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# BILL C-83 AND THE COST OF STRUCTURED INTERVENTION UNITS



OFFICE OF THE PARLIAMENTARY BUDGET OFFICER  
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The Parliamentary Budget Officer (PBO) supports Parliament by providing economic and financial analysis for the purposes of raising the quality of parliamentary debate and promoting greater budget transparency and accountability.

This report provides an updated estimate on Bill C-83 and the cost of implementing structured intervention units in federal correctional institutions. This report was prepared at the request of Senator Kim Pate.

Lead Analyst:

Jamie Forsyth, Analyst

This report was prepared under the direction of:

Mark Mahabir, Director / General Counsel

Nancy Beauchamp, Carol Faucher, Marie-Eve Hamel Laberge, Martine Perreault and Rémy Vanherweghem assisted with the preparation of the report for publication.

For further information, please contact [pbo-dpb@parl.gc.ca](mailto:pbo-dpb@parl.gc.ca)

Yves Giroux

Parliamentary Budget Officer

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# Executive Summary

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Bill C-83 replaces administrative segregation with structured intervention units (SIUs). SIUs offer inmates an additional two hours of time out of their cell per day with a minimum of two hours a day to interact with others and greater opportunities to participate in correctional interventions. In addition, Bill C-83 looks to strengthen health care governance for inmates in federal correctional institutions and provide increased access to programs and services for inmates.<sup>1</sup>

This report expands on a previous report by the PBO estimating the cost of implementing structured intervention units as set out in Bill C-83. The previous report was completed using estimates and assumptions underlying the preliminary implementation plans by Correctional Services Canada (CSC). Funding and expenditure data for Bill C-83 has been provided by CSC for 2019-20 and 2020-21 and have been used to update our analysis.

CSC has implemented 15 SIUs (10 men's and 5 women's) as of November 30th, 2019 and assumes it could need up to 32 (27 men's and 5 women's) if one such unit were put into operation in each men's maximum security institution and all men's medium security institutions.<sup>2</sup> Initially, CSC assumed all 32 SIUs could be implemented over a 7 year period.<sup>3</sup>

PBO estimates two different cost scenarios. The first scenario considers the annual cost over 2021-22 to 2026-27 if no additional SIUs were to be implemented. The second scenario considers the annual cost over the same period if 32 SIUs were to be implemented.

Under both scenarios the PBO estimates each SIU will cost \$2.8 million in 2026-27. Under the first scenario this translates to annual total cost of \$42 million for 15 SIUs and, under the second scenario, \$91 million for 32 SIUs in 2026-27.

This cost considers the number of additional full-time equivalents (FTEs) required, the number of Independent External Decision Maker (IEDM) positions available, infrastructure costs, and the amount spent on chaplaincy services.

# 1. Introduction

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Bill C-83 proposes several changes to Canada's correctional system. The most fiscally significant are to the use of segregation for inmates in federal correctional institutions and increased spending on health care.

Public Safety Canada's document, *Transforming Federal Corrections (Bill C-83)*, outlines the changes discussed throughout this report.<sup>4</sup> This report builds on that Bill C-83 document by providing the operational impact of the Bill and associated financial costs.<sup>5</sup>

## 2. Cost of Structured Intervention Units

Bill C-83 replaces administrative segregation with structured intervention units (SIUs). SIUs offer inmates an additional two hours of time out of their cell per day with a minimum of two hours a day to interact with others and greater opportunities to participate in correctional interventions.

As of November 30<sup>th</sup>, 2019, CSC operates 15 SIUs (10 men's and 5 women's) and assumes it could need up to 32 (27 men's and 5 women's) if one were put into operation in each men's maximum security institution and all men's medium security institutions.<sup>6</sup> Initially, CSC anticipated creating up to 32 SIUs over a 7-year period.<sup>7</sup> Based on these assumptions, PBO estimates two different cost scenarios: the first considers the annual cost over 2021-22 to 2026-27 if no additional SIUs were to be implemented; the second scenario considers the annual cost over the same period if all 32 SIUs were to be implemented.

Funding and expenditure data for Bill C-83 has been provided by CSC for 2019-20 and 2020-21 and is used to inform these two cost scenarios. Under both scenarios the PBO estimates each SIU will cost \$2.8 million by 2026-27. Under the first (second) scenario this translates to a total cost of \$42 (\$91) million for 15 (32) SIUs by 2026-27 (Table 2-1). For 2021-22 this equates to \$174,000 per inmate.<sup>8</sup>

This cost considers the number of additional full-time equivalents (FTEs) required, the number of Independent External Decision Maker (IEDM) positions available, infrastructure costs, and the amount spent on chaplaincy services.

**Table 2-1 Annual Cost of Structured Intervention Units**

\$ millions	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027
Total Cost: Scenario 1	38	39	40	41	41	42
Total Cost: Scenario 2	38	50	60	70	80	91

Sources: Correctional Services Canada, PBO calculations.

Notes: Scenario 2 assumes that the implementation of additional SIUs is linear starting in 2022-2023.

## 2.1. Additional Costs

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Some costs under Bill C-83 relate to the operation of structured intervention units but are not directly related to the operation at a per-SIU level. These expenses are internal services which include SIU implementation and management teams, and inmate transfer which occurs when an inmate resides in an institution without any SIUs and must be transferred to an institution with an SIU.

Expenditures on internal services for the years 2019-20 and 2020-21 total \$4 million (\$2 million in 2019-20 and \$2 million in 2020-21). These costs exclude human resource costs which have been included in the per-SIU costs outlined above.

CSC has added over \$1 million towards their global transfer budget to account for additional transfers driven by SIU activities. CSC does not track separately the costs associated with SIU vs non-SIU transfers, but the PBO anticipates a decrease in transfer costs as more SIUs are implemented.

### 3. Other Costs Under Bill C-83

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#### Health Care

Bill C-83 proposed enhancements to health services with a large focus on mental health. In 2019-20 and 2020-21, health care costs totalled \$20 million (\$7 million in 2019-20 and \$13 million in 2020-21). This amount is expected to increase to an annual ongoing amount of approximately \$74 million per year by 2024-25.<sup>9</sup> This funding is meant to support the capacity to address the health needs of inmates during their incarceration.

#### Human Resource Management and Relocation Expenses

Human resource management includes learning and development (training) and recruitment expenses under Bill C-83. From 2018-19 to 2020-21, a total of \$26 million was spent on training and recruitment for just over 404 new FTEs. This represents an average of around \$64,000 per FTE. In 2020-21, COVID-19 restrictions have affected CSC's ability to train recruits.

Although new recruits are eligible for up to \$5,500 for relocation purposes, relocation costs for FTEs relating to SIUs have been minimal thus far – \$1,000 per FTE in 2019-20 and \$50 per FTE in 2020-21. COVID-19 impacted relocation expenses for CSC in 2020-21.



# Notes

- <sup>1</sup> Public Safety Canada, [Transforming Federal Corrections \(Bill C-83\)](#)
- <sup>2</sup> Information Request IR0596, <https://www.pbo-dpb.gc.ca/en/information-requests--demandes-information?ir=IR0596>
- <sup>3</sup> CSC has noted the deferral of additional SIUs until 2022-23. Based on this assumption and the initial anticipation of up to 32 SIUs over seven years, PBO assumes that all 32 SIUs could be implemented as early as 2026-27.
- <sup>4</sup> Public Safety Canada, [Transforming Federal Corrections \(Bill C-83\)](#)
- <sup>5</sup> Two reports have been published by the Structured Intervention Unit Implementation Advisory Panel on the operation of structured intervention units by Correctional Services Canada (CSC).  
  
Doobs, A.N., and Sprott, J.B. (2020). Understanding the Operation of Correctional Service Canada's Structured Intervention Units: Some Preliminary Findings.  
[https://johnhoward.ca/wp-content/uploads/2020/10/UnderstandingCSC\\_SIUDoobSprott26-10-2020-1.pdf](https://johnhoward.ca/wp-content/uploads/2020/10/UnderstandingCSC_SIUDoobSprott26-10-2020-1.pdf)  
  
Doobs, A.N., and Sprott, J.B. (2021). Solitary Confinement, Torture, and Canada's Structured Intervention Units  
<https://s3.amazonaws.com/tld-documents.lnassets.com/0024000/24852/torture-solitary-sius-sprott-doob-23-feb-2021.pdf>
- <sup>6</sup> Information request IR0596, <https://www.pbo-dpb.gc.ca/en/information-requests--demandes-information?ir=IR0596>
- <sup>7</sup> CSC has noted the deferral of additional SIUs until 2022-23. Based on this assumption and the initial anticipation of up to 32 SIUs over seven years, PBO assumes that all 32 SIUs could be implemented as early as 2026-27.
- <sup>8</sup> The per-inmate calculation uses the average number of inmates transferred and in a structured intervention unit at the end of each month, from the 2020-21 fiscal year.
- <sup>9</sup> Information request IR0596, <https://www.pbo-dpb.gc.ca/en/information-requests--demandes-information?ir=IR0596>