



National Parole Board

Performance Report

For the period ending
March 31, 2001

Canada

Improved Reporting to Parliament Pilot Document

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 of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve.

The *Report on Plans and Priorities* provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

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 funds.

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Foreword

In the spring of 2000 the President of the Treasury Board tabled in Parliament the document “Results for Canadians: A Management Framework for the Government of Canada”. This document sets a clear agenda for improving and modernising management practices in federal departments and agencies.

Four key management commitments form the basis for this vision of how the Government will deliver their services and benefits to Canadians in the new millennium. In this vision, departments and agencies recognise that they exist to serve Canadians and that a “citizen focus” shapes all activities, programs and services. This vision commits the government of Canada to manage its business by the highest public service values. Responsible spending means spending wisely on the things that matter to Canadians. And finally, this vision sets a clear focus on results – the impact and effects of programs.

Departmental performance reports play a key role in the cycle of planning, monitoring, evaluating, and reporting of results through ministers to Parliament and citizens. Earlier this year, departments and agencies were encouraged to prepare their reports following certain principles. Based on these principles, an effective report provides a coherent and balanced picture of performance that is brief and to the point. It focuses on results – benefits to Canadians – not on activities. It sets the department’s performance in context and associates performance with earlier commitments, explaining any changes. Supporting the need for responsible spending, it clearly links resources to results. Finally the report is credible because it substantiates the performance information with appropriate methodologies and relevant data.

In performance reports, departments strive to respond to the ongoing and evolving information needs of parliamentarians and Canadians. The input of parliamentarians and other readers can do much to improve these reports over time. The reader is encouraged to assess the performance of the organization according to the principles outlined above, and provide comments to the department or agency that will help it in the next cycle of planning and reporting.

This report is accessible electronically from the Treasury Board of Canada Secretariat Internet site:

<http://www.tbs-sct.gc.ca/rma/dpr/dpre.asp>

Comments or questions can be directed to this Internet site or to:

Results Management and Reporting Directorate

Treasury Board Secretariat

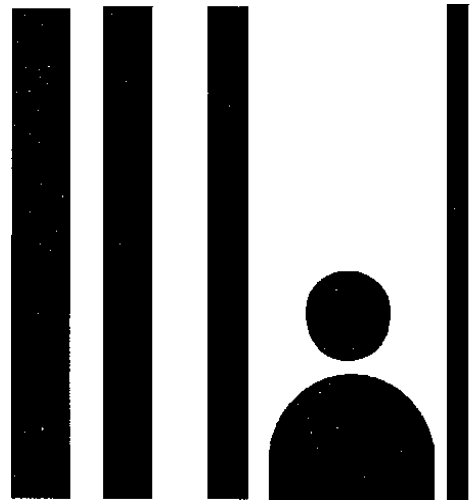
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National Parole Board Performance Report



**For the
period ending
March 31, 2001**

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

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Section I: The Message

The year 2000-2001 was a year of transition for the National Parole Board. Mr. Willie Gibbs retired as Chairperson of the Board in July 2000. His six-year term as Chairperson was marked by a number of significant changes including a new appointment process for Board members, the introduction of a performance appraisal system for Board members, a focus on results and greater openness and transparency in all of the Board's activities. Under his leadership and direction, the Board evolved with a renewed commitment to its mission, established a strategic direction in its vision and sought to pursue greater public confidence in parole and conditional release decision-making.

The year 2000-2001 was also a year of continuity. Under the leadership of Madame Renée Collette, who was acting Chairperson, and her management team, the Board continued to build on the philosophy and direction set by Mr. Gibbs.

We are proud to present this Performance Report of the National Parole Board. It is appropriate that this report be delivered by both of us as an indication of the year of transition that the reporting year represented, and in the spirit of teamwork we will bring to the Board in our respective positions in the year ahead.

The over-riding concern for the Board, as reflected in our legislation and in our mission, is public safety. The National Parole Board's contribution to public safety is based on a pervasive commitment to quality; recruiting and selecting quality people as Parole Board members, making quality decisions on conditional release, pardons and clemency and focussing on quality results. The men and the women who work at the National Parole Board are entirely committed to public safety in all aspects of their work. During the past year of transition, they continued to demonstrate professionalism and are to be commended for their commitment to excellence in conditional release and their devotion to public service.

Of particular significance to the Board for the performance year were three initiatives:

- The report of the Parliamentary Sub-Committee reviewing the *Corrections and Conditional Release Act*, included 53 recommendations for changes to our legislation. The report represented a unique opportunity for the Board to work with many interested players and observers in the corrections and criminal justice field. Many of the recommendations had direct implications for the Board. We worked with our partners on the Government's response to the report and continue to collaborate in the implementation of many of the recommendations.
- During the latter part of 2000-2001, the Board undertook a number of activities towards a new policy that would permit victims to make oral presentations at our hearings. We modified policies, developed training modules for Board Members and staff, conducted information sessions with victims and victims' advocacy groups, and developed action plans in collaboration with the Correctional Service of Canada in introducing this new initiative.

- A series of citizen engagement forums were conducted during 2000-2001 to more effectively reach out to the Canadians and include them in discussions of parole and conditional release and the impact of these activities on community safety. The meetings, which were held in 12 major cities across Canada, put "a face on the Board and generated stimulating and constructive dialogue with citizens. The forums led to a greater understanding and support for parole as an effective instrument in addressing public safety through the safe reintegration of offenders into our communities.

In this Performance Report we tried to track both the progress made last year in advancing the Vision of the Board and the effectiveness of programs delivered by both members and staff. Much of the information provided will inform and, hopefully, answer questions Parliamentarians may have.

Like many other government agencies, the Board has struggled with how to distinguish between outputs and outcomes in measuring its performance. Outcomes are less quantifiable than outputs and in many cases reflect results that are attributable to more than just the Board. The dilemma for the Board is that the performance results we track and report are attributable to many other factors. These include the intensive programming efforts and high quality supervision provided the Correctional Service of Canada (CSC) as well as the many non-governmental agencies, which provide community services under contract to CSC.

It must also be recognized that successful outcomes are also the result of an offender's efforts to reintegrate into the community as well as the receptivity of the community itself in providing the employment opportunities, assistance and support that are essential to achieving the goals of federal corrections in Canada.

In the years ahead, we commit ourselves to developing more refined and specific measures that will clearly reflect performance outcomes and results within the context of our continued commitment to public safety.

D. Ian Glen, Q.C.
Chairperson

Renée Collette
Executive Vice-Chairperson

Section II: The Accountability Framework

1. Mission

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

Core Values: The Mission establishes four core values:

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

2. Mandate

The National Parole Board is an independent administrative tribunal responsible for making decisions about the timing and conditions of release of offenders to the community on various forms of conditional release. In addition, the Board makes 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. 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.

Did you know...

Each year the Board completes about 22,000 conditional release reviews, processes about 20,000 pardon applications, and investigates 35 applications for clemency.

| Resources for 2000-01 | | | |
|-----------------------|-------------------|---------------------|----------------------------|
| Planned Spending | Total Authorities | Actual Expenditures | Full-Time Equivalents Used |
| \$31,283,660 | \$31,283,660 | \$30,937,911 | 346 |

3. Strategic Outcomes - Public Accountability

The following chart presents a capsule overview of the Board's the strategic outcomes and the manner in which the Board assessed progress toward these outcomes during the year 2000-2001.

| Strategic Outcomes: | Assessed by: | As reported in: |
|---|--|--|
| 1. Quality decisions for conditional release --decisions which contribute to long-term community safety through the effective reintegration of offenders. | <ul style="list-style-type: none"> • Demonstrated progress toward the Board's Vision. • Trend information on the results of conditional release: • The number and rates of convictions for violence for offenders on day and full parole and statutory release; • The outcomes of release for day parole, full parole and statutory release; • Rates of post-warrant expiry reoffending for offenders previously released on federal full parole, statutory release or at warrant expiry. | <ul style="list-style-type: none"> • Departmental Performance Report (DPR) Section IV page 15. • DPR Section IV page 16, 17. • DPR Section IV page 18. • DPR section IV pages 19,20. |
| 2. Open, accountable, and accessible decision processes for conditional release. | <ul style="list-style-type: none"> • Demonstrated progress toward the Board's Vision. • Trend information on contacts with victims of crime, observers at hearings and individuals seeking access to NPB's registry of decisions. • Dissemination of the findings of investigations involving serious incidents in the community. | <ul style="list-style-type: none"> • DPR section IV pages 21, 22, 23. • DPR section IV pages 23, 24, 25. • DPR section IV page 23. |
| 3. Quality decisions for pardons - decisions which contribute to long - term community safety and provide timely service for pardon applicants. | <ul style="list-style-type: none"> • Demonstrated progress toward the Board's Vision. • Trend information for pardons granted/issued and revoked. • Information on the average processing times for pardon applications. | <ul style="list-style-type: none"> • DPR section IV page 26. • DPR section IV page 27, 28. • DPR section IV page 28, 29. |

| Expenditures by Strategic Outcome 2000-01 | | | |
|---|--|--|--------------|
| 1. Quality Conditional Release Decision-making | 2 Open and Accountable Decision Processes | 3 Quality Pardons Decision-making | Total |
| \$25,097,400 (81%) | \$2,790,511 (9%) | \$3,050,000 (10%) | \$30,937,911 |
| 270 FTE (78%) | 36 FTE (10%) | 40 FTE (12%) | 346 |

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.

Did you know...

The Board is limited by law to a maximum of 45 full-time members. Part-time members, are appointed and used as required, to help with workloads.

At the end of 2000/01, the Board had 89 members, including, 43 full-time and 46 part-time members. The Board also had 300 staff members to support Board members in their decision-making responsibilities.

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 across the country provide information for NPB decision-making with respect to the grant, denial or revocation of 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. For example, the Board does not claim full credit when parolees succeed in the community. Successful outcomes are the result of many players in the system not the least of which is 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.

Did you know...The Board's web site address is: <http://www.npb-cnrc.gc.ca> **NPB receives more than 1 million hits a year on this site.**

The notation (HL)* indicates that more detailed information is available on NPB's website and that we have created an electronic link to this information.

Section III: The Strategic Framework

1. The Environment

During 2000-2001, the Board continued to operate in a challenging environment, responding to the priorities of the federal government, as well as pressures from within the criminal justice system and the demands of the Canadian public. The following are some of the environmental factors that have had and will continue to have impact on NPB.

External Factors

Government Priorities: Canadians have high expectations for what the Government of Canada's efforts should achieve in addressing public safety. They want a balanced approach to ensuring a safer Canada - where crime is punished but also prevented, where penalties for serious crime are strengthened and the needs of victims are addressed.

The government has launched several initiatives designed to create safer communities, build partnerships with citizens, and sustain more effective relationships with Aboriginal communities. The effective corrections initiative is a broad strategy for enhancing the effectiveness of corrections and conditional release in Canada. Measures to address the unique needs and circumstances of Aboriginal offenders will be a priority, as will measures to address the growing diversity within the federal offender population and the community.

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

Within the Board, two initiatives are underway to support effective corrections. The first involves renewal of the Offender Management System (OMS), the information system shared by CSC and the Board for managing the delivery of federal corrections and conditional release. NPB received \$4.6 million over four years for renewal of its components of OMS.

The second deals with citizen engagement. Conditional release evokes strong public reaction and vigorous public debate. Last year, the Board conducted a series of citizen engagement forums which represented opportunities for meaningful public involvement in discussion of parole and public safety; and effective community partnerships for the safe reintegration of offenders.

Did you know...

Canadians consistently over-estimate rates of reoffending by parolees.

Most Canadians believe that between 50% and 100% of parolees re-offend.

In fact, the rate is less than 10% and the violent reoffending rate is about 1%.

Legislative Initiatives: The Standing Committee on Justice and Human Rights completed its report for the review of the *CCRA* in May 2000. The report entitled "The Corrections and Conditional Release Act - A work in Progress", made 53 recommendations with major implications for corrections and conditional release in Canada. The government response endorsed 46 of the 53 recommendations and called for concrete action to address the concerns of the Committee.

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 which made six recommendations for more inclusiveness by victims in the corrections and parole process.

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 re-offending, 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. Risk assessment and risk management are becoming more complex in view of 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%.

Aboriginal over-representation: The over-representation of Aboriginal peoples in the justice system has reached crisis proportions and could become even worse. In contrast with the general population which is ageing, and experiencing a decline in the birth rate, 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 exacerbate Aboriginal over-representation in the justice system. The recent Speech from the Throne recognized the seriousness of the situation and called for federal departments and agencies to action in addressing this situation.

Did you know...

NPB has had about 60,000 contacts with victims since 1992. Victims of sexual assault are most likely to contact the Board, followed by victims of non-sexual assault.

On July 1, 2001, the Board introduced measures to allow victims to speak at hearings. By August 31, 26 victims had made presentations to the Board. Feedback from victims has been positive.

Did you know...

Aboriginal Canadians represent 2% to 3% of the general population, but 17% of the federally incarcerated population.

The incarceration rate for Aboriginal peoples is eight times the rate for non-aboriginal peoples.

Day parole grant rates are similar for Aboriginal and non-aboriginal offenders, but full parole grant rates are about 10% lower for Aboriginal offenders.

If released, Aboriginal offenders are more likely to be revoked for a new offence and for a breach of the conditions of release.

Internal Factors

Workload Growth: Throughout the 1990s, the Board experienced significant growth in the volume and complexity of work related to conditional release and pardons, much of it stemming from the introduction of the *Corrections and Conditional Release Act* which became law in November 1992. During the same period, NPB resources decreased, creating severe resource challenges and organizational stress. In recent years, as the Board received additional resources to manage these program areas, the corporate management function had to maintain a stable resource base. Nevertheless, the Board has little flexibility in its resource base to sustain progress on government initiatives such as the Financial Information Strategy (FIS), the Government on Line, and Modern Comptrollership.

Information Management and Technology: Keeping pace with rapidly changing technology is a major challenge for any organization, but it is even more so for a small agency like the Board. The Board faces the constant challenge of identifying the resources necessary for systems development and ongoing maintenance and support.

Human Resource Management: More than 30% of staff at the Board are 50 years or older, with the potential for significant numbers of departures over the next five years. Replacement of these employees may prove difficult, given the limited sources from which the Board can draw knowledgeable and experienced employees. In addition, the Board must maintain an employee profile which reflects Canadian diversity.

2. The Vision (HL)*

NPB contributes to the policy debate around key issues in an attempt to shape response consistent with its Mission, Values, and enduring commitment to conditional release. The Vision for the Board is set in this context. It 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, 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 characterize 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's resource levels provide sufficient flexibility to address workload growth, new government priorities, continuous learning, technological advancement and innovation.

3. Corporate Strategies

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

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 and 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.

4. The Strategic Agenda For 2000-01 (HL)*

To sustain progress in responding to major environmental challenges and the directions set by the Vision, the Board established a strategic agenda for 2000-01 which concentrated on:

- support for the review of the CCRA;
- measures to address the unique needs and circumstances of Aboriginal offenders and Aboriginal communities;
- exploration of increasing Canadian diversity in the context of conditional release;
- enhancing conditional release decision-making through improved risk assessment tools and training, and renewal of the Offender Management System;
- introduction of more inclusive processes for victims of crime;
- implementation of a citizen engagement strategy;
- elimination of the backlog of pardon applications and improvement in the processing of pardon applications; and
- development of a modern management agenda which reflects the principles of "Results For Canadians".

Performance reporting for 2000-01 focuses on progress made toward these priorities.

Section IV: Departmental Performance 2000-2001

This section provides information on results for Board's three strategic outcomes. Results are presented from two perspectives: progress toward the Vision; and program effectiveness.

Strategic Outcome 1: Quality decisions for conditional release - decisions which contribute to long-term community protection through the safe reintegration of offenders.

Protection of society is the paramount consideration in all conditional release decisions. These decisions are made using all relevant, available information, and careful assessment of risk. Conditional release contributes to community safety and offender reintegration by:

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

The Government of Canada will continue to work with provinces and territories, communities, and all its partners to implement a balanced approach to addressing crime - focussing on prevention as much as punishment, strengthening penalties for serious crime and considering the needs of victims.

Speech from the Throne

Key Elements

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

Resource Use 2000-01

| | |
|--------------------|---------------------|
| Program Delivery | \$20,966,400 |
| Corporate Services | <u>\$ 4,131,000</u> |
| Total | \$25,097,400 |
| FTES Used | 270 |

Progress Toward The Vision

Quality decision-making for conditional release is critical for public safety and a major focus of NPB. Performance information indicates real progress in this area. Trend data demonstrate, for example, that violent reoffending by parolees has declined by about 70% in the past decade.

Through the CCRA review, the Board continued efforts to produce a modern legislative framework, including refinement of legislation in numerous areas such as temporary absences, accelerated parole review, and statutory release. The Board also introduced two measures to enhance the quality of conditional release decision-making:

- a new approach to workload management which will provide more time for Board members to prepare for, and conduct conditional release review; and
- a new national training standard which will provide a minimum of 15 days of training annually for Board members.

Quality decisions require quality decision-makers. In this context, the Board continued to work with the Government to ensure the most qualified candidates were recruited and selected to serve as Parole Board members. The Board refined its appraisal process for Board members and introduced a cyclical approach to training, which will facilitate the learning necessary to keep abreast of new information on risk assessment and risk management. NPB also enhanced its risk assessment training. For example, the Board's Advisory Committee on Risk Assessment, Prediction and Management examined research on female offenders and provided recommendations for inclusion in the Board's training curriculum.

Work continued to address the unique needs and circumstances of Aboriginal Offenders. By December 2000, appropriate models of assisted hearings were made available for Aboriginal offenders in all regions, including offenders from the Nanavut Territory. The Board completed an extensive review of its policy manual to identify areas for integration of Aboriginal philosophy and NPB policy. The Board began to integrate the principles of the Supreme Court decision in the Gladue case in its risk assessment framework, and continued to enhance awareness of Aboriginal issues in the context of parole decision-making. In addition, the Board completed an analysis of elder assisted hearing as a foundation for further policy development. NPB also continued its program of outreach activities with Aboriginal communities to build partnerships and collaborative approaches to crime and safety.

The OMS renewal project was formally launched. A project charter and project team were established and work began to review and streamline work processes. The OMS project is currently on budget and ahead of schedule. NPB and CSC launched an initiative to improve the quality and timeliness of information for NPB decision-making. Data are being collected to assess the impact of this initiative. The Board also participated in the Integrated Justice Information initiative which is a major effort to improve the quality of information and information sharing across the justice system.

Program Effectiveness (HL)*

Progress toward the vision reflects NPB's commitment to improving conditional release decision-making. Ultimately, however, the Board is, and should be judged on the outcomes of its decisions to release offenders on parole. In considering community performance, the Board employs a range of measures that address success or failure of parolees in the community. Comparisons are made with the performance of offenders on statutory release (SR), although these offenders are released by law, and not at the discretion of the Board. NPB performance indicators include:

- convictions for violent offences,
- outcomes of conditional release; and
- post warrant expiry recidivism.

Did you know...

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

- i.) Assessment of the risk factors and needs areas at the time of incarceration - case specific factors such as details of the offence, criminal history, substance abuse and mental health. Board members also consider a statistical probability of an offender to re-offend.
- ii.) Assessment of an offender's institutional behaviour and benefit of interventions which may have reduced the risk posed by on offender - the benefit from treatment and program while incarcerated, and the offenders' understanding of the offence and criminal behaviour.
- iii.) Assessment of the release plan and concluding risk evaluation - the offenders' release plans, particularly in relation to community support, availability of programs and counselling, supervision controls and whether additional conditions are required to manage risk in the community.

Convictions for Serious Offences

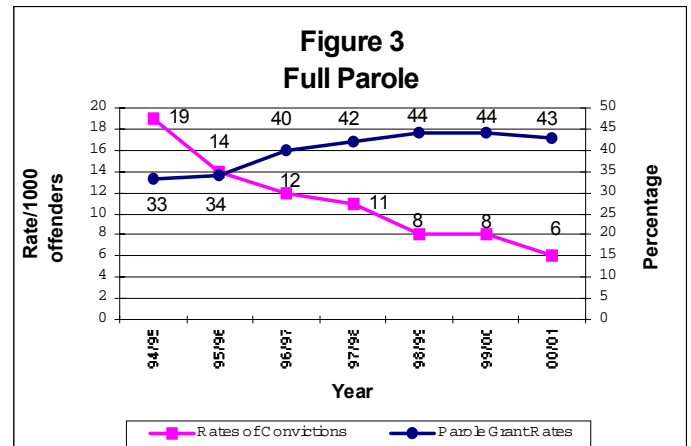
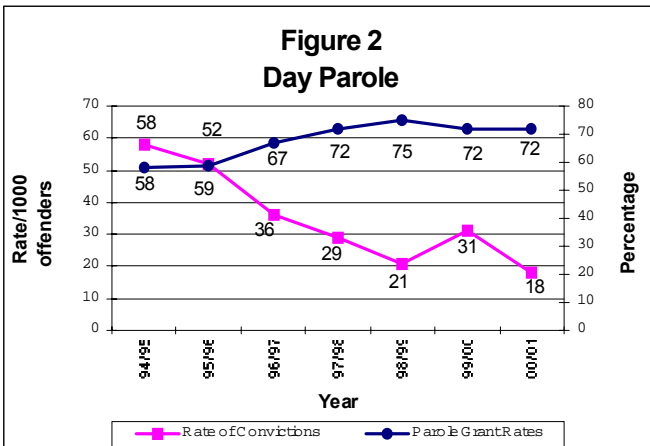
NPB regularly monitors convictions for violent offences by offenders in the community. Violent reoffending is a major concern for the public, and the Board.

| TABLE 1 - CONVICTIONS FOR VIOLENT OFFENCES BY RELEASE TYPE AND THE RATES OF CONVICTION PER 1000 OFFENDERS UNDER SUPERVISION | | | | | | | |
|---|--------------------------|-----------------|---------------------------|-----------------|---------------------------------|-----------------|-------------------|
| YEAR | DAY PAROLE (convictions) | RATES PER 1,000 | FULL PAROLE (convictions) | RATES PER 1,000 | STATUTORY RELEASE (convictions) | RATES PER 1,000 | TOTAL CONVICTIONS |
| 1994/95 | 77 | 58 | 97 | 19 | 165 | 83 | 339 |
| 1995/96 | 62 | 52 | 64 | 14 | 180 | 81 | 306 |
| 1996/97 | 37 | 36 | 53 | 12 | 160 | 67 | 250 |
| 1997/98 | 36 | 29 | 47 | 11 | 151 | 60 | 234 |
| 1998/99 | 32 | 21 | 35 | 8 | 136 | 54 | 203 |
| 1999/00 | 48 | 31 | 38 | 8 | 150 | 53 | 236 |
| 2000/01 | 25 | 18 | 28 | 6 | 135 | 49 | 188 |

Data on convictions demonstrate significant declines in the levels of violence:

- Annual numbers of convictions have dropped for all types of release over the past seven years - day parole by 68%, full parole by 71%, and SR by 18%.
- Offenders on SR accounted for 61% of violent convictions over the past seven years, compared with 18% for day parolees, and 21% for full parolees.
- With respect to rates of conviction per 1,000 offenders under supervision, data clearly indicate a downward trend. Over the past seven years, the rate for day parole declined by 69%, full parole by 69% and SR by 59%.
- Data on rates of conviction indicate that offenders on SR are twice as likely as day parolees and five to six times more likely than full parolees to be convicted for a violent offence.

Interestingly, as violent reoffending declined, parole grant rates increased, suggesting improvement by CSC and NPB in efforts to identify offenders likely to succeed in the community. This improvement may be attributed to factors such as more effective programs/treatment, better assessment of risk, improved training for NPB members, and enhanced supervision for offenders.

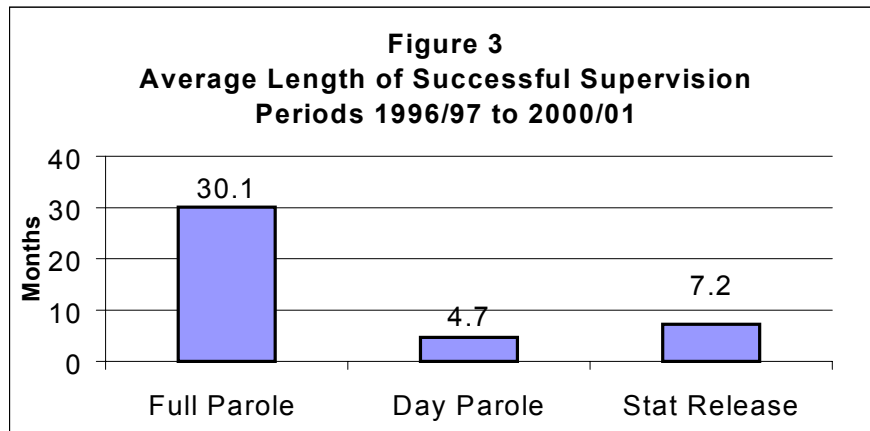


Outcomes of Conditional Release

Over the past six years, there have been noteworthy improvements in the outcomes of release for federal day and full parole. More parolees are completing their supervision period successfully, fewer parolees are being revoked for a breach of the conditions of release, and fewer parolees are being revoked for new offences. In 2000/01, rates of re-offending by day and full parolees declined to 5.2% and 9.8% respectively.

| TABLE 2 - OUTCOMES OF FEDERAL CONDITIONAL RELEASE | | | | | | | | | | | | |
|---|-----------------------|-------------|-----------------------------------|-------------|---------------------|-------------|---|-------------|------------|------------|------------------|-------------|
| RELEASE TYPE/YR. | SUCCESSFUL COMPLETION | | REVOCAION For Breach Of Condition | | TOTAL NO RECIDIVISM | | RECIDIVISM RATE (Revocation with Offence) | | | | TOTAL RECIDIVISM | |
| | | | | | | | Non Violent | | Violent | | | |
| Day Parole | # | % | # | % | # | % | # | % | # | % | # | % |
| 1994-95 | 3043 | 77.6 | 644 | 16.4 | 3687 | 94.0 | 160 | 4.0 | 77 | 2.0 | 237 | 6.0 |
| 1995-96 | 2682 | 81.2 | 431 | 13.1 | 3113 | 94.3 | 130 | 3.9 | 60 | 1.8 | 190 | 5.7 |
| 1996-97 | 2317 | 82.6 | 345 | 12.3 | 2662 | 94.9 | 107 | 3.8 | 37 | 1.3 | 144 | 5.1 |
| 1997-98 | 2528 | 82.1 | 381 | 12.3 | 2909 | 94.4 | 136 | 4.4 | 36 | 1.2 | 172 | 5.6 |
| 1998-99 | 2895 | 82.7 | 365 | 10.4 | 3260 | 93.1 | 210 | 6.0 | 32 | 0.9 | 242 | 6.9 |
| 1999-00 | 3125 | 81.2 | 459 | 11.9 | 3584 | 93.1 | 218 | 5.6 | 48 | 1.3 | 266 | 6.9 |
| 2000-01 | 2900 | 82.7 | 423 | 12.1 | 3323 | 94.8 | 159 | 4.5 | 25 | 0.7 | 184 | 5.2 |
| Full Parole | # | % | # | % | # | % | # | % | # | % | # | % |
| 1994-95 | 1544 | 63.2 | 506 | 20.7 | 2050 | 83.9 | 309 | 12.6 | 85 | 3.5 | 394 | 16.1 |
| 1995-96 | 1497 | 68.2 | 379 | 17.3 | 1876 | 85.5 | 262 | 11.9 | 57 | 2.6 | 319 | 14.5 |
| 1996-97 | 1256 | 65.4 | 375 | 19.5 | 1631 | 84.9 | 247 | 12.9 | 44 | 2.5 | 291 | 15.1 |
| 1997-98 | 1201 | 67.8 | 314 | 17.7 | 1515 | 85.5 | 212 | 12.0 | 42 | 2.4 | 256 | 14.5 |
| 1998-99 | 1165 | 72.0 | 232 | 14.3 | 1397 | 86.3 | 191 | 11.8 | 31 | 1.9 | 222 | 13.7 |
| 1999-00 | 1224 | 72.5 | 235 | 13.9 | 1459 | 86.4 | 193 | 11.4 | 37 | 2.2 | 230 | 13.6 |
| 2000-01 | 1333 | 74.2 | 288 | 16.0 | 1621 | 90.2 | 150 | 8.4 | 25 | 1.4 | 175 | 9.8 |
| SR | # | % | # | % | # | % | # | % | # | % | # | % |
| 1994-95 | 2510 | 59.9 | 1114 | 26.6 | 3624 | 86.5 | 399 | 9.5 | 167 | 4.0 | 566 | 13.5 |
| 1995-96 | 2738 | 59.9 | 1196 | 26.1 | 3934 | 86.0 | 461 | 10.1 | 179 | 3.9 | 640 | 14.0 |
| 1996-97 | 2936 | 57.5 | 1426 | 27.9 | 4362 | 85.4 | 582 | 11.4 | 160 | 3.1 | 742 | 14.6 |
| 1997-98 | 2919 | 56.5 | 1548 | 30.0 | 4467 | 86.5 | 546 | 10.6 | 151 | 2.9 | 697 | 13.5 |
| 1998-99 | 2941 | 60.3 | 1236 | 25.3 | 4177 | 85.6 | 568 | 11.6 | 136 | 2.8 | 704 | 14.4 |
| 1999-00 | 2795 | 57.7 | 1276 | 26.4 | 4071 | 84.1 | 621 | 12.8 | 150 | 3.1 | 771 | 15.9 |
| 2000-01 | 2926 | 59.0 | 1325 | 26.7 | 4251 | 85.7 | 577 | 11.6 | 135 | 2.7 | 712 | 14.3 |

The outcomes of conditional release indicate that parolees are considerably more likely than offenders on SR to complete successfully their period of supervision, and less likely to be revoked for a breach of conditions of release or for a new offence. Successful day parolees, and those offenders released on SR who succeed remain in the community about five months and seven months respectively. In contrast, successful full paroles remain in the community for 30 months on average. The success rate for full parole is even more striking in this context.



Post Warrant Expiry Recidivism

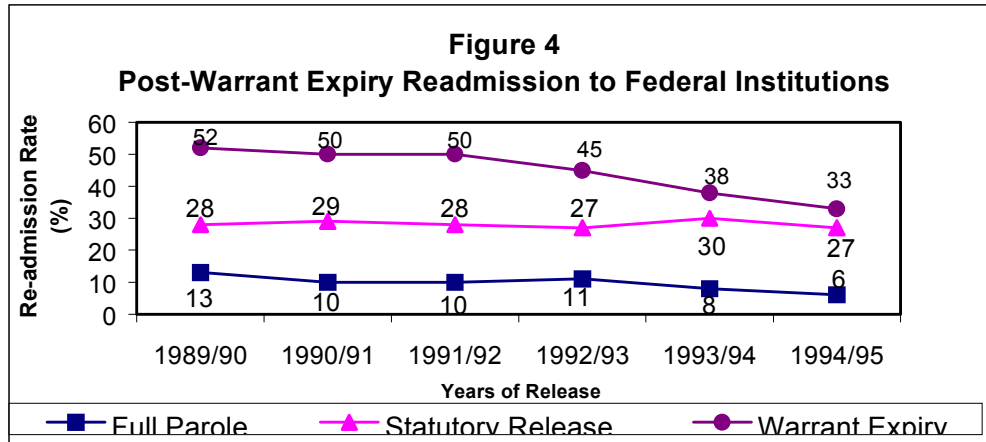
In Canada, conditional release is founded on the principle that gradual release to the community, based on appropriate programs and treatment, quality risk assessment, and effective community supervision enhances community safety. In this context, gradual and supervised release is considered more effective than "cold turkey" release at the end of sentence (warrant expiry).

Did you know...

Over the past five years :

- About 6800 offenders "graduated" from day parole to full parole; and
- About 2400 offenders "graduated" from day parole to statutory release.

Success or failure by an offender after warrant expiry is influenced by many factors (e.g. employment status, family situation). Information on post-warrant expiry recidivism is important, however, because it considers public safety in the long-term, and informs NPB strategic planning and policy development. Information on post-warrant expiry recidivism is based on the status of offenders on March 31, 2001 who have been released annually on full parole, on SR or at warrant expiry between 1989/90 and 1994/95. Recidivism information considers only federal reoffending, that is, offences which lead to readmission to federal institutions.



Long-term information on the three groups in question indicates that about one in ten offenders who reached warrant expiry on full parole have returned to federal penitentiary, compared with three in ten SR offenders, and five in ten offenders who remained incarcerated to warrant expiry. This information provides further evidence of the effectiveness of case specific risk assessment, quality decision-making, and gradual, supervised release for the safe reintegration of offenders.

Did you know...

Offenders with life sentences who are released on parole are supervised for life unless they are returned to prison for a breach of condition of release or a new offence.

The oldest parolee with a life sentence is over 90 years of age.

Offenders with life sentences do well in the community. Over the past seven years, 16% of these offenders have had their parole revoked including:

9% for a breach of conditions; and

7% for a new offence (2.8% for a violent offence).

Lifers on full parole, on average, have been in the community about 10 years.

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

The public continues to demand information about the Board and its decisions, and opportunities to participate in debate of parole and related matters. The *CCRA* emphasizes openness and accountability through provisions which recognize the information needs of victims of crime, permit interested parties to attend NPB hearings, and allow access by the public to NPB decisions through a registry of decisions. 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 Board also provides an effective program of public information. The importance of openness and accountability has also been re-emphasized in the report of the Standing Committee on Justice and Human Rights for the *CCRA* review. The Committee recommended development of more inclusive processes for victims of crime and enhanced strategies for public information and citizen engagement.

Key Elements

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

| Resource Use 2000-01 | |
|-----------------------------|-------------|
| Program Delivery | \$2,330,511 |
| Corporate Services | \$ 460,000 |
| Total | \$2,790,511 |
| FTES Used | 36 |

Progress Toward The Vision

In 2000/01, the Board launched its citizen engagement strategy. The first phase involved production of a report entitled "Myths and Realities" which answered often asked questions about NPB and parole. Phase II involved 13 citizen's fora in major centres across the country. About 500 Canadians participated in these sessions designed to provide an opportunity to ask questions and raise concerns about parole and related matters. The Canadian Criminal Justice Association (CCJA) assisted the Board in arranging these sessions and completed a final report which outlined participants' experiences. Based on the information collected from the evaluation forms for the sessions, participants found them to be informative, and beneficial. In particular, they appreciated the opportunity "to have their say" on issues of public safety. The following is a sample of participant responses which is representative of the overall feedback:

- 97% found the discussions to be stimulating;
- 96% said they had the opportunity to express their views;
- 94% said they felt they were being heard; and
- 98% indicated they would be discussing the forum with family, friends or colleagues.

On July 1, 2001, NPB introduced measures to allow victims to read prepared statements at NPB hearings, in person or on audio or video-tape. This new approach responded to the concerns raised by victims in numerous public consultations, and the recommendations of the Standing Committee on Justice and Human Rights in its report for the CCRA review. In preparation for this new approach, the Board completed numerous tasks, including:

- development and dissemination of new policies and procedures;
- development and delivery of appropriate training for Board members and staff;
- production and dissemination of information for victims, offenders and the public;
- development of an information system to permit monitoring of new processes; and
- temporary reallocation of funds to permit implementation of new processes.

Consistent with its citizen engagement strategy, NPB supported its plans for victims speaking at hearings with 33 information sessions in communities across the country which were designed to explain to victims NPB's plans, and gather feedback on how to improve these plans.

The Appeal Division of the National Parole Board received 424 requests for appeal during 2000-01 (about 2% of all cases). The Appeal Division modified the original decision in 20 cases to address:

The duty to act fairly

- NPB did not share information with offenders (6 cases);
- A voting member should have withdrawn to preserve the appearance of impartiality (5 cases);
- NPB did not respect the offender's right to an assistant (1 case).

Legal framework

- The Board did not assess the offender's case in accordance with the factors specific to the serving of an indeterminate sentence (4 cases);
- The Board should have given the offender the chance to be heard (2 cases);
- NPB did not base its decision on reliable information (1 case);
- NPB did not review the decision for parole suspension within 90 days (1 case).

The Board also launched a review of policy and risk assessment training in the context of diversity to ensure fair and equitable treatment for all offenders. The results of this review will be reported in future years. The policy review was accompanied by statistical analysis of diversity in the federal offender population.

In response to the challenges of diversity, the Board implemented the initial phases of its plans for recruitment of Board members and staff to ensure representation with respect to language, culture, ethnicity and gender. The Board carried-out diversity training for Board members and staff across the country. In this context, the Board

received a national award for its diversity training and, for being the small agency with the highest increase in its representation of visible minority employees. The Board initiated a series of outreach activities with diverse communities to explore conditional release in a community context. In addition, the Board began to explore innovative parole decision models for an increasingly diverse offender population.

