

National Parole Board



**2004-2005
Estimates**

A Report on Plans and Priorities

Approved

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Section 1: Messages

1.1 Chairperson's Message

Public safety remains an important priority for the federal government, as reflected in the Speech from the Throne, and reinforced by the creation of the federal ministry of Public Safety and Emergency Preparedness.

The National Parole Board is well positioned to support this priority. For the past several years, the Board has developed plans, delivered programs and assessed results against the principles of public safety and public service. This trend will continue in 2004-05 and future years.

In support of public safety, the Board will continue to enhance the information systems, policies and training which provide the foundation for quality decision-making. Recruitment processes will continue to be refined to enable the Board to attract highly qualified and professional individuals as Board members (decision-makers) and staff (support for decision-makers). Clearly, quality decision-making requires quality decision-makers. The Board will persist with efforts to ensure that Board members have access to the latest information and knowledge about risk to support quality decision-making. And we will ensure that our decision processes are accessible, relevant, and effective - respectful of both victims and offenders, including special groups such as Aboriginal people, ethnic minorities and women.

Canada remains one of the safest countries in the world, and Canadians are certainly a law-abiding people. Public safety, however, remains a concern, and public debate of the issue remains "front and centre". Interestingly, while public debate frequently questions parole as a strategy for public safety, the results of research and Canadian experience clearly demonstrate its value in contributing to the long-term protection of society. For example, information on the outcomes of release illustrate that about nine of every ten releases on parole do not result in a new offence, and 99 of every 100 releases do not result in a new violent offence. Information on pardons yields similar results – about 97% of all pardons granted over the past 30 years remain in force, demonstrating that the vast majority of pardon recipients remain crime free in the community.

Progress toward "public service" focuses on measures which reinforce the Board's position as a well-performing organization, embodying the values of respect, openness, accountability, prudence, and innovation. From a program delivery perspective, the challenges of public service are most pressing in the area of pardons, and the provision of information for victims of crime, the media and the public. Efforts continue to address these challenges, with priorities involving the streamlining of pardon processes, effective response to the findings of a survey of victims, and upgrades to the Board's web-site as a source of timely and relevant information about parole and related matters.

From a management perspective, the ideal of public service has become increasingly important as Canadians demand that government at all levels demonstrate probity, effectiveness and value for money in program delivery. In this context, the Board continues to develop management

systems and processes which support probity, prudent resource use, and greater effectiveness. NPB also continues to examine measures for enhanced collection and reporting of performance information. Integrated risk management, and a practical approach to audit and evaluation highlight efforts in these areas.

Pursuit of excellence in public safety and public service creates interesting and important challenges for the Board. Heavy workload demands and scarce resources add real complexity to these challenges. In recent years, the Board's resource pressures have been acknowledged, and work continues to develop an effective long-term resource strategy for NPB. This resource strategy and the plans and priorities set out in this report position the Board for effective response to our key challenges, and I am confident that we will continue to make progress in the coming years.

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

1.2 Management Representation

<i>MANAGEMENT REPRESENTATION/DÉCLARATION DE LA DIRECTION</i>	
<p>I submit, for tabling in Parliament, the 2004-2005 Report on Plans and Priorities (RPP) for</p> <p style="text-align: center;"><u>the National Parole Board</u></p> <p>This document has been prepared based on the reporting principles and disclosure requirements contained in the <i>Guide to the Preparation of the 2004-2005 Report on Plans and Priorities</i>:</p> <ul style="list-style-type: none"> • It accurately portrays the plans and priorities of the organization. • The planned spending information in this document is consistent with the directions provided in the Minister of Finance's Budget and by TBS. • Is comprehensive and accurate. • Is based on sound underlying departmental information and management systems. <p>The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.</p>	<p>Je soumetts, en vue de son dépôt au Parlement, le Rapport sur les plans et les priorités (RPP) de 2004-2005 de</p> <p style="text-align: center;"><u>la Commission nationale des libérations conditionnelles</u></p> <p>Le document a été préparé conformément aux principes de présentation et aux exigences de déclaration énoncées dans les <i>Lignes directrices pour la préparation du Rapport sur les plans et les priorités de 2004-2005</i>:</p> <ul style="list-style-type: none"> • Décrivent fidèlement les mandats, priorités, stratégies et résultats escomptés de l'organisation. • Les données sur les dépenses prévues qu'il renferme respectent les consignes données dans le budget du ministre des Finances et par le SCT. • Sont complets et exacts. • Sont fondés sur de bons systèmes d'information et de gestion sous-jacents. <p>La structure de rapport sur laquelle se fonde le présent document a été approuvée par les ministres du Conseil du Trésor et constitue la base de l'imputabilité des résultats atteints avec les ressources et les pouvoirs fournis.</p>
<p>_____</p> <p>D. Ian Glen, Q.C.</p> <p>Date: _____</p>	

Section 2: The Accountability Framework - Raison d'être

2.1 Mission and Values (HL)*

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.

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.*

2.2 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. The Board also makes pardon decisions, and recommendations respecting clemency through the Royal Prerogative of Mercy (RPM).

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 exist in Quebec, Ontario, and British Columbia. The *CRA* authorizes the Board to grant or revoke pardons for convictions under federal acts or regulations. The Governor General or the Governor in Council approves the use of the RPM for those convicted for a federal offence, following investigations by the Board, and recommendations from the Solicitor General of Canada.

2.3 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.

