

National Parole Board Performance Report



**For the period ending
March 31, 2005**

Hon. A. Anne McLellan, P.C., M.P.
Minister of Public Safety and Emergency Preparedness Canada

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Note: (HL)* denotes a hyperlink to NPB's web-site

Section I: Overview

1. Chairperson's Message

The annual performance report for the National Parole Board (NPB) is a detailed expression of two legislated principles that underpin all aspects of the Board's work. The first is the Board's overarching commitment to public safety. The second is the requirement for NPB to operate in an open and accountable manner.

The *Corrections and Conditional Release Act* (CCRA) identifies public safety as the paramount consideration in conditional release decision-making. Consistent with this legislative requirement, the Board emphasizes public safety in its Mission statement, its decisions policies, its training program for Board members and in the risk assessment process it applies to every case that it reviews.

Public safety is also the focal point for NPB's performance assessment and reporting. In this context, the Board assesses performance in terms of the outcomes of release, that is, what happens in the community after the Board makes a decision to grant parole. Long-term information on the outcomes of release indicates most releases on parole (90%) do not result in a new offence. Information on re-offending by parolees, in fact, indicates that annual convictions for violent offences have declined considerably over the past several years. Progress has been made, but efforts must continue to ensure quality decisions for the safe reintegration of offenders in the community. Work related to the processing of pardon applications also contributes to public safety. Program information indicates that the vast majority of pardon recipients remain crime free in the community.

Greater accountability in government at all levels is a topic that has attracted much attention in recent years. At first glance, accountability might be seen as a challenging concept for an organization such as the National Parole Board which is characterized as an independent administrative tribunal. The reality is, however, that NPB operates within one of the strongest public accountability frameworks in government.

The CCRA provides the foundation for NPB accountability through provisions dealing with information for victims of crime, observers at hearings, access to the Board's registry of decisions and investigation of serious incidents in the community. These provisions have had a profound impact on the Board. Since 1992 when the CCRA was introduced, the concept of openness has evolved considerably and exerted a positive impact on NPB policies, training and operations.

These provisions have certainly added complexity to NPB's operating environment. For example, media access to NPB hearings and the decision registry has contributed to more frequent reporting on NPB and stimulated more vigorous and frequent debate of parole and related matters. At the same time, they have improved the accuracy of media reporting and required NPB to develop a citizen engagement strategy designed to provide the public with meaningful opportunities to discuss parole and related matters.

The openness provisions of the Act have also had a major impact on NPB workloads. For example, each year, the Board has more than 15,000 contacts with victims of crime who seek information about the offender who harmed them, and their involvement in the conditional release process. It is interesting to note that the Board's response to workload pressures has generated positive feedback from many stakeholders in the conditional release process. While victims, for example, do not always agree with the decisions of the Board, the vast majority of those surveyed expressed a high degree of satisfaction with the quality and timeliness of information and assistance provided by NPB staff.

A commitment to openness and accountability has also shaped the process used by the Board and the Correctional Service of Canada (CSC) to investigate cases where a release on parole has resulted in a murder. In response to public calls for a more open and objective approach, the Board and CSC refined the investigation process so that it is now led by a community representative. In 2004/05, two investigations of this type were conducted. The findings and NPB's planned responses are distributed to all Board members, and relevant NPB staff to improve policy, training and decision-making. The information is also shared with victims and with interested media and the Standing Committee on Justice, Legal Affairs, Public Safety and Emergency Preparedness, following vetting under the Privacy Act.

Perhaps the most interesting implication of the openness provisions of the CCRA is the impact that they have had on the organizational development of the Board. These provisions have helped to create an organization which accepts the concept of openness as a fundamental aspect of public accountability and which recognizes that quality conditional release decisions are dependent upon information from a variety of sources, including the offender, the victim, and the community.

The information in this report demonstrates the Board's commitment to public safety, openness and accountability. The report illustrates progress that has been made and areas where improvements are necessary. Determination to make progress in these areas, in fact, to work in an environment of continuous improvement, will position the Board for effective support for the safe communities agenda identified as a key priority for the portfolio of Public Safety and Emergency Preparedness.

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

2. Management Representation Statement

I submit, for tabling in Parliament, the 2004/05 Departmental Performance Report (DPR) for the National Parole Board. This document has been prepared based on the reporting principles contained in the Treasury Board of Canada Secretariat's Guide for the Preparation of 2004-05 Departmental Performance Reports:

- It addresses the specific reporting requirements;
- It uses an approved Program Activity Architecture;
- It presents consistent, comprehensive, balanced and accurate information;
- It provides a basis of accountability for the results pursued and achieved with the resources entrusted to NPB; and
- It reports finances based on approved numbers from the Estimates and Public Accounts of Canada.

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

3. Summary Information

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. The Board also makes pardon decisions, and recommendations respecting clemency through the Royal Prerogative of Mercy (RPM).

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 parole boards. There are provincial boards in Quebec, Ontario, and British Columbia. In addition, the Board has extensive legislated responsibilities related to openness and accountability, including information for victims of crime, observers at hearings, access to NPB's registry of decisions, public information and investigation of tragic incidents in the community. The *CRA* authorizes the Board to grant or revoke pardons for convictions under federal acts or regulations. The Governor General or the Governor in Council approves the use of the RPM for those convicted for a federal offence, following investigations by the Board, and recommendations from the Minister of Public Safety and Emergency Preparedness.

Mission and Values

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.

