



ESTIMATES

# National Parole Board

2002-2003  
Estimates

Part III – Report on Plans and Priorities

Canada

## The Estimates Documents

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

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

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

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

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

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

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# National Parole Board



**2002-2003  
Estimates**

**A Report on Plans and Priorities**

Approved

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

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## **Section 1: Messages**

### **1.1 Chairperson's Message**

The National Parole Board (NPB) contributes to public safety by making quality decisions for parole and pardons which lead to the safe reintegration of offenders in the community. To accomplish this task, the Board has been structured as an independent administrative tribunal with a clear focus on its decision-making responsibilities. This focus demands that NPB gear its policies, training, information systems, priorities and resource allocation to support quality decision making.

In carrying out its responsibilities, the Board works in a complex and challenging environment characterized by heavy workloads, competing priorities, low levels of public confidence, fear of crime, and concerns for safety. Historically, debate of public safety has been rigorous and emotional. And clearly, this debate has evolved in recent months. Its dimensions have broadened. Global issues and events influence our perceptions. Not surprisingly, in these circumstances, Canadians appear more concerned about safety and protection for their families, their homes, and their communities.

Developing plans and priorities in this environment is difficult, but I am convinced that the Board can meet this challenge as a result of its enduring commitment to a few basic principles:

- Public safety is our top priority.
- Conditional release is an effective strategy for public safety.
- A sound program of conditional release requires an effective partnership with the Correctional Service of Canada (CSC) to ensure a continuum of effort with offenders, including targeted programs, rigorous, case specific risk assessment, quality decision making, and effective supervision and support in the community.
- Quality risk assessment and decision making require quality decision-makers, quality training and quality information from numerous sources (e.g. offenders, victims, the community, corrections professionals, the police and the courts)
- Openness and accountability (to victims, to offenders, to the public, and the media) are fundamental to our work.

These principles guide all of our endeavours. They are reflected in the Board's Mission and Vision For The Year 2000 and Beyond. They are woven in our decision policies and processes, and they shape our efforts for the recruitment and selection of skilled and dedicated Board members and staff.

The results of the Board's work also demonstrate the effects of these principles. More than 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. In fact, between 1994/95 and 2000/01, violent reoffending by day and full parolees declined by about 60%. Long-term information reinforces the value of parole and pardons as strategies for public safety. About 90% of offenders who reach the end of their sentence on full parole have not returned to a federal penitentiary ten years after the end of their sentence. An even greater proportion of individuals (97%) remain crime free after receipt of a pardon.

Our priorities for 2002-03 also clearly illustrate of these principles. For example, an effective response to the Parliamentary review of the *Corrections and Conditional Release Act* will remain a key priority. Through this initiative, the Board, with its key partners, will support the creation of a legislative framework which promotes "good corrections and conditional release". Two areas are of critical importance. The first is enhanced effectiveness for the safe reintegration of offenders. The second involves more inclusive processes for victims of crime, in particular provisions which allow victims to read statements at NPB hearings and provide access for victims to the audio-tapes of hearings.

Continued progress for the Effective Corrections initiative will be another key priority for the Board. Through this initiative, NPB will work to enhance its risk assessment tools and training, and examine various models for parole decision-making. Measures to address the unique need and circumstances of Aboriginal offenders and Aboriginal communities, consistent with the commitment in the recent Speech From The Throne, will be a key element for this initiative, as will measures to address the increasing diversity of the federal offender population and the communities to which they will return.

The Offender Management System shared by CSC and NPB, provides the information necessary for management of federal programs of corrections and conditional release. In 2002-03, the Board will continue the work for renewal of its components of the Offender Management System, leading to the development of its own Conditional Release System (CRS). The CRS is the largest systems project the Board has ever undertaken. NPB is committed to its completion of this project on time, on budget, and with a product that will help to improve the quality and timeliness of information used for parole decision-making.

Two years ago, the Board launched its citizen engagement strategy as a means for providing Canadians with a "voice" in debate of parole and related matters. This work will continue as a priority in 2002-2003, and within resources available, increased emphasis will be placed on activities involving Aboriginal communities, culturally diverse communities, and small urban and rural communities.

The challenges of modern management grow daily for all organizations, including government agencies. In response, the Board will formally launch its modern management agenda in 2002-03 which will focus on improving the quality of all aspects of resource management (human, financial, information). In this context, the Board faces urgent pressures to deal effectively with the ageing of its workforce, and the need to recruit and retain skilled employees.

