

TULSA COUNTY PROPOSAL
July 11, 1995 Election

TULSA COUNTY TO MAINTAIN CONTROL OF SITUATION.

Background:

On September 13, 1994 Tulsa County Board of Commissioners received *Notice of Findings for Investigation of Tulsa County Jail* from the United States Department of Justice, Civil Rights Division. The report stated, "based upon our investigation, we believe that conditions at the Tulsa County Jail violate the constitutional rights of the confined prisoners and detainees." The eighth and fourteenth amendment were cited as providing the relevant constitutional standard. [Estelle vs. Gamble, 429 U.S. 97 (1976); Bell vs. Wolfish, 441 U.S. 520, 540 (1979)]

Other Federal Intervention in Tulsa:

Two years after the first legal filing in 1985, Federal District Judge James Ellison ordered the state of Oklahoma to close Hissom Memorial Center within four years, setting into motion further lawsuits, appeals to higher courts, legal interventions, appointment by the court of a "monitor", and extraordinary expenditures. From 1987 through 1991, the Hissom closure costs totaled \$205.9 million, and the institution did not actually close until 1994.

A letter to the U.S. Attorney General in 1968 began a U.S. Justice Department investigation of the Tulsa Public Schools, which led to a federal lawsuit, several appeals to higher federal courts, and a court ordered desegregation plan for the school system. In 1971, Federal District Judge Fred Dougherty considered writing the plan himself when the school board could not agree on a plan acceptable to the court. Tulsa Public Schools had to ask the Federal Judge's permission to build new buildings, to close others, and to change attendance zones. Regular court hearings continued until the district was released in the mid-1980's. A group of community volunteers, business leaders and educators formed to recommend and implement a plan for voluntary integration, which enabled the community to take charge of the situation, avoiding court-ordered, community-wide busing; and resulted in the nationally recognized magnet system.

Tulsa County Solution 1995:

Creation of a Tulsa County Criminal Justice Authority:

- * Consists of 5-7 members representing City of Tulsa, County Commission and smaller municipalities.
- * To administer funds for the comprehensive purpose of providing criminal justice system facility and programs which are to include:

- acquiring a site and the erecting, furnishing, equipping, operating, maintaining, remodeling and repairing a county jail and other detention facilities owned or operated by Tulsa county; and,
- for early intervention and delinquency prevention programs.
- Levying and collecting one-half percent sales tax commencing October 1, 1995, reducing to one-quarter percent on the earlier of October 1, 2001 or the date of payment of debt.

APPRAISAL OF TRENDS AND INDICATORS

Jail Needs:

In 1994 the average daily population of the jail was 907.42. Currently the Sheriff operates three jail facilities:

Adult Detention Center	192 beds	
City Jail	243 beds	
Courthouse 8th and 9th flrs	450 beds	Total: 885

1995 Average Daily Population 910.

Two previous Tulsa County jail proposals did not receive the 60% vote approval required by general obligation bonds.

<u>Year</u>	<u>%Yes</u>	<u>Beds</u>	<u>Costs</u>
1987	57.1	880	\$62.5 mil
1989	48.7	1250	\$54.9 mil

Population Estimates:

	<u>Tulsa County Population Estimates.....</u>							
	1990	1994	1995	2000	2005	2010	2015	2020
Actual census/Estimate	503,341	538,240						
<i>MTCC/private vendor source</i>								
Tulsa County Population	503,347	528,489	534,775	560,580	581,806	603,031	611,736	620,440
<i>Voorhis/Edmondson Report</i>								
Department of Commerce	503,341		534,800	559,750	581,150	599,500	613,400	621,050
<i>State of Oklahoma</i>								
DOC; 15-44 yr. olds	240,364		241,755	241,145	236,440	233,460	237,070	241,570

Incarceration rate Formula:

Assumptions:

- The current incarceration rate is 178 per 100,000 population and the incarceration rate of 339 is estimated for 2015.
- There has been no adjustment in the "high crime" age range of 15-44 as the years go by, to reflect the trend of increased criminal activity by younger children.. The population estimates for the 15-44 age group do consider in and out migration, birth and death rates.

- The current birthrate, 17.76/1,000 population, has been flat for the past 10 years.

Two calculations:

In 1990 there were 178,162 [20-40] year olds in Tulsa County. The expected Incarceration Rate is 178/100,000 pop. The relationship between this age group and the number of necessary beds can be expressed as a ratio:

In 1990 there were 240,364 [15-44] year olds in Tulsa County. The expected Incarceration Rate is 178/100,000 pop. The relationship between this age group and the number of necessary beds can be expressed as a ratio:

Population in 100,000's X Incarceration Rate = Expected Avg. Daily Pop. (ADP)

20-40 YEAR OLDS
Current pop.: 178,162
 $1.78162 \times 178 = 317$

15-44 YEAR OLDS
240,364
 $2.40364 \times 178 = 428$

Current Capacity divided by the Expected ADP = Ratio

$$1055 \div 317 = 3.328$$

$$1055 \div 428 = 2.465$$

In 2015 there is a DECREASED number of 20-40 or 15-44 year olds.

153,420 20 - 40 year olds

237,070 15 - 44 year olds

$$1.5342 \times 307 = 471$$

$$2.3707 \times 307 = 728$$

(Expected ADP)

(Expected ADP)

307 is the Incarceration Rate used by the Consultants.

So, CAPACITY, in 2015?

$$471 \times 3.328 = \text{Capacity}$$

$$728 \times 2.465 = \text{Capacity}$$

$$\text{so Capacity} = 1,568 \text{ beds}$$

$$\text{so Capacity} = 1,795 \text{ beds}$$

The population of 20-40 year olds, using the consultants' assumptions, suggests a capacity of 1,568 beds in 2015.

The population of 15-44 year olds, using the consultants' assumptions, suggests a capacity of 1,795 beds in 2015.

