# Report of the House Appropriations Subcommittee

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### **Public Safety**



## House Bill 29 & House Bill 30

February 22, 2004

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Respectfully Submitted by the House Appropriations Subcommittee on Public Safety:

Beverly J. Sherwood, Chairman

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### REPORT OF THE SUBCOMMITTEE on PUBLIC SAFETY

Mr. Chairman and Members of the Committee:

This Session once again began with a different set of challenges facing both the full Committee and the Public Safety Subcommittee. Mr. Chairman, while the state's fiscal climate has improved over that of recent Sessions, you recognized that the Committee would need to build a budget based on the revenues available.

To that end, it appeared that there were issues in the area of Public Safety that required a comprehensive review and possibly some attention. The Subcommittee was in agreement that the most important public safety needs could be addressed with the resources available. Early in the process, your Public Safety Subcommittee adopted several strategies to guide our deliberations. We agreed to 1) limit program expansions or new initiatives, 2) level fund programs to the extent possible, and 3) examine all recent initiatives. However, these strategies were always implemented consistent with the Subcommittee's primary objective: keep Virginia a safe place to live. To that end, Mr. Chairman, I am very pleased to be able to report on a number of recommended actions that will enable us to further that objective. One issue that the Subcommittee recognized needed attention was the number of state inmates in local jails. State inmates held in local jails can provide challenges to jail management as well as utilize space and other resources that can be used for local inmates.

To expedite the process of providing additional beds for state inmates, the Subcommittee is recommending that almost \$44.0 million be appropriated to the Department of Corrections to return out-of-state prisoners, freeing beds for state inmates; reopen the Nottoway Work Center; and provide the department with the ability to use additional temporary/emergency capacity to house additional inmates in the state correctional system.

The Subcommittee's ongoing review and analysis of agencies and programs under its purview also indicated that there were issues related to local corrections and local law enforcement that needed to be addressed. New or expanded local jails will be reopening in the upcoming biennium, selected jails are experiencing levels of overcrowding which has lead to high inmate-to-staff ratios, and rapidly growing counties require additional law enforcement deputies. Based on this information, Mr. Chairman, the Subcommittee is recommending that almost \$19.0 million be made available to local sheriffs and regional jails to provide additional staff for new and overcrowded jails as well as provide 26 deputies for law enforcement services in our localities across Virginia.

Finally, Mr. Chairman, as I noted at this same time two years ago, we recognized that we must coordinate the efforts of our state and local law enforcement officials and employ the latest technology to ensure state and local public safety agencies communicate effectively. I am very pleased to report to you that due to the leadership of Delegate Putney and the Capital Outlay Subcommittee, one cornerstone of this coordination process, the Statewide Agencies Radio System (STARS), has been approved by this Committee and the House of Delegates.

Mr. Chairman, we applaud your efforts to identify sufficient resources for the Committee to meet other high priority objectives like salary increases, since the Public Safety area of state government employees a large number of employees.

Through the subcommittee's efforts we have thoroughly evaluate the proposed funding increases in the introduced budget, which will result in nearly \$60 million being freed up. We are recommending a variety of strategies, including level funding the House Bill 599 program at fiscal year 2004 levels, modifying the jail per diem payment rates, and other selected reductions that the Subcommittee felt would not compromise public safety. All told, the Subcommittee recommends new funding for public safety in the 2004-06 biennial budget of about \$100.0 million.

Mr. Chairman and fellow Committee members, I will ask staff to take you through our detailed recommendations, and then I hope it will be your pleasure to adopt our subcommittee report.

