



National Parole Board

Performance Report

For the period ending
March 31, 2000

Canada

Improved Reporting to Parliament Pilot Document

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*.

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing on a pilot basis the *Part III of the Estimates* document for each department or agency into two separate documents: a *Report on Plans and Priorities* tabled in the spring and a *Departmental Performance Report* tabled in the fall.

This initiative is intended to fulfil the government's commitments to improve the expenditure management information provided to Parliament. This involves sharpening the focus on results, increasing the transparency of information and modernizing its preparation.

The Fall Performance Package is comprised of 83 Departmental Performance Reports and the President's annual report, *Managing for Results 2000*.

This *Departmental Performance Report*, covering the period ending March 31, 2000 provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the department's *Report on Plans and Priorities* for 1999-00 tabled in Parliament in the spring of 1999.

Results-based management emphasizes specifying expected program results, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and reporting on achievements in a balanced manner. Accounting and managing for results involve sustained work across government.

The government continues to refine its management systems and performance framework. The refinement comes from acquired experience as users make their information needs more precisely known. The performance reports and their use will continue to be monitored to make sure that they respond to Parliament's ongoing and evolving needs.

This report is accessible electronically from the Treasury Board Secretariat Internet site: <http://www.tbs-sct.gc.ca/rma/dpr/dpre.asp>

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Performance Report

**For the
period ending
March 31, 2000**

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

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Section I: The Message

The National Parole Board (NPB) contributes to the protection of society by facilitating the timely reintegration of offenders as law-abiding citizens. The Board's top priority is public safety. In responding to this priority, the Board must address many challenges. It must work within a complex and frequently adversarial environment characterized by fear of crime, low levels of public confidence, and misperceptions about parole and its contribution to public safety.

Against this backdrop, the Board must manage ongoing responsibilities for conditional release and pardons as effectively as possible, while creating a foundation for continuous improvement in all aspects of its work. Continuous improvement in the midst of labour-intensive program delivery is always difficult, as urgent and operational issues constrain long-term thinking and innovative new approaches. To meet this challenge, the Board, in 1999/00, formally adopted its Vision for the Year 2000 and Beyond which sets a course for continuous improvement based on:

- a modern and relevant legislative framework;
- better risk assessment and better decision-making;
- greater understanding of Canadian diversity;
- more effective response to Aboriginal offenders and communities;
- more inclusive processes for victims of crime;
- more effective approaches for building public understanding and support for conditional release as a strategy for public safety;
- better partnership with the community to support effective conditional release; and
- a resource strategy which supports effective operations and continuous improvement.

Progress Toward The Vision

Work on the Vision is in its early stages, however, there has already been significant progress in creating a blueprint for continuous improvement in public safety. The report of the Standing Committee on Justice and Human Rights dealing with the review of the *Corrections and Conditional Release Act (CCRA)*, and the Government response, to which the Board will contribute, will help to provide a modern legislative framework emphasizing public safety, inclusive processes for victims of crime, and quality decision-making throughout the corrections and conditional release process.

There has also been significant advancement with respect to the Board's strategy for resource management and enhanced program delivery. Decisions in Budget 2000 regarding Program Integrity will enable the Board to restore its capacity for dealing with statutory responsibilities. In particular, the Board will address growth in the volume and complexity of conditional release reviews, including the need for an enhanced program of training and continuous learning for Board members, and growth in work related to victims of crime, observers at hearings and access to the Board's decision registry.

Budget 2000 also provided funding for three initiatives with important implications for improving NPB policy, risk assessment tools, and decision-making: effective corrections; citizen engagement; and integrated justice information. Through the effective corrections initiative, the

Board will enhance policies, risk assessment tools, training information, and parole decision models to meet the needs of Aboriginal offenders and Aboriginal communities. This initiative will also enable the Board to address growing diversity in Canada and its implications for the federal offender population and the community.

Budget 2000 funding for citizen engagement positions the Board for significant progress in this area. The effectiveness of parole as a strategy for public safety contrasts sharply with public perception which vastly over-estimates the level of reoffending by parolees. Misperceptions about parole are reinforced by a growing perception that the public has no "voice", no opportunity to influence the debate on issues which have important implications for the safety of Canadians, their families and their communities. This environment presents a constant challenge for the Board, demanding improvements in public information and public dialogue.

Quality conditional release decision-making is dependent upon timely, accurate information. Budget 2000 sets the stage for improvements in this area through its support for integrated justice information. In this context, NPB and The Correctional Service of Canada (CSC) will work together to modernize the offender management system (OMS), the system shared by both organizations for managing key aspects of the corrections and conditional release process.

The Board has also been examining the concept of restorative justice. A policy paper was developed and discussed widely throughout the Board as a base for exploring NPB's relationship with the victim, the offender and the community in restorative approaches. Building on these discussions, the Board has set-out an action plan for exploration of restorative justice.

The Vision For The Year 2000 And Beyond is a critical element in NPB's plans for enhancing its contribution to public safety. As a result, the Board will continue to report on progress toward the Vision in Plans and Priorities documents and Performance Reports to Parliament.

Program Effectiveness

Information in this report once again demonstrates the long-term effectiveness of parole and the continuing improvements that have been made in recent years. More than nine of every ten releases on parole do not result in a new offence of any kind, and 99 of every 100 releases do not result in a violent offence. Over the past five years, the combined rate of violent reoffending by day and full parolees has been reduced from 2.5% to 1%, while the actual number of violent offences annually has been reduced by 65%. Each year, offenders on parole account for less than one-tenth of one percent of violent offences reported to the police.

The information in this report illustrates that the large majority of offenders who reach the end of their sentence (warrant expiry) on full parole remain free from serious crime after serving their sentence. Long-term follow-up on these offenders indicates that only about 1 in 10 have returned to a federal penitentiary eight to ten years after release. These results reinforce previous findings which indicated that the process of case specific review and risk assessment used by the Correctional Service of Canada and NPB is very effective in identifying those offenders most likely to reintegrate successfully in the community.

The Board's pardons program also exemplifies the processes of rehabilitation and community reintegration. About 3% of all pardons granted have been revoked for a new offence. Most of these have been for a minor offence, demonstrating that the vast majority of pardon recipients remain crime free in the community.

Another key aspect of NPB performance involves measures to promote openness and accountability. Public demands for accurate, timely information about the Board and its contribution to public safety continue to grow. Measures to address these demands are critical, given the level of public misperception which currently exists regarding parole. The Standing Committee's report on the CCRA also acknowledges this fact, and calls for the Board to mount a sustained effort in this area. In response, the Board has developed a citizen engagement strategy with three key elements: accessible public information; meaningful public debate of key issues; and community partnership.

In addition, the CCRA requires openness and accountability through provisions which recognize the interests and information needs of victims, allow the public to observe NPB hearings, and provide access to Board decisions through a registry of decisions. Program delivery challenges continue to mount with respect to openness and accountability. Since 1992, when these provisions were first introduced, the Board has experienced constant growth in annual workloads. In 1999/00, for example, the Board had over 11,000 contacts with victims - 100% more than in 1993/94. In addition, the Board had about 1300 observers at its hearings and more than 1100 requests for access to its decision registry. In these two areas, workloads have grown by 90% and 150% respectively since 1993/94.

These workload increases have seriously taxed NPB resources, but service levels have remained acceptable. Most victims have expressed satisfaction with the information and assistance they receive. Feedback from observers continues to be positive regarding the assistance provided by NPB staff, and the rigorous review carried-out by Parole Board members in assessing risk of reoffending. People who access the decision registry have also commented favourably on the service they receive. In recent years, the Board has responded to all requests for decisions within two weeks of receipt of the request. Program Integrity funding will enable the Board to meet workload demands, and improve program delivery in future years.

Public safety is an area where Canadians demand effective action by all sectors of the justice system. Research and Canadian experience demonstrate the effectiveness of parole as a strategy for public safety. In recent years, the Board with its key partners, have improved the risk assessment and risk management practices on which parole is based. These efforts have yielded results. Violent reoffending has declined considerably, with clear benefits for public safety. The Board's Vision for the Year 2000 and Beyond will position NPB to build on these results and further improve the quality of its decision-making.

Renée Collette
Acting Chairperson

Section II: Departmental Overview

A. Accountability Framework

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:*

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

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)*; *Criminal Records Act (CRA)*, and the provisions of 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* entitles the Board to issue, grant, deny, or revoke pardons for convictions under federal acts or regulations. The Governor General or the Governor in Council exercises authority regarding the use of the Royal Prerogative of Mercy for those convicted of a federal offence in all jurisdictions based on investigations carried-out by the Board and recommendations provided to the Solicitor General of Canada.

Organization for Business Lines Delivery

The work of the National Parole Board is carried-out by 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. The national office is also responsible for a range of activities related to conditional release, including audits and investigations, appeals, policy development and interpretation, and advice and guidance in the area of Board member training. As well, the national office provides leadership and support for planning, resource management, communications and corporate services.

The Board has offices in five regions: Atlantic (Moncton, NB); Quebec (Montreal, QC); Ontario (Kingston, ON); Prairies (Saskatoon, SK and Edmonton sub-office Edmonton, AB); and Pacific (Abbotsford, BC). All regional offices are in close proximity to the CSC regional offices.

The task of making conditional release decisions is carried-out by knowledgeable and experienced Board members in each region. In order for Board members to assess the risk of each case, and make decisions to grant or deny parole, they are provided with extensive training on legislation, regulations, policies, and risk assessment. Board members are supported by a team of knowledgeable staff who, working closely with CSC, schedule hearings, ensure that all required information for decision-making is received, and shared with the offender within the prescribed timeframes, provide policy interpretation, and communicate conditional release decisions to CSC and the offender. Staff in regional offices are also involved extensively in providing information for victims of crime, making arrangements for observers at parole hearings, and addressing requests for access to the Board's decision registry.

The Board's operations are broken down into three business lines: Conditional Release; Clemency and Pardons; and Corporate Management. The most significant business line is conditional release which generally accounts for about 80% of the Board's resources.

Business Line Description

Conditional Release includes case review and quality decision-making; provision of support for decision-making; carrying out of audits and investigations; review and decision-making on applications for appeal; provision of training to ensure quality and professionalism in decision-making; development of conditional release policy; coordination of business line delivery in the Board, with CSC and with other key partners; the provision of information to victims and other interested parties; and dissemination of information to the public.

Objective: To make quality conditional release decisions by reviewing cases of offenders and applying risk assessment criteria to determine any potential risk of re-offending.

Clemency and Pardons involve the review of pardon applications and the issuing or granting of pardons; the preparation of cases for pardon decision-making; the development of pardons policy; and the collection of pardon revenues. This business line also includes the preparation of cases and development of recommendations regarding clemency.

Objective: To make quality pardon decisions and clemency recommendations.

Corporate Management involves the provision of a range of management services supporting the conditional release and clemency and pardons business lines.

Objective: To provide effective support for the conditional release and clemency and pardons business lines through sound planning, resource management, and administration.

Partnership And Business Line Delivery

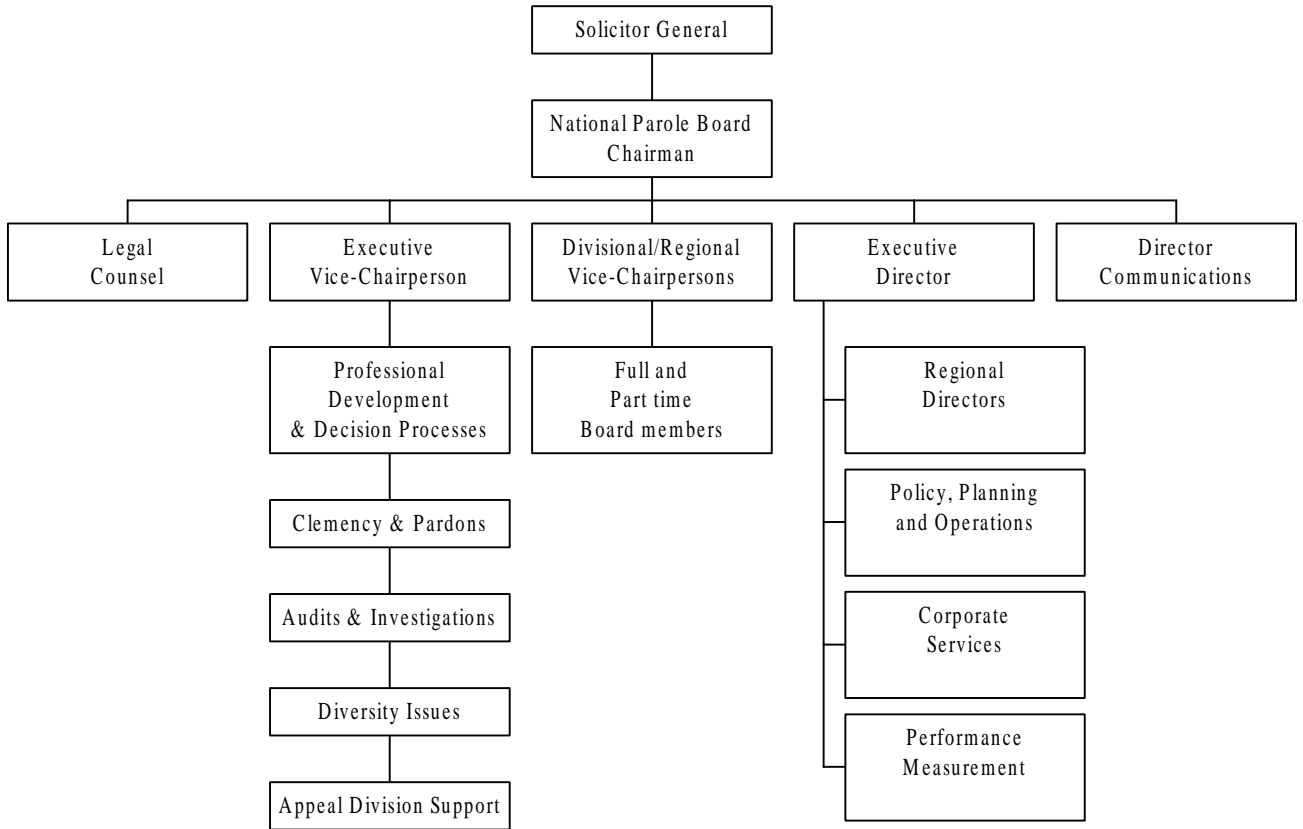
Partnership is essential for effective delivery of NPB business lines. The Board must work constantly to build partnerships which recognize and respect jurisdictional responsibilities and consider the complexity of work to address crime and public safety in a meaningful manner. Increasingly, the justice system is seeking integrated approaches to crime and violence in which the courts, police services, correctional agencies, the health and social service sectors, the voluntary sector, and the community work cooperatively to enhance public safety. Integrated approaches of this type demand effective partnerships.

The need for partnership is reinforced by the nature and substance of NPB's work. As a decision-making body, the Board requires partnerships for effective operations. In the area of conditional release, the Correctional Service of Canada collects information and prepares cases for NPB review and decision-making related to the timing and conditions of release of offenders to the community (e.g. on parole). If the Board decides to grant parole, 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*.

The need for partnership, however, extends well beyond operational support for NPB decision processes. 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.

Partnership with the community is crucial. Parole is often subject to severe criticism in the media. Opinion surveys indicate low levels of public confidence in parole and limited public understanding regarding the effectiveness of parole as a strategy for safe communities. For example, the majority of Canadians vastly overestimate the levels of reoffending by parolees. As a result, the Board must invest actively in partnership with the community as a vehicle for information sharing and for building greater understanding and support for parole.

Figure 1 - Organization Structure



B. Strategic Framework For Improving Performance

Social and Economic Factors

The Board continues to operate in a challenging environment. Recognition of this fact resulted in the production of the Board's Vision For The Year 2000 and Beyond. The following are the key factors in the environment which the Board must address to ensure continuous improvement.

External Factors

Government Priorities: The Speech From The Throne set a broad agenda for enhancing the quality of life for all Canadians. Commitments in the Speech to build stronger and safer communities, develop stronger relationships with Aboriginal Peoples, and establish government as a model user of information technology create major challenges for the Board in all aspects of its work.

Plans for effective corrections and conditional release demand continuing improvements in the Board's operations, policy, and public information strategies. To respond, the Board will be required to enhance its risk assessment tools and training based on the latest information and research, develop innovative decision models, engage the community in partnerships which support safe reintegration of offenders, and participate in the development of information systems which ensure that the best possible information is available for parole decision-making.

Restorative justice is an emerging priority which the Board must address. Canadians are expressing dissatisfaction with traditional justice models characterized by adversarial processes which focus on crime as injury to the state. Victims and communities are demanding greater involvement in justice, and advocating approaches which emphasize restoring the well-being of the victim, the offender and the community. The Speech from the Throne reinforced the growing support for restorative approaches, as did the decision of the Supreme Court of Canada in *Gladue vs The Queen*. Restorative justice has significant implications for the Board, requiring careful review of decision processes, policies and training.

Federal initiatives for social union and good governance demand that the Board continue to work in partnership with provincial and territorial governments, provincial boards of parole, and communities to develop effective strategies for conditional release. Support for work to develop an integrated approach to justice information will be a key priority for the Board, in this context.

Legislative Initiatives: The Standing Committee on Justice and Human Rights recently tabled its report on the review of the *CCRA*. The report entitled "The Corrections and Conditional Release Act - A work in Progress", made 53 recommendations with major implications for NPB. These recommendations, and the Government response, will shape conditional release for the next decade. The Board must work with its partners to provide input to the Government response, and prepare for implementation of legislative change, as required.

The *Criminal Records Act*, the legislative framework for the pardons program, is also subject to change. Bill C-7, recently adopted by Parliament, includes several amendments to the Act, including creation of a notation (a flag) in respect of pardoned sex offences, in order to allow for

their disclosure in instances of screening for positions of trust with children and other vulnerable groups. The Board must ensure that it implements these amendments consistent with parliamentary intent.

Victims of Crime: Pressures continue for the justice system to provide better support for victims. Victims' concerns were highlighted in the report by the Standing Committee on Justice and Human Rights entitled "Victims' Rights – A Voice Not A Veto" and were echoed in the Committee's report for the CCRA review. Both reports call for a more meaningful role for victims in corrections and conditional release processes. For example, they call for audio recordings or transcripts of NPB hearings to be made available for consultation purposes to victims, on request, and for the right for victims to attend hearings (which already exists) and to read an updated victim impact statement into the record in person, or by audio or video tape. The Board must work with its partners to prepare for implementation of legislative change, as required, including development of new policies, and training for Board members and staff.

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. Other aspects of Canadian 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. For example, the ageing of Canadian society is expected to heighten public sensitivity to issues of crime and safety, reinforcing the need for the Board to demonstrate the effectiveness of parole, and engage the community in partnership for the safe reintegration of offenders.

Crime Rates and Trends: After peaking in the early 1990s, rates of reported crime in Canada have declined steadily. In fact, in 1999, the crime rate decreased for the eighth year in a row. Consistent with this trend, the violent crime rate dropped for the seventh straight year. The property crime rate also dropped, continuing the downward trend since 1991. Violent crime generally accounts for about 10% of all reported crime, while property crime accounts for about 60%. Other *Criminal Code* incidents, offences involving drugs, and federal statutes account for the remaining 30% of crime reported to the police each year. In comparison, the offence profile of federal offenders has shifted. In the past two decades, the proportion of offenders admitted to federal institutions for property offences dropped from about 40% to 22%, while offenders admitted for violent offences increased from about 50% to 78%. Admissions for serious drug offences have remained relatively stable, accounting for about 10% of admissions each year.

Trends in crime and incarceration have important implications for NPB policy, training and operations. Increases in the number and proportion of offenders incarcerated for a violent offence demand that the Board continue to enhance risk assessment tools and training related to various groups, including sexual offenders, armed robbers, etc. In recent years, the annual number of violent offences by offenders on parole has decreased by about 65%. The Board must work to ensure continued progress in this area.

Public Attitudes and Perceptions: Fear of crime persists, despite lower rates of reported crime. In fact, the public remains sceptical about declining crime rates, focussing instead on media reports of tragic incidents. In this context, conditional release evokes strong public reaction and vigorous public debate. Debate is, however, often set against a backdrop of misinformation about the effectiveness of parole. For example, Canadians consistently over-estimate rates of recidivism by offenders on parole. In a recent survey, the majority of respondents suggested that the recidivism rate for parolees was between 50% and 100%. In fact, the rate is less than 10%, and the violent recidivism rate is about 1%.

Public demands continue for greater effectiveness in assessing 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. Research and the Canadian experience, however, clearly demonstrate that incarceration is not an effective strategy for crime prevention, and that parole, based on effective risk assessment and sound understanding of risk management, reduces long-term reoffending, and supports safer communities. Canadians also continue to call for governments at all levels to operate in an open and accessible manner with meaningful opportunities for public input to legislative and policy development, especially in the areas of corrections and conditional release where public safety is a constant concern.

In this environment, the Board must ensure that Board members have the policies, training and tools necessary for effective risk assessment and risk management. Working with its key partners, the Board must ensure that the best possible information is available for decision-making, and that appropriate processes and systems are in place to ensure timely access to information by decision-makers. Limited understanding of conditional release coupled with public expectations for meaningful debate of key issues of public safety, also create urgent pressures for the Board to engage communities in discussion of conditional release, and to forge community partnerships for the safe reintegration of offenders.

Aboriginal Issues: The disproportionate number of Aboriginal peoples in the correctional system is a grave concern. While representing about 2% of the Canadian population, they account for about 19% of the federally incarcerated population. Aboriginal offenders are more likely than non-aboriginals to be released on statutory release (at two-thirds of sentence) rather than on full parole (at one third of sentence), and more likely to have their release revoked for breaches of conditions and for reoffending. 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. Many Aboriginal youth are moving to urban centres in search of employment or alternate lifestyles. 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.

In response, the Board must continue to refine policies and risk assessment training which recognize the unique societal and cultural factors related to Aboriginal offenders and their communities. The Board must also enhance its models for parole hearings, including the use of elders, and community assistance, which recognize traditional values of healing and tolerance and are sensitive to various cultures within Aboriginal communities (eg. Nunavut). NPB must

maintain a workforce profile which includes appropriate Aboriginal representation among Board members and staff. The Board must also work with CSC to develop agreements under sections 81 and 84 of the *CCRA* which provide Aboriginal communities with the opportunity for active involvement in reintegration of Aboriginal offenders.

Internal Factors

Workload Growth and Restraint: During the mid 1990s, the Board experienced significant growth in the volume and complexity of work related to conditional release and pardons. At the same time, NPB resources decreased, creating severe resource pressures and organizational stress. Over the past two years, the Board has been successful in obtaining additional resources for implementation of firearms legislation, effective corrections, integrated justice information, citizen engagement and Program Integrity. These resources have eased fiscal pressures and enabled the Board to position itself to meet the challenge of continuous improvement. They have also created strong public expectations for improvement. In response, the Board must enhance its planning and monitoring activities to ensure that it allocates resources as required, and delivers the results expected, particularly in the area of conditional release.

While the conditional release and pardons business lines have received additional funding, the corporate management business line has kept a relatively stable resource base. This situation has created pressures due to growing workload demands in areas such as the Government's Financial Information Strategy (FIS), the Universal Classification Standard (UCS), the Government on Line, and internal audit. In response, the Board must develop a resource strategy which enables the corporate management business line to address key priorities in an effective manner.

Information and Technology: Technological advancement is complex, involving constant change and innovation. There are real pressures for the Board to make progress in the use of technology for information sharing with its key partners and with the public. The Government on Line is a prime example. As a relatively small agency, the Board constantly faces the challenge of identifying sufficient resources for systems work and capital investment necessary to keep pace with technology and information sharing priorities. Over the next two years, the Board must develop a strategy which ensures effective progress in this area.

Human Resources: As with the Canadian population, staff of the Board are ageing 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 to ageing in the Board, there are also expectations that the Board will continue to maintain a staff profile which reflects Canadian diversity. To respond to these challenges, the Board must develop a human resource plan which facilitates succession planning and retention of experienced staff to meet operational needs.

The Vision For The Board

The Board's environmental pressures are complex and diverse, reflecting a variety of differing perspectives and ideological assumptions for addressing crime and justice in Canadian society. Ultimate resolution of these issues lies beyond the direct control of the Board. NPB can, however, contribute to the social policy debate in an attempt to manage change, and in the longer

term shape change in directions which reflect its Mission and Values, and its 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 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, as an inquisitorial body, 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 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 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 the Board and conditional release is high, and there is increased confidence in conditional release as an effective strategy for community safety.
- 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, in partnership with communities, develops innovative models for parole decision-making (e.g. First Nation models for community justice) 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, and characterized by balanced systems and processes.

- 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.
- 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 provide sufficient flexibility to address workload growth, new government priorities, continuous learning, technological advancement and innovation.