National and Regional Data

- During the last decade the nation's jail population has almost doubled on per capital basis. In mid-1984 the number of jail inmates per 100,000 U.S. residents was 188 -- up from 96 in 1983.
- During the 12 months preceding June 30, 1994 the jail population grew 6.7 percent -- less than the 7.5 percent average annual increase for the 1983-1993 period.
- The reasons for the jail population increase during the last decade include a growth in adult arrests, a rise in the number of felons sentenced to serve

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- During the 12 months preceding June 30, 1994 the jail population grew 6.7 percent -- less than the 7.5 percent average annual increase for the 1983-1993 period.
- The reasons for the jail population increase during the last decade include a growth in adult arrests, a rise in the number of felons sentenced to serve

time in a local jail and a growth in the number of people being held in jails because of state or federal prison crowding. Moreover, jail inmates held for drug offenses grew faster than did other types of offenders.

- Twenty-one states reported a jail population that more than doubled between 1983 and 1993, with growth ranging from 103 percent in Maryland to 264 percent in Texas. (Department of Justice Advance Release April 30, 1995)

- The Corrections Compendium of March 1995 forecasts that Oklahoma will have a prison population of 18,290 in 1996, adding 128 in 1997, and 1,805 in 1998.

Prison Population Projections

System: Oklahoma

Total Adult Prison Population vs. Capacity: 11/30/94 Pop. 13,272
Cap. 13,496

Are Population Projections Developed by the DOC?/Using What Mode of Analysis?: Yes - NCCD "Prophet" Model

Prison Populations Projections (Men/Women/Total):

1996: Men - 16,511/Women - 1,768/Total - 18,290

1998: Men - 17,541/Women - 1,878/Total - 19,419

2000: Men - 18,267/Women - 1,956/Total - 20,223

Have Predictions Been Accurate in the Past?: Accurate

Are Construction Plans Adequate for Predictions?

1996 No

1998 No

2000 No

(Corrections Compendium, March 1995)

Tulsa County Indicators

Inmate profile:

- 70 percent of Tulsa detainees are awaiting trials, 70 percent are second and third time offenders.

- If tried and found guilty, 88 percent are awaiting incarceration in the State of Oklahoma prison system due to level of offense. Oklahoma has been alerted to the possibility of federal intervention in the summer of 1995 due to current conditions and lack of space in State of Oklahoma. There exists the potential for no new space for transfer of Tulsa prisoners in need of state confinement. "May 5, 1995, 475 state inmates were housed in 62 county jails awaiting transportation to Lexington Assessment and Reception Center. Since statehood, counties have held convicted inmates until they are accepted by Department of Corrections. The Legislature can set what amount, if any, the Department pays for housing inmates."

(Tulsa World, May 10, 1995)

- 25.1 percent of January 18, 1995 Tulsa County inmates are held on drug or alcohol related charges. Tulsa County has 0 secure beds for drug and alcohol rehabilitation.
- Younger Age: 2% of Tulsa jail's average daily population is juvenile, much higher than in most jurisdictions studied by the consultant. Oklahoma schools have experienced a 5.3% growth in enrollment during the past five years, a trend which will have an effect on jail population.
- Women: 13% of Tulsa's jail population is women, much higher than in most jurisdictions the consultant has studied.

Poverty Rate:

- Illiteracy Rate: 20% of Oklahoma's prison inmates read below the 6th grade level. 5.4% of Tulsa County adults (25+) have less than a 9th grade education; 18.3% have no high school diploma.
- Skill demands of workforce requires 2 years of college or advanced training; 23.7% of Tulsans have college degrees.
- Poverty: 10% of all Tulsa County families have incomes at or below the poverty level, but for families with children under 5, 17.8% are living in poverty. And, for female headed families with children under the age of 5, 57% are living in poverty.
- Single heads of household: 19.5% of all Tulsa County families with children under 5 are headed by a single adult; 3.9% a male, 15.6% a female.

Education Indicator

- Not ready to learn: Tulsa Public Schools find that 25% of their first grade students arrive "not ready to learn".

DOLLAR SAVINGS OPPORTUNITIES AVAILABLE

- The creation of Criminal Justice Authority to provide funds for the comprehensive purpose of providing criminal justice system facilities and program.
- Will relieve City of Tulsa's budget from the current \$2.2 million obligation for operating costs of the jail.
- Will provide for analysis of jail population that could lead to less need for expensive high security beds and analysis of detox or rehabilitation needs of drug and alcohol related offenses.
- City and County officials will, through efforts as Authority members, begin comprehensive planning and implementation efforts together.
- Provide for broader supervision of the jail by increasing participation of elected officials in the jail operation.
- Early intervention \$3,000 per capita vs. \$15,000 to confine inmates.

CHANGE OF CULTURE OF CRIMINAL JUSTICE SYSTEM

Early Intervention and Delinquency Prevention Program Emphasis.

Research supports concept of quality efforts in the earliest years of life contribute to later success. Significant Benefits: The High/Scope Perry Preschool Study, conducted since 1962 in Ypsilanti, Michigan, has examined the lives of young people born in poverty who were randomly divided into a program group who received a high-quality, active learning preschool program at ages 3 and 4 and no-program group who received no preschool program. As study participants reached the age of 27, the study found that participation in the preschool program:

- cut the crime rate in half
- reduced by 4/5 the number of frequent offenders with 5 or more arrests
- reduced by 2/3 the number arrested for drug dealing
- increased by 1/3 the number graduating from high school
- quadrupled the number earning \$2,000 or more per month
- tripled the number owning their own homes
- doubled the number owning 2 cars
- reduced by 1/4 the number requiring welfare services as adults
- reduced by 1/3 the number of out-of-wedlock births
- returned \$7.16 to taxpayers for every \$1 invested

Tulsa has an investment in quality models that need to be expanded.

	<u>Enrolled</u>	<u>Unenrolled</u>	<u>Cost Per Capita</u>
Head Start 1,540 4 yr olds, < pov.	972	568	\$3,800
Bunche Early Childhood Center	252	80 waiting	\$2,500
Parenting Education (PAT)	589 families	all Chap. 1 4 yr. olds eligible 22,732 children < 3; 20,741 families	\$ 400/family
3 year old developmental day care	20,678 licensed day care slots all ages	24,830 children under 6 with mothers working; 15,300 3 & 4 yr olds in Tulsa County	\$4,160
4 year old developmental day care (same as 3 year old above)			\$4,160

- Detox and rehabilitation can become an optional use of space, especially with juveniles
- While emphasis will remain on those on those needing confinement, a new emphasis can begin with those who could be deferred from the need for confinement.