(HL) denotes hyperlink to NPB web-site*

Conditional release decisions are made by Board members in the regions, except appeal decisions which are made, by the Appeal Division in Ottawa. Board members are supported by staff who schedule hearings, provide access to information for decision-making, ensure sharing of information with the offender, provide policy advice, and communicate conditional release decisions to the offender, the Correctional Service of Canada, and others, as required. Regional staff also provide information for victims, make arrangements for observers at NPB hearings, and manage requests for access to the Board's decision registry.

2.4 Departmental Planned Spending

(\$millions)	Forecast Spending 2003-2004	Planned Spending 2004-2005	Planned Spending 2005-2006	Planned Spending 2006-2007
Conditional Release	26.8	27.3	25.8	25.8
Pardons and Clemency	1.8	1.8	1.8	1.8
Corporate Management	4.7	4.8	4.8	4.8
Budgetary Main Estimates (gross)	33.3	33.8	32.4	32.4
Non-Budgetary Main Estimates (gross)	--	--	--	--
Less: Respendable revenue	--	--	--	--
Total Main Estimates	33.3	33.8	32.4	32.4
Adjustments	4.0	5.1	(.035)	(.035)
Net Planned Spending	37.3	38.9	32.3	32.3
Less: Non-Respendable revenue	0.7	0.7	0.7	0.7
Plus: Cost of services received without charge	4.1	4.1	4.0	4.0
Net Cost of Program	40.7	42.3	35.6	35.6
Full Time Equivalents	394	394	394	394

Multi-year trends illustrate a decline in planned spending as a result of the anticipated termination of resources for initiatives such as the Conditional Release System, and Effective Corrections. Adjustments in 2003-04 and 2004-05 provided through Supplementary Estimates to address urgent resource pressures.

Section 3: Planning Overview (Strategic Plan)

The National Parole Board is largely funded through operating expenditures plus revenue from pardon user fees. The Board works in a complex environment, demanding effective support for government priorities, effective response to justice system issues and community concerns, and effective innovation strategies to meet the constant challenges of heavy workloads and scarce resources.

3.1 Business Overview

The Board delivers programs in two areas of statutory responsibility - conditional release and pardons and clemency. NPB also has a corporate service function which supports these program areas by addressing critical management and administrative needs, many of which are statutory in nature (e.g. public accounts).

The conditional release area is, by far, the most complex and resource intensive, accounting for more than 80% of annual program expenditures. Annual costs for this program area include more than \$ 1 million for parole reviews for provincial offenders (sentences less than two years) in the provinces and territories without their own parole boards.

Typical Distribution of Annual Program Expenditures	
Conditional Release	80% to 85%
Pardons And Clemency	5% to 10%
Corporate Services	10% to 15%

Program delivery for the Board is labour-intensive. Salary costs account for over 80% of program expenditures each year. Most of the remaining expenditures cover operating costs for statutory responsibilities, such as Board member travel to parole hearings. The high proportion of resources devoted annually to statutory responsibilities, along with the application of the vast majority of resources to salary costs seriously limit NPB resource flexibility. Managing heavy workload pressures and cost increases presents a constant challenge, and a considerable risk to effective program delivery.

3.2 Challenges And Risks

Government Priorities: The federal government remains committed to measures which strengthen the effectiveness of the criminal justice system and enhance the safety and security of Canadians. This commitment has been elaborated in successive speeches from the throne and federal budget papers, and reinforced by numerous important initiatives. The recent government restructuring to create the Ministry of Public Safety and Emergency Preparedness is a prime example of federal endeavours to create safe and healthy communities, and an inclusive Canadian society.

The federal agenda to enhance public safety has important implications for NPB. It demands that the Board work constantly to enhance the quality and openness of decision-making related to conditional release and pardons. In this context, effective recruitment, training and development, and policy analysis must remain priorities. In addition, the Board must continue to support an array of high priority federal initiatives, involving:

- implementation of effective corrections measures, with their focus on Aboriginal issues, and the growing diversity in the offender population and the community.
- implementation of plans for citizen engagement designed to promote informed public discussion of parole and related matters; support for the federal initiative related to the Voluntary Sector Accord adds greater dimension to NPB citizen engagement efforts.
- implementation of plans in support of integrated justice information (IJI) which emphasize electronic sharing of information across the criminal justice and security communities. NPB efforts to develop a conditional release system to support quality decision-making reinforce the IJI agenda, as do plans to modernize the system used to process pardon applications.
- support for a series of initiatives with significant potential to generate knowledge and information for more effective conditional release decision-making. Current areas of interest include the implications of substance abuse for criminal activity (national drug strategy); fetal alcohol syndrome; and community-based crime prevention.

The federal government has also made a strong commitment to good governance and service improvement. Initial strategies for service improvement (in which the Board is fully engaged) include: government on line (GOL), a broad effort to provide on-line access for Canadians to government information and services; and modern comptrollership which will promote greater effectiveness and accountability throughout government. More recently, the government has introduced additional measures to promote management excellence including: the Management Accountability Framework (MAF); Program Activity Architecture (PAA); and Expenditure Reviews for Non-Statutory Programs. The Board has already begun to respond to the MAF and the PAA. To date, NPB has not received notification of an expenditure review.

Legislative Initiatives: The Standing Committee on Justice and Human Rights reviewed the *Corrections and Conditional Release Act* and made 53 recommendations with important implications for corrections and conditional release. The government response endorsed 46 of 53 recommendations and called for concrete action to address the concerns of the Committee. The government tabled legislative proposals to respond to selected Committee recommendations based on affordability. The Board remains committed to working with its partners to support progress in this area. NPB also remains committed to a review of the *Criminal Records Act* to ensure that it remains a sound framework for the processing of pardon applications.