Corporate Strategies

The Vision presents the key elements of an ideal state for NPB. In support of the Vision, the Board has also developed corporate strategies designed to stimulate concrete action for progress toward the ideal state - that is, they provide a framework for continuous improvement.

Commitment to Quality: All aspects of the Board's work must reflect a commitment to professionalism, fairness, public safety and public service. The Board must strive constantly for the highest quality in conditional release and pardons decision-making and clemency recommendations based on enhanced training, policy development, policy-based research, statistical analysis and respect for the law. Quality decisions must recognize issues of cultural diversity and ethnicity in the offender population and in the community. In this context, quality decision-making must be reflected in an effective framework for national consistency in policy, training, and processes, while recognizing the need for regional flexibility to address differing needs and concerns of offenders and communities.

Continuous Learning: Quality decision-making demands the latest knowledge and information about risk and about how risk can best be managed in the public interest, as well as information about the law and NPB policies. Accordingly, the Board must ensure that decision-makers and the staff who support them have access to this information through a process of continuous learning and development. The Board must strive to enhance the national training program which sets out priorities and standards and ensure that the results of research and new information are integrated regularly with the training program. In addition, efforts must be made to ensure that Board members and staff are provided with opportunities to participate in developmental opportunities designed to enhance the quality of their work.

Openness and Accountability: In response to public demands for government agencies to be more open to public scrutiny and to take greater responsibility for their decisions, the Board must continue to implement measures which promote openness and accountability. In this context, the Board must provide access to decisions and reasons for its decisions through the decision registry, ensure that victims receive the information and support they are entitled to receive, and that they participate in decision processes as prescribed by law. The Board must share information and consult openly with the public, and provide access to meaningful information about its performance - successes and failures.

Citizen Engagement / Community Partnerships: Misinformation often surrounds public debate of crime issues and conditional release, distorting priorities and impeding progress toward sound criminal justice policy. In addition, the public has expressed strong interest in more effective involvement in discussion of crime and public safety. Citizens have called for engagement as opposed to traditional consultation. In response, the Board must develop and implement plans to share information with communities more extensively, and meet with community groups to discuss conditional release and provide opportunities for them to express their positions on issues of policy and operations. Information sharing and discussion must serve as a foundation for forging new partnerships geared to building support for conditional release, and recognition of shared responsibilities for the safe reintegration of offenders.

Effectiveness and Efficiency : Sound fiscal management and growing workload pressures demand constant efforts to improve NPB operations. Effective and efficient operations will enhance the Board's commitment to public protection and public service. In this context, the Board must continue to develop policies and design processes and systems which improve the quality of conditional release and pardons decision-making, streamline and add value to the work effort, and eliminate needless constraints and duplication. The Board must ensure that it makes productive use of technology for information sharing, that its key operating systems are designed to support quality decision-making and system design is accompanied by appropriate training and hardware to support system implementation.

Section III: Departmental Performance 1999-2000

The National Parole Board has three business lines: conditional release; clemency and pardons; and corporate management. NPB performance reporting focuses on conditional release and clemency and pardons, as these business lines involve the community and the public. In contrast, the corporate management business line involves the internal working of the Board and supports conditional release and clemency and pardons.

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 both 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.

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. A pardon is, therefore, a means to facilitate and demonstrate safe reintegration in the community.

Various measures of NPB performance indicate that the Board continues to contribute effectively to public safety. For example, less than 1 in 10 releases on parole ends in a new offence, and 1 in 100 results in a new violent offence. In fact, the number of violent offences involving offenders on parole actually declined by about 60% in the past 5 years. For pardons, about 3% of pardons granted are revoked for any new offence, and about 1% are revoked for an indictable offence.

A. Summary of Key Results Commitments

The following table outlines the National Parole Board's performance commitments for the 1999-2000 fiscal year.

to provide Canadians with:	as demonstrated by:	As reported in:
Quality decisions for conditional release and pardons--decisions which contribute to long-term community safety through the reintegration of offenders.	<ul style="list-style-type: none"> ◆ An appointment/evaluation process for Board members which ensures that NPB has knowledgeable and experienced Board members who are representative of the communities in which they work. ◆ Trend information on the results of conditional release: <ul style="list-style-type: none"> • the number and rates of serious charges for offenders on day and full parole and statutory release (short-term indicator); • the outcomes of release for day parole, full parole and statutory release (medium term indicator); • rates of post-warrant expiry reoffending involving federal sentences for offenders previously released on federal full parole or statutory release (long-term indicator). ◆ Trend information on the numbers and rates of pardons granted/issued and revoked each year. 	<ul style="list-style-type: none"> ◆ Departmental Performance Report (DPR) sections 3A and 3B. ◆ DPR section 3A. NPB Performance Monitoring Report section 3.2. ◆ DPR section 3B. NPB Performance Monitoring Report section 4.
Open and accountable decision processes for conditional release and pardons.	<ul style="list-style-type: none"> ◆ Trend information on NPB involvement with victims of crime, observers at hearings and individuals seeking access to the Board's registry of decisions. ◆ Dissemination of the findings of inquiries and investigations for cases involving serious incidents in the community. ◆ Public consultations on key issues and dissemination of the results of these consultations. 	<ul style="list-style-type: none"> ◆ DPR section 3B. NPB Performance Monitoring Report section 3.4. ◆ DPR section 3B. ◆ DPR section 3B.
Cost-effective, efficient, timely delivery of service to pardon applicants.	<ul style="list-style-type: none"> ◆ Information on the average processing times for pardon applications. 	<ul style="list-style-type: none"> ◆ DPR section 3B.

B. Business Line Performance

1.1 Conditional Release – Quality Decision-making

Table 1 - Financial Summary – Conditional Release Planned And Actual Expenditures in 1999-2000 (\$ millions)					
	FTE	Operating	Capital	Total Gross Expenditures	Total Net Expenditures
Planned	222	22.6	-	21.4	21.4
Actual ⁽¹⁾	222	22.6	-	21.4	21.4

(1) Includes Main and Supplementary Estimates.

Public safety is the primary objective of the National Parole Board. Quality decision-making for conditional release is a critical aspect of public safety, and a major focus in the Board's Vision for the future. Consistent with the Vision, the Board continued to implement initiatives to enhance the quality of conditional release decision-making, including:

- ongoing support for the *CCRA* review to assist the Standing Committee on Justice and Human Rights in examining key legislative and operational issues;
- development of plans to assist the Board in responding to workload growth related to implementation of firearms legislation, as introduced in 1996. In February 2000, Treasury Board approved these plans, and provided the resources necessary for managing growth in the annual volume of conditional release reviews related to firearms offences.
- development of plans through the Government's Program Integrity initiative to restore the Board's capacity to manage conditional release workloads. These efforts will ensure that Board members have access to a minimum of 15 days training annually, and that they have sufficient time to prepare for, and conduct conditional release reviews, consistent with the principles of quality decision-making and public safety.
- Development of plans to support implementation of the Government's initiative for effective corrections and conditional release. Budget 2000 provided \$5 million over five years to enhance the quality of conditional release decision-making for Aboriginal offenders, and for other groups of high need offenders. With respect to Aboriginal offenders, NPB efforts will focus on:
 - development of improved risk assessment tools and training materials for Board members and staff;
 - expansion of culturally relevant parole decision models for Aboriginal offenders, including broader use of elder-assisted and community-assisted hearings. Decision models which address the unique needs and circumstances of offenders from the Nunavut territory and their communities will be a priority in this context; and
 - improved capacity for liaison with and outreach to Aboriginal communities, particularly in the Prairies region.

For other groups of high need offenders, NPB has developed plans to: strengthen research-based, risk assessment tools and training for offenders with histories of violence; address the growing diversity within the offender population and in Canadian communities; and improve the quality and timeliness of information for parole decision-making.

- Development of plans to support integrated justice information systems, including plans for modernization of NPB components of the Offender Management System (OMS), the system used by NPB and CSC to provide information for parole decision-making. Budget 2000 provided NPB with \$4.6 over five years for work in these areas.
- Creation of a panel of experts within the Ministry of the Solicitor General and from the private sector to guide the evolution of risk assessment tools and training for conditional release decision-making.
- Development of a discussion paper and action plan to consider restorative justice approaches in the context of parole decision-making. Deliberations on this paper will shape NPB progress on restorative justice issues over the next five years.

These initiatives demonstrate 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 measures which address success or failure of parolees in the community in the short, medium and long term. 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:

- charges for serious offences and convictions for violent offences – short-term;
- outcomes of conditional release- medium term; and
- rates of post warrant expiry recidivism for full parole and SR - long term.

Charges for Serious Offences - Short Term

NPB regularly monitors charges against offenders on conditional release in eight serious offence categories: murder; attempted murder; sexual assault; major assault; hostage taking; unlawful confinement; robbery; other sensational incidents (e.g. arson, major drug seizures). Charges for serious offences do not include all violent incidents in the community. Instead, they focus on the most violent offences against the person which are expected to generate extensive media coverage.

Table 2 - CHARGES FOR SERIOUS OFFENCES BY RELEASE TYPE AND THE RATES OF CHARGE PER 1,000 FEDERAL OFFENDERS UNDER SUPERVISION							
YEAR	DAY PAROLE (charges)	RATES PER 1,000	FULL PAROLE (charges)	RATES PER 1,000	STATUTORY RELEASE (charges)	RATES PER 1,000	TOTAL CHARGES
1992/93	73	38	55	12	98	46	226
1993/94	68	43	79	15	93	46	240
1994/95	64	48	69	14	123	62	256
1995/96	14	12	44	9	107	48	165
1996/97	12	12	50	12	134	56	196
1997/98	26	21	37	9	126	50	189
1998/99	19	13	34	8	112	45	165
1999/00	34	22	34	8	128	46	196

Charges for serious offences declined sharply in 1995/96, and have remained low in subsequent years, due to reductions in charges against offenders on day and full parole. Total charges against offenders on conditional release increased by about 19% in 1999/00 (to 196 from 165). It appears; however, that this increase may be due more to greater media interest and increased reporting, than on actual increases in violent reoffending. Table 3 illustrating convictions for violent offences supports this theory.

Data on charges illustrate that offenders on SR account for more charges for serious offences than day or full parolees. In fact, SR accounted for 56% of all charges for serious offences during the eight year review period, and 67% of charges in the past four years. Offenders on day and full parole accounted for about 12% and 21% respectively, during the past four years.

Rates of charge per 1000 offenders under supervision demonstrate similar trends. Over the last eight years, offenders on SR have been three to five times more likely to be charged with a serious offence than full parolees. Annual rates of charge for serious offences per 1000 offenders on SR ranged from 45 to 62. In contrast, rates per 1000 full parolees have ranged from 8 to 15. Prior to 1995/96, rates of charge per 1000 day parolees (38 to 48) approximated rates for SR. In 1995/96 and subsequent years, however, the annual rates of charge per 1000 day parolees have ranged from 12 to 22, significantly lower than the rates for SR.

As mentioned previously, charges for serious offences provide an indicator of the level of violent reoffending in the community. This indicator is influenced by the selection of specific offences to be monitored, and the level of media coverage and public interest in specific cases. To ensure that these monitoring criteria do not misrepresent violent reoffending in the community, the Board also collected data on the number of convictions for violent offences for offenders on day parole, full parole and SR.

TABLE 3 - CONVICTIONS FOR VIOLENT OFFENCES BY RELEASE TYPE AND THE RATES OF CONVICTION PER 1000 OFFENDERS UNDER SUPERVISION

YEAR	DAY PAROLE (convictions)	RATES PER 1,000	FULL PAROLE (convictions)	RATES PER 1,000	STATUTORY RELEASE (convictions)	RATES PER 1,000	TOTAL CONVICTIONS
1994/95	77	58	96	19	165	84	338
1995/96	60	50	64	14	179	80	303
1996/97	36	35	52	12	154	65	242
1997/98	34	27	45	11	148	59	227
1998/99	31	20	34	8	131	52	196
1999/00	29	18	31	7	127	45	187

The annual numbers of convictions for violent offences are generally higher than numbers of charges for serious offences because conviction data consider all violent offences set out in Schedule I of the CCRA, not just the eight most serious offences monitored for the serious charges indicator. Further, the tabulations for convictions are not influenced by the extent of media coverage. While actual numbers vary for convictions and charges, both indicators demonstrate significant declines in the level of violence in the community. Data on convictions for violent offences indicate that:

- Annual numbers of convictions have dropped for all types of release over the past six years - day parole by 62%, full parole by 68%, and SR by 24%.
- Offenders on SR account for more convictions for violent offences than offenders on parole. In the past six years, offenders on SR accounted for 61% of convictions compared with 18% for full parolees, and 21% for day parolees. In the last three years, offenders on SR accounted for 67% of all convictions for violence.
- With respect to rates of convictions per 1,000 offenders under supervision, data clearly indicate a downward trend. Over the past six years, the rate for day parole declined by 69%, full parole by 64% and SR by 47%.
- Data on rates of conviction per 1,000 offenders under supervision also indicate that offenders on SR have been about twice as likely as day parolees to be convicted for a violent offence and four to six times more likely than full parolees.

Reductions in the levels and frequency of violent reoffending in the community may be attributable to a number of improvements by CSC and NPB, including more effective programs and treatment, better assessment of offenders' risk and needs, improved release planning, and improved selection processes and training for NPB members.

Outcomes of Conditional Release – Medium Term

Factors influencing the outcomes of conditional release are diverse, yet there are persistent indications that conditional release continues to contribute effectively to the safe reintegration of offenders in the community. In this report, the outcomes of conditional release include:

- successful completions – releases in which the offender remains under supervision in the community from release date to the end of the period of supervision (warrant expiry for full parole and statutory release).
- revocations for breach of condition – positive interventions which contribute to public protection by preventing criminal activity in the community.
- failure (recidivism) - releases which result in revocation for a new offence. Information on recidivism distinguishes between violent and non-violent reoffending consistent with the intent of the CCRA, and concerns for public safety.

While the definition of success is the same for all types of release, it is important to note that offenders on various types of release spend very different lengths of time in the community to be successful. The average supervision period for full parolees over the past five years has been about 4½ times longer than offenders on SR, and about 7 times longer than day parolees. Successful full parolees remained in the community, on average, for 30.2 months, while offenders on SR averaged 7.0 months, and day parolees averaged 4.5 months.

Release Type	Average Length (in months)
Day Parole	4.5
Full Parole	30.2
Statutory Release	7.0

Table 5 - 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 Offence		Violent Offence			
	#	%	#	%	#	%	#	%	#	%	#	%
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	2316	83.1	331	11.9	2647	95.0	104	3.7	36	1.3	140	5.0
1997-98	2528	82.4	371	12.1	2899	94.5	136	4.4	34	1.1	170	5.5
1998-99	2894	83.0	355	10.2	3249	93.2	205	5.9	31	0.9	236	6.8
1999-00	3118	82.5	451	11.9	3569	94.4	181	4.8	29	0.8	210	5.6
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	1255	65.8	362	19.0	1617	84.8	246	12.9	44	2.3	290	15.2
1997-98	1200	68.0	311	17.6	1511	85.5	213	12.1	42	2.4	255	14.5
1998-99	1165	72.2	232	14.4	1397	86.6	187	11.6	30	1.8	217	13.4
1999-00	1221	72.8	240	14.3	1461	87.1	186	11.1	30	1.8	216	12.9
Stat. Release	#	%	#	%	#	%	#	%	#	%	#	%
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	57.6	1427	28.0	4363	85.6	579	11.4	154	3.0	733	14.4
1997-98	2917	56.6	1547	30.0	4464	86.6	542	10.5	148	2.9	690	13.4
1998-99	2937	60.3	1237	25.4	4174	85.7	565	11.6	131	2.7	696	14.3
1999-00	2768	57.9	1304	27.3	4072	85.2	582	12.2	127	2.7	709	14.8

Information on outcomes of conditional release indicates that parolees are considerably more likely than offenders on SR to complete their period of supervision without return to the institution, and less likely to be revoked for a breach of conditions of release or for a new offence. Successful day parolees and most offenders released on SR who succeed, remain in the community for less than six months. In contrast, about 95% of successful full paroles involve community supervision for more than 1 year. The success rate for full parole is even more striking in this context.

Offenders on day and full parole are less likely to reoffend or to reoffend violently than offenders on SR. It should be noted, however, that rates of violent reoffending have declined for all types of release in recent years.

Over the past five 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 non-violent and violent offences. These improvements have occurred as federal parole grant rates have increased considerably, suggesting that there have been improvements in efforts by CSC and NPB for risk assessment and risk management.

