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National Parole Board

1994-95
Estimates

Part III

Expenditure Plan

HJ
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T7
1994-95
Pt. 3-N

The Estimates Documents

The Estimates of the Government of Canada are structured in three 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 Part III documents provide additional detail on each department and its programs primarily in terms of the results expected for the money spent.

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Preface

This expenditure plan is designed to be used as a reference document detailing expenditures, past and planned, of the National Parole Board. As such, it contains several levels of detail to respond to the various needs of its audience, beginning with authorized Spending Authorities from Part II of the Estimates and Volume II of the Public Accounts. This is to provide continuity with other estimates documents and to help in assessing the program's financial performance over the past year.

This plan is divided into two sections:

- **Section I** presents an overview of the program including a description, background information, objectives, the environment, and performance information that forms the basis for the resources requested.

- **Section II** provides further information on costs and resources and special analyses that the reader may require to understand the program more fully. An alphabetical index also appears at the end of the document.

It should be noted that, in accordance with the operating budget principles, human resource consumption reported in this expenditure plan will be measured in terms of employee full time equivalents (FTE). FTE factors out the length of time that an employee works during each week by calculating the rate of assigned hours of work over scheduled hours of work.

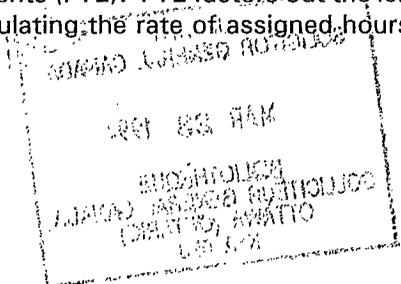


Table of Contents

Spending Authorities	4
A. Authorities for 1994-95	4
B. Use of 1992-93 Authorities	4
Section I	
Program Overview	5
A. Plans for 1994-95	5
1. Strategic Framework	5
2. Highlights	5
3. Summary of Financial Requirements	6
B. Recent Performance	7
1. Highlights	7
2. Review of Financial Performance	10
C. Background	11
1. Introduction	11
2. Mandate	11
3. Mission	11
4. Program Objective	11
5. Program Description	12
6. Program Organization for Delivery	14
D. Environment	15
1. External Factors Influencing the Program	15
2. Update on Previously Reported Initiatives	27
E. Program Effectiveness	30
Section II	
Supplementary Information	40
A. Profile of Program Resources	40
1. Financial Requirements by Object	40
2. Personnel Requirements	40
3. Net Cost of Program	41
B. Other Information	42
1. Acts and Regulations	42
2. Bibliography	42
3. Index	43

Spending Authorities

A. Authorities for 1994-95 -- Part II of the Estimates

Financial Requirements by Authority

Vote (thousands of dollars)		1994-95 Main Estimates	1993-94 Main Estimates
National Parole Board			
25	Program expenditures	23,308	24,042
(S)	Contributions to employee benefit plans	2,452	2,438
Total Agency		25,760	26,480

Votes - Wording and Amounts

Vote (dollars)		1994-95 Main Estimates
National Parole Board		
25	National Parole Board - Program expenditures	23,308,000

Program by Activities

(thousands of dollars)	1994-95 Main Estimates				1993-94 Main Estimates
	Human Resource Level*	Operating	Minor Capital	Total	
Parole Board Operations	371	25,686	74	25,760	26,480
1993-94 Human Resources (FTE)	381				

* See Figure 20, page 41, for additional information on human resources.

B. Use of 1992-93 Authorities -- Volume II of the Public Accounts

Vote (dollars)		Main Estimates	Total Available For Use	Actual Use
National Parole Board				
20	Program expenditures	21,631,000	23,408,000	23,395,762
(S)	Contributions to employee benefit plans	2,750,000	1,810,000	1,810,000
Total Program-Budgetary		24,381,000	25,218,000	25,205,762

Section I
Program Overview

A. Plans for 1994-95**1. Strategic Framework**

Change and an increasingly diverse Canadian population continue to influence program delivery in the National Parole Board. Public scepticism regarding the effectiveness of the criminal justice system, growing demands for greater openness and accountability in contributing to community safety, fiscal restraint, and workload growth combine to create unparalleled requirements for flexibility, innovation, and the pursuit of excellence.

The Main Estimates Part III for 1994-95 reflect and respond to the dynamic and challenging nature of the current environment. In the estimates, the Board reaffirms its strategy for quality and efficiency as a foundation for continuous improvement in program delivery. The Board continues to commit itself to:

- public safety in conditional release and pardon decision-making;
- professionalism, fairness, and timeliness in all aspects of program delivery;
- reflect and take into consideration the diversity of the Canadian population; and
- enhance openness and accountability.

Conditional release and corrections comprise a constant growth sector which touch on fundamental issues of safety and protection. Also, managing the tension between restraint and workload growth will continue to present a major challenge for the Board.

2. Highlights

Consistent with its pursuit of excellence in decision-making and in response to major environmental factors, the Board has established the following priorities for 1994-95:

- To continue to improve the quality of decision-making for conditional release and pardons in order to contribute to public protection, particularly from violent and sexual offenders by (see page 9):
 - enhancing training in risk assessment and management, and
 - continuing to consider information from victims;
- To increase the Board's efforts to demonstrate its commitment to greater openness and accountability (see pages 17 and 28);
- To continue to improve the Board's understanding of, and response to, the needs and aspirations of Aboriginal Peoples (see page 29);
- To foster the Board's understanding of and response to an increasingly diverse Canadian population and the special concerns of ethnocultural communities and visible minorities in its policies and practices (see page 17);

- To continue to increase the Board's understanding of, and response to, family violence to support quality decision-making and respect for, and sensitivity to its victims (see page 29);
- To increase efficiency in all aspects of program delivery through effective information management technologies and systems, work process streamlining, and strategic partnerships (see pages 30 and 31);
- To nurture greater understanding of the Board within the community, and of the community within the Board through consultation and a program of public education and information (see page 8); and
- To strengthen the Board's partnerships within and outside the justice system (see page 8).

3. Summary of Financial Requirements

Figure 1: Financial Requirements by Activity

(thousands of dollars)	Estimates 1994-95	Forecast 1993-94	Change
Parole Board Operations	25,760	27,070	(1,310)
Human resources* (FTE):			
Staff	302	312	(10)
Members	69	69	--
	371	381	(10)

* See Figure 20, page 41, for additional information on human resources.

Explanation of Change: The decrease of 4.8% or \$1,310,000 in the 1994-95 requirements in comparison with the 1993-94 forecast expenditures is due to the net effect of:

- reduction to resources included in 1993-94 forecasts for severance payments, separation payments and maternity allowances; (\$250,000)
- reduction to resources for Aboriginal Justice and Family Violence initiatives; (\$80,000)
- reduction to resources for processing of pardons; (\$240,000)
- reduction in resources for on-going salaries and wages; (\$85,000)

- reduction in resources for on-going operations for *Corrections and Conditional Release Act*; (\$160,000)
- increase in resources provided for relocation of Board members; \$50,000
- reductions to reflect on-going savings associated with April 1993 Budget; (\$365,000)
- reductions to reflect on-going savings associated with restructuring/reorganizing; (\$124,000)
- reductions to reflect on-going savings associated with December 1993 Operating Budget Reductions; (\$128,000)
- net increase in contributions to employee benefit plans to cover inflationary increases. \$72,000

Explanation of 1993-94 Forecast: The 1993-94 forecast dated January 18, 1994 is 2.2% or \$590,000 higher than the 1993-94 Main Estimates of \$26.5 million due mainly to the net impact of:

- increases for relocation of full time Board members; \$170,000
- increases to cover salary increases for seven (7) vice-chairpersons of the Board; \$45,000
- increases for development of an effective information management infrastructure; \$125,000
- increases for separation payments, severance payments and maternity allowances. \$250,000

B. Recent Performance

1. Highlights

Restructuring Exercise: As part of the government's broader restructuring exercise, the Board has undertaken a fundamental reorganizing of its corporate structure. Vice-chairpersons, as well as regional directors, now directly report to the Chairperson. The creation of a new directorate responsible for performance and service measurement is at the core of this restructuring and acts as the Board's internal auditor and corporate conscience. It comprises professional and service standards, measurement of quality and service, corporate review, case audits and inquiries, and the measurement of cost effectiveness. As an internal monitor, it is intended to contribute to a clearer definition of the role of Board members and the staff; while supporting the quality of the Board's decision making process and its risk assessment and management methodologies, policies, practices and procedures.

The purpose of this restructuring is to enhance the corporate decision making process, facilitate information sharing, performance measurement and results. This new organizational structure is designed to avoid duplication, promote transparency in program delivery and favour proaction over reaction. It reduces the number of senior managers and gives middle and front-line managers the broadest possible powers of decision-making and responsibilities and aims at satisfying the clients of each sector while fostering a culture of continuous learning, autonomy, and creativity.

Development of a Senior Management Information System: The Senior Management Information System, which is currently in development, will allow the managers to adopt a more proactive approach by focussing on alternatives and solutions rather than relying solely on identification of trends and problems. The first stage of the development of the Board's Information Management Plan includes:

- an identification and analysis of information requirements for senior management; and
- an inventory of all existing databases and sources of information available to the Board.

Training: Committed to **continuous and enhanced learning**, the Board has invested important resources in Board member and staff training and development. For example:

- It developed an approved training framework.
- In addition to the two-week orientation training for all new members and the ongoing regional workshops, the Board offered, this year, a three-day workshop for all Board members at headquarters and in all regions. The course addressed risk: assessment, management, and prediction including special attention to offenders with mental health problems and sexual offenders. The course bases its information on theoretical analysis, research results, and practical experiences.
- Workshops integrating family violence issues and policy changes.
- Awareness and training sessions focussing on aboriginal issues.

Consultation and public education and information: The strengths of the Canadian Criminal Justice System are not always fully appreciated or understood by many Canadians. The Board will continue its program of public education through videos, pamphlets, and booklets written in plain language and embracing the tenets of fair communications practices. The Board will develop a more proactive approach with the broader community by meeting with non governmental organizations, submitting information articles to community newspapers, and consulting the public on policy development when appropriate.

Partnerships with the criminal justice system: For the Board, our partnerships with our colleagues in the criminal justice system are crucial to improving services, access to the conditional release program, and decisions. It is through these partnerships that the Board improves its contribution to community safety. In 1994-1995, the National Parole Board is committed to continue fostering linkages with its partners in the criminal justice system. For

example, this means that the Board will continue to define areas where it can work with the Correctional Service of Canada and RCMP on specific initiatives or in the delivery of service (for example, please refer to the section on clemency and pardons, page 13).

Service Standards: In the February 1992 budget, the government required departments to develop and publish standards for service delivery. Through these standards, quality of service and service delivery costs could be linked, thus providing Parliamentarians and the general public with better information about the implications of both reduced program funding for service delivery, and increased service demands for program costs. In response, the Board developed plans for service standards in the three program areas for which it is accountable: conditional release; pardons and clemency; and corporate policy and management. These standards are designed to explain to Canadians the quality of service to which they are entitled in terms of accessibility, reliability, and timelessness. To date, service standards have been prepared for the pardons and clemency program area. Work is underway in the areas of conditional release, corporate policy, and management. Service standards in these areas should be available in the next fiscal year.

Improved Efficiency in the Processing of Pardons: Over the past several years, the Board experienced significant growth in pardons workloads. The number of applications more than doubled from about 11,500 in 1986-87 to almost 26,000 in 1991-92.

In response to a large backlog of cases and to improve the quality of service to pardon applicants, the Board developed an extensive plan to improve efficiency in processing applications. Through this plan, processes for pardons were simplified, duplication of work eliminated, and information exchange with the RCMP improved. The *Criminal Records Act* was amended to reduce the number of federal departments involved in the pardons process from eight to two; to provide the Board with authority to issue pardons involving summary convictions; and to make decisions to grant or deny pardons for indictable offenses. The Board developed and implemented a computerized system for recording, tracking, storing, and retrieving information about pardons and for automatic production of forms, form letters, correspondence and the like.

The division was also reorganized into three full service teams responsible for processing pardons "start to finish." The assembly line approach to work was discontinued and employees were encouraged to take ownership and responsibility for results.

Through a corporate initiative which included Board members and other headquarters staff, a backlog of about 4,000 pardon cases was completed, while maintaining quality in program delivery. As well, the Board sought and received Treasury Board approval for additional resources for three years, 1991-92 to 1993-94 to help clear the backlog of applications and to establish long-term improvement measures. The plan for improvement produced noteworthy results:

- Increased staff motivation and spirit;
- In 1992-93, the Board processed over 30,000 applications, a 200% increase compared to previous years when about 10,000 applications were processed annually;
- Average process times for pardons declined from 24 months to 6 months and under;

- The Board's unit expenditure per pardon dropped by 70% from \$136 in 1991-92 to \$42 in 1992-93;
- A backlog of 25,000 applications was cleared. The Board returned additional resources 12 months ahead of schedule; and
- Formal service standards for pardons were developed.

2. Review of Financial Performance

Figure 2: Financial Results for 1992-93

(thousands of dollars)	1992-93		
	Actual	Main Estimates	Change
Parole Board Operations	25,206	24,381	825
Human Resources* (FTE): Staff	302	302	-
Members	60	60	-
	362	362	-

* See Figure 20, page 41, for additional information on human resources.

Explanation of change: The 1992-93 expenditures were \$825,000 (3.4%) higher than the Main Estimates due to the net effect of:

- increases to implement the *Corrections and Conditional Release Act*; \$921,000
- increases in conditional release resources for the appointment of nine new full-time Board members; \$1,000,000
- increases to enable the Board to participate in the Management Training Program; \$89,000
- increases for separation payment, severance payments, maternity allowances, and salary increases for vice-chairpersons positions; \$242,000
- reductions announced in the Economic Statement in December 1992; (\$276,000)
- reductions related to government-wide cuts to communications costs; (\$79,000)
- 3% reductions to non-salary levels for 1992-93 and future years which were announced in February 1992 federal budget; (\$120,000)
- reduction in the cost of contributions to employee benefit plans; (\$940,000)

- under use of resources in operations (salaries and other operating costs). (\$12,000)

C. Background

1. Introduction

The National Parole Board is one component of the Canadian criminal justice system whose aim is to contribute to the maintenance of a just, peaceful and safe society. The National Parole Board is an agency within the federal Ministry of the Solicitor General which also includes the Correctional Service of Canada (CSC), the Royal Canadian Mounted Police (RCMP), the Canadian Security Intelligence Service (CSIS), the Ministry Secretariat, the Office of the Correctional Investigator, the External Review Committee and Public Complaints Commission for the RCMP, and the Office of the Inspector General for CSIS.

2. Mandate

The powers of the National Parole Board derive from the *Corrections and Conditional Release Act* as enacted in 1992, and its Regulations for conditional release and clemency matters, and the *Criminal Records Act* as amended in 1992 for pardons matters. Other statutes which confer jurisdiction on the National Parole Board are the *Prisons and Reformatories Act*, and the *Criminal Code of Canada*.

The Board exercises exclusive authority over parole and certain aspects of conditional release of federal offenders (i.e. offenders serving a sentence of two years or more) and over parole of provincial offenders in those provinces and territories without their own parole boards. Provincial boards exist in Quebec, Ontario, and British Columbia. The National Parole Board, therefore, has jurisdiction over the granting of parole to provincial and territorial inmates in the seven remaining provinces and two territories. The Board also has authority to issue or grant pardons and make recommendations for the exercise of the royal prerogative of mercy for those convicted of a federal offence in all jurisdictions.

3. Mission

The mission of the Board sets long-term direction for the organization and provides guidance for policy development and operations. Currently it reads:

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

The Board is committed to a review of its mission to ensure proper emphasis on public safety, risk management, recognition that our client is the community, and consistency with the new legislative framework and corporate values. As a result, a first round of internal consultations on the mission statement has been undertaken.

4. Program Objective

To exercise statutory and regulatory powers to make conditional release and pardon decisions and to make recommendations for the exercise of the royal prerogative of mercy.

5. Program Description

The National Parole Board is an independent, administrative tribunal, which makes conditional release and pardon decisions and recommendations for the exercise of the royal prerogative of mercy. The Board exercises the same powers and responsibilities for the conditional release of provincial and territorial inmates in provinces and territories without their own parole boards, with the exception of the granting of temporary absences. The Board delivers and is accountable for three program areas: conditional release; pardons and clemency; and corporate policy and management.

Conditional release involves reviewing cases and rendering conditional release decisions; the provision of information and support for decision-making; the provision of training to promote quality and professionalism in decision-making; the development of conditional release policy; the coordination of program delivery throughout NPB and with CSC and other key partners; the provision of information to and from victims and interested parties within the community; and the provision of public information related to conditional release.

The Board makes decisions related to four types of conditional release available to federal inmates. The Board has authority to grant, deny, terminate, or revoke three types of release: unescorted temporary absence for certain offenders; day parole; and full parole. The fourth type of release, statutory release, is not discretionary in most cases although the Board has the authority to detain and revoke certain offenders until the end of their sentence. The Board also recommends or approves some escorted temporary absences for federal inmates serving life or indeterminate sentences. Provincial and territorial inmates are not subject to statutory release and the Board is not responsible for temporary absences for them. In addition to these types of conditional release, a work release program under the authority of CSC involves release under supervision, for a specified period, for work or community service.

Temporary absence is an occasional release (escorted or unescorted) from the institution authorized for reasons such as special medical care, rehabilitative purposes or interviews with possible employers.

Day parole assists in the preparation of an individual for full parole or statutory release. It is granted for a limited period of time and requires nightly return to an institution or halfway house.

Full parole allows an offender to be released from an institution to serve the balance of the sentence under supervision in the community. During this period, the offender is required to abide by conditions that restrict freedom and impose specific obligations.

Based on the *Corrections and Conditional Release Act*, the Board may grant day parole or full parole when:

- the offender will not, by reoffending, present an undue risk to society before the expiration according to law of the sentence the offender is serving; and
- the release of the offender will contribute to the protection of society by facilitating the reintegration of the offender into society as a law abiding citizen.

The risk assessment process used by the Board in deciding about conditional release begins with a study of the offender's case, including an examination of the offender's criminal record and various institutional and community reports. Once this phase of the review is completed, the Board proceeds to an in-depth assessment. Generally, the decision process includes a

hearing conducted by Board members who are assisted by NPB and CSC staff. The offender attends, and has the right to an assistant. Observers may also attend hearings if they apply and if permitted in writing and receive a security clearance.

The review is guided by the Board's decision-making policies which focus on the potential risk to the community. At least 15 days before the hearing, with limited exceptions, the offender is provided with the information that the Board will consider in reaching its decision. At the hearing, the Board advises the inmate of any new information that was not previously shared with the inmate. Upon completion of the review, the Board members vote on the case. If the Board decides to grant conditional release, the offender is subject to supervision and specific conditions of release must be satisfied. If the conditions of release are not met following release, the Board may suspend and then terminate or revoke the conditional release.

Accelerated parole review is a requirement of the CCRA which sets a different standard for offenders sentenced to a penitentiary for the first time for a non violent offence, or who have not had their parole eligibility set at one-half for a serious drug offence. They must be released on full parole after serving one-third of their sentence unless the Board finds reasonable grounds to believe the offender is likely to commit an offence involving violence before the end of the sentence. A person serving a sentence for murder, an offence involving violence, or a serious drug offence for which the judge set eligibility at one-half of the sentence is not eligible for accelerated review.

Statutory Release: The majority of penitentiary inmates who are not released on parole are released, by law, to serve the final one-third of their sentence in the community. The Board has the authority in statutory releases to set the conditions of release and to return individuals to prison for the remainder of their sentence if the conditions of release are violated or are likely to be violated.

Detention: The *Corrections and Conditional Release Act* authorizes the National Parole Board, following a referral by the Correctional Service of Canada, to detain in custody until the end of the sentence, or to place under strict residential conditions anyone likely to commit an offence causing death or serious harm to another person or to commit a serious drug offence before the end of the sentence. The law requires the Board to review such decisions annually.

Pardons and clemency involves the review of applications and the issuing of pardons, the rendering of pardon decisions and clemency recommendations; the provision of information and support for decision-making; the provision of training to promote quality and professionalism in decision-making; the development of pardons and clemency policy; the coordination of program delivery within NPB and with the RCMP and other key partners; and the provision of public information related to pardons and clemency.

A pardon is a formal attempt to remove the stigma 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 responsible citizens. It is, therefore, a means to recognize and facilitate reintegration. Upon receipt of a pardon application, the Board determines that the applicant has satisfied the sentence imposed, the waiting period for eligibility, and the degree and nature of investigation required and then refers the application to the RCMP for information or investigation. Following receipt of RCMP confirmation of information and where necessary, the results of the investigation, the Board studies the case and determines whether a pardon should be granted. The applicant is informed of the decision, and if a pardon is issued or granted, any record of a conviction held by the RCMP or other federal organization is kept separate from other criminal records. Information about the criminal record may only be disclosed in

exceptional circumstances by the Solicitor General. Pardons are revoked for a new conviction or an inaccurate or false statement made in application for the pardon.

The clemency provisions of the royal prerogative of mercy and those contained in the *Criminal Code* are used in exceptional circumstances and where no other remedy exists in law to reduce exceptional negative effects of criminal sanctions. Certain applications for clemency are forwarded to the Board and an investigation, review, and recommendation process is followed. In making its recommendations, the Board is guided by general principles such as evidence of injustice or undue hardship.

Corporate policy and management involves providing information support and services for quality planning, resource management and decision-making; the provision of analyses and reviews to stimulate excellence; support for Board member decision-making; the provision of training to promote quality and professionalism in corporate management for both staff and Board members; the development of corporate policy; the provision of information and advice to ensure effective response to the government planning and estimates cycle; and the provision of public information related to corporate policy and management.

6. Program Organization for Delivery

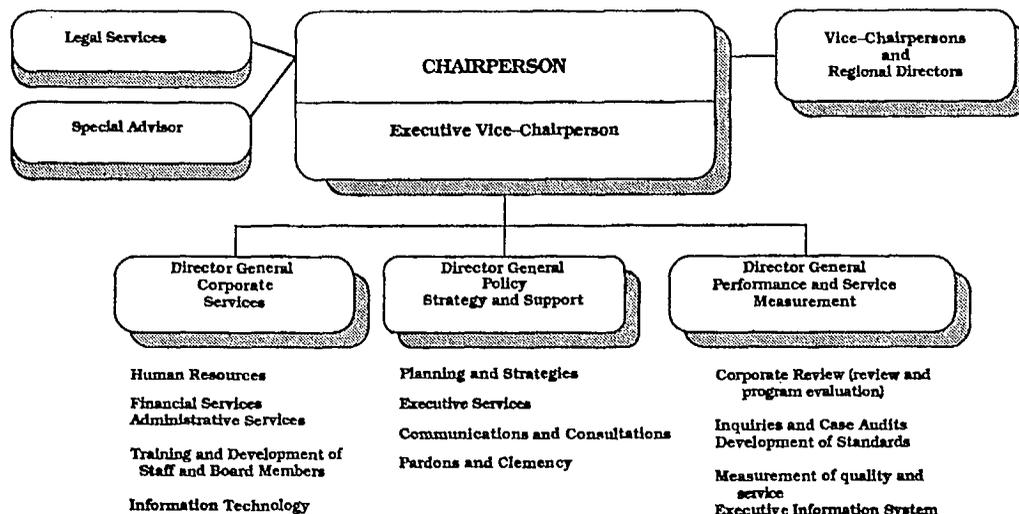
The National Parole Board has its headquarters in Ottawa. There are five regional offices (Moncton, Montreal, Kingston, Saskatoon, and Abbotsford).

The Chairperson, the chief executive officer of the Board, directs the Board's activities in keeping with the government's plans and priorities. The Chairperson is assisted in these responsibilities by the Executive Vice-Chairperson. The Board is independent in its conditional release and pardons decision-making within the framework and direction of legislation. The Chairperson reports to Parliament, through the Solicitor General of Canada, on the fulfilment of the Board's mandate. The Executive Committee of the Board comprises the Chairperson, the Executive Vice-Chairperson, the Vice-Chairperson of the Appeal Division, the regional Vice-Chairpersons and two other Board members. By law, the committee has authority with respect to decision policies.

The National Parole Board comprises up to 45 full time members appointed for a maximum of 10 years by the Governor in Council upon the recommendation of the Solicitor General, and part-time members appointed in the same manner for a maximum of three years to assist the Board in dealing with its workload. Board members in each of the five regional offices and in the Appeal Division, are coordinated by Vice-Chairpersons who report to the Chairperson.

The Chairperson and Executive Vice-Chairperson are supported in the operations of the Board by a Director General of Policy, Strategy and Support, a Director General of Performance and Service Measurement, a Director General of Corporate Services, six Vice-Chairpersons and, five Regional Directors who oversee the provision of the information and services required for delivery of the programs of the Board. Figure 3 displays the organization of the National Parole Board.

Figure 3: Organization Structure



D. Environment

1. External Factors Influencing the Program

The following factors are expected to influence the priorities, operations, workloads, and resource requirements of the Board in the next several years:

Governmental Priority: The justice agenda calls for:

- measures to deal with violence and initiatives to prevent crime;
- proposals to ensure the law promotes equality in diversity of today's Canada and provides for equal access to justice;
- steps to modernize our laws so they reflect current values and meet the challenge of changing times.

For the Board, this will mean a more in-depth recognition and understanding of risk assessment and prediction. The Board will need to emphasize reintegration while committing itself to public safety as the prime consideration in conditional release and pardon decision-making.

Crime Trends: Increasingly, official crime rates reflect not only trends in criminal behaviour but also the level of public concern about safety, fear of crime, and intolerance for violence. Reports of crime and crime rates tend to fuel public fears, reinforce emphasis on public safety, and define workloads throughout the justice system. Recent data indicate long-term growth in crime rates:

- The 1992 rate of *Criminal Code* incidents (10,394 per 100,000 population) was 46% higher than the rate in 1977 (7,107). This represents an average annual increase of 2.6% although there have been decreases in some years;
- The violent crime rate has increased every year since 1977. In 1977, police reported 583 violent incidents for every 100,000 people in Canada. By 1992, this number had increased to 1,122. This represents an average annual increase of 5%, although this rate of increase appears to have slowed in 1992.

Traditionally, it was thought that victims were most frequently male. More recently, however, victimization studies show women to be as likely as men to be victims of violence. While men are most likely to be victimized by strangers, women are most at risk from men whom they know, and most often in the home. Canadians are increasingly intolerant of violent and sexual offences, particularly violence in relationships of dependency and trust, and against those most vulnerable such as children and the elderly.

Public Concerns: Recent opinion surveys indicate a growing public perception that crime and violence are rising and that most communities are affected. More Canadians are expressing fear of crime for themselves and for their children, to the extent that fear itself has become a serious problem, diminishing the quality of life, particularly for women, children, and elderly people, but generally for those who live in urban areas. Public concern about crime and violence, stimulated by the strong and articulate voice of victims and their organizations, women's groups, and community groups concerned with safety, has created demands for strong and immediate action to address violent and sexual offenses. At the same time many Canadians are demanding more long term approaches that contribute to community safety by preventing crime and providing appropriate interventions to break the cycle of recidivism. However, it should be noted that a number of researchers have documented that successful reintegration provides the most enduring protection of society.

In this environment, the Board must continue to develop and implement policies, training, and public information strategies which demonstrate a commitment to public safety and responsiveness to the needs of victims and the broader community. This work includes measures to further the Board's efforts with respect to family violence, focussing on the potential for violence in intimate and dependent relationships as a factor in risk assessment and decision-making.

Perceptions of Conditional Release: As public concerns about crime are growing, public confidence in the criminal justice system and particularly corrections and conditional release requires enhancement. Demand is growing for direct community participation in decisions that affect the community, and for clearer accountability of public institutions to the community. There have been persistent demands for change, particularly in sentencing and sentence administration. Public concerns are creating demands for greater partnership and coordination among the components of criminal justice system and between criminal justice system and other sectors.

The Board is often the focus of intense scrutiny and attack in the media by community groups and their representatives. Many Canadians want to see conditional release modified, however, few want it abolished. These opinions arise from high profile cases which receive widespread, often sensational, media coverage. The strengthening of mechanisms of accountability, for example: formal investigations, coroner's inquests, parliamentary reviews of cases, may keep such incidents in the public eye for longer periods than ever before. The challenge for the Board will be to welcome scrutiny and accountability as a basis for continuous improvement, while building strong partnerships and trust with the communities it serves.

Issues of Diversity: The past years have heightened awareness of issues of diversity in Canada and the importance of managing diversity. Awareness of the special place and often unique needs of aboriginal peoples has increased substantially over recent years, and aboriginal justice issues are rising in priority. The Board, in concert with federal aboriginal justice initiatives, has developed and implemented a program of policy and procedural development and training to ensure that conditional release decision-making is sensitive to the needs of aboriginal offenders and communities.

The pressure on police services, courts, and correctional agencies to deal equitably and fairly with a diverse population is also increasing. Demographic changes are increasingly reflected in a more diverse carceral population. Rigorous attempts need to be made to ensure that the needs and interests of ethnocultural and visible minorities who come in contact with the criminal justice system are addressed and that justice institutions are sensitive to, and respectful of social, cultural, religious and linguistic differences. The public is demanding that its institutions act fairly and can be seen to be fair. Evolving jurisprudence and the *Charter of Rights and Freedoms* have created growing pressures for the criminal justice organizations to operate fairly and to conduct their business in an open and professional manner, with respect and sensitivity not only to offenders but to all those with an interest in their decisions. The Board will continue to modify its programs and to eliminate systemic bias in its decision-making and related policies and practices. The challenge for the Board is to continue to respond to and reflect diversity in its mission, workforce, and business.

Expectations for Professionalism and Accountability: Canadians continue to exert pressure on justice authorities to demonstrate greater effectiveness, to crack down on violent and drug-related crime, and to provide more equitable access to justice for all concerned including victims, offenders, and the communities to which offenders return. The justice system must address demands for greater consistency in service delivery and greater sensitivity and responsiveness to the community.

Conditional release is little understood by Canadians and unsuccessful cases often shape public perception. Further, there have been frequent criticisms of the appointment process for members of the NPB (and in fact, for all federal boards and agencies) and the relationship of this process to issues of professionalism and accountability. It must be assumed that the Governor in Council, as the appointing authority, has selected as members persons that are suited to the task at hand. Members appointed are presumed to be competent and positively disposed to quality decision-making. They are supported in their work by Board staff and they receive in-depth training. The Board has opened itself to scrutiny through measures such as observers at hearings and the decision registry. Emerging case law and jurisprudence signal dramatic changes in administrative law and the accountability of decision-makers. Recent trends indicate that the Board can expect increased litigation in which interested parties challenge NPB decisions, the application of decision policies and the fairness and openness of decision policies. In response to the above, the Board will:

- introduce a new selection process by using the Board Member Profile to guide appointments to ensure a high level of professionalism and expertise;
- implement its new code of conduct/ethics for Board members, and effective performance monitoring with clear links to training and development;
- continue to provide effective training for Board members;
- continue to develop a practical accountability framework based on professional standards;

- implement use of documents of accountability for all vice-chairpersons and senior executives of the Board;
- ensure quality decisions for Board members in a timely fashion;
- develop clear policies for decision-making and for the scope of activities in which it will be involved;
- continue to improve its risk assessment and management, integrating the latest knowledge and information from research findings;
- develop public information and consultation strategies which build understanding of, and confidence in conditional release and its contribution to public safety and protection; and
- welcome a new tenure review/disciplinary mechanism for Board members who may not have met their responsibilities and for determining and implementing appropriate disciplinary actions;

Legislative Implementation: Proclamation of the *Corrections and Conditional Release Act* in November 1992 was a significant milestone in the evolution of the Board. The CCRA sets out in law, a statement of purpose and principles that provides direction for the conditional release program. The Board's role is to make decisions about the timing and conditions of release in a manner that contributes to community safety. The statutory principles of conditional release make clear that the Board's decision-making must be based on comprehensive and accurate information and analysis with respect to risk of violence. Decision-making must also be open and accountable, fair to victims, offenders, the community, and timely. The work of the Board has been transformed by substantive provisions enacted to support these principles - observers at hearings; registry of decisions; new inquiry powers; the inclusion in the law of the right of victims and others to have access to the information they need about the Board's process and decisions; and annual reviews of cases. The Board will continue to respond to the challenge of the CCRA implementation consistent with Parliamentary intent, the law and community concerns.

The Board will also continue to respond to the challenges and opportunities provided through amendments to the *Criminal Records Act* in July 1992. The amendments streamlined the pardon review process consistent with public protection. Through the revisions, the Board has the authority to issue or grant all pardons related to the *Criminal Records Act*. Exceptional clemency granted under the special provisions of the royal prerogative of mercy remains with the Governor in Council after an investigation and recommendation by the Board. The Act provides a framework for improving the quality of service and cost-effectiveness of the pardons program, which the Board operationalizes as a means of recognizing and supporting the reintegration of offenders as law-abiding citizens.

Restraint and Workload Growth: From 1985/86 to 1992/93, the Board absorbed about \$2 million in reductions to its ongoing operating base. The Board has also had to absorb a reduction of about 35% to the real purchasing power of its operating resources as a result of inflation during this period. This requirement has had a considerable impact on resource flexibility, given the non discretionary nature of NPB operating costs (e.g., Board member training and travel to hearings). To protect program delivery for conditional release and pardons and clemency, the Board has developed plans to apply most cuts and absorb cost increases in general administration activities such as finance, personnel, administration, and informatics services, at headquarters. Maintaining and improving the quality of service will present a major challenge as these activities have already been the target of significant resource reductions and

as the special purpose funds for family violence and aboriginal justice end in 1994-95 and 1995-96 respectively. Funding for implementation of the CCRA is scheduled for review in 1995-96; however, current plans call for significant reductions to funding in this area in 1996-97 and 1997-98. Reductions to these resources, and in particular resources for CCRA implementation and legislative requirement for evaluation with its ongoing implications for workloads, will have considerable impact on program delivery capacity. Without change in plans, the budget in 1996-97 will be \$1 million less than the 1993-94 level.

In recent years, the number of applications for pardons and clemency has doubled. Current projections indicate that applications received in 1993/94 will approach 30,000, about 20% more than in 1992/93. In future years applications are expected to continue to increase. It is also reasonable to expect increased demands on corporate policy and management for accurate, timely, corporate information and advice, effective corporate plans and performance monitoring. Development of appropriate performance indicators, service standards, and an effective information management infrastructure will also be extremely resource intensive.

In the area of conditional release, managing the tension between restraint and greater volumes of work will present a major challenge for the Board. Conditional release caseloads increased by about 35% over the past 5 years as a result of increases in offender populations and the resulting work generated with respect to statutory parole reviews, applications from provincial offenders, referrals by CSC for review of special conditions for offenders released through statutory release, post release reviews, and detention reviews. CSC projections indicate that the total offender population under CSC jurisdiction will increase by 12.4% over the period of 1991-92 to 1996-97 or 2.5% each year. Hearings and reviews for the Board are expected to reach slightly higher rates over the five year period particularly in the Ontario region where inmate populations are expected to increase at rates above the national levels. The factors which reflect an increase in the volume of work related to conditional release are illustrated for the period of 1988-89 to 1994-95 in Figures 5 to 10. Projections are based primarily on CSC forecasts.

Legislative provisions involving information for and assistance to victims, observers at hearings and the decision registry also add complexity to the workload and have become resource intensive. Further, the Board can expect to face real pressure for more effective and frequent consultation and information exchange with the community as it attempts to demonstrate greater openness and accountability. Finally, the Board will have to respond to significant commitments for research, policy development and, review, consistent with legislative requirements.

