

# **Parole Board of Canada**

**2015-16**

**Report on Plans and Priorities**

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The Honourable Steven Blaney, P.C., M.P.  
Minister of Public Safety and Emergency  
Preparedness

2015-16 Report on Plans and Priorities (Parole Board of Canada)

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## Chairperson's Message

As Chairperson of the Parole Board of Canada, I am pleased to present the 2015-16 PBC *Report on Plans and Priorities*.

For over five decades (56 years), Board members and public servants at the PBC have worked hard to contribute to a safe and secure Canada through the delivery of programs which support and provide independent, quality conditional release and record suspension decisions and clemency recommendations.

In the year ahead, the Board's efforts will continue to be guided by its commitment to public safety and public service. The PBC will focus its efforts on priorities designed to meet the challenges and opportunities ahead. These priorities include:

- Effectively administering legislated responsibilities;
- Enhancing and implementing efficiency and effectiveness measures;
- Strengthening the engagement of and support to the staff and Board members;
- Providing services to victims; and
- Working effectively with partners.

Building on what was accomplished in 2014-15; the Board will also continue to pursue excellence in decision-making and program management, while modernizing and renewing the organization, and enhancing its accountability and openness in all activities.

It is always a privilege to be able to highlight the PBC's significant accomplishments and to provide Parliament with a clear and concise plan which establishes how the Board will fulfil its important role within the Public Safety Portfolio.

I am confident that, by carrying out the plans and priorities outlined in this Report, the Board has set a course to ensure greater efficiency and effectiveness in the fulfillment of its mandate, and will continue to meet the highest standards of professionalism, contribute to the sound management of the resources entrusted to us, and provide public safety results for Canadians.

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Harvey Cenaiko  
Chairperson, Parole Board of Canada

## Section I — Organizational Expenditure Overview

### Organizational Profile

**Appropriate Minister:** The Honourable Steven Blaney, P.C., M.P.

**Institutional Head:** Harvey Cenaiko, Chairperson

**Ministerial portfolio:** Minister of Public Safety and Emergency Preparedness

**Enabling Instruments:** The legal authority under which the PBC operates includes the [Corrections and Conditional Release Act \(CCRA\)](#) and its Regulations, the [Criminal Records Act \(CRA\)](#) and its Regulations, the Letters Patent, the [Criminal Code](#), the [Canadian Charter of Rights and Freedoms](#), and other legislation.

**Year of Incorporation/Commencement:** 1959

**Other:** The Parole Board of Canada (the PBC or “the Board”) constantly strives to contribute to the Government of Canada’s outcome of a safe and secure Canada. The Board contributes to this outcome by making quality conditional release and record suspension decisions and clemency recommendations that result in the safe reintegration of offenders in the community.

The PBC is headed by a Chairperson who reports to Parliament through the Minister of [Public Safety and Emergency Preparedness](#). The Minister, however, does not have statutory authority to give direction to the Chairperson or other members of the PBC in the exercise of their decision-making powers. This structure helps to ensure the impartiality and integrity of the Board’s decision-making process.

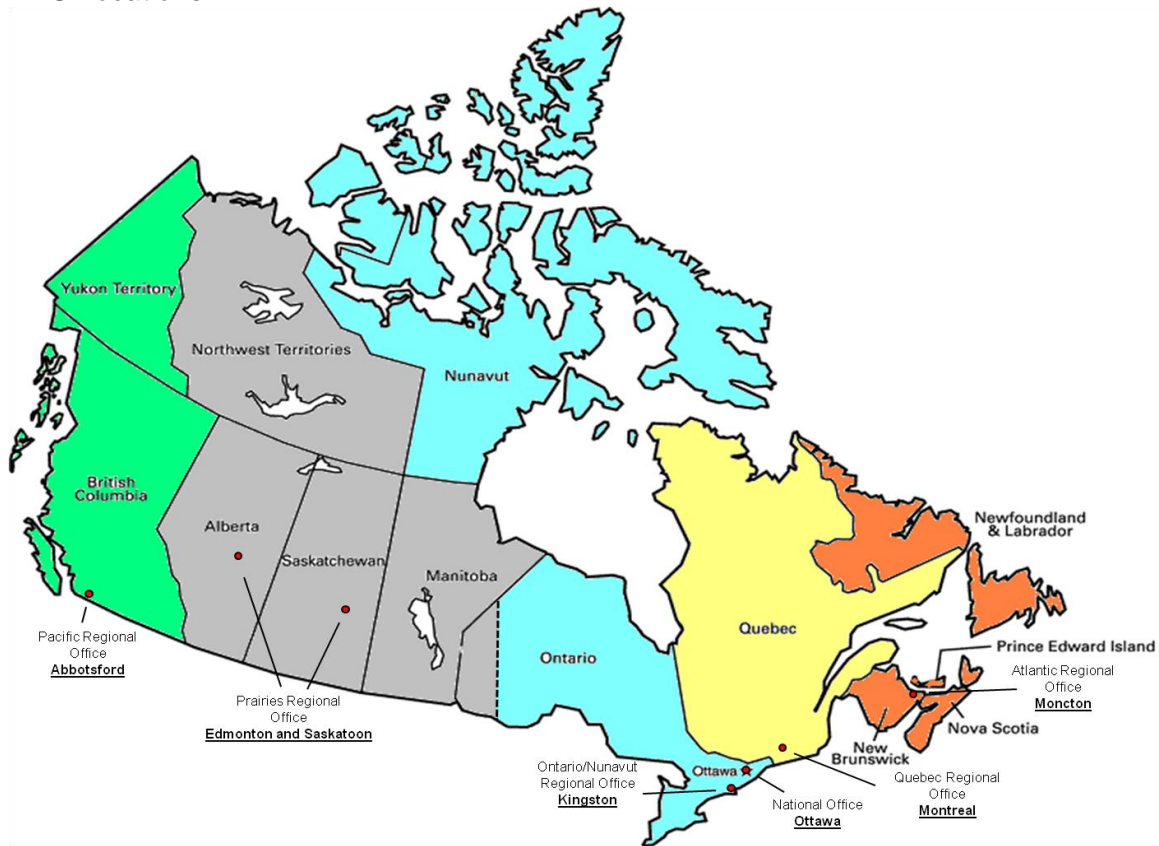
In making conditional release and record suspension decisions, as well as clemency recommendations, the Board’s primary objective is the long-term protection of society. In rendering its decisions, the PBC is autonomous and independent. However, its decisions are open and transparent to the public by virtue of its legislation and policies.

The protection of society is the paramount consideration for all decisions taken by the Board. Decisions are limited to only what is necessary and proportionate to the purpose of conditional release.

Outcomes of the PBC’s work can be found in its annual [Performance Monitoring Report \(PMR\)](#). The PMR provides performance and statistical information for the past five years for the PBC’s two legislative based programs - conditional release; and clemency and record suspensions.

The Board carries out its responsibilities through a national office in Ottawa, as well as six offices in five regions across the country (Atlantic, Quebec, Ontario, Prairies, and Pacific).

### PBC Locations



The Board's regional offices deliver the conditional release program. Conditional release decisions are made by Board members, who are supported in their decision-making by public service staff. Staff schedule hearings, provide information for decision-making; ensure that information for decision-making is shared with offenders, and communicate conditional release decisions to offenders, Correctional Service of Canada (CSC) representatives and others as required. Regional staff also provide information to victims, make arrangements for observers at hearings, and manage requests for access to the Board's decision registry.

While Board members from all five regions make decisions related to record suspensions, the data collection, investigation and assessment work for record suspensions and clemency are conducted by public service staff at the national office. In addition, Board members in the Appeal Division at the national office review conditional release decisions upon receipt of an application for appeal to determine if the law and processes were respected.

Public service employees at the national office develop national policies and procedures related to all program areas, coordinate Board member appointments and training, deliver a program of public information, and respond to ATIP requests. Other work performed at the national office includes strategic and operational planning, resource management, program monitoring, case reviews and investigations, and an array of internal services.

Consistent with the provisions of the Acts that govern the PBC, Board members are independent in their decision-making responsibilities, and free from outside interference of any kind. As independent decision-makers, Board members are bound by legislation, guided by policy, and are responsible for:

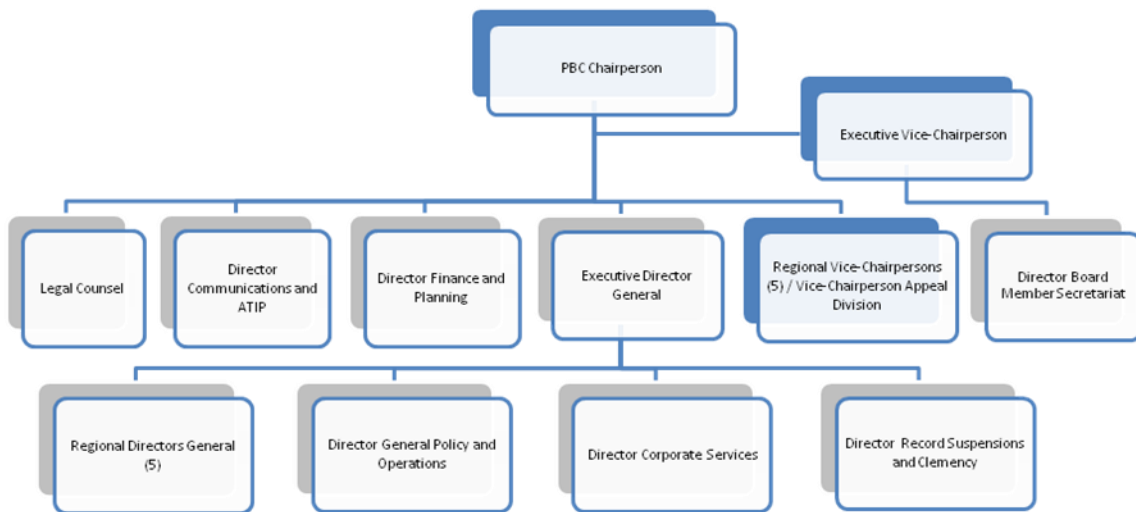
- Reviewing all information for consideration in conditional release, record suspension and clemency cases;
- Conducting an in-depth analysis of each case, and requesting additional information, as necessary, to support quality decision-making;
- Assessing the risk and other factors related to cases, voting independently on the disposition of each case, and providing sound, well-documented, written reasons for decisions; and
- Ensuring that hearings are conducted in accordance with the duty to act fairly, with respect for all procedural safeguards.

The Chairperson of the PBC is a full-time member of the Board and its Chief Executive Officer. The Chairperson directs the PBC’s program delivery in keeping with the Government of Canada’s overall plans and priorities. The Chairperson is accountable for the effectiveness and efficiency of the PBC’s policies and operations and is assisted in these responsibilities by the Executive Vice-Chairperson, the Vice-Chairperson of the Appeal Division, and the Board’s five regional Vice-Chairpersons.

The Executive Director General of the Board is its senior staff member and Chief Operating Officer. The Executive Director General, in support of the Chairperson, provides leadership for strategic and operational planning, resource management, program monitoring and administration, as well as the operation of the national office and the regions.

The following organizational chart provides additional details.

Note: Within the chart below the blue background denotes Governor-in-Council term appointees and the grey background signifies public service employees.





## Organizational Context

### Raison d'être

The PBC is an agency within the [Public Safety](#) Portfolio.

The Board is an independent administrative tribunal that has exclusive jurisdiction and absolute discretion under the [CCRA](#) to grant, cancel, terminate or revoke [day parole](#), [full parole](#), and authorize or approve [temporary absences](#). The Board can on referral also terminate or revoke [statutory release](#).

The Board has exclusive jurisdiction and absolute discretion to order, refuse to order or revoke a [record suspension](#) under the [CRA](#). In addition, the PBC is authorized to modify or remove driving prohibitions under [Section 109](#) and to investigate [Royal Prerogative of Mercy \(RPM\)](#) requests under [Section 110](#) of the [CCRA](#). The Board also provides recommendations on clemency to the [Minister of Public Safety and Emergency Preparedness](#).

### Responsibilities

In addition to the raison d'être above, the PBC may also order (on referral by the CSC) that certain offenders be held in custody until the end of their sentence. This is called detention during a period of [statutory release](#). Furthermore, the Board makes conditional release decisions for federal offenders, those serving sentences of two years or more, and for offenders serving sentences of less than two years in provinces and territories that do not have their own parole boards. Only the provinces of Ontario and Quebec currently have their own parole boards, which make parole decisions for provincial offenders.

The Board has legislated responsibilities related to openness and accountability, which are the provision of information to [victims of crime](#), [observers](#) at [hearings](#); access to the [PBC's decision registry](#); and delivery of a program of public information.

### Our Mission

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

As part of the criminal justice system, the Board contributes to the maintenance of a just, peaceful and safe society. The word "contributes" is used in the Board's Mission Statement to reflect the fact that it does not work in isolation in the pursuit of this goal.

The Board works with key Portfolio colleagues, provincial parole boards, criminal justice partners, and many other organizations and individuals in the community.

The Mission of the PBC establishes four core values:

- Contributing to the attainment of a just, peaceful and safe society;
- Respect for the inherent potential and dignity of all individuals and the equal rights of all members of society;
- Belief that the contribution of qualified and motivated Board members and staff is essential to promoting the achievement of the Board's Mission; and
- Commitment to openness, integrity and accountability in the execution of our mandate.

### **Strategic Outcome and Program Alignment Architecture (PAA)**

The Board's Strategic Outcome and PAA reflect the key aspects of its legislated responsibilities for conditional release, record suspensions and clemency, and represent the areas of accountability and performance in which the public and Parliamentarians most frequently express interest. In this context, the Board's strategic outcome is the cornerstone of its public accountability. The PAA includes a single outcome and four programs.

The following paragraph illustrates the PBC's complete framework of programs, which contribute to the PBC's single strategic outcome:

#### **Strategic Outcome:**

*Conditional release and record suspension decisions and decision processes that safeguard Canadian communities.*

**Program:** 1.1 Conditional Release Decisions;

**Program:** 1.2 Conditional Release Openness and Accountability;

**Program:** 1.3 Record Suspension Decisions/Clemency Recommendations; and

**Program:** 1.4 Internal Services.

## Organizational Priorities

The following identifies the Board's key organizational priorities for 2015-16, links them to the Board's strategic outcome and strategic activities, describes why they are priorities, and indicates plans for meeting these priorities.

Priority	Type	Strategic Outcome and Program(s)
<b>Effectively administering legislated responsibilities</b>	Ongoing	<p><b>Strategic Outcome:</b> Conditional release and record suspension decisions and decision processes that safeguard Canadian communities.</p> <p><b>Programs:</b></p> <ul style="list-style-type: none"> <li>- Conditional release decisions;</li> <li>- Conditional release openness and accountability;</li> <li>- Record suspension decisions/Clemency recommendations; and</li> <li>- Internal Services.</li> </ul>
<b>Description</b>		
<b>Why a priority:</b>		
<ul style="list-style-type: none"> <li>- The PBC continually strives to strengthen its capacity for quality conditional release decision-making in response to significant program delivery challenges. These include: increased complexity in conditional release decision-making; diversity in the federal offender population; and mental health issues. In 2015-16, the PBC expects to complete almost 19,000 conditional release reviews for federal and provincial/territorial offenders.</li> <li>- The Board has legislated responsibilities related to openness and accountability. It is imperative for the PBC to remain open and accountable to the public and to victims of crime in the delivery of its mandate. Over the coming year, the Board expects to have over 25,000 contacts with victims, to assist over 3,800 persons observing its hearings, including victims who read statements at hearings, and process approximately 6,500 requests for access to the Board's Decision Registry.</li> <li>- Record suspensions are beneficial to the individuals who earn them and to society in general. Record suspensions demonstrate a commitment to a law-abiding lifestyle, and to reconciliation with society, both of which help people secure jobs, reduce reliance on social programs, and consequently give back to society by generating revenue and contributing to social and economic growth. In 2015-16, the PBC expects to complete approximately 10,000 record suspension assessments and decisions.</li> <li>- Service standards apply to the record suspension program as defined under the <a href="#">User Fees Act (UFA)</a>.</li> <li>- The <a href="#">RPM</a> or Clemency is applied only in exceptional circumstances, where there exists no other lawful remedy; and where, without such remedy, there would be undue hardship that is disproportionate to the nature of the offence or offences, and that is more severe for the applicant than for other individuals in similar situations.</li> </ul>		
<b>Plans for meeting this priority:</b>		
<p>Continue to:</p> <ul style="list-style-type: none"> <li>- Make independent, informed conditional release and record suspension decisions and clemency</li> </ul>		

<p>recommendations.</p> <ul style="list-style-type: none"> <li>- Refine and/or develop conditional release and record suspension policies to reflect legislative and regulatory requirements, and provide training across the Board to ensure national consistency in decision-making processes.</li> <li>- Deliver comprehensive and efficient program management and support to Board member decision-making.</li> <li>- Provide corporate planning and reporting, procurement and financial operational oversight and support.</li> <li>- Improve and monitor service standards and efficiency in conditional release and record suspension program delivery and Board member decision-making.</li> <li>- Effectively respond to Parliamentarians' enquiries and requests.</li> <li>- Review, renew or create communications products to communicate how legislative change affects Board operations to victims, offenders and the general public.</li> </ul>
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Priority	Type	Strategic Outcome and Program(s)
<b>Enhancing and implementing efficiency and effectiveness measures</b>	Ongoing	<p><b>Strategic Outcome:</b> Conditional release and record suspension decisions and decision processes that safeguard Canadian communities.</p> <p><b>Programs:</b></p> <ul style="list-style-type: none"> <li>- Conditional release decisions;</li> <li>- Conditional release openness and accountability;</li> <li>- Record suspensions decisions/Clemency recommendations; and</li> <li>- Internal Services.</li> </ul>
<b>Description</b>		
<b>Why a priority:</b>		
<ul style="list-style-type: none"> <li>- A strong and strategically focused governance structure ensures an integrated corporate system of decision-making, and enables effective allocation of resources to priorities, alignment of programs to outcomes and management of accountabilities.</li> <li>- In an effort to achieve a more cost-effective and efficient organization, the Board is pursuing its review of current decision processes and support structures to identify where and how improvements or updates may be required.</li> <li>- Effective information/technology management is essential for the PBC to be able to execute its corporate strategy and fulfil its mandate.</li> </ul>		
<b>Plans for meeting the priority:</b>		
<p>Continue to:</p> <ul style="list-style-type: none"> <li>- Assess implications of government proposals for reform of corrections and criminal justice in response to central agency requests, as it pertains to Board policy and procedures, anticipated workload pressures, resource needs, and training requirements for Board members and staff.</li> <li>- Explore innovative and more efficient ways to achieve the PBC's core mandate and mission as it relates to its decision-making and the operational structures.</li> <li>- Conduct initiatives to enhance, communicate and uphold corporate strategy management practices to better inform decision-makers at all levels of the Board.</li> <li>- Respond to central agency guidance and direction to improve internal management procedures.</li> </ul>		

<ul style="list-style-type: none"> <li>- Strengthen recruitment processes to ensure that the Board has the right people with the right skills.</li> <li>- Provide enterprise-wide support services (i.e., human resources (HR), information technology (IT), information management (IM), and security and accommodation).</li> </ul>		
Priority	Type	Strategic Outcome and Program(s)
<b>Strengthening the engagement of and support to the staff and Board members</b>	Ongoing	<p><b>Strategic Outcome:</b> Conditional release and record suspension decisions and decision processes that safeguard Canadian communities.</p> <p><b>Programs:</b></p> <ul style="list-style-type: none"> <li>- Conditional release decisions;</li> <li>- Conditional release openness and accountability;</li> <li>- Record suspension decisions/Clemency recommendations; and</li> <li>- Internal Services.</li> </ul>
Description		
Why a priority:		
<ul style="list-style-type: none"> <li>- The PBC will manage its Board members and employees in an open and equitable manner to help them respond to new ways of doing business and to meet future challenges.</li> <li>- Board member training is a priority as Board decisions must be based on sound and consistent decision-making.</li> </ul>		
Plans for meeting the priority:		
<p>Continue to:</p> <ul style="list-style-type: none"> <li>- Encourage timely communication among senior managers, Board members and staff to encourage participation in the formulation of improvements to internal operations.</li> <li>- Improve activities related to knowledge management, learning and development, systems and tools, and to address organizational needs in a timely and effective manner.</li> <li>- Enhance corporate capacity to ensure sufficient service in areas such as HR planning, security and information management.</li> <li>- Increase effective use of internal communications tools and opportunities, such as iNet (i.e., intranet) and Blueprint/Destination 2020.</li> <li>- Recognize the exceptional staff performance and engagement through the delivery of an effective Chairperson's Award of Distinction Program and Instant Awards.</li> </ul>		

Priority	Type	Strategic Outcome and Program(s)
<b>Providing services to victims</b>	Ongoing	<p><b>Strategic Outcome:</b> Conditional release and record suspension decisions and decision processes that safeguard Canadian communities.</p> <p><b>Programs:</b></p> <ul style="list-style-type: none"> <li>- Conditional release decisions;</li> <li>- Conditional release openness and accountability; and</li> <li>- Record suspensions decisions/Clemency</li> </ul>

		recommendations.
<b>Description</b>		
<b>Why a priority:</b>		
<ul style="list-style-type: none"> <li>- As part of the government’s initiative to provide victims with greater access to the justice system, and the Board’s legislated responsibilities and commitment to openness and accountability, it is important to ensure access to information for victims of crime.</li> </ul>		
<b>Plans for meeting the priority:</b>		
<p>Continue to:</p> <ul style="list-style-type: none"> <li>- Provide and maintain quality information services to victims and the public.</li> <li>- Update public information products for victims on the conditional release decision-making process and conduct outreach.</li> <li>- Work in partnership with CSC to enhance PBC’s effectiveness in areas of shared responsibilities regarding the provision of information to victims.</li> <li>- Foster on-going relationships with the Federal Ombudsman for Victims of Crime, victims’ non-governmental organizations and other governmental departments and agencies working with victims.</li> <li>- Create and launch an effective national Victim Complaints Process.</li> </ul>		

Priority	Type	Strategic Outcome and Program(s)
<b>Working effectively with partners</b>	Ongoing	<p><b>Strategic Outcome:</b> Conditional release and record suspension decisions and decision processes that safeguard Canadian communities.</p> <p><b>Programs:</b></p> <ul style="list-style-type: none"> <li>- Conditional release decisions;</li> <li>- Conditional release openness and accountability; and</li> <li>- Record suspensions decisions/Clemency recommendations.</li> </ul>
<b>Description</b>		
<b>Why a priority:</b>		
<ul style="list-style-type: none"> <li>- Effective information sharing, and accurate recording and reporting of offender information, are essential to the Board’s ability to make informed quality decisions.</li> <li>- CSC provides information for PBC decision-making, supervises offenders in the community following PBC decisions to release, and informs the PBC when an offender’s level of risk in the community changes.</li> <li>- <a href="#">Sections 25(1)</a> and <a href="#">101(b)</a> of the <a href="#">CCRA</a> guide CSC and the Board with respect to the provision and consideration of relevant information about the supervision of offenders and conditional release decision-making.</li> <li>- The Board must continue to foster, maintain and explore partnerships with organizations to promote its mandate and leverage opportunities for efficiencies.</li> </ul>		

**Plans for meeting the priority:**

Continue to:

- Efficiently manage working relationships with criminal justice partners, Public Safety portfolio organizations, and central agencies at the national level.
- Efficiently manage partnerships at the regional level (e.g., regional Interlinkages meetings with CSC, Victim Service Units, Victims Advisory Committees, and provincial/territorial/municipal government departments, non-governmental organizations, etc.).
- Meet with the Aboriginal Circle to examine ways to improve access to services for Aboriginal offenders and victims.
- Effectively manage International Affairs, including relations and information requests with the Association of Paroling Authorities International (APAI) and other international paroling organizations.

## Risk Analysis

Risk <sup>1</sup>	Risk Response Strategy	Link to Program Alignment Architecture
<p><b>Quality Adjudication</b></p> <p>There is a risk that the quality of decision-making could be affected if the following are not addressed:</p> <ul style="list-style-type: none"> <li>- Ongoing revisions to policies and procedures to reflect legislative amendments;</li> <li>- Board member qualification process does not result in the (re-)appointment of BMs, and professional standard matters are not resolved; and</li> <li>- Policy harmonization with the CSC regarding risk assessment criteria.</li> </ul>	<ul style="list-style-type: none"> <li>- Ensure continued implementation of the BM Training Program.</li> <li>- Develop a BM training curriculum to help capture all of the essential and required training and finalize the BM orientation modernization.</li> <li>- Regular BM training activities at the national office and in the regions (i.e., BM Orientation, Annual Training on Risk Assessment (ATRA), regional BM trainings/workshops, etc.).</li> <li>- Run two BM qualification processes per year and maintain a list of qualified individuals for appointment consideration.</li> <li>- Ongoing national consultations to develop and communicate policies and procedures.</li> <li>- Develop and provide staff training/knowledge transfer materials (e.g., through the Succession Planning Initiative, Regional Communications Officer (RCO) training, etc.).</li> <li>- Hold regular meetings with stakeholders.</li> </ul>	<p>Conditional release decisions</p> <p>Conditional release openness and accountability</p> <p>Record suspensions decisions /Clemency recommendations</p> <p>Internal services</p>
<p><b>Program Delivery and Management</b></p> <p>There is a risk that the Board may not be able deliver its programs and services to the required level, due to factors such as frequent and/or significant legislative changes, limited resource capacity, performance issues, antiquated IT infrastructure, the level of IT support, knowledge management, realizing efficiencies, etc.</p>	<ul style="list-style-type: none"> <li>- Corporate and Operational processes are being standardized, harmonized and documented in both the context of the Renewal Initiative and in a special effort coordinated through the Human Resources Committee (HRC) to ensure succession planning of key positions identified as being at risk.</li> <li>- Continue to implement the new performance management system.</li> <li>- Update workload formulas to inform the optimum mix necessary between Full-Time BMs (FTBM) and Part-Time BMs (PTBM) usage.</li> <li>- Work closely with the Minister's Office and the Privy Council Office to identify and manage vacancies for both FT and PT BM positions.</li> <li>- A committee has been established and meets bi-weekly to assess and reassign BM workloads throughout the regions.</li> <li>- Continue to provide relevant and timely training to staff and BMs.</li> </ul>	<p>Conditional release decisions</p> <p>Conditional release openness and accountability</p> <p>Record suspensions decisions /Clemency recommendations</p> <p>Internal services</p>



Risk <sup>1</sup>	Risk Response Strategy	Link to Program Alignment Architecture
	<ul style="list-style-type: none"> <li>- Cross-train employees, where appropriate, to allow opportunities to broaden their experience and knowledge base.</li> <li>- Continue to work with Correctional Service Canada (CSC) and other stakeholders to maintain regular and effective dialogue.</li> <li>- Continue to ensure that staffing processes are completed and pools of qualified candidates are established to enable positions to be filled quickly.</li> <li>- Continue the Electronic File (E-File) project under IDS.</li> <li>- Actively work within the Freebalance Cluster to ensure investment can be made to update the Freebalance system given that Financial Management Transformation will not result in transition to a new financial system for several years.</li> </ul>	
<p><b>Building and Sustaining Human Capital</b></p> <p>There is a risk that key activities and functions could be adversely affected unless the Board is able to recruit, stabilize, strengthen competencies and capacity, and retain its workforce while ensuring employee wellness.</p>	<ul style="list-style-type: none"> <li>- Promote the opportunities available for those interested in a BM position.</li> <li>- Refine the assessment tools used during the BM qualification process.</li> <li>- Provide BM training on an ongoing basis in order to enhance skills and knowledge.</li> <li>- BM evaluations are conducted annually in order to identify strengths and areas for improvement that guide the training.</li> <li>- Develop and/or update staffing solutions/tools (i.e., creating pools, anticipatory appointment processes, template staffing tools, alternative solutions to temporary staffing, etc.).</li> <li>- Offer flexible working hours/training as retention solutions.</li> <li>- Develop a Learning and Development Framework.</li> <li>- The Direxion Program is in place to develop leadership competencies at the EX minus 1 and 2 levels.</li> <li>- Succession plan is being implemented with the support of champions and their working groups.</li> <li>- Continue to utilize national areas of selection whenever appropriate to increase opportunities.</li> <li>- Monitoring the Performance Management System (i.e., mandatory on-line training, mid-year-reviews and learning plans, etc.).</li> </ul>	<p>Conditional release decisions</p> <p>Conditional release openness and accountability</p> <p>Record suspensions decisions /Clemency recommendations</p> <p>Internal services</p>

Risk <sup>1</sup>	Risk Response Strategy	Link to Program Alignment Architecture
<p><b>Compliance with Central Agency Requirements</b></p> <p>There is a risk that the Board will be challenged by its capacity to consistently respond to government-wide policies and requirements, undermining its credibility.</p>	<ul style="list-style-type: none"> <li>- Continue remote and on-site monitoring of financial management and procurement practices.</li> <li>- The Board has identified an Official Language (OL) Champion, supports language training for employees, and ensures language requirements in the workplace and for individual positions are adhered to/appropriate.</li> <li>- To promote and increase awareness of security concerns aligned with Policy on Government Security.</li> <li>- Regular meetings with the Information Technology Steering Committee (ITSC) at CSC to ensure continuity of responsibility.</li> <li>- A monitoring and tracking system is in place to reassign critical record suspension files.</li> </ul>	<p>Conditional release decisions</p> <p>Conditional release openness and accountability</p> <p>Record suspensions decisions /Clemency recommendations</p> <p>Internal services</p>

In recognition of the current fiscal environment, the Board will continue to examine program spending and re-investment opportunities, identify efficiency measures, and make reallocations against identified priorities. The PBC will continue to mitigate and manage the impact of pressures, efficiency measures, and legislative changes in order to achieve the best results for Canadians.

The PBC works in a dynamic environment that demands careful assessment of criminal justice issues and community concerns to ensure alignment with the Government of Canada's outcome of a safe and secure Canada. The Board rigorously pursues innovation and improvements to meet workload pressures. Public safety remains the Board's primary consideration in all aspects of decision-making policy, training, and operations.

The Board delivers program areas grounded in legislation: conditional release; record suspensions, and clemency investigations. The PBC also manages a range of internal services that provide critical support for program delivery. The conditional release area is the largest and accounts for 77% of annual program expenditures before revenue (including conditional release, and openness and accountability). Program delivery is labour-intensive, with salary costs accounting for approximately 86% of yearly program expenditures before revenue. Most of the remaining expenditures cover essential operating costs, such as travel to parole hearings.

#### *Conditional Release*

The PBC's workloads are shaped by many factors, some of which are beyond its control. Legislation governing the Board (i.e., the [CCRA](#)) is prescriptive, specifying when and how the Board conducts its business (e.g., when a review is required by law; and when to use hearings). In addition, workloads are driven by the actions of offenders, victims and the community. In concrete terms, this means that the PBC must deal with high workload volumes, involving issues critical to public safety, under tight timeframes, amid intense public scrutiny. In 2015-16, the PBC expects to complete more than almost 19,000 conditional release reviews for federal and provincial/territorial offenders.

The Board continues to make efforts to identify and manage workload and cost implications of proposed and recent legislative and regulatory amendments (i.e., the [Canadian Victims Bill of Rights](#), [Escorted Temporary Absence \(ETA\) changes to the CCRA](#), the [Jobs, Growth and Long-term Prosperity Act](#)).

The openness and accountability provisions of the [CCRA](#) also continue to present important challenges for the Board with respect to:

- Sharing information with victims of crime;
- Providing information and assistance to those who wish to observe PBC hearings or gain access to the Board's registry of decisions; and
- Delivering a program of public information.

### *Record Suspensions and Clemency*

The PBC's record suspension workload is also shaped by factors beyond its control. Legislation governing the Board's work (i.e., the [CRA](#)) is prescriptive, specifying precisely how the Board conducts its business (e.g., admissibility and measuring merit). In addition, workloads are also driven by fluctuating volumes of requests for record suspensions. In concrete terms, this means that the PBC must deal with high workload volumes, involving issues critical to public safety, under legislatively established timeframes (i.e., [UFA](#)), amid intense public scrutiny. In 2015-16, the Board expects to complete approximately 10,000 record suspension assessments and decisions.

Since February 2012, applicants for a record suspension must pay a processing fee of \$631. Consequently, the PBC must adhere to established service standards prescribed by requirements of the [UFA](#). In 2015-16, the Board will continue to focus on operational efficiencies and streamlining of processes.

Since 2010, the Clemency Unit has seen constant growth in clemency requests. In order to minimize the impact of this increase, human resource strategies and streamlined processes have been adopted and better investigation strategies are being used. The Board expects to have over 120 clemency requests in progress in 2015-16.

### *Strategic Resource Management*

The Board must continue to address the need for strategic management of human, financial, security and information and technology resources to support quality program delivery. The PBC is committed to ensuring a strong, diverse and dynamic workforce that excels in delivering the Board's mandate to Canadians, today and in the years to come.

A key challenge for the Board is to stabilize its workforce and strengthen succession planning in relation to both its public service staff and its Board members.

It is necessary for the Board to maintain sufficient numbers of Board members, who are Governor-in-Council term appointments. The [CCRA](#) specifies that the Board will comprise no more than 60 full-time Board members, and provides for the appointment of part-time members to help manage fluctuating conditional release decision-making workloads. The PBC continues to ensure that it identifies sufficient numbers of qualified candidates for consideration for selection as Board members. The Board also provides training and mentoring to ensure that Board members have the knowledge they need to adhere to legislation and regulations, and assess risk in their decision-making.

In addition, departures of experienced public service staff have a significant impact as they erode corporate memory and diminish critical knowledge of law, policy and training. The effect of this is especially acute in a small organization. Board staff provide the continuity of knowledge and information essential for support and delivery of programs. As such, the PBC has developed and continues to update its Human Resources Plan for dealing with staff turnover.

Timely access to relevant information provides the foundation for quality conditional release, record suspension decision-making and clemency recommendations and ultimately for the Board's continuing contribution to public safety. In addition, the PBC must deal with legislated responsibilities for sharing appropriate information with victims of

crime, offenders, other criminal justice partners, and the public. In this environment, strategic information management is crucial, requiring the Board to have the automated systems necessary to support effective collection, storage and sharing of information. Additionally, the PBC must have in place the policies and procedures necessary to ensure effective information management. Progress in these areas requires the assistance of CSC, the Board's information technology service provider.

For the foreseeable future, the Board will face complex and growing workload pressures in areas of legislated responsibility. For this reason, strong strategic management of financial resources is essential in order to closely monitor impacts and identify opportunities to reallocate and re-invest in the Board's programs in line with changing priorities.

## Planned Expenditures

The following tables provide a summary of the PBC's total planned spending and human resources over the next three fiscal years.

### Budgetary Financial Resources (dollars)

2015-16 Main Estimates	2015-16 Planned Spending	2016-17 Planned Spending	2017-18 Planned Spending
45,915,750	47,349,808	46,794,921	46,794,921

### Human Resources (full-time equivalents- FTEs)

2015-16	2016-17	2017-18
510	510	510

The following table provides a planning summary of the performance indicators and targets for the PBC's strategic outcome. In addition, the table indicates the planned spending for each of the programs for the next three fiscal years.

**Budgetary Planning Summary for Strategic Outcome and Programs (dollars)**

Strategic Outcome(s), Program(s) and Internal Services	Expenditures		2014-15 Forecast Spending	2015-16 Main Estimates	Planned Spending		
	2012-13	2013-14			2015-16	2016-17	2017-18
Strategic Outcome: Conditional release and record suspension decisions and decision processes that safeguard Canadian communities							
1.1 Conditional Release Decisions	35,653,808	36,601,459	37,160,796	33,532,213	35,815,175	34,104,354	34,104,354
1.2 Conditional Release Openness and Accountability	5,562,361	5,552,600	5,916,936	4,942,242	4,566,281	5,104,001	5,104,001
1.3 Record Suspensions Decisions/ Clemency Recommendations	274,473	2,846,012	2,254,367	539,078	580,474	573,967	573,967
<b>Strategic Outcome Subtotal</b>	<b>41,490,542</b>	<b>45,000,071</b>	<b>45,332,099</b>	<b>39,013,533</b>	<b>40,961,930</b>	<b>39,782,322</b>	<b>39,782,322</b>
<b>Internal Services Subtotal</b>	<b>5,021,148</b>	<b>5,410,406</b>	<b>5,395,356</b>	<b>6,902,217</b>	<b>6,387,878</b>	<b>7,012,599</b>	<b>7,012,599</b>
<b>Total</b>	<b>46,511,790</b>	<b>50,410,477</b>	<b>50,727,455</b>	<b>45,915,750</b>	<b>47,349,808</b>	<b>46,794,921</b>	<b>46,794,921</b>

Planned Spending reflects funds to be authorized through the Estimates process as presented in the Annual Reference Level Update and additional Supplementary Estimates, and allotment transfers expected to be received during the respective fiscal year.

### Alignment of 2015-16 Spending With the Whole-of-Government Framework<sup>2</sup> (dollars)

Strategic Outcome	Program	Spending Area	Government of Canada Outcome	2015-16 Planned Spending
Conditional release and record suspension decisions and decision processes that safeguard Canadian communities	1.1 Conditional Release Decisions	Social Affairs	Safe and secure Canada	35,815,175
	1.2 Conditional Release Openness and Accountability	Social Affairs	Safe and secure Canada	4,566,281
	1.3 Record Suspension Decisions/ Clemency Recommendations	Social Affairs	Safe and secure Canada	580,474

### Total Planned Spending by Spending Area (dollars)

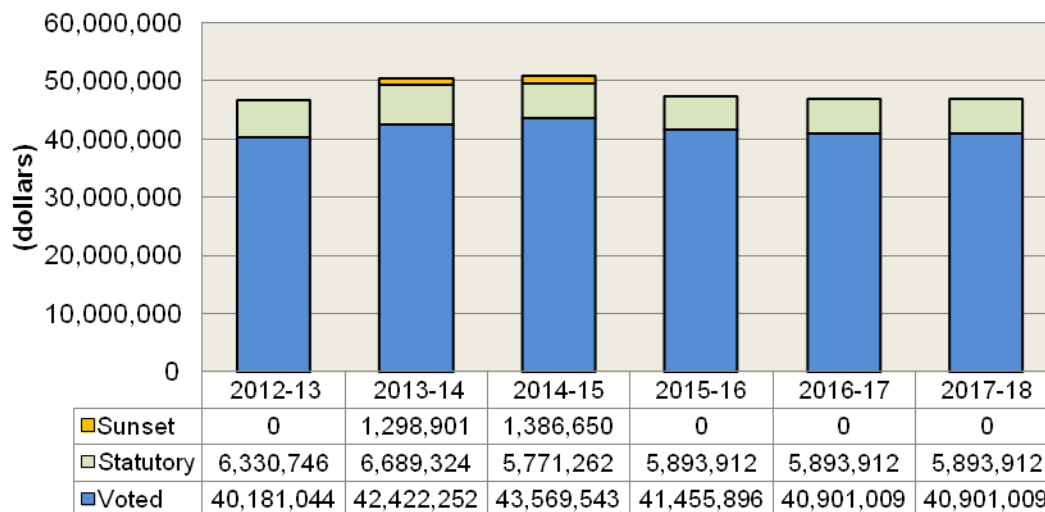
Spending Area	Total Planned Spending
Social Affairs	40,961,930

### Departmental Spending Trend

For 2015-16, the PBC plans to spend \$47.4 million to meet the expected results of its programs and contribute to its strategic outcome.

The figure below illustrates the PBC's spending trend from 2012-13 to 2017-18. The 2014-15 forecast spending of \$50.7 million is based on PBC's November 2014 forecast.

Departmental Spending Trend Graph



The spending amounts presented in the chart for 2012-13 to 2013-14 are actual results presented in the Public Accounts of Canada.

Forecasted spending for fiscal year 2014-15 is \$50.7 million. This estimate is based on the total authorities less an estimated lapse of \$0.5 million. The total authorities of \$51.2 million include:

- funding received through the Main Estimates of \$47.1 million;
- carry-forward of lapsed funds from 2013–14 of \$2.0 million;
- the anticipated funding of \$0.7 million through transfers from Treasury Board Secretariat related to payouts such as severance pay and other salary related items;
- one-time transition payment of \$1.3 million for the implementation of payment in arrears by Treasury Board Secretariat; and
- an increases of \$0.1 million in funding for collective bargaining agreements.

Fiscal year 2015-16 projected spending is \$47.3 million, which includes:

- funding to be received through the Main Estimates of \$45.9 million;
- an estimated carry-forward of lapsed funds from 2014–15 of \$0.5 million; and
- the anticipated funding of \$0.9 million through transfers from Treasury Board Secretariat related to the payout of severance pay and other salary related items refundable by Treasury Board Secretariat.

Projected spending for fiscal years 2016–17 and 2017–18 is \$46.8 million respectively, which is the anticipated funding to be received through the Main Estimates.

## **Estimates by Vote**

For information on the Parole Board of Canada's organizational appropriations, consult the

[2015–16 Main Estimates on the Treasury Board of Canada Secretariat Web site.](#)



## Section II – Analysis of Programs by Strategic Outcome

### Strategic Outcome (SO)

The Board has a single strategic outcome:

Conditional release and record suspension decisions and decision processes that safeguard Canadian communities

PBC programs and priorities are designed to support continuous progress in achieving its strategic outcome. The following section describes the PBC's four programs and identifies the expected results, performance indicators and targets for each of them. This section also explains how the PBC plans on meeting the expected results and presents the financial and non-financial resources that will be dedicated to each program.

#### Program 1.1: Conditional Release Decisions

**Program Description:** Conditional release is based on the principle that community safety is enhanced by the gradual release of offenders to the community when appropriate. Quality decisions based on the risk of re-offending, in conjunction with effective programs and treatment, and effective community supervision all contribute to the process. Through this program, PBC staff provides timely, accurate information for Board member decision-making, and develops training and policies that are essential tools for risk assessment and decision-making.

##### Budgetary Financial Resources (dollars)

2015-16 Main Estimates	2015-16 Planned Spending	2016-17 Planned Spending	2017-18 Planned Spending
33,532,213	35,815,175	34,104,354	34,104,354

##### Human Resources (FTEs)

2015-16	2016-17	2017-18
338	338	338

## Performance Measurement

Expected Results	Performance Indicators	Targets <sup>3</sup>	Date to be Achieved
Conditional release decisions contribute to public safety.	The percentage of offenders on parole that do not incur a new violent offence prior to the end of the supervision period.	≥98%	Annual
	The percentage of offenders who completed their sentence on full parole and who are not re-admitted after release because of a new violent conviction (five years post-warrant expiry).	≥98%	Annual
	The percentage of decisions that are not modified by the Appeal Division.	≥95%	Annual

## Planning Highlights

Continue to:

- integrate corporate risk management into governance structures and decision-making processes;
- provide in-depth orientation and training for new Board members to provide them with information and the resources required to be prepared to assess risk and make quality conditional release decisions;
- ensure effective use of technology to support Board member decision-making (i.e., through the Integrated Decision System (IDS) development, support and maintenance, data analysis, video-conferencing guidelines, etc.);
- assess legislative and government initiatives to respond to anticipated changes to the [CCRA](#) via the [Canadian Victims Bill of Rights](#) and other legislative proposals, and ensure corresponding PBC policies and procedures are modernized;
- strengthen Board member qualification and re-appointment processes and carry out professional conduct and performance evaluations; and
- update and provide regular Board member training, rooted in evidence-based practices, pertinent to Board member activities, and consistent with adult learning principles.

## Program 1.2: Conditional Release Openness and Accountability

**Program Description:** This program ensures that PBC operates in an open and accountable manner, consistent with the provisions of the [CCRA](#). This program works with victims of crime and the general public by providing information, including access to the Board's registry of decisions, as well as providing assistance for observers at hearings. The program also works to encourage citizen engagement, investigates tragic incidents in the community, monitors the Board's performance and reports on conditional release processes.

**Budgetary Financial Resources (dollars)**

2015–16 Main Estimates	2015–16 Planned Spending	2015–16 Planned Spending	2017–18 Planned Spending
4,942,242	4,548,732	5,104,001	5,104,001

**Human Resources (FTEs)**

2015–16	2016–17	2017–18
45	45	45

**Performance Measurement**

Expected Results	Performance Indicators	Targets	Date to be Achieved
The PBC operates in an open and accountable manner, consistent with the <a href="#">CCRA</a> .	The percentage of victims who are satisfied with the quality and timeliness of information provided by the PBC.	≥80%	PBC to survey (administer questionnaires to) victims every five years. A questionnaire will be developed for those victims who access PBC services by March 31, 2016.
	The percentage of those who access PBC services who are satisfied with the quality and timeliness of information provided by the PBC.	≥80%	Analysis of PBC questionnaires every five years.

**Planning Highlights**

Continue to:

- fulfill legislative responsibilities in the provision of information to victims, facilitating victim attendance and presentations at hearings, and their access to the decision registry;
- provide national training to PBC staff working with victims to enhance the overall effectiveness and consistency of victim services; and
- reach out to provincial and territorial criminal justice partners, victims, and community partners.

**Program 1.3: Record Suspension Decisions/Clemency Recommendations**

**Program Description:** A record suspension is designed to support the successful reintegration of an individual into society. It is a formal attempt to remove the stigma of a criminal record for people found guilty of a federal offence and who, after satisfying their sentence and specified waiting period, have shown themselves to be responsible law-abiding citizens. Through this program the PBC screens applications for completeness and eligibility of each applicant, collects information for decision-making and develops policy to guide decision processes. This program is also responsible for assessing requests and providing recommendations under the [RPM](#) (i.e., clemency) and providing advice to the Board on the merits of each case.

**Budgetary Financial Resources (dollars)**

2015-16 Main Estimates	2015-16 Planned Spending	2016-17 Planned Spending	2017-18 Planned Spending
5,239,078	5,280,474	6,218,767	6,218,767
(4,700,000)	(4,700,000)	(5,644,800)	(5,644,800)
539,078	580,474	573,967	573,967

**Human Resources (FTEs)**

2015-16	2016-17	2017-18
55	55	55

**Performance Measurement**

Expected Results	Performance Indicators	Targets <sup>4</sup>	Date to be Achieved
Record suspension decisions support rehabilitation and community reintegration.	The percentage of record suspension recipients whose record suspensions remain in effect.	≥95%	Annual

**Planning Highlights**

Continue to work:

- with criminal justice partners in the PBC's assessment of record suspension applications;
- with NGOs, including Aboriginal organizations, in assisting record suspension applicants; and
- directly with record suspension applicants to facilitate processes.

**Program 1.4: Internal Services**

**Program Description:** Internal Services are groups of related activities and resources that are administered to support the needs of programs and other corporate obligations of an organization. Internal services include only those activities and resources that apply across an organization, and not those provided to a specific program. The groups of activities are Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; and Acquisition Services.

**Budgetary Financial Resources (dollars)**

2015-16 Main Estimates	2015-16 Planned Spending	2016-17 Planned Spending	2017-18 Planned Spending
6,902,217	6,363,329	7,012,599	7,012,599

**Human Resources (FTEs)**

2015-16	2015-16	2017-18
72	72	72

## **Planning Highlights**

Continue to:

- provide ongoing training to existing staff and Board members to ensure that they are provided with current and relevant information as well as the resources to continuously improve their skills;
- enhance consistency in corporate services and ensure compliance with central agency policy and directives through annual monitoring;
- further enhance human resource capacity in areas such as talent management and values and ethics; and
- enhance consistency in financial management practices and ensure compliance with central agency policy and directives through semi-annual remote monitoring and cyclical on-site monitoring exercises.

## Section III: Supplementary Information

### Future-Oriented Statement of Operations

The future-oriented condensed statement of operations presented in this subsection is intended to serve as a general overview of the PBC's operations. The forecasted financial information on expenses and revenues are prepared on an accrual accounting basis to strengthen accountability and to improve transparency and financial management.

Because the future-oriented statement of operations is prepared on an accrual accounting basis and the forecast and planned spending amounts presented in other sections of this report are prepared on an expenditure basis, amounts will differ.

A more detailed future-oriented statement of operations and associated notes, including a reconciliation of the net costs of operations to the requested authorities, can be found on the [Board's Web site](#).

The future-oriented financial highlights presented within this Report on Plans and Priorities are intended to serve as a general overview of the PBC's financial position and operations.

#### Future-Oriented Condensed Statement of Operations –

For the Year Ended March 31 (dollars)

Financial information	Estimated Results 2014–15	Planned Results 2015–16	Difference
Total expenses	63,126,394	60,490,746	(2,635,648)
Total revenues	4,230,000	4,700,000	470,000
<b>Net cost of operations</b>	<b>58,896,394</b>	<b>55,790,746</b>	<b>(3,105,648)</b>

In 2014-15, the implementation of salary payment in arrears by the Government of Canada resulted in an increase of expenses due to a one-time transition payment of \$1.3 million; 2014-15 is also the final year for the National Accommodation plan, which accounts for \$1.4 million of total expenses. The expected operating budget carry forward from 2014-15 to 2015-16 is \$1.5 million less, which was offset by an increase in revenue of \$0.5 million and other minimal differences in various items account for the balance of the difference.

## Supplementary Information Tables

The supplementary information tables listed in the 2015-16 Report on Plans and Priorities can be found on the [PBC's Web site](#).

1. Departmental Sustainable Development Strategy;
2. Horizontal Initiatives

## Tax Expenditures and Evaluations

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance publishes cost estimates and projections for these measures annually in the [Tax Expenditures and Evaluations](#) publication. The tax measures presented in the *Tax Expenditures and Evaluations* publication are the sole responsibility of the Minister of Finance.

## Section IV - Organizational Contact Information

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## Appendix - Definitions

**Appropriation:** Any authority of Parliament to pay money out of the Consolidated Revenue Fund.

**Budgetary expenditures:** Include operating and capital expenditures; transfer payments to other levels of government, organizations or individuals; and payments to Crown corporations.

**Departmental Performance Report:** Reports on an appropriated organization's actual accomplishments against the plans, priorities and expected results set out in the corresponding Reports on Plans and Priorities. These reports are tabled in Parliament in the fall.

**Full-time equivalent:** Is a measure of the extent to which an employee represents a full person-year charge against a departmental budget. Full-time equivalents are calculated as a ratio of assigned hours of work to scheduled hours of work. Scheduled hours of work are set out in collective agreements.

**Government of Canada outcomes:** A set of 16 high-level objectives defined for the government as a whole, grouped in four spending areas: economic affairs, social affairs, international affairs and government affairs.

**Management, Resources and Results Structure:** A comprehensive framework that consists of an organization's inventory of programs, resources, results, performance indicators and governance information. Programs and results are depicted in their hierarchical relationship to each other and to the Strategic Outcome(s) to which they contribute. The Management, Resources and Results Structure is developed from the Program Alignment Architecture.

**Non-budgetary expenditures:** Include net outlays and receipts related to loans, investments and advances, which change the composition of the financial assets of the Government of Canada.

**Performance:** What an organization did with its resources to achieve its results, how well those results compare to what the organization intended to achieve and how well lessons learned have been identified.

**Performance indicator:** A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organization, program, policy or initiative respecting expected results.

**Performance reporting:** The process of communicating evidence-based performance information. Performance reporting supports decision making, accountability and transparency.

**Planned spending:** For Reports on Plans and Priorities (RPPs) and Departmental Performance Reports (DPRs), planned spending refers to those amounts that receive

Treasury Board approval by February 1. Therefore, planned spending may include amounts incremental to planned expenditures presented in the Main Estimates.

A department is expected to be aware of the authorities that it has sought and received. The determination of planned spending is a departmental responsibility, and departments must be able to defend the expenditure and accrual numbers presented in their RPPs and DPRs.

**Plans:** The articulation of strategic choices, which provides information on how an organization intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and tend to focus on actions that lead up to the expected result.

**Priorities:** Plans or projects that an organization has chosen to focus and report on during the planning period. Priorities represent the things that are most important or what must be done first to support the achievement of the desired Strategic Outcome(s).

**Program:** A group of related resource inputs and activities that are managed to meet specific needs and to achieve intended results and that are treated as a budgetary unit.

**Program Alignment Architecture:** A structured inventory of an organization's programs depicting the hierarchical relationship between programs and the Strategic Outcome(s) to which they contribute.

**Report on Plans and Priorities:** Provides information on the plans and expected performance of appropriated organizations over a three-year period. These reports are tabled in Parliament each spring.

**Results:** An external consequence attributed, in part, to an organization, policy, program or initiative. Results are not within the control of a single organization, policy, program or initiative; instead they are within the area of the organization's influence.

**Strategic Outcome:** A long-term and enduring benefit to Canadians that is linked to the organization's mandate, vision and core functions.

**Sunset program:** A time-limited program that does not have an ongoing funding and policy authority. When the program is set to expire, a decision must be made whether to continue the program. In the case of a renewal, the decision specifies the scope, funding level and duration.

**Target:** A measurable performance or success level that an organization, program or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative.

**Whole-of-government framework:** Maps the financial contributions of federal organizations receiving appropriations by aligning their Programs to a set of 16 government-wide, high-level outcome areas, grouped under four spending areas.

## Endnotes

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- <sup>1</sup> The Board identifies corporate risks annually through its Corporate Risk Profile.
- <sup>2</sup> Whole-of-government framework, <http://www.tbs-sct.gc.ca/ppg-cpr/frame-cadre-eng.aspx>
- <sup>3</sup> The PBC contributes to this target by ensuring quality conditional release decisions. External factors may come into play that are beyond the Board's control.
- <sup>4</sup> The PBC contributes to this target by ensuring quality conditional release decisions. External factors may come into play that are beyond the Board's control.