



# National Parole Board

## Performance Report

For the period ending  
March 31, 2002

Canada

## The Estimates Documents

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament.

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

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

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

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

©Minister of Public Works and Government Services Canada — 2002

Available in Canada through your local bookseller or by mail from

Canadian Government Publishing — PWGSC

Ottawa, Canada K1A 0S9

Catalogue No. BT31-4/8-2002

ISBN 0-660-62128-2



## Foreword

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

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

Departmental performance reports play a key role in the cycle of planning, monitoring, evaluating, and reporting of results through ministers to Parliament and citizens. Departments and agencies are encouraged to prepare their reports following certain principles. Based on these principles, an effective report provides a coherent and balanced picture of performance that is brief and to the point. It focuses on outcomes - benefits to Canadians and Canadian society - and describes the contribution the organisation has made toward those outcomes. It sets the department’s performance in context and discusses risks and challenges faced by the organisation in delivering its commitments. The report also associates performance with earlier commitments as well as achievements realised in partnership with other governmental and non-governmental organisations. Supporting the need for responsible spending, it links resources to results. Finally, the report is credible because it substantiates the performance information with appropriate methodologies and relevant data.

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

---

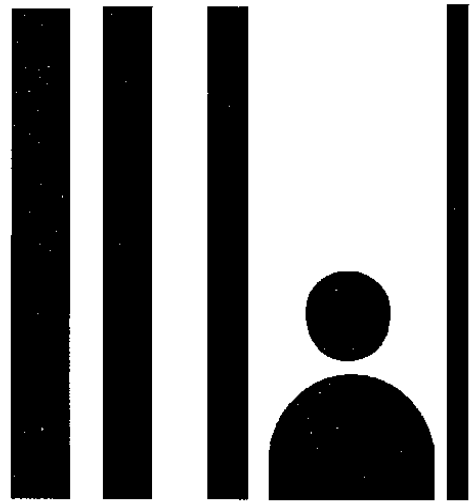
This report is accessible electronically from the Treasury Board of Canada Secretariat Internet site:  
<http://www.tbs-sct.gc.ca/rma/dpr/dpre.asp>

Comments or questions can be directed to:

Results-based Management Directorate  
Treasury Board of Canada Secretariat  
L’Esplanade Laurier  
Ottawa, Ontario K1A 0R5

**OR** to this Internet address: [rma-mrr@tbs-sct.gc.ca](mailto:rma-mrr@tbs-sct.gc.ca)

# **National Parole Board Performance Report**



**For the  
period ending  
March 31, 2002**

---

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



## TABLE OF CONTENTS

SECTION I: THE MESSAGE.....	4
SECTION II: THE ACCOUNTABILITY FRAMEWORK.....	5
1. Mission .....	5
2. Mandate .....	5
3. Structure For Program Delivery .....	6
4. Partnership For Program Delivery.....	6
SECTION III: STRATEGIC FRAMEWORK.....	7
1. The Environment .....	7
2. The Vision.....	9
3. Strategic Outcomes .....	9
SECTION IV: DEPARTMENTAL PERFORMANCE 2001-2002 .....	11
1. Quality Decisions for Conditional Release.....	11
2. Openness And Accountability .....	16
3. Quality Decisions For Pardons .....	20
4. Modern Management Agenda.....	22
SECTION V: FINANCIAL PERFORMANCE.....	24
Financial Performance Overview .....	24
Summary Of Voted Appropriations.....	24
Comparison Of Total Planned Spending to Actual Spending .....	25
Historical Comparison Of Total Planned Spending To Actual Spending .....	25
Non-Respendable Revenues By Business Line .....	26
SECTION VI: OTHER INFORMATION .....	27
A. Legislation Administered by the National Parole Board.....	27
B. Contacts.....	27

## Section I: The Message

Public safety is the top priority for the National Parole Board. This is a fact, a strong commitment which is set out in the legislative framework governing the Board's activities. It is reinforced in the Board's Mission and Vision, and demonstrated in the daily actions of Board members and staff across the country. This commitment originates with the recognition that parole and pardons contribute to public safety in theory and practice. Parole is based on the premise that gradual and controlled release to the community, with proper supervision and support, is more effective for the safe reintegration of offenders than "cold turkey" release at the end of the sentence.

Similarly, a pardon facilitates long-term community reintegration by removing the stigma of a criminal record for those who have fully satisfied their sentence and have remained crime free for a specified waiting period. A pardon is frequently sought to enhance employability, a key aspect of a crime free life style. Program data confirm that pardons and parole support public safety. For example, 97% of all pardons awarded over the past 30 years remain in force, indicating that the vast majority of pardon recipients remain crime free in the community. Information on parole yields similar results. Nine of every ten releases do not result in a new offence during the supervision period, and 99 of every 100 releases do not result in a new violent offence.

In contrast with this steady performance over the long run, there have been several tragic incidents in the community recently which have attracted widespread media attention and fuelled public debate about corrections and parole. This is not surprising. Statistics, no matter how positive, cannot offset the impact of human tragedy or ease the pain and suffering experienced by victims of crime. Statistics can, however, serve as a foundation for open and informed discussion of key challenges and opportunities for improvement in legislation, policy and program delivery. The information in our performance report is intended to support and promote this type of debate, to hold us accountable, to answer questions or highlight issues requiring further exploration. Performance information is provided in two streams:

- program effectiveness (eg. the outcomes of parole),and
- program improvements (eg. allowing victims to read statements at NPB hearings).