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.*

Total Financial Resources 2004/05

Planned	Authorities	Actual
\$33,848,000	\$41,355,627	\$41,126,548

Total Human Resources 2004/05

Planned	Actual	Difference
394	385	-9

Performance Summary

Strategic Outcome	Spending in 2004/05								
<i>Quality conditional release decisions which contribute to public protection through the safe reintegration of offenders in the community. (see pages 10 to 14 for details)</i>	<table> <tr> <td>Planned Spending</td> <td>\$ 31,313,000</td> </tr> <tr> <td>Actual Spending</td> <td>\$ 30,896,811</td> </tr> <tr> <td>Variance</td> <td>\$ 416,189</td> </tr> <tr> <td>FTE used</td> <td>285</td> </tr> </table>	Planned Spending	\$ 31,313,000	Actual Spending	\$ 30,896,811	Variance	\$ 416,189	FTE used	285
Planned Spending	\$ 31,313,000								
Actual Spending	\$ 30,896,811								
Variance	\$ 416,189								
FTE used	285								
2004-05 Priorities Commitments	Results								
<ul style="list-style-type: none"> • Effective management of legislative responsibilities: Key indicators include: <ul style="list-style-type: none"> ➤ Outcomes of release on parole; ➤ Numbers/rates of convictions for violent offences for offenders on parole; ➤ Post-warrant expiry reoffending and return to a federal penitentiary. • Support for federal initiatives related to substance abuse and fetal alcohol syndrome. • Continuation of the quality conditional release initiative. 	<ul style="list-style-type: none"> • Completion of 21,500 conditional release reviews: <ul style="list-style-type: none"> ➤ 90% of parole releases – no new offence. 99% - no new violent offence. ➤ Annual convictions for violent offences by parolees down 75% since 94/95. ➤ 9 in 10 offenders who reach warrant expiry on full parole do not return to a federal penitentiary. • Plans developed to integrate information on substance abuse, fetal alcohol syndrome in NPB policies, training. • Plans developed to enhance quality decision-making based on: <ul style="list-style-type: none"> ➤ more time for Board members to prepare for and complete conditional release reviews; ➤ revitalized orientation and training for Board members; and ➤ strengthened staff support for Board member decision-making. 								
<ul style="list-style-type: none"> • Work with partners to modernize CCRA. • Effective Corrections initiative: <ul style="list-style-type: none"> ➤ Implement decision models to address the needs of Aboriginal offenders; ➤ Evaluation of effective corrections to support conversion of temporary funding to permanent funding. • Improve information for decision-making through development of the Conditional Release System (CRS). 	<ul style="list-style-type: none"> • Bill C-46 tabled in 2005. <ul style="list-style-type: none"> ➤ Use of elder-assisted hearings expanded, over 700 held in 2004/05. ➤ Evaluation completed, accepted by Treasury Board. Funding for effective corrections added to NPB base. • CRS implementation delayed. 								
Strategic Outcome	Spending 2004-05								

<p><i>Open and accountable conditional release processes that ensure active involvement and engagement of victims and the public before and after conditional release decisions are made (see pages 15 to 19 for details).</i></p>	<table> <tr> <td>Planned Spending</td> <td>\$ 3,442,000</td> </tr> <tr> <td>Actual Spending</td> <td>\$ 5,295,425</td> </tr> <tr> <td>Variance</td> <td>\$ 1,853,425</td> </tr> <tr> <td>FTE used</td> <td>55</td> </tr> </table>	Planned Spending	\$ 3,442,000	Actual Spending	\$ 5,295,425	Variance	\$ 1,853,425	FTE used	55
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Actual Spending	\$ 5,295,425								
Variance	\$ 1,853,425								
FTE used	55								
<p align="center">2004/05 Priorities Commitments</p>	<p align="center">Results</p>								
<ul style="list-style-type: none"> • Effective management of legislative responsibilities. • Continued measures to address the needs of victims. • Efforts to address growing diversity in the community and the offender population. 	<ul style="list-style-type: none"> • 15,479 contacts with victims, 1,173 observers at hearings, 5,230 decisions distributed from the decision registry. Over 90% of victims surveyed expressed satisfaction with the quality and timeliness of information provided by NPB. • Support for government plans for a fund to pay victims' travel costs to attend NPB hearings (Nov/05). • Refinement of recruitment processes for Board members and staff to focus on Aboriginal and visible minority candidates. • NPB policy and training revised to address issues of ethnicity. 								
<p align="center">Strategic Outcome</p>	<p align="center">Spending 2004-05</p>								
<p><i>Quality pardon decisions and clemency recommendations which contribute to public protection and support the process of rehabilitation (see pages 19 to 21 for details).</i></p>	<table> <tr> <td>Planned Spending</td> <td>\$ 4,145,000</td> </tr> <tr> <td>Actual Spending</td> <td>\$ 4,934,312</td> </tr> <tr> <td>Variance</td> <td>\$ 789,312</td> </tr> <tr> <td>FTE used</td> <td>45</td> </tr> </table>	Planned Spending	\$ 4,145,000	Actual Spending	\$ 4,934,312	Variance	\$ 789,312	FTE used	45
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Variance	\$ 789,312								
FTE used	45								
<p align="center">2004/05 Priorities Commitments</p>	<p align="center">Results</p>								
<ul style="list-style-type: none"> • Effective management of legislative responsibilities. • Development of long-term plan to enhance service quality and productivity. 	<ul style="list-style-type: none"> • 22,920 pardon applications processed. Average process time 12 months, (cases involving summary convictions - 3 months). • Automated system for application processing developed. Implementation planned for Dec/05. Improvements expected (e.g., average process time for summary convictions cases to decline to 2 weeks). • 97% of all pardons granted remain in force. 								

Section II: Analysis By Strategic Outcome

Section II provides information on NPB performance for the strategic outcomes established in the Board's program activity architecture. The section begins with a brief discussion of the key factors in the Board's working environment, and the manner in which they influence program delivery and performance. It then details performance in 2004/05, emphasizing progress made toward plans and commitments in Plans and Priorities.

1. Challenges and Risks

NPB works in a complex environment, demanding effective support for government priorities, careful assessment of pressures within the justice system, thoughtful consideration of public issues and concerns in a dynamic community context, and rigorous pursuit of innovation to meet heavy workload pressures.

The Board's plans, priorities and performance measures reflect its legislated responsibilities and its enduring commitment to public safety, consistent with the federal government's safe communities agenda. Within this strategic framework, the Board delivers two legislatively based programs – conditional release and pardons and clemency. The Board also has a corporate service function which provides critical support for program delivery. The conditional release area is, by far, the most complex and resource intensive, accounting for more than 80% of annual program expenditures.

Program delivery for the Board is labour-intense. Salary costs amount to about 80% of program expenditures each year. Most of the remaining expenditures cover essential operating costs such as Board member travel to parole hearings. The high proportion of resources used for legislative responsibilities, combined with the high proportion of resources devoted to salary costs seriously constrains resource flexibility. In this context, managing heavy and increasingly complex workloads presents a constant challenge.

