British Columbia Board of Parole

Annual Report 1980–81

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25th June, 1981

The Honourable ALLAN WILLIAMS, Q.C., *Attorney General of the Province of British Columbia, Parliament Buildings, Victoria, B.C.*

SIR:

I have the honour of submitting the Annual Report of the British Columbia Board of Parole for the fiscal year ended March 31st, 1981.

Yours respectfully,
JOHN KONRAD
Chairman.

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1. INTRODUCTION

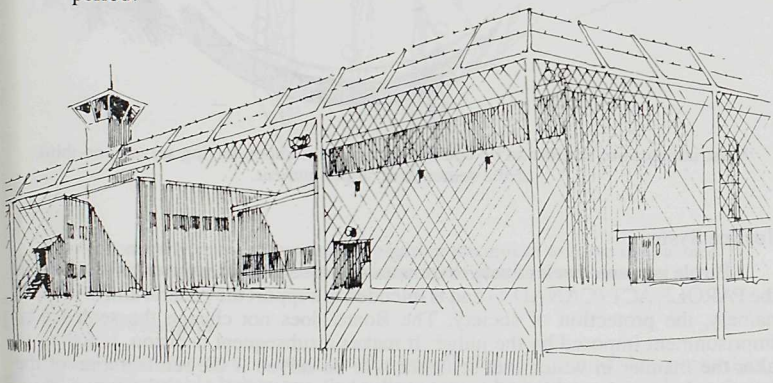
Background

The British Columbia Board of Parole has experienced a year of new beginnings and growth during fiscal 1980/81. From its inception in 1949 to the present, the Board's mandate was confined to the release of young adult offenders under the age of 22 during the indeterminate portion of a definite/indeterminate sentence of imprisonment. The definite/indeterminate sentence provided for under the PRISONS AND REFORMATORIES ACT (CANADA) has now been repealed and the repeal is awaiting proclamation by the Government of Canada.

New Mandate

The new mandate of the Board is under provisions of the PAROLE ACT (CANADA). This Act was revised in 1978 to allow the provinces to establish Parole Boards for the release of any inmates incarcerated in provincial Correctional Centres, other than

- inmates sentenced to life imprisonment as a minimum punishment,
- inmates in respect of whom sentences of death have been commuted to life imprisonment, or
- inmates sentenced to detention in a penitentiary for an indeterminate period.



The purposes of incarceration are punishment (denunciation), deterrence and isolation of the dangerous offender.

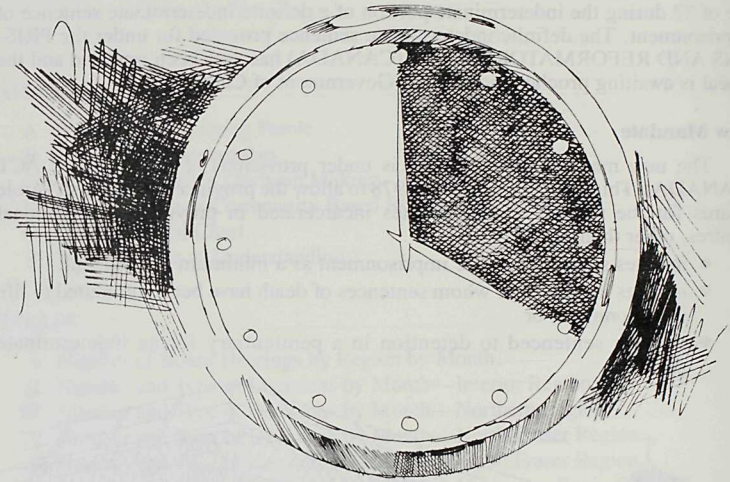
In electing to assume this responsibility the Government of British Columbia re-established the Board of Parole in October 1979 by Order in Council, appointing a Chairman and re-appointing the six Members previously on the Board.

The exercise of this new mandate commenced, by administrative decision of government in February 1980, following on similar decisions by the Province of Ontario in 1978 and the Province of Quebec in 1979. The National Parole Board retains jurisdiction in British Columbia for those inmates incarcerated in federal penitentiaries. The Prairie and Atlantic provinces have not exercised their right under the PAROLE ACT and provincial inmates in those provinces remain under National Parole Board jurisdiction.

2. PHILOSOPHY AND PURPOSE

Definition

Parole is a procedure whereby an inmate who is considered suitable may be released from prison at an appropriate time before expiration of a sentence of incarceration to serve the balance of sentence in the community subject to conditions of the parole certificate and under such agreements made between the Parole Board and the inmate in the release plan.



Most inmates are eligible to be considered for parole upon having served one-third of the sentence of imprisonment.

Justice System

Parole is granted selectively to inmates who qualify under the criteria set out in the PAROLE ACT (CANADA) and is intended to support the general aim of justice, namely, the protection of society. The Board does not change the sentence of imprisonment imposed by the judge. It makes a subsequent decision, however, to alter the manner in which that sentence will be served if the reintegration of the inmate back into the community can be aided by an early release under supervision.

While the Board is viewed on the one hand as one of the components of the justice system it operates also as an independent quasi judicial agency in its decision making responsibility.

Purpose of Parole

The primary purpose of parole as stated previously is to support the basic aim of justice, namely, the protection of society. The Board, through its policies, attempts to promote a consistent approach to the offender throughout the interrelated processes of law enforcement, judicial sanction and correctional decision making. It seeks to render decisions on the appropriateness of early release in accordance with the rules of fundamental fairness guided by the principles of equity and justice. It is committed to ensure that the decision making process is administered within acceptable limits of discretion and judgment.

Parole is an early release from prison requiring the inmate to serve the balance of the sentence of incarceration under supervision in the community.

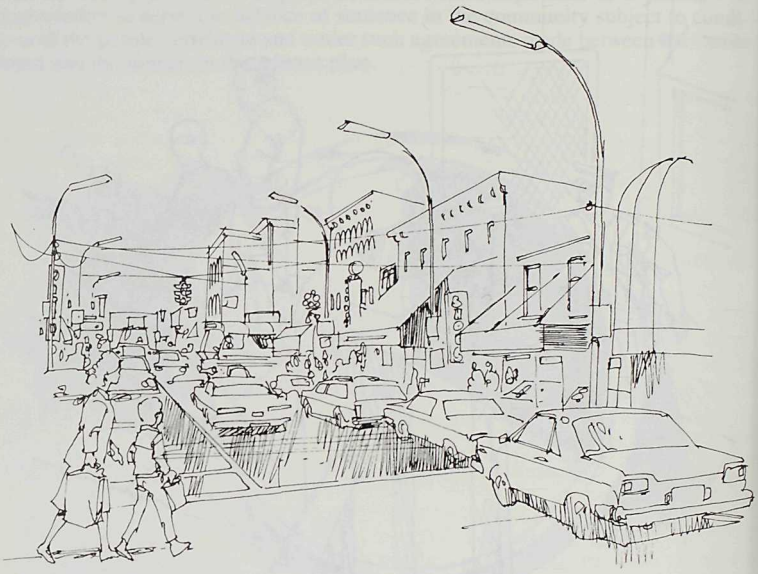
Underlying Principles

The concept of parole is based on the beliefs that the criminal law prescribes the limits of acceptable behaviour, that citizens must be held accountable for their actions, and that they must accept the consequences of their behaviour if they violate acceptable norms. Consideration for parole must consistently reinforce individual citizen responsibility while recognising that society shares in the responsibility to prevent crime and that it must attempt to eliminate the causes of criminal behaviour. A more complete statement of the principles underlying parole that guide the work of the Board can be found in Appendix A.