In some areas, our performance information is comprehensive, providing meaningful trends on key aspects of success (eg. reoffending by parolees). In other areas, improvements are required. Reoffending by individuals after they have completed their sentence is a prime example. Improved reporting in this area has been identified as a priority by several sectors of the justice system. Participation in this work, and in other work to improve performance reporting, is a priority for NPB, consistent with its commitment to public safety, openness and accountability.

---

D. Ian Glen, Q.C.  
Chairperson

## Section II: The Accountability Framework

### 1. Mission

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

**Core Values:** The Mission establishes four core values:

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

### 2. Mandate

The National Parole Board is an independent administrative tribunal responsible for making decisions about the timing and conditions of release of offenders to the community on various forms of conditional release. In addition, the Board makes pardon decisions, and recommendations for clemency through the Royal Prerogative of Mercy. The Board's primary objective is to contribute to the long-term protection of society.

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

Resources for 2001-02			
Planned Spending	Total Authorities	Actual Expenditures	Full-Time Equivalents Used
\$35,126,576	\$35,126,576	\$34,518,747	391



### **3. Structure for Program Delivery**

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

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

### **4. Partnership For Program Delivery**

Partnership is integral to effective NPB operations. CSC collects information and prepares cases for NPB decision-making. If the Board grants release, CSC is responsible for supervision of offenders in the community, and for providing information to the Board regarding changes in the level of risk presented by offenders under supervision. In a similar manner, the RCMP and other police services provide information for NPB decision-making with respect to a pardon under the *Criminal Records Act*. The Board shares responsibility and accountability for "outcomes" with other organizations in the justice sector. For example, the Board cannot claim full credit when parolees succeed in the community. "Success" is the result of many players in the system, as well as the offender and his or her family and friends.

Partnership, however, extends well beyond operational support. As a professional organization seeking constantly to improve the quality of its decision-making, the Board pursues partnership arrangements with diverse groups, nationally, and internationally, as a vehicle for sharing best practices, for identifying issues and concerns, and for stimulating improvement internally and across the justice system.

**The Board's web site address is: [www.npb-cnrc.gc.ca](http://www.npb-cnrc.gc.ca)**

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

## Section III: The Strategic Framework

### 1. The Environment

The Board works in a complex and challenging environment, requiring effective support for government priorities, effective response to pressures from within the justice system and demands from the Canadian public, and effective measures for innovation and improvement to meet emerging management challenges.

#### **External Factors**

**Government Priorities:** Through successive Speeches From The Throne, and major policy initiatives, the federal government has established a broad agenda to promote the health and well-being of Canadian communities and strengthen the foundation for inclusion for all citizens. Public safety is a key element of community well-being.

Consistent with efforts for public safety, the Government introduced the Effective Corrections initiative which is a broad strategy for enhancing the effectiveness of corrections and conditional release in Canada. Measures to address the unique needs and circumstances of Aboriginal offenders are a priority, as are measures to address the growing diversity within the federal offender population and the community.

Two initiatives are underway to support effective corrections. The first involves renewal of the Offender Management System (OMS), the information system shared by CSC and the Board for managing the delivery of federal corrections and conditional release. NPB received \$4.6 million over four years for renewal of the Conditional Release System (CRS), its component of OMS. Work in this area also comprises an important aspect of the government's Integrated Justice Information initiative. The second is citizen engagement. Conditional release evokes strong public reaction and vigorous public debate. The Board is in the third year of a five year citizen engagement strategy designed to provide timely, relevant information for the public, provide opportunities for meaningful public involvement in discussion of parole and public safety, and build effective community partnerships for the safe reintegration of offenders.

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

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

**Victims of Crime:** There is growing recognition of the need for the justice system to provide better information and assistance for victims of crime. For example, victims' concerns were highlighted by the Standing Committee on Justice and Human Rights which made six recommendations for more inclusiveness for victims in the corrections and parole process.

**Public Attitudes and Perceptions:** Fear of crime and concerns for safety persist, and appear to have deepened in the wake of the tragic events of September 11, 2001. Canadians want concerted action by Government to enhance public safety - action which ensures that crime is prevented, not just punished, where the needs of victims are addressed and penalties for serious crime are meaningful. Public demands continue for greater effectiveness in assessing the risk of re-offending, particularly for offenders with a history of violent or sexual offences. These demands are frequently accompanied by calls for more punitive approaches to crime, including greater use of incarceration, longer sentences, and more limited access to parole.

**Aboriginal Over-representation:** The over-representation of Aboriginal peoples in the justice system has reached crisis proportions, and could become even worse. Aboriginal communities are experiencing a baby boom, with increasing numbers of Aboriginal youth approaching the most crime prone years. There is also evidence of increased involvement of Aboriginal youth in gangs and gang-related activities. These trends could influence Aboriginal crime rates and exacerbate Aboriginal over-representation in the justice system. A recent Speech From the Throne recognized the seriousness of the situation and called for federal departments and agencies to action to address this situation.

### **Internal Factors**

**Workload Growth:** The Board continues to experience heavy and complex workload demands in areas of statutory responsibility. The increasingly violent offence profile of federal offenders, growing involvement with victims of crime, and heavy workloads for pardons clearly demonstrate this trend. In addition, the Board must respond to numerous management improvement initiatives such as the Financial Information Strategy, modern comptrollership, and a new regime for audit and evaluation. Collectively, these pressures create significant challenges for a small agency such as the Board, demanding careful review of priorities and resource allocation which supports an effective contribution to public safety.

**Information Management and Technology:** Quality information is essential for quality decision-making in the areas of conditional release and pardons. Productive use of technology is critical for the collection and transfer of quality information. The Board faces the constant challenge of identifying the resources (human and/or financial) to develop and refine essential information systems and provide ongoing maintenance and support. New information initiatives such as the GOL create a new set of demands for the organization.

**Human Resource Management:** The Board is aging. More than 35% of staff are 50 years or older, with the potential for significant numbers of departures over the next five years. Replacement of these employees may prove difficult, given the Board's human resource environment. The Board has lower classification levels than many other organizations, and limited opportunities for advancement. There are few sources from which the Board can draw

candidates with the appropriate knowledge and experience. To add complexity to the human resource challenge, NPB must attempt to maintain a work force profile which reflects Canadian diversity.

## **2. The Vision (HL)\***

In the late 1990's, the Board recognized the complex and dynamic nature of its environment, the need to address labour intensive program responsibilities, and the need for continuous improvement in public safety and public service. In this context, the Board developed its Vision For The Year 2000 And Beyond. The Vision positions the Board to meet ongoing and emerging challenges. It sets strategic direction by describing the Board in an ideal state. The Vision sets a course for continuous improvement based on:

- a modern, relevant legislative framework;
- better risk assessment and better decision-making;
- more inclusive processes for victims or crime;
- more effective response to the needs of Aboriginal offenders and Aboriginal communities;
- greater understanding of, and response to Canadian diversity;
- more effective public information to build understanding of conditional release as a strategy for public safety;
- better partnership with the community to support effective conditional release;
- more timely and effective processing of pardon applications; and
- a resource strategy which sustains effective operations and continuous improvement.

## **3. Strategic Outcomes**

The following chart presents the Board's the strategic outcomes for 2001-02, the manner in which progress toward these outcomes is assessed, and expenditures associated with efforts to achieve these outcomes. These outcomes are designed to gauge progress made toward both NPB's Vision and the effectiveness of program delivery.

Strategic Outcomes:	Assessed by:	Expenditures 2001-02
<p>1. Quality decisions for conditional release - (decisions which contribute to long-term community safety).</p> <p>see pages 12 to 17</p>	<p>Demonstrated progress toward the Board's Vision.</p> <p>Trend information on the results of conditional release:</p> <ul style="list-style-type: none"> <li>• numbers and rates of convictions for violent offences by offenders on parole and statutory release;</li> <li>• the outcomes of release for parole and statutory release;</li> <li>• post-warrant expiry reoffending for offenders previously released on federal full parole, statutory release or at warrant expiry.</li> </ul>	<p>\$27,841,747 (79%)</p> <p>FTE 301 (77%)</p>
<p>2. Open, accountable, and accessible decision processes for conditional release.</p> <p>see pages 18 to 21</p>	<p>Demonstrated progress toward the Board's Vision.</p> <p>Trend information on contacts with victims of crime, observers at hearings and individuals seeking access to NPB's registry of decisions.</p> <p>Dissemination of the findings of investigations involving serious incidents in the community.</p>	<p>\$3,100,000 ( 9%)</p> <p>FTE 42 (11%)</p>
<p>3. Quality decisions for pardons - decisions which contribute to long - term community safety and provide timely service for pardon applicants.</p> <p>see pages 22 and 23</p>	<p>Demonstrated progress toward the Board's Vision.</p> <p>Trend information for pardons granted/issued and revoked.</p> <p>Information on the average processing times for pardon applications.</p>	<p>\$3,182,000 (10%)</p> <p>FTE 46 (12%)</p>
<p>4. A modern management agenda designed to promote and sustain effectiveness and efficiency in all aspects of program delivery.</p> <p>see pages 24 and 25</p>	<p>Demonstrated progress on key initiatives:</p> <ul style="list-style-type: none"> <li>• human resource renewal;</li> <li>• modern comptrollership;</li> <li>• information and technology; and</li> <li>• evaluation and internal audit.</li> </ul>	<p>\$395,000 ( 1%)</p> <p>FTE 2 (.5%)</p>

## Section IV: Departmental Performance 2001-2002

This section provides information on results for the Board's four strategic outcomes. Results are presented from two perspectives: program enhancements (i.e. progress toward the Vision) and program effectiveness.

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

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

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

### Key Elements

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

#### Resource Use 2001-02

Program Delivery	\$23,380,073
Corporate Services	\$ 4,461,674
Total	\$27,841,747
FTE Used	301

Each year, the Board conducts 22,000 to 25,000 conditional release reviews. Work to prepare for and conduct these reviews is the most significant cost factor for this strategic outcome, accounting for an estimated \$15 to \$18 million in expenditures each year. The average cost for a parole hearing is currently estimated to be about \$750.

## **Program Enhancements**

Quality conditional release decision-making is an important aspect of public safety, and an ongoing focus for program improvement. In 2001-02, major improvement efforts continued in the following areas:

- support for the review of the *Corrections and Conditional Release Act*, the legislative framework for NPB's conditional release decision-making.
- full implementation of NPB's new recruitment process for Board members which is designed to broaden community representation on the Board, consistent with Canada's growing diversity.
- implementation of NPB's components of the Effective Corrections initiative, including enhanced risk assessment tools and training and innovative parole decision processes to address the needs of Aboriginal and visible minority offenders and communities.
- exploration of restorative justice concepts in the context of parole.
- renewal of the Offender Management System (OMS) through development of the Conditional Release System comprising NPB elements of OMS. This work is on budget and ahead of schedule.

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

Program improvement measures are an ongoing feature of NPB work. Ultimately, however, the Board is, and should be judged on the outcomes of its decisions to release offenders on parole. The Board uses a range of measures to assess the performance of parolees in the community:

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

Comparisons are made with the performance of offenders on statutory release (SR), although these offenders are released by law, and not at the discretion of the Board.

## **Outcomes of Conditional Release (HL)\***

- 80% of releases on parole are completed successfully.
- Less than 10% of releases on parole end in a new offence and 1% ends in a new violent offence.
- 60% of releases on SR are completed successfully, about 15% end in a new offence and 3% end in a new violent offence.