Did you know...

- 68% of National Parole Board employees are women.
- 6% are Aboriginal.
- 5% are members of visible minorities
- 48% speak both English and French.

The Board also completed four investigations of serious incidents in the community. The findings of these investigations focused on the quality of information provided for NPB decision-making in areas such as:

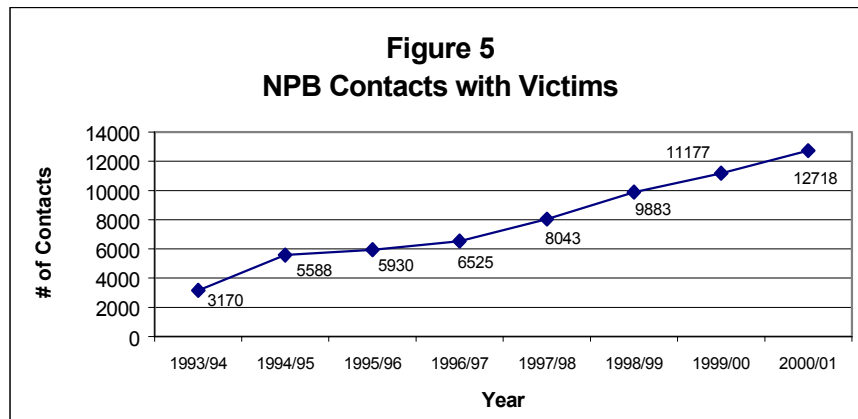
- previous criminal behaviour, performance on previous conditional releases, and self-reporting by offenders;
- the weight given to historical factors or psychological/psychiatric reports; and
- knowledge of release plans or the viability of monitoring release conditions.

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

Program Effectiveness (HL)*

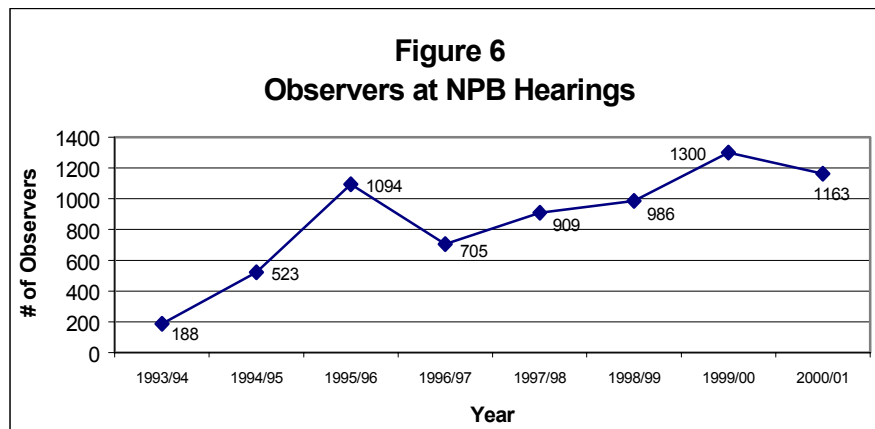
Contacts With Victims

In 2000/01, the Board had over 12,700 contacts with victims, the vast majority of whom were victims of violence, such as sexual assault. Feedback from victims has consistently indicated that they have been satisfied with the information and assistance they receive from the Board.



Observers at Hearings

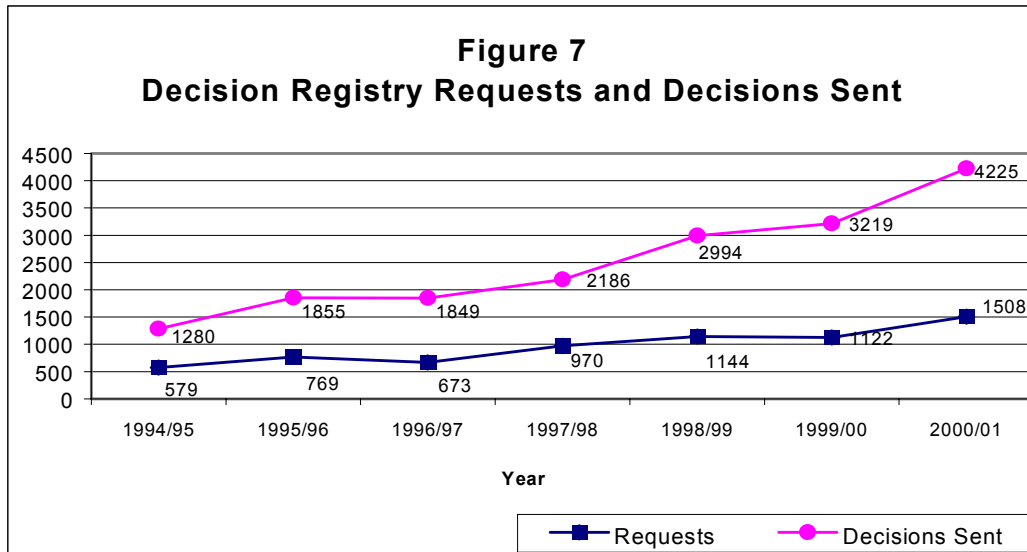
The number of observers at NPB hearings has generally increased over the years, as victims, the media, and the public became aware of the observer provisions of the CCRA. Observers at NPB hearings are expected to continue to increase now that victims may read a statement. Feedback from observers has been generally positive. Most observers have indicated that they appreciated the opportunity to see a hearing and that they were impressed with the rigor that Board members apply to the review of information for decision-making.



Decision Registry

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

The legislation does not define the contents of the "registry of decisions", or what would constitute demonstrating interest in a case; however, in keeping with the concepts of openness and accountability, the Board chose to make available the complete risk assessment and decision-making documentation of Board members. NPB also decided that an individual would be considered to have demonstrated an interest in the case by writing to the Board to ask for access to the decision registry.



During 2000-01 the Board released 4,225 decisions in response to 1508 requests. Victims are the most frequent users of the registry (about 50%), followed by media representatives (30%). More than 80% of requests for access to the decision registry are processed within 10 days.

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 and demonstrate safe reintegration in the community.

Key elements

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

| Resource Use 2000-01 | |
|-----------------------------|-------------|
| Program Delivery: | \$2,540,000 |
| Corporate Services | \$ 510,000 |
| Total | \$3,050,000 |
| FTES Used | 40 |

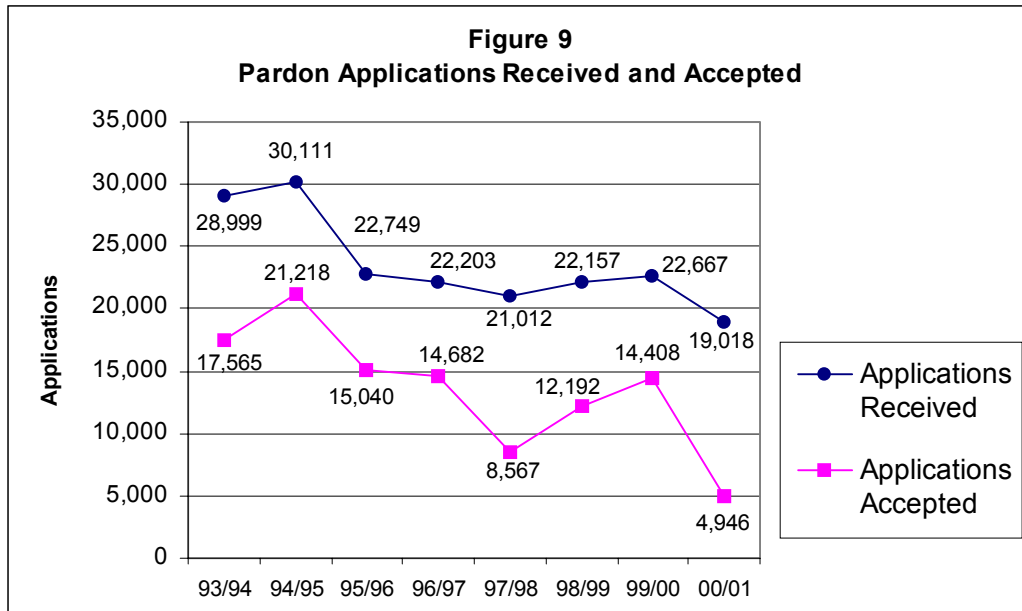
Progress Toward The Vision

In 2000/01, the Board formally implemented its new automated system for processing pardon applications. While there are some problems to work out in this new system, it is intended to improve processing time in the years ahead.

