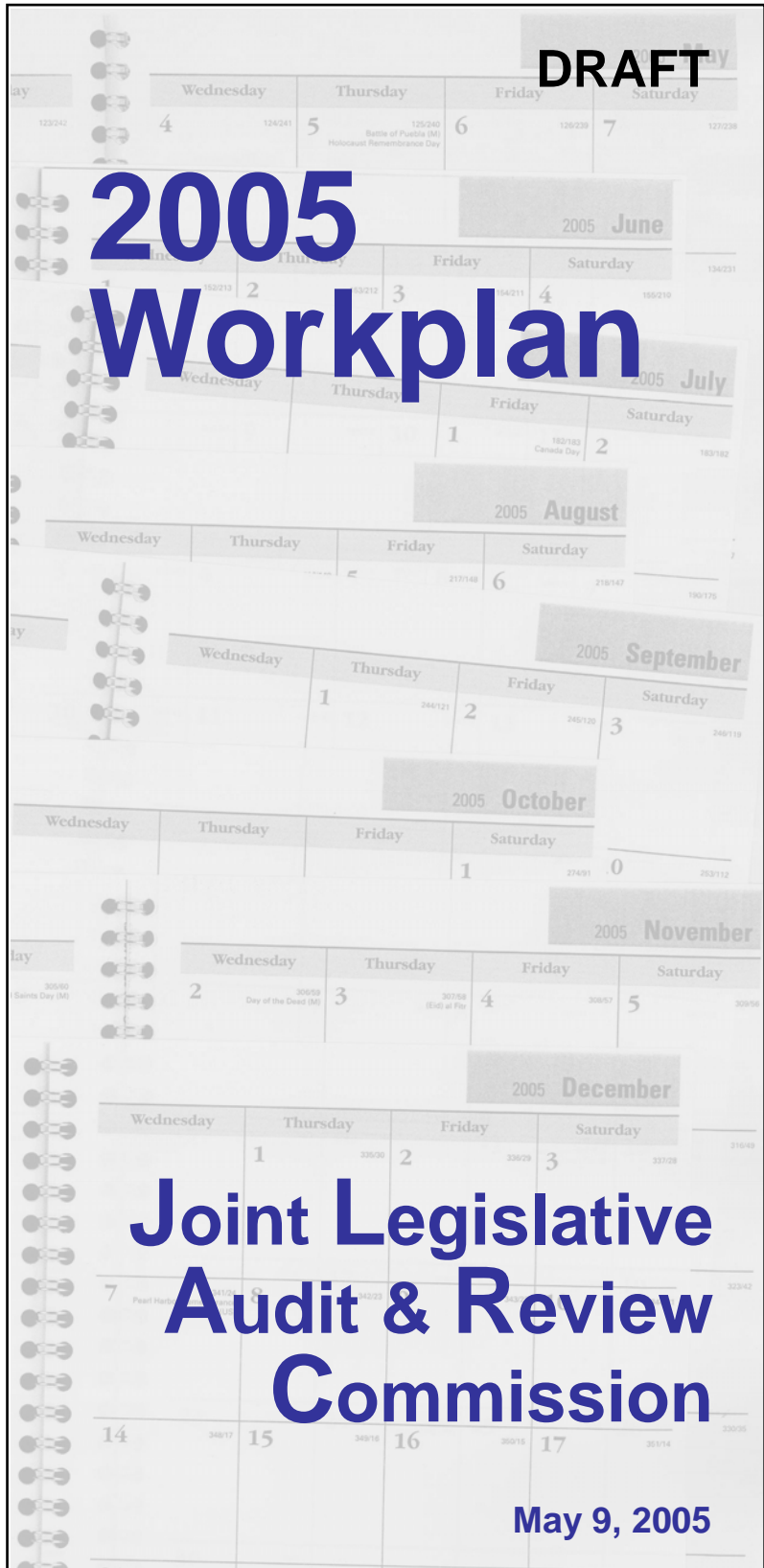


**DRAFT**

# 2005 Workplan



## Joint Legislative Audit & Review Commission

May 9, 2005

## In Brief...

### 2005 Workplan

The JLARC Workplan is prepared after each Session of the General Assembly and approved by the Commission at its first meeting of the year. The Workplan outlines the projects to be initiated, continued, or completed during the year, as well as the continuing oversight activities for which the Commission is responsible.

New projects for 2005 include reviews of homeland security funding, social services operations and performance, the effectiveness of the social services system in fostering self-sufficiency, Medicaid rates for home and community services, land application of biosolids, the impact of the aging population on State services, and the impact of the aging State workforce.

Ongoing oversight activities that are required by statute involve monitoring, review, and evaluation of the Virginia Retirement System, State spending growth, State SOQ spending, internal service funds, and State agency performance measures. New for 2005 is the requirement for JLARC to review the compliance with, and impact of, the management agreements under which the State colleges and universities will operate with independent administrative and financial authority.

JLARC on the Web:  
<http://jlarc.state.va.us>

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**Section 1**

# JLARC and Its Work Planning Process

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The Joint Legislative Audit and Review Commission (JLARC) is the oversight arm of the Virginia General Assembly. It was established by the legislature in 1973 to review and evaluate the operations and performance of State agencies and programs (§30-56 to §30-63 of the *Code of Virginia*). Since its establishment, JLARC's responsibilities have grown and the added responsibilities are reflected in this planning process.

In 1978, the General Assembly expanded the JLARC oversight role by enacting the Legislative Program Review and Evaluation Act (§30-65 to §30-73 of the *Code of Virginia*). The Evaluation Act provides for the periodic review and evaluation of selected topics from among the seven budget functions of State government. It also establishes a process for involving House and Senate standing committees in the Commission's study activities. The authority of the Commission to conduct follow-up studies was clarified and formalized by the 1980 General Assembly (§30-58.2 of the *Code of Virginia*).

In 1994, the General Assembly passed the Virginia Retirement System Oversight Act (§§30-78 through 30-84 of the *Code of Virginia*). This Act designated JLARC as the legislative agency responsible for carrying out retirement system oversight. The Commission is required by this Act to make certain semi-annual reports to the General Assembly regarding investments and quadrennial reports on the actuarial soundness of VRS trust funds.

JLARC also has statutory responsibility to review internal service fund accounts (§2.2-803), periodically review the codified exemptions and exclusions from the Administrative Process Act (§9-6.14:4.1G), and annually report on State expenditures that are made for the purpose of meeting the State share of costs for the State's educational Standards of Quality (§22.1-97).

In 1999, language was added to the Appropriation Act to provide JLARC with additional funds to expand the technical support staff of JLARC "to assist with legislative fiscal impact analysis" and "to conduct oversight of the expenditure forecasting process." A Fiscal Analysis Section was established and staffed in 1999. Funding and language for this section

have been continued in subsequent years, including Item 21D of the 2004-2006 Appropriation Act.

In 2001, the General Assembly adopted a measure that mandated JLARC to provide the General Assembly and the Governor with annual reports on State spending. Section 30-58.3 of the *Code of Virginia* requires JLARC to study State spending over the prior decade, identify the largest and fastest growing programs, analyze the causes of expenditure growth, and assess various means of addressing growth in State government. This function is explained more fully in Section 5 of this workplan, which describes Fiscal Analysis Section activities.

In 2003, the General Assembly created the "Council on Virginia's Future." Section 2.2-2686 of the *Code of Virginia* directs that "additional assistance as needed shall be provided by the Joint Legislative Audit and Review Commission, the Auditor of Public Accounts..." and others. The purpose of the Council on Virginia's Future is to advise the Governor and the General Assembly on the implementation of the Roadmap for Virginia's Future process. The Council is composed of 18 members, with eight legislative and 10 non-legislative members. Since its inception, several Commission members have served on the Council, and JLARC staff have provided assistance to the Council.

In 2005, the General Assembly provided for independent administrative and financial operation of Virginia's State-supported colleges and universities. A part of the General Assembly's oversight of the independent status of the institutions of higher education is a JLARC review of the initial management agreements between the State and the institutions (§23-38.88 D.3 of the *Code of Virginia*). Compliance with each initial management agreement and the impact on students and employees are to be evaluated by JLARC after 24 months of implementation. JLARC is authorized, but not required, to review subsequent management agreements.

The evolution of JLARC's statutory mandates have resulted in a growing set of responsibilities that require both a structured and a flexible work planning process. This document reflects Commission and staff judgment on a feasible schedule of work for 2005.

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## How the JLARC Planning Process Works

The work planning process is a modified management-by-objective system adapted to serve a small, research-oriented organization such as JLARC. The process can be subdivided into three basic steps -- plan preparation and approval, plan control, and plan evaluation.

***Plan Preparation and Approval.*** The JLARC biennial budget and topic selection processes are the foundation for annual workplan preparation. The plan is prepared annually by the director and the deputy director. Research topics are developed and approved annually by the Commission and the General Assembly. Plan preparation begins after topics have been selected, usually near the end of the legislative session.

The workplan establishes a general framework for defining agency goals and objectives, work activities, a project timetable, and staff assignments for the current year. While there can be substantial overlap in JLARC's work areas, objectives and activities are presented for the ten separate program areas within this plan:

- *Research Plan and Priorities* -- a brief summary of research activities expected during the year including target dates for project completion.
- *Virginia Retirement System Oversight* -- a discussion of the continuing oversight activities and research projects for the next year.
- *Fiscal Analysis Section* -- a discussion of activities of the fiscal analysis section, including expenditure forecasting, fiscal note reviews, and an annual report on State spending trends.
- *Other Ongoing Oversight* -- a discussion of JLARC's responsibilities regarding internal service funds, higher education management agreements, and other areas.
- *Division Management* -- a discussion of work activities carried out within each JLARC research division.
- *Research Methods* -- a listing of work activities to be carried out by the staff methodologist.
- *Information Systems* -- the computer support activities to be managed by the computer resource manager or other relevant staff.
- *Publications* -- a summary of work activities planned by the publications analyst.
- *Business Management and Office Services* -- an outline of administrative and office services activities.
- *Training and Development* -- a discussion of staff training and development planned for the year.

The plan guides work activities during the year. It is used as a basis for communication among the project leaders, the division chiefs, the business manager, the staff methodologist, the publications manager, the deputy director, and the director. It is also used as an aid in project management and problem identification. The plan may be periodically revised to reflect changes in organizational priorities and needs.

**Plan Control.** The annual workplan is submitted to the Commission for its review and approval, generally in May of each year. Agency and project managers are provided periodically with information about project scheduling and achievements. Mechanisms for conveying this information include project workplans, weekly planning meetings, monthly planning and project status reports, and personnel time allocation reports.

Weekly planning meetings are held most Monday mornings and feature informal reports on the status of projects and activities. These meetings are used to coordinate activities and to set priorities for administrative support during the week. The staff leadership team -- which consists of the director, deputy director, division chiefs, and managers of the business, publications, fiscal analysis, and methods sections -- outlines a plan of work for the period preceding each Commission meeting. Following most Commission meetings, the director calls a meeting of the entire staff. At these staff meetings, the Commission meeting is reviewed, plans for ongoing projects are discussed, and items of general interest to the staff are raised.

Periodic meetings are held with project leaders and the leadership team. These meetings are a vehicle for keeping key staff members involved in and informed of important items of organizational and project interest. Communication of plan, project, and other work responsibilities is also accomplished by the preparation of project-specific planning documents and overall organizational directives such as the *Research Guide* and *Administrative Manual*.

The leadership team periodically reviews status reports on each of the ongoing research projects. Status reports include such information as the completion date, work phases completed, work accomplished since the last reporting period, and significant report findings. The workplan may be revised from time to time to reflect changes in project scope, status, and priorities.

Time allocation forms are prepared by staff on a weekly basis. These forms are used to track individual and project time and to prepare periodic cost allocation reports when needed.

**Plan Evaluation.** Four types of outcomes can serve as measures to evaluate the accomplishments of the JLARC workplan:

- *Products* -- studies and reviews produced and reported.
- *Completion of Other Scheduled Activities* -- the extent to which work activities are effectively completed.
- *Legislative/Executive Utilization* -- (a) the extent to which JLARC reports provide useful information to the General Assembly and executive agencies, (b) the extent to which the legislature and executive agencies implement JLARC recommendations, (c) potential for cost savings accruing to the Commonwealth, and (d) potential for improvements in agency operations and service delivery.
- *Legislative Feedback* -- the extent to which members of the Commission, the General Assembly, and leadership indicate utilization of the research products and information.

JLARC accomplishments are assessed by follow-up of completed studies and reported biennially in the *Report to the General Assembly*. The last such report was prepared in September of 2003. The next report will be submitted in 2005.

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### Evaluation Act Planning and Scheduling

Under the provisions of the Legislative Program Review and Evaluation Act (§30-65 to §30-73), the Commission periodically selects and schedules functional areas of State government for systematic review and evaluation. Commission members have also periodically met with staff to direct new areas for staff review, as well as the continuation of priority studies designated earlier by the Commission. These areas currently include:

- Conducting an implementation review of the Virginia Information Technologies Agency (VITA) on an ongoing basis (approved July 14, 2003).
- Compiling and publishing statistics on how Virginia compares to other states on a variety of measures (approved October 14, 2003). The Commission has requested that the statistics be updated annually.

Ongoing studies, including other work approved by the Commission and the General Assembly, are discussed more fully in Section 3, Research Plan and Priorities.



**Section**  
**2**

# Mission, Goals, and Objectives

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JLARC's mission, goals, and objectives are based on the statutory mandate for the agency and direction from the Commission.

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## Mission

JLARC's mission is to provide the General Assembly with an objective and vigorous oversight capability. Through analytic research and evaluation, the Commission aids in ensuring that the Legislature is informed about State program operations, agencies fulfill legislative intent, and programs operate efficiently, effectively, and economically.

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## Goals

- Provide the General Assembly with reliable and valid information for use in legislative decision-making.
- Monitor and report whether State agencies and programs are in compliance with legislative intent concerning appropriations and objectives.
- Determine whether State agencies and programs meet criteria of efficiency, effectiveness, and economy.

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## Objectives

- Complete management, operational, program, and/or performance reviews and evaluations of State agencies and programs as directed by the General Assembly or the Commission.
- Review and evaluate, in accordance with the terms of the Legislative Program Review and Evaluation Act, selected agencies and programs from functional areas of State government.
- Complete special studies and reports on State agencies and programs, as deemed appropriate by the Commission or as requested by the General Assembly.
- Present report findings and recommendations that will help agencies operate more efficiently, effectively, or eco-

nomically; help improve services; help identify and eliminate duplication, overlap, and poor performance.

- Complete annual reviews of spending growth in State government and periodic reviews of expenditure forecasts.
  - Complete reviews of fiscal impact statements as requested by the chairs of the standing committees during sessions of the General Assembly.
  - Oversee and evaluate internal service funds in compliance with statute and legislative direction.
  - Oversee and evaluate the Virginia Retirement System in compliance with statute and legislative direction. Prepare at least once in every biennium a report to the General Assembly summarizing reports made, actions taken, impacts achieved, and areas requiring additional legislative attention.
  - Evaluate compliance with, and impact of, the management agreements for State-supported institutions of higher education and report the findings to the General Assembly.
  - Monitor agency implementation of Commission recommendations and prepare follow-up studies on completed reports.
-

# Section 3

## Research Plan and Priorities

This section of the workplan establishes the research plan for 2005. Specific objectives of the plan are:

- Complete studies as directed by the General Assembly or the Commission.
- Carry out evaluations of selected programs and agencies that are approved for study under the Evaluation Act and the Virginia Retirement System Oversight Act.
- Maintain legislative control of internal service funds, ensuring fund managers have flexibility to operate efficiently and effectively.

Table 1 lists the research priorities for 2005. Brief summaries of the research projects are outlined in the remainder of this section and ongoing oversight activities are discussed in sections 4, 5, and 6.

**Table 1  
Projects to Be Concluded, Continued, or Initiated in 2005**

VITA Implementation Status Report  
 2005 Report to the General Assembly  
 Homeland Security Funding and Preparedness in Virginia  
 Operation and Performance of Virginia's Social Services System  
 Medicaid Reimbursement Rates for Home and Community-based Care Services  
 Land Application of Biosolids in Virginia  
 Impact of Virginia's Aging Population on State Agency Services  
 Impact of the Aging State Workforce  
 Impact of Assisted Living Facility Regulations  
 Effectiveness of Virginia's Social Services System in Fostering Greater Self-Sufficiency  
 Special Report: Interstate Benchmarks (2005 Update)  
 State Spending on Standards of Quality (SOQ) Costs (2005 Update)  
 Growth in State Spending (2005 Update) (Section 5)  
 Ongoing Virginia Retirement System Oversight (Section 4)  
 Ongoing Reviews of General Fund Expenditure Forecasts (Section 5)  
 Ongoing Internal Service Fund Reviews (Section 6)  
 Ongoing Inmate Forecast Oversight (Section 6)  
 Ongoing Debt Capacity Oversight (Section 6)  
 Ongoing Review of DPB Performance Measures (Section 6)

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## VITA Implementation Status Report

(Planning date for briefing: June 2005 and September 2005)

During 2005, the consolidation of information technology (IT) functions in the Virginia Information Technologies Agency (VITA) will be largely completed. Accordingly, JLARC staff will complete its review of the implementation of the IT reorganization. VITA will be requested to present to the Commission a status report which outlines the accomplishments of the consolidation and remaining opportunities for improvement in the management of technology resources and processes. Staff will complete a final status report for the September meeting.

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## 2005 Report to the General Assembly (RGA)

(Planning date for publication: September 2005)

This report is prepared in conformance with Section 30-58.2 of the *Code of Virginia*. The Commission is directed to prepare, at least once each biennium, a report to the full General Assembly that includes a summary of significant actions taken in response to recent reports and recommendations, as well as any matters pertaining to report topics that may require additional legislative attention. The 2005 RGA will emphasize JLARC reports completed during the previous two to three years. Follow-up activities for about 15 studies are under way.

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## Homeland Security Funding and Preparedness in Virginia

(Planning date for briefing: September 2005)

At its December 13, 2004, meeting, the Commission directed staff to conduct a study of homeland security efforts and funding in Virginia. Since the terrorist attacks on September 11, 2001, Virginia has received more than \$400 million in federal grants to help prevent, prepare for, and respond to terrorist attacks. The federal funds have come from several different grant programs, and most of the funds have been allocated to local first responders, health districts, hospitals, seaports, and commercial airports. In 2002, the Governor created the Office of Commonwealth Preparedness (OCP) to coordinate policy development and provide leadership for Virginia's homeland security efforts. In this role, the OCP provides guidance on the allocation of federal grants and is charged with developing the State homeland security strategy. The OCP also acts as Virginia's single point of contact with the U.S. Department of Homeland Security.

This review will examine six main issues relating to the effectiveness of Virginia's homeland security strategy, structure, and the administration of federal grants. These issues are: (1)

the extent to which Virginia has developed a preparedness strategy; (2) the adequacy of the organizational structure for sustaining security efforts in the Commonwealth; (3) the effectiveness of coordination across State, local, federal, and private entities; (4) the effectiveness of grant distribution and adequacy of grant monitoring; (5) the appropriateness of grant expenditures in supporting the overall State preparedness strategy; and (6) the effectiveness of measures in place to determine progress made in securing the Commonwealth from future terrorist attacks.

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### **Operation and Performance of Virginia’s Social Services System**

(Planning date for briefing: October 2005)

House Joint Resolution 193 from the 2004 General Assembly directed JLARC staff to review the operation and performance of Virginia’s social services system. Virginia’s social services system is state-supervised and locally-administered. The State Department of Social Services (DSS) oversees the operations of 120 local departments of social services, which directly administer most of the social services programs. The annual expenditures for these programs is about \$1.7 billion. Collectively, Virginia’s social services system administers more than 50 programs aimed at improving self-sufficiency, enhancing child welfare and safety, improving family stability, and ensuring adult safety and welfare.

The study will be a system-wide review addressing both operational and management aspects of the State and local departments. The review will examine: (1) the adequacy of the State’s supervision, specifically as it supports local operation and performance; (2) the operation and performance of local departments in administering social services programs; (3) funding levels and budget and financial management processes; (4) the adequacy of human resources support; and (5) whether information technology infrastructure and management processes facilitate local program administration. In addition, the study will examine whether the current structure and allocation of responsibilities optimizes the operation and performance of the social services system. To accomplish its objectives, the study team will conduct a comprehensive survey of all 120 local departments and case studies in approximately 20 local departments.

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### **Medicaid Reimbursement Rates for Home and Community-based Care Services**

(Planning date for briefing: October 2005)

The 2004-2006 Appropriation Act directs JLARC to report on the adequacy of Virginia’s Medicaid reimbursement rates for home and community-based care services. Home and com-

munity-based (HCB) services allow many elderly and disabled individuals to live at home or in their community rather than in an institutional setting, such as a hospital or nursing home. HCB services are typically less expensive than institutional care, and are often preferred by individuals and their families.

There has been increasing concern that Medicaid recipients in Virginia may have difficulty accessing HCB services, because HCB service providers are not available or are unwilling to serve them. HCB provider groups indicate that a major factor contributing to this suggested lack of availability is that Medicaid reimbursement rates are too low. This study will examine the adequacy of the Medicaid reimbursement rates for HCB providers and potential impacts on provider availability.

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### Land Application of Biosolids in Virginia

(Planning date for briefing: October 2005)

House Joint Resolution 643, passed by the 2005 General Assembly, directed JLARC staff to evaluate the land application of biosolids in Virginia. Biosolids are solid, semi-solid, or liquid materials produced from wastewater sewage sludge that have received an accepted level of treatment in order to reduce pollutant concentrations, the attraction of animals to the material, and disease-causing organisms, known as pathogens. Biosolids are a good source of organic nitrogen and phosphorus for agricultural crops. However, there have been on-going public concerns about the composition of biosolids, and the objectionable odor and possible health effects that may be associated with biosolid applications.

If a private contractor applies biosolids to land, then the activity is regulated by the Virginia Department of Health (VDH); but if the application is performed by the owner of a sewage or wastewater treatment plant located in Virginia, then the activity is regulated by the Department of Environmental Quality (DEQ). In 2004, more than 380,000 acres of agricultural land were permitted by VDH for biosolids land applications in Virginia, and approximately 225,000 dry tons of biosolids were spread on roughly 50,000 acres. DEQ estimates that another 74,000 dry tons may be spread in a typical year under VPDES permits.

JLARC staff are specifically directed to evaluate the current level of funding, staffing, and resources available to VDH for oversight and enforcement of the Virginia Biosolids Program. Additionally, staff are requested to assess the localities' capacity to address biosolids issues, including: (1) the availability of resources for local governments to carry out the statutory authority they have for biosolids testing and monitoring; (2) the

adequacy of training programs and support for local biosolids monitors, and (3) the availability of incentives to encourage sharing of information and resources, including biosolid monitors, among local governments. The study will also address opportunities to enhance the interaction between VDH and local governments to better ensure that complaint response and enforcement are consistently and efficiently conducted.

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### **Impact of Virginia's Aging Population on State Agency Services**

(Planning date for briefing: November 2005)

House Joint Resolution 103 from the 2004 General Assembly requires JLARC to examine the impact of Virginia's aging population on the demand for and cost of State agency services. The resolution notes that Virginia's older population, those persons age 60 and above, is projected to increase to about 25 percent of the State's population by 2030. As noted in the resolution, many State agency services may be impacted by an increase in the older population. Examples of some potential impacts include State financial support for the older population in nursing homes and in assisted living arrangements, as well as transportation, mental health, and various social services. The resolution also notes that State and local government workforces are aging, and this is also likely to have some impacts, such as a potential increase in the demands made upon the financial resources of retirement systems for governmental employees.

The study is currently in the second of two phases. Research findings from the first phase were briefed in October 2004, and were published as a legislative document entitled Interim Status Report: Impact of Virginia's Aging Population on State Agency Services. Through work done in the second phase of the review, JLARC staff will develop two final reports. One of these reports will provide a final study assessment regarding the current service demands of older Virginians, and how that anticipated demand is projected to impact the future provision of State agency services. A second companion report (discussed below) will examine the impact that an aging State workforce will likely have upon State government.

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### **Impact of the Aging State Workforce**

(Planning date for briefing: November 2005)

This is a companion project to the study of the impact of the aging population on State agency services. As noted in House Joint Resolution 103, the State and local workforces reflect the same demographic trends as the overall population, and, as a result, a growing proportion of public employees will be retiring in the next ten years. This trend will impact the Virginia Re-

tirement System and the State and local governments that support it. Further, the age wave will impact the Commonwealth's agencies and its State employee workforce. This study will examine the impact that an aging workforce has on State government agencies.

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### **Impact of Assisted Living Facility Regulations (Interim Report)**

(Planning date for briefing: November 2005)

Language in the Appropriation Act adopted in 2005 requires JLARC to report on the impact of regulatory changes included in legislation on providers of assisted living services and the quality of care and access to services provided in these settings. An interim report is due by November 2005, and a final report by June, 2006.

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### **Effectiveness of Virginia's Social Services System in Fostering Greater Self-Sufficiency**

(Planning date for briefing: December 2005)

House Joint Resolution 193 of the 2005 General Assembly Session directs JLARC staff to assess the effectiveness of the social services system (the System) as measured by changes in customer self-sufficiency. The social services system provides access to a variety of benefit programs that help low-income families acquire basic necessities such as food or health insurance. To fulfill the system's mission of "helping people triumph over poverty", the latest strategic plan for the Virginia social services system advances the promotion of self-sufficiency as an essential strategy. The primary focus of this study will be to examine the extent to which the social services system has succeeded in enabling its clients to progress toward and achieve self-sufficiency. Specifically, the final report will describe the economic outcomes attained by clients of the System. Based on these results, this report will also identify whether changes could be made to the System to increase the number of clients who progress toward self-sufficiency as well as the degree of their progression.

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### **Growth in State Spending (2005 Update)**

(Planning date for briefing: December 2005)

The JLARC Fiscal Analysis Section will continue its review of State spending, called for by §30-58.3 of the *Code of Virginia*. The December report will update the 2004 Update Report by including expenditures and appropriations from FY 2005 and examining the budget growth from FY 1996 through FY 2005. The December report will also identify the largest and fastest growing programs and compare the growth to indicators of economic activity (such as inflation) and other factors.

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### **Special Report: State Spending on Standards of Quality (SOQ) Costs (2005 Update)**

(Planning date for briefing: December 2005)

Section 22.1-97 of the *Code of Virginia* requires JLARC to “report annually to the House Committees on Education and Appropriations and the Senate Committees on Finance and Education and Health the state expenditure provided each locality for an educational program meeting the Standards of Quality.” This work by JLARC staff is to be coordinated with the Virginia Department of Education (DOE). (Section 22.1-97 also requires that DOE report local-level data on required local expenditures for the SOQ, and local operating dollars budgeted and spent to meet local SOQ cost responsibilities).

The first in what is expected to be a series of annual special reports by JLARC in response to this mandate was completed in December 2004. That report addressed State SOQ spending in FY 2004, which amounted to \$3.66 billion. The report was first briefed by JLARC staff to the Commission, and then, as required by statute, it was furnished to the House Committees on Education and Appropriations and the Senate Committees on Finance and Education and Health.

In December 2005, the second special report in the series will address State SOQ spending in FY 2005. As was the case last year, JLARC staff plan to first brief the Commission on this report, and then furnish it to the committees as required by statute. If requested, JLARC staff would be available to appear before any of the committees to discuss or answer questions about the report.

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### **Special Report: Interstate Benchmarks (2005 Update)**

(Planning date for updated publication: December 2005)

In October of 2003, the Commission directed staff to compile and publish statistics on how Virginia compares to other states on a variety of measures. While some demographic data — such as population and per-capita incomes — are included, the principal comparators will be financial in nature: state and local revenues, state and local taxes, and other measures. The Commission directed that, where possible, rankings be adjusted to reflect the impact of State expenditures on the Revenue Stabilization Fund and on car tax relief. As directed, selected statistics will be updated for 2005.

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### **Commission Reporting Schedule**

Table 2 (next page) shows the schedule for presenting the study findings and recommendations to the Commission. The

schedule accounts for specific reporting requirements in the joint resolutions that directed several of the studies as well as the workload associated with research for the projects.

**Table 2**  
**Proposed Commission Reporting Schedule for 2005**

<b>May</b>	JLARC Workplan: Briefing 2005 Legislative Impact Update
<b>June</b>	Virginia Information Technologies Agency Implementation Status Internal Service Fund Rate Reviews
<b>July</b>	Virginia Retirement System Director and CIO Reports VRS Semi-Annual Investment Report / 2004 Actuarial Review
<b>August</b>	No Meeting [2005 Report to the General Assembly (RGA) Printed]
<b>September</b>	Homeland Security Funding and Preparedness in Virginia VITA Implementation Final Status Report 2005 RGA Special Follow Up of Selected Studies
<b>October</b>	Operation and Performance of Virginia's Social Services System Medicaid Reimbursement Rates for Home and Community-based Care Services Land Application of Biosolids in Virginia
<b>November</b>	Impact of Virginia' Aging Population on State Agency Services Impact of the Aging State Workforce Impact of Assisted Living Regulations (Interim Report)
<b>December</b>	Effectiveness of Virginia's Social Services System in Fostering Greater Self-Sufficiency Growth in State Spending (2005 Update) State Spending on Standards of Quality (SOQ) Costs (2005 Update) VRS Semi-Annual Investment Report
<b>Ongoing</b>	Virginia Retirement System Oversight Internal Service Fund Reviews Debt Capacity Oversight Inmate Forecast Oversight Review of Performance Measures Review of General Fund Expenditure Forecasts Fiscal Analysis Reports Staff Support of the Council on Virginia's Future

# Virginia Retirement System Oversight

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The Virginia Retirement System Oversight Act of 1994 authorizes JLARC's oversight function of the Virginia Retirement System (VRS) (§§ 30-78 through 30-84 of the *Code of Virginia*). The Act directs JLARC to oversee and evaluate the Virginia Retirement System on a continuing basis and as directed by the General Assembly.

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## Goals and Objectives

The objectives of retirement system oversight are:

- Provide timely, accurate information about the retirement system to the General Assembly.
- Assess the appropriateness of the structure of governance for the retirement system and recommend modifications to the structure as necessary.
- Evaluate on a periodic basