



APPENDIX B:

Proposed Areas for a National, Independent Investigation of the Parole Board of Canada

The proposed investigation would examine Canada's federal parole and corrections system through three interconnected pillars: **Public Safety, Risk Assessment and Offender Supervision; Victims' Rights, Protection and Participation; and Systemic Accountability, Transparency and Institutional Reform.**

The investigation should identify systemic deficiencies, assess whether existing safeguards are effective, and recommend evidence-based reforms to strengthen public safety, protect victims' rights, and improve institutional accountability.

PILLAR 1: Public Safety, Risk Assessment and Offender Supervision

- **Parole Board Decision-Making:** The evidence, criteria, rationale and processes underlying conditional-release decisions, including how victim information, public-safety concerns and changing risk factors are considered.
- **Risk Assessment and Rehabilitation:** The accuracy, consistency and reliability of risk assessments, including how changes in behavior, circumstances, rehabilitation, insight and accountability influence release decisions.
- **Correctional Service of Canada Risk Management:** The adequacy of CSC's risk-management practices before and after release, including the identification, communication and management of foreseeable risks.
- **Parole Eligibility and Release Decisions:** The application of eligibility criteria and the consideration of public safety when determining whether and under what conditions an offender may be released.
- **Offender Supervision and Compliance:** The adequacy of community supervision, monitoring, enforcement and responses to changing risk or emerging concerns.
- **Selection and Enforcement of Release Conditions:** Whether conditions are tailored to assessed risks, clearly communicated, practically enforceable, monitored and consistently enforced.

- **Victim-Related Information in Risk Assessments:** How relevant victim information, prior incidents, unresolved concerns and available evidence are documented, assessed and incorporated into risk-management decisions.
- **Assessment of Accountability and Insight:** How remorse, acceptance of responsibility, insight into offending behavior and demonstrated behavioral change are evaluated without treating any single factor as determinative.
- **Prevention of Further Violence:** Whether risk assessments, supervision practices and release conditions adequately address the potential for repeat violence, including intimate-partner and family violence.
- **No-Contact and Geographic Restrictions:** The communication, implementation, monitoring and enforcement of restrictions intended to protect victims.
- **Modification of Geographic Restrictions:** The rationale, notification practices and accountability surrounding changes to, removal of or replacement of geographic restrictions.
- **Alcohol-Related Restrictions:** The clarity, suitability, monitoring and enforcement of alcohol-related release conditions.
- **Online and Digital Restrictions:** The monitoring and enforcement of appropriate restrictions involving dating applications, social media and other forms of online contact.
- **Electronic Monitoring and Individual Rights:** The appropriate use of GPS monitoring, geofencing and exclusion zones, including their potential effectiveness, proportionality, privacy implications and legal requirements.
- **Alternative Protective Measures:** The rationale and transparency surrounding alternative supervision measures when GPS electronic monitoring is not imposed, including how comparable risks are addressed.
- **Federal GPS Monitoring Proposal — e-Petition E-7545:** The potential effectiveness, appropriate application, and limitations of GPS monitoring for certain high-risk violent offenders, particularly in cases involving intimate-partner violence.
 - **Electronic Monitoring and GPS Geofencing for High-Risk Offenders**
 - Examine the role of electronic monitoring, including GPS monitoring and geofencing, as potential risk-management measures for appropriate high-risk offenders released into the community. Consider whether exclusion zones around victims' homes, workplaces, schools and other relevant locations could strengthen victim protection; the criteria for imposing, enforcing and reviewing monitoring conditions; responses to breaches; and the legal authority, privacy safeguards, proportionality, effectiveness and practical limitations of these measures.
- **Public Notification of Release:** The adequacy and consistency of public announcements concerning the release of serious violent offenders, including disclosure of a general release region where legally permissible and appropriate.
- **Offender Identification Photographs:** The availability of accurate, current identification photographs, including multiple views where justified, necessary and legally permitted.
- **Monitoring and Response to Breaches:** Clear standards for identifying, reporting, investigating and responding to breaches of release conditions, including how potential escalation of risk is addressed.

- **Coordination and Information-Sharing:** The effectiveness of information-sharing among PBC, CSC, police and victim-services agencies in identifying risks and supporting safe release and supervision decisions.
- **National Offender Registry Proposal:** The legal feasibility, public-safety value, privacy implications, proportionality and potential effectiveness of a registry for individuals convicted of murder or attempted murder who are released into communities.