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

- i.) Assessment of the risk factors and needs areas at the time of incarceration – details of the offence, criminal history, substance abuse and mental health. Board members also consider a statistical probability of an offender to reoffend.
- ii.) Assessment of an offender's institutional behaviour and benefit from treatment and programs which may have reduced the risk posed by an offender, and the offenders' understanding of the offence and criminal behaviour.
- iii.) Assessment of the release plan and concluding risk evaluation – the release plan in relation to community support, availability of programs, supervision controls and whether special conditions are required to manage risk in the community.

- Comparative data from the United States for 1999 indicate that 54% of discretionary paroles were completed successfully and 33% of statutory paroles were successful, considerably lower than Canadian rates of success.

TABLE 1 - OUTCOMES OF FEDERAL CONDITIONAL RELEASE												
RELEASE TYPE/YR.	SUCCESSFUL COMPLETION		REVOCATION For Breach Of Condition		TOTAL NO RECIDIVISM		RECIDIVISM RATE (Revocation with Offence)				TOTAL RECIDIVISM	
							Non Violent		Violent			
Day Parole	#	%	#	%	#	%	#	%	#	%	#	%
1997-98	2529	82.1	381	12.3	2910	94.4	137	4.4	36	1.2	173	5.6
1998-99	2896	82.7	362	10.3	3262	93.0	212	6.1	34	0.9	246	7.0
1999-00	3127	81.0	456	11.8	3585	92.8	228	5.9	50	1.3	278	7.2
2000-01	2907	81.7	413	11.6	3320	93.3	208	5.8	32	0.9	240	6.7
2001-02	2669	84.1	376	11.9	3045	96.0	101	3.2	25	0.8	126	4.0
Full Parole	#	%	#	%	#	%	#	%	#	%	#	%
1997-98	1201	67.7	315	17.8	1516	85.5	212	12.0	45	2.5	257	14.5
1998-99	1165	71.9	232	14.3	1397	86.2	192	11.8	32	2.0	224	13.8
1999-00	1224	72.4	234	13.8	1458	86.2	195	11.5	38	2.3	233	13.8
2000-01	1334	74.2	264	14.7	1598	88.9	167	9.3	33	1.8	200	11.1
2001-02	1332	74.4	293	16.5	1625	90.9	135	7.6	28	1.6	163	9.2
SR	#	%	#	%	#	%	#	%	#	%	#	%
1997-98	2918	56.5	1542	29.9	4460	86.4	552	10.7	154	3.0	706	13.7
1998-99	2942	60.3	1229	25.2	4171	85.5	574	11.8	137	2.8	711	14.6
1999-00	2797	57.7	1274	26.3	4071	84.0	624	12.9	157	3.2	781	16.0
2000-01	2955	58.7	1295	25.7	4250	84.4	617	12.3	166	3.3	782	15.6
2001-02	3007	59.5	1397	27.7	4404	87.2	524	10.4	122	2.4	646	12.8

#### **Offenders with Life Sentences For Murder** (HL)\*

"Lifers" represent a very visible and growing component of the federal offender population. Offenders serving a life sentence for murder represent about 18% of the federally incarcerated population (about 2400) and about 22% of offenders on day or full parole (1400). Offenders with life sentences are not entitled to statutory release.

Day parole for offenders with life sentences for murder has yielded positive results. Successful completion rates have been as high or higher for this group compared with other groups of offenders, and rates of reoffending have been lower.



**TABLE 2 - OUTCOME for FEDERAL DAY PAROLE**  
by OFFENCE of CONVICTION (%)

Outcome	Murder		Schedule I Sex Offence		Schedule I Non-Sex		Schedule II		Non- Schedule		Total	
	00/01	01/02	00/01	01/02	00/01	01/02	00/01	01/02	00/01	01/02	00/01	01/02
Successful Completions	92.2	91.7	94.8	94.6	78.9	80.6	88.9	92.0	64.9	70.4	81.7	84.2
Revoked for breach of conditions	7.1	7.5	4.1	5.1	15.3	14.9	7.4	6.3	16.8	19.7	11.6	11.9
<b>RECIDIVISM (Revocations with offence)</b>												
Non-violent	0.5	0.5	0.5	0.3	4.0	3.0	3.5	1.3	17.6	9.3	5.8	3.2
Violent	0.2	0.2	0.6	0.0	1.8	1.5	0.2	0.4	0.7	0.7	0.9	0.8
<b>Total Recidivism</b>	<b>0.7</b>	<b>0.7</b>	<b>1.1</b>	<b>0.3</b>	<b>5.8</b>	<b>4.5</b>	<b>3.7</b>	<b>1.7</b>	<b>18.3</b>	<b>9.9</b>	<b>6.7</b>	<b>4.0</b>

Offenders convicted for murder and released on full parole remain on parole for life. Long-term follow-up for this group indicates that about 7% reoffend.

Between April 1, 1994 and March 31, 2002, 1,376 offenders with Life Minimum sentences had 1,487 full parole supervision periods. As of March 31, 2002, 1,079 (73%) of these supervision periods were still active. The outcome of the remaining cases was as follows:

142 (9%) offenders with life minimum sentences died between April 1/94 and March 31/02.

159 (11%) full parole supervision periods were revoked for a breach of conditions.

65 (4%) were revoked for a non-violent offence.

42 (3%) were revoked as a result of violent offence.