Safe communities remain a Government priority. The National Parole Board plays an important role in contributing to public safety. Responding to this role in an increasingly complex environment, presents significant challenges. But I am convinced that our commitment to the principles which underline our work will result in quality Board members, working in quality hearings, making quality decisions which result the safe integration of offenders in the community.

---

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

## 1.2 Management Representation

<b>MANAGEMENT REPRESENTATION/DÉCLARATION DE LA DIRECTION</b> <i>Report on Plans and Priorities 2002-2003/ Un rapport sur les plans et les priorités</i>	
<p>I submit, for tabling in Parliament, the 2002-2003 Report on Plans and Priorities (RPP) for the</p> <p style="text-align: center;"><u>National Parole Board</u></p> <p>To the best of my knowledge (and subject to the qualifications outlined below), the information:</p> <ul style="list-style-type: none"> <li>• Accurately portrays the department's mandate, priorities, strategies and planned results of the organization.</li> <li>• Is consistent with the disclosure principles contained in the <i>Guidelines for Preparing a Report on Plans and Priorities</i>.</li> <li>• Is comprehensive and accurate.</li> <li>• Is based on sound underlying departmental information and management systems.</li> </ul> <p>I am satisfied as to the quality assurance processes and procedures used for the RPP's production.</p> <p>The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.</p>	<p>Je soumetts, en vue de son dépôt au Parlement, le Rapport sur les plans et les priorités (RPP) de 2002-2003 de</p> <p style="text-align: center;"><u>la Commission nationale des libérations conditionnelles</u></p> <p>À ma connaissance (et sous réserve des observations ci-dessous), les renseignements :</p> <ul style="list-style-type: none"> <li>• Décrivent fidèlement les mandats, priorités, stratégies et résultats escomptés de l'organisation.</li> <li>• Sont conformes aux principes de divulgation de l'information énoncés dans les Lignes directrices pour la préparation du Rapport sur les plans et les priorités.</li> <li>• Sont complets et exacts.</li> <li>• Sont fondés sur de bons systèmes d'information et de gestion sous-jacents.</li> </ul> <p>Je suis satisfaite des méthodes et procédures d'assurance de la qualité qui ont été utilisées pour produire le RPP.</p> <p>La structure de rapport sur laquelle se fonde le présent document a été approuvée par les ministres du Conseil du Trésor et constitue la base de l'imputabilité des résultats atteints avec les ressources et les pouvoirs fournis.</p>
<p>_____</p> <p>D. Ian Glen, Q.C.</p> <p>Date: _____</p>	



## **Section 2: The Accountability Framework**

### **2.1 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.*

**2.2 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.

### **2.3 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 pardons decisions, and recommendations for clemency through the Royal Prerogative of Mercy. The Board's primary objective is to contribute to the long-term protection of society.

Legislation governing the Board includes the *Corrections and Conditional Release Act (CCRA)*, the *Criminal Records Act (CRA)*, and the *Criminal Code*. The *CCRA* empowers the Board to make conditional release decisions for federal offenders and offenders in provinces and territories without their own parole boards. Provincial boards currently exist in Quebec, Ontario, and British Columbia. Each year, work related to parole decision-making for provincial offenders generates costs in excess of \$1 million for NPB. The *CRA* empowers the Board to issue, grant, or revoke pardons for convictions under federal acts or regulations. The Governor General or the Governor in Council approves the use of the Royal Prerogative of Mercy for those convicted of a federal offence in all jurisdictions following investigations by the Board and recommendations from the Solicitor General of Canada.

### **2.4 Structure For Program Delivery**

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

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

## 2.5 Partnership For Program Delivery

As a decision-making body, the Board requires partnerships for effective operations. In the area of conditional release, CSC collects information and prepares cases for NPB review and decision-making. If the Board decides to grant release, CSC is responsible for supervision of offenders in the community, and for providing information to the Board regarding changes in the level of risk presented by offenders under supervision. In a similar manner, the RCMP and other police services provide information for NPB decision-making with respect to a pardon under the *Criminal Records Act*. In this context, the Board shares responsibility and accountability for "outcomes" with other organizations in the justice sector and, of course the offender him or herself. The need for partnership, however, extends well beyond operational support. As a professional organization seeking constantly to improve the quality of its decision-making, the Board pursues partnership arrangements with diverse groups, nationally, and internationally, as a vehicle for sharing best practices, for identifying issues and concerns, and for stimulating change and improvement internally and across the justice system.