Victims of Crime: Concerns continue to be expressed for the justice system to provide better information and assistance for victims. This need has been identified frequently by victims and victim organizations, and reinforced on several occasions by the Standing Committee on Justice and Human Rights. To support progress in this area, the Board surveyed victims of crime in 2003. Feedback from the survey will help NPB to improve the information and assistance provided for victims.

Public Attitudes and Concerns: Fear of crime and concerns for safety persist. Canadians continue to call for concerted action by government to enhance public safety and prevent crime. There is continued pressure for greater effectiveness in assessing the risk of re-offending, particularly for offenders with a history of violent or sexual offences. In this context, public debate of parole is often set against a backdrop of high profile media coverage of tragic incidents in the community, accompanied by frequent calls for more punitive approaches to crime, and more limited access to parole. In the post 9/11 era, there are also strong public demands for effective action to address terrorist threats, including effective information sharing among public safety organizations.

Aboriginal Peoples: The over-representation of Aboriginal people in the justice system has reached crisis proportions. The federal government has recognized the seriousness of this situation, and called on federal departments to respond. As a small agency with responsibilities at the "back-end" of the justice system, the Board has limited capacity to influence Aboriginal over-representation in the system. The Board will, however, continue to work with Aboriginal offenders and Aboriginal communities to develop policies, training and decision processes which respect Aboriginal culture and traditions, and which support the safe reintegration of Aboriginal offenders in the community.

Program Workloads: The Board continues to experience heavy workload demands (e.g. parole reviews, pardon applications), and increasingly complex decision processes. For example, NPB faces complex and growing workloads related to offenders with histories of violence and offenders subject to long-term supervision orders. The Board must also respond to numerous management improvement initiatives such as the Financial Information Strategy, modern comptrollership, and the Management Accountability Framework. Collectively, these pressures create significant risks for quality program delivery, demanding rigorous review of priorities and effective planning and resource allocation.

Information Management and Technology: Quality information is essential for quality decision-making. Productive use of technology is critical for the collection and transfer of quality information. The Board faces a constant challenge in its efforts to develop and refine information systems, and provide ongoing maintenance and support. Information technology is a critical area where resource demands exceed capacity to respond and, therefore, put program delivery seriously at risk.

Human Resource Management: More than 35% of NPB staff are 50 years or older, with the potential for significant numbers of departures in coming years. Replacement of these employees will prove difficult, as the Board has lower classification levels than many

organizations, and more limited opportunities for advancement. Adding complexity to the human resource challenge, is the need for NPB to maintain a work force profile which reflects Canadian diversity.

3.3 Strategic Relationships

Partnership is integral to effective NPB operations. As the Board's key partner, CSC provides information for NPB decision-making. If the Board grants release, CSC supervises offenders in the community, and provides information to the Board 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. As a result, the Board shares accountability for "outcomes". In this context, NPB does not claim full credit when parolees succeed. Success is the result of many players in the system, and the offender.

3.4 Strategic Direction (The Vision) (HL)*

The Board recognizes the dynamic nature of its environment, 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, which positions the Board to meet ongoing and emerging challenges. 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 of 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 which sustains effective operations and continuous improvement.

3.5 Strategic Outcomes

Consistent with its Vision, the Board has established three strategic outcomes for 2004/05:

- quality decisions for conditional release which contribute to long-term community protection through the safe reintegration of offenders;
- open, accountable, and accessible decision processes for conditional release; and
- quality decisions for pardons which contribute to long-term community safety and provide timely service for pardon applicants.

3.6 Overview of Expenditures by Strategic Outcome

Expenditures by Strategic Outcome 2004/05			
Quality Conditional Release Decision-Making	Open and Accountable Decision Processes	Quality Pardons Decision-Making	Total
\$ 31,313,000	\$ 3,442,000	\$ 4,145,000	\$ 38,900,000
310 FTE	49 FTE	35 FTE	394 FTE

Section 4: Plans and Priorities by Strategic Outcome

This section provides information on NPB plans and priorities, by strategic outcome. It begins with summary information, and then gives details, including planned activities and costs.

4.1 Summary Information

Strategic Outcomes	Priorities
<p>1. Quality decisions for conditional release-decisions which contribute to long-term community protection through the safe reintegration of offenders.</p>	<ul style="list-style-type: none"> ▪ Effective management of statutory responsibilities. ▪ Continued support for the review of the CCRA. ▪ Continued work on "Effective Corrections". ▪ Implementation of the Conditional Release System. ▪ Continuation of the quality conditional release initiative. ▪ Support for the national drug strategy and work to address the implications of fetal alcohol syndrome.
<p>2. Open, accountable and accessible decision processes for conditional release.</p>	<ul style="list-style-type: none"> ▪ Effective management of statutory responsibilities (e.g. observers at hearings, the decision registry). ▪ Continued measures to address the needs of victims of crime. ▪ Continued efforts to address growing diversity in the offender population and the community. ▪ Continuation of NPB's citizen engagement strategy. ▪ Support for implementation of the federal Accord with the Voluntary Sector.
<p>3. Quality decisions for pardons-decisions which contribute to public safety and provide timely service for applicants.</p>	<ul style="list-style-type: none"> ▪ Effective management of statutory responsibilities. ▪ Measures to improve process efficiency for pardons.