PILLAR 2: Victims' Rights, Protection and Participation

- **Victim Notification and Access to Information:** Whether registered victims receive timely, accurate and understandable information about parole proceedings, decisions, release arrangements and relevant changes affecting their safety.
- **Meaningful Victim Participation:** Opportunities for victims to prepare submissions, participate in proceedings and have their concerns appropriately considered in decision-making.
- **Victim Impact Statements and Safety Concerns:** How victim statements, ongoing safety concerns and relevant information are received, documented and considered.
- **Victim Evidence and Credibility:** How victim-provided evidence and information are handled, assessed and documented by the responsible federal agencies.
- **Victim Safety and Protection:** Whether available safeguards adequately address individual circumstances, assessed risks, and the potential for further harm.
- **Victim Safety Planning and Post-Release Follow-Up:** Access to individualized safety planning, emergency contacts, timely updates and appropriate follow-up after an offender's release.
- **Victim Input on Protective Measures:** Opportunities for victims to communicate concerns about proposed release conditions, electronic monitoring, geographic restrictions, exclusion zones and other appropriate safeguards.
- **Protection of Sensitive Information:** Safeguards for victim impact statements, personal information and sensitive disclosures that could expose victims to retaliation or further harm.
- **Victims' Rights to Understand and Challenge Decisions:** Access to meaningful explanations, applicable review or reconsideration mechanisms, and information about decisions affecting their safety.
- **Lawful Sharing of Parole Information:** Clear guidance for victims seeking to share parole-related information without unintended legal consequences.
- **Secondary Victimization and Trauma:** The extent to which institutional practices, communications and repeated proceedings contribute to avoidable harm or retraumatization.
- **Long-Term Impact on Homicide Families:** Recognition of the ongoing effects of homicide, repeated parole proceedings and continuing concerns about offender release.
- **Access to Legal Support and Representation:** The availability and accessibility of appropriate legal information, assistance and representation for victims participating in parole-related processes.

- **Psychological, Trauma-Informed, Indigenous, Spiritual and Cultural Supports:** Access to appropriate, culturally responsive support during parole proceedings and related processes.
- **Victim Services, Funding and Accessibility:** Whether services and resources are adequate, accessible and responsive to victims' needs across Canada.
- **Financial Barriers to Participation:** The adequacy of advance funding, timely reimbursement and financial assistance for victims participating in hearings, investigations and systemic reviews.
- **Victim Safety Concerns Following Release:** Whether victims have clear, accessible avenues to report emerging safety concerns and receive timely responses from the responsible agencies.

PILLAR 3: Systemic Accountability, Transparency and Institutional Reform

- **Institutional Oversight and Accountability:** The adequacy of oversight of PBC, CSC and other federal bodies involved in parole decisions, offender supervision and victim services.
- **Recurring Systemic Failures:** Identification of recurring institutional problems, patterns of avoidable harm and failures affecting victims or public safety.
- **Independent Investigation and Public Accountability:** The need for an independent national examination with an appropriate mandate, transparent processes and meaningful public reporting.
- **Transparency of Parole Decisions:** The adequacy of decision explanations, disclosure practices and accountability, while respecting applicable privacy and legal requirements.
- **Victim Complaints, Reviews and Remedies:** The accessibility, independence, timeliness and effectiveness of complaint processes, review mechanisms and available remedies.
- **Clear Institutional Responsibility:** Whether the institution clearly assigns and consistently fulfills responsibility for responding to registered victims' safety concerns before and after release.
- **Coordination of Victim Services and Hearing Participants:** Whether victim-services personnel, support persons, and elected representatives involved in proceedings have clear roles and coordinate effectively.
- **Federal-Provincial Coordination:** Whether responsibilities, information-sharing arrangements and procedures between jurisdictions are sufficiently clear and effective.
- **Policies and Practical Implementation:** Whether institutional policies are consistently applied, monitored and updated in response to identified deficiencies.
- **Legal and Procedural Rights:** Whether offender rights and procedural fairness are respected while ensuring that relevant public-safety and victim-protection concerns receive appropriate consideration.
- **Legal Clarity Regarding Disclosure:** Whether victims, media organizations and government agencies have clear guidance on the lawful disclosure of parole-related information.

- **Data Collection, Research and Evidence:** The availability and quality of national data on parole decisions, risk assessments, release conditions, breaches, victim participation and relevant outcomes.
- **Lessons Learned from Serious Incidents:** Examination of cases in which risk increased, release conditions were breached, supervision or information-sharing failed, or a victim was subsequently harmed.
- **Root-Cause Analysis and Prevention:** Whether identified failures resulted from individual errors, inadequate policies, unclear responsibilities, systemic deficiencies or gaps in implementation, and what changes could prevent recurrence.
- **Legislative and Policy Reform:** Identification of legislative, regulatory, administrative and operational changes needed to address systemic deficiencies. Examine opportunities for evidence-based legislative and policy reforms to strengthen public safety, victim protection and accountability within the federal parole system. This should include consideration of proposals for GPS monitoring and geofencing in appropriate high-risk cases, including the issues raised by House of Commons e-Petition E-7545, initiated by Debbie Vance.
- **Evidence-Based Recommendations:** Development of practical, measurable recommendations informed by evidence, expert analysis and the experiences of victims, survivors and families.
- **Implementation and Monitoring of Reforms:** Clear responsibility, timelines and mechanisms for assessing whether recommendations are implemented and produce meaningful improvements.
- **Public Reporting and System-Wide Learning:** Appropriate public reporting of findings, systemic trends, corrective measures and lessons that can improve the federal parole and corrections system.

Intended Outcome

The investigation should determine whether Canada's federal parole and corrections system adequately assesses and manages risk, protects victims and the public, and provides meaningful transparency and accountability. It should identify gaps between established policies and actual practice, examine lessons from cases involving serious failures or subsequent harm, and recommend practical reforms with clear implementation responsibilities and ongoing oversight.

The ultimate objective is a safer, more transparent and accountable federal parole system—one that respects legal rights, takes victims' safety concerns seriously and works to prevent avoidable harm.