## 2.6 Departmental Planned Spending

(\$millions)	Forecast Spending * 2001-2002	<b>Planned Spending 2002-2003</b>	Planned Spending 2003-2004	Planned Spending 2004-2005
<b>Total Main Estimates</b>	27.9	<b>30.5</b>	29.1	30.4
Adjustments**	6.5	<b>0.3</b>	0.6	0.6
<b>Net Planned Spending</b>	34.4	<b>30.8</b>	29.7	31.0
Less: Non- respendable revenue	0.9	<b>0.8</b>	0.8	0.8
Plus: cost of services received without charge	3.1	<b>3.8</b>	3.8	3.8
<b>Net Cost of Program</b>	36.6	<b>33.8</b>	32.7	34.0
<b>Full Time Equivalent</b>	392	<b>384</b>	381	381

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

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

### **Section 3:       The Strategic Framework**

The National Parole Board continues to operate in a complex and challenging environment characterized by fear of crime, rigorous public scrutiny, and pressures to support federal government priorities in an effective manner.

#### **3.1 The Vision - A Strategic Response**

In the late 1990s, in recognition of the need for a strategic response to key environmental challenges, the Board developed its Vision For The Year 2000 and Beyond. The Vision positions the Board for strategic action, for participation in the policy debate around key issues, consistent with its Mission, values and enduring commitment to conditional release, and pardons. The Vision portrays the Board in an ideal state. In this Vision:

- The Board is, and is perceived to be a world leader in quality decision-making, working constantly to improve its ability to identify those offenders who will succeed in the community. Recidivism, particularly violent recidivism, continues to decline.
- The Board works within its legislative framework conducting quality case specific risk assessment, and risk management based on the results of research, and enhanced community supervision to ensure the timely and safe reintegration of offenders.
- The Board, as an inquisitorial body 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 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.
- The Board is, and is perceived to be, a community board, representing diverse communities and their concerns, including the concerns of women, ethnic minorities, the elderly and youth.
- 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 characterizes all aspects of the Board's work.
- The Board develops innovative decision processes that 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, in partnership with communities, develops innovative models for parole decision-making 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 works effectively with its key partners, including CSC, the voluntary sector, community groups, and other levels of government to promote an effective criminal justice system focussed on a common goal of protection of society.
- 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.
- 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.
- The Board is resourced to need. Resource levels must provide sufficient flexibility to address workload growth, new government priorities, continuous learning, technological advancement and innovation.

### 3.2 Corporate Strategies

In support of the Vision, the Board has developed five corporate strategies.

**Commitment to Quality:** All aspects of the Board's work must reflect a commitment to professionalism, fairness, public safety and public service. The Board strives constantly for the highest quality in conditional release and pardons decision-making and clemency recommendations.

**Continuous Learning:** Quality decision-making demands the latest knowledge and information about risk and about how risk can best be managed, as well as information about the law and NPB policies. Accordingly, the Board will ensure that decision-makers and the staff who support them have access to this information through a process of continuous learning and development.

**Openness and Accountability:** The Board must be open to public scrutiny, and willing to take responsibility for its actions. In this context, the Board will provide access to decisions through the decision registry, provide victims with the information they are entitled to receive, and ensure that they participate in decision processes, as prescribed by law. The Board will share information, consult openly, and provide access to information about its performance - successes and failures.

**Citizen Engagement / Community Partnerships:** Misinformation often surrounds debate of crime and conditional release, impeding progress toward sound criminal justice policy. Citizens continue to call for a voice in discussion of key issues. In response, the Board will

share information extensively, and provide the public with opportunities to express their points of view. Information sharing and discussion will serve as a foundation for new partnerships.

**Effectiveness and Efficiency:** The volume and complexity of NPB workloads demand constant efforts to improve operations. Effective and efficient operations will enhance the Board's commitment to public safety and public service. The Board will develop policies which improve the quality of conditional release and pardons decision-making, streamline processes, and eliminate needless duplication. The Board will make optimum use of technology.

### 3.3 Strategic Outcomes

Consistent with its Mission and Vision, the Board has established four strategic outcomes to guide planning and performance reporting over the next three years:

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

### 3.4 Expenditures by Strategic Outcome

Overview of Expenditures By Strategic Outcome 2002/03				
Quality conditional Release Decision-making	Open and Accountable Decision Processes	Quality Pardons Decision-making	Modern Management Agenda	Total
\$ 24,650,000	\$ 2,800,000	\$ 2,750,000	\$645,000	\$30,845,000
300 FTE	43 FTE	36 FTE	5 FTE	384 FTE

## Section 4: Plans, Priorities and Resources

This section provides information on NPB plans, priorities, resources and major challenges for each of the four strategic outcomes identified by the Board for 2002-03. NPB's plans and priorities are inextricably linked with the Board's Vision. The Vision will shape and stimulate continuous improvement in NPB decision-making, policy and training. In this context, the Board has included relevant Vision statements with plans for each strategic outcome. as yardsticks for assessing long-term performance.

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

Protection of society is the paramount consideration in all conditional release decisions. These decisions are made using all relevant, available information and careful assessment of risk.

Conditional release contributes to community safety and offender reintegration by:

- providing a gradual and controlled re-entry in the community;
- recognizing that offenders can and do change;
- reuniting offenders with their families;
- providing employment opportunities;
- reducing the need for social assistance; and
- allowing offenders to contribute positively to society

#### Total Planned Spending 2002-03

Program Delivery	\$ 21,845,000
Corporate Services	\$ 2,805,000
Total	\$ 24,650,000
Planned FTE	300

**Major Challenges:** Canadians have high expectations for what the Government of Canada should achieve in addressing public safety. They want an effective and consistent approach to ensuring a safer Canada - where crime is prevented, as well as punished, and the needs of victims are addressed.

**Government Priorities:** The Government has launched several initiatives designed to create safer communities, build partnerships with citizens, and sustain more effective relationships with Aboriginal communities. For example, the Effective Corrections initiative is a broad strategy for enhancing corrections and conditional release.

In support of effective corrections and quality decision-making, the Board is also involved in a major initiative for renewal of the Offender Management System (OMS), the information system used by the Board and CSC for delivering federal programs of corrections and conditional release. NPB received \$4.6 million over four years for renewal of its components of OMS. The Board is developing a Conditional Release System (CRS) to replace its components of OMS. From a broader perspective, the Board must also continue to support the Integrated Justice Information initiative launched by the Federal Government to improve the sharing of information throughout the justice system.

**Legislative Reform:** The Standing Committee on Justice and Human Rights tabled its report for the review of the *Corrections and Conditional Release Act (CCRA)* in May 2000. The report entitled "The Corrections and Conditional Release Act - A Work In Progress" made 53 recommendations with major implications for corrections and conditional release in Canada. The Government response endorsed 46 of 53 recommendations, and called for concrete action to address the concerns of the Committee. NPB must continue to participate in work to develop proposals for legislative reform, and prepare for legislative change, as required.

**Aboriginal Issues:** The over-representation of Aboriginal peoples in the justice system has reached crisis proportions. Aboriginal Canadians represent 2% to 3% of the general population, but 17% of the federally incarcerated population. Aboriginal communities are experiencing a baby boom, with increasing numbers of Aboriginal youth approaching the most crime prone years. There is also growing evidence of extensive involvement of Aboriginal youth in gangs and gang-related activities. These trends could influence Aboriginal crime rates and patterns, and further increase Aboriginal over-representation in the justice system. The recent Speech From The Throne recognized the seriousness of this situation and called for all federal departments and agencies to take action to reduce the over-representation of Aboriginal peoples in the justice system. NPB must work with the Aboriginal communities and its partners throughout the justice system to support progress in this area.

**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	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>• Quality conditional release decision-making based on thorough, case specific review and risk assessment.</li> </ul>	<ul style="list-style-type: none"> <li>• Effective management of statutory responsibilities for preparation and completion of conditional release reviews (20,000 to 25,000 annually).</li> </ul>	19,000	19,000	<b>21,705</b>	22,000	22,000



Priorities	Planned Activities	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>Effective contribution to the CCRA review, leading to change in policy and legislation, as required.</li> </ul>	<ul style="list-style-type: none"> <li>Policy analysis to support discussion. Development of proposals for legislative change, and a training strategy to support changes in policy and legislation, as required.</li> </ul>	100	250	<b>150</b>		
	<ul style="list-style-type: none"> <li>Implementation of measures to support legislative reform (policy development, training etc), if necessary.</li> </ul>			<b>650</b>	500	
<ul style="list-style-type: none"> <li>Measures to address the unique needs and circumstances of Aboriginal offenders and communities.</li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of risk assessment policies, tools and training related to Aboriginal offenders, outreach to Aboriginal communities, expansion of the use of elder and community-assisted hearings.</li> </ul>	275	280	<b>490</b>	490	490
	<ul style="list-style-type: none"> <li>Provision of parole and related services for the Nunavut Territory.</li> </ul>	80	80	<b>80</b>	80	80
	<ul style="list-style-type: none"> <li>Creation of a fully operational sub-office in Edmonton, Alberta.</li> </ul>	100	979	<b>475</b>	412	412
<ul style="list-style-type: none"> <li>Effective support for federal measures to reduce the over-representation of Aboriginal Peoples in the Justice System (Speech From The Throne).</li> </ul>	<ul style="list-style-type: none"> <li>Partnership efforts to help build community well-being, and create the community infrastructure necessary for community corrections.</li> </ul>	-	-	<b>50</b>	50	50
	<ul style="list-style-type: none"> <li>Effective long-term reintegration strategies, leading to reductions in reoffending by Aboriginal offenders.</li> </ul>			<b>50</b>	50	50