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

- Annual numbers of convictions for violent offences have dropped for offenders on all types of release over the past seven years.
- With respect to rates of conviction per 1,000 offenders under supervision, data also clearly indicate a downward trend.
- Comparisons of violent conviction rates and violent crime rates based on Uniform Crime Reports suggest that full parolees are no more likely than the general public to commit a violent offence.

Note Figures for violent convictions may fluctuate during the 12 to 18 months following fiscal year end as offenders proceed through the courts.

<b>TABLE 3 - CONVICTIONS FOR VIOLENT OFFENCES BY RELEASE TYPE AND THE RATES OF CONVICTION PER 1000 OFFENDERS UNDER SUPERVISION</b>							
<b>YEAR</b>	<b>DAY PAROLE (convictions)</b>	<b>RATES PER 1,000</b>	<b>FULL PAROLE (convictions)</b>	<b>RATES PER 1,000</b>	<b>STATUTORY RELEASE (convictions)</b>	<b>RATES PER 1,000</b>	<b>TOTAL CONVICTIONS</b>
1994/95	77	58	99	20	165	83	341
1995/96	63	53	64	14	185	83	312
1996/97	38	37	54	13	160	67	252
1997/98	36	29	48	12	154	62	238
1998/99	34	22	36	9	137	55	207
1999/00	50	32	39	8	157	56	246
2000/01	32	23	36	8	166	60	234
<b>2001/02</b>	<b>25</b>	<b>19</b>	<b>31</b>	<b>7</b>	<b>122</b>	<b>43</b>	<b>178</b>

### **Post Warrant Expiry Reoffending (HL)\***

Information on post-warrant expiry reoffending is important because it considers public safety in the long-term. Currently, post-warrant expiry reoffending information is based on readmissions to a federal institution by March 31, 2002, for federal offenders who completed their sentence on full parole, on SR or under incarceration, between 1987/88 and 1992/93.

Long-term follow-up indicates that about 25% of offenders in this group have returned to a federal penitentiary. There are, however, significant differences in reoffending for offenders within this group:

- about 10% of offenders who reach warrant expiry on full parole reoffend and are returned to a federal institution;
- for offenders who reach warrant expiry on SR, about 30% reoffend and return to a federal institution; and
- for offenders who remain incarcerated to warrant expiry (e.g. detained) the rate of post-warrant expiry reoffending is about 50%.

In Canada, conditional release is founded on the principle that gradual release to the community, based on appropriate programs and treatment, quality risk assessment, and effective community supervision enhances community safety. In this context, gradual and supervised release is considered more effective than "cold turkey" release at the end of sentence (warrant expiry). Information on post-warrant expiry reoffending reinforces this theory, suggesting that the detailed process of case preparation and risk assessment used by NPB and CSC for parole decision-making is effective in identifying those offenders most likely to remain free from violent crime in the community.

Post-warrant expiry reoffending, as reported, deals only with federal reoffending (i.e. a sentence of two years or more). If all new offences (e.g. sentences of less than two years) are considered, the rate of reoffending would increase. NPB does not have access to this information; however, work is underway in federal and provincial corrections and paroling agencies to develop this information.

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

The public continues to demand information about the Board and its decisions, and opportunities to participate in debate of parole and related matters. The *CCRA* emphasizes openness and accountability through provisions which recognize the information needs of victims of crime, permit interested parties to attend NPB hearings, and allow access by the public to NPB decisions through a registry of decisions. Another key aspect of openness and accountability, as set out in the law, involves the investigation of serious incidents in the community, and the effective dissemination of the findings of these investigations within the Board and to other interested parties. The importance of openness and accountability has been emphasized in the report of the Standing Committee on Justice and Human Rights for the *CCRA* review. The Committee recommended development of more inclusive processes for victims of crime and enhanced strategies for public information and citizen engagement.

**Key Elements**

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

**Resource Use 2001-02**

Program Delivery	\$2,600,000
Corporate Services	<u>\$ 500,000</u>
Total	\$3,100,000
FTE Used	42

**Program Improvement**

In 2001/02, the Board continued its citizen engagement strategy. Key elements of this work included:

- 33 community meetings to discuss NPB plans to allow victims to read statements at hearings;
- introduction of measures to allow victims to read statements at NPB hearings on July 1, 2001;
- enhancements to the Board's web-site which received over 1,000,000 "hits" in 2001-02; and
- outreach activities in Aboriginal communities in Newfoundland and Labrador to discuss various models for community-assisted hearings.

The Board completed four investigations of serious incidents in the community in 2001/02. The findings of these investigations focused on:

- the quality of offender information;
- insufficient weight for historical factors and negative psychological/psychiatric reports; and
- insufficient confirmation of details of release plans or the viability of monitoring release conditions.

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

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

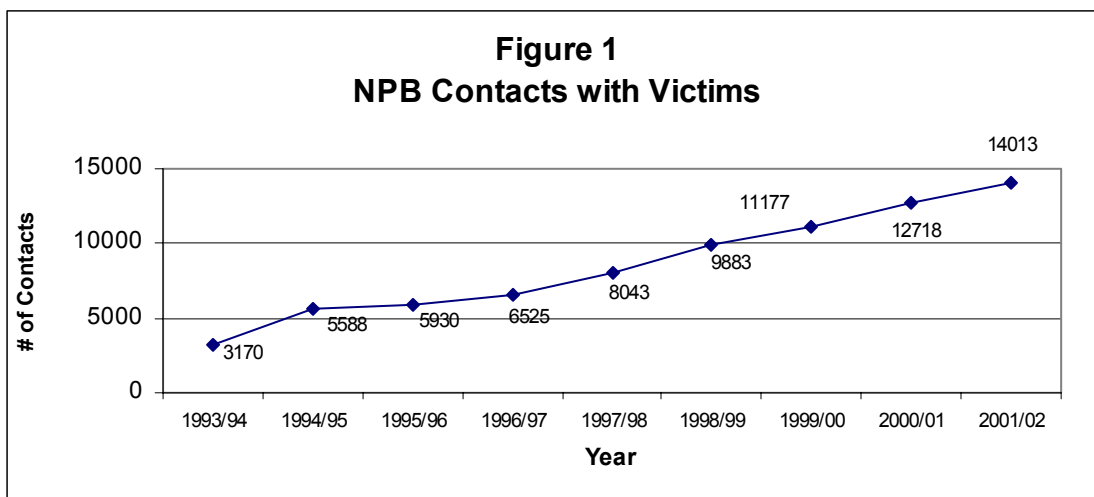
The CCRA requires the Board to provide information for victims of crime, allow observers at its hearings and provide access to its decisions through a registry of decisions. Performance in this area has two components:

- the level of NPB activity in response to demands in these areas; and
- the satisfaction of these who are involved with the Board.

In recent years, “client” satisfaction has been assessed periodically. Plans are currently being developed, however, for a more formal evaluation.

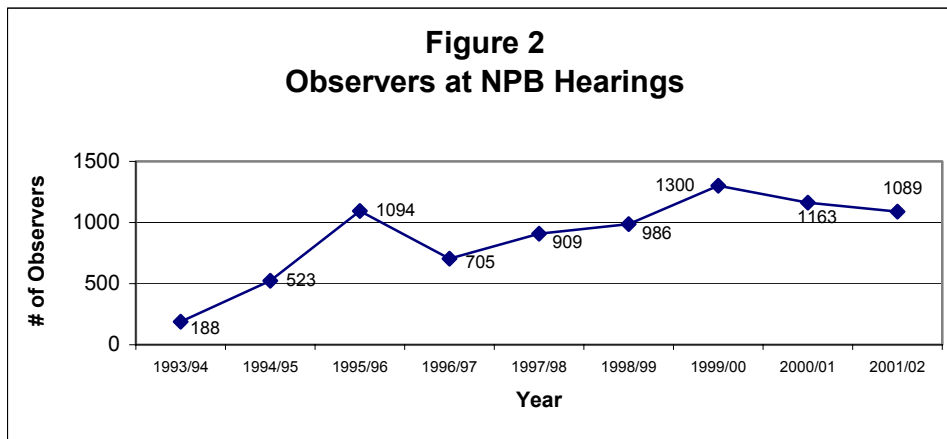
### **Contacts With Victims**

In 2001/02, the Board had over 14,000 contacts with victims, the vast majority of whom were victims of violence, such as sexual assault. Feedback from victims has consistently indicated that they have been satisfied with the information and assistance they receive from the Board.



## **Observers at Hearings**

In 2001/02, the Board had almost 1,100 observers at its hearings. Feedback from observers has been generally positive. Most observers have indicated that they appreciate the opportunity to see a hearing and that they are impressed with the rigour that Board members apply to the review of information for decision-making.



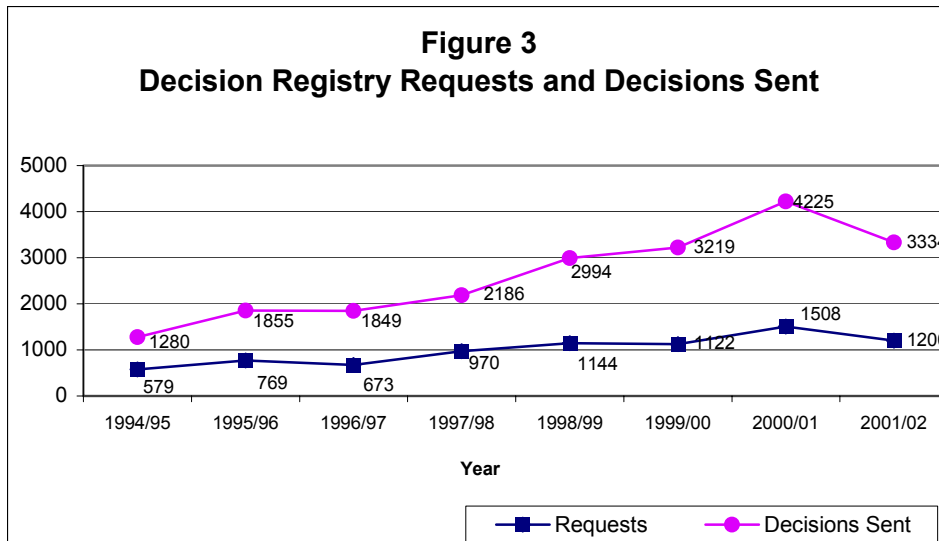
## **Victims Reading Statements**

On July 1, 2001, the NPB introduced measures to allow victims to read statements at its hearings. By fiscal year-end, 103 victims had expressed an interest in reading a statement. Of this group, most (about 30%) were victims of sexual assault or the family of murder victims (21%). Victims involved in this process have generally been satisfied with their experiences. They have appreciated the opportunity to express their concerns, and the assistance they receive from NPB during a process they describe as very stressful.

## **Decision Registry**

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

The legislation does not define the contents of the "registry of decisions", or what would constitute demonstrating interest in a case; however, in keeping with the concepts of openness and accountability, the Board makes available the complete risk assessment and decision-making documentation of Board members. Individuals demonstrate an interest in the case by writing to the Board to ask for access to the decision registry.



During 2001-02 the Board released 3,334 decisions in response to 1200 requests. Victims are the most frequent users of the registry (about 50%), followed by media representatives (30%). More than 80% of requests for access to the decision registry are processed within 10 days. Those who access the registry have generally been very satisfied with the level of assistance they receive.