#### **BUDGET AMENDMENT RECOMMENDATIONS**

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Phase II Retention Plan(2,930,920)(325,658)Compensation BoardLanguageJail Cost ReportLanguageLocal Jail Per Diem Rates(16,204,238)							
Compensation BoardLanguageJail Cost ReportLanguageLocal Jail Per Diem Rates(16,204,238)	-		(2,930,920)	(325,658)			
Jail Cost ReportLanguageLocal Jail Per Diem Rates(16,204,238)							
Local Jail Per Diem Rates (16,204,238)	-		Language				
Central Appropriations	-						
	Central Appropriations						

#### **BUDGET AMENDMENT RECOMMENDATIONS**

	Amendment	House Bill 29 FY 2004	2004-06 BIENNIAL TOTAL General Nongeneral Fund Fund FTE		
	Amenament	<u>F1 2004</u>	<u>Fund</u>	rund	
Ľ		<u> </u> ]			
	STARS Implementation		(500,000)		
Par	t III/IV				
	Sale of ABC Office Building		Language		
	ABC Sunday Sales		Language		
	ABC Product Markup		Language		
	ABC Permit/License Fee Increase		Language		
	ABC Permit/License Fee Increase		Language		
	Grand Total		(31,626,341)	(225,658)	

#### **BUDGET AMENDMENT RECOMMENDATIONS**

Amendment

House Bill 29 <u>FY 2004</u> 2004-06 BIENNIAL TOTAL General Nongeneral <u>Fund Fund FTE</u> Public Safety Subcommittee

#### Revenues

Revenues

#### Language:

Page 1, line 30, strike "\$123,670,681" and insert "\$126,670,681." Page 1, line 30, strike "\$249,446,970" and insert "\$252,446,970."

#### **Explanation:**

(This amendment is a companion to a language amendment in Miscellaneous Transfers § 3-1.01 dealing with the Department of Alcoholic Beverage Control's planned sale of its regional office in Alexandria in fiscal year 2006. The expended proceeds from the sale of this office are \$3,000,000.)

Public Safety Subcommittee

#### Administration

**Compensation Board** 

#### Language:

Page 39, line 19, after "inmates" insert:

", including fees collected under the provisions of House Bill 150 of the 2004 General Assembly".

#### **Explanation:**

(This amendment clarifies information to be collected and reported by the Compensation Board in its annual report on jail revenues and expenditures.)

FY 04-05

(\$8,106,324)

Public Safety Subcommittee

#### Administration

**Compensation Board** 

#### Language:

Page 47, line 10, strike "\$62,303,558" and insert "\$54,197,234". Page 47, line 10, strike "\$66,137,960" and insert "\$58,040,046". Page 48, line 17, strike "\$8" and insert "\$6". Page 48, line 22, strike "\$8" and insert "\$6". Item 0 #1h

Language

Item 63 #3h

Language

Item 67 #3h

FY 05-06

(\$8,097,914) GF

Page 48, line 29, strike "\$14" and insert "\$18". Page 48, line 34, strike "\$14" and insert "\$18". Page 48, line 40, strike "\$8" and insert "\$6". Page 51, line 28, insert: "M. The Compensation Board shall assist local governments, regional jail authorities, and local and regional jail fiscal agents in developing policies and procedures consistent with the provisions of § 53.1-86, Code of Virginia, for implementing the provisions of House Bill 150 of the 2004 General Assembly Session."

#### **Explanation:**

(This amendment adjusts the local jail inmate per diem to \$6 per day for local-responsible inmates and \$18 per day for out-of-compliance state inmates.)

Public Safety Subcommittee

#### **Public Safety**

Department Of Corrections, Central Activities

#### Language:

Page 316, after line 57, insert:

"H. Any new mental health or substance abuse treatment program or initiative for adult offenders developed and implemented by the department shall be evaluated at least annually to ensure that program goals and objectives are being met. The department shall report the results of the evaluations to the Chairmen of the House Appropriations and Senate Finance Committees and the Joint Commission on Health Care."

#### **Explanation:**

(This amendment requires an evaluation and reporting component to any new mental health or substance abuse programs implemented by the Department of Corrections.)

Public Safety Subcommittee

#### **Public Safety**

**Division Of Community** Corrections

Language

Language

Item 416 #2h

Item 410 #1h

#### Language:

Page 319, after line 19, insert:

"4. Pittsyvania County is hereby exempted from the provisions of paragraph B.1. in order to proceed in planning for an expansion to the County's existing jail facility."

#### **Explanation:**

(This amendment provides an exemption to the moratorium on submission of plans for a local jail expansion.)

