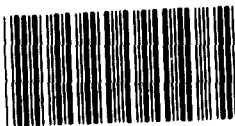


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STATEMENT OF
ARNOLD P. JONES, SENIOR ASSOCIATE DIRECTOR
GENERAL GOVERNMENT DIVISION
BEFORE THE
SUBCOMMITTEE ON DISTRICT OF COLUMBIA
COMMITTEE ON APPROPRIATIONS
ON
FUTURE DISTRICT OF COLUMBIA
CORRECTIONAL INSTITUTION POPULATIONS AND CAPACITIES

Mr. Chairman and Members of the Subcommittee:

We appreciate the opportunity to testify before you today on our review, at the request of Senator Specter, of federal, District of Columbia, and states future prison and correctional institution populations and capacities. A report with that title was issued to Senator Specter on February 27, 1984, (GAO/GGD-84-56).

My testimony today will summarize the results of our review as they pertain to the District of Columbia Correctional System. Specifically, we will present information on (a) the projected D.C. inmate population for the period 1983-1990, (b) the deficit in current and planned institutional bedspace for that period,

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and (c) estimated costs of approved new construction, expansion, or renovation projects for the period 1983-1990. Additionally, we will present information on costs to increase institutional capacity to meet projected inmate populations through 1990.

In conducting our review, the District of Columbia Department of Corrections provided data on fiscal year 1983 average daily inmate populations and its most recently revised projections for fiscal years 1984 through 1990, along with supporting data, models, and a description of the methods used to develop the projections. We interviewed Department of Corrections officials about the assumptions upon which their population projections are based and how they were made. We did not independently verify the accuracy of the data provided to us.

Growth in the District of Columbia's
Correctional System Population: FY
1983-1990

The average daily number of District of Columbia prisoners during fiscal year 1983 was 6,572, the majority of whom were housed in District of Columbia facilities

- 5,125 sentenced and unsentenced prisoners were housed in the District's detention facility and at the Lorton Prison Complex (about 2,174 at the detention facility and 2,951 at Lorton).
- 300 sentenced prisoners were housed in the District contract community correctional centers.
- 1,147 sentenced prisoners were housed in Federal Prison System (BOP) facilities.

The following table shows the expected growth in District of Columbia Department of Corrections inmate population for the years 1983-1990. The 1990 population, projected by District of Columbia Department of Corrections is a 15% increase over the average daily 1983 inmate population.

<u>Location of D.C. prisoner population</u>	<u>Inmate population by fiscal year</u>							
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
Detention Facility	2,074	1,700	1,805	1,750	1,972	1,920	1,901	1,901
Lorton Prison Complex	2,951	3,768	3,903	4,050	3,928	3,980	3,999	3,999
Subtotal	<u>5,125</u>	<u>5,468</u>	<u>5,708</u>	<u>5,800</u>	<u>5,900</u>	<u>5,900</u>	<u>5,900</u>	<u>5,900</u>
Community corrections centers	300	300	300	300	300	300	300	300
Subtotal	<u>5,425</u>	<u>5,768</u>	<u>6,008</u>	<u>6,100</u>	<u>6,200</u>	<u>6,200</u>	<u>6,200</u>	<u>6,200</u>
Federal Prison System	1,147	1,182	1,218	1,255	1,294	1,333	1,374	1,415
Total	<u>6,572</u>	<u>6,950</u>	<u>7,226</u>	<u>7,355</u>	<u>7,494</u>	<u>7,533</u>	<u>7,574</u>	<u>7,615</u>

Growth in the District of Columbia's
Correctional System Capacity: FY
1983-1990

In fiscal year 1983 District of Columbia Department of Corrections facilities had a total rated capacity of 4,899 bed-spaces, including community correctional centers. The capacity of the District's institutional corrections system, 4,599 bed-spaces in fiscal year 1983, has been constantly changing due to ongoing new construction, expansion, and renovation projects. Most of these projects are expected to be completed by the end of calendar year 1984, resulting in a total rated institutional capacity of 5,342 bedspaces, up 16.1 percent from 1983 levels.

The District's Department of Corrections expects this rated capacity level to remain constant from fiscal year 1985 through fiscal year 1990 since no other approved increases in rated capacity are planned.