Table 6 - Federal Day and Full Parole Grant Rates					
	1995/96	1996/97	1997/98	1998/99	1999/00
Day Parole	59%	67%	72%	75%	72%
Full Parole	34%	40%	42%	44%	44%

Recent trends in parole are of great interest to the Board. As a result, NPB will work with CSC to examine factors related to success as a foundation for further improvement.

Post Warrant Expiry – Long Term

Success or failure by an offender after warrant expiry is influenced by diverse factors which are beyond the control of the National Parole Board. Information on post-warrant expiry recidivism is important, however, because it illustrates long-term reintegration and informs strategic planning and policy development.

Information on post-warrant expiry recidivism is based on the status of offenders on March 31, 2000 who were released annually on full parole or SR since 1988/89. Status information considers offenders readmitted to federal institutions prior to warrant expiry (for a breach of a condition of release or a new offence), offenders who remain under supervision, offenders who have reached warrant expiry, and offenders who have been readmitted to a federal institution for a new offence after warrant expiry.

Follow-up information indicates that offenders on SR are about 1.5 times more likely than full parolees to be readmitted to penitentiary prior to warrant expiry for a new offence or a breach of conditions of release, and 3 to 4 times more likely to be readmitted after warrant expiry for a new offence. For the entire review period, rates of post-warrant expiry recidivism for full parole range from 1% to 12%. For SR, the annual rates range from 4% to 29%. Since introduction of the CCRA in 1992, the post-warrant expiry recidivism rate for full parole has averaged 5%, compared with an average rate of about 20% for SR. Lower rates of post-warrant expiry recidivism for full parole reinforce previous findings which indicate that the process of case specific review and risk assessment used by CSC and NPB is very effective in identifying those offenders most likely to reintegrate successfully.

**Table 7 - POST-WARRANT EXPIRY RECIDIVISM
for FEDERAL OFFENDERS RELEASED on FULL PAROLE
(As of March 31, 2,000)**

Yr. of Release	Total Releases #	Readmission before WED		Still Supervised		Other*		Reached WED on FP		Post-WED Recidivism*	
		#	%	#	%	#	%	#	%	#	%
88/89	1,866	560	30	35	2	31	2	1,240	66	127	10
89/90	1,952	545	28	57	3	45	2	1,305	67	162	12
90/91	2,106	658	31	64	3	47	2	1,337	63	131	10
91/92	2,294	713	31	95	4	41	2	1,445	63	141	10
92/93	2,594	883	34	103	4	64	2	1,544	59	154	10
93/94	2,599	1,026	39	116	4	53	2	1,404	54	105	7
94/95	2,232	781	35	136	6	48	2	1,267	57	67	5
95/96	2,001	657	33	172	9	53	3	1,119	56	44	4
96/97	1,747	534	31	238	14	40	2	935	53	20	2
97/98	1,740	454	26	478	27	57	3	751	43	11	1
98/99	1,920	372	19	1,088	57	75	4	385	20	0	0
99/00	1,937	153	8	1,650	85	121	6	13	1	0	0

* The Post-WED Recidivism rate is calculated as a percentage of re-admissions after warrant expiry, divided by the number of offenders who reached warrant expiry on full parole.* Other includes offenders unlawfully at large, deceased or discharged.

**Table 8 - POST-WARRANT EXPIRY RECIDIVISM
for FEDERAL OFFENDERS RELEASED on STATUTORY RELEASE
(As of March 31, 2000)**

Yr. of Release	Total Releases #	Readmission before WED		Still Supervised		Other*		Reached WED on SR		Post-WED Recidivism*	
		#	%	#	%	#	%	#	%	#	%
88/89	3,335	1,633	49	-	-	32	2	1,670	50	480	29
89/90	3,476	1,647	47	-	-	39	1	1,790	51	491	27
90/91	3,480	1,642	47	-	-	42	1	1,796	52	516	29
91/92	3,524	1,692	48	1	0	34	1	1,797	51	494	27
92/93	3,684	1,693	46	1	0	54	1	1,936	52	503	26
93/94	3,915	1,599	41	-	-	60	1	2,256	58	629	28
94/95	4,440	1,781	40	2	0	66	1	2,591	58	644	25
95/96	4,992	2,014	40	-	-	75	1	2,903	58	676	23
96/97	5,322	2,277	43	12	0	80	1	2,953	55	554	19
97/98	5,339	2,158	40	56	1	116	2	3,009	56	467	15
98/99	4,904	1,907	39	293	6	140	3	2,564	52	280	11
99/00	5,059	1,254	25	1,687	33	668	13	1,450	29	64	4

* The Post-WED Recidivism rate is calculated as a percentage of re-admissions after warrant expiry, divided by the number of offenders who reached warrant expiry on SR. * Other includes offenders unlawfully at large, deceased or discharged.

Conditional release in Canada is founded on the principle that gradual release to the community, based on appropriate programs and treatment, quality, case specific risk assessment and decision-making, and effective supervision in the community enhances safe reintegration in the community. In this context, gradual and supervised release is considered more effective than "cold turkey" release at the end of sentence (warrant expiry). Table 9 provides information which reinforces this theory. The table provides information on post-warrant expiry recidivism for three groups of offenders:

- those who reach warrant expiry on full parole;
- those who reach warrant expiry on SR; and
- those who reach warrant expiry while still incarcerated.

Table 9 - POST-WARRANT EXPIRY RECIDIVISM for FEDERAL OFFENDERS RELEASED at WARRANT EXPIRY, RELEASED ON SR AND RELEASED ON FULL PAROLE (As of March 31, 2000)					
Year of Release	Offenders Released at Warrant Expiry			Post-Warrant Expiry Recidivism	
	Releases	Post-WED Recidivism	Recidivism Rate	SR Offenders	Full Parolees
		#	%	%	%
88/89	537	269	50	29	10
89/90	655	336	51	27	12
90/91	656	327	50	29	10
91/92	735	366	50	27	10
92/93	554	240	43	26	10
93/94	274	103	38	28	7
94/95	373	118	32	25	5
95/96	434	127	29	23	4
96/97	455	87	19	19	2
97/98	444	82	18	15	1
98/99	364	44	12	11	0
99/00	286	14	5	4	0

Long-term information on these three groups 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 review and decision-making, and gradual, supervised release for the safe reintegration of offenders.

1.2 Conditional Release - Openness and Accountability

The public continues to demand access to information about the Board and its decisions, and opportunities to participate in debate of parole related matters. Misinformation frequently surrounds this debate as the public, informed primarily by high profile media coverage of tragic incidents, frequently over-estimates the level of reoffending by parolees. In fact, public surveys indicate that most Canadians believe that the rate of reoffending by parolees is between 50%-100%. The actual rate is less than 10%.

The *CCRA* emphasizes the importance of openness and accountability for the Board through provisions which recognize the information needs of victims of crime, allow the public, including victims, the media, and other 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 use of investigations of cases involving serious incidents in the community and the effective dissemination of the findings of these investigations within the Board and to interested parties. The Board is also required by law to consult openly and in a meaningful manner on key issues for conditional release.

The importance of openness and accountability for paroling authorities has been emphasized in the report of the Standing Committee on Justice and Human Rights dealing with the review of the *Corrections and Conditional Release Act*. Echoing its previous report entitled "Victims Rights - A Voice Not A Veto", the Committee made several recommendations to establish more inclusive processes for victims in corrections and parole. For example, the Committee recommended that victims be able to read updated victim impact statements at NPB hearings, and to listen to the tapes of NPB hearings in NPB or CSC offices when they are unable to attend hearings. The Committee also recommended that the Board develop a public information strategy which provides timely, accurate information about parole to the public, and provides opportunities for the public to become involved in discussion of key issues related to parole.

Consistent with its legislative framework, its Vision and public concerns, the Board has recently implemented several initiatives to promote openness and accountability, including:

- development of plans to address the extensive growth in workloads that the Board has experienced in relation to provision of information to victims of crime, observers at hearings and access to the decision registry (see Tables 10, 11 and 12). Budget 2000 provided the resources (Program Integrity) necessary to manage this workload growth.
- development of plans to adapt NPB policy, training and operations in response to the recommendations of the Standing Committee regarding the role of victims in the conditional release process, if necessary.
- development of a citizen engagement strategy designed to provide timely, relevant public information, regular public consultations, meaningful opportunities for the public to provide input to the Board on parole and related matters, and strategic investment in partnership

building with the community. Budget 2000 provided \$1.5 million over five years for implementation of this strategy.