NPB's workloads are, for the most part, driven by factors beyond its control. For example, the legislative instruments governing the Board (*Corrections and Conditional Release Act, Criminal Records Act*) are prescriptive, specifying when and how the Board must conduct its business (e.g. when to conduct parole hearings). In addition, workloads are driven by the actions of offenders, victims, pardon applicants, and the community. In concrete terms, this means that NPB must deal with high workload volumes in tight timeframes, amid intense public scrutiny. For example, each year, the Board must complete 20,000 to 25,000 conditional release reviews, respond to 15,000 contacts from victims, arrange for more than 1,000 observers at its hearing, and send out 5,000 decisions from its registry of decisions in response to requests from victims, the media, and interested citizens. The Board must also manage about 20,000 pardon applications each year.

In addition to high workload volumes, the Board must deal with the growing complexity of conditional release decision-making, as reflected in two important trends. The first is the "hardening" of the federal offender population which is characterized by longer criminal histories, greater prevalence of violence, more gang affiliations, more serious substance abuse

problems and more serious physical and mental health problems. The second trend involves the need for innovative decision processes such as elder-assisted and community-assisted hearings which recognize the needs of Aboriginal offenders, and the increasing numbers of offenders from ethnoracial communities. Complexity is also influenced by the greater involvement of victims and observers at hearings, and the growing involvement of lawyers as offenders' assistants in the hearing process.

From a broad policy perspective, the Board continues to face important challenges such as the information needs of victims of crime, the impacts of diversity, the over-representation of Aboriginal people in the justice system, the growing need for effective information sharing throughout the justice system, and low levels of public confidence in parole and parole boards. All of these issues must be addressed in a manner that respects the law, NPB's responsibilities for public safety and the concerns of communities across the country.

2. Performance by Strategic Outcome

The Program Activity Architecture for the National Parole Board reflects the key aspects of its legislative framework (*Corrections and Conditional Release Act, Criminal Records Act*) and the areas of performance in which Parliament and the public most frequently express interest. The Board's strategic outcomes are, therefore, the cornerstones of its public accountability.

Data Sources and Reliability: Information for this report was extracted from NPB files and reports, a survey of victims of crime, and two major automated systems - the Offender Management System (OMS), and the Pardons Application Decision System (PADS). Data from OMS and PADS, as well as data entry and data collection activities are subject to rigorous review. When data errors are detected, they are corrected. Through these monitoring processes, the Board strives to produce information which is as timely and accurate as possible.

2.1 Quality Conditional Release Decisions

<p>Strategic Outcome: Quality conditional release decisions which contribute to public protection through the safe reintegration of offenders in the community.</p>
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Program Activity: Quality Conditional Release Decisions

Program Activity Description: Case review and quality decision-making by Board members; provision of staff support for decision-making; provision of appropriate training to ensure professionalism in all aspects of decision-making; and policy development and advice to guide decision-making.

Effectiveness for this activity is assessed through the monitoring of the outcomes of offenders on parole. Outcomes of release provide balanced information on performance. For example, completion of a period of release by an offender without return to an institution is an indicator of success. Revocation of release for a breach of the conditions of release is not a positive result for the offender, but from a community perspective it is a positive intervention to reduce risk.

Finally, releases which result in a new offence are clearly a negative result.

Total Financial Resources 2004/05

Planned Spending	Authorities	Actual Spending
\$ 26,624,250	\$ 30,560,073	\$ 30,896,811

Human Resources 2004/05

Planned	Authorities	Actuals
310	310	285

Each year, the Board conducts 20,000 to 25,000 conditional release reviews. The average direct cost for a parole hearing is estimated at \$850. The estimated cost for an elder-assisted hearing is \$1450.

Quality Conditional Release Decisions Progress Towards Commitments Made in Report on Plans and Priorities 2004/05		
Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> • Legislative responsibilities (CCRA) • Legislative Reform (CCRA) • Effective Corrections initiative 	<ul style="list-style-type: none"> • Effective management of legislative responsibilities. • Work with partners to ensure a relevant legislative framework. • Implement parole decision models to address the needs of Aboriginal offenders, and offenders from visible minority communities. • Assess the impacts and effects of the Effective Corrections initiative. • Strengthen information sharing through development of CRS. 	<ul style="list-style-type: none"> • 21,500 conditional release reviews completed. • Bill C-46 to reform the CCRA tabled in 2005. • Over 700 elder-assisted hearings held in 04/05. • Work continues to develop effective approaches for offenders from Nunavut and from visible minority communities. • Evaluation completed, accepted by Treasury Board. Results integrated with policy, training. • Implementation delayed/pending clarification of scope, funding etc.
<ul style="list-style-type: none"> • Conditional Release System (CRS) 		

Effective Management of Legislative Responsibilities (HL)*

The Board uses three indicators related to the performance of parolees in the community:

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

Information is also provided on 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 for Federal Offenders (HL)*

Long-term information on outcomes for federal offenders indicates that:

- 80% of releases on parole (day and full) are completed successfully.
- 13% of releases on parole are revoked for a breach of condition, compared with about 30% of releases on SR that end with a revocation for a breach of conditions.
- 5% or 6% of releases on parole end in a new offence, and about 1% ends in a new violent offence.
- Just under 60% of releases on SR are completed successfully, 12% to 15% end in a new offence and 3% end in a new violent offence.

Recent information on the outcomes of release (Table 1) is consistent with long-term trends. Care should be taken, however, with information for 2004/05, as numbers could change, as cases make their way through the court process.

TABLE 1 - OUTCOMES OF FEDERAL CONDITIONAL RELEASE												
RELEASE TYPE/YR.	SUCCESSFUL COMPLETION		REVOCAION For Breach Of Condition		TOTAL NO RECIDIVISM		RECIDIVISM (Revocation with Offence)				TOTAL RECIDIVISM	
	#	%	#	%	#	%	Non Violent		Violent		#	%
Day Parole	#	%	#	%	#	%	#	%	#	%	#	%
2002-03	2524	82.8	382	12.5	2906	95.3	122	4.0	22	0.7	144	4.7
2003-04	2505	83.3	365	12.1	2870	95.4	116	3.9	20	0.7	136	4.6
2004-05	2531	84.1	368	12.2	2899	96.3	98	3.3	14	0.5	112	3.8
Full Parole	#	%	#	%	#	%	#	%	#	%	#	%
2002-03	1162	72.6	273	17.1	1435	89.7	142	8.9	23	1.4	165	10.3
2003-04	1046	73.0	261	18.2	1307	91.3	109	7.6	16	1.1	125	8.7
2004-05	1045	73.1	262	18.3	1307	91.4	106	7.4	16	1.1	122	8.5
SR	#	%	#	%	#	%	#	%	#	%	#	%
2002-03	3138	57.7	1612	29.6	4750	87.3	543	10.0	148	2.7	691	12.7
2003-04	3117	57.9	1595	29.7	4712	87.6	520	9.7	147	2.7	667	12.4
2004-05	3091	58.2	1611	30.3	4702	88.5	498	9.4	109	2.1	607	11.5

Information on the outcomes of release for provincial offenders in the Atlantic and Prairies regions where NPB exercises parole decision-making authority for these offenders also shows positive results. Over the past five years, for example, 2% of parole releases involving provincial offenders resulted in a new offence, and less than 1% resulted in a new violent

offence. In real numbers, over the past five years, seven of 2,300 (.3%) parole releases for provincial offenders resulted in a new violent offence.

Offenders with Life Sentences for Murder (HL)*

"Lifers" represent a visible and growing segment of the federal offender population. Offenders with life sentences are not entitled to statutory release. Successful completion rates for day parole for offenders with life sentences are as high as, or higher than rates for other groups of offenders, and rates of reoffending are lower. The group most likely to reoffend is the property offence group (non-scheduled), followed by offenders incarcerated for a violent but non-sexual offence (e.g., armed robbery, assault).

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	
	03/04	04/05	03/04	04/05	03/04	04/05	03/04	04/05	03/04	04/05	03/04	04/05
Successful Completions	91.0	92.0	92.1	95.7	80.9	79.6	88.5	89.6	72.8	76.2	83.3	84.1
Revoked for breach of conditions	7.9	7.2	7.5	3.1	14.3	16.8	9.4	7.6	16.4	16.1	12.1	12.2
RECIDIVISM (Revocations with offence)												
Non-violent	1.1	0.8	0.4	1.2	3.4	2.8	2.1	2.8	9.8	6.8	3.9	3.3
Violent	0.0	0.0	0.0	0.0	1.3	0.8	0.0	0.0	1.0	0.9	0.7	0.5
Total	1.1	0.8	0.4	1.2	4.8	2.6	2.1	2.8	10.8	7.7	4.6	3.8

Offenders convicted for murder and released on full parole remain on parole for life. Long-term follow-up for this group indicates that about 8% reoffend. From April 1, 1994 to March 31, 2005, offenders with Life Minimum sentences had 2,052 full parole supervision periods. By March 31, 2005, 1,404 (68.4 %) of these supervision periods were still active. The outcomes of the remaining cases were as follows:

- 254 (12.4 %) offenders had died while on full parole.
- 237 (11.5 %) were revoked for a breach of conditions.
- 97 (4.7 %) were revoked for a non-violent offence.
- 60 (2.9 %) were revoked as a result of a violent offence.

Convictions for Violent Offences (HL)*

- From 1994/95 to 2003/04, the annual number of convictions for violent offences by day and full parolees declined by 75%.
- Rates of conviction per 1,000 offenders under supervision also indicate a sharp decline (from 59 to 15 for day parole and from 20 to 5 for full parole).
- Comparison of violent conviction rates and violent crime rates in Uniform Crime Reports show that full parolees are no more likely than the general public to commit a violent crime.

TABLE 3 - CONVICTIONS FOR VIOLENT OFFENCES BY RELEASE TYPE AND THE RATES OF CONVICTION PER 1000 OFFENDERS UNDER SUPERVISION							
YEAR	DAY PAROLE (convictions)	RATES PER 1,000	FULL PAROLE (convictions)	RATES PER 1,000	STATUTORY RELEASE (convictions)	RATES PER 1,000	TOTAL CONVICTIONS
1994/95	79	59	100	20	165	83	344
1995/96	63	53	64	14	185	83	312
1996/97	39	38	53	12	159	67	251
1997/98	37	30	48	12	155	62	240
1998/99	35	23	36	9	137	55	208
1999/00	56	36	42	9	157	56	255
2000/01	35	25	37	8	166	60	238
2001/02	30	23	33	8	147	51	210
2002/03	21	16	24	6	143	49	188
2003/04	20	15	20	5	147	49	187
2004/05*	14	11	19	5	109	36	142

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

Post Warrant Expiry Reoffending (HL)*

Post-warrant expiry reoffending information is based on readmissions to a federal institution for offenders who completed their sentence on full parole, SR or under incarceration, between 1988/89 and 1994/95. Long-term follow-up indicates that about 25% of these offenders have returned to a federal penitentiary. There are, however, differing rates of reoffending for offenders within this group:

- 1 in 10 offenders who reached warrant expiry on full parole have returned to a federal institution;
- for offenders who reached warrant expiry on SR, 3 in 10 have returned to a federal institution; and
- for offenders who remain incarcerated to warrant expiry (e.g. detained), 4 in 10 have returned to a federal institution.

Conditional release is founded on the principle that gradual release to the community, based on effective 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. 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 new sentence of two years or more). If all new offences (e.g. fines, sentences of less than two years) are considered, the rate of reoffending would increase. NPB does not have access to this information; however, work continues to develop a more comprehensive picture of post-warrant expiry reoffending.

2.2 Open and Accountable Conditional Release Processes

Strategic Outcome: Open and accountable conditional release processes that ensure active

involvement and engagement of victims and the public before and after conditional release decisions are made.

Program Activity: Conditional Release Openness and Accountability.

Program Activity Description: Provision of information for victims of crime; assistance for observers at hearings and those who seek access to NPB's decision registry; public information; and investigation of tragic incidents in the community.

This program activity is designed to ensure that the Board operates in an open and accountable manner, consistent with the provisions of the CCRA, and that it shares information effectively in support of public safety and effective conditional release. Work in this area recognizes that NPB operates in a difficult environment in which timely sharing of accurate information is fundamental to effective partnership and public trust. Results for this area are assessed by monitoring the timeliness of information shared and by conducting surveys of those who receive information and assistance from the Board (e.g. victims).

Financial Resources 2004/05

Planned Spending	Authorities	Actual Spending
\$ 4,894,840	\$ 5,551,080	\$ 5,295,425

Human Resources 2004/05

Planned	Authorities	Actuals
49	49	55

<p style="text-align: center;">Open and Accountable Conditional Release Processes Progress Toward Commitments Made in Report on Plans and Priorities 2004/05</p>		
Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> • Open and accountable decision processes 	<ul style="list-style-type: none"> • Effective management of legislative responsibilities 	<ul style="list-style-type: none"> • 15,479 contacts with victims, 1,173 observers at hearings, distribution of 5,230 decisions from the decision registry.
<ul style="list-style-type: none"> • Victims of Crime • Citizen Engagement Strategy • Boards of investigation. 	<ul style="list-style-type: none"> • Develop more inclusive process for victims of crime. • Expand strategy to rural, and ethnically diverse communities. • Investigate tragic incidents in the community. Report on findings. 	<ul style="list-style-type: none"> • Continuation of measures to allow victims to read statements at NPB hearings, and a small CSC/NPB national office for victims. • Response to federal plans to introduce a fund (at Justice) to pay travel costs for victims to attend NPB hearings (Nov/05). • Bill C-46 tabled in April 2005 includes provisions to provide victims with access to a recording of NPB hearings and to more information about the offenders who harmed them. • Outreach underway in all regions. • 2 investigations completed. Findings shared at NPB and with public, as required.

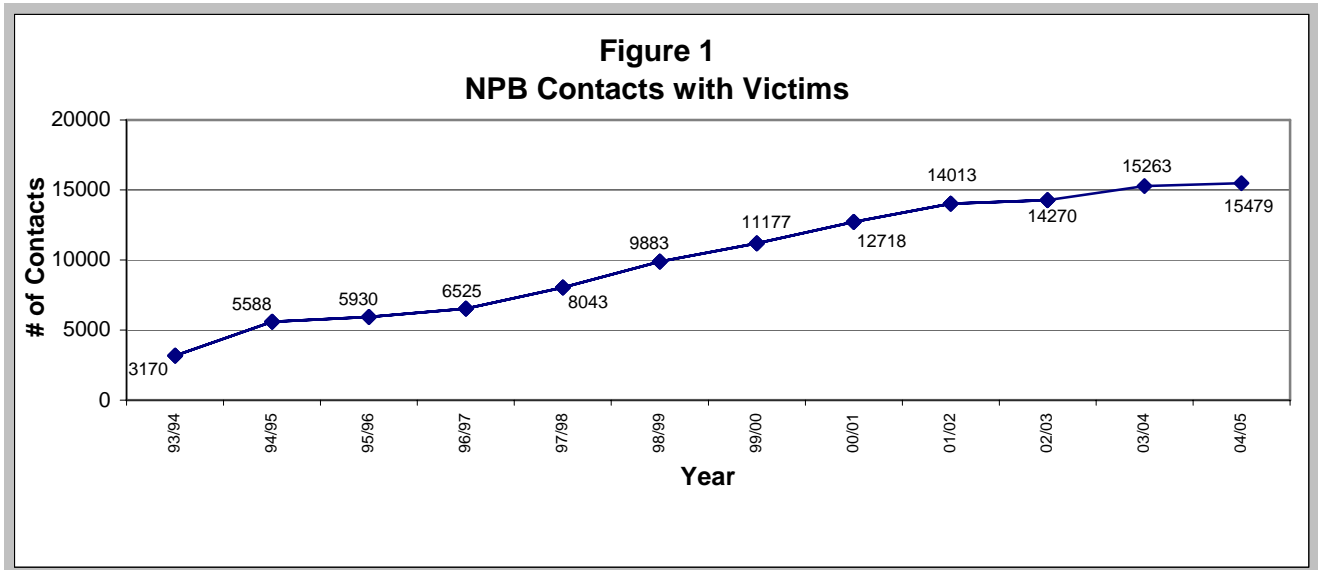
Effective Management of Legislative Responsibilities

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 assessment in this area has two components:

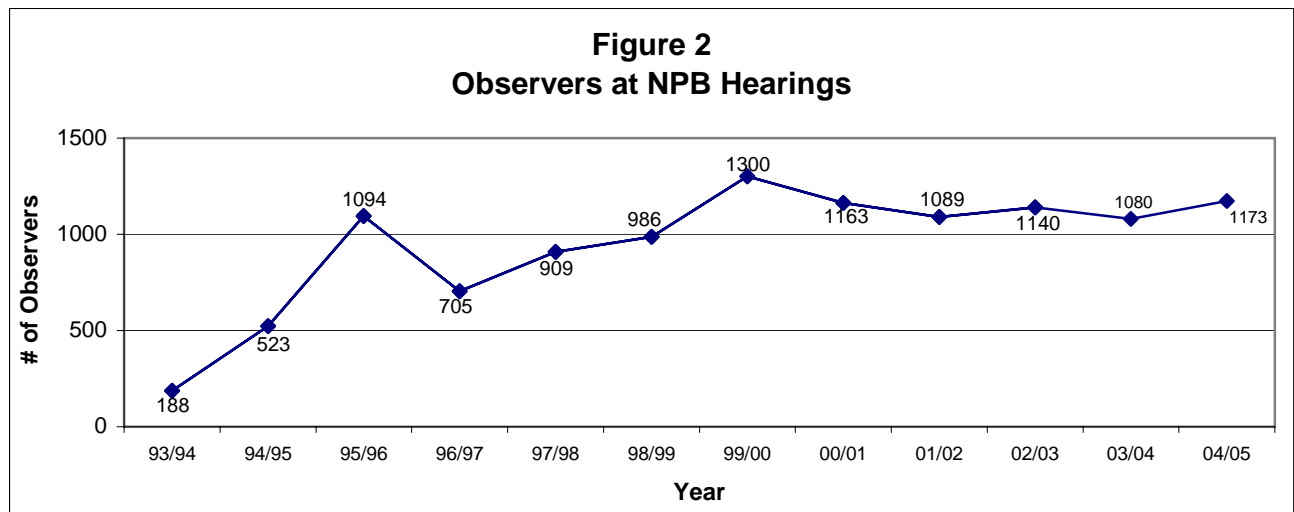
- the volume of NPB activity in response to demands for information/assistance; and
- the satisfaction of those who receive information and assistance from the Board.

Contacts with Victims: In 2004/05, the Board had over 15,000 contacts with victims. Most

were victims of violence, such as sexual assault, or the family of murder victims. Victims do not always agree with NPB decisions, but the vast majority (95%) of those surveyed express satisfaction with the quality and timeliness of information provided by NPB staff.



Observers at Hearings: The Board had 1,173 observers at its hearings in 2004/05.

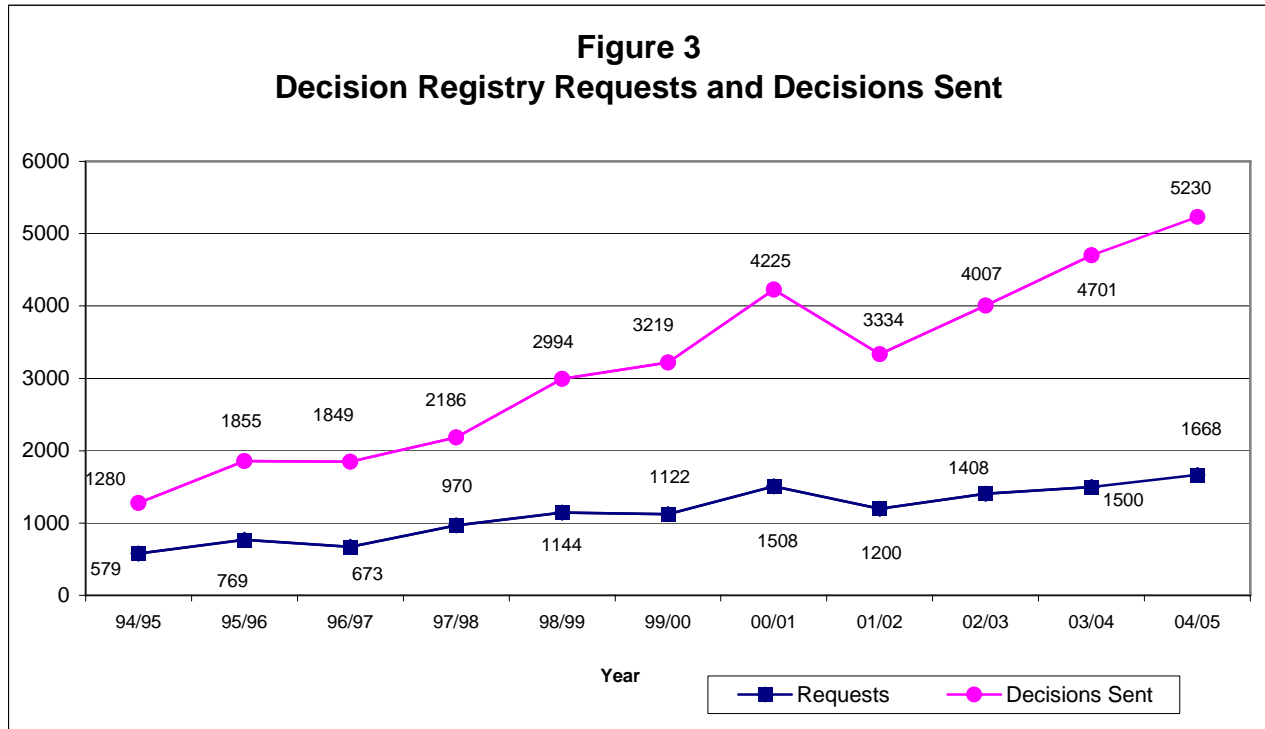


Victims Reading Statements: In 2004/05, 149 victims made presentations at hearings. Most were family members of murder victims (41%) or victims of sexual assault (17%). Most presentations, 76% were in person. The remainder came in the form of audio or video tapes.

Decision Registry: The *CCRA* permits access to specific decisions and to decisions for research purposes through NPB's decision registry. For specific cases, any person who demonstrates an interest may, on written application to NPB, have access to the contents of the registry relating to a 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. In 2004-05, the Board released 5,230 decisions from the registry. Victims access the registry most frequently (about 50%), followed by media (30%).



Investigations/Case Audits: In 2004/05, NPB completed two joint investigations with CSC to examine incidents which involved a charge of murder against a parolee. NPB and CSC staff and a chairperson from the community conducted these investigations. The Board also completed several "case audits" to examine incidents in which offenders on conditional release committed a new offence. These investigations and case audits recommended improvements such as:

- provision of more time for Board members to prepare for and complete conditional release reviews;
- use of a variety of assessment tools to evaluate dangerousness and risk to reoffend;
- quality control for psychiatric and psychological reports presented to the Board;
- clarification of the weight given to historical factors and psychiatric/psychological reports;
- use of a case chronology for long-term offenders, and offenders with lengthy criminal histories; and
- the need to improve the quality of hearing tapes.

The findings and recommendations of investigations and case audits have been communicated to Board members and staff and will be addressed in NPB policies and training.

2.3 Quality Pardon Decisions

Strategic Outcome - Quality pardon decisions and clemency recommendations which contribute to public protection and support the process of rehabilitation.

Program Activity: Pardon Decisions/Clemency Recommendations.

Program Activity Description: The review of pardon applications and the making of quality decisions to grant, deny or revoke pardons; provision of support for pardon decision-making; development of pardons policy; the collection of pardon revenues; and development of recommendations of clemency.

A pardon is a formal attempt to remove the stigma of a criminal record for people found guilty of a federal offence who, after satisfying their sentence and a specific waiting period, have shown themselves to be responsible citizens. A pardon is, therefore, a means to facilitate safe reintegration in the community. Results are assessed in terms of the average time required to process pardon applications and the rates of revocation of pardons.

Financial Resources 2004/05

Planned Spending	Authorities	Actual Spending
\$ 2,328,910	\$ 5,244,474	\$ 4,934,312

Human Resources 2004/05

Planned	Authorities	Actuals
35	35	45

On average, the Board receives about 15,000 pardon applications per year, which generate about \$750K in revenues, as a result of a \$50.00 user fee. The Board may access 70% of revenues collected, to an annual maximum of \$ 410,000. The RCMP has access to 30% of user fees collected. Fees, however, in no way reflect the full cost of the program for NPB or the RCMP. The fee is set at \$ 50.00 so as not to serve as an impediment for Canadians who wish to benefit from a pardon.

**Quality Pardon Decisions and Clemency Recommendations
Progress Toward Commitments Made in Report on Plans And Priorities 2004/05**

Program Area	Commitments Made	Recent Progress
<ul style="list-style-type: none"> Pardons 	<ul style="list-style-type: none"> Effective management of legislative responsibilities. Renewal of the automated system used to support application processing. Development of a long-term plan to enhance service quality. 	<ul style="list-style-type: none"> 22,920 applications processed. System developed. Implementation planned in Dec/05. Long-term plan being developed. Process times to improve. Options for revenue use under consideration. Legislative/policy framework being reviewed.

Effective Management of Legislative Responsibilities (HL)*

The *Criminal Records Act* (CRA) 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 98%.

In 2003/04, the average processing time for pardons was 12 months; however, for cases involving summary convictions only, the average process time was three months. Work continues to improve the pardon process. Through these measures, the Board expects to generate significant improvements in service delivery. For example, the average process time for cases involving summary convictions only should decrease from three months to two weeks. For cases involving indictable offences, process time should decline from 17 months to 3 months.

TABLE 4 - PARDONS GRANTED/ISSUED and DENIED by YEAR

Decision	1999/00		2000/01		2001/02		2002/03		2003/04		2004/05	
	#	%	#	%	#	%	#	%	#	%	#	%
Granted	3,129	53	7,495	52	10,725	63	7,204	49	8,761	55	17,800	78
Issued	2,732	46	6,700	47	5,920	35	7,232	49	6,832	43	4,745	21
Sub-Total	5,861	99	14,195	99	16,645	98	14,436	98	15,593	98	22,245	98
Denied	44	1	84	1	409	2	286	2	265	2	375	2
Total	5,905	100	14,279	100	17,054	100	14,722	100	15,858	100	22,920	100
Average Process Time	13 months		18 months		20 months		17 months		17 months		12 months	

The cumulative pardon revocation/cessation rate remains low (3%), demonstrating that most

people remain crime free after receipt of a pardon. The *CRA* includes two categories of revocation. The first is for 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 and assesses the need to revoke. The second involves automatic revocation for an indictable offence. For this category, the RCMP notifies the Board of the offence, and the pardon ceases to exist.

TABLE 5 - PARDON REVOCATIONS				
	Cumulative Pardons Granted/Issued to Date	Pardons Revoked / Ceased during the Year	Cumulative Pardons Revoked/Ceased	Cumulative Revocation/Cessation Rate (%)
2000/01	260,311	542	7,995	3.00
2001/02	276,956	463	8,378	3.00
2002/03	291,392	902	9,280	3.18
2003/04	306,985	1,314	10,594	3.45
2004/05	329,530	557	11,151	3.38

Section III: Supplementary Information

1. Structure for Program Delivery

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

Conditional release decisions are made by Board members in the regions. Board members are supported by staff who schedule hearings, ensure that 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, make arrangements for observers at hearings, and manage requests for access to the Board's decision registry.

2. Partnership for Program Delivery

Partnership is integral to effective NPB operations. As the Board's key partner, CSC provides information for NPB decision-making (from external sources, and internally generated). If the Board grants release, CSC supervises offenders in the community. Clearly, the Board shares accountability for "outcomes". When parolees succeed, "success" is the result of many players in the system, as well as the offender.

CSC and NPB Working Relationship - Conditional Release	
CSC Responsibilities for Offenders	NPB Decision-Making Responsibilities
<ul style="list-style-type: none"> • Care and custody. • Programs and treatment. • Work release, temporary absences (TA) (TA authority delegated by NPB in many cases). • Information for NPB decisions: external (e.g. police, courts); produced by CSC (e.g. programs/treatment, recommendations). • Statutory release (SR) occurs by law at 2/3rds of sentence. Recommendations to NPB on the need for special conditions for SR • Supervision of offenders released on TAs, parole and SR. Information for NPB post-release decisions. • Recommendations to NPB for detention of offenders past SR to warrant expiry. • Supervision of long-term supervision offenders (LTSO). 	<ul style="list-style-type: none"> • Review of cases and decisions for: <ul style="list-style-type: none"> - TAs for specific groups (e.g. lifers); - the timing and conditions of release of offenders on day and full parole. • Decisions to impose special conditions on SR. • Post-release decisions (revoke or maintain release, revise conditions). • Detention decisions. • Imposition of special conditions on LTSO.

The RCMP also works with the Board in the processing of pardon applications. The RCMP provides NPB with information on criminal histories, and periods of crime-free behaviour for pardon applicants. When the Board issues or grants a pardon, it notifies the RCMP which seals the pardoned record. In the case of pardon revocation, the Board and the RCMP share information to support NPB decision-making, and RCMP responsibilities for management of information within the Canadian Police Information Centre (CPIC).

3. Financial Information

For 2004-05, total authorities, that is, total funds available for the National Parole Board amounted to \$ 41.4 million. Against this total, the Board expended about \$ 41.1 million or 99 % of the funds available. The Board applied its resources to two program areas - conditional release and clemency and pardons. NPB also uses its resources for essential corporate management activities. Conditional release is, by far, the most resource intensive area, accounting for eight of every ten dollars expended by the Board.

Table 6: Comparison of Planned to Actual Spending (incl. FTE)

(\$ millions)	2002-03 Actual	2003-04 Actual	2004-2005			
			Main Estimates	Planned Spending	Total Authoritie s	Actual
Quality conditional release decisions	28.6	27.9	26.6	31.3	30.6	30.9
Open, Accountable Conditional Release Processes	5.0	5.0	4.9	3.4	5.5	5.3
Quality pardon decisions, clemency recommendations	2.9	2.7	2.3	4.2	5.3	4.9
Total	36.5	35.6	33.8	38.9	41.4	41.1
Total	36.5	35.6	33.8	38.9	41.4	41.1
Less: Non- Respendable revenue	0.7	0.7	0.7	0.7	0.7	0.5
Plus: Cost of services received without charge	3.8	4.0	4.1	4.1	4.1	4.1
Net cost of Department	39.6	38.9	37.2	42.3	44.8	44.7
Full Time Equivalents	376	366	394	394	394	385

Table 7: Use of Resources by Program Activity

2004–2005								
Program Activity- PA	Budgetary						Plus: Non-Budgetary	Total
	Operating	Capital	Grants and Contributions	Total: Gross Budgetary Expenditures	Less: Respendable Revenue	Total: Net Budgetary Expenditures	Loans, Investments and Advances	
Quality Conditional Release Decisions								
Main Estimates	26.6			26.6		26.6		26.6
<i>Planned Spending</i>	31.3			31.3		31.3		31.3
Total Authorities	30.6			30.6		30.6		30.6
<i>Actual Spending</i>	30.9			30.9		30.9		30.9
Open, Accountable Conditional Release Processes								
Main Estimates	4.9			4.9		4.9		4.9
<i>Planned Spending</i>	3.4			3.4		3.4		3.4
Total Authorities	5.5			5.5		5.5		5.5
<i>Actual Spending</i>	5.3			5.3		5.3		5.3
Quality pardon decisions, clemency recommendations								
Main Estimates	2.3			2.3	0.7	1.6		1.6
Planned Spending	4.2			4.2	0.7	3.5		3.5
Total Authorities	5.3			5.3	0.7	4.6		4.6
Actual Spending	4.9			4.9	0.5	4.4		4.4

Table 8: Voted and Statutory Items

Vote or Statutory Item	Truncated Vote or Statutory Wording	2004–2005			
		Main Estimates	Planned Spending	Total Authorities	Actual
45	Operating expenditures	29,076	38,900	36,874	36,645
(S)	Contributions to employee benefit plans	4,772		4,482	4,482
	Total	33,848	38,900	41,356	41,127

Table 9: Net Cost of Department

(\$ millions)	2004–2005
Total Actual Spending	41,127
<i>Plus: Services Received without Charge</i>	
Accommodation provided by Public Works and Government Services Canada (PWGSC)	2,000
Contributions covering employers' share of employees' insurance premiums and expenditures paid by TBS (excluding revolving funds)	1,776
Worker's compensation coverage provided by Social Development Canada	100
Salary and associated expenditures of legal services provided by Justice Canada	331
<i>Less: Non-responsible Revenue</i>	539
2004–2005 Net cost of Department	44,795

Table 10: Sources of Responsible and Non-Responsible Revenue

Non-Responsible Revenue

(\$ millions)	Actual 2002-03	Actual 2003-04	2004-2005			
			Main Estimates	Planned Revenue	Total Authorities	Actual
Quality pardon decisions, clemency recommendations						
Pardon user fees	0.7	0.7	0.7	0.7	0.7	0.5
Total Responsible Revenue	0.7	0.7	0.7	0.7	0.7	0.5

4. User Fee Reporting

Table 11-A: 2004-05 User Fee Reporting Template – User Fees Act

A. User Fee	Fee Type	Fee Setting Authority	Date Last Modified	2004-05					Planning Years		
				Forecast Revenue (\$000)	Actual Revenue (\$000)	Full Cost (\$000)	Performance Standard	Performance Results	Fiscal Year	Forecast Revenue (\$000)	Estimated Full Cost (\$000)
Pardons User Fee (\$50.00)	Other products/services	Treasury Board Policy For User Fees T.B. # 826954	Fee introduced 1999, never modified	\$410,000	\$377,000	To be determined	Under Development	In 2004/05, the average process times for pardon applications was 12 months, including 17 months for cases involving indictable offences and 3 months for cases involving summary convictions	2005/06	\$410,000	
				Sub-Total (R)	Sub-Total (R)	Sub-Total (R)			Sub-total:	2005-06	2005-06
				Sub-total (O) Total	Sub-total (O) Total	Sub-total (O) Total			Sub-total:	2006-07	2006-07
									Sub-total:	2007-08 Total	2007-08 Total
B. Date Last Modified:											
C. Other Information:											

5. Horizontal Initiatives

Table 12: Horizontal Initiatives

Horizontal Initiative						
1. Name of Horizontal Initiative: Firearms			2. Name of Lead Department(s): Canada Firearms Center			
3. Start Date of the Horizontal Initiative: 1995		4. End Date of the Horizontal Initiative Ongoing		5. NPB Funding: \$858,000 per year.		
6. Description of the Horizontal Initiative: Reduce firearms tragedies, including accidental injuries or death and the criminal use of firearms.						
7. Shared Outcome(s): Safer communities						
8. Governance Structure(s): Roles/responsibilities set out in legislation (e.g. Firearms Act.)						
9. Federal Partners Involved in each Program	10. Names of Programs	11. Total Allocation	12. Forecasted Spending for 2004-05	13. Actual Spending in 2004-05	14. Planned Results for 2004-05	15. Achieved Results in 2004-05
Canada Firearms Centre, RCMP, Public safety and Emergency Preparedness Canada, Justice Department for International Trade, Canada Border Services, Correctional Service Canada, Office of the Privacy Commissioner, Office of Information Commissioner, Treasury Board Secretariat.	(a) Quality conditional release decisions.	N/A	\$ 858,000	\$ 858,000	Planned spending in 2004/05 is intended to provide NPB with the capacity to manage workloads related to changes in the Criminal Code which support the Firearms initiative. These changes provided longer sentences for firearms convictions and created the need for more conditional release reviews. Since 1999/00, the Board has completed over 10,600 reviews involving offenders with firearms convictions.	In 2004/05, NPB completed 1641 reviews for offenders with firearms convictions.

Table 13: Travel Policies

Comparison to the TBS Special Travel Authorities

Treasury Board Travel Policy: National Parole Board The National Parole Board follows the TBS Special Travel Authorities policy.
Authority:
Coverage:
Principal difference(s) in policy provisions:
Principal financial implications of the difference(s):

Comparison to the TBS Special Travel Directive, Rates and Allowances

Travel Policy Name: National Parole Board The National Parole Board follows the TBS Special Travel Directives, Rates and Allowances.
Authority:
Coverage:
Principal difference(s) in policy provisions:
Principal financial implications of the difference(s):

Section IV: Other Items of Interest

1. 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

2. Contacts

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