Public Safety Subcommittee

#### **Public Safety**

Division Of Community Corrections

#### Language:

Page 319, after line 6, insert:

"3. To adjust a previously approved funding level, which had been based on planning study estimates, to the actual project cost as determined by competitive bid;" Page 319, line 7, strike "3" and insert "4".

#### **Explanation:**

(This amendment restores language authorizing the Board of Corrections to adjust reimbursement amounts for approved local jail or regional jail projects based on final project cost estimates.)

Public Safety Subcommittee

#### **Public Safety**

Division Of Community Corrections

#### Language:

Page 319, after line 19, insert:

"4. Gloucester County is hereby exempted from the provisions of paragraph B.1. in order to proceed in planning for an expansion to the County's existing jail facility."

#### **Explanation:**

(This amendment provides an exemption to the moratorium on submission of plans for a local or regional jail expansion.)

Item 416 #5h

Language

Item 416 #3h

Public Safety Subcommittee

#### **Public Safety**

Division Of Community Corrections

#### Language:

Page 319, after line 19, insert:

"4. Notwithstanding any provisions of the Code of Virginia, Appomattox, Amherst, and Nelson Counties are hereby exempted from the provisions of paragraph B.1. and in order to proceed in planning for a regional jail."

#### **Explanation:**

(This amendment provides an exemption to the moratorium on submission of plans for a local or regional jail.)

Public Safety Subcommittee

#### **Public Safety**

Division Of Community Corrections

#### Language:

Page 319, after line 19, insert:

"4.1. The Hampton Roads Regional Jail Authority and its member jurisdictions are hereby exempted from the provisions of paragraph B. 1. in order to proceed in planning for an expansion to the jail facility.

2. No state funds shall be obligated for reimbursement of the proposed planning study or for reimbursement of the state's share of construction costs without approval of the General Assembly."

#### **Explanation:**

(This amendment provides an exemption to the moratorium on submission of plans for a local or regional jail expansion.)

Public Safety Subcommittee

Item 430 #10h

Language

Item 416 #6h

Item 416 #7h

#### **Public Safety**

Department Of Criminal Justice Services

#### Language:

Page 327, after line 44, insert:

"K. The Department of Criminal Justice Services shall review the feasibility allowing alternative training delivery methods, with a focus on distance learning and computer-based training, for entry level and in-service training for criminal justice officers. In determining the feasibility of alternative training delivery methods, the Department shall consider the quality of training provided, cost effectiveness, and the impact upon local units of government. The Department shall consult with affected local government, public safety, training organizations, and higher education institutions including the Virginia Community College System. The results including details on potential cost savings and cost avoidance shall be reported to the Chairman of the House Appropriations and Senate Finance Committees by December 1, 2004."

#### **Explanation:**

(This amendment requires the Department of Criminal Justice Services to review the feasibility and cost effectiveness of distance and computer-based training for criminal justice officers.)

Public Safety Subcommittee

#### **Public Safety**

Department Of Criminal Justice Services

#### Language:

Page 327, after line 44, insert:

"K. The Department of Criminal Justice Services shall prepare a report on fees assessed by all regional criminal justice service training academies for training services provided to nongovernmental agencies or organizations. The report shall include an assessment of whether fees charged nongovernmental agencies or organizations fully recognize the full cost of training provided. The report shall also provide options for recovering the cost of the state-supported training services provided to nongovernmental agencies or organizations by regional criminal justice training academies. The Department shall consult with affected local governments and government and nongovernment public safety agencies or organizations that utilize the

Language

Item 430 #11h

regional criminal justice training academies. The results shall be reported to the Chairman of the House Appropriations and Senate Finance Committees by December 1, 2004."

#### **Explanation:**

(This amendment requires the Department of Criminal Justice Services to review the issues of fees charged to nongovernmental agencies or organizations.)