Admissions to Federal Institutions: Between 1988-89 and 1992-93, annual admissions to federal institutions ranged from about 6,300 to over 7,700. Warrants of committal represented about 70% of annual admissions. Admissions due to revocation of conditional release amounted to about 30% of annual totals. Transfer of offenders from provincial/territorial or foreign institutions continued to comprise a very small proportion (less than 1%) of annual admissions. Of the 7,733 federal admissions in 1992-93, 72% (5,583) were warrant of committal admissions. About 27% of admissions involved revocation of some form of conditional release including:

<u>Release Type</u>	<u>Revocation / Admissions</u>	<u>% of Total Admissions</u>
Statutory Release (SR)	1,346	17
Full Parole (FP)	506	7
Day Parole (DP)	252	3
TOTALS	2,104	27

SR revocations included 948 cases (70%) for breach or potential breach of conditions which increased risk to the community and 398 revocations (30%) for a new offence. Full parole revocations included 340 cases (67%) for a breach or potential breach of conditions and 166 revocations (33%) for a new offence. Based on CSC projections, increases in federal admissions are expected to continue.

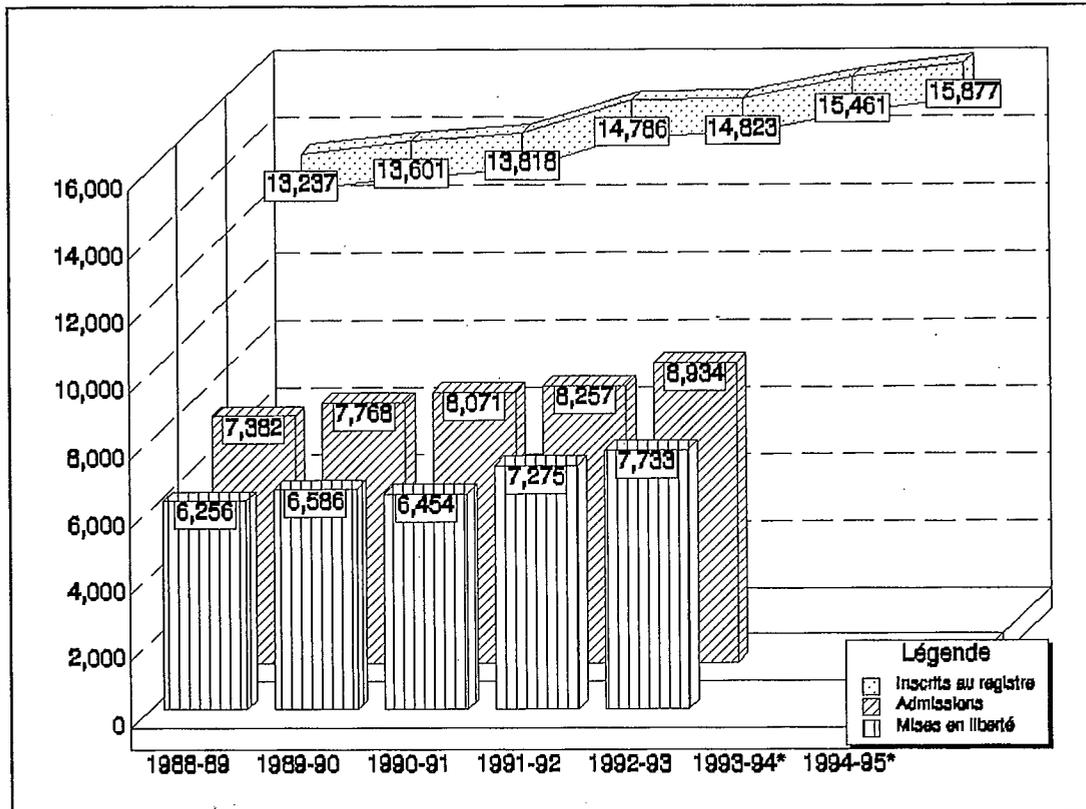
Federal Admissions/Releases: From 1988-89 to 1992-93 annual federal releases ranged from about 7,400 to about 8,900. Release of offenders under statutory release represented about 40% of annual releases. Full parole releases comprised about 25% of annual releases, while day paroles ranged from 21% to 28% of annual releases. Proclamation of the CCRA in November 1992 resulted in designation of day parole as a form of release. Figures on day parole releases have therefore been provided for comparative purposes. Figure 4 provides information on releases for the period in question.

Figure 4 - Federal Releases 1988-89 to 1992-93

Type of Release	1988-89		1989-90		1990-91		1991-92		1992-93	
	#	%	#	%	#	%	#	%	#	%
Sentence expiration	604	8	647	8.3	669	8.3	648	7.8	449	5.1
Full Parole	1774	24	1864	24	2007	24.9	2132	25.8	2178	24.4
Day Parole	1524	21	1631	21	1830	22.7	1730	21	2539	28.4
Statutory Release (SR)	3307	45	3457	44.5	3416	42.3	3471	42	3576	40
Court Order	81	1	48	.6	50	.6	52	.6	47	.5
Death	42	.6	40	.5	37	.5	54	.6	47	.5
Transfer to Province/ Foreign	47	.6	40	.5	25	.3	29	.3	46	.5
Other	3		41	.5	37	.5	141	1.9	56	.6
	7382	100	7768	100	8071	100	8257	100	8934	100

On-Register Population: On March 31, 1993, the federal institutional population was 14,823. The change in population from 1991-92 to 1992-93 was 2.5%. Growth in the institutional population from 1988-89 to 1992-93 was 1,757 or 13.4%. CSC projects continuing growth in the on-register population at a rate of about 2.5% annually.

Figure 5 - Federal Admissions, Releases and On-Register Inmates

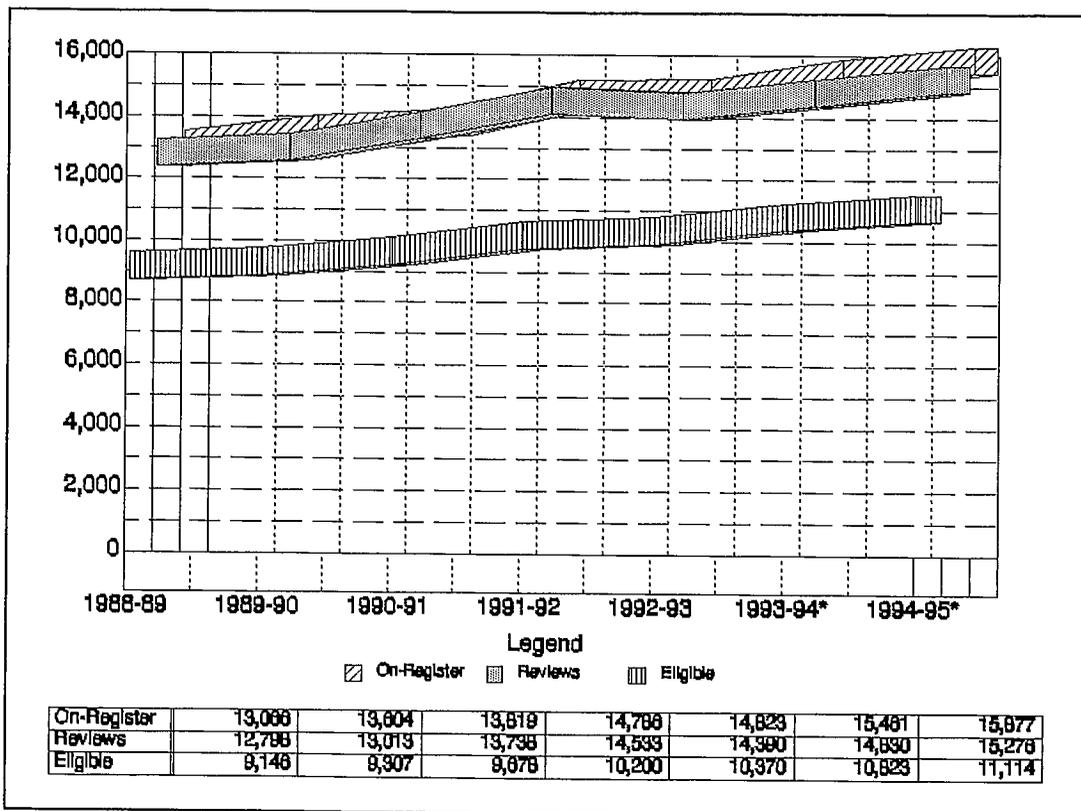


* Forecast

Note: The institutional population includes on-register male and female offenders, minus day paroles but including day parole daily returns to the institutions.

Federal Inmates Eligible for Full Parole: Historical data indicate that approximately 70% of the federal on-register population is eligible for consideration for full parole in any fiscal year. Based on this estimate and the on-register population figures, federal offenders eligible for full parole increased from about 9,300 in 1988-89 to about 10,500 in 1992-93. By 1994-95, federal offenders eligible for full parole are expected to exceed 11,000. The number of offenders eligible for parole has a direct relationship to NPB workloads. In recent years, inmate population growth combined with CSC initiatives to place offenders under supervision in the community in a timely manner, have exerted significant influence on the volume and complexity of NPB parole reviews. Pre-release reviews increased by over 40% from 1988-89 to 1992-93. Pre-release reviews are expected to increase by an additional 6% by 1994-95.

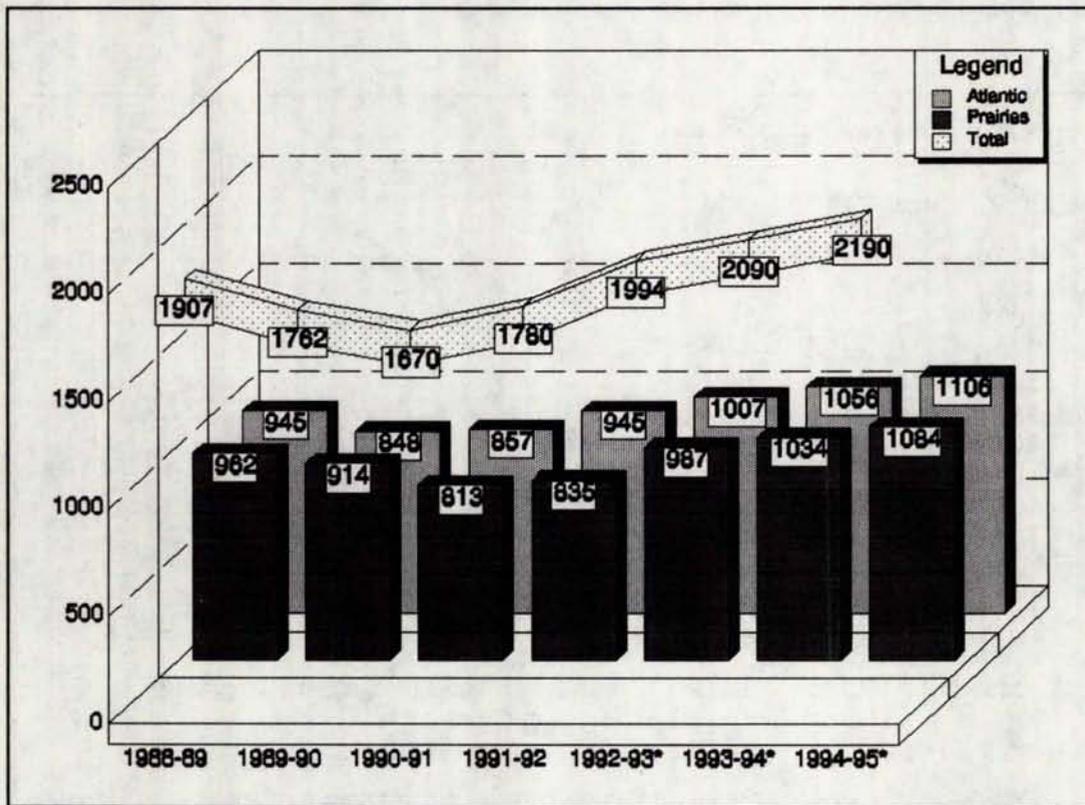
Figure 6 - On-Register Inmates, Inmates Eligible for Full Parole and NPB Pre-Release Reviews



* Forecast

Applications by Provincial/Territorial Offenders: Applications for parole by provincial/territorial offenders are also received from the Atlantic and Prairie regions where, in the absence of provincial parole boards, NPB discharges responsibilities for conditional release for provincial offenders. Applications by territorial offenders (Yukon) are handled by the Pacific region of the Board. Between 1988-89 and 1992-93, annual applications for parole by provincial offenders (Atlantic, Prairies) averaged about 1,800. Applications are expected to increase to about 2,200 by 1994-95 based on anticipated growth in admissions to provincial institutions for sentences of over six months.