In 1999/2000, the Board developed plans for eleven public meetings across the country to provide Canadians with an opportunity to discuss parole and related matters. These sessions represent the first phase in the Board's strategy for broad citizen engagement. Feedback from the first four sessions which took place early in 2000/01, has been very positive. Participants indicated that they enjoyed the open format and having the opportunity to ask questions and express their concerns about parole and public safety. Following completion of the first eleven sessions, the Canadian Criminal Justice Association will prepare a report which will be used to review and improve engagement activities in the future.

- hosting the annual conference of the Association of Paroling Authorities International in May 2000, which brought together over 450 delegates from 40 countries to discuss the future of conditional release in Canada and internationally.
- significant enhancements to NPB's automated system for collecting and assessing information for performance monitoring. These enhancements will make performance information more useful for the Board and more accessible by the public.
- completion of 3 boards of investigation in 1999-00 to examine issues related to serious incidents in the community, and dissemination of the findings of these investigations throughout the Board and to the public, as required. The boards of investigation found that in all cases, NPB had respected the law and policy regarding the process for decision-making and had completed a thorough assessment of risk of reoffending. Issues flowing from these reviews which require follow-up include: the need for effective information sharing for parole decision-making, particularly with respect to information on the benefits from programs and treatment; improvements in the timeliness of information for parole decision-making; and measures to avoid over-reliance on self-reporting by offenders when reviewing the circumstances surrounding behaviour in the community.

Contacts With Victims

Victims contact the Board thousands of times each year. Contacts most frequently involve the direct victim who is seeking general information or information involving hearings or decisions for conditional release. Victims of sexual assault are most likely to contact the Board, followed by victims of non-sexual, violent offences.

Table 10 - NPB CONTACTS WITH VICTIMS											
	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1993/94*	272	7	69	2	2,687	72	248	7	434	12	3,170
1994/95	558	10	312	5	3,458	62	658	12	602	11	5,588
1995/96	552	9	371	6	3,335	56	986	17	686	12	5,930
1996/97	595	9	458	7	2,955	45	1,215	19	1,302	20	6,525
1997/98	589	7	536	7	2,958	37	1,478	18	2,482	31	8,043
1998/99	596	6	554	6	3,439	35	1,855	19	3,439	35	9,883
1999/00	998	9	628	6	4,327	39	2,285	20	2,939	26	11,177

* Only includes information for the last 6 months of fiscal year 1993/94.

Contacts with victims increased by 13% nationally in 1999/00. The Atlantic region had the most significant increase (67%), followed by the Ontario (26%). Feedback from victims has indicated that they are generally satisfied with the information and assistance provided by NPB. Some victims have indicated, however, that they want more information, particularly information about offenders' participation in treatment and programs. Other victims have indicated that they would like to be able to speak at parole hearings. These concerns have been acknowledged in the Standing Committee's report on the CCRA.

Observers at Hearings

The number of observers at hearings increased by about 30% in 1999/00. Increases occurred in the Atlantic (218%) Ontario (3%), and Prairies (27%) regions.

Table 11 - OBSERVERS AT NPB HEARINGS											
	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1993/94*	26	14	11	6	87	46	36	19	28	15	188
1994/95	91	17	28	5	236	43	118	23	50	10	523
1995/96	243	22	72	7	640	59	113	10	26	2	1,094
1996/97	81	9	91	13	357	52	140	20	56	6	705
1997/98	157	17	138	15	341	38	166	18	107	12	909
1998/99	135	14	145	15	416	42	133	13	157	16	986
1999/00	430	33	129	10	429	33	169	13	143	11	1,300

* Only includes information for the last 6 months of fiscal year 1993/94.

Public awareness regarding the possibility of attending hearings is growing. There appears to be more informed media coverage of Board decisions, which may reflect media access to the

registry of decisions, as well as media use of the observer provisions. These trends should help to strengthen public understanding of parole and the accountability of the Board in parole decision-making. While the potential exists for more frequent attendance at NPB hearings, the obstacles of institutional accessibility, cost and commitment of time for observers, together with the fact that Board hearings can be emotionally painful for victims must be taken into consideration when considering the extent of use of these provisions. Proposals by the Standing Committee calling for victims to be able to read updated victim impact statements, if adopted, would be expected to generate large increases in the numbers of victims and observers at NPB hearings.

Decision Registry

The *CCRA* permits access to specific decisions, and to decisions for research purposes through the decision registry. For case specific applications, any person who demonstrates an interest in a case may, on written application to NPB, have access to the contents of the registry relating to the specific case, excluding information which would jeopardize the safety of a person, reveal the source of information obtained in confidence, or adversely influence the reintegration of the offender. 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. These determinations were left to the discretion of the NPB. 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 for each decision. 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.

Table 12 - DECISION REGISTRY REQUESTS AND DECISIONS SENT						
	1994/95	1995/96	1996/97	1997/98	1998/99	1999/2000
Requests	579	769	673	970	1,144	1,122
Decisions Sent	1,280	1,855	1,849	2,186	2,994	3,219

The number of people requesting access to the registry increased by 93% from 1994/95 to 1999/00, while the number of decisions sent has increased by about 151%. Victims are the most frequent users of the registry (about 50%), followed by media representatives (30%). Decisions sent exceed requests, illustrating the Board's policy of providing those who request a decision about an offender with subsequent decisions about the offender, if wanted. Performance information indicates that from a national perspective, about 80% of requests for access to the decision registry are processed within 10 days.

2. Clemency and Pardons

Table 13 - Financial Summary – Clemency and Pardons Planned And Actual Expenditures in 1999-2000 (\$ millions)					
	FTE	Operating	Capital	Total Gross Expenditures	Total Net Expenditures
Planned	26	2.1	-	2.1	2.1
Actual ⁽¹⁾	26	2.2	-	2.2	2.2

(1) Includes Main and Supplementary Estimates.

Through the review of appropriate information, the Board issues, grants, denies or revokes pardons, under the *Criminal Records Act*, and formulates recommendations to the Solicitor General for decision by the Governor in Council for the exercise of the Royal Prerogative of Mercy.

Pardons Under The Criminal Records Act

In Canada, over 2.2 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 for a \$50.00 user fee.

The processing of pardon applications is a labour-intensive activity for the Board, requiring about \$2 million and 26 full time equivalents in 1999/2000. Fiscal years 1998/99 and 1999/2000 marked a transition period for the pardons program as the Board attempted to deal with heavy, ongoing workloads while introducing a new automated processing system designed to yield long-term improvement in efficiency and effectiveness.

This period of transition has strained the Board's resources and created delays in the average processing time for pardon applications. It appears, however, that transition will be completed in 2000/01 and that the Board's investment in technology and automation will produce significant process improvements in 2000/01 and future years.

Table 14 - PARDON APPLICATIONS RECEIVED AND ACCEPTED.							
	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99	1999-00
Applications Received	28,999	30,111	22,749	22,203	21,012	22,157	22,667
Accepted Applications	17,565	21,218	15,040	14,682	8,567	12,192	14,408
% Accepted	61%	70%	66%	66%	41%	55%	64%

Applications Received

Pardon applications peaked at about 30,000 in 1994-95, followed by decreases in 1995-96 (24%), 1996-97 (3%), and in 1997-98 (5%). In the past two years, pardon applications have grown slightly, but remain 25% lower than in 1994-95. Factors influencing the annual volumes of pardon applications include:

- public awareness of the pardons program - There is not widespread public knowledge of the pardons program. Media coverage or public statements about the program generally result in increases in applications in the short-term. The Board does not, however, formally publicize the program because of its current inability to manage workloads.
- perceived utility of a pardon - The perceived usefulness of a pardon for employment, travel purposes, etc. has an impact on application volumes.
- level of effort by applicants - The amount of effort applicants must expend to apply for a pardon influences application volumes. In 1997, the Board introduced policy changes requiring applicants to obtain proof that all court imposed fines, restitution and compensation orders had been met in full. Previously, police services provided this information at the request of the Board. This change created more work for applicants and may have influenced volumes.
- the user fee - While it is impossible to determine the exact impact of the user fee, NPB estimates that the fee has reduced applications by 2% to 4% annually.
- process efficiency - Lengthy process times for pardon applications may discourage individuals with a criminal record from applying for a pardon.
- perceived value of a pardon - public awareness, utility, level of effort, the amount of the user fee and the efficiency of the pardon process combine to create a perception regarding the value of a pardon for potential applicants.

