meaningful information with Board members. Board members also very much appreciate the input provided by the Elders and community members who can speak during these hearings. Most feel that these hearings are conducive to a better decision-making process as the Board members receive better quality information, which helps them in their determination of the offender's risk to the public.
- outreach activities have been expanded with Aboriginal communities, yielding positive results. Feedback from communities, Board members, NPB staff and elders indicates that these activities are very important for building understanding and partnership among all participants, and for laying the groundwork for the safe reintegration of offender in the community.
- training has been enhanced with respect to offenders with histories of violence. Effective training in this area is crucial and must comprise an important aspect of a continuous learning strategy. Subjects for training include: family violence; typologies of violent offenders; violent offending and mentally disordered offenders; and prediction, assessment and management of violent behaviour. Training also addressed, and must continue to address issues related to various organized crime groups (e.g. Asian gangs, mafia, Russian organized crime, Aboriginal gangs).
- in the context of Citizen Engagement, the Board produced numerous information pieces to respond to needs identified by the public and community groups. Demands, including electronic demands, continue to grow in this area and must be addressed. The Board must ensure that its web-site is up to date and accessible.
- the series of citizens forums carried-out in communities across the country were received very positively. Participants said that they appreciated having their views considered, that their voices were heard, and that the sessions provided meaningful opportunities to exchange points of view, and share ideas.
- partnership building activities, while in the early stages of development have had positive results. Efforts with police, volunteers, and community groups, including groups in ethnocultural communities have helped to support information sharing and the safe reintegration of offenders in the community.

## Section V: Financial Performance

### 1. Financial Performance Overview

For 2003-04, total authorities, that is, total funds available for the National Parole Board amounted to \$ 37.3 million. Against this total, the Board expended about \$ 35.6 million or 95 % of the funds available.

The Board applied its resources to two program areas - conditional release, clemency and pardons. NPB also uses its resources for essential corporate management activities. Conditional release is, by far, the most resource intensive area, 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 2003-04, 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 2003-04 - Part II of the Estimates**  
**Financial Requirements by Authority**

Vote (millions of dollars)	<b>2003-04 Planned Spending</b>	<b>2003-04 Total Authorities</b>	<b>2003-04 Actual Spending</b>
<b>National Parole Board</b>			
25 Program expenditures	<b>28.6</b>	<b>33.0</b>	<b>31.3</b>
(S) Contributions to employee benefit plans	<b>4.7</b>	<b>4.3</b>	<b>4.3</b>
<b>Total Agency</b>	<b>33.3</b>	<b>37.3</b>	<b>35.6</b>

**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 2003-2004, by program area and the nature of the spending.

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

<b>Business Line</b>	<b>FTEs</b>	<b>Operating</b>	<b>Capital</b>	<b>Grants &amp; Contributions</b>	<b>Total Gross Expenditures</b>	<b>Less: Respendable Revenues</b>	<b>Total Net Expenditures</b>
<b>Conditional Release</b>							
planned spending	317	26.8	-	-	26.8	-	26.8
<i>(total authorities)</i>	317	29.7	-	-	29.7	-	29.7
<b>(actual spending)</b>	294	27.9	-	-	27.9	-	27.9
<b>Clemency &amp; Pardons</b>							
planned spending	34	1.8	-	-	1.8	-	1.8
<i>(total authorities)</i>	34	2.8	-	-	2.8	-	2.8
<b>(actual spending)</b>	30	2.1	-	-	2.1	-	2.1
<b>Corporate Management</b>							
planned spending	43	4.7	-	-	4.7	-	4.7
<i>(total authorities)</i>	43	4.8	-	-	4.8	-	4.8
<b>(actual spending)</b>	42	5.6	-	-	5.6	-	5.6
<b>Total</b>							
planned spending	394	33.3	-	-	33.3	-	33.3
<i>(total authorities)</i>	394	37.3	-	-	37.3	-	37.3
<b>(actual spending)</b>	366	35.6	-	-	35.6	-	35.6
<b>Other Revenues and Expenditures</b>							
<b>Non-respendable Revenues</b>							
planned spending							0.8
<i>(total authorities)</i>							0.8
<b>(actual spending)</b>							0.7
<b>Cost of Services provided by other Departments</b>							
planned spending							4.0
<i>(total authorities)</i>							4.0
<b>(actual spending)</b>							4.0
<b>Net Cost of the Program</b>							
planned spending	394						36.5
<i>(total authorities)</i>	394						40.5
<b>(actual spending)</b>	366						38.9

- The differences between planned spending and total authorities by business lines can be explained mainly by the additional appropriations received in the fiscal year.
- The Corporate Management Actual Spending Total has increased as a result of the implication of the Program Activity Architecture (PAA) model. Costs previously directly allocated to programs are now reflected in Corporate Management where they will be distributed by strategic outcome using the NPB allocation formula.

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

<b>Business Line/Function</b>	<b>Actual 2001-2002</b>	<b>Actual 2002-2003</b>	<b>Planned 2003-2004</b>	<b>Total Authorities 2003-2004</b>	<b>Actual 2003-2004</b>
Conditional Release	26.4	29.6	26.8	29.7	27.9
Clemency and Pardons	2.6	2.4	1.8	2.8	2.1
Corporate Management	5.5	4.5	4.7	4.8	5.6
<b>Totals</b>	<b>34.5</b>	<b>36.5</b>	<b>33.3</b>	<b>37.3</b>	<b>35.6</b>

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

<b>Business Lines</b>	<b>Actual 2001-2002</b>	<b>Actual 2002-2003</b>	<b>Planned 2003-2004</b>	<b>Total Authorities 2003-2004</b>	<b>Actual 2003-2004</b>
Clemency and Pardons	1.1	0.7	0.8	0.8	0.7
Total Revenues to the CRF *	1.1	0.7	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

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

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

### 2. Contacts

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Prairies Region	Regional Director 101 – 22 <sup>nd</sup> Street East 6th Floor Saskatoon, SK S7K 0E1 Phone: (306) 975-4228 Fax: (306) 975-5892
Pacific Region	Regional Director 32315 South Fraser Way Room 305 Abbotsford, BC V2T 1W6 Phone: (604) 870-2468 Fax: (604) 870-2498

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