4.2 Detailed Reporting

NPB's plans and priorities are inextricably linked with its Vision. The Vision shapes and stimulates continuous improvement in NPB policy, training, and operations, and links planning and performance reporting to the concepts of public safety and public service.

4.3 Quality Decisions for Conditional Release (HL)*

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 relevant, available information and careful assessment of risk. In this context, the Board should be, and is judged on the outcomes of its decisions to release offenders to the community. Performance data indicate positive results for parole decision-making. More than nine of every ten parole releases do not result in a new offence, and 99 of every 100 releases do not result in a new violent offence. Long-term follow-up indicates that offenders who reach the end of their sentence on full parole tend not to return to a federal penitentiary. In fact, about 90% of offenders who completed their sentence on full parole had not returned to a federal institution 10 years after their release.

These data suggest positive results, but public safety is an area where continuous improvement must be the rule of the day. The tragic consequences of crime for victims and the community demand that the Board strive constantly to enhance risk assessment and decision-making. Plans and priorities focus squarely on measures to enhance quality in decision-making.

Total Planned Spending 2004-05

Program Delivery	\$ 27,020,000
Corporate Services	<u>\$ 4,293,000</u>
Total	\$ 31,313,000
Planned FTE	310

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

Vision Statements - Long-term Results

- The Board is, and is perceived to be, a world leader in quality decision-making, working constantly to improve its ability to identify from an increasingly diverse offender population, those offenders who will succeed in the community. Recidivism, particularly violent recidivism, continues to decline.
- The Board works within an enabling legislative framework which allows it to apply its expertise in quality decision-making to the full extent. Quality, case specific risk assessment, and risk management based on the results of research, and enhanced community supervision ensure timely and safe reintegration of offenders.
- The Board selects highly qualified people as candidates for appointment as Board members and as staff – people who are knowledgeable about, and committed to the safe reintegration of offenders. Excellence is sustained through continuous learning and effective succession planning, as well as entrenchment of the Board member appointment process in law.
- The Board, in partnership with communities, develops innovative models for parole decision-making and related activities which address the unique needs and circumstances of Aboriginal offenders, and the role of Aboriginal communities in the safe reintegration of these offenders.
- The Board derives maximum benefit from information technology and integrated justice information systems. The quality and timeliness of case preparation and information for decision-making meets NPB standards in all circumstances.

Priorities	Planned Activities	Associated Resources (\$000)			Monitoring Approach
		2004-05	2005-06	2006-07	
<ul style="list-style-type: none"> • Effective management of statutory responsibilities (ongoing). 	<ul style="list-style-type: none"> • Preparation for, and completion of 20,000 to 25,000 conditional release reviews, including reviews for provincial offenders which generate costs in excess of \$ 1 million annually. 	29,343	25,550	25,500	<ul style="list-style-type: none"> • Performance is monitored by tracking the outcomes of release for offenders on day and full parole.

Priorities	Planned Activities	Associated Resources (\$000)			Monitoring Approach
		2004-05	2005-06	2006-07	
<ul style="list-style-type: none"> Effective support for work to refine the CCRA (previously identified priority). 	<ul style="list-style-type: none"> Policy analysis to support discussion of proposals for legislative change. 	50	TBD	TBD	<ul style="list-style-type: none"> Progress toward legislative change is tracked.
	<ul style="list-style-type: none"> Implementation of measures to support legislative reform. 	50	TBD	TBD	
<ul style="list-style-type: none"> Continued support for Effective Corrections focussing on Aboriginal offenders and communities (previously identified initiative). Funding for this initiative is currently scheduled to end in 2004-05. 	<ul style="list-style-type: none"> Enhancement of policies, and training related to Aboriginal offenders, outreach to Aboriginal communities, expanded use of assisted hearings. 	490	TBD	TBD	<ul style="list-style-type: none"> The impacts and effects of the Effective Corrections initiative will be assessed through an evaluation which is currently being prepared.
	<ul style="list-style-type: none"> Provision of parole and related services for offenders from the Nunavut Territory. 	80	TBD	TBD	
	<ul style="list-style-type: none"> Partnership to create the community infrastructure necessary for the safe reintegration of Aboriginal offenders. 	100	TBD	TBD	
	<ul style="list-style-type: none"> Evaluation of the Effective Corrections initiative. 	100	--	--	
<ul style="list-style-type: none"> Development of the Conditional Release System in tandem with work to renew CSC's Offender Management System (OMS). 	<ul style="list-style-type: none"> Delivery of training in support of implementation of new CRS. Implementation of CRS when CSC is prepared to implement, its new version of OMS. 	500	TBD	TBD	<ul style="list-style-type: none"> Implementation will be monitored as part of risk management strategy.
	<ul style="list-style-type: none"> Support for the Integrated Justice Information Initiative to ensure that NPB systems, including CRS, support effective information. 	100	100	100	<ul style="list-style-type: none"> Assessment of NPB capacity to information electronically.
TBD - To be determined.					