GOVERNANCE DESIGN

- * Criminal Justice Authority is a mechanism to control costs of administration and maintenance of jail operations and to promote professional approach to jail management.
- * Criminal Justice Authority will develop comprehensive plan for use of funds and detailed budget will be submitted for public review.
- * City and county will review public safety issues in comprehensive manner.
- * Policy decisions in early intervention and delinquency prevention will enhance collaboration, elimination of duplication of services and costs of duplicative administration and will provide vehicle for united, comprehensive planning.
- * Evaluation and accountability will be focused.

(sg/udr/tcpropos/5-11-95)



Tulsa County

Board of County Commissioners

Tulsa County Administration Bldg. • 500 South Denver
Tulsa, Oklahoma 74103-3832 • (918) 596-5000

LEWIS HARRIS
DISTRICT 1

JOHN SELPH
DISTRICT 2

ROBERT N. DICK
DISTRICT 3

RECEIVED

JUL 20 1995

OFFICE OF
THE MAYOR

July 20, 1995

The Honorable M. Susan Savage
Mayor, City of Tulsa
200 Civic Center
Tulsa, Oklahoma 74103

Re: Letter of July 10, 1995

Dear Mayor Savage:

Thank you for putting your concerns about the sales tax proposal in writing.

I hope this letter will remove your doubts about the project and allow you to become an active supporter for both propositions.

Let me first address your issue about sizing.

Subsequent to the letter of findings from the Department of Justice, we sought Request For Proposals to engage a nationally recognized firm in the field of corrections. After much scrutiny, Voorhis Associates, Inc., in association with the local firm of Larry Edmondson and Associates, Inc., was chosen.

Their charge was really twofold: (1) study our jail system and propose a solution and (2) assist us in negotiating with the Department of Justice.

It is important to stress that the process of developing site locations and sizes involved intense interaction with the Sheriff and all three commissioners. Decisions and choices throughout that process were made based on simple criteria. (1) Address the issue in a way that would serve Tulsa County incarceration needs for a reasonable length of time (25 years) rather than a bandaid approach that in the long run would prove to be irresponsible and shortsighted. (2) Build a jail with the flexibility to expand to fit the projected need should efforts to develop alternatives to incarceration fail. In short, the size of this proposal is one

Mayor M. Susan Savage
July 20, 1995
Page 2

developed with the assistance of expert consultants, consultants that the Board of County Commissioners believe have the track record and proven ability to size a jail. Additionally it is sized to fit projected needs that assume vigorous efforts to develop alternatives to incarceration.

In regards to your question concerning the impact on jail population by the addition of new judges it should be noted that Tulsa County will be adding two new special district judges in the near future and one more special district judge later this year. It is the stated intention of the district judges for whom those new special district judges work to assign them as follows: one special district judge assigned to the Juvenile Courts, one special district judge assigned to the Domestic Courts and the third special district judge that will come on board later in the year to serve as a roving judge to relieve pressure from all divisions of District Court. Undoubtedly, this roving judge will hear some criminal cases at the preliminary hearing stage - the only stage of a criminal case that a special district judge can hear, but the impact on the Criminal Court backlog will be negligible according to District Attorney David Moss.

As to the state judicial fund, I think we should make a concerted effort through our legislative consortium to change the law and force a bigger return to Tulsa County courts. As I said during our talk, the Supreme Court has not been responsive to our requests in the past.

Obviously, I've saved the best for last.

The jail consultants prepared a detailed manpower and operating budget for the fiscal years 1996 - 1999. Summaries of these budgets are attached for your review. Included in these forecasts are the costs associated with operating the current system under Justice Department requirements.

Table I summarizes the total operating and maintenance levels from fiscal year 1992 and also shows for the years 1996 forward, the elimination of the City of Tulsa's portion and the reduction in the County's general fund commitment by \$3 million.

Table II summarizes the forecast of sales tax revenues and their uses for a ten year period: 1996 - 2005. These forecasts are conservative. They assume a three percent growth rate in sales taxes after a 4.5% increase for 1996. The two left hand columns show the annual reserve and the accumulation of said reserve over time. If the forecasts are in fact too conservative, then the excess funds will be used to shorten the one-half percent collection period to less than six years.

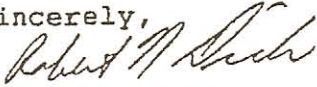
Mayor M. Susan Savage
July 20, 1995
Page 3

I hope this information helps resolve your concerns.

I urge you to focus on the tremendous need for local corrections and intervention/prevention programs.

I close by pointing out the wonderful opportunity the Criminal Justice Authority has to shape the safety and quality of life for future generations in our cities and county, and by urging you to actively support this solution to a critical problem that affects every resident of Tulsa County.

Sincerely,



Robert N. Dick

RND:ph

Attachments

xc: Commissioner John Selph, Chairman
Commissioner Lewis Harris
Mr. Clyde Cole
Ms. Barbara Gardner

Table 1

Operations and Maintenance Costs, Tulsa County Detention Facilities				
Fiscal Year (ending 6/30/)	Tulsa County Facilities Manpower	Tulsa County Detention Facilities O & M	City of Tulsa's Portion of Total O & M Costs**	County's Portion of Total
1992	171	\$4,761,830	\$1,650,000	\$3,111,830
1993	177	\$5,386,711	\$1,600,000	\$3,786,711
1994	181	\$6,238,261	\$1,600,000	\$4,638,261
1995	181	\$7,327,178	\$2,200,000	\$5,127,178
1996	(forecast) 181/232 ⁽⁺⁵¹⁾	(forecast) \$7,810,167	\$0	\$2,127,178
1997	232/247 ⁽⁺¹⁵⁾	\$9,467,607	\$0	\$2,190,993
1998	247/342 ⁽⁺⁹⁵⁾	\$12,140,803	\$0	\$2,256,723
1999	342	\$14,409,852	\$0	\$2,324,425
Source: Actuals & forecasts by Tulsa County Jail Consultants				

Note: The manpower is split mid year as the jail come on line.