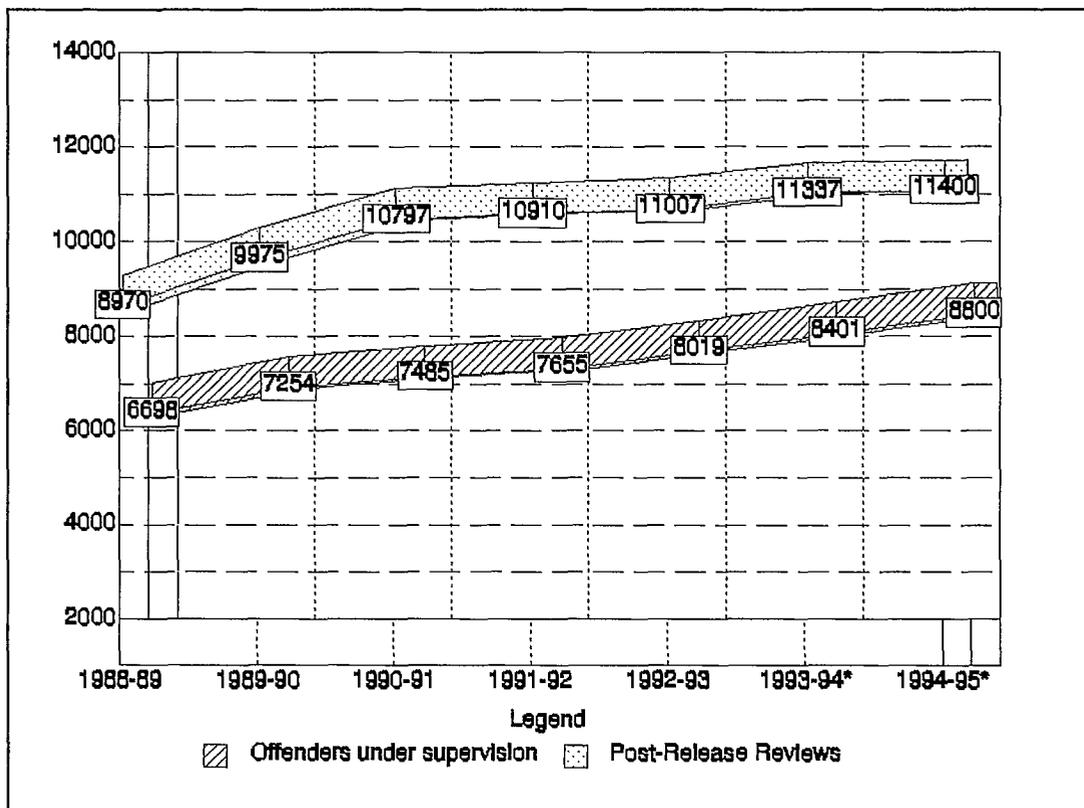
Figure 7 - Provincial Applications for Parole



* Forecast

Offenders Under Supervision in the Community: Inmates sentenced to definite terms of imprisonment eventually return to the community. For example, during the period 1988-89 to 1992-93, over 75% of offenders admitted to federal institutions through warrants of committal had an aggregate sentence length of less than five (5) years. Offenders may be granted release to the community by the NPB through day parole or full parole or they may be released to the community under statutory release. Between 1988-89 and 1992-93, the number of federal, provincial and territorial offenders under supervision in the community annually increased from about 6,700 cases to about 8,000 cases (20%). By 1994-95 the number of offenders under supervision in the community (parole, statutory release) is expected to reach about 8,800. Federal, provincial, and territorial offenders under supervision in the community are a significant factor for NPB workloads in terms of post-release reviews. For example, between 1988-89 and 1992-93, post-release reviews increased from almost 9,000 cases to about 11,000. By 1994-95, post-release reviews are projected to grow to about 11,400.

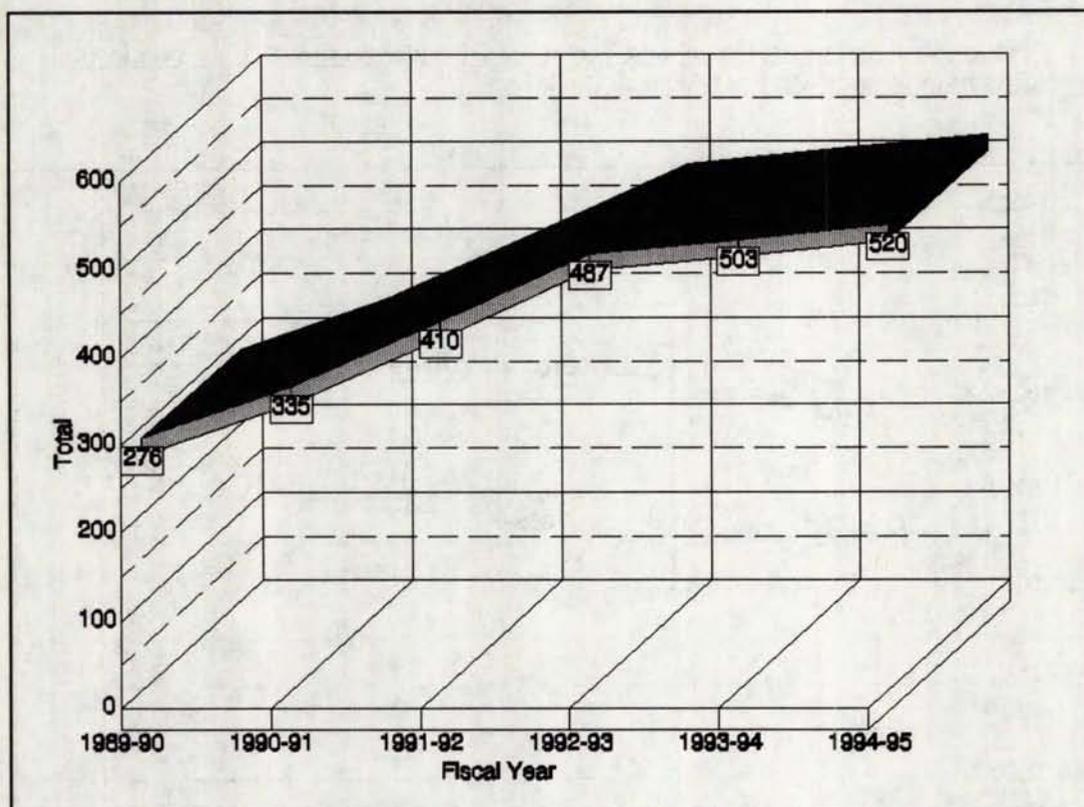
Figure 8 - Federal, Provincial and Territorial Offenders under Supervision in the Community and NPB Post-Release Reviews



* Forecast

Detention Reviews (original hearing and subsequent/annual reviews): The detention provisions of the *Corrections and Conditional Release Act* provide the Board with authority to delay the release of certain violent offenders or serious drug offenders to warrant expiry or to prescribe the conditions which must be met before release takes place. Referrals for detention by CSC staff or the Commissioner in certain circumstances, and subsequent/annual reviews for offenders who have been detained, represent an important workload factor. From 1989-90 to 1992-93, detention reviews (at original hearing and subsequent/annual reviews) increased from 276 to 487 (about 76%). Detention reviews are expected to continue to increase through 1994-95 by about 6%.

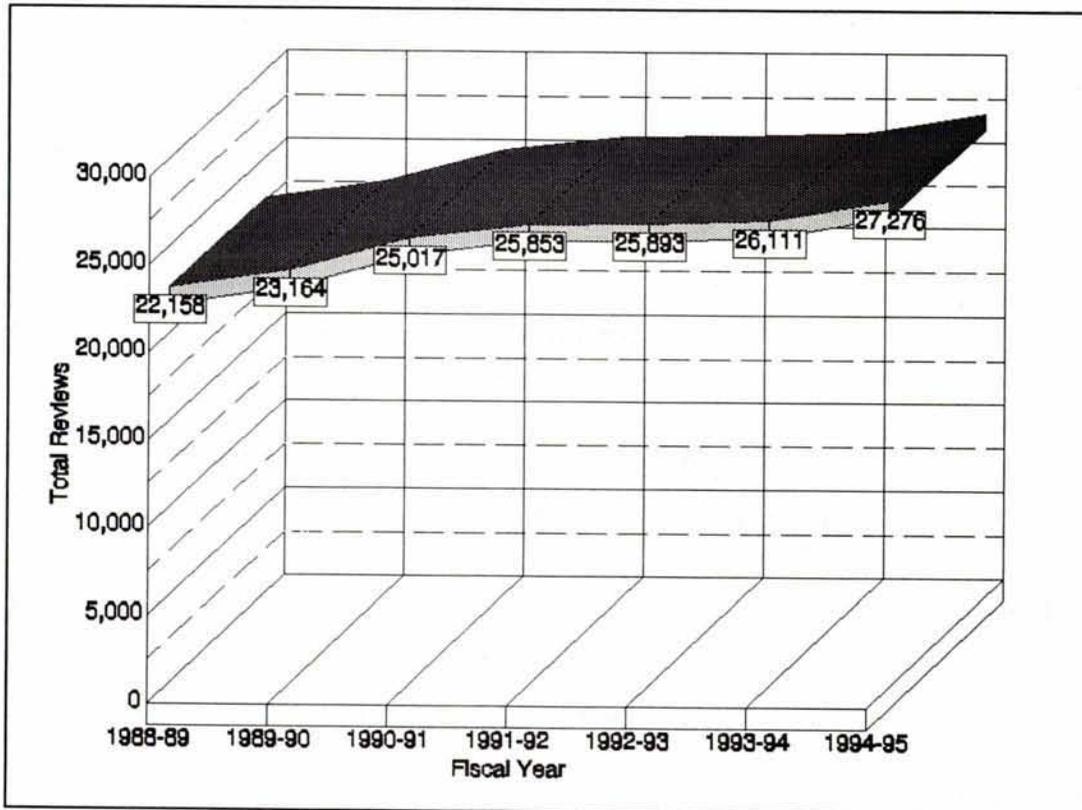
Figure 9 - Detention Reviews (original hearing and subsequent/annual reviews)



Appeals: The Appeal Division of the Board is responsible for re-examining, upon application by an inmate, certain decisions made by the Board. During the period 1988-89, 1989-90, 1990-91, 1991-92 and 1992-93 requests for re-examination totalled 1,254, 1,226, 817, 821, and 820 cases respectively. Although there is a decrease in the number of cases reviewed, the time required for these cases has increased in recent years due to the growing complexity of issues raised. Requests for re-examination are expected to increase in future years due to expansion through the *Corrections and Conditional Release Act* of the kinds of decisions for which requests for re-examination can be made.

Between 1988-89 and 1992-93, the number of reviews completed annually by the Board increased by over 18% from about 22,000 to about 26,100. By 1994-95, annual reviews are expected to exceed 27,000. Nationally, about one of every two reviews involves a hearing; about six of every ten reviews involve pre-release cases; about four of every ten reviews involve post-release cases; and about two of every hundred reviews involve detention cases.

Figure 10 - Conditional Release Reviews 1988-89 to 1994-95



2. Update on previously reported initiatives

Progress made towards improvement along with plans for 1994-95 are outlined below.

Correctional Reform (1987-1988 Initiative): On November 1, 1992, the *Corrections and Conditional Release Act* (CCRA) was proclaimed. The Act reforms corrections and conditional release statute, programs, and practices in a manner which makes public protection the paramount consideration in decision-making and promotes more openness, and accountability, and professionalism. The Board, in conjunction with the Ministry Secretariat and CSC, developed materials to support legislative drafting (including regulations to accompany the Act), and to support legislative debate in Parliament and the Senate. The Board also revised policies, procedures and processes to ensure consistency with the law, provided training for all staff and Board members, and developed a framework for monitoring key elements of legislative

implementation. A communications strategy and communications materials were produced to explain and support implementation of the Act. A decision registry was created and measures were put in place to facilitate attendance of observers at hearings. With proclamation of the CCRA in 1992, reporting against this initiative is considered complete.

Strategic Planning Framework (1993-1994 Initiative under Consolidation Strategic Direction

Heading: Following the Board's recent revised organizational structure, new definition of roles and responsibilities of regions and National Headquarters, the Board has reviewed, in consultation with staff and Board members, its process in planning and accountability cycle, revised its strategic plan and adjusted priorities and initiatives accordingly. This process will ensure that external factors are being taken into account in a new proactive and open way to do business.