Priorities	Planned Activities	Associated Resources (\$000)			Monitoring Approach
		2004-05	2005-06	2006-07	
<ul style="list-style-type: none"> Expansion of NPB's initiative for quality in conditional release: <ul style="list-style-type: none"> - quality Board members/staff; - quality decision processes; and - quality decisions. (previously identified initiative, to be integrated with ongoing activities in future years). 	<ul style="list-style-type: none"> Building a clear understanding of "quality" in conditional release (internal and external). 	50	50	50	<ul style="list-style-type: none"> Plans being developed to assess the impacts and effects of quality conditional release.
	<ul style="list-style-type: none"> Enhanced recruitment of Board members and staff. 	200	200	200	
	<ul style="list-style-type: none"> Review of training to ensure that it reflects the latest information on risk and related factors. 	100	100	100	
	<ul style="list-style-type: none"> Examination of decision models to identify approaches which yield quality information for decision-making. 	100	100	100	
<ul style="list-style-type: none"> Support the federal drug strategy. 	<ul style="list-style-type: none"> Integration of information on substance abuse and risk with policy and training. 	25	25	25	<ul style="list-style-type: none"> Evaluation strategy being developed.
<ul style="list-style-type: none"> Support exploration of issues related to fetal alcohol syndrome (FAS). 	<ul style="list-style-type: none"> Integration of information on FAS with policy and training for decision-making. 	25	25	25	<ul style="list-style-type: none"> Evaluation strategy being developed.
TBD - To be determined.					

4.4 Open And Accountable Decision Processes (HL)*

Strategic Outcome 2: Open, accountable and accessible decision processes for conditional release.

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 by the public to NPB decisions through a registry of decisions. Another key aspect of openness and accountability, as set out in the law, involves the investigation of serious incidents in the community and the effective dissemination of the findings of these investigations within the Board and to interested parties. The Act also calls for the Board to provide an effective program of public information. In recent years, public information efforts have taken on greater complexity as the Board has had to deal with growing diversity in the offender population and the community, and calls for new approaches such as citizen engagement which provides Canadians with a "voice" in discussion of issues with important implications for their families, their homes, and their communities.

The importance of openness and accountability was emphasized in the report of the Standing Committee on Justice and Human Rights for the CCRA review which called for more inclusive processes for victims of crime, and enhanced strategies for citizen engagement. In July 2001, NPB introduced measures to allow victims to read statements at its hearings. The Board will continue this approach, along with measures to create effective structures in NPB and CSC for dealing with the information needs of victims.

Total Planned Spending 2004-05	
Program Delivery	\$ 2,897,000
Corporate Services	<u>\$ 545,000</u>
Total	\$ 3,442,000
Planned FTE	49

In 2003-04, NPB surveyed victims of crime to gather feedback on how to improve the information and assistance provided by NPB for victims. The results of this survey are being assessed and an action plan is being developed to respond to survey findings.

Strategic Outcome - Open, accountable, and accessible decision processes for conditional release.

Vision Statements - Long-term Results

- The Board is, and is perceived to be open and fair, respecting the duty to act fairly and the unique needs and circumstances of diverse groups in its decision policies and processes.
- The Board is, and is perceived to be, a community board, representing and being representative of diverse communities and their concerns, including the concerns of women, ethnic minorities, the elderly and youth. Public understanding of, and confidence in conditional release is high.
- The Board forges new community partnerships, creating a network of citizen spokespersons for conditional release and safe reintegration of offenders. Information sharing and public consultation characterize all aspects of the Board's work.
- The Board develops innovative decision processes which meet the needs of victims and recognize the value of restorative approaches, with their emphasis on inclusiveness for victims, offenders and their respective families, and the community.
- The Board works effectively with its key partners, including CSC, the voluntary sector, community groups, and other levels of government to promote an effective criminal justice system focused on a common goal of protection of society, and characterized by balanced systems and processes.

Priorities	Planned Activities	Associated Resources (\$000)			Monitoring Approach
		2004-05	2005-06	2006-07	
<ul style="list-style-type: none"> • Effective management of statutory responsibilities (ongoing). 	<ul style="list-style-type: none"> • Response to annual workloads involving about 15, 000 contacts with victims, 1,100 observers at hearings, and 4,000 requests for access to the decision registry, and investigations of tragic incidents. 	1907	1907	1907	<ul style="list-style-type: none"> • NPB monitors workload levels in these areas and the quality of organizational response. Periodically surveys are conducted to gather feedback on the quality of program delivery.
<ul style="list-style-type: none"> • Continued implementation of measures to allow victims to read statements at NPB hearings (previously identified initiative). 	<ul style="list-style-type: none"> • Ongoing support for the 200 to 300 victims who will read statements at NPB hearings. 	500	500	500	<ul style="list-style-type: none"> • Victims are surveyed periodically for their input on program delivery.

Priorities	Planned Activities	Associated Resources (\$000)			Monitoring Approach
		2004-05	2005-06	2006-07	
<ul style="list-style-type: none"> • Work, with CSC, to enhance provision of information to victims regionally and nationally. 	<ul style="list-style-type: none"> • Continued provision of a joint CSC/NPB national office to coordinate victim issues. 	100	100	100	TBD
<ul style="list-style-type: none"> • Continued development and implementation of the Board's strategic framework for citizen engagement (previously identified initiative). Funding currently scheduled to end in 2004-05. 	<ul style="list-style-type: none"> • Expansion of the strategy to include rural, Aboriginal and ethnically diverse communities. The strategy provides: <ul style="list-style-type: none"> • timely, relevant public information; • opportunities for meaningful public discussion of parole related matters; • partnership building with communities. 	270	TBD	TBD	<ul style="list-style-type: none"> • Impacts and effects to be assessed in an evaluation which is currently being prepared.
<ul style="list-style-type: none"> • Support for effective action to implement the federal Accord with the Voluntary Sector. 	<ul style="list-style-type: none"> • Development of an NPB action plan for implementation of the Accord. 	50	50	50	TBD
<ul style="list-style-type: none"> • Continued action to address the growing diversity in the offender population and the community (previously identified initiative). Funding currently scheduled to end in 2004-05. 	<ul style="list-style-type: none"> • Implementation of a range of measures to address issues of diversity including: <ul style="list-style-type: none"> • recruitment strategies to ensure staff and Board members are representative of communities served by the Board; • policies, training, and decision models which respect culture, ethnicity, etc. 	100	100	100	TBD
<ul style="list-style-type: none"> • TBD- To be determined. (\$ 105, 000) 		410	TBD	TBD	<ul style="list-style-type: none"> • Impacts and effects to be assessed in the evaluation which is currently being prepared.