Bob:
ZNA got
the home bob
dick

Preliminary Project Budgets:

1. New Jail Facility	\$63,746,284
2. Additional Net Site Costs	3,000,000
3. Removal of existing jail from 8th & 9th floor with conversion for future use	2,157,000
4. Court Holding	1,000,000
5. ADC upgrades	395,000
6. City Jail Holding	<u>640,000</u>
Total Estimated Costs	\$70,938,284

Cost estimates are provided by the jail consultants. The net site costs exclude \$1.5 million which is included in the \$63,746,284 facilities costs.

The total capital costs are constrained by the six year or less limit on the one quarter cent sales tax levy for capital items. Final costs will be determined by construction bids.

5

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Preliminary Staffing and Operating Budgets:

Table 1 provides estimates of the cost of operating the Jail since 1992 and forecasts for the operations through 1999. These data are developed by the jail consultants and will be the bench mark for the Authority as they have the responsibility for future budgets.

Table 1

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1995	181	\$7,327,178
	(forecast)	(forecast)
1996	181/232	\$7,810,167
1997	232/247	\$9,467,607
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1999	342	\$14,409,852
Source: Actuals & forecasts by Tulsa County Jail Consultants		

Note: The manpower is split mid year as the jail come on line.

Table II

Ten Year Analysis (1996-2005): Tulsa County, Sales Tax Proposal.										
Forecast @ 3%	Collections per one half %	Collections per One Quarter %	Use of Sales Tax Collections & County Monies							
			Allocated to Intervention (1/12%)	Allocated to Capital Costs	Sales Taxes Remaining	Available County Money	Total Available for O & M	O & M Budget Forecast (calendar yr.)	Annual Reserve Balance	Cumulative Total
1996	\$28,000,000	\$0	\$4,666,667	\$13,795,229	\$9,538,104	\$2,127,178	\$11,665,282	\$8,638,886	\$3,026,396	\$3,026,396
1997	\$28,840,000	\$0	\$4,806,667	\$13,795,229	\$10,238,104	\$2,190,993	\$12,429,098	\$10,804,204	\$1,624,894	\$4,651,290
1998	\$29,705,200	\$0	\$4,950,867	\$13,795,229	\$10,959,104	\$2,256,723	\$13,215,827	\$13,275,327	(\$59,500)	\$4,591,790
1999	\$30,596,356	\$0	\$5,099,393	\$13,795,229	\$11,701,734	\$2,324,425	\$14,026,159	\$14,770,098	(\$743,939)	\$3,847,852
2000	\$31,514,247	\$0	\$5,252,374	\$13,795,229	\$12,466,843	\$2,394,158	\$14,860,801	\$15,508,603	(\$647,802)	\$3,200,050
2001	\$32,459,674	\$0	\$5,409,946	\$13,795,229	\$13,254,499	\$2,465,982	\$15,720,482	\$16,284,033	(\$563,551)	\$2,636,498
2002	\$0	\$10,716,732	\$0	\$0	\$16,716,732	\$2,539,962	\$19,256,694	\$17,098,235	\$2,158,459	\$4,794,957
2003	\$0	\$17,218,234	\$0	\$0	\$17,218,234	\$2,616,161	\$19,834,395	\$17,953,146	\$1,881,248	\$6,676,206
2004	\$0	\$17,734,781	\$0	\$0	\$17,734,781	\$2,694,645	\$20,429,427	\$18,850,804	\$1,578,623	\$8,254,829
2005	\$0	\$18,266,825	\$0	\$0	\$18,266,825	\$2,775,465	\$21,042,309	\$19,793,344	\$1,248,965	\$9,503,794

Notes: (1) Forecasts are on a calendar year basis. (2) Sales taxes are forecast to increase by 3% per year. (3) Analysis assumes the 1/12th amount ends in 2001.

(4) Previous O & M Analysis was on a fiscal year basis. (5) O & M assumed to increase 5% annually from 1999.

O & M forecasts prepared by jail consultants.

Sales Tax Revenue Forecasts:

Tulsa County's experience with sales tax levies is limited by the fact that the only time a county wide sales tax has been levied is for the Whirlpool project. This levy in the amount of one half percent has been in existence for less than a year. The City of Tulsa has been collecting sales taxes since the late 1960s for operations and since 1980 for capital projects.

Using the Whirlpool collection data and the historical experience of the City of Tulsa, forecasts were developed for a County wide tax. These data are shown in Table III. Two key assumptions are made in developing the forecasts. The first is that a county wide tax will produce approximately 115% of that generated by the City of Tulsa and that the tax will grow at 4% per year. These two assumptions produce a base year estimate of approximately \$29 million for one half percent and increase by 4% thereafter. Both the growth rate and the base year estimate may be aggressive. 1

Table III

Base Line Forecast: Tulsa County, Sales Tax Collections: 1996-2005

Forecast @ 4%	Collections per One Percent	Collections per One Half %	Collections per One Quarter %
1996	\$58,000,000	\$29,000,000	\$14,500,000
1997	\$60,320,000	\$30,160,000	\$15,080,000
1998	\$62,732,800	\$31,366,400	\$15,683,200
1999	\$65,242,112	\$32,621,056	\$16,310,528
2000	\$67,851,796	\$33,925,898	\$16,962,949
2001	\$70,565,868	\$35,282,934	\$17,641,467
2002	\$73,388,503	\$36,694,252	\$18,347,126
2003	\$76,324,043	\$38,162,022	\$19,081,011
2004	\$79,377,005	\$39,688,502	\$19,844,251
2005	\$82,552,085	\$41,276,043	\$20,638,021

Assumptions: (1) collections in the fiscal year ending 1996 are equal to 115% of the City of Tulsa's collections; and (2) that the rate of growth in collections over the next 10 years averages approximately 4%. Data by fiscal year.