Public Safety Subcommittee

#### **Public Safety**

Department Of Juvenile Justice

Language

Item 439 #1h

#### Language:

Page 330, after line 31, insert:

"Any new mental health or substance abuse treatment program or initiative for juvenile offenders developed and implemented by the department shall be evaluated at least annually to ensure that program goals and objectives are being met. The department shall report the results of the evaluations to the Chairmen of the House Appropriations and Senate Finance Committees and the Joint Commission on Health Care."

#### **Explanation:**

(This amendment requires an evaluation and reporting component to any new mental health or substance abuse programs implemented by the Department of Juvenile Justice.)

Public Safety Subcommittee

#### Transfers

Interfund Transfers

#### Language:

Page 438, after line 28, insert:

"FF. The Department of Alcoholic Beverage Control shall sell the building in which the Alexandria Regional Office is currently located. Notwithstanding the provisions of § 2.2-1156, Code of Virginia, all the proceeds from the sale of such property, estimated to be \$3,000,000, shall be deposited into the general fund no later than June 30, 2006."

#### **Explanation:**

(This amendment directs the Department of Alcoholic Beverage Control to sell

Language

Item 3-1.01 #1h

property it owns in Alexandria and to deposit the proceeds from the sale into the general fund. A companion amendment is included on page one of the bill to transfer the funds received to the general fund.)

Public Safety Subcommittee

#### Transfers

Interfund Transfers

#### Language:

Page 432, line 18, strike "\$48,214,022" and insert "\$58,714,022". Page 432, line 18, strike "\$48,214,022" and insert "\$58,714,022".

#### **Explanation:**

(This amendment increases the amounts transferred to the general fund from the Alcoholic Beverage Control Enterprise Fund for the expenses incurred for care, treatment, study and rehabilitation of alcoholics. This increase in funds is based on an additional three percent increase in the purchase price of alcoholic beverages.)

Public Safety Subcommittee

#### Transfers

**Interfund Transfers** 

#### Language:

Page 432, line 18, strike "\$48,214,022" and insert "\$49,838,471". Page 432, line 18, strike "\$48,214,022" and insert "\$49,838,471".

#### **Explanation:**

(This amendment increases the amounts transferred to the general fund from the Alcoholic Beverage Control Enterprise Fund for the expenses incurred for care, treatment, study and rehabilitation of alcoholics. This increase in funds is based on Sunday sales per House Bill 1314.)

Public Safety Subcommittee

Transfers

**Interfund Transfers** 

Language

Item 3-1.01 #3h

Language

Item 3-1.01 #5h

1 6 1 6

Item 3-1.01 #4h

#### Language:

Page 432, line 18, strike "\$48,214,022" and insert "\$50,607,320". Page 432, line 18, strike "\$48,214,022" and insert "\$50,607,320".

#### **Explanation:**

(This amendment increases the amounts transferred to the general fund from the Alcoholic Beverage Control Enterprise Fund for the expenses incurred for care, treatment, study and rehabilitation of alcoholics. This increase is based upon an increase in ABC license and permit fees.)

Public Safety Subcommittee

Item 4-12.00 #1h

#### **Effective Date**

Effective Date

#### Language:

Page 479, after line 41, insert:

"1. That §§ 4.1-230 and 4.1-231 of the Code of Virginia are amended and re-enacted as follows:

§ 4.1-230. Applications for licenses; publication; notice to localities; fees; permits.

A. Every person intending to apply for any license authorized by this chapter shall file with the Board an application on forms provided by the Board and a statement in writing, under oath, setting forth any information required by the Board. Applications for banquet, tasting, mixed beverage special events, or club events licenses shall not be required to be under oath, but the information contained therein shall be certified as true by the applicant.

B. In addition, each applicant for a license under the provisions of this chapter, except applicants for banquet, tasting, special events, club events, wine or beer shipper's, wine and beer shipper's, or museum licenses issued under the provisions of Chapter 2 (§ <u>4.1-200</u> et seq.) of this title, or beer or wine importer's licenses located outside the Commonwealth, shall post a notice of his application with the Board on the front door of the building, place or room where he proposes to engage in such business for no more than 30 days and not less than 10 days. Such notice shall be of a size and contain such information as required by the Board.