**Strategic Outcome 3 - Quality decisions for pardons-decisions which contribute to long-term community safety and provide timely service for pardon applicants.**

A pardon is a formal attempt to remove the stigma of a criminal record for people found guilty of a federal offence who, after satisfying their sentence and a specific waiting period, have shown themselves to be responsible citizens. A pardon is, therefore, a means to facilitate and demonstrate safe reintegration in the community.

**Key elements**

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

**Resource Use 2001-02**

Program Delivery:	\$2,632,000
Corporate Services	<u>\$ 550,000</u>
Total	\$3,182,000
FTE Used	46

**Program Improvement**

In recent years, the Board has encountered difficulty in managing pardon workloads. Backlogs of applications have emerged, and average process times for applications have lengthened considerably. These developments have raised serious concerns, particularly among pardon applicants, and have undermined the credibility of the pardons program. As a result, program improvements are a priority. Major progress in 2001-02 included:

- refinement of the automated system used to support the processing of pardon applications;
- a process review which identified over 60 opportunities for improvement. Fifty of these recommendations were accepted, and by March 31, 2002, work was underway or completed on all of these recommendations.
- continuation of a project team to deal with applications in the backlog.

**Program Effectiveness (HL)\***

In Canada, over 2 million people have criminal records. This group represents the potential clientele for the Board's pardon 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 applicant must include a properly completed application kit, his/her criminal record, and payment of a \$50.00 user fee (only a portion of the actual cost for processing a pardon). On average, the Board receives about 20,000 pardon applications per year which generate about \$1 million in user fees. The Board may access 70% of revenues collected to an annual maximum of \$ 410,000. NPB invests these revenues in measures to deliver and improve the pardon program.

### **Pardons Granted/Issued and Revoked**

The *Criminal Records Act* empowers the Board to grant pardons for offences prosecuted by indictment if it is satisfied the applicant is of good conduct and is conviction-free for five years, and to issue pardons for summary convictions, following a conviction free period of three years. The grant/issue rate for pardons is usually 98% or 99%. The number of pardons processed rose by about 20% in 2001/02. While the volume of applications processed grew, the average process time per application also increased to 20 months, reflecting the impact of dealing with the application backlog. Process times are expected to improve in 2002-03.

TABLE 4 - PARDONS GRANTED/ISSUED and DENIED by YEAR												
Decision	1996/97		1997/98		1998/99		1999/00		2000/01		2001/02	
	#	%	#	%	#	%	#	%	#	%	#	%
Granted	12,566	71	4,873	62	3,594	65	3,129	53	7,495	52	10,725	63
Issued	4,963	28	2,760	35	1,882	34	2,732	46	6,700	47	5,920	35
Sub-Total	17,529	99	7,633	98	5,476	99	5,861	99	14,195	99	16,645	98
Denied	184	1	180	2	52	1	44	1	84	1	409	2
Total	17,713	100	7,813	100	5,528	100	5,905	100	14,279	100	17,054	100
Average Process Time	7 months		6 months		11 months		13 months		18 months		20 months	

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

<b>TABLE 5 - PARDON REVOCATIONS</b>				
	<b>Cumulative Pardons Granted/Issued to Date</b>	<b>Pardons Revoked / Ceased during the Year</b>	<b>Cumulative Pardons Revoked/Ceased</b>	<b>Cumulative Revocation/Cessation Rate (%)</b>
1996/97	227,146	1,272	5,380	2.37
1997/98	234,779	666	6,046	2.58
1998/99	240,255	684	6,730	2.80
1999/00	246,116	643	7,373	3.00
2000/01	260,311	542	7,995	3.00
<b>2001/02</b>	<b>276,956</b>	<b>463</b>	<b>8,378</b>	<b>3.00</b>

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



**Strategic Outcome 4 – To implement a modern management agenda which will enhance the NPB capacity for contributing to public safety and public service.**

Entwined in work to advance NPB's Vision are efforts for modern management which reflect the principles of "Results for Canadians" - citizen focus, values, results, and responsible spending. Modern management initiatives in the Board have many dimensions. They begin with the recognition that management improvement has direct links to issues of resources. The agenda for management improvement, however, goes well beyond budgetary levels to include:

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

**Resource Use 2001-02**

Program Delivery:	\$395,000
FTE Used	2

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

**Modern Comptrollership:** The Board created an office for modern comptrollership and carried-out a capacity check exercise to assess NPB capacity against a set of best practices in key management areas.

**Government-On Line (GOL):** In 2001/02, the Board continued work for GOL, including changes to its web site consistent with the "common look and feel" standards. The Board also continued work with the Department of the Solicitor General and other Ministry agencies in the development of plans for a "public safety portal" which will provide a single-window access to all components of the Ministry and to other agencies involved in the broad area of public safety.

**Human resource management:** The Board faces many human resource challenges. Its relatively small size constrains career development strategies and succession planning. These issues are of critical importance, given the trend toward ageing in the workplace and the Board's priority to be reflective of Canada's growing diversity. Limited resources also contribute to stress in the workplace. The Board has limited flexibility for dealing with heavy workloads and responding to changing priorities. The Board also experiences a competitive disadvantage in terms of recruitment and retention, as larger organizations provide more diverse career paths, more opportunity for advancement and higher levels of pay. Against this backdrop NPB began to implement its human resource strategy in 2001-02 which is designed to address human resource needs in the short and long-term. Initial phases of work concentrated on clarifying roles and responsibilities, reviewing classification levels, and considering issues of diversity in recruitment and retention of employees.