4.5 Quality Decisions for Pardons (HL)*

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.

From a public safety perspective, the pardons program addresses the question of risk in an effective manner. 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.

Total Planned Spending 2004-05	
Program Delivery	\$ 3,571,000
Corporate Services	\$ <u>574,000</u>
Total	\$ 4,145,000
Planned FTE	35

From a program delivery perspective, the question of risk is influenced by numerous factors, including annual workload demands (e.g. pardon applications), and the complexity of work processes related to the processing of pardons. For example, the pardons program receives 20,000 to 25,000 applications for processing annually. In recent years, application volumes have exceeded process capacity. Average processing time for pardons increased considerably, and the quality of service to clients declined sharply. Improving service quality is a high priority for the Board. Important elements of work to improve service quality will involve process streamlining, modernization of the automated system to process applications, and a review of policy and legislation to ensure that they continue to provide a meaningful framework for program delivery.

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

Vision Statements -Long-term Results

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

Priorities	Planned Activities	Associated Resources (\$000)			Monitoring Approach
		2004-05	2005-06	2006-07	
<ul style="list-style-type: none"> • Effective management of statutory responsibilities related to pardons (ongoing). 	<ul style="list-style-type: none"> • Effective response to 20,000 to 25,000 pardon applications annually. 	2,745	2,382	2,382	<ul style="list-style-type: none"> • The quality and timeliness of delivery of the pardons program is monitored constantly.
<ul style="list-style-type: none"> • Measures to improve the timeliness for processing of pardon applications (previously reported initiative). 	<ul style="list-style-type: none"> • Renewal of the automated system to process pardon applications (new initiative). 	800	TBD	TBD	<ul style="list-style-type: none"> • System development will be monitored closely, risk assessments will be conducted.
	<ul style="list-style-type: none"> • Development of a long-term plan to enhance service quality, including review of the policy and legislative framework for pardons. 	150	50	--	
<ul style="list-style-type: none"> • TBD- To be determined. (\$ 450, 000) 					

Section 5: Organization

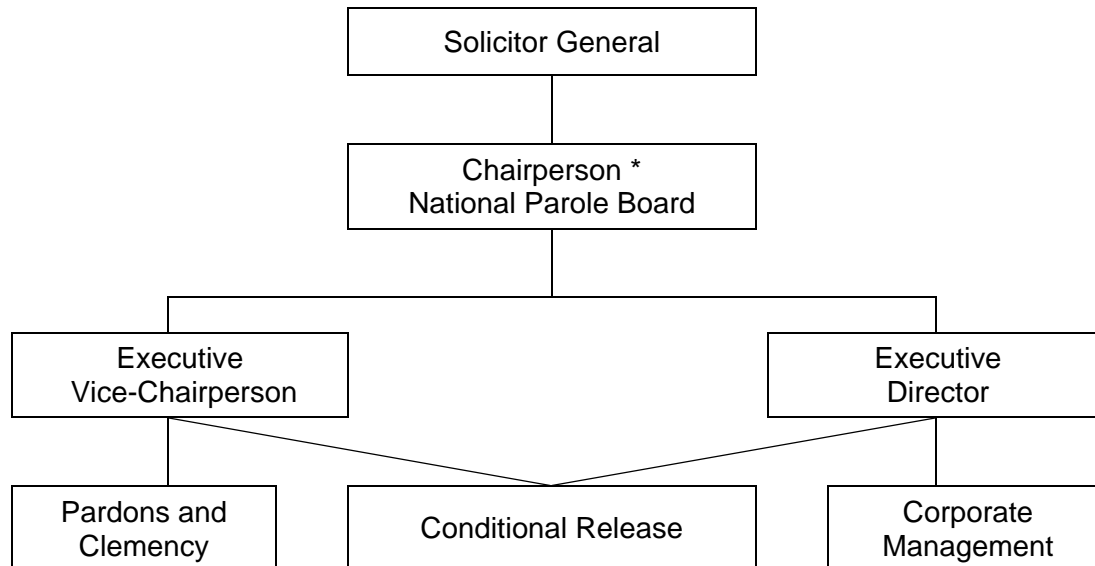
The National Parole Board is an agency within the Portfolio of the Department of Public Safety and Emergency Preparedness. While the Board works as a partner within the Portfolio, it is unique in many ways. It is an independent administrative tribunal responsible for conditional release decisions for federal offenders and for provincial offenders in provinces and territories without their own parole boards, for pardons decisions, and for clemency recommendations. The Board, although governed by the CCRA, is independent in its decision-making responsibilities.