Mission Review: In recent years, the Board experienced major changes in mandate, relationships with the community and with victims, and expectations for accountability. Given these developments, the Board began a mission review to ensure that strategic direction is consistent with legislative reform, current and expected environmental pressures, and including fiscal restraint. The results of this review, which will reflect input from staff and members in all areas of the Board, will contribute to refining the Board's mission and values, and position the Board for continuous improvement over the next five years.

Creating a Practical Planning and Accountability Framework: The Board faces growing public demands for greater professionalism and accountability. Increasingly, NPB will be required to demonstrate effectiveness in achieving objectives and delivering programs consistent with its legislative framework, public concerns for safety and protection and the imperatives of fiscal restraint. The Board has begun numerous activities including:

- A revision of the role and responsibilities of the Board's senior management and executive committee to contribute to a closer partnership between Board members and staff who provide the support to decision-making;
- Creation of a new directorate responsible for performance and service measurement;
- Integrated strategic and operational planning to link long-term direction, annual priorities and resource allocation within the Board;
- Activity-based costing to facilitate resource allocation and assessment of resource use and program performance against program priorities and objectives;
- Elaboration of work standards to ensure that program/service expectations are consistent with quality and improved efficiency;
- Performance based on accountability documents for senior managers and Board members; and
- development of meaningful performance indicators, and ongoing review of performance to assess progress.

Defining and Sustaining Quality and Efficiency: Quality improvement during a period of ongoing fiscal restraint requires that the Board develop, build corporate support for, and implement an extensive agenda to manage the tension between quality and efficiency. Important aspects to sustain this include:

- Organizational streamlining at headquarters and better linkages with regions to support empowerment of employees, stimulate innovation and adaptability and improve program delivery;
- Simplification of work processes to eliminate duplication, reduce paper burden and needless constraints, support innovation and emphasize clients and service in the program delivery context.

Family Violence (1993-1994 Initiative): Within the renewed federal family violence initiative, the Board received Cabinet and Treasury Board approval for proposals to address issues of family violence and conditional release. This approval included \$400,000 in additional funds over four years for:

- training to build understanding and awareness of family violence within the Board;
- research to examine family violence as a factor in risk assessment;
- information exchange to enhance public understanding of family violence;
- consultation to improve joint planning and delivery of family violence related services; and
- evaluation to assess the effect of the NPB component of the renewed federal family violence initiative.

In 1993-94, the Board continued to examine violence in intimate and dependent relationships as a factor in risk assessment and decision-making, develop effective training materials and provide training in this area, and develop with CSC, service delivery approaches which are sensitive to the needs of victims of family violence. An evaluation report conducted by independent professionals commended the Board's efforts for its efficiency and effectiveness. The report also confirmed that the Board's strategy in this area is logical and sound. In 1994-95, the Board will respond to the recommendations and prepare a plan of action. The plan will address the needs of special interest groups and integrate knowledge and understanding of family violence risk factors into the assessment for conditional release decisions to enhance the protection of vulnerable individuals.

Aboriginal Justice (1993-1994 Initiative): In 1991, the Board received Cabinet and Treasury Board approval, as part of the federal aboriginal justice initiative, for a program of research, training, policy development and public information to address issues related to aboriginal peoples and conditional release. This approval included \$400,000 in additional resources for the period 1991-92 to 1995-96. Over the past year, the Board has implemented numerous measures to support this initiative.

The Board continued its pilot project in the Prairie region in which hearings for aboriginal offenders are held with an Elder's assistance. The Board is currently monitoring and assessing this project against the principle of the duty to act fairly. In addition, with the Ministry Secretariat, the Board continued a validation review of the Statistical Information on Recidivism (SIR) Scale (used to assess an offender's likelihood of recidivating) to determine the

appropriateness of the scale for aboriginal offenders. Work also continued toward developing an information system to collect and assess the results of conditional release reviews for aboriginal peoples. This information will be used to inform policy, program development, and communications.

To assist aboriginal offenders in preparing for hearings, the Board, with CSC, provided culturally sensitive information sessions at admission and at parole eligibility. In addition, the Board produced two videos explaining the various stages in the parole process for all offenders who have difficulty with written communication. The Board also prepared information sheets translated into aboriginal languages, for use by aboriginal volunteers when they meet with offenders and developed a specific orientation and training agenda.

In 1994-95, the Board will continue, in concert with federal aboriginal justice initiatives, its initiatives for policy and procedural development, and training to ensure that conditional release risk assessment and decision-making is sensitive to the needs of aboriginal offenders and communities.

Pardons Productivity Initiative (1991-1992 Initiative): Update on this initiative is considered completed and is reported under the Program Effectiveness section.

E. Program Effectiveness

Criteria for measuring the efficiency and effectiveness of the Board must be related to its mandate, mission and specifications for program improvement:

- **Conditional release** - review of cases and rendering conditional release decisions in a professional, fair, open, accountable and timely manner;
- **Pardons and clemency** - review of applications and rendering of decisions on pardons and recommendations on the exercise of the royal prerogative of mercy in a professional, fair, open, accountable and timely manner; and
- **Corporate policy and management** - rendering of decisions and provision of information and services in a professional, fair, open, accountable and timely manner.

The articulation of results and performance standards in these three areas reflect the program responsibilities of the Board, the broad areas against which resources are allocated, and the areas where results are anticipated. The Board has adopted a number of measures of efficiency for each program area. A sample of these performance indicators is provided below. These indicators, developed before legislative reform and are expected to undergo significant revision in fiscal year 1994-95.

Figure 11: Performance Indicators for Efficiency, 1989-90 to 1992-93*

	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>
Conditional Release:				
• Expenditure per release decision	\$347	\$294	\$264	\$264
• Expenditure per control decision	\$348	\$292	\$261	\$265
Pardons and Clemency:				
• Expenditure per notification of decision	\$128	\$134	\$136	\$42
Corporate Policy and Management:				
• Expenditure as % of total NPB expenditure	12%	11%	10.3%	9.6%

* Constant (1982-83) dollars used for financial calculations. Inflation factors (1983-84/5.2%, 1984-85/4%, 1985-86/3.9%, 1986-87/4.5%, 1987-88/3.6%, 1988-89/4.6%, 1989-90/4.1%, 1990-91/6.3%; 1991-92/1.6% Source-Statistics Canada, Consumer Price Index).

Recent reductions in expenditures per conditional release decision (about 20% from 1988-89 to 1992-93) reflect the effect of efficiency improvement in managing conditional release caseloads and related decisions, combined with additional time (consistent with work standards) for Board members to study and review cases in support of quality decision-making.

Decreases in expenditures per notification of pardon granted reflect the impact of the Board's strategy for improved efficiency. In 1992-93, the Board completed work on over 30,000 pardon applications, compared with an average of about 10,000 in previous years. Expenditures per notification of pardon decreased by almost 70% from \$136 to \$42.

Efficiency ratios for "corporate policy and management" reflect the effect of resource reductions already applied to this area to protect program delivery capacity in the areas of conditional release and pardons and clemency. For 1993/94 and future years, performance against these indicators is expected to continue to improve as the Board implements resource reductions flowing from government restructuring and reorganization. Treasury Board directed that 25% of all reductions to operating budgets be achieved through administrative streamlining. In fact, over 80% of reductions are planned in this area. The Board will, therefore, face the challenge of delivering corporate policy and management services at a level which ensures effective support for the conditional release and pardons and clemency programs. The Board is committed to ensuring that fewer resources will not mean less service.

Conditional Release: Social scientists have proposed many methods for measuring the effectiveness of conditional release; however, there is little consensus as to what constitutes a valid and reliable measure of success.

For the purpose of this document, two measures are used to assess the effectiveness of conditional release for offenders released from federal institutions under full parole and statutory release (formerly mandatory supervision or MS). The first, revocation rates, reflect the proportion of offenders returned to prison by a decision of the Board either as a result of a breach of release conditions (including conviction for a new offence) or to prevent a breach of conditions. The second, recidivism rates, illustrate the proportion of individuals who are revoked as well as individuals who are returned to prison for commission of a new offence after

their warrant expiry date. Changes in these rates are the result of a complex set of factors, few of which are under the complete control of any one organization. Significant alterations in these rates would, however, be of interest to all criminal justice agencies given their mandates for public safety, and particularly those agencies whose policies and procedures affect the release of offenders. Past studies have shown that a four to five year follow-up is sufficient to demonstrate revocation and recidivism patterns.

As background to discussion of effectiveness, this section provides information on the volumes and outcomes of NPB conditional release decisions from 1988-89 to 1992-93. Figure 12 summarizes decisions by type of release and detention for the period of review. Figures 13 and 14 provide details on grant rates for provincial and federal inmates related to day parole and full parole. Figure 14 provides information about detention.

Figure 12 - Summary of NPB Decisions by Type 1988-89 to 1992-93

Type of Decision	1988-89	1989-90	1990-91	1991-92	1992-93
	Number (%)				
Escorted Temporary Absence	313 (1.1)	347 (1.1)	392 (1.2)	497 (1.5)	499 (1.4)
Unescorted Temporary Absence	1,637 (5.6)	1,600 (5.3)	1,652 (5.0)	1,658 (4.9)	1,655 (4.8)
Day Parole	11,600 (39.5)	11,620 (38.1)	13,169 (40.2)	13,431 (39.5)	13,893 (40.2)
Full Parole	10,569 (36.0)	10,678 (35.0)	11,273 (34.4)	11,599 (34.2)	11,895 (34.4)
Statutory Release	4,985 (17.0)	5,882 (19.3)	5,937 (18.1)	6,331 (18.6)	6,120 (17.7)
Detention	257 (0.9)	339 (1.1)	375 (1.1)	448 (1.3)	493 (1.4)
Other	- -	- -	- -	- -	- -
TOTAL	29,361 (100.0)	30,466 (100.0)	32,798 (100.0)	33,964 (100.0)	34,555 (100.0)

* Less than 0.1%

Between 1988-89 and 1992-93, day parole grant rates for provincial offenders ranged between 62% to 67%. Grant rates for full parole for provincial offenders under NPB jurisdiction ranged from about 63% to 68%. In comparison, during this same period, grant rates for federal offenders for day parole ranged between 61% to 66%. Grant rates for federal offenders for full parole (Figure 14) ranged from about 29% to about 36%.