Focus of Responsibility

The policies and activities of the Board are designed to reinforce individual responsibility on the part of the inmate. This is illustrated most forcefully in that the inmate is required to make application in order to be considered for parole and in the application the inmate must indicate the commitments he is prepared to make if released on parole. The Board recognises, however, that the community must be

receptive to the return of the offender from imprisonment. The reality is that most offenders will return to the community whether on parole or at expiry of sentence and through its attitudes and the provision of supportive services and resources the community can play a large part in the successful reintegration of the offender as a responsible citizen.



The community must be supportive in its attitude and must provide assistance and resources in order for an inmate to successfully reintegrate into the community.

3. BOARD MEMBERSHIP

Philosophy of Citizen Involvement

The decision to grant or deny parole to an inmate is one that significantly affects many people including the community at large. With this fact in mind it is important that the community be involved in the decision making process concerning parole. All members of the B.C. Board of Parole with the exception of the Chairman, are lay members of the community who, in the discharge of their responsibility, reflect the interests and well-being of the community as well as the needs of the inmate.

Community Membership

In order to adequately reflect the interests and concerns of the various communities throughout British Columbia the membership of the Board is established on a regional basis consistent with the regional organization of other components of the provincial justice system (i.e., crown counsel, court services and corrections). The Chairman of the Board, whose appointment is full time, is appointed in accordance with professional and managerial qualifications. The 1980/81 membership of the

The people who decide on parole releases are citizens from communities throughout British Columbia.

Board comprising of 21 people, reflects a broad range of community representation. The membership including occupation and/or background and regional location is as follows:

Interior Region

Warren H. Bruleigh	Church Minister	Vernon
Patricia A. Ryan	Home maker	Kamloops
Edmond E. Schweitzer	Building contractor	Kelowna
J. E. (Ed.) Tait	School Principal (retired)	Kamloops

Northern Region

Harry Hoeft	Businessman	Prince George
Robin Insley	College instructor	Prince George

North Fraser Region

Christopher J. A. Dalton	Business executive (retired)	West Vancouver
Betty J. Dube	Foster mother	Mission
N. E. (Scotty) McLeish	Probation Officer (retired)	Burnaby
Joan M. Norris	Alderman	Pitt Meadows
Irene Peterson	Home maker/instructor	Port Coquitlam

South Fraser Region

Peter A. Dueck	Businessman	Abbotsford
Jake Gerestein	Retailer (retired)	Abbotsford
Robert W. Galbraith	Law enforcement consultant	Abbotsford

Vancouver Region

Denise Hodgson	Home maker	Richmond
Eric Kelly	School Principal (retired)	Vancouver
Gordon M. Kirkpatrick	Psychiatrist (retired)	Vancouver
S. Rocksborough Smith	Correctional Administrator (retired)	Vancouver

Island Region

Arthur J. R. Ash	Businessman (retired)	Victoria
Elsie MacAulay	Home maker	Victoria
Larry Ryan	Labour organizer	Victoria

Special Mention

Acknowledgment is made of long and dedicated service by three Board Members whose terms of appointment expired at the end of March, 1981.

They are:

- Mr. Eric Kelly, Member since 1962
- Mrs. Joan Norris, Member since 1965
- Dr. Gordon Kirkpatrick, Member since 1968

The unique contributions of these Members will long be remembered particularly in relation to the Board's previous mandate in dealing with the young offender.

Also resigning from the Board is

- Mr. Robert Galbraith, Member since 1979

His departure was occasioned by his appointment early in 1981 as Chief Coroner for the Province of British Columbia.

Criteria for Membership

In assessing citizens as candidates for membership on the B.C. Board of Parole, there are four general criteria used as follows:

- the nature of the person's community involvement,
- the candidate's capacity for decision making,
- an understanding or interest in justice related issues, and
- broad credibility at the community level.

For a more complete statement of the criteria for membership please refer to Appendix B.

In addition to the above criteria an effort is made to ensure that the candidates for membership reflect broad representation of community interests and concerns in order to reflect a balanced perspective both at the regional and provincial level.

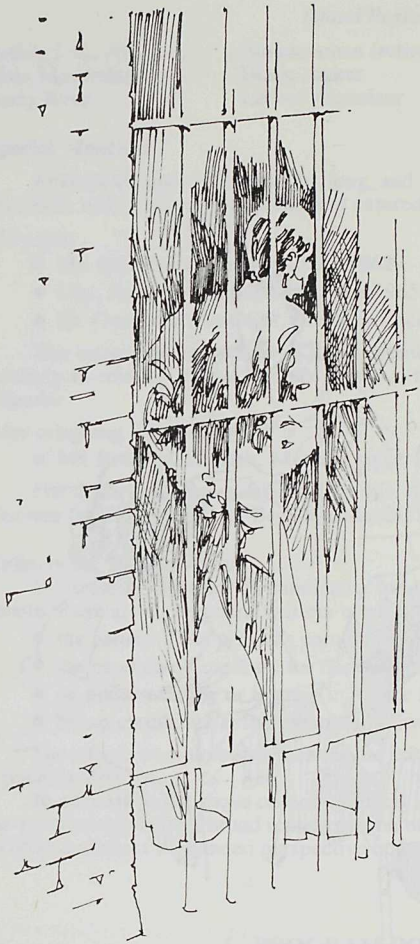
4. PROGRAM POLICIES

The Board

The Board is committed to a responsive decision making process. In order to meet this objective, the Board Members conduct parole hearings at the Correctional Centres in which the inmate applicants are incarcerated. To ensure that parole eligibility dates established by statute are met, the Board Members receive all information pertaining to the inmate and his application at the hearing thereby eliminating time consuming pre-distribution of documentation. Members are scheduled firstly at Correctional Centres in the region in which they reside. This practice is overlaid, however, with a policy of dynamic rotation and combination of members. Normally no more than four applications are reviewed in one day.

