



GOVERNMENT OF BERMUDA

**THE PAROLE BOARD
ANNUAL REPORT**

2025

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Message from the Chair

As Chair of the Parole Board, it is my privilege to present our Annual Report for 2025.

I assumed the role of Chair in September 2025, and have since been deeply engaged in the work of the Board. In this short time, I have developed a strong appreciation for the care, rigour and integrity that underpin each of our decisions, as well as the significant responsibility entrusted to us. Each decision carries real consequences, not only for the individuals who come before us, but also for the wider community we serve.

The Parole Board is committed to ensuring that our processes remain considered, transparent and responsive. This has included ongoing efforts to strengthen the quality of our decision-making, enhance procedural consistency and engage thoughtfully with the evolving needs of the justice system. We are particularly mindful of the importance of balancing risk with the potential for rehabilitation, recognising that meaningful reintegration is a critical component of long-term public safety.

I would like to extend my sincere appreciation to my fellow Board members for their professionalism and integrity, and to our partners in the Ministry of Justice, the Department of Corrections and the Department of Court Services, whose contributions are essential to the effective functioning of the parole system. I also wish to acknowledge, with gratitude and respect, the outgoing members of the Board, whose service and dedication have made a lasting contribution to this work.

As we look ahead, we remain committed to continuous improvement, informed by evidence, reflection and a shared responsibility to serve the public with diligence and care.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Emily Ross", written in a cursive style.

Dr. Emily Ross
Parole Board Chair

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Overview

Definition of Parole

Parole is the conditional release of an incarcerated person before the completion of their sentence. Upon release, individuals serve the remainder of their sentence under community supervision, referred to as being 'on licence', and must comply with all conditions attached to their release.

Mission Statement

To facilitate offenders to become law-abiding citizens through community supervision and support designed for successful reintegration.

Philosophy

The Parole Board is committed to ensuring that every parolee has the best possible opportunity to succeed. By working collaboratively with institutional partners, the Board aims to balance the rehabilitative needs and prospects of each individual with the overarching duty to protect public safety. The Board views itself as a critical contributor to the rehabilitation process and to the pathway that enables offenders to reintegrate successfully into society.

Mandate

The Bermuda Parole Board is an independent statutory body empowered to determine the timing, terms, and conditions of release for eligible incarcerated persons. Its decisions are grounded in thorough assessments of the risks individuals may pose to themselves or to the community.

Established under The Parole Board Act 2001, assented to on 9 March 2001 and commenced on 1 October 2001, the Board consists of seven members appointed by the Minister responsible for the Department of Corrections. In accordance with the Act, three members must represent the fields of law, psychology, and penal/institutional or aftercare services.

In carrying out its mandate, the Board:

- Reviews all relevant case information and conducts one or more interviews with applicants

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- Evaluates whether community supervision will positively contribute to the individual's reintegration
- Establishes appropriate release conditions to balance rehabilitation with public safety
- Works collaboratively with partners across the criminal justice system to support reduced recidivism, crime prevention, and community protection

Governing Legislation

The Bermuda Parole Board operates in accordance with the following legislation and regulatory frameworks:

- The Parole Board Act 2001
- The Criminal Code Act 1907
- The Prisons Act 1979
- The Prison Rules 1980
- The Senior Training School Rules 1951
- The Young Offenders Act 1950

Pursuant to Section 8 of The Parole Board Act, 2001, this Report is submitted to the Minister of National Security on the performance of duties of the Board between the period 1st January 2025 and 31 December 2025 respectively.

As stipulated by the Act, the Board meets a minimum of three times per month to review parole applications from individuals housed at the island's three correctional facilities, and to monitor parolees in the community. In addition, the Board conducts breach hearings, reviews parolee petitions to travel and holds joint meetings as necessary with partners including but not limited to the Department of Corrections and the Department of Court Services. Special meetings are held as necessary.

Parole Board Members

The Parole Board plays a critical role in balancing the rehabilitation of offenders with the safety and confidence of the public. In line with ongoing efforts to strengthen Bermuda's restorative justice framework and modernise the justice system, a renewed Parole Board was appointed effective October 1st, 2025, reflecting a commitment to diversifying perspectives and considering new approaches to parole decision-making. The Parole Board is grateful for the contributions of long-standing outgoing members, whose tenure concluded on 30 September 2025:

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The Hon. Derrick V. Burgess, JP, MP, Chair
Mr. Roderick Burchall, JP
Ms. Tori Burgess
Mr. Scott Simmons, JP, MP

The dedication and considered decision-making of these members underpin the majority of the Board's work in 2025 and represent a significant and valued contribution to the administration of parole. We would additionally like to wholeheartedly thank our administrators Ms. Shanna King and Mr. Kennai Burchall.

The newly appointed Board brings together a range of professional expertise and lived experience to support fair, evidence-based, and transparent determinations, while also benefiting from continuity through the retention of three experienced members. The composition of the current Board is set out below.

Dr. Emily Ross, DPhil, Chair
Mr. Vaughan Caines, Deputy Chair
Dr. Cherita Rayner, PsyD
Dr. Ernest Peets Jr, DMin
Mr. Tarik Bean-Darrell
Ms. Ria Mayes
Ms. Shawnette Somner

Key Statistics for 2025

- **41** individual parole applications were reviewed
- **13** parole licences were granted
- **62** parole applications were deferred (this figure includes multiple interviews with the same individuals, in some cases)
- **10** individuals declined parole
- **7** foreign nationals were interviewed
- **56** Court Services reviews with parolees were conducted
- **8** breach hearings were conducted
- **5** parolees were recalled to custody
- **3** individuals completed their sentence while on licence

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Caseload Summary

Table 1 provides a summary of the Parole Board's key activities and decisions for the current reporting period, alongside comparative averages from data available between 2019 and 2024. It outlines the number of applications reviewed and the outcomes of those considerations, including licences granted, decisions to decline parole and revocations of parole licences resulting in recalls to custody. This year's report marks the introduction of additional metrics to Parole Board data collection, including the recording of decisions involving foreign nationals, sex offenders and individuals serving life sentences. Together, these figures offer an overview of the Board's workload and decision-making trends over time, while supporting greater transparency and insight into the populations considered.

The data indicates a decrease in overall parole activity compared to 2019-2024, with applications reviewed falling from an average of 57 to 41. This being said, the number of applications in 2025 is consistent with those received in 2023 (41) and 2024 (43), indicating potentially a disparity in how applications were counted for earlier years (34 in 2022, no data for 2021, 123 in 2020 and 100 in 2019). As a result, it is not possible to conclude that there is a generally a lower volume of cases coming before the Board in the current reporting period. For this reporting period, parole applications are counted individually and are inclusive of any applications carried over from previous years. An individual may meet with the Parole Board several times over the course of a year regarding their application - this is only counted as a single application for the 2025 figures.

Licences granted remained broadly consistent, with 13 licences granted in the current reporting period and an average of 11 between 2019 and 2024. With a closer eye on data from previous years, there is a noted increase in licences granted for 2025 compared to 2022, 2023 and 2024. 2025 also saw an increase in licence revocations, with five parolees recalled to custody compared to just one in 2024 and two in 2023, and an average of three for the 2019-2024 period. In contrast, three individuals successfully completed parole in the current period, though comparative data for the previous period is not available. The data also shows limited involvement of lifer cases, with a small number reviewed and minimal outcomes recorded in terms of grants or declines. Only three individual women were seen by the Parole Board in 2025 - one woman initiated her application for parole, another woman was recalled to custody after a significant period of being Unlawfully at Large, and a third woman was recalled to custody after several breaches of the terms of her licence.