Priorities	Planned Activities	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>Modernization of the Offender Management System (OMS), the system used by NPB and CSC to collect and share information for corrections and conditional release decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>Streamlining NPB operations, review and redesign of system components related to NPB operations, procurement of hardware as required, development and delivery of training in support of implementation of new conditional release system (CRS), implementation of new system</li> </ul>	723	2140	<b>900</b>	700	-
	<ul style="list-style-type: none"> <li>Support for the Integrated Justice Information initiative to ensure that OMS, CRS and related systems provide the linkages necessary for effective information sharing.</li> </ul>	100	100	<b>100</b>	100	100

## 4.2 Strategic Outcome: Open, accountable and accessible decision processes and decisions.

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. 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.

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. 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.

Total Planned Spending	
Program Delivery	\$ 2,400,000
Corporate Services	\$ 400,000
Total	\$ 2,800,000
Planned FTE	43

### Major Challenges

**Public Attitudes and Perceptions:** Fear of crime persists, despite lower rates of reported crime. Public demands continue for greater effectiveness in assessing the risk of reoffending particularly for offenders with a history of violent or sexual offences. These demands are frequently accompanied by calls for more punitive approaches to crime, including greater use of incarceration, longer sentences, and more limited access to parole. In this context, Canadians consistently over-estimate rates of reoffending by parolees. Most Canadians believe that between 50% and 100% of parolees reoffend. In fact, the rate is less than 10%, and the rate of violent reoffending rate is about 1%. Further, rates of reoffending by parolees have declined in recent years even though risk assessment and risk management have become more complex, given the growing proportion of federal offenders with histories of violence. A decade ago, about 60% of federal offenders were incarcerated for a violent offence. Today, the proportion is about 80%.

The public continues to demand more information about the Board and its decisions, and opportunities for meaningful debate of parole and related issues. These demands have created the need for a new approach to public information based on citizen engagement which provides Canadians with "a voice" in discussion of issues with important implications for their families, their homes, and their communities.

**Victims of crime:** Pressures continue for the justice system to provide better information and assistance for victims of crime. Victims' concerns were highlighted by the Standing Committee on Justice and Human Rights in its report for the CCRA review which included six recommendations calling for more inclusive processes for victims of crime. Two

recommendations, in particular, have major implications for the Board, allowing victims to read prepared statements at NPB hearings, and providing victims with access to the audio tapes of NPB hearings. In July 2001, the Board introduced measures to allow victims to read statements at its hearings. In 2002-03, the Board will continue this interim approach, pending the legislative change and resource adjustments necessary for full implementation.

**Diversity:** As immigration contributes increasingly to population growth, Canada will become more culturally and ethnically diverse, challenging the Board, consistent with Section 105 of the CCRA, to ensure that it is representative of the communities that it serves, and to develop risk assessment training and tools which respect the needs and concerns of an increasingly diverse offender population, and the communities to which they will return. Other aspects of diversity such as the ageing of the population, gender equality, evolving family structures, and trends toward urbanization also present challenges which the Board must assess carefully in terms of policy development, training, operations and public information.

**Restorative justice** is an emerging priority. Increasingly, Canadians are expressing dissatisfaction with mainstream justice characterized by adversarial processes which consider crime as injury to the state. The public is demanding greater involvement in justice processes and is advocating restorative approaches which consider the well being of the victim, the offender and the community. The Government has acknowledged these concerns and called for action in the recent Speech From The Throne. Restorative justice has significant implications for the Board, requiring careful review of policies, training and decision processes.

**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	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>• Quality and timely information and assistance for victims, observers at NPB hearings, and individuals who seek access to the Board's registry of decisions</li> </ul>	<ul style="list-style-type: none"> <li>• Effective management of statutory responsibilities for victims, observers, and the decision registry, under current legislation.</li> </ul>	800	800	1,460	TBD	TBD

Priorities	Planned Activities	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>Development (with CSC, the Department of the Solicitor General and Justice) of proposals to respond to the six recommendations in the CCRA review involving victims and, in particular, the recommendations calling for victims to read statements at NPB hearings, and to have access to the tapes of NPB hearings.</li> </ul>	<ul style="list-style-type: none"> <li>Continued implementation of interim measures to allow victims to read statements at NPB hearings.</li> </ul>	-	300	<b>300</b>	TBD	TBD
	<ul style="list-style-type: none"> <li>Revision of policy and processes, development of legislative proposals, training, etc to allow victims to gain access to the tapes of NPB hearings.</li> </ul>	-	50	<b>100</b>	100	TBD
	<ul style="list-style-type: none"> <li>Revision of policy, processes, development of legislative proposals, development of training strategy and plan in support of 4 remaining recommendations for victims.</li> </ul>	100	100	<b>100</b>		
<ul style="list-style-type: none"> <li>Continued development and implementation of the Board's strategic framework for citizen engagement.</li> </ul>	<ul style="list-style-type: none"> <li>Expansion of the citizen engagement strategy to include urban, rural, Aboriginal and ethnically diverse communities. The strategy involves: <ul style="list-style-type: none"> <li>provision of timely, relevant information for the public;</li> <li>opportunities for meaningful public discussion of parole related matters</li> <li>partnership building with individuals, groups and communities.</li> </ul> </li> </ul>	275	270	<b>270</b>	270	270

\*TBD- To Be Determined

Priorities	Planned Activities	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>Continued development of a strategic framework and action plan to address the growing diversity in the offender population and the community.</li> </ul>	<ul style="list-style-type: none"> <li>Implementation of a range of measures to address issues of diversity including:               <ul style="list-style-type: none"> <li>recruitment strategies to ensure staff and Board members are representative of communities served by the Board;</li> <li>decision processes and policies, risk assessment tools and training, and decision models which respect issues of culture, ethnicity, gender.</li> </ul> </li> </ul>	260	240	<b>420</b>	410	410
<ul style="list-style-type: none"> <li>Continued examination of restorative justice in the context of parole decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>Review of policy implications of restorative justice for parole, consultation with partners, stakeholders on restorative justice, experimentation/assessment.</li> <li>Development of plans which support progress by the Ministry of the Solicitor General in the area of restorative justice.</li> </ul>	50	100	<b>100</b>	100	100
		-	25	<b>50</b>	-	-

**4.3 Strategic Outcome - 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.

<b>Total Planned Spending</b>	
Program Delivery	\$ 2,300,000
Corporate Services	<u>\$ 450,000</u>
Total	\$ 2,750,000
Planned FTE	36

**Major Challenges**

**Workload Pressures:** The pardons program generates 20,000 to 25,000 applications for processing annually. In recent years, application volumes have exceeded process capacity, leading to a backlog of applications. As a result, the average processing time increased considerably, and the quality of service to clients declined sharply. Eliminating the backlog and improving service quality are key priorities.

**Process Improvement:** An important element of work to eliminate the pardons backlog and sustain service will involve improvements in the pardon program. Continued innovation in the use of technology will play an important role in process improvement.



**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	Ressources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
<ul style="list-style-type: none"> <li>• Quality pardons decision-making based on review of appropriate information.</li> </ul>	<ul style="list-style-type: none"> <li>• Effective management of statutory responsibilities related to pardons (20,000 to 25,000 applications annually).</li> </ul>	2,000	2,200	<b>2,000</b>	2,000	2,000
<ul style="list-style-type: none"> <li>• Measures to improve the timeliness for processing of pardon applications.</li> </ul>	<ul style="list-style-type: none"> <li>• Review of processes to ensure efficient operations, development of plans for continued innovations in the use of technology for efficient work processing.</li> </ul>	500	200	<b>350</b>	200	200
<ul style="list-style-type: none"> <li>• Elimination of the backlog of pardon applications.</li> </ul>	<ul style="list-style-type: none"> <li>• Continuation of the project to eliminate the backlog.</li> </ul>	400	700	<b>400</b>	-	-

**4.4 Strategic Outcome - A modern management agenda which positions the Board for organizational improvement and quality service for Canadians.**

Increasingly, federal departments and agencies are being called upon to break down long-standing barriers to effective operations, and work in a manner which draws upon the knowledge and expertise of a wide array of partners and stakeholders. They are being called upon to employ a wide range of tools and technologies which address the needs of governance in the 21<sup>st</sup> century. Modern management is embodied in "Results For Canadians, the federal government's management framework which promotes quality public service based on: a citizen focus; results, and responsible spending. The emphasis on results is an integrating concept which calls upon all departments to focus squarely on quality and improvement in program delivery.