Use of Forecasted Sales Tax Revenues:

Table IV combines the historical operating costs for the Jail with that of the funding sources from the City and County along with the forecasts. The forecasts include those of the consultants and the proposal that both the City and County be allowed to reduce their current funding levels from other sources. The far left hand column shows those funds that might be available for other criminal justice system uses. The magnitude of these funds depend on budget control and the sales tax revenues living up to the forecasts.

Shifting costs into authority review - not new dollars hired more detention officers than consultants said

Table VI

Operations and Maintenance Costs, Tulsa County Detention Facilities						
Fiscal Year (ending 6/30/)	Tulsa County Facilities Manpower	Tulsa County Detention Facilities O & M	City of Tulsa's Portion of Total O & M Costs**	County's Portion of Total	Forecasted One quarter sales tax collections	Potential Available for Other Programs
1992	171	\$4,761,830	\$1,650,000	\$3,111,830	\$0	\$0
1993	177	\$5,386,711	\$1,600,000	\$3,786,711	\$0	\$0
1994	181	\$6,238,261	\$1,600,000	\$4,638,261	\$0	\$0
1995	181	\$7,327,178	\$2,200,000	\$5,127,178	\$0	\$0
1996	(forecast) 208.5	(forecast) \$7,810,167	\$0	\$2,127,178	\$8,458,333	\$2,775,344
1997	232/247	\$9,467,607	\$0	\$2,190,993	\$15,080,000	\$7,803,386
1998	247/342	\$12,140,803	\$0	\$2,256,723	\$15,683,200	\$5,799,120
1999	242/342	\$14,409,852	\$0	\$2,324,425	\$16,310,528	\$4,225,101

Source: Actuals & forecasts by Tulsa County Jail Consultants

Note: The manpower is split mid year as the jail come on line. Sales tax collections for FY 96 will only be seven month since the tax and payments are received two months later.

** Taken from Tulsa County Audit and is assumed to be "Jail reimbursement"

448 19,201,120

Savage, Other Mayors Support Jail Sales Tax

by: Ed Farrell; Ziva Branstetter

9/6/1995 12:00 AM

Tulsa County officials surrendered some power to cities Tuesday to muster support for next week's half-penny sales tax election for a new jail.

It worked, for leaders of six cities -- including Tulsa Mayor Susan Savage -- endorsed the sales tax. Savage suggested changes in how the jail is built.

County commissioners officially created the Tulsa County Criminal Justice Authority to oversee and spend revenue from the sales tax to build and operate a new jail.

But instead of a five-member trust authority as planned originally, the county created a seven-member authority. Four of the seven members will be mayors of cities in Tulsa County, giving them a voting majority over the other members, the three county commissioners.

Earlier, the county proposed a five-member trust composed of the three county commissioners and two mayors, giving the county a 3-2 edge.

In the new authority, Savage will be one of the four mayors. The other three positions to be held by mayors will be appointed by the county commissioners.

Savage endorsed the half-penny sales tax, as did officials from Bixby, Owasso, Glenpool, Sand Springs and Broken Arrow.

"This is another step in the consolidation of governments, without any losing their identity," said County Commissioner Bob Dick.

"I think the citizens should applaud the commissioners for what they have done," said Sheriff Stanley Glanz. "You talk about the restructuring of government, well, this is what we're doing."

Next Tuesday, Tulsa County voters will vote on whether to impose a half-penny sales tax for a new jail, its operations and crime prevention programs.

The half-penny is divided into two issues on the ballot. One proposes one-twelfth of the revenue to crime prevention programs; the other proposes five-twelfths to build and operate the jail.

By Oct. 1, 2001, the half-penny would decrease to one-quarter penny to provide funds to operate the jail.

Spending the revenue would be handled by the new seven-member

authority.

The county had proposed a new jail to handle 1,332 inmates. But Savage said the authority may slow those plans.

Savage said she would support phasing in construction of a new jail, instead of building all of the cells at once.

"At the first meeting of the Criminal Justice Authority, I intend to suggest we immediately build enough space to empty the eighth and ninth floors" of the courthouse. That jail space has been called inadequate and unconstitutional by the U.S. Justice Department.

Savage also said she would support using some of the revenue to build more juvenile detention facilities and diverting inmates under the influence of drugs or alcohol to a "public inebriate facility."

Savage said the authority should request that federal crime bill funds be used to build a wing of the new jail, "rather than use local tax dollars to build a place to house federal or state prisoners."

Savage also wants a performance audit to determine how well the jail is now being managed. The city pays about \$2 million a year to the county for jail operations, and its contract allows the audit.

If voters approve the tax, the city no longer would have to contribute to jail operations, saving it the \$2 million.

Savage's endorsement came a week before the election because she sought changes in the authority membership, giving more clout to cities. Ninety-five percent of the county's population lives in cities.

"Most of these mayors that are endorsing the tax, they're not tax lovers," said Mickey Webb, Bixby's city manager. "But when they met and saw the alternatives, they in unison said, 'We've got to support the issue.'"

The county and Justice Department are negotiating an agreement to bring the jail into compliance with health and safety standards for inmates and staff, and fund more jail staff.

If voters reject the sales tax, the authority will continue to exist, said County Commissioner Lew Harris, "but it just won't have a job to do. And if it has no job, then it probably should be dissolved."

Sheriff Glanz said he welcomed the authority, even if it would force his office to become more accountable in its spending.

"If anything, this means I'll have to do a better job of doing my job," Glanz said. "This puts more accountability into the system, and I can't think of anyone who is not in favor of requiring more accountability."



M. Susan Savage
MAYOR

18 • 596 • 7411



OFFICE OF THE MAYOR

200 CIVIC CENTER

TULSA, OKLAHOMA

74103

October 30, 1996

Commissioner Robert N. Dick
Tulsa County Commission
500 South Denver
Tulsa, Oklahoma 74103

Dear Commissioner Dick:

I received a copy of the proposed Jail Consolidation Agreement presented to Mr. David Pauling by Chief Jim Helm at the Jail Management Advisory Committee. It is my understanding you have proposed several changes in the contract language including the resolution of disputes.