The applicant shall cause a copy of such notice to be published at least once a week for

two consecutive weeks in a newspaper published in or having a general circulation in the county, city or town wherein such applicant proposes to engage in such business. In the case of wine or beer shipper's licensees, wine and beer shipper's licensees, or operators of boats, dining cars, buffet cars, club cars, and airplanes, the posting and publishing of notice shall not be required.

Except for applicants for banquet, tasting, mixed beverage special events, club events, or museum licenses, the Board shall conduct a background investigation, to include a criminal history records search, on each applicant for a license.

The Board shall notify the local governing body of each license application through the county or city attorney or the chief law-enforcement officer of the locality. Local governing bodies shall submit objections to the granting of a license within 30 days of the filing of the application.

C. Each applicant shall pay the required application fee at the time the application is filed. Each license application fee shall be \$50 65, plus \$15 20 for each criminal history records search required by the Board, except for banquet, tasting, mixed beverage special events, or mixed beverage club events licenses, in which case the application fee shall be \$15. Application fees shall be in addition to the state license tax *fee* required pursuant to \$4.1-231 and shall not be refunded.

D. Subsection A shall not apply to the continuance of licenses granted under this chapter.

E. Every application for a permit granted pursuant to  $\frac{4.1-212}{2}$  shall be on a form provided by the Board. In the case of applications to solicit the sale of wine and beer or spirits, each application shall be accompanied by a fee of  $\frac{125-165}{2}$  and  $\frac{300}{390}$ , respectively. The fee for each such permit shall be subject to protect to the following extent: If the permit is granted in the second quarter of any year, the fee shall be decreased by one-fourth; if granted in the third quarter of any year, the fee shall be decreased by one-half; and if granted in the fourth quarter of any year, the fee shall be decreased by three-fourths. Each such permit shall expire on June 30 next succeeding the date of issuance, unless sooner suspended or revoked by the Board. Such permits shall confer upon their holders no authority to make solicitations in the Commonwealth as otherwise provided by law.

The fee for a temporary permit shall be one-twelfth of the combined fees required by this section for applicable licenses to sell wine, beer, or mixed beverages computed to

the nearest cent and multiplied by the number of months for which the permit is granted.

The fee for a keg registration permit shall be \$50 65 annually.

The fee for a permit for the storage of lawfully acquired alcoholic beverages not under customs bond or internal revenue bond in warehouses located in the Commonwealth shall be \$200 260 annually.

§ 4.1-231. Taxes Fees on state licenses.

A. The annual taxes *fees* on state licenses shall be as follows:

1. Alcoholic beverage licenses. For each:

a. Distiller's license, if not more than 5,000 gallons of alcohol or spirits, or both, manufactured during the year in which the license is granted,  $\$350\ 450$ ; and if more than 5,000 gallons manufactured during such year,  $\$2,860\ 3,725$ ;

- b. Fruit distiller's license, \$2,860 3,725 ;
- c. Banquet facility license or museum license, \$145 190 ;
- d. Bed and breakfast establishment license, \$25 35;
- e. Tasting license, 3040 per license granted; and
- f. Equine sporting event license, \$100 130.
- 2. Wine licenses. For each:

a. Winery license, if not more than 5,000 gallons of wine manufactured during the year in which the license is granted,  $\$145\ 455$ , and if more than 5,000 gallons manufactured during such year,  $\$2,860\ 3,725$ ;

b. Wholesale wine license, \$715-930 for any wholesaler who sells 150,000 gallons of wine or less per year,  $$1,100\ 1,430\ for$  any wholesaler who sells more than 150,000 but not more than 300,000 gallons of wine per year, and  $$1,430\ 1$ ,860 for any

wholesaler who sells more than 300,000 gallons of wine per year;

c. Wine importer's license, \$285 370;

d. Retail off-premises winery license, \$110 145 ;

e. Farm winery license, \$145 190 for any Class A license and \$2,860 3,725 for any Class B license; and

f. Wine shipper's license, \$50 65.