The Board also created the project team necessary to eliminate the backlog of pardon applications which emerged in the past several years. Through this team, the Board will eliminate the backlog of 25,000 pardon applications in 2001/02, while processing new applications received during the year. NPB also began to develop plans for delivery of an enhanced pardons program after the backlog has been eliminated. Progress toward these plans will be reported in coming years.

Program Effectiveness (HL)*

In Canada, over 2 million people have criminal records. This group represents the potential clientele for the Board's pardons program. Following satisfaction of sentence, and completion of a waiting period specified in law, individuals with a criminal record may apply to the Board for a pardon. The application must include a properly completed pardon application kit, the individual's criminal record and payment of a \$50.00 user fee.



Applications Received

Pardon applications peaked at about 30,000 in 1994-95, followed by five years of rather stable application levels. In 2000-01, applications received dropped by about 17%. Factors influencing the annual volumes of pardon applications include:

- public awareness of the pardons program;
- the perceived utility of a pardon for employment, travel etc.;
- the level of effort applicants must expend to apply for a pardon (e.g. applicants must obtain proof that all court imposed fines, restitution and compensation orders had been met in full).
- the efficiency of the pardon process; and
- the perceived value of a pardon in terms of utility, level of effort, cost, and process efficiency.

Pardons Granted/Issued and Revoked

The *Criminal Records Act* empowers the Board to grant pardons for offences prosecuted by indictment if it is satisfied the applicant is of good conduct and is conviction-free for five years, and to issue pardons for summary convictions, following a conviction free period of three years. The grant/issue rate for pardons is usually about 99%. The number of pardons processed rose sharply in 2000/01 as the Board began to benefit from enhanced productivity through automation and improved work processes.

| TABLE 3 - PARDONS GRANTED/ISSUED and DENIED by YEAR | | | | | | | | | | | | |
|--|----------------|------------|----------------|------------|----------------|------------|----------------|------------|----------------|------------|----------------|------------|
| Decision | 1995/96 | | 1996/97 | | 1997/98 | | 1998/99 | | 1999/00 | | 2000/01 | |
| | # | % | # | % | # | % | # | % | # | % | # | % |
| Granted | 11,012 | 69 | 12,566 | 71 | 4,873 | 62 | 3,594 | 65 | 3,129 | 53 | 7,492 | 52 |
| Issued | 4,389 | 30 | 4,963 | 28 | 2,760 | 35 | 1,882 | 34 | 2,732 | 46 | 6,700 | 47 |
| Sub-Total | 15,401 | 99 | 17,529 | 99 | 7,633 | 97 | 5,476 | 99 | 5,861 | 99 | 14,195 | 99 |
| Denied | 172 | 1 | 184 | 1 | 180 | 2 | 52 | 1 | 44 | 1 | 84 | 1 |
| Total | 15,573 | 100 | 17,713 | 100 | 7,813 | 100 | 5,528 | 100 | 5,901 | 100 | 14,279 | 100 |

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

| TABLE 4 - PARDON REVOCATIONS | | | | |
|-------------------------------------|---|---|--|--|
| | Cumulative Pardons Granted/Issued to Date(1) | Pardons Revoked / Ceased during the Year | Cumulative Pardons Revoked/Ceased | Cumulative Revocation/Cessation Rate (%) ⁽²⁾ |
| 1992/93 | 150,960 | 160 | 1,534 | 1.02 |
| 1993/94 | 170,321 | 723 | 2,257 | 1.33 |
| 1994/95 | 194,216 | 762 | 3,019 | 1.55 |
| 1995/96 | 209,617 | 1,089 | 4,108 | 1.96 |
| 1996/97 | 227,146 | 1,272 | 5,380 | 2.37 |
| 1997/98 | 234,779 | 666 | 6,046 | 2.58 |
| 1998/99 | 240,255 | 684 | 6,730 | 2.80 |
| 1999/00 | 246,116 | 643 | 7,373 | 3.00 |
| 2000/01 | 260,311 | 542 | 7,995 | 3.00 |

(1) Cumulative pardons granted/issued to date includes pardons revoked/ceased. (2) The cumulative revocation/cessation rate is calculated by dividing the cumulative pardons revoked/ceased by the cumulative pardons granted/issued to date.

Average Processing Times for Pardons

In 2000-01, the average processing time for a pardon application rose to 18 months, up from 13 months in 1999-00. This increase, reflects the impact of the pardons backlog. In 2001/02, however, the Board will eliminate this backlog, leading to a reduction in the average process time.

| TABLE 5 - AVERAGE PROCESSING TIMES for PARDON APPLICATIONS ACCEPTED | | | | | | |
|--|----------------|----------------|----------------|----------------|----------------|----------------|
| | 1995/96 | 1996/97 | 1997/98 | 1998/99 | 1999/00 | 2000/01 |
| Applications Processed | 16,662 | 18,985 | 8479 | 6,212 | 6,544 | 14,821 |
| Average Processing Time | 7 mths | 7 mths | 6 mths | 11 mths | 13 mths | 18 mths |

Applications processed included pardons granted/issued, denied and revoked.

Clemency

The clemency provisions for the Royal Prerogative of Mercy and those contained in the *Criminal Code* are used in exceptional circumstances where no other remedy exists in law to reduce exceptionally negative effects of criminal sanctions. In the calendar year 2000, the Clemency Division received 25 new requests and granted 2. Twenty-six (26) requests were discontinued.

Section V: Modern Management

Entwined in work to advance the Vision of NPB are efforts for modern management which reflect the principles of "Results for Canadians" - citizen focus, values, results, and responsible spending. Measures to eliminate the backlog of pardon applications and streamline the pardon process exemplify these efforts. This work will result in on 80% reduction in the average time required to process a pardon. Clearly, this is service improvement for clients.

Modern management initiatives in the Board have many dimensions. They begin with the recognition that management improvement has direct links to issues of resources. The agenda for modern management and improvement, however, goes well beyond budgetary levels to include:

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

In support of this management improvement agenda, the Board began work on four government-wide initiatives:

Modern comptrollership: Consistent with Treasury Board direction, the NPB introduced the Financial Information Strategy on April 1, 2001. Implementation was preceded by development of appropriate accounting policies and practices, provision of training for Board staff and communications materials which set the stage for anticipated organizational change. The Board also examined other key aspects of modern comptrollership such as integrated risk management, internal audit and evaluation and results-oriented performance reporting and developed plans for action in these areas.