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Table 1: Caseload Summary by Year

	2025	2019-2024 average*	2024	2023	2022	2021	2020	2019
Applications reviewed	41	57	43	41	34		123	100
Of which are foreign nationals	7							
Of which are lifers	5							
Of which are sexual offenders	7							
Licences granted	13	11	7	7	4	18	15	12
Of which are foreign nationals	0							
Of which are lifers	0							
Of which are sexual offenders	1							
Decisions to decline parole	10	13	16		14		23	27
Of which are foreign nationals	0							
Of which are lifers	0							
Of which are sexual offenders	1**							
Licences Revoked	5	3	1	2	4	2	1	5
Of which are foreign nationals	0							
Of which are lifers	1							
Of which are sexual offenders	0							
Parole Completed	3							
Of which are foreign nationals	0							
Of which are sexual offenders	0							

*Figures derived from past Annual Reports. Please note that an Annual Report for 2021 could not be located, as such the data for this year is incomplete

**This individual declined parole in order to completed the Right Living House Programme

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Decisions to Decline Parole

A decision to decline parole is made by an incarcerated individual and not by the Parole Board. Parole is a privilege, not a right - but it is also not mandatory. Individuals can choose whether to complete their sentence in custody or apply for release on licence. All those who choose to decline parole are informed that they are able to reverse this decision and commence an application parole at any time. Reasons for declining parole are not always given or recorded, but in 2025 some of the reasons indicated were:

- Choosing to complete the Right Living House Programme
- Not wanting to undergo requested Risk Assessments or participate in therapeutic programming
- Not wanting to be subjected to the conditions of release on licence and preferring instead the possibility of release at their Earliest Release Date (ERD)

Decisions to decline parole are often shaped by individual circumstances, perceptions of the process, and the requirements associated with release. They underscore the importance of continued engagement, clear communication, and access to rehabilitative opportunities, to ensure that individuals are supported in making informed decisions about their progression through the system.

Revocation of Parole

A total of five parole licences were revoked in 2025, representing the highest number of revocations since 2019. While the figures remain relatively small, this increase is nonetheless notable and warrants careful consideration in the context of post-release supervision and compliance.

The revocation of parole and the resulting recall to custody is not a decision taken lightly by the Board. It is typically preceded by a period of monitoring, engagement and, where appropriate, attempts to address non-compliance through alternative measures. These may include adjustments to licence conditions, increased supervision or referrals to support services, with the aim of stabilising the individual in the community and supporting continued compliance.

Where behaviour presents a serious concern in relation to public safety, an individual may be recalled to custody pending a formal breach hearing at which the Board considers the circumstances in full. This process reflects the need to balance rehabilitative aims with the

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Board's overriding duty to protect the public, ensuring that recall is used proportionately and only where the level of risk justifies such action. Table 2 outlines revocation decisions in 2025.

Table 2: Revocations of Parole 2025

Month of Recall	Gender	Index Offence	Originally Paroled	Conditions Breached
July	Male	Murder	2023	General Conditions (ii), (v), (ix), (x), (xii); Special Condition 6 In summary: failure to cooperate with Parole Officer, failure to attend/comply with recommended programmes, failure to refrain from consumption of controlled substances
September	Female	Stealing, Obtaining Property by Deception	2014	General Condition (xi) In summary: Unlawfully at Large
October	Male	Burglary	2025	General Conditions (iii), (ix); Special Conditions 1, 2, 6 In summary: failure to report to Parole Officer, failure to refrain from consumption of controlled substances, failure to comply with curfew and recommended programming
October	Female	Stealing, False Accounting	2024	General Conditions (ix), (x), (xii) In summary: failure to refrain from consumption of controlled substances, failure to attend/comply with recommended programmes
October	Male	Theft	2025	General Condition (vi), Special Condition 8 In summary: failure to engage with recommended programming, threatening behaviour

Early Recall

In 2025, two individuals were paroled and recalled in the same year. Additionally, a third 2025 parolee was recalled to custody pending a breach hearing, which resulted in a revocation of parole in January 2026.

The initial period following release on licence is one of heightened vulnerability. Early recall may indicate challenges in transitioning out of custody, including difficulties in adjusting to licence conditions, accessing support or maintaining stability. This highlights the importance

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of robust pre-release planning and intensive, coordinated support in the early stages of parole, with close supervision and the capacity to respond quickly to emerging difficulties.