3. Beer licenses. For each:

a. Brewery license, if not more than 10,000 barrels of beer manufactured during the year in which the license is granted,  $\$1,650\ 2,150$ , and if more than 10,000 barrels manufactured during such year,  $\$3,300\ 4,300$ ;

b. Bottler's license, \$1,100 1,430 ;

c. Wholesale beer license,  $\$715\ 930$  for any wholesaler who sells 300,000 cases of beer a year or less, and  $\$1,100\ 1,430$  for any wholesaler who sells more than 300,000 but not more than 600,000 cases of beer a year, and  $\$1,430\ 1,860$  for any wholesaler who sells more than 600,000 cases of beer a year;

d. Beer importer's license, \$285 370;

e. Retail on-premises beer license to a hotel, restaurant, club or other person, except a common carrier of passengers by train or boat, \$110 145 ; for each such license to a common carrier of passengers by train or boat, \$110 145 per annum for each of the average number of boats, dining cars, buffet cars or club cars operated daily in the Commonwealth;

f. Retail off-premises beer license, \$90 120 ;

g. Retail on-and-off premises beer license to a hotel, restaurant, club or grocery store located in a town or in a rural area outside the corporate limits of any city or town, \$230 300; and

h. Beer shipper's license, \$50 65.

4. Wine and beer licenses. For each:

a. Retail on-premises wine and beer license to a hotel, restaurant, club or other person, except a common carrier of passengers by train, boat or airplane,  $$230\ 300$ ; for each such license to a common carrier of passengers by train or boat,  $$230\ 300$  per annum for each of the average number of boats, dining cars, buffet cars or club cars operated daily in the Commonwealth, and for each such license granted to a common carrier of passengers by airplane,  $$575\ 750$ ;

b. Retail on-premises wine and beer license to a hospital, \$110 145 ;

c. Retail off-premises wine and beer license, including each gift shop, gourmet shop and convenience grocery store license,  $\$175\ 230$ ;

d. Retail on-and-off premises wine and beer license to a hotel, restaurant or club,  $$460 \\ 600$ ;

e. Banquet license, 3040 per license granted by the Board;

f. Gourmet brewing shop license, \$175 230; and

g. Wine and beer shipper's license, \$50 65.

5. Mixed beverage licenses. For each:

a. Mixed beverage restaurant license granted to persons operating restaurants, including restaurants located on premises of and operated by hotels or motels, or other persons:

(i) With a seating capacity at tables for up to 100 persons, 430560;

(ii) With a seating capacity at tables for more than 100 but not more than 150 persons, \$  $750\ 975$ ; and

(iii) With a seating capacity at tables for more than 150 persons,  $\frac{1,100}{1,430}$ .

b. Mixed beverage restaurant license for restaurants located on the premises of and

operated by private, nonprofit clubs:

(i) With an average yearly membership of not more than 200 resident members,  $$575 \\ 750$ ;

(ii) With an average yearly membership of more than 200 but not more than 500 resident members, 1,430, 860; and

(iii) With an average yearly membership of more than 500 resident members, \$2,125 2,765 .

c. Mixed beverage caterer's license, \$1,430 1,860.

d. Mixed beverage special events license, 3545 for each day of each event.

e. Mixed beverage club events licenses, \$25 35 for each day of each event.

f. Annual mixed beverage special events license, \$430 560.

g. Mixed beverage carrier license:

(i) \$145 190 for each of the average number of dining cars, buffet cars or club cars operated daily in the Commonwealth by a common carrier of passengers by train;

(ii) \$430 560 for each common carrier of passengers by boat;

(iii) 1,475 for each license granted to a common carrier of passengers by airplane;

h. Annual mixed beverage amphitheater license, \$430 560 ; and

i. Annual mixed beverage motor sports race track license, \$430 560 ."

#### **Explanation:**

(This amendment would increase the VABC license privilege fee by 30 percent and the license application fees by \$10.00. The license privilege fee has not been increased since 1990 and the license application fee has not been increased in 17 years. The *Code* section to be amended is appropriately identified and set out and also sets out the *Code* sections required to be amended to effectuate the proposed increase in the in the

privilege and permit fees.)