From the City of Tulsa's view, there is no dispute regarding the amount of money to be paid by the City to the County. Based upon your public and private representations on behalf of the County prior to the sales tax election, the Tulsa community, the Chamber of Commerce, the City Council and I fully understood that once the sales tax was approved and available for operations, the City's annual appropriation would drop to zero. At the appropriate time, I can provide you the times and individuals present when those representations were made. Specifically, I direct your attention to your July 20, 1995 letter to me, copied to the other Commissioners and to Chamber of Commerce officials. The rationale for that policy change related directly to the value of the facilities the City of Tulsa has for years provided to the jail system and which currently represents 62% of all available bed space. Many improvements have been made to the systems' facilities during the past ten years at City taxpayers expense and have totaled \$9.6 million.

Additionally, historic records demonstrate that the City of Tulsa has subsidized the County's jail operations by agreeing to pay, when it was not legally required to do so, for the first forty-eight hours of care of those arrested by Tulsa police officers. This totals more than \$800,000 annually. Knowing all of this, all parties agreed publicly and privately prior to the sales tax vote that the City's assets more than off-set the costs to serve the sixty to sixty-five average daily City municipal prisoners from a population of nearly one thousand in the City-County system.

Commissioner Robert N. Dick
October 30, 1996
Page Two

I believe a more fitting course of action would be to schedule a time to meet and discuss why the issue of Tulsa's participation has been raised again rather than how the City and County might propose to mediate what the City believes to be a subject that has already been decided. There is also an issue here of public trust and confidence which is implicit in this discussion. As you stated at the October 25th Criminal Justice Authority meeting, in 1981 at a time when there was serious overcrowding in the County's jail system, the City stepped forward to provide relief for the County. Subsequently, the City has substantially subsidized the County's operation as jail crowding has grown and the County's budget has tightened; made capital improvements to the system and continued to work in good faith in solving a community problem.

It is unimaginable to me that the City of Tulsa has been characterized as unwilling to pay its share of community jail services when it owns in excess of the majority of the system--from temporary holding to adult and juvenile housing--under discussion and makes that available to Tulsa County at no cost so that Tulsa County can meet its statutory requirements to provide detention services.

Sincerely,

A handwritten signature in cursive script that reads "M. Susan Savage".

M. Susan Savage
Mayor

cc: Tulsa City Councilors
Criminal Justice Authority
Mayors of Tulsa County
Barbara Gardner, Chair, Metropolitan Tulsa Chamber of Commerce
Clyde C. Cole, President, Metropolitan Tulsa Chamber of Commerce
Chief Ron Palmer
Sheriff Stanley Glanz

Presentation to the Tulsa County Criminal Justice Authority
by
John Piercey

Topic:

Project Financial Assumptions including Operational Costs of Sheriff's Department

December 7, 1995

Table 1:

Preliminary Project Budgets:

1. New Jail Facility	\$63,746,284 ✓
2. Additional Site Costs	\$3,000,000 ✓
3. Removal of existing jail from 8th & 9th floor with conversion for future use by DA's office.	\$2,157,000 ✓
4. Court holding	\$1,000,000 ✓
5. ADC upgrades	\$395,000 ✓
6. City jail holding	\$640,000 ✓
Total Cost Estimate:	\$70,938,284

Source: Jail Consultants. The total site costs of \$4.5 million includes \$1.5 million shown as part of the facilities costs total.

Facility sized at 1385 beds with ability to expand to 2,500 beds.

Table 2:

Operations and Maintenance Costs, Tulsa County Detention Facilities					
Fiscal Year (ending 6/30/)	Tulsa County Facilities Manpower	Tulsa County Detention Facilities O & M	City of Tulsa's Portion of Total O & M Costs**	County's Portion of Total	Short Fall to be Funded by sales tax collections
1992	171	\$4,761,830	\$1,650,000	\$1,111,830	\$0
1993	177	\$5,386,711	\$1,600,000	\$1,786,711	\$0
1994	181	\$6,238,261	\$1,600,000	\$1,638,261	\$0
1995	181	\$7,327,178	\$2,200,000	\$1,127,178	\$0
	(forecast)	(forecast)	(forecast)	(forecast)	
1996	181/232	\$7,810,167	\$0	\$1,127,178	\$5,682,989
1997	232/247	\$10,467,607	\$0	\$1,190,993	\$7,276,614
1998	247/342	\$12,140,803	\$0	\$1,256,723	\$9,884,080
1999	342	\$14,409,852	\$0	\$1,324,425	\$12,085,427

Source: Actuals & forecasts by Tulsa County Jail Consultants

Note: The manpower is split mid year as the jail comes on line.

** Taken from Tulsa County Audit and is assumed to be jail reimbursement*

Table 3: Tulsa County
Consolidated Statement of Total Revenues and Expenses
(\$ In Millions)

Fiscal Yr. Ending 30-Jun	Total County Revenues	Total County Expenses	Sheriff & Jail	Sheriff & Jail as % of Total	Jail Only	Jail as % of Total
85	\$53.98	\$52.15	\$5.53	10.61%	*	*
86	55.45	54.76	5.84	10.67%	*	*
87	53.26	54.29	5.91	10.89%	*	*
88	61.38	57.36	6.18	10.77%	*	*
89	59.70	55.14	6.65	12.06%	*	*
90	60.13	58.69	7.03	11.98%	*	*
91	48.42	50.58	7.42	14.67%	*	*
92	53.85	55.43	8.04	14.51%	\$4.48	8.09%
93	54.49	54.99	8.63	15.70%	\$5.22	9.49%
94	54.02	56.06	9.50	16.94%	\$5.80	10.34%
95	45.92	48.29	10.22	21.17%	\$7.26	15.03%

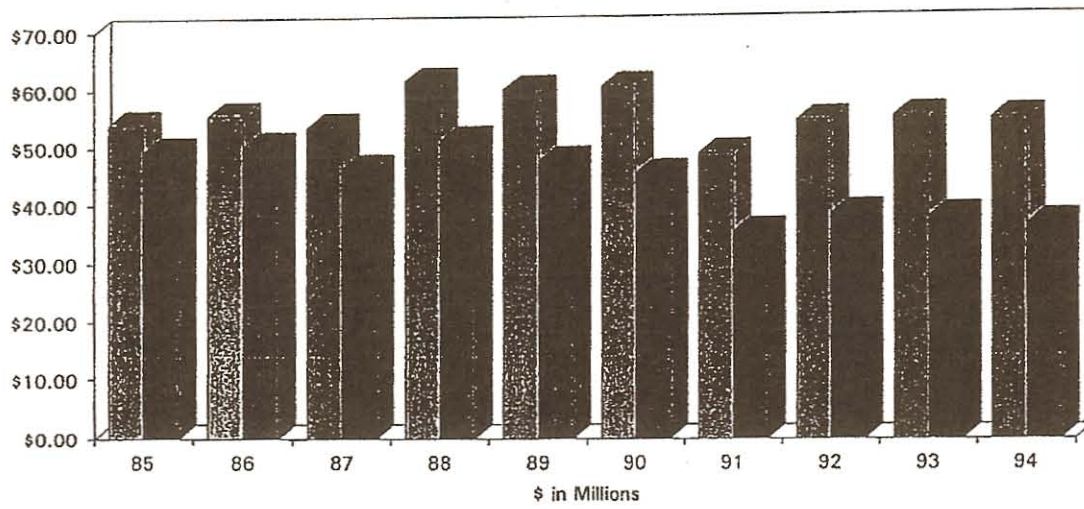
Source: Data for years 1985-94 from Tulsa County Audit, 1994, released
by the State of Oklahoma, Office of the Auditor and Inspector, 2/20/95.

(see pages 65-68.) Data for year 1995 from Tulsa County. Revenue data for 1995
may not be strictly comparable to prior years.

(X)

(2)

Tulsa County: Consolidated Total Revenues: In Current & 1982-83 Dollars



10

Tulsa County General Revenues & Funds Available for Sheriff's Operation, 1985-95

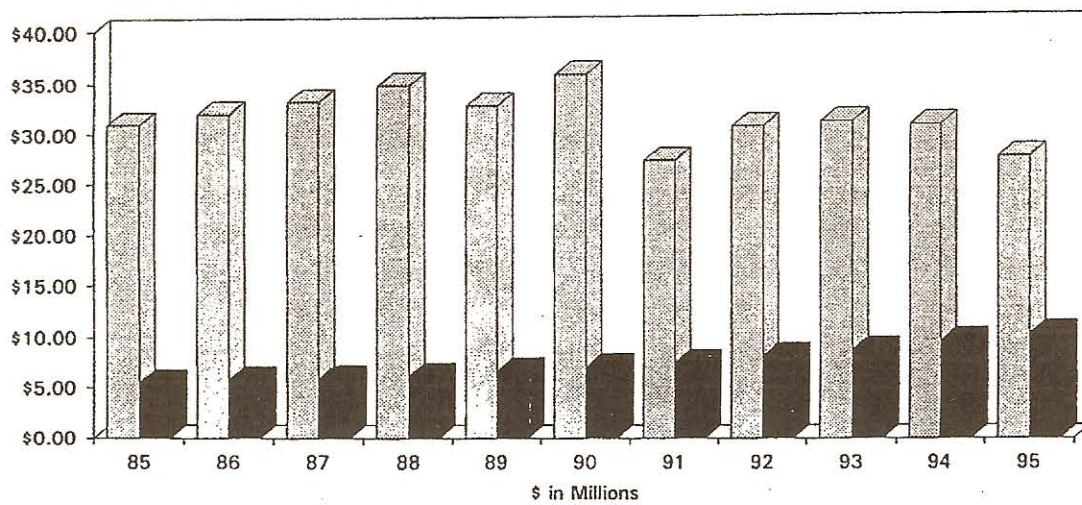


Table 5:

Sales Tax Collections, By Fiscal Year Ending June 30, 1976-1995			
Fiscal Year, 30-Jun	City Of Tulsa Collection Per One Percent	Percent Change From Prior Period	Percent Change In the CPI from prior yr.
1976	\$14,415,000	—	—
1977	\$16,300,000	13.08%	6.70%
1978	\$18,470,387	13.32%	9.02%
1979	\$20,997,711	13.68%	13.29%
1980	\$23,574,900	12.27%	12.52%
1981	\$26,496,000	12.39%	8.92%
1982	\$30,433,088	14.86%	3.83%
1983	\$31,679,399	4.10%	3.79%
1984	\$33,278,328	5.05%	3.95%
1985	\$35,093,953	5.46%	3.80%
1986	\$35,225,000	0.37%	1.10%
1987	\$34,348,000	-2.49%	4.43%
1988	\$34,074,000	-0.80%	4.42%
1989	\$35,414,000	3.93%	4.65%
1990	\$38,214,667	7.91%	6.11%
1991	\$39,712,333	3.92%	3.06%
1992	\$41,848,000	5.38%	2.90%
1993	\$43,813,333	4.70%	2.75%
1994	\$45,531,000	3.92%	2.67%
1995	\$47,509,367	4.35%	na
Average Annual Rate of Growth		6.60%	
Rate of Growth:			
	1976-80	13.09%	
	1981-90	5.08%	
	1991-95	4.45%	

Source: State of Oklahoma, Oklahoma Tax Commission

Table 6:

Sales Tax Collections Comparisons, By Month, City of Tulsa & Tulsa County				
	City of Tulsa Collections per 1/2 percent	Tulsa County Collections per 1/2 percent (Whirlpool)	City of Tulsa as a Percent of the County	Tulsa County as a percent of the City
july, 94	\$1,916,883	\$0	na	na
aug, 94	\$1,902,718	\$4,105	na	na
sept, 94	\$2,053,619	\$1,886,008	na	na
oct, 94	\$2,045,695	\$2,175,147	94%	106%
nov, 94	\$1,883,454	\$2,346,211	80%	125%
dec, 94	\$1,880,200	\$2,161,521	87%	115%
jan, 95	\$2,085,511	\$2,234,129	93%	107%
feb, 95	\$2,603,609	\$2,844,121	92%	109%
mar, 95	\$1,793,144	\$2,251,596	80%	126%
april, 95	\$1,724,835	\$2,044,453	84%	119%
may, 95	\$1,993,664	\$2,247,783	89%	113%
june, 95	\$1,871,353	\$2,509,593	75%	134%
july, 95	\$1,968,800	\$2,052,772	96%	104%
aug, 95	\$2,169,543	\$2,579,044	84%	119%
sept, 95	\$2,071,679	\$150,238	na	na
oct, 95	\$2,146,865	\$0	na	na
12 mo.	\$24,073,426	\$27,486,721	87.58%	114.18%
Source: State of Oklahoma, Oklahoma Tax Commission				

Table 7:

Base Line Forecast, County Tax Collections: 1996-2005				
Forecast @ 3%	Collections per one %	Collections per 5/12 %	Collections per 3/12 %	Total Collections
1996*	\$57,680,000	\$13,611,111	\$0	\$13,611,111
1997	\$59,410,400	\$24,033,334	\$0	\$24,033,334
1998	\$61,192,712	\$24,754,334	\$0	\$24,754,334
1999	\$63,028,493	\$25,496,964	\$0	\$25,496,964
2000	\$64,919,348	\$26,261,872	\$0	\$26,261,872
2001	\$66,866,929	\$27,049,729	\$0	\$27,049,729
2002	\$68,872,936	\$11,608,842	\$9,751,427	\$21,360,269
2003	\$70,939,125	\$0	\$17,218,234	\$17,218,234
2004	\$73,067,298	\$0	\$17,734,781	\$17,734,781
2005	\$75,259,317	\$0	\$18,266,825	\$18,266,825
Fiscal year 1996 will receive approximately 7 months of collections.				
Assumptions: Collections increase by 3 percent annually.				

Table 8:

Ten Year Analysis (1996-2005): Tulsa County, Sales Tax Proposal.								
			Use of Sales Tax Collections & County Monies					
	Collections forecast	Allocated to Capital Costs	Sales Taxes Remaining	Available County Money	Total Available for O & M	O & M Budget Forecast	Annual Reserve Balance	Cumulative Total
1996	\$13,611,111	\$5,600,162	\$8,010,949	\$2,127,178	\$10,138,127	\$7,810,167	\$2,327,960	\$2,327,960
1997	\$24,033,334	\$13,440,389	\$10,592,945	\$2,190,993	\$12,783,938	\$9,467,607	\$3,316,331	\$5,644,291
1998	\$24,754,334	\$13,440,389	\$11,313,945	\$2,256,723	\$13,570,668	\$12,140,803	\$1,429,865	\$7,074,156
1999	\$25,496,964	\$13,440,389	\$12,056,575	\$2,324,425	\$14,380,999	\$14,409,852	(\$28,853)	\$7,045,303
2000	\$26,261,872	\$13,440,389	\$12,821,483	\$2,394,158	\$15,215,641	\$15,130,345	\$85,296	\$7,130,599
2001	\$27,049,729	\$13,440,389	\$13,609,340	\$2,465,982	\$16,075,322	\$15,886,862	\$188,460	\$7,319,059
2002	\$21,360,269	\$7,840,227	\$13,520,042	\$2,539,962	\$16,060,004	\$16,681,205	(\$621,201)	\$6,697,858
2003	\$17,218,234	\$0	\$17,218,234	\$2,616,161	\$19,834,395	\$17,515,265	\$2,319,130	\$9,016,988
2004	\$17,734,781	\$0	\$17,734,781	\$2,694,645	\$20,429,427	\$18,391,028	\$2,038,398	\$11,055,386
2005	\$18,266,825	\$0	\$18,266,825	\$2,775,485	\$21,042,309	\$19,310,580	\$1,731,730	\$12,787,116

Assumptions: \$70,000,000 bond issue at 4.2% average rate. Six year term. Reserve Balance used to retire bonds early.

Table 9:
Current Cost of Funds

one yr.	3.65%
two yr.	3.85%
three yr.	4.00%
four yr.	4.10%
five yr.	4.20%
six yr.	4.35%

Most Recent Rating
Tulsa County:

Shadow Rating: AA-
(Dec., 1992)

111

Table 4: Tulsa County

(\$ In Millions)

Fiscal Yr. Ending 30-Jun	Ad Valorem Taxes	Sheriff fees	City of Tulsa	Total Available	Sheriff's Operation	Sheriff & Jail as % of Total	Jail Only	Jail as % of Total
85	\$30.77	\$0.19	*	\$30.95	\$5.53	17.88%	*	*
86	31.62	0.33	*	31.95	5.84	18.29%	*	*
87	32.68	0.41	*	33.08	5.91	17.87%	*	*
88	34.18	0.48	*	34.65	6.18	17.82%	*	*
89	32.50	0.09	*	32.58	6.65	20.40%	*	*
90	35.35	0.33	*	35.68	7.03	19.71%	*	*
91	25.30	0.48	\$1.32	27.10	7.42	27.39%	*	*
92	28.16	0.60	1.65	30.41	8.04	26.46%	\$4.48	16.55%
93	28.67	0.55	1.60	30.82	8.63	28.01%	5.22	17.17%
94	28.30	0.57	1.60	30.47	9.50	31.17%	5.80	18.81%
95	23.50	1.90	1.92	27.32	10.20	37.34%	7.26	23.81%

Source: Data for years 1985-94 from Tulsa County Audit, 1994, released by the State of Oklahoma, Office of the Auditor and Inspector, 2/20/95. (see pages 65-66.) Data for year 1995 from Tulsa County. Revenue data for 1995 may not be strictly comparable to prior years.