Figure 13 - Grant Rates, Day Parole and Full Parole for Provincial Offenders under NPB Jurisdiction

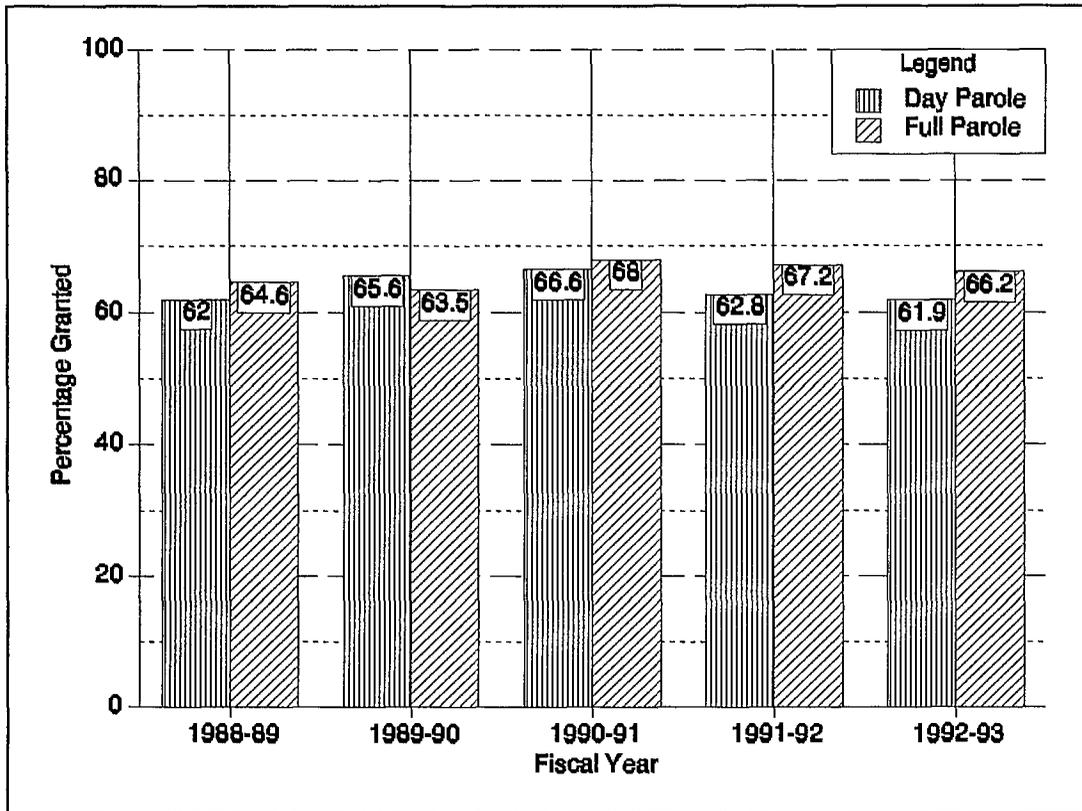
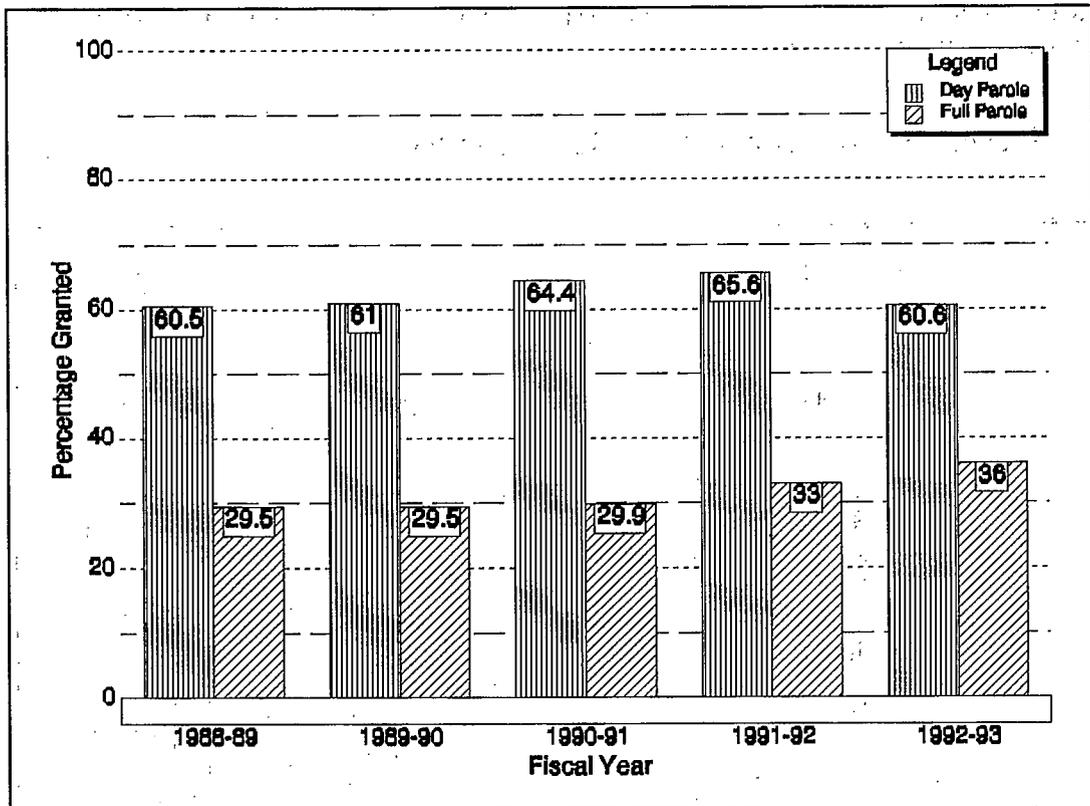
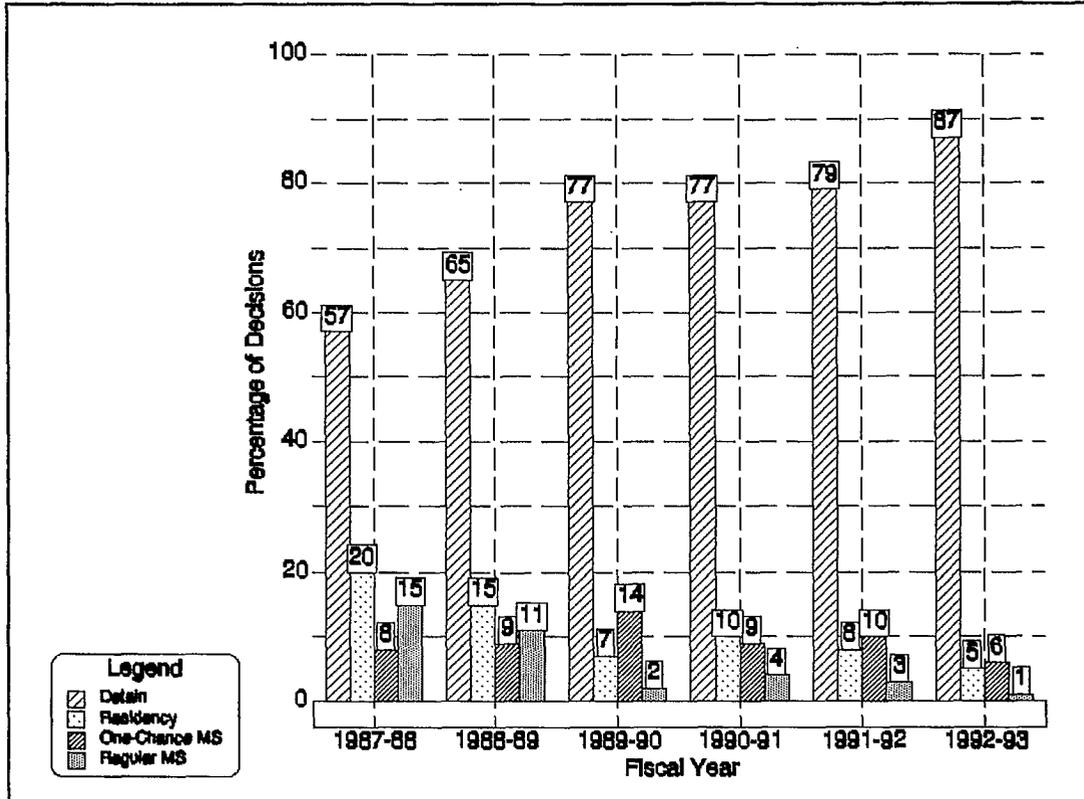


Figure 14 - Grant Rates, Day Parole and Full Parole for Federal Offenders



During the period 1987-88 to 1992-93, 1,219 offenders were referred to the Board for detention. For the six-year period, 76% (922) of these referrals resulted in a decision to detain. Ten per cent (119) resulted in a decision to release with a residency requirement; and 9% (111) of cases involved decisions for one-chance MS releases; about 5% (67) of cases resulted in decisions to release on regular MS.

Figure 15 - Detention Decisions by Date of Referral



Figures 16 and 17 display the outcomes of federal full parole and mandatory supervision releases for 1983-84 to 1987-88. It should be noted that a small percentage of offenders released between 1983 and 1988 and remaining under supervision, were revoked in the past year causing slight adjustments to rates of revocation reported in previous expenditure plans. Revocation rates for parole and mandatory supervision and the relationships between these rates have remained relatively stable over the period 1983-84 to 1987-88, with revocation rates for parole running about 20% lower than MS. Similarly, the rates of recidivism for parole and MS have remained relatively stable with the recidivism rates for offenders on parole running about 30% lower than those released under mandatory supervision.

Figure 16 - Revocation Rates 1983-84 to 1987-88

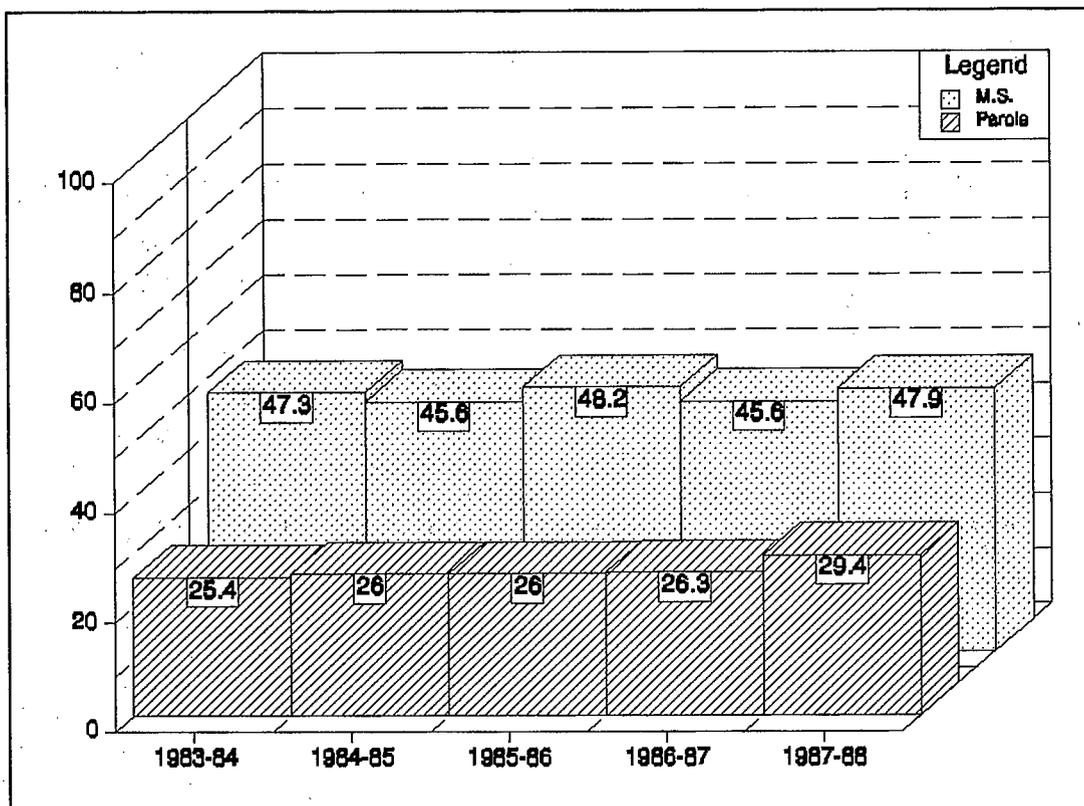
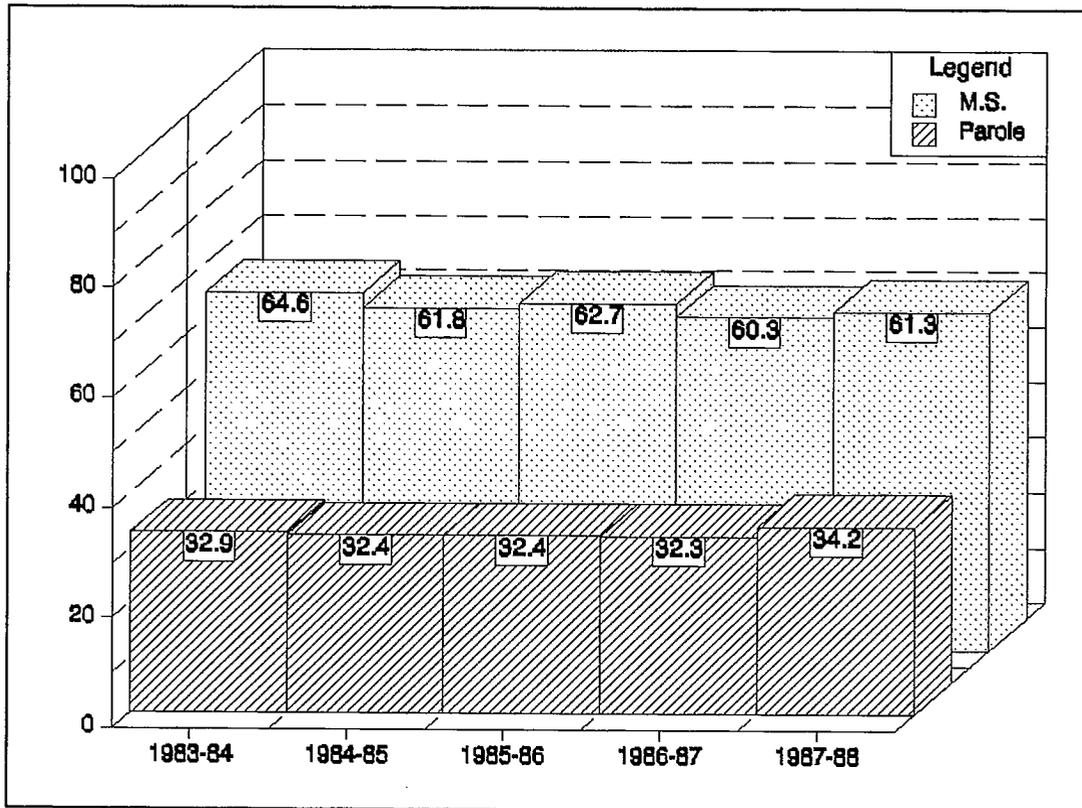


Figure 17 - Recidivism Rates 1983-84 to 1987-88



Another important measure of the effectiveness of the conditional release program is the Board's ability to comply with statutory requirements and provide the procedural safeguards in a timely manner.