At the hearing a quorum of two Members have the full authority to either grant or deny parole, defer the decision to a later date or in a case of a post suspension hearing, revoke parole. Wherever two Members constituting a quorum are in disagreement concerning a decision, the Chairman will assign a third member to vote resulting in a majority decision.

Board policy provides to the inmate the opportunity to appear before the Board Members and to be assisted by others of his choice.



The responsibility to initiate a parole hearing rests with the inmate. He makes application, proposing a plan for release.

The Inmate

Consistent with the principles of individual responsibility the Board has adopted a policy that requires the inmate to make application if he wishes to be considered for parole. The parole application sets forth the inmate's plan for release, including commitments he is prepared to make with respect to residence, employment, educational or treatment program, his method of financial support and a list of persons who are able to provide support on release. According to law, any inmate has the right to apply for parole. The Board, through its policies has not constrained that right with regard to any category of offence, length of sentence or inmate performance while incarcerated.

The Parole Hearing

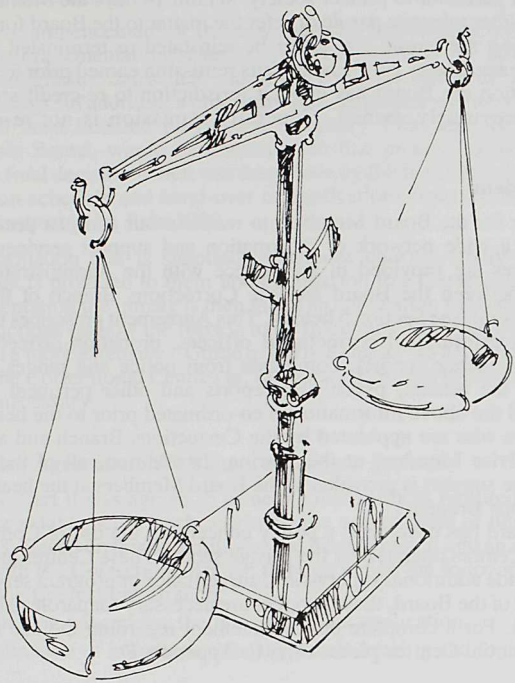
The policy of the Board provides for the inmate to appear at the hearing in order to personally present his plans for release and provide opportunity for the Board Members to ask questions. Parole hearings are conducted as near to the inmate's parole eligibility date as possible which, in most cases, is at the point at which one-third of the sentence has been served.

The inmate is permitted to invite persons to attend the hearing who have a legitimate interest in relation to the sentence being satisfied and in relation to the reintegration of the inmate into the community.

The criteria for decision making are provided in legislation and state that the Board may grant parole if it considers that:

- the inmate has derived the maximum benefit from imprisonment,
- the reform and rehabilitation of the inmate will be aided by the grant of parole, and
- the release of the inmate on parole would not constitute an undue risk to society.

For further interpretation of the criteria please refer to Appendix C.



An inmate must meet the criteria set out in law in order to be granted release on parole.

Under current policy the Board may grant temporary (time limited) parole or full parole. In selected instances the Board may grant parole prior to normal eligibility if:

- the inmate is terminally ill,
- the inmate's physical or mental health is likely to suffer serious damage if he continues to be held in confinement, or
- there is a deportation order made against the inmate under the IMMIGRATION ACT and the inmate is to be detained until deported.

Parole is considered as a full release from prison and is distinct and separate from Temporary Absence, which is granted to inmates on a daily or short term basis under the authority of the Corrections Branch administration. The Board to date has not adopted a policy providing for Day Parole as provided for in the PAROLE ACT (CANADA).

The Parole Certificate

Whenever parole is granted, a certificate is issued under the authority of the Board by the Members making that decision. The certificate contains firstly the conditions of parole, which reflect the controlling elements including supervision and secondly, agreements for release that reflect supportive requirements such as residence, employment and treatment programs.

Any Member of the Board has the authority to suspend parole where the conditions of the certificate have been violated, to prevent a violation of the

conditions of parole or to protect society. Within 14 days the Member taking such action may either reinstate parole or refer the matter to the Board for a full hearing. At this hearing the parole can either be reinstated or terminated by revocation. When an inmate accepts parole he forfeits remission earned prior to his release and upon revocation the Board has explicit jurisdiction to re-credit any or all of the remission previously earned. Generally remission is not re-credited upon revocation.

Support Systems

In order for the Board Members to render a fair and just decision on parole applications a wide network of information and support services are required. These services are provided in accordance with the Administrative Agreement established between the Board and the Corrections Branch of the Ministry of Attorney General (see Section 5 below). This Agreement prescribes the provision of reports from institutional correctional officers, probation officers in the community, pre-sentence reports, comments from police and judges previously involved with the inmate, psychiatric reports and other pertinent information if available. All the above information is co-ordinated prior to the hearing by Parole Co-ordinators who are appointed by the Corrections Branch and are available to assist and advise Members at the hearing. In addition, all of the technical and administrative support is provided to the Board Members at the hearing by staff of the Corrections Branch.

The Board has developed a policy concerning the use of Community Based Residential Centres operated by the private sector. These Centres are to be used in order to provide additional supervision, surveillance or program services where, in the judgment of the Board, these services are necessary for parole to be successfully implemented. For a complete policy statement regarding the use of Community Based Residential Centres please refer to Appendix D.

5. MANAGEMENT AND ADMINISTRATION

Office of the Chairman

The Office of the Chairman, located in Surrey, B.C., provides management, administrative, information and co-ordination services required by the Board. With the implementation of the Administrative Agreement between the Board and the Corrections Branch operational support is provided by Corrections Branch personnel at the Regional, District and local levels. Further decentralisation of the Board Office is therefore not considered necessary at the present time.

Staffing Structure and Complement

The day to day management of the Board Office is delegated to the Executive Director who reports to the Chairman. The Executive Director is responsible for operational management, administrative procedure, interpretation of policy and the provision of advice on policy development. The balance of the Board staff complement is comprised of:

- Secretary to the Chairman
- Parole Analyst
- Clerk of the Board
- Office Assistant.

An organizational chart of the Board is shown in Appendix E.