The following table shows the rated capacity of each of the District's facilities in fiscal year 1983 and anticipated operating capacity levels for fiscal years 1984 through 1990.

RATED CAPACITY AND APPROVED INCREASES
DISTRICT OF COLUMBIA
FOR FISCAL YEARS 1983-1990

<u>Facility</u>	<u>Number of inmate living spaces</u>							
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
Detention facility	1,355	1,448	1,448	1,448	1,448	1,448	1,448	1,448
Lorton prison complex	3,244	3,894	3,894	3,894	3,894	3,894	3,894	3,894
Central	1,166	1,166	1,166	1,166	1,166	1,166	1,166	1,166
Maximum	536	536	536	536	536	536	536	536
Minimum (old)	300	-	-	-	-	-	-	-
Occoquan I	436	436	436	436	436	436	436	436
Occoquan II	150	450	450	450	450	450	450	450
Occoquan III	-	250	250	250	250	250	250	250
Youth Center I	406	406	406	406	406	406	406	406
Youth Center II	250	250	250	250	250	250	250	250
Minimum (new)	-	400	400	400	400	400	400	400
Sub-total Incarcerated	<u>4,599</u>	<u>5,342</u>	<u>5,342</u>	<u>5,342</u>	<u>5,342</u>	<u>5,342</u>	<u>5,342</u>	<u>5,342</u>
Community Corrections Centers	300	300	300	300	300	300	300	300
Total-DCDC capacity	4,899	5,642	5,642	5,642	5,642	5,642	5,642	5,642
	*****	*****	*****	*****	*****	*****	*****	*****

Comparison of Population Growth and
Changes in Prison Capacity

The average daily inmate population of District of Columbia institutions exceeded rated capacity by 11.4 percent in fiscal year 1983. Projected average daily inmate populations of the District of Columbia's institutional correction system are estimated to exceed rated capacity by 10.4 percent in fiscal year 1990.

Approved new prison construction and expansion projects are expected to increase the rated capacity of District Department of Correction's institutions by 743 additional inmate living spaces to attain a rated capacity of 5,342 by the end of 1984. Rated capacity will remain at this level through fiscal year 1990, unless further new prison construction or expansion projects are initiated.

The following table provides comparisons of fiscal year 1983 and projected fiscal year 1984-1990 inmate populations with estimates of rated institutional capacity levels for the District's Department of Correction during these years.

<u>Fiscal year</u>	<u>Projected population</u>	<u>Projected capacity</u>	<u>Overcrowding</u>	<u>Percent overcrowded</u>
1983	5,125	4,599	526	11.4
1984	5,468	5,342	126	2.4
1985	5,708	5,342	366	6.8
1986	5,800	5,342	458	8.6
1987	5,900	5,342	558	10.4
1988	5,900	5,342	558	10.4
1989	5,900	5,342	558	10.4
1990	5,900	5,342	558	10.4

Additional increases in capacity to house projected populations

We asked the District's Department of Corrections to provide us with estimates of what additional prison construction or expansion would be needed to house the District's projected future inmate populations, if no alternatives to increasing the capacity of the District's institutional corrections system were to be developed and implemented.

Based on these estimates, the projected number of incarcerated prisoners in the District's institutional corrections system would exceed the District's rated capacity of 5,742 by 158 inmates (or 2.8 percent) in fiscal year 1987. There would be a small surplus of 42 inmate living spaces in fiscal years 1988 through 1990. The following table provides a comparison of actual and projected future incarcerated populations and rated capacity levels for fiscal years 1983-1990 based on the addition of 400 new inmate living spaces in fiscal year 1987 and 200 more in fiscal year 1988.

<u>Fiscal year</u>	<u>Projected population</u>	<u>Projected capacity</u>	<u>Overcrowding</u>	<u>Percent overcrowded</u>
1983	5,125	4,599	526	11.4
1984	5,468	5,342	126	2.4
1985	5,708	5,342	366	6.8
1986	5,800	5,342	458	8.6
1987	5,900	5,742	158	2.8
1988	5,900	5,942	(42)	(0.1)
1989	5,900	5,942	(42)	(0.1)
1990	5,900	5,942	(42)	(0.1)

Cost Estimates of Approved Increases
in Prison and Correctional Institution
Capacities

The District estimates that current approved prison construction and expansion projects at the Lorton Prison Complex will cost approximately \$12.6 million. The following table provides a breakdown of funding for approved new construction or expansion projects.