Applications Accepted

While there have been fluctuations over the years, the Board has usually accepted 60% to 70% of all applications received annually (i.e. they are complete, accurate, timely and include the \$50 fee). In 1997-98, however, the proportion of applications accepted dropped to 41% (8,567 applications accepted from 21,012 applications received). A significant portion of this drop can be attributed to policy changes which required clients to provide more information with their application. The proportion of accepted applications rose to 55% in 1998-99, and to 64% in 1999-00. Increases in accepted application levels in 1998-99 and 1999/2000 suggest that applicants are now more familiar with the information requirements for applying for a pardon. Work will continue, however, to ensure that applicants have a clear understanding of these requirements.

Table 15 - PARDONS GRANTED/ISSUED and DENIED by YEAR												
Decision	1994/95		1995/96		1996/97		1997/98		1998/99		1999/00	
	#	%	#	%	#	%	#	%	#	%	#	%
Granted	18,668	77	11,012	69	12,566	71	4,873	62	3,594	65	3,129	53
Issued	5,227	22	4,389	30	4,963	28	2,760	35	1,882	34	2,732	46
Sub-Total	23,895	99	15,401	99	17,529	99	7,633	97	5,476	99	5,861	99
Denied	228	1	172	1	184	1	180	2	52	1	44	1
Total	24,123	100	15,573	100	17,713	100	7,813	100	5,528	100	5,901	100

The *Criminal Records Act* authorizes 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. In recent years, pardons issued have increased as a proportion of all pardons given each year, reaching a high of 46% in 1999/00. The grant/issue rate for pardons is usually about 99%.

Table 16 - 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

⁽¹⁾ Cumulative pardons granted/issued to date excludes 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.

The cumulative pardon revocation/cessation rate increased in 1999/00 (from 2.80% to 3.0%), but remains low, demonstrating that most people remain crime free after receipt of a pardon. Over the past eight years, the revocation rate has grown gradually, primarily as a result of amendment of the *Criminal Records Act*, in 1992 to include 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.

Average Processing Times for Pardons

Table 17 - AVERAGE PROCESSING TIMES for PARDON APPLICATIONS ACCEPTED							
	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00
Applications Accepted	17,565	21,218	15,040	14,682	8,567	12,192	14,408
Average Processing Time	8 mths	7 mths	7 mths	7 mths	6 mths	11 mths	13 mths

In 1999-00, the average processing time for a pardon application rose to 13 months, up from 6 months in 1997-98. This increase, which is a serious management concern for the Board, occurred as a result of resource shortages flowing from Program Review, and the time required to develop a new automated system for processing pardon applications. The system is now scheduled for completion in the year 2000, and is expected to reduce the average process time for pardons to 3 months. The Board has managed the costs for system development (\$1.3 million) internally through careful use of carry-over funds and revenues from pardons. Delays in the processing of pardons have resulted in the emergence of a backlog of pardon applications, which the Board is committed to eliminating in 2000/01.

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. Response to requests for the Royal Prerogative of Mercy (clemency) is labour intensive and as such represents an important workload factor. The number of annual requests varied considerably (8 to 61) between 1992-93 and 1999-00; however, the 5 year average is about 50. About 30% of requests result in the granting of clemency, about 20% of requests are denied, while the remaining requests are discontinued due to lack of information.

Section IV: Financial Performance

A. Financial Performance Overview

For 1999-00, total authorities, that is, total funds available for the National Parole Board amounted to \$28.7 million. Against this total, the Board expended \$28.3 million or 99% of the funds available. The difference between funds available and actual expenditures (\$0.4 million) can be primarily attributed to delays in expenditure of funds provided for Program Integrity in February 2000.

The Board applies its resources to three business lines: conditional release; clemency and pardons; and corporate management. 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 pardons applications. In 1999-00, the user fee generated revenues of \$.7 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 1999-00 - Part II of the Estimates
Financial Requirements by Authority

Vote (millions of dollars)		1999-00 Planned Spending	1999-00 Total Authorities	1999-00 Actual
National Parole Board				
25	Program expenditures	24.8 ¹	24.8	24.4
(S)	Contributions to employee benefit plans	3.9	3.9	3.9
Total Agency		28.7¹	28.7	28.3

¹ Includes supplementary estimates of 2.9 million and transfers from Vote 5 of \$0.7 million.

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 & Contributions	Subtotal: Gross Voted Expenditures	Statutory Grants and Contributions	Total Gross Expenditures	Less: Respendable Revenues	Total Net Expenditures
Conditional Release*	222	22.6	-	-	-	-	22.6	-	20.4
<i>(total authorities)</i>	222	22.6	-	-	-	-	22.6	-	20.4
(Actuals)	222	21.4	-	-	-	-	21.4	-	20.4
Clemency & Pardons*	26	2.1	-	-	-	-	2.1	-	1.8
<i>(total authorities)</i>	26	2.1	-	-	-	-	2.1	-	1.8
(Actuals)	26	2.2	-	-	-	-	2.2	-	1.4
Corporate Policy & Management*	76	4.0	-	-	-	-	4.0	-	4.4
<i>(total authorities)</i>	76	4.0	-	-	-	-	4.0	-	4.4
(Actuals)	74	4.7	-	-	-	-	4.7	-	4.3
Totals	324	28.7	-	-	-	-	28.7	-	26.6
<i>(total authorities)</i>	324	28.7	-	-	-	-	28.7	-	26.6
(Actual)	322	28.3	-	-	-	-	28.3	-	26.1
Other Revenues and Expenditures									
Revenue credited to the Consolidated Revenue Fund									0.6
<i>(total authorities)</i>									0.6
(Actuals)									0.6
Cost of services provided by other departments									3.1
<i>(total authorities)</i>									3.1
(Actuals)									3.0
Net Cost of the Program									29.1
<i>(total authorities)</i>									29.1
(Actuals)									28.5

Note: * Planned expenditures equal total authorities for NPB. The NPB is responsible for the collection of pardons application fees. Total revenue for 1999-2000 was \$660k. (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 1997-98	Actual 1998-99	Planned 1999-00	Total Authorities 1999-00⁽¹⁾	Actual 1999-00
Conditional Release	16.8	20.4	22.6	22.6	21.4
Clemency and Pardons	1.6	1.8	2.1	2.1	2.2
Corporate Management	6.3	4.4	4.0	4.0	4.7
Totals	24.7	26.6	28.7	28.7¹	28.3

(1) Includes Supplementary Estimates of \$2.9 million and transfers from Vote 5 of \$0.7 million.

Table 21
Resource Requirements by Organization and Business Line
Comparison of 1999-00 Planned Spending and Total Authorities to Actual Spending Actual
Spending by Organization and Business Line (\$ millions)

Organization	Business Lines			TOTALS*
	Conditional Release*	Clemency and Pardons*	Corporate Management*	
Chairman & Executive Vice-Chairperson's Offices	0.8 0.8			0.8 0.8
Appeal & Appeals Management	1.0 1.0			1.0 1.0
Communications & Access to Info.	0.9 0.9			0.9 0.9
Professional Development & Decision Processes	0.8 0.8			0.8 0.8
Clemency and Investigations	0.3 0.3	1.5 1.6		1.8 1.9
Corporate Management	1.5 1.1	0.6 0.6	2.3 2.7	4.4 4.4
Atlantic Region	2.8 2.7		0.3 0.3	3.1 3.0
Quebec Region	4.0 3.8		0.5 0.6	4.5 4.4
Ontario Region	4.0 3.8		0.3 0.4	4.3 4.2
Prairies Region	4.0 3.7		0.5 0.6	4.5 4.3
Pacific Region	2.5 2.5		0.1 0.1	2.6 2.6
TOTALS	22.6 21.4 78.7%	2.1 2.2 7.3%	4.0 4.7 14.0%	28.7 ¹ 28.3 100%
% of TOTAL	75.6%	7.8%	16.6%	100%

Note: (1) Includes Supplementary Estimates of \$2.9 million and transfers from Vote 5 of \$0.7 million. (2) Includes CEBP. * For NPB planned expenditures and total authorities are the same.

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

Business Lines	Actual 1997-98	Actual 1998-99	Total Planned 1999-00	Total Authorities 1999-00	Actual 1999-00
Clemency and Pardons	0.7	0.5	0.6	0.6	0.7
Total Revenues to the CRF	0.7	0.5	0.6	0.6	0.7

Section V: 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 340 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-cnrc.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.

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