Total Planned Spending	
Program Delivery	\$ 645,000
Corporate Services	\$
Total	\$ 645,000
Planned FTE	5

**Major Challenges**

**Modern Comptrollership:** Modern management practices are linked directly with government plans for modernization of comptrollership. This initiative is designed to introduce a management philosophy which stimulates continuous improvement in all aspects of program delivery. Key elements of modern comptrollership include:

- strategic leadership;
- shared values and ethics;
- effective accountability systems and processes;
- integrated risk management practices;
- appropriate stewardship of resources; and
- strategic human resource management.

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

**Human Resource Management:** Staff in the Board are ageing, and many are approaching retirement. At the same time, the Board faces the challenge of ensuring that its' workforce is representative of the increasingly diverse population of Canada. These pressures demand an effective recruitment and staffing strategy. The Board is, however, experiencing difficulty as a result of its limited resource base. Years of restraint and resource shortages have produced a classification regime at the Board which is not competitive with other agencies. In addition, the Board's relatively small size constrains opportunities for advancement, and further reduces the Board's ability to recruit and retain employees.

**Strategic Outcome- A modern management agenda which positions the Board for organizational improvement and quality service for Canadians**

**Vision Statements - Long-term Results**

- The Board is resourced to need. Resource levels must provide sufficient flexibility to address workload growth, new government priorities, continuous learning, technological advancement and innovation.
- The Board derives maximum benefit from information technology and integrated justice information systems. The quality and timelines of case preparation and information for decision making meets NPB standards in all circumstances.

Priorities	Planned Activities	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	2004-05
• Development of an effective human resource strategy.	• Review of organizational structure and classification levels (Phase 1).			120	-	-
• Effective response to the government's modern comptrollership initiative.	• Phase 1- Creation of project office and completion of a capacity check exercise.		145			
	• Phase 2- Development and implementation of action plans for improvement.			100	100	
• Creation of a strategic approach to evaluation and internal audit.	• Development of concrete plans for evaluation.			100	TBD	TBD
	• Development of a corporate approach for audit.			50	TBD	TBD

Priorities	Planned Activities	Resources (\$000)				
		2000-01	2001-02	2002-03	2003-04	004-05
<ul style="list-style-type: none"> <li>Implementation of plans to refine NPB's approach to Government On Line (GOL).</li> </ul>	<ul style="list-style-type: none"> <li>Identification and agreement on clear priorities for GOL.</li> </ul>	25	75	75		
	<ul style="list-style-type: none"> <li>Provision of assistance for development of the "public safety portal" coordinated by the Department of the Solicitor General.</li> </ul>		25	75	100	
<ul style="list-style-type: none"> <li>Assessment of key issues related to security for the NPB employees and the workplace</li> </ul>	<ul style="list-style-type: none"> <li>Review of physical security issues.</li> </ul>			25		
	<ul style="list-style-type: none"> <li>Review of information technology security.</li> </ul>			50	50	
	<ul style="list-style-type: none"> <li>Review of business resumption planning needs and concerns.</li> </ul>			50	100	100