5.1 Business Lines

The Board delivers its program through two business lines (conditional release, pardons and clemency) and a corporate management function:

- conditional release involves case review and quality decision-making; provision of support for decision-making; case audits and investigation of serious incidents in the community; provision of appropriate training to ensure professionalism in all aspects of decision-making; policy development to guide decision-making and operations; provision of information for victims and assistance for observers at NPB hearings and those who seek access to NPB's decision registry; public information strategies; and coordination of business line delivery within the Board and with key partners.
- pardons and clemency involve the review of pardon applications and the making of quality decisions to grant or deny pardons; provision of support for pardon decision-making; development of pardon and clemency policy; the collection of pardons revenue; development of recommendations for clemency; public information strategies; and coordination of the pardons and clemency business line within the Board and with key partners.
- corporate management involves the provision of a range of management policies and services (finance, human resources, information management, strategic and operational planning) to support the conditional release, and pardons and clemency business lines, and to respond to central agency initiatives.

5.2 Business Line Accountability



5.3 Resource Relationship: Business Lines and Strategic Outcomes 2004-2005 (\$ 000)

Strategic Outcomes	Conditional Release	Pardons and Clemency	Corporate Management	Total
Quality Conditional Release Decision-Making	27,020	-	4,293	31,313
Open and Accountable Conditional Release Decision Process	2,897	-	545	3,442
Quality pardons decision making	-	3,571	574	4,145
Total	29,917	3,571	5,412	38,900

* The Chairperson and the Executive Vice-Chairperson work as a team, sharing roles and responsibilities. The Executive Vice-Chairperson has been shown separately in this chart to illustrate management responsibility for pardons and clemency.

5.4 Financial Information

Table 1: Net Cost of Program for 2004-2005

(\$ millions)	Conditional Release	Clemency/ Pardons	Corporate Management	Total
Net planned Spending	29,970	3359	5193	38,522
Plus:				
<i>Services Received without Charge</i>				
<i>Accommodation provided by Public Works and Government Services</i>	1603	100	300	2,003
Contributions covering employees' share of insurance premiums and costs paid by TBS	1425	91	260	1776
Salary and associated cost of legal services provided by Justice Canada	331	0	0	331
Benefits paid by HRDC	100	0	0	100
Total Cost of Program	33,429	3550	5753	42,732
Less: Non-responsible Revenue		700		700
Net cost of Program 2004-2005	33,429	2850	5753	42,032

Table 2: Non-responsible Revenue

Non responsible Revenue (\$ millions)	Forecast Revenue 2003-04	Planned Revenue 2004-05	Planned Revenue 2005-06	Planned Revenue 2006-07
Clemency and Pardons	700	700	700	700
Total Non-responsible Revenue	700	700	700	700

5.5 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>	
The Minister shares responsibility to Parliament for the following Acts:	
<i>Criminal Code</i>	R.S. 1985, c. C-47
<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

5.6 Contacts

Office	Address
National Office	Director, Communications 410 Laurier Avenue West Ottawa ON K1A 0R1 Phone: (613) 954-6547 Fax: (613) 957-3241
Atlantic Region	Regional Director 1045 Main Street Unit 101 Moncton NB E1C 1H1 Phone: (506) 851-6345 Fax: (506) 851-6926
Quebec Region	Regional Director 200 René-Lévesque Blvd. W. 10 th Floor, Suite 1001 - West Tower Montreal QC H2C 1X4 Phone: (514) 283-4584 Fax: (514) 283-5484
Ontario Region	Regional Director 516 O'Connor Drive Kingston ON K7P 1N3 Phone: (613) 634-3857 Fax: (613) 634-3861
Prairies Region	Regional Director 101-22 nd Street East 6 th Floor Saskatoon SK S7K 0E1 Phone: (306) 975-4228 Fax: (306) 975-5892 or 9530-101e Avenue Edmonton AB T5H 0B3 Phone: (780) 495-3404 Fax: (780) 495-3475
Pacific Region	Regional Director 32315 South Fraser Way Room 305 Abbotsford BC V2T 1W6 Phone: (604) 870-2468 Fax: (604) 870-2498

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

ANNEX

Table 3 : Major Initiatives and/or Programs

This section provides information on the major initiatives in which NPB will be involved in 2004-05. Initiatives have been identified as "major" if they involve:

- a significant federal commitment for justice system improvement;
- a significant federal investment, for a specified period, in measures to improve the justice system; and
- direct investment in, and involvement of the Board in the initiative.

Using this definition, NPB is currently involved in two major initiatives:

- effective corrections/citizen engagement; and
- integrated justice information.

Effective Corrections/Citizen Engagement: Budget 2000 allotted \$ 45 million over five years (2000-01 to 2004-05) for A Strategy to Advance Effective Corrections and Citizen Engagement. Funding was divided among three partners: Department of the Solicitor General (\$ 8.5 million); the Correctional Service Canada (\$ 30 million) and the National Parole Board (\$6.5 million).

Effective corrections is about distinguishing among offenders, those who need come be separate from society and those who can be safely managed in the community. The two key areas of work for this initiative are Aboriginal offenders and community corrections. Activities and planned results for this area are outlined below.

Effective Corrections	
Planned Activities	Anticipated Results
Aboriginal Corrections <ul style="list-style-type: none"> • Development of enhanced policies, risk assessment tools and training. • Expanded use of Elder Assisted Hearings and community-assisted hearings. • Development of culturally appropriate hearing models for offenders from Nunavut. • Enhanced capacity for outreach to Aboriginal communities. 	Activities in this area are designed to produce: better information for conditional release decision-making; fair and relevant decision processes, and stronger partnerships with Aboriginal communities to support the safe reintegration of Aboriginal offenders in the community.
Community Corrections <ul style="list-style-type: none"> • Development of policies, risk assessment tools and training with respect to offenders 	Activities in this area are designed to produce: better information for conditional release decision making; decision processes which

<p>with history of violence.</p> <ul style="list-style-type: none"> • Development of risk assessment tools and training which address the increasing cultural diversity within the federal offender population and in the communities to which they will return. • Improvement with CSC, in the quality and timeliness of case preparation and review for conditional release decision-making. 	<p>respect diversity; and strengthened working relationships with CSC.</p>
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Canadians remain concerned about crime and the effectiveness of the criminal justice system. In fact, survey data demonstrate that public confidence in the justice system remains low. Interestingly, as public confidence dwindled, crime rates (including violent crime rates) fell, reaching their lowest levels in over 20 years.