Use of Controlled Substances

Substance misuse is considered by the Board within the broader context of harm, rather than in isolation. Where substance use is assessed as increasing the likelihood of harm to the parolee or others, it is treated as a significant factor in determining whether continued release can be safely maintained.

The prominence of substance use in breach behaviour points to a persistent and structural challenge within the system. Where substance misuse can be a key driver of offending and instability, relapse should not be viewed solely as individual non-compliance but as an indicator of unmet treatment needs. In the absence of consistent, evidence-based interventions in custody, individuals often reach their Parole Eligibility Date without having meaningfully addressed underlying addiction issues. This, in turn, increases the likelihood that substance use will re-emerge shortly after release, particularly in the context of the pressures associated with reintegration.

The data suggests that breaches linked to substance use are often intertwined with wider patterns of non-compliance, including disengagement from programming. Without sufficient access to structured treatment, both before and after release, licence conditions requiring abstinence or programme participation may be difficult to sustain. This creates a cycle in which individuals are released without adequate support, struggle to comply, and are subsequently recalled to custody.

These dynamics highlight the need for a more integrated and adequately resourced approach to substance misuse treatment. Within custody, this includes the availability of consistent therapeutic programmes, clinical support and continuity of care. In the community, this requires not only accessible treatment pathways and close coordination with supervision services, but also the availability of a range of treatment options that can be tailored to individual need. Strengthening these supports would not only improve compliance with licence conditions, but also enhance long-term rehabilitation outcomes and reduce the likelihood of recall, while maintaining appropriate safeguards for public safety.

Programming Compliance

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Four out of five revocations were linked to non-compliance with recommended programming, pointing to a broader structural issue around the limited availability of rehabilitative interventions. Where programmes are scarce, inconsistent or delayed, individuals may be placed on licence with requirements that are difficult to fulfil in practice. In some cases, this can result in non-compliance that reflects gaps in provision rather than a lack of willingness to engage.

This reinforces the importance of ensuring that licence conditions are not only appropriate but realistically achievable within the existing system. It also highlights the need for greater availability and continuity of programming, both in custody and in the community, so that individuals are meaningfully supported in meeting the expectations placed upon them. The data suggests that revocations in 2025 were less a function of isolated incidents and more indicative of underlying challenges in transition, treatment access and programme engagement. Addressing these areas may help to reduce the likelihood of recall, while supporting more sustainable outcomes for individuals on licence and maintaining public safety.

Unlawfully at Large

In September 2025, a woman's parole was officially revoked upon returning to Bermuda having been Unlawfully at Large for over a decade. She was originally paroled in March of 2014, and was declared Unlawfully at Large in October 2014. The woman had relocated to the UK, and claimed to have done so to escape a violent relationship. She had petitioned to travel under these grounds back in 2014, but this was denied by the Board at the time. Her parole would have expired in October 2016.

Under established protocol, individuals who are apprehended after being unlawfully at large are required to complete the remainder of their sentence as though no time has elapsed. In this case, this would have resulted in approximately two additional years to be served, either in custody or under licence. However, it was submitted that during her time overseas, the individual had made significant positive changes and had become a contributing member of her community. Evidence was also presented detailing the extent of the abuse she had experienced, supporting her account of the circumstances that led to her departure.

Upon review, the Parole Board as constituted in September 2025 determined that it did not have the authority to set aside or vary the original sentence, and the decision was therefore taken to revoke parole in accordance with the governing framework. In December 2025, the

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individual was granted a pardon by the Governor and has since resumed her life in the community.

This case highlights the limitations of the Board's statutory remit, particularly in circumstances where complex personal factors intersect with established legal protocols. It underscores the importance of clear pathways for addressing exceptional cases, including those involving vulnerability and harm, and the role of executive mechanisms, such as the exercise of the Governor's prerogative, in ensuring that outcomes remain just and proportionate.

Bermuda’s Prison Population: Changes and Implications

The work of the Parole Board takes place within the broader context of Bermuda’s incarcerated population. Table 3 outlines the custodial populations at Westgate, the Farm Facility, the Co-Ed Facility and Right Living House as per Department of Corrections data on the 31st December of each noted year. Table 4 outlines the end of year population of foreign national inmates; Table 5 and 6 the comparative end of year populations of sexual offenders and lifers respectively, with an additional breakdown in 2025 for local and foreign offenders in the Bermudian custodial system. Table 5 only accounts for the years 2022-2025, as there is no data available prior to 2022.

Table 3: End of Year Carceral Populations

	Westgate	Farm	Co-Ed	RLH	Total
2019	139	22	4	11	176
2020	99	20	4	11	134
2021	91	19	4	9	123
2022	109	17	1	7	134
2023	116	22	9	4	151
2024	122	25	7	9	163
2025	128	19	11*	5	163

**All female, includes one female young offender (under 21)*

Table 4: End of Year Incarcerated Foreign National Populations

	Total Population
2019	20
2020	7
2021	6
2022	5
2023	16
2024	20
2025	29*

**5 female*

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Table 5: End of Year Incarcerated Sexual Offender Populations

	Total Population	Local	Foreign National
2022	15		
2023	14		
2024	16		
2025	22	19	3

Table 6: End of Year Incarcerated Lifer Populations

	Total Population	Local	Foreign National
2019	39		
2020			
2021			
2022	35		
2023	31		
2024	31		
2025	33*	33	0

**1 female*

Women and Girls in Custody

Women are a minority in the Bermudian custodial population, with only 11 out of 163 inmates identified as female in 2025, one of whom is a young offender under the age of 21. At the end of 2025, there were 5 foreign national women in custody, and 1 Bermudian woman serving a life sentence. While the numbers are small, this does not diminish the importance of recognising and responding to the distinct experiences of women in custody, who are often among the most vulnerable individuals in society. Women in prison often present with different pathways into offending, frequently shaped by trauma, victimisation and coercive relationships.

The presence of a young female offender further underscores the need for age-appropriate and gender-responsive approaches to individuals in custody. Girls in custody face compounded vulnerabilities, including disrupted development, heightened risk of exploitation and abuse, an increased likelihood of self-harm and limited access to supportive networks.

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Their needs may differ significantly not only from male counterparts but also from adult women, requiring tailored interventions that support both rehabilitation and healthy development. In a system largely structured around a male majority, there is a risk that the specific needs of incarcerated women and girls may not be fully met. Ensuring that the experiences of incarcerated women and girls are not overlooked is critical to supporting effective rehabilitation and equitable treatment.

Life Sentences and Applying for Parole

Bermuda's prison population is small but complex. At the end of 2025, individuals serving life sentences accounted for 20.2% of the carceral population, while sexual offenders made up 13.5% of the prison population. This has direct implications for parole, as such cases typically require more extensive review to account for complex risk profiles. These applications are resource-intensive, and progress through the parole process more slowly in order to ascertain how best to meet the support needs of the potential parolee and manage risk to the general public.

The relatively high proportion of individuals serving life sentences is particularly significant. Lifer cases often involve long periods of incarceration, during which expectations around rehabilitation, insight, and risk reduction are necessarily higher. As a result, these applications require a depth of evidence that can be challenging to obtain in a system with limited programming and specialist resources. The progression of lifers through the system is therefore more gradual, and delays in accessing offence-specific interventions, psychological assessments, or opportunities for structured release can have a disproportionate impact on their ability to demonstrate readiness for parole. This can contribute to a concentration of individuals who remain in custody well beyond their initial eligibility, not solely due to risk, but due to systemic constraints in evidencing reduced risk.

Understaffing within the Department of Corrections, both among frontline officers and specialised professionals, significantly constrains the system's capacity to support meaningful rehabilitation. Limited staffing reduces the availability and consistency of rehabilitative programmes, restricts access to psychological, educational, and risk assessment services, and can delay the progression of individuals through required interventions. In turn, this affects individuals' preparedness for safe release and places additional pressure on parole decision-making, where evidence of rehabilitation is a critical consideration.

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Another important implication is the relationship between sentence progression and parole outcomes. Where a significant proportion of the population is serving longer sentences, there may be fewer individuals eligible for parole at any given time, but those who do reach eligibility may present more complex risk profiles. This can contribute to relatively stable or cautious grant rates, even as the overall number of applications fluctuates.

The data further suggests that the system must balance two parallel demands: managing a steady flow of standard cases while also dedicating appropriate time and expertise to more complex or high-risk applications. This has resourcing implications for the Board, including the need for consistent panel expertise, access to high-quality reports, and sufficient time for deliberation. In particular, the prominence of lifer cases underscores the need for sustained investment in specialist assessment, structured progression pathways, and coordinated release planning, to ensure that decisions are both fair to the individual and robust in terms of public protection.

Foreign Nationals

The population of incarcerated foreign nationals has steadily and significantly increased since 2020, with foreign nationals representing 17.8% of the total prison population in Bermuda as of the 31st December 2025. Cases involving foreign nationals require additional coordination with immigration authorities, including consideration of deportation, repatriation, or residency status upon release. The immigration status of incarcerated foreign nationals can limit the viability of traditional parole arrangements within the community, particularly in terms of securing both employment and housing. There are also additional practical challenges in assessing risk and readiness for release of foreign nationals, particularly where individuals have limited family or community ties in Bermuda, or where access to background information and support networks in their country of origin is constrained. These factors can complicate the development of robust release plans and may delay decision-making.

In 2025, foreign nationals were, in practice, encouraged to petition the Governor for deportation at their Parole Eligibility Date, rather than pursue parole through the Board in accordance with past precedent. As the proportion of foreign nationals has increased, the Board has recognised the need to ensure equitable access to parole consideration. Accordingly, moving into 2026, work is underway to develop policy and guidance that will support fair and consistent consideration of parole for foreign nationals, alongside appropriate coordination with immigration processes.

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This evolving approach underscores the need for clear policy frameworks and inter-agency coordination to ensure that parole decisions remain fair, consistent, and responsive to both public safety considerations and the specific circumstances of this group.

Sexual Offenders

The observed increase in the number of individuals incarcerated for sexual offences should be interpreted with care. It does not necessarily reflect a rise in the incidence of such crimes, but may instead be attributable to a range of systemic factors. These include improved reporting rates, heightened public awareness, and greater confidence in the criminal justice process, all of which can lead to more offences being identified and prosecuted. Additionally, legislative developments, changes in investigative practices, and longer custodial sentences may contribute to a higher representation of these individuals within the prison population at a given point in time.

This trend has important implications for parole, particularly within the context of limited rehabilitative programming in the Bermuda Corrections system. Cases involving sexual offences typically require specialised, offence-specific interventions and comprehensive risk assessments in order to demonstrate reduced risk and readiness for release. Where such programming is limited or unavailable, individuals may face significant barriers in evidencing rehabilitation, which can delay progression through the system and extend time spent in custody beyond parole eligibility. This places the Parole Board in a challenging position, requiring decisions to be made in the absence of the full range of indicators that would ordinarily support safe release planning.

Parole decisions in such cases must be approached with particular care for victims and the general public, recognising the need to ensure that release decisions are grounded in a thorough and credible assessment of risk. This includes careful consideration of licence conditions, supervision arrangements, and any measures necessary to safeguard victims and the wider community.

Overall, the data underscores the acute need for enhanced access to specialised programming within the Bermuda Corrections system. Rehabilitative outcomes are constrained by the lack of consistently available treatment programmes for offenders in the Bermudian Criminal Justice system. This must be addressed at the highest level of priority to bolster confidence of victims in the criminal justice system, protect the public and ensure all incarcerated individuals have fair access to the opportunity of parole.

Parolees

As of 31 December 2025, there were 46 individuals on parole licence in the community, all of whom were men. This reflects both the gender composition of the prison population and the corresponding profile of those progressing to release. The absence of women on licence may, in part, be attributable to the relatively small number of female inmates and the nature of female offending, which is often associated with shorter custodial sentences and therefore may not result in parole eligibility. At the same time, this raises broader questions about access to progression opportunities and the extent to which gender-specific pathways are available and utilised.

Of those on licence, 20 individuals are serving life sentences and will remain under supervision for the rest of their lives. This represents a substantial proportion of the community-based population and has important implications for long-term case management. Lifers on licence require ongoing monitoring, periodic review and sustained engagement over many years, contributing to a cumulative supervisory demand that does not diminish over time in the way that fixed-term sentences do.

At the end of 2025, there were four men convicted of sexual offences on licence in Bermuda. These cases typically require enhanced supervision, specialised risk management strategies and carefully structured licence conditions, placing additional demands on both the Parole Board and community supervision services.

The age profile of those on licence is also notable. Four parolees were over the age of retirement, with the oldest individual aged 85 and the youngest 22. This wide age range underscores the diversity of needs within the supervised population. Older parolees may present different considerations, including health-related needs, reduced mobility and, in some cases, a lower risk profile, requiring a proportionate and responsive approach to supervision. In contrast, younger parolees may require more intensive support around reintegration, employment, education and behavioural change, particularly in the early stages of release.

Overall, the data highlights that, despite its relatively small size, the paroled population in Bermuda is highly complex. The concentration of lifers, the presence of cases requiring specialised management and the wide variation in age all point to the need for flexible, well-resourced and individualised approaches to supervision in the community.

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These dynamics are further shaped by Bermuda's small, closely connected island context. The realities of 'islandness' mean that individuals on licence often return to communities where social networks are dense, anonymity is limited and past associations may be difficult to avoid. This can both support and complicate reintegration, offering opportunities for connection and accountability, while also increasing exposure to stigma, community pressure or previous risk factors. At the same time, the scale of the island can constrain access to specialised services, treatment options and housing, placing additional pressure on already limited resources.

Within this context, effective parole supervision requires not only an individualised approach, but one that is attuned to the social and structural realities of a small island community. Strengthening inter-agency coordination, expanding local service provision and developing context-specific strategies will be critical to supporting safe reintegration, managing risk and promoting long-term stability for those on licence.

Conclusion

The work of the Parole Board in 2025 reflects a system that is measured in scale but significant in complexity. The data throughout this report underscores that parole decision-making in Bermuda is shaped less by volume and more by the nature of the cases before the Board. The prominence of individuals serving life sentences, the increasing representation of foreign nationals, the specific considerations associated with sexual offending and the wide range of needs within the community-based population all contribute to a demanding and multifaceted landscape.

A consistent theme across the reporting period is the central importance of rehabilitation, and the extent to which its success is dependent on the availability of appropriate resources. Limitations in programming, treatment and specialist support, both in custody and in the community, continue to present challenges for individuals seeking to demonstrate readiness for release and for the Board in making fully informed decisions. Addressing these gaps is critical not only to improving individual outcomes, but to strengthening public safety and maintaining confidence in the parole system.

At the same time, the data highlights the importance of early intervention, particularly in the period immediately following release, where individuals are most vulnerable to instability and breach. Strengthening pre-release planning, ensuring continuity of care and expanding access to a range of tailored supports will be essential to reducing recall and supporting sustainable reintegration.

These challenges and opportunities must also be understood within the unique context of Bermuda as a small island community. The realities of 'islandness' shape every stage of the parole process, from incarceration to reintegration, influencing access to services, the nature of social networks and the visibility of those returning to the community. This context requires approaches that are not only evidence-based, but locally responsive and grounded in the social fabric of the island.

Looking ahead, the Parole Board remains committed to fair, transparent and evidence-based decision-making, while continuing to evolve in response to the changing needs of the system. Ongoing efforts to strengthen data collection, develop policy and enhance collaboration across agencies will support a more informed and effective parole framework. The Board will continue to uphold its dual responsibility to support rehabilitation and to protect against harm, contributing to a safer and more just Bermuda.