## **Section 5: Organization**

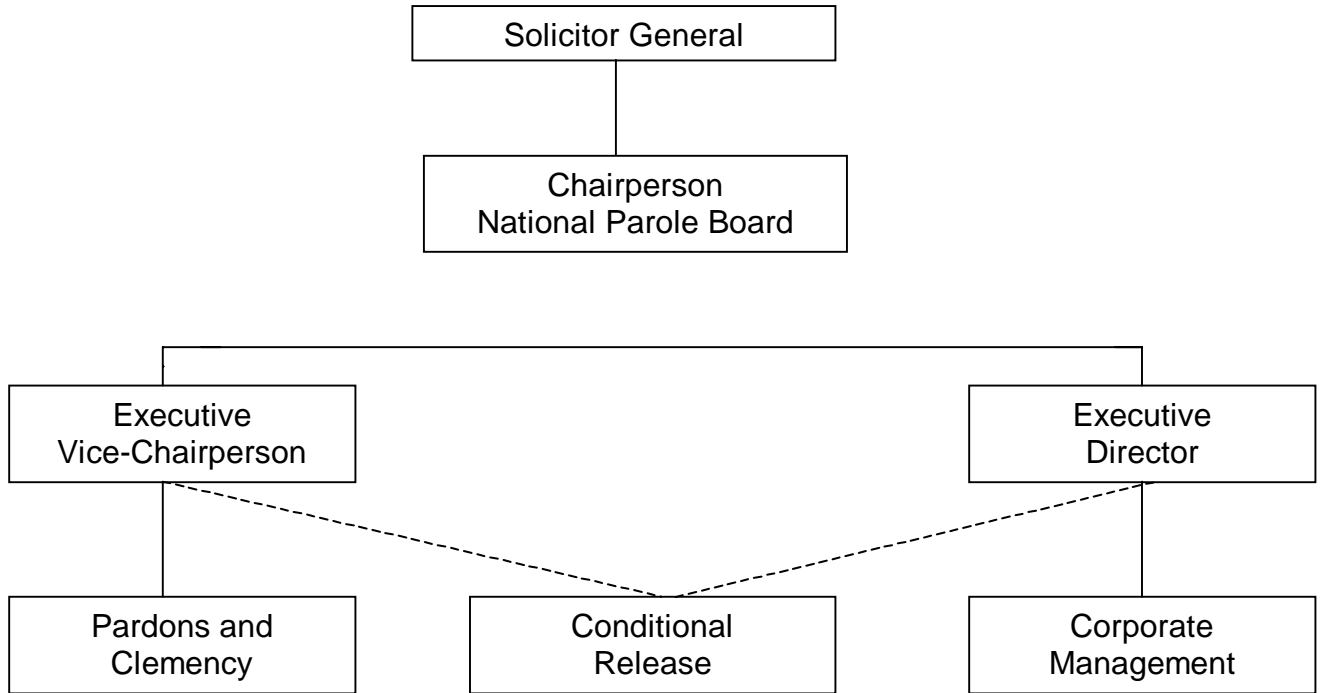
The National Parole Board is agency within the Portfolio of the Solicitor General which also includes the Department of the Solicitor General, the Correctional Service of Canada, the Royal Canadian Mounted Police, the Canadian Security Intelligence Service, and several small review bodies. While the 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, free from all external influences.

### **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 resource, information, 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 2002-2003

Strategic Outcomes	Conditional Release	Pardons and Clemency	Corporate Management	Total
Quality Conditional Release Decision-Making	21,845	-	2,805	24,650
Open and Accountable Conditional Release Decision Process	2,400	-	400	2,800
Quality pardons decision making	-	2,300	450	2,750
Modern Management Agenda	500		145	645
<b>Total</b>	24,745	2,300	3,800	30,845

## 5.4 Financial Information

**Table 1: Net Cost of Program for 2002-2003**

(\$ millions)	Conditional Release	Clemency/Pardons	Corporate Management	Total
<b>Net planned Spending</b>	24.7	2.3	3.8	30.8
Plus:				
<i>Services Received without Charge Accommodation provided by Public Works and Government Services</i>	1.5	0.1	0.3	1.9
Contributions covering employees' share of insurance premiums and costs paid by TBS	1.5	0.1	0.2	1.8
Salary and associated cost of legal services provided by Justice Canada	0.1			0.1
<b>Total Cost of Program</b>	<b>27.8</b>	<b>2.5</b>	<b>4.3</b>	<b>34.6</b>
Less: Non-responsible Revenue	0.0	0.8	0.0	0.8
<b>Net cost of Program 2002-2003</b>	<b>27.8</b>	<b>1.7</b>	<b>4.3</b>	<b>33.8</b>

**Table 2: Non-responsible Revenue**

Non responsible Revenue (\$ millions)	Forecast Revenue 2001-02	Planned Revenue 2002-03	Planned Revenue 2003-04	Planned Revenue 2004-05
Clemency and Pardons	0.9	<b>0.8</b>	0.8	0.8
<b>Total Non-responsible Revenue</b>	<b>0.9</b>	<b>0.8</b>	<b>0.8</b>	<b>0.8</b>

## 5.5 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>	
<b>The Minister shares responsibility to Parliament for the following Acts:</b>	
<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 Monton NB E1C 1H1 Phone: (506) 851-6345      Fax: (506) 851 -6926
Quebec Region	Regional Director 200 René-Lévesque Blvd. W. 10 <sup>th</sup> Floor, Suite 1001 - West Tower Montreal QC 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 <sup>nd</sup> Street East 6 <sup>th</sup> Floor Saskatoon Sk S7K 0E1 Phone: (306) 975-4228      Fax: (306) 975 -5892
Pacific Region	Regional Director 32315 South Fraser Way Room 305 Abbotsford BC V2T 1W6 Phone: (604) 870-2468      Fax: (604) 870 -2498

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



## 5.7 Glossary of Key Terms

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

### CONDITIONAL RELEASE

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

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

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

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

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

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

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

## **PARDONS AND CLEMENCY**

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

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

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