Government-on line: In 2000/01, the Board completed preliminary work for GOL including changes to its web site consistent with the "common look and feel" standards. The Board also commenced work with the Department of the Solicitor General and other Ministry agencies in the development of plans for a "public safety portal" which will provide a single-window access to all components of the Ministry and to other agencies involved in the broad area of public safety. During this process, the Board revisited its original plans for GOL, given the emergence of new priorities. For example, victims of crime identified the need for a more seamless access to criminal justice agencies.

Human resource management: As a small agency, the Board faces many human resource challenges. Its relatively small size constrains career development strategies and succession planning. These issues are of critical importance, given the trend toward ageing in the workplace and the Board's priority to be reflective of Canada's growing diversity. Limited resources also contribute to stress in the workplace. The Board has limited flexibility for dealing with heavy workloads and responding to changing priorities. The Board also experiences a competitive disadvantage in terms of recruitment and retention as larger organizations provide more diverse career paths, more opportunity for advancement and higher levels of pay. Against this backdrop NPB began to develop a human resource strategy in 2000-01 which is designed to address human resource needs in the short and long-term. This plan will be extensive, addressing factors such as resource levels, necessary skill sets, recruitment and retention, training and continuous learning.

Departmental assessment: As a follow-up to Program Integrity initiatives across government, the Board began work on a departmental assessment, a broadly based program review designed to inform strategic planning and resource management in the long term. For all program areas, the study will examine workload pressures, program delivery options, resource needs and flexibility for resource allocation. This study will result in a final report in the fall of 2001/02.

Section VI: Financial Performance

A. Financial Performance Overview

For 2000-01, total authorities, that is, total funds available for the National Parole Board amounted to \$31.3 million. Against this total, the Board expended about \$31 million or 99% of the funds available. The difference between funds available and actual expenditures (\$0.3 million) can be primarily attributed to delays in expenditure of funds provided for renewal of the Offender Management System in February 2001.

The Board applied its resources to two business lines: (conditional release, clemency and pardons); and corporate management function. Conditional release is, by far, the most resource intensive business line, accounting for almost eight of every ten dollars expended by the Board. Delivery of the Board's business lines is salary intensive, with about 75% of all expenditures (and the majority of non-salary expenditures) being applied to statutory responsibilities related to conditional release reviews (e.g. parole hearings), information and assistance for victims of crime and the processing of pardon applications.

The Board is authorized to charge a \$50.00 user fee for the processing of pardon applications. In 2000-01, the user fee generated revenues of \$0.6 million.

Information on the Board's financial performance is presented in the following tables:

Summary of Voted Appropriations;
 Comparison of Total Planned Spending to Actual Spending;
 Historical Comparison of Total Planned Spending to Actual Spending;
 Resource Requirements by Organization and Business Line; and
 Non-Respendable Revenues by Business Line.

TABLE 18
Summary of Voted Appropriations
Authorities for 2000-01 - Part II of the Estimates
Financial Requirements by Authority

| Vote (millions of dollars) | | 2000-01 Planned Spending | 2000-01 Total Authorities | 2000-01 Actual |
|------------------------------|---|--------------------------------|---------------------------------|-------------------|
| National Parole Board | | | | |
| 25 | Program expenditures | 27.4 | 27.4 | 27.1 |
| (S) | Contributions to employee benefit plans | 3.9 | 3.9 | 3.9 |
| Total Agency | | 31.3 | 31.3 | 31.0 |

TABLE 19
Comparison of Total Planned Spending to Actual Spending
Planned versus Actual Spending By Business Line (\$ millions)

| Business Line | FTE | Operating | Capital | Voted Grants & Contribu- tions | Subtotal: Gross Voted Expendi- tures | Statutory Grants and Contri- butions | Total Gross Expendi- tures | Less: Respen- dable Revenues |
|---|------------|------------------|----------------|---|---|---|---|---|
| Conditional Release* | 240 | 24.5 | - | - | - | - | 24.5 | - |
| <i>(total authorities)</i> | 240 | 24.5 | - | - | - | - | 24.5 | - |
| (Actuals) | 240 | 23.4 | - | - | - | - | 23.4 | - |
| Clemency & Pardons* | 30 | 2.0 | - | - | - | - | 2.0 | - |
| <i>(total authorities)</i> | 30 | 2.0 | - | - | - | - | 2.0 | - |
| (Actuals) | 30 | 2.5 | - | - | - | - | 2.5 | - |
| Corporate Policy & Management* | 76 | 4.8 | - | - | - | - | 4.8 | - |
| <i>(total authorities)</i> | 76 | 4.8 | - | - | - | - | 4.8 | - |
| (Actuals) | 76 | 5.1 | - | - | - | - | 5.1 | - |
| Totals | 346 | 31.3 | | | | | 31.3 | |
| <i>(total authorities)</i> | 346 | 31.3 | | | | | 31.3 | |
| (Actual) | 346 | 31.0 | | | | | 31.0 | |
| Other Revenues and Expenditures | | | | | | | | |
| Revenue credited to the Consolidated Revenue Fund | | | | | | | 0.6 | |
| <i>(total authorities)</i> | | | | | | | | |
| (Actuals) | | | | | | | 0.6 | |
| Cost of services provided by other departments | | | | | | | | |
| <i>(total authorities)</i> | | | | | | | 3.1 | |
| (Actuals) | | | | | | | 3.1 | |
| Net Cost of the Program | | | | | | | | |
| <i>(total authorities)</i> | | | | | | | 33.8 | |
| (Actuals) | | | | | | | 33.5 | |

Note: * Planned expenditures equal total authorities for NPB. The NPB is responsible for the collection of pardons application fees. Total revenue for 2000-2001 was \$644k. (NPB and RCMP are credited with 70% & 30% respectively)

TABLE 20
Historical Comparison of Total Planned Spending to Actual Spending
Departmental Planned versus Actual Spending by Business Line (\$ millions)

| Business Lines | Actual 1998-99 | Actual 1999-00 | Planned 2000-01 | Total Authorities 2000-01 | Actual 2000-01 |
|-----------------------|---------------------------|---------------------------|----------------------------|--|---------------------------|
| Conditional Release | 20.4 | 21.4 | 24.5 | 24.5 | 23.4 |
| Clemency and Pardons | 1.8 | 2.2 | 2.0 | 2.0 | 2.5 |
| Corporate Management | 4.4 | 4.7 | 4.8 | 4.8 | 5.1 |
| Totals | 26.6 | 28.3 | 31.3 | 31.3 | 31.0 |

Table 22
Non-Respendable Revenues by Business Line
(\$ millions)

| Business Lines | Actual 1998-99 | Actual 1999-00 | Total Planned 2000-01 | Total Authorities 2000-01 | Total Authorities 2000-01 |
|---------------------------|---------------------------|---------------------------|--------------------------------------|--|--|
| Clemency and Pardons | 0.5 | 0.7 | 0.6 | 0.6 | 0.6 |
| Total Revenues to the CRF | 0.5 | 0.7 | 0.6 | 0.6 | 0.6 |

Section VII: Other Information

A. Legislation Administered by the National Parole Board

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

B. Contacts

| 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 H2Z 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 6th Floor Saskatoon, SK S7K 0E1 Phone: (306) 975-4228 Fax: (306) 975-5892 |
| Pacific Region | Regional Director 32315 South Fraser Way Room 305 Abbotsford, BC V2T 1W6 Phone: (604) 870-2468 Fax: (604) 870-2498 |

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

C. 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 on 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 sets 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 a 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 of the Royal Prerogative of Mercy 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