Figure 18: Compliance with Statutory Requirements, 1989-90 to 1992-93

Regulation	Percentage of Compliance			
	89-90	90-91	91-92	92-93
Written notification of parole eligibility date to federal inmates within six months of admission	100%	100%	100%	100%
Statutory hearings/reviews before parole eligibility date	99.3%	99.4%	98.6%	99%
Written reasons for negative parole decision within 15 days of the decision	92.7%	93.7%	94%	96%
Provision of 14 days notice of the post-suspension hearing is given when a hearing is requested	100%	100%	100%	100%

The less than 100% compliance in conducting panel hearings before parole eligibility date is due, in part, to factors such as inmate transfers and the reduction of sentence length upon appeal, and in part to growing workloads. The less than 100% compliance with the requirement to provide written reasons for negative parole decisions within 15 days is also due to workload pressures.

Pardons and Clemency: Through the review of appropriate information and the weighing of significant factors the Board issues or grants pardons and formulates recommendations to the Governor in council for the exercise of the royal prerogative of mercy. An indicator of the Board's effectiveness in this area is the average time involved in processing applications for pardons. In previous years the Board considered six months to be the optimum average process time for all pardon applications. In practice, however, average processing times varied significantly due to large volumes of applications which exceeded capacity. Growth in the annual numbers of applications and average processing times is illustrated below:

	1986-87	1988-89	1990-91	1992-93
Applications	11,500	22,395	25,667	25,249
Average process time (months)	7	9	12	6*

Improvement achieved in 1992-93 in this area was noteworthy. The Board set new standards for service:

<u>Description</u>	<u>Standard</u>
Summary convictions (<i>pardons issued</i>)	2 months
Indictable offences (<i>not on serious offences list, or serious offences for which 10 years conviction-free have passed</i>)	4 months
Indictable offence (<i>on serious offences list for which 10 years conviction-free have not passed</i>)	6 months

Data are not yet available to report formally for 1993-94; however, a random sampling of files indicates a high rate of success in meeting the above timeframes.

Corporate Policy and Management: In assessing the effectiveness of the corporate policy and management area, the Board considers two aspects:

- the efficiency of corporate services delivered in support of the programs; and
- the quality of information provided to help assess and improve the effectiveness of program delivery.

Corporate Services: This program has continued to operate effective corporate services despite having to absorb significant and enduring resource reductions in response to government-wide cuts and the need to redeploy resources to priorities in the areas of conditional release and pardons and clemency by:

- Streamlining and automation, decentralization of responsibility, and appropriate delegation of authority;
- Establishment of an Information Management System through computer and software upgrades;
- Development of effective local- and wide-area networks for information exchange; and
- Development of automated information systems for planning and resource management, records management, and human resource management.

Specific indicators of effectiveness for corporate services are under development and should be ready for testing and implementation in fiscal year 1994-95.

Information for Program Effectiveness: As a base for strategic management and accountability in program delivery, the Board systematically reviews the conditional release and pardons and clemency programs to assess the extent to which they respect the law and support the achievement of the Board's mission and objectives for public safety. Annual plans and efforts have, therefore, involved an integrated approach to program review in which evaluation, audit, and management studies provide complementary information to address important program issues. Recent major studies have included:

- Review of Records Management: This 1993-94 study, provided a framework for improvement of work related to the collection, storage, retrieval, and disposal of information for NPB management and operations. The study provided recommendations on process streamlining, automation, and decentralization of responsibilities to enable the Board to reduce resources for the records management function, while significantly improving service delivery.
- Review of work process in the Appeal Division: During 1993-94 the Board reviewed the work processes and workload levels of the Appeal Division and developed proposals to streamline operations and increase efficiency to enable the Division to reduce the backlog of cases that had developed and to manage workload increases projected for the next three to five fiscal years.

Family Violence: An independent evaluation was conducted. Results are highlighted on page 29.

Section II
Supplementary Information

A. Profile of Program Resources

1. Financial Requirements by Object

National Parole Board financial requirements by object are presented in Figure 19.

Figure 19: Details of Financial Requirements by Object

(thousands of dollars)	Estimates 1994-95	Forecast 1993-94	Actual 1992-93
Personnel			
Salaries and wages	18,862	19,801	18,213
Contributions to employee benefit plans	2,452	2,438	1,810
Other personnel costs	-	-	-
	21,314	22,239	20,023
Goods and services			
Transportation and communications	2,977	2,726	2,317
Information	265	250	294
Professional and special services	650	800	1,085
Rentals	65	90	113
Purchased repairs and upkeep	150	160	220
Materials, utilities and supplies	260	250	334
Other subsidies and payments	5	5	9
	4,372	4,281	4,372
Capital			
Minor capital*	74	550	811
Controlled capital**	-	-	-
	74	550	811
Transfer payments	-	-	-
Total expenditures	25,760	27,070	25,206

* Minor capital is the residual after the amount of controlled capital has been established. In accordance with the operating budget principles, these resources would be interchangeable with personnel and goods and Services expenditures.

** Controlled capital contains budgetary expenditures for investment in: the acquisition of land, buildings and engineering structures and works; the acquisition or creation of other capital assets considered essential to ongoing program delivery; and major alterations, modifications or renovations that extend the use of capital assets or change their performance or capability.

1 Forecast date - January 18, 1994

2. Personnel Requirements

The National Parole Board is an operations organization, with personnel costs (including statutory contributions to employee benefit plans) constituting 83% of total operating costs.

Figure 20: Details of Personnel Requirements

	FTE* Estimates 1994-95	FTE Forecast 1993-94	FTE Actual 1992-93	Current Salary Range	1994-95 Average Salary Provision
OIC appointments ¹	69	69	60	45,600-170,500	104,410
Executives ²	10	13	13	63,300-128,900	79,000
Scientific and professional	2	2	2	20,600-128,900	55,000
Administrative and Foreign service	156	160	151	17,994-78,759	48,000
Technical	1	1	1	16,608-75,927	-
Administrative support	133	136	135	16,648-48,804	28,832
	371	381	362		

* Full-time equivalent (FTE) is a measure of human resource consumption based on average levels of employment. FTE factors out the length of time that an employee works during each week by calculating the rate of assigned hours of work over scheduled hours of work. FTEs are not subject to Treasury Board control but are disclosed in Part III of the Estimates in support of personnel expenditure requirements specified in the Estimates.

Note: The current salary range column shows the salary ranges by occupation group as of October 1, 1993. The average salary column reflects the estimated base salary costs including allowance for collective agreements, annual increments, promotions, and merit pay. Year-to-year comparison of averages may be affected by changes in the distribution of the components underlying the calculations.

1 This includes all those at the DM level and all GICs.

2 This includes all those in the EX-1 to EX-5 range inclusive.

3. Net Cost of Program

The estimates of the program include only those expenditures to be charged to its voted authorities. Figure 21 provides details of other cost items which need to be taken into account to arrive at the estimated total cost of the Program.

Figure 21: Total Cost of the Program for 1994-95

(thousands of dollars)	Main Estimates 1994-95	Add* Other Costs	Estimated Total Program Cost	
			1994-95	1993-94
Ongoing work of the National Parole Board	25,760	2,594	28,354	29,702

* Other costs of \$2,594,000 consist of:	(\$000)
- accommodation received without charge from Public Works	1,528
- cheque issue and other accounting services as well as compensation administration received without charge from Government Services Canada	44
- employee benefits covering the employer's share of insurance premiums and costs paid by Treasury Board Secretariat	841
- Legal Services provided by Department of Justice	181
Total	2,594

B. Other Information

1. Acts and Regulations

The National Parole Board administers these statutes in whole or in part:

- *Corrections and Conditional Release Act, S.C. 1992, c.20 and Regulations*
- *Criminal Records Act, R.S. 1985, c.C-47, as amended by S.C. 1992, c.22*
- *Prison and Reformatories Act, R.S. 1985, c. P-21*
- *Criminal Code of Canada, R.S. 1985, c. C-46*
- *Letters Patent constituting the Office of Governor General of Canada (1947)*, Canada Gazette, Part I, Vol. 81, p. 3104

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All items in this bibliography were published by the National Parole Board, unless otherwise indicated.

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Parole: Balancing Public Safety and Personal Responsibility, March 1994

Questions and Answers Handbook About Corrections and Parole in P.E.I. (in process)

Royal Prerogative of Mercy, February 1994

NPB This Week (weekly)

Basic Facts, March 1994

Audio-visual productions

Aboriginal Healing and Risk Assessment (in process)

3. Index

A

Aboriginal Justice	6, 17, 19, 29, 30
Accelerated Parole Review	13
Accountability	5, 16-19, 27, 28, 39
Acts and Regulations	3, 42
Appeals	26

B

Bibliography	3, 42
Board members	7-10, 13, 14, 17, 18, 27, 28, 31

C

Chairperson	7, 14
Conditional Release	30
Corporate Policy and Management	9, 12, 14, 19, 30, 31, 38
Correctional Reform	27
Corrections and Conditional Release Act	7, 10-13, 18, 26, 27, 42
Crime Trends	15
Criminal Records Act	9, 11, 18, 42

D

Day Parole	12, 20-22, 25, 32-34
Decision Policies	14, 17
Detention	13, 19, 26, 27, 32, 35
Diversity	5, 15, 17
Drug Offenders	26

E

Efficiency	5, 6, 9, 28-31, 38, 39
Environment	2, 3, 5, 15, 16
Ethnocultural Communities	5
Expenditures	4
External Factors	3, 15, 28

F

Family Violence	6, 8, 16, 19, 29, 39
Financial Requirements by Object	40
Forecast	6, 22-25
Full Parole	20, 23, 32, 33

H

Hearings	13, 17-19, 28-30, 37, 38
Highlights	5, 7

I	
Initiatives	27
Introduction	11
L	
Legislative Implementation	18, 27
Legislative Reform	28, 30
M	
Mandate	3, 11, 14, 28, 30
Mission	3, 11, 17, 28, 30, 39
O	
Openness and Accountability	5, 19
P	
Pardons and Clemency	9, 12, 13, 18, 19, 30, 31, 38, 39
Parole Decisions	38
Parole Review	13
Personnel Requirements	40, 41
Professionalism	5, 8, 12-14, 17, 27, 28
Program Description	3, 12
Program Objective	3, 11
Program Organization	3, 14
Public Concerns	16, 28
Public Safety	5, 11, 15, 16, 18, 32, 39, 42
Purpose and Principles	18
R	
Restructuring	7, 8, 31
Risk Assessment	5, 7, 12, 15, 16, 18, 29, 30, 42
S	
Senior Management Information System	
Service Standards	7, 9, 10, 19
Statutory Requirements	37
T	
Timeliness	5
Training	5, 8, 10, 12-14, 16-18, 27, 29, 30

V

Victims 5, 6, 12, 16-19, 28, 29
Violent and Sexual Offenders 5
Visible Minorities 5, 17

W

Work Standards 28, 31
Workload Growth 5, 18