**Departmental assessment:** The Board completed its departmental assessment, a broadly based program review which informed strategic planning and resource management in the long term. For all program areas, the study examined workload pressures, program delivery options, resource needs and flexibility for resource allocation. As a result of the study, the Board enhanced its capacity for ongoing support and maintenance for information technology, replacement of obsolete information technology equipment, and short-term support for victims speaking at hearings.

**Audit and Evaluation:** In the past year, NPB considered plans to revitalize its audit and evaluation functions. Key factors of risk and risk management were examined, and options for response were set in priority. In this context, the Board identified the need for early progress on evaluation efforts, particularly in relation to:

- the Effective Corrections Initiative;
- the Citizen Engagement Strategy; and
- the timeliness and quality of information and assistance provided for victims of crime.

## Section V: Financial Performance

### A. Financial Performance Overview

For 2001-02, total authorities, that is, total funds available for the National Parole Board amounted to \$35.1 million. Against this total, the Board expended about \$34.5 million or 99% of the funds available.

The Board applied its resources to two business lines: (conditional release, clemency and pardons); and the corporate management function. Conditional release is, by far, the most resource intensive business line, accounting for almost eight of every ten dollars expended by the Board.

The Board is authorized to charge a \$50.00 user fee for the processing of pardon applications. In 2001-02, the user fee generated revenues of \$1.1 million.

**TABLE 6**  
**Summary of Voted Appropriations**  
**Authorities for 2001-02 - Part II of the Estimates**  
**Financial Requirements by Authority**

Vote (millions of dollars)		2001-02 Planned Spending	2001-02 Total Authorities	2001-02 Actual
<b>National Parole Board</b>				
25	Program expenditures	31.1	31.1	30.5
(S)	Contributions to employee benefit plans	4.0	4.0	4.0
<b>Total Agency</b>		<b>35.1</b>	<b>35.1</b>	<b>34.5</b>

**TABLE 7**  
**Comparison of Total Planned Spending to Actual Spending**  
**Planned versus Actual Spending By Business Line (\$ millions)**

<b>Business Line</b>	<b>FTE</b>	<b>Operating</b>	<b>Capital</b>	<b>Voted Grants &amp; Contribu- tions</b>	<b>Subtotal: Gross Voted Expendi- tures</b>	<b>Statutory Grants and Contri- butions</b>	<b>Total Gross Expendi- tures</b>	<b>Less: Responsible Revenues</b>
Conditional Release*	240	28.2	-	-	-	-	28.2	-
(total authorities)	240	28.2	-	-	-	-	28.2	-
(Actuals)	240	26.4	-	-	-	-	26.4	-
Clemency & Pardons*	30	2.3	-	-	-	-	2.3	-
(total authorities)	30	2.3	-	-	-	-	2.3	-
(Actuals)	30	2.6	-	-	-	-	2.6	-
Corporate Policy & Management*	76	4.6	-	-	-	-	4.6	-
(total authorities)	76	4.6					4.6	
(Actuals)	76	5.5					5.5	
<b>Totals</b>	<b>346</b>	<b>35.1</b>					<b>35.1</b>	
(total authorities)	346	35.1					35.1	
(Actual)	346	34.5					34.5	
Other Revenues and Expenditures								
Revenue credited to the Consolidated Revenue Fund							0.9	
(total authorities)								
(Actuals)							1.1	
Cost of services provided by other departments							3.1	
(total authorities)							3.1	
(Actuals)							3.1	
Net Cost of the Program							37.3	
(total authorities)							37.3	
(Actuals)							36.5	

Note: \* Planned expenditures equal total authorities for NPB. The NPB is responsible for the collection of pardons application fees. Total revenue for 2001-2002 was \$1,053k. (NPB and RCMP are credited with 70% & 30% respectively)

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

<b>Business Line/Function</b>	<b>Actual 1998-99</b>	<b>Actual 1999-00</b>	<b>Actual 2000-01</b>	<b>Planned 2001-02</b>	<b>Total Authoritie s 2001-02</b>	<b>Actual 2001-02</b>
Conditional Release	20.4	21.4	23.4	28.2	28.2	26.4
Clemency and Pardons	1.8	2.2	2.5	2.3	2.3	2.6
Corporate Management	4.4	4.7	5.1	4.6	4.6	5.5
<b>Totals</b>	<b>26.6</b>	<b>28.3</b>	<b>31.0</b>	<b>35.1</b>	<b>35.1</b>	<b>34.5</b>

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

<b>Business Lines</b>	<b>Actual 1998-99</b>	<b>Actual 1999-00</b>	<b>Actual 2000-01</b>	<b>Total Planned 2001-02</b>	<b>Total Authorities 2001-02</b>	<b>Actual 2001-02</b>
Clemency and Pardons	0.5	0.7	0.6	0.9	0.9	1.1
Total Revenues to the CRF	0.5	0.7	0.6	0.9	0.9	1.1

## Section VI: Other Information

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

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

### B. Contacts

Office	Address
National Office	Director, Communications 410 Laurier Avenue West Ottawa, ON K1A 0R1 Phone: (613) 954-6547 Fax: (613) 957-3241
Atlantic Region	Regional Director 1045 Main Street Unit 101 Moncton, NB E1C 1H1 Phone: (506) 851-6345 Fax: (506) 851-6926
Quebec Region	Regional Director 200 René-Lévesque Blvd. W. 10 <sup>th</sup> 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 <sup>nd</sup> Street East 6th Floor Saskatoon, SK S7K 0E1 Phone: (306) 975-4228 Fax: (306) 975-5892
Pacific Region	Regional Director 32315 South Fraser Way Room 305 Abbotsford, BC V2T 1W6 Phone: (604) 870-2468 Fax: (604) 870-2498

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