Conditional release frequently serves as a lightning rod for public debate and criticism. Most Canadians continue to believe that the majority of offenders released on parole reoffend, when, in fact, one in ten releases results in a new offence, and about one in 100 results in a new violent offence. Public discussion of parole and related matters is often set against a backdrop of misinformation, pervasive myths, and high profile media reporting of tragic (and infrequent) incidents in the community.

To address these challenges, the Board has developed a citizen engagement strategy which is intended to provide timely and accurate public information about parole, meaningful opportunities for public discussion of key issues, and strengthened relationship with communities.

Planned Activities	Expected Results
<ul style="list-style-type: none"> • Development of timely and accurate public information about conditional release. • Provision of opportunities for meaningful public discussion of conditional release. • Exploration of community partnerships for the safe reintegration of offenders. 	<p>Activities are intended to provide a solid and accurate information base for public discussion of parole and related matters; and create a more informed and effective public discussion of conditional release, leading ultimately to system improvements and greater public understanding and confidence.</p>

NPB received \$ 6.5 million over five years for Effective Corrections and Citizen Engagement. The following table provides the annual distribution of funding for this initiative. Funding is currently scheduled to end in 2004/05, but plans for continuation are being considered in the context of an evaluation of the initiative which is under development.

**Distribution of Funding For Effective Corrections
and Citizen Engagement (\$000)**

	00/01	01/02	02/03	03/04	04/05*	Total
Aboriginal Corrections	390	390	666	665	664	2775
Community Corrections	287	278	471	471	471	1978
Citizen Engagement	<u>295</u>	<u>294</u>	<u>295</u>	<u>294</u>	<u>294</u>	<u>1472</u>
Sub-total	972	962	1432	1430	1429	6225
Accommodation	<u>28</u>	<u>38</u>	<u>68</u>	<u>70</u>	<u>71</u>	<u>275</u>
Total	1000	1000	1500	1500	1500	6500

* *Special purpose funding currently scheduled to end in 2004-05.*

Integrated Justice Information (IJI) initiative: IJI is intended to contribute to public safety and strengthen public confidence in the justice system by ensuring that information is available, in an accepted format and on a timely basis, for use by criminal justice agencies as a foundation for improved decision-making and collective effectiveness.

Quality conditional release decisions are dependent upon quality information for decision-making. Timely sharing of accurate information can be greatly enhanced through use of effective automated systems. In this context, the Board received \$ 4.2 million over four years (2000-01 to 2003-04) to develop a Conditional Release System (CRS) in tandem with CSC's efforts to renew its Offender Management System (OMS). Through the development and refinement of these systems, information sharing in support of quality conditional release decision-making will be enhanced.

NPB's work to develop CRS was completed on schedule and on budget. The Board is now awaiting CSC efforts to facilitate coordinated and effective implementation of CRS and OMS. As funding for CRS has ended, the Board faces the challenge of system implementation and the pressures of ongoing maintenance and support without sufficient funding. This situation creates a significant risk for the Board. The Board also must address the challenge of supporting the advancement of IJI on a national stage. Insufficient resources for this work which involves extensive consultations and policy review and development, puts real pressure on the Board in striving to provide effective support.

The Modern Management Agenda

Increasingly, federal departments and agencies are being called upon to pursue modern management practices which break down barriers to effective operations, and support cooperative efforts with a wide array of partners and stakeholders. They are being called upon to employ a range of tools and technologies which focus on quality service, including a citizen focus, results, and responsible spending.

In this context, the Board is also involved in an array of management initiatives which comprise a modern management agenda. Implementation will, however, be seriously constrained by resource shortages.

Modernization of Comptrollership: is an underlying principle of modern management. Through this initiative, departments are expected to stimulate continuous improvement, greater effectiveness and accountability. Modern comptrollership will be used as a catalyst for:

- restoring the Board to its position as an employer of choice by enhancing its capacity to recruit and retain qualified employees;
- developing an effective information management and technology strategy which provides maximum benefit for business line delivery;
- providing the necessary tools, training, equipment and facilities to enable NPB employees to work in a positive and professional environment; and
- integration of planning, resource management, and performance reporting with emphasis on linking program and financial information and establishment of an integrated risk management framework for NPB.

Government on Line (GOL): is also a fundamental element of "Service For Canadians" and NPB's modern management agenda. The key challenge for the Board remains the development of a meaningful approach for GOL within the very limited resources available. In this context, the Board will continue to focus its GOL priorities on the provision of information. People who contact the Board have indicated that quality, timely information is the product that they most value from NPB.

Management Accountability Framework (MAF): The MAF, consistent with "Results for Canadians" sets out an aggressive plan for achieving excellence in management throughout government. The Board is in the midst of reviewing the implications of the MAF for NPB and developing an appropriate action plan to respond. Within the context of MAF, the Board is also developing a Program Activity Architecture (PAA) intended to reinforce accountability, and effectiveness.