Program Implementation

With the commencement of the new mandate in February 1980, the Board established an implementation schedule covering the first six months whereby inmates with eligibility dates that had already passed would be given the first priority at hearings. In addition, a procedure was developed whereby those applications that had been initiated previous to February 1980 and forwarded to the National Parole Board, would be continued in that process to their conclusion except for the final decision which was then made by the B.C. Board of Parole. The implementation schedule and hand-over of applications from the National Parole Board were completed by June 1980

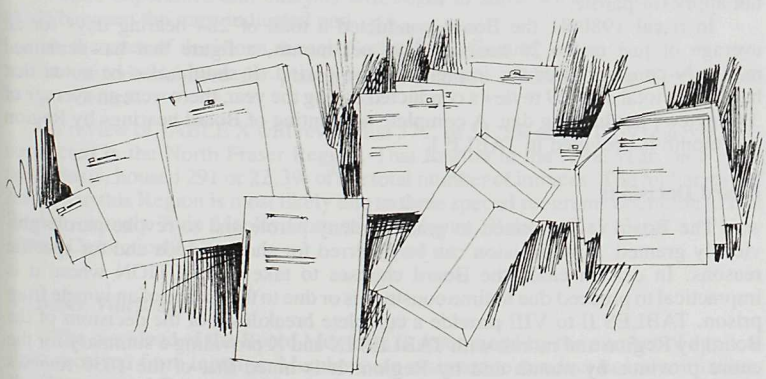
The information that is supplied to inmates consists firstly of a sentence calculation that is provided to them upon admission to a Correctional Centre. As part of the orientation the inmate is then given an application form for parole with a sheet of instructions on how the form is to be filled out. Additionally, the inmate is provided with a more extensive "Guide to Early Release" as a reference document. Staff within the Correctional Centres is, of course, available to assist and to answer questions as necessary.

Administrative Agreement With the Corrections Branch

From the start it was agreed in principle that services required by the Board would only be established if such services were non-existent or unavailable from other agencies. Based on this commitment the Board entered into an Administrative Agreement with the Corrections Branch through which the following services are provided by the Corrections Branch:

- information concerning the inmate and his application,
- co-ordination of information for the parole hearing and logistical support, and
- supervision of parolees.

These services are provided on the basis of minimal standards set by the Corrections Branch in consultation with the Board. The Administrative Agreement was formally signed by the Chairman of the Board and the Commissioner of Corrections in March 1981 (see Appendix F).



In making a decision of whether the inmate qualifies for parole, the Board Members consider information from many sources.

Guidelines for Members

In addition to the Board being an independent agency in its decision making responsibility, each of the Members casts an independent vote making a decision on a parole application. Decisions are made by weighing the information concerning the inmate against the statutory criteria set out in the PAROLE ACT.

Guidelines have been provided to the Members by the Chairman and are intended to enhance the consistency, uniformity and equality of the application of statutory criteria and policy provisions. They are viewed as procedural standards and relate to issues like:

- the review of information at parole hearing,
- the conduct of the hearing,
- dealing with outstanding charges,
- writing reasons for decisions, and
- re-crediting remission on revocation.

6. PROGRAM INFORMATION

Board Reviews

As mentioned previously, the responsibility to initiate an application for parole rests with the inmate. Inmates need not apply for parole and of course in many instances don't. Some of the reasons for non-application include the following factors:

- sentences are too short for an application to be processed,
- temporary absence privileges are preferable to some inmates,
- accepting parole requires the inmate to forfeit earned remission and serve the full term of the sentence, and
- parole requires regular reporting to a supervisor.

It is important to note that the average daily count of sentenced inmates in provincial Correctional Centres for the year was 1307. The average number of admissions per year for the years 1978–1980 was 6996. Of this figure 71.5%, or 5000, were admitted with sentences of three months or less most of whom would not apply for parole.

In fiscal 1980/81 the Board conducted a total of 284 hearing days for an average of just under 24 hearing days per month, a figure that has remained relatively constant after the implementation period. It should also be noted that based on a total of 1039 reviews conducted during the year, there were an average of 3.6 reviews per hearing day. A complete accounting of Board hearings by Region and month is provided in TABLE I.

Board Decisions

The Board is authorized to grant or deny parole and to revoke parole previously granted. Any decision can be deferred for short periods and for specific reasons. In certain cases the Board chooses to take NO ACTION where it is impractical to proceed due to time constraints or due to the escape of an inmate from prison. TABLES II to VIII provide a complete breakdown of the decisions of the Board by Region and month with TABLES IX and X providing a summary for the entire province by month and by Region. It is noted that of the 1039 reviews conducted, 527 or 50.7% resulted in a grant of parole.

The regional variations for grant of parole were a high rate of 55.2% in the North Fraser Region, to low of 36.4% in the South Fraser Region. This comparison

The Board, in reviewing an application for parole, can grant or deny parole. Sometimes decisions are deferred for brief periods. All decisions are supported with written reasons.

excludes the "Board Office" category with a grant rate of 67.2% where reviews were conducted primarily as a function of the implementation schedule referred to on page 11.

The Regional variations for denial of parole were a high of 45.4% in the South Fraser Region to a low of 22.4% in the North Fraser, excluding again the "Board Office" reviews with a denial rate of 15.5%. The Regional variations for deferrals were a high of 18.9% in the North Fraser Region to a low of 8.0% in the Interior Region.

The variations for revocations were a high of 12.3% in the Vancouver Region to a low of 3.2% in the North Fraser Region. The high rate in Vancouver Region is a function, at least in part, of many inmates on parole being sent to Lower Mainland Regional Correctional Centre upon suspension, resulting in the post suspension hearing leading to revocation being conducted there.

Future experience and analysis will begin to show what sort of correlation exists between the rates indicated and

- the rates of decisions at each Correctional Centre, and
- the criteria used for placement of inmates at the various Correctional Centres.

A review of TABLE X will reveal that 371, or 35.7% of the 1039 reviews were conducted in the North Fraser Region. That Region in the same year, on a daily count basis, housed 291 or 22.3% of the total number of inmates. The higher rate of reviews in this Region is most likely due to three special programs operating in that Region, namely Twin Maples Correctional Centre, Boulder Bay Camp and New Haven Correctional Centre.

Member Workload

The workload of the Board Members is determined by the number of applications received from inmates. Members are assigned to conduct hearings firstly at the Correctional Centres within the Region of their location. They are scheduled at hearings at Correctional Centres in other Regions in order to:

- equalize the workload on a provincial basis, and

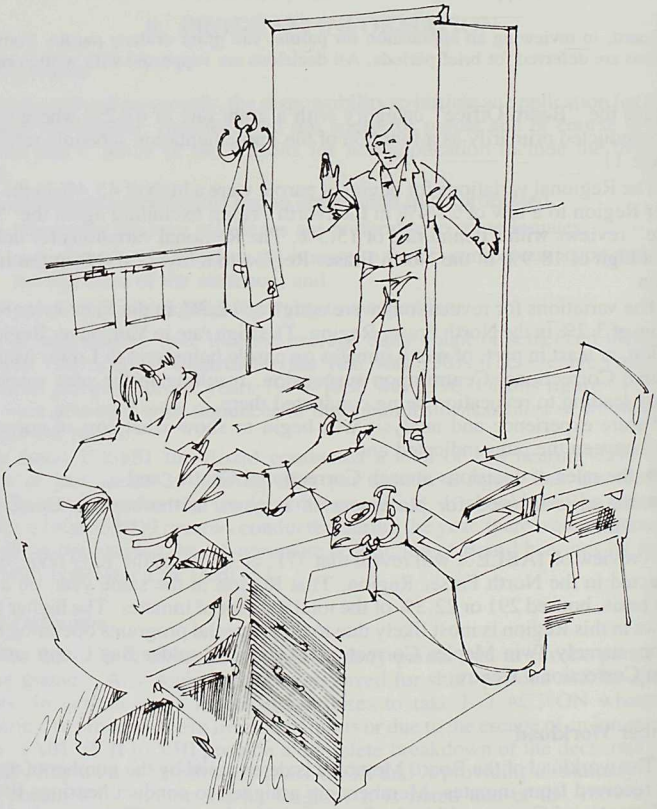
- acquaint them with the full range of correctional programs throughout the province.

Members are retained for parole hearings on an "as needed" basis. During the year each member attended on average just under 26 hearings or just over two hearings per month. On this basis a wide range of people is available for membership as they are able to include this responsibility alongside other obligations that they carry.

Parole Supervision

The number of inmates who were granted parole during the year is 527. The number of people on a monthly basis is shown in TABLE XI. The monthly average of persons on parole for the year is 224, however for the period after implementation was completed, the monthly average stands at 256.

The supervision of parolees is provided by Corrections Branch staff. The Board is advised whenever conditions of parole are violated or problematic circumstances develop that could lead to violations. This information is provided directly to Board Members who then decide whether the parole should be suspended or not.



Inmates who are released on parole remain under supervision until the full expiry of the prison sentence imposed by the court.

Suspensions and Revocations

The suspension of parole certificate is temporary in nature and is based on information concerning violations or the likelihood of violations of parole. The decision to suspend parole can be reversed by the Member authorizing suspension or the matter can be referred to a full review of the Board at a normal hearing. At the post suspension hearing, where the inmate is again present, the Board may reinstate the parole or withdraw the certificate permanently, called revocation.

During the year 113 (or 21.4%) of the 527 inmates released on parole were suspended. Of these 113, 72 (or 63.7%) were revoked, 18 (or 15.9%) were reinstated on parole. No further action was taken in relation to 23 (or 20.4%). A complete analysis of the outcome of suspensions is contained in TABLE XII.

Inmates Serving Definite/Indeterminate Sentences

While the provisions in the PRISONS AND REFORMATORIES ACT for the definite/indeterminate sentence have been repealed, the repeal has not yet been proclaimed. The courts have imposed definite/indeterminate sentences in decreasing numbers with the result that there are currently only 15 persons in the province with this type of sentence. Of these, seven are currently incarcerated and eight are on parole. The Board is carefully monitoring these cases on an ongoing basis to ensure that the intentions of the court resulting in these sentences are fully satisfied.

Mandatory Supervision

Mandatory supervision applies only to inmates sentenced to two years or more who are released from prison without parole where the inmate has more than 60 days remission standing to his credit. In these cases the inmate must serve the remission time under supervision.

As there is a transfer agreement between the Correctional Services of Canada and the B.C. Corrections Branch, there are inmates housed in provincial Correctional Centres who are serving sentences of two years or

Violations of parole conditions result in suspensions of parole. Sometimes parole is reinstated but most violations lead to permanent cancellations (revocations).

more. Where these inmates are released from prison, the Board issues the Certificate of Mandatory Supervision, which occurred in the case of three inmates during the past year.

Mandatory Supervision does not apply to inmates with sentences of less than two years.

Parole by Deportation

The Board may grant parole for purposes of deportation prior to the normal eligibility if the applicant qualifies and there exists an order for deportation against the inmate.

During the year the Board has granted releases of this nature to eight inmates to the following countries:

India	1	Hong Kong	1
France	1	U.S.A.	5

7. CANADIAN ASSOCIATION OF PAROLING AUTHORITIES

Membership

The Canadian Association of Paroling Authorities was formed in January 1980, with charter members being

- The National Parole Board of Canada,
- The Ontario Board of Parole,
- La Commission Québécoise des Libérations Conditionnelles, and
- The B.C. Board of Parole.

The Association has as its purpose:

> ". . . to provide a forum for the discussion of problems and the sharing of experiences of mutual interest to the Boards, and to provide a vehicle for the expression of the concerns of the Association."

Transfer of Jurisdiction

To give effect to the provisions of the PAROLE ACT (CANADA), the Association has entered into an Agreement for the transfer of any inmate released on parole to any part of Canada. This Agreement has been signed on behalf of the four member Boards by:

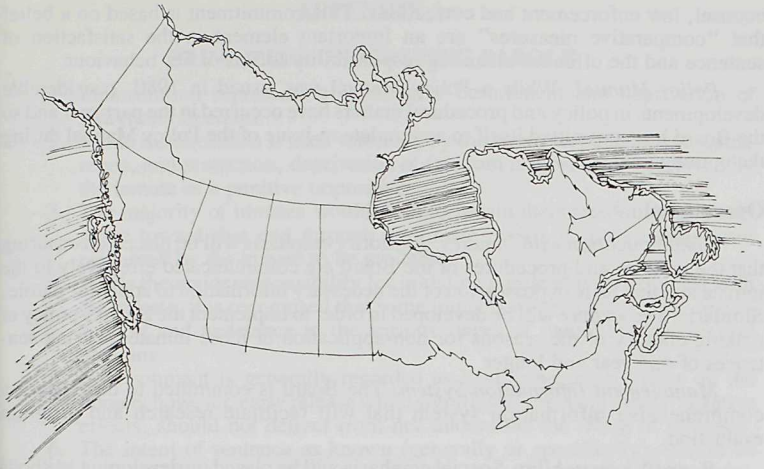
- The Solicitor General of Canada,
- The Minister of Correctional Services of Ontario,
- The Minister of Justice of Quebec, and
- The Attorney General of British Columbia.

Administrative procedures pursuant to the Agreement are now being developed by the Executive Directors of the Boards in consultation with the correctional services in each of the respective jurisdictions involved.

During the year the following transfers took place under the Agreement:

	National Parole Board*	Ontario	Quebec
Transfers to	17	5	2
Transfers from	—	4	—

* To Prairie and Atlantic Provinces.



The authority of the B.C. Board of Parole is transferable to other Boards anywhere in Canada.

Current Issues

The issues currently being examined by the Association include the following:

- the philosophy, purpose and fundamental principles of parole,
- the use and rationale of community Board Members, and
- the adoption of uniform standard conditions of parole by the four Boards.

8. PRIORITIES FOR 1981/82

The Board, in completing its first full year of operation, has beeen involved in policy and program development in almost all facets of the parole decision making program. In order to further guide and inform the work of the Board and to refine its operations, a statement of managerial priorities has been identified for 1981/82 as follows:

Philosophy

Purpose of Parole. It is essential that there continue an ongoing discussion of the purpose of parole in the context of justice in the 1980s. This discussion should be pro-active in its approach and critical in its method. The context for this discussion will be twofold, namely, with other paroling authorities in Canada (National, Ontario and Quebec) and with other senior policy makers in the administration of justice in British Columbia.

Policy

Victim Reparation. The Board will examine policy options for including matters relating to the victim in its information collection, decision making process and obligations for inmates released on a parole certificate. These options will be explored through extensive consultation with the judiciary, crown counsel, defence

counsel, law enforcement and corrections. This commitment is based on a belief that "comparative measures" are an important element in the satisfaction of sentence and the offender assuming responsibility for his or her behaviour.

Policy Manual. While a Policy Manual was issued in 1980, considerable developments in policy and procedural matters have occurred in the past year and so the Board has committed itself to a complete re-issue of the Policy Manual during the coming year.

Operational

Communication with Inmates. A priority emphasis will be placed on ensuring that the policies and procedures of the Board are communicated effectively to the inmate and that he is in possession of the necessary information to apply for parole. Similarly, a procedure will be developed in order to implement the Board's policy of making enquiry of the reasons for non-application of those inmates serving sentences of one year and longer.

Management Information System. The Board is committed to developing a comprehensive information system that will facilitate research and program evaluation.

Board Accountability. Special emphasis will be placed on developing methods of informing the community of the Board's activities. To date this communication is confined to a search for potential candidates and will be expanded to include discussion of the purpose of parole, its objectives, practices, effectiveness and efficiency.

Communication with Justice Personnel. The first year of operation was focused primarily in establishing communication and effective working relationships with corrections personnel. The coming year will emphasize liaison with other selective personnel in the justice system, namely, police, crown counsel, the judiciary and Community Based Residential Centres.

Legislation

Parole Statute. The Board of Parole will continue to press for the enactment of a provincial statute to prescribe the legal framework for its operation. A draft bill has been submitted and provides for a legal basis for the existence and independence of the Board and generally prescribes its operation within the context of the provisions of the PAROLE ACT (CANADA).

APPENDIX A

PRINCIPLES UNDERLYING PAROLE

1. Incarceration represents a substantive curtailment and deprivation of individual freedom.
2. While incarceration is used variously by the courts as punishment, deterrence, and protection, deprivation of freedom is most often perceived by the inmate as a punitive imposition.
3. The majority of inmates would wish to regain their freedom and would strive toward that end through legitimate means if those means were perceived by the inmate to be available.
4. While the major responsibility for initiating parole plans should rest with the inmate, it is recognised that some inmates will require a great deal of support and assistance in the various stages of parole application and planning.
5. Imprisonment is generally regarded as having negative effects on the inmate; however, early release while significantly reducing those negative effects, should not detract from nor undermine the intent of sentence.
6. The intent of sentence as known (generally or specifically), should be determinative in the satisfaction or completion of sentence—both during the experience of incarceration and throughout the process of re-integration into the community.
7. The process of considering early release should be open, direct and should seek the support and involvement of all legitimately interested and concerned parties, in relation to satisfaction of sentence and re-integration of the offender into the community.
8. The criteria for decision-making on early release must be based on the general aims of justice and be complementary and supportive to the various purposes of the justice system components.
9. While the general aims of justice prescribe the framework for decision making on early release, this decision making is essentially a question of judgment and must be exercised independently.
10. The process and provisions of parole must seek generally to reinforce the offender's responsibility as a citizen, and specifically, to support any reparative measures in which the offender may be involved as a consequence of his/her offence(s).
11. Given the eventual return of all inmates to the community, society at large, through its institutions and agencies, may best serve the interests of protection and prevention through the provision of opportunities and support to the offender who successfully qualifies for his/her parole.

APPENDIX B

CRITERIA FOR MEMBERSHIP

The philosophy of the B.C. Board of Parole is based on a commitment to citizen participation in decision making in matters affecting the community. Consequently, all Members of the Board excluding the Chairman, are community members recommended for appointment on the basis of the following criteria:

The Nature of Community Involvement

There will be a strong emphasis on selecting candidates who have demonstrated through their activities and participation, a true sense of responsibility and interest in community affairs and concerns.

Personal Qualifications

Candidates will require a level of abilities, experience and objectivity consistent with the independent decision making role of the Board of Parole within the framework of the justice system. They will also have an understanding and appreciation of the serious impact of their decisions both on the individuals concerned and on the community at large. In the interests of maintaining the independence and integrity of the Board, candidates may be required to undergo a routine security check and furnish references upon request.

Level of Understanding of the Justice Process

A general knowledge of the justice process and its component parts may be a significant criteria for board membership. However, as opportunities will be provided for the orientation and ongoing development of all Board members, this knowledge requirement may be supplanted by an active interest in learning about the justice process and system.

Community Representation

To be consistent with the principles underlying the development of community membership, candidates should be seen by the community to represent broad areas of endeavour and achievement in the community, both with respect to community activity and participation, and in terms of role, career or profession. The overriding consideration in this sense would be one of broad credibility within the community as opposed to the more limited representation of specific interest groups within the community.

APPENDIX C

CRITERIA FOR DECISION MAKING

The Board considers that:

(a) The inmate has derived the maximum benefit from imprisonment:
Intent of sentence has been satisfied;
Program opportunities have been utilized;
Demonstrated responsibility in sentence and release planning.

(b) The reform and rehabilitation of the inmate will be aided by early release:
Program opportunities in the community are as good or better than what is available in prison;
Release plans indicate adequate support for the inmate for his re-integration into the community;
The intent of sentence can be more fully satisfied through reparative measures to which the inmate is committed.

(c) The release of the inmate on parole would not constitute an undue risk to society:
Outstanding charges;
Nature of the current offence and the harm done or risked;
Degree of culpability.

* The major criteria are statutory, based on the Parole Act of Canada. The supporting criteria are designed to expand on the practical application of those criteria.

APPENDIX D

POLICY ON USE OF COMMUNITY RESIDENTIAL CENTRES

The B.C. Board of Parole endorses a policy of utilizing the program services offered by agencies of the private sector (Community Residential Centres) to meet the objectives of ensuring adequate control and/or support for certain offenders where an early release from incarceration is authorized.

In authorizing an early release from incarceration by means of a Parole Certificate, the Board addresses two major concerns:

1. The warrant of imprisonment is then satisfied by the parolee remaining under supervision in the community. This supervision contains *control* elements reflected in the standard and special Conditions of the Parole Certificate.
2. The re-entry of the offender into the community and his/her reintegration as a responsible citizen is aided by the provision of support as reflected in the Agreement for Release in the Parole Certificate.

The Board is therefore authorized to use the service of the Community Residential Centre for a parolee where:

(a) The inmate applicant qualifies for release by the criteria set out in the Parole Act (Canada) but where the additional control and/or support of a placement in a Community Residential Centre is essential for the parole plan to be implemented effectively, and

(b) The Community Residential Centre has an existing contract for bed usage with the B.C. Corrections Branch and funds are available, or the services of the agency are available without cost to the Board and/or the inmate, and

(c) The Community Residential Centre has bed space available at the time the authorized release is to be effected, and

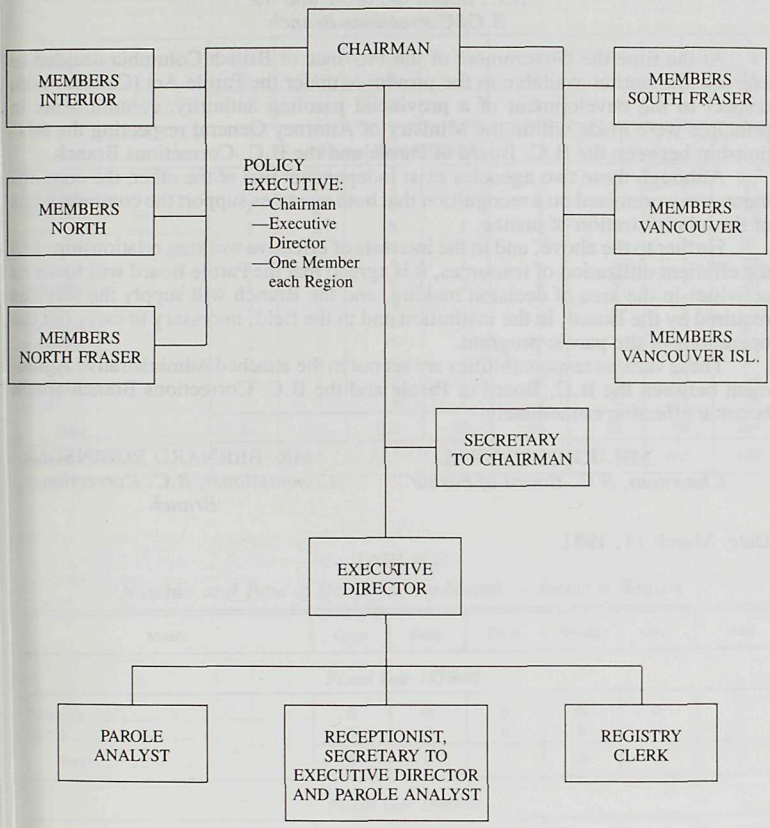
(d) Such placement is undertaken following a review by the Board of the suitability of the Community Residential Centre.

The Board, consistent with this policy, supports the policy issued jointly by the Correctional Services of Canada and the B.C. Corrections Branch under the title, *Use and Financial Support of Community Residential Centres in British Columbia*.

Date of issue: March 13th, 1981.

APPENDIX E

B.C. BOARD OF PAROLE



NOTE—The B.C. Board of Parole operates as an independent agency in a quasi judicial function.

The support services required are provided through the offices of the Assistant Deputy Minister, Support and Administration, Ministry of Attorney General (e.g., Personnel, Finance, Facilities Management).

A liaison with the Ministry's Executive Committee for administrative purposes is provided by the Commissioner of Corrections who is a member of that Committee.

APPENDIX F

I. MEMORANDUM OF UNDERSTANDING

RE: Administrative Agreement between the B.C. Board of Parole and the B.C. Corrections Branch

At the time the Government of the Province of British Columbia decided to exercise the option available to the provinces under the Parole Act (Canada) with respect to the development of a provincial paroling authority, commitments in principle were made within the Ministry of Attorney General respecting the relationship between the B.C. Board of Parole and the B.C. Corrections Branch.

Although these two agencies exist independent one of the other, the commitments were premised on a recognition that both agencies support the common goals of the administration of justice.

Further to the above, and in the interests of effective working relationships and the efficient utilization of resources, it is agreed that the Parole Board will focus its activities in the area of decision making, and the Branch will supply the services required by the Board, in the institution and in the field, necessary to carry out the operations of the parole program.

These various responsibilities are set out in the attached Administrative Agreement between the B.C. Board of Parole and the B.C. Corrections Branch which become effective immediately.

MR. JOHN KONRAD
Chairman, B.C. Board of Parole

MR. BERNARD ROBINSON
Commissioner, B.C. Corrections Branch

Date: March 11, 1981.

TABLE I

Number of Board Hearings by Region by Month

Month	Interior	Northern	North Fraser	South Fraser	Vancouver	Vancouver Island	Board Office	Total
Fiscal Year 1979/80								
February	0	0	3	0	0	0	1	4
March	0	1	6	2	2	0	3	14
Total	0	1	9	2	2	0	4	18
Fiscal Year 1979/80								
April	1	1	4	1	2	1	1	11
May	2	2	8	2	4	3	2	23
June	1	2	8	1	3	3	1	19
July	2	2	14	1	7	2	3	31
August	1	3	9	2	4	4	1	24
September	1	3	9	2	4	4	3	26
October	2	3	8	1	5	3	2	24
November	1	3	10	1	6	3	0	24
December	2	1	10	2	5	5	1	26
January	2	2	9	1	6	3	1	24
February	2	2	10	1	5	2	2	24
March	3	3	8	2	9	2	1	28
Total	20	27	107	17	60	35	18	284
Per cent of Total	7.1	9.5	37.7	6.0	21.1	12.3	6.3	100

TABLE II

Number and Type of Decisions by Month — Interior Region

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	0	0	0	0	0	0
March	0	0	0	0	0	0
Total	0	0	0	0	0	0
Fiscal Year 1980/81						
April	3	1	1	0	0	5
May	5	3	0	0	0	8
June	3	0	1	0	0	4
July	4	1	0	1	0	6
August	3	1	1	0	0	5
September	4	3	1	1	0	9
October	2	4	0	0	0	6
November	2	2	0	0	0	4
December	2	4	0	0	0	6
January	3	3	0	1	0	7
February	2	3	2	1	0	8
March	5	1	0	1	0	7
Total	38	26	6	5	0	75
Per cent of Total	50.7	34.7	8.0	6.6	0	100

TABLE III

Number and Type of Decisions by Month — Northern Region

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	0	0	0	0	0	0
March	3	2	3	0	0	8
Total	3	2	3	0	0	8
Fiscal Year 1980/81						
April	3	1	0	0	0	4
May	4	4	1	0	0	9
June	4	5	2	0	0	11
July	2	3	2	2	0	9
August	4	6	0	1	0	11
September	2	0	2	0	1	5
October	4	3	2	0	0	9
November	5	3	0	3	0	11
December	1	3	0	0	1	5
January	3	1	1	1	0	6
February	4	2	0	0	0	6
March	2	4	0	2	0	8
Total	38	35	10	9	2	94
Per cent of Total	40.4	37.3	10.6	9.6	2.1	100

TABLE IV

Number and Type of Decisions by Month — North Fraser Region

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	10	0	1	0	0	11
March	17	5	8	0	0	30
Total	27	5	9	0	0	41
Fiscal Year 1980/81						
April	11	5	6	0	0	22
May	11	10	6	0	0	27
June	19	5	7	0	0	31
July	23	2	3	0	0	28
August	18	4	7	2	0	31
September	14	7	7	1	1	30
October	13	7	7	3	0	30
November	23	8	6	4	0	41
December	14	16	8	0	0	38
January	23	5	2	0	0	30
February	22	5	6	0	0	33
March	14	9	5	2	0	30
Total	205	83	70	12	1	371
Per cent of Total	55.2	22.4	18.9	3.2	.3	100

TABLE V

Number and Type of Decisions by Month — South Fraser Region

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	0	0	0	0	0	0
March	7	4	2	0	0	13
Total	7	4	2	0	0	13
Fiscal Year 1980/81						
April	2	3	1	0	0	6
May	3	1	2	0	0	6
June	3	2	0	1	0	6
July	1	3	1	0	0	5
August	2	1	1	0	0	4
September	6	3	0	0	0	9
October	2	1	0	3	0	6
November	1	4	1	0	0	6
December	0	3	0	0	0	3
January	2	2	1	0	0	5
February	1	2	1	0	0	4
March	1	5	0	0	0	6
Total	24	30	8	4	0	66
Per cent of Total	36.4	45.4	12.1	6.1	0	100

TABLE VI

Number and Type of Decisions by Month — Vancouver Region

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	2	3	0	0	0	5
March	6	17	6	0	0	29
Total	8	20	6	0	0	34
Fiscal Year 1980/81						
April	5	5	2	0	0	12
May	8	7	2	2	0	19
June	4	7	4	2	0	17
July	17	7	3	4	1	32
August	15	3	1	1	0	20
September	12	3	2	2	0	19
October	7	5	2	0	0	14
November	12	5	5	2	0	24
December	11	5	3	1	0	20
January	14	4	3	6	0	27
February	7	2	4	6	2	21
March	7	9	7	5	0	28
Total	119	62	38	31	3	253
Per cent of Total	47.0	24.5	15.0	12.3	1.2	100

TABLE VII

Number and Type of Decisions by Month — Vancouver Island Region

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	0	0	0	0	0	0
March	0	0	0	0	0	0
Total	0	0	0	0	0	0
Fiscal Year 1980/81						
April	3	3	2	1	0	9
May	8	1	3	0	0	12
June	5	2	2	0	0	9
July	4	2	0	0	1	7
August	4	1	2	2	0	9
September	8	4	2	0	0	14
October	5	4	0	1	0	10
November	3	2	0	1	0	6
December	11	8	2	0	0	21
January	5	1	0	2	0	8
February	2	2	1	2	0	7
March	6	2	1	1	0	10
Total	64	32	15	10	1	122
Per cent of Total	52.5	26.2	12.3	8.2	.8	100

TABLE VIII

Number and Type of Decisions by Month — Board Office

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	2	2	1	0	0	5
March	6	14	4	0	4	28
Total	8	16	5	0	4	33
Fiscal Year 1980/81						
April	2	2	0	0	0	4
May	5	5	2	0	0	12
June	1	1	0	0	0	2
July	5	0	0	2	2	9
August	3	0	0	2	0	5
September	7	0	0	0	1	8
October	6	0	0	0	0	6
November	0	0	0	0	0	0
December	2	0	0	0	0	2
January	2	0	0	0	0	2
February	6	0	0	1	0	7
March	0	1	0	0	0	1
Total	39	9	2	5	3	58
Per cent of Total	67.2	15.5	3.5	8.6	5.2	100

TABLE IX

Number and Type of Decisions by Month — Provincial Summary

Month	Grant	Deny	Defer	Revoke	Other	Total
Fiscal Year 1979/80						
February	14	5	2	0	0	21
March	39	42	23	0	4	108
Total	53	47	25	0	4	129
Fiscal Year 1980/81						
April	29	20	12	1	0	62
May	44	31	16	2	0	93
June	39	22	16	3	0	80
July	56	18	9	9	4	96
August	49	16	12	8	0	85
September	53	20	14	4	3	94
October	39	24	11	7	0	81
November	46	24	12	10	0	92
December	41	39	13	1	1	93
January	52	16	7	10	0	87
February	44	16	14	10	2	86
March	35	31	13	11	0	90
Total	527	277	149	76	10	1,039
Per cent of Total	50.7	26.7	14.3	7.3	1.0	100

TABLE X

Number and Type of Decisions by Region — Provincial Summary

Region	Grant	Deny	Defer	Revoke	Other	Total
Interior	38	26	6	5	0	75
Northern	38	35	10	9	2	94
North Fraser	205	83	70	12	1	371
South Fraser	24	30	8	4	0	66
Vancouver	119	62	38	31	3	253
Vancouver Island	64	32	15	10	1	122
Board Office	39	9	2	5	3	58
Total	527	277	149	76	10	1,039

TABLE XI

Number on Parole by Month — Provincial Summary

Month	No. at Beginning	Grants	Transferred In	Revoked	Transferred Out	Terminations	No. at End of Month
Fiscal Year 1979/80							
January							16
February	16	14	1	0	0	4	27
March	27	39	0	0	0	1	65
Fiscal Year 1979/80							
April	65	29	0	1	1	3	89
May	89	44	1	2	0	1	131
June	131	39	0	3	4	2	161
July	161	56	1	9	4	9	196
August	196	49	0	8	2	16	219
September	219	53	0	4	5	12	251
October	251	39	0	7	3	22	258
November	258	46	0	10	3	32	259
December	259	41	0	1	3	21	275
January	275	52	0	10	3	26	288
February	288	44	1	10	2	35	286
March	286	35	1	11	2	34	275

TABLE XII

Suspensions and Dispositions by Month — Provincial Summary

Month	Suspensions	Dispositions		
		Revoke[1]	Reinstate	Other[2]
Fiscal Year 1979/80				
February	1	1	0	0
March	1	1	0	0
Total	2	2	0	0
Fiscal Year 1980/81				
April	4	2	1	1
May	5	4	0	1
June	11	6	4	1
July	14	9	1	4
August	7	2	1	4
September	7	2	4	1
October	10	7	1	2
November	11	7	2	2
December	11	8	0	3
January	14	9	2	3
February	9	9	0	0
March	10	7	2	1
Total	113	72[2]	18	23

[1] The revocations reported on this Table are in relation to the suspensions authorized during the year and do not coincide with revocation decisions for the year reported on Tables IX and X.

[2] Other dispositions would include "No Action" taken when sentence expired or Temporary Parole ended and when jurisdiction transferred to another Parole Board.

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