<u>Facility</u>	<u>Number of inmates living spaces to be added</u>	<u>Scheduled activation date</u>	<u>Capital costs (000)</u>	<u>Source of funding</u>
Detention facility	93 ^a	10/83	-0-	N/A
New minimum security institution	100 ^b	10/84	\$ 5,191	FY 1984
Occoquan II	300 ^c	06/84	2,443	FY 1983
			2,553.6	FY 1985 (Request)
Occoquan III	250	04/84	1,710	FY 1984
			746.7	FY 1985 (Request)
Total	743 ****		\$ 12,644.3 *****	

^aThe Detention Facility had a rated capacity of 1355 inmate living spaces in 1983; the D.C. Department of Corrections is establishing a new rated capacity level of 1,448 in FY 1984 which does not involve any major new construction or expansion work.

^bThe total rated capacity of the new minimum security facility will be 400. Since the old minimum security which housed 300 inmates is to be converted for use as a medium security facility for adult misdemeanants (designated Occoquan III), the net increase of minimum security inmate living spaces is 100.

^cThe total rated capacity of Occoquan II will be 450 inmate living spaces upon completion of all construction work. At the end of 1983, 150 inmates were being housed in portions of Occoquan II that had been completed to the point that a modest portion of the facility could be used to house primarily sentenced adult misdemeanor offenders.

The Department of Corrections estimates additional operating costs that will accompany approved capacity increases to be about \$9.2 million in fiscal year 1984 dollars, resulting in total annual operating costs of \$46.4 million for the Lorton Prison Complex.

Cost Estimates of Further Increases in
Prison and Correctional Capacity to House
Projected Inmate Populations

We asked District officials what it would cost to increase the rated capacity of the District's institutional corrections system to house the projected increase in future prisoner populations and eliminate overcrowding (assuming there were no alternatives to increasing prison capacity developed and implemented by the District of Columbia.) The Department of Corrections estimated capital costs of \$59.9 million to build two new correctional facilities--one 400 bed institution and one 200 bed institution. (See table below.)

<u>Facility</u>	<u>Rated capacity</u>	<u>Estimated Acti- vation date if decide to build</u>	<u>Estimated capital cost^a (000)</u>	<u>Cost per bed (000)</u>
Medium Security	400	1987	\$38,480	\$ 96.2
Medium Security	<u>200</u>	1988	<u>21,400</u>	<u>107</u>
Total	600 ****		\$59,880 *****	

^aAdjusted by annual inflation factor of 11.29 percent.

Projected annual operating costs for an additional 600 inmate living spaces were estimated by the District at approximately \$8.7 million in fiscal year 1984 dollars. This would increase annual operating costs to \$55.1 million (in fiscal year 1984 dollars) to house about 4,000 district inmates in secure facilities designed for sentenced prisoners.

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In summary, in fiscal year 1983 the District of Columbia's average daily incarcerated inmate population was 5,125. The

District projects this population will increase to 5,900 inmates in fiscal year 1987 and remain at that level through fiscal year 1990. The rated capacity of District Department of Corrections institutional facilities in fiscal year 1983 was 4,599 bedspaces, but the average daily 1983 inmate population exceeded rated institutional capacity by 11.4 percent. Approved new construction and expansion projects will increase rated capacity to 5,342 institutional bedspaces by the end of 1984. If no further capacity increases occur beyond currently approved projects and the District's incarcerated inmate population reaches 5,900, as it has projected for fiscal year 1987, overcrowding rates will remain constant at 10.4 percent from fiscal years 1987 through 1990.

The District of Columbia estimates that capital costs to increase the rated capacity of District of Columbia of Corrections institutional facilities to house projected fiscal year 1988 inmate populations would be \$59.9 million. The District estimates additional operating costs of \$8.7 million would be needed to support such increases in capacity.

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This concludes my prepared statement. We hope this information will assist the subcommittee in its deliberations. We would be pleased to answer any questions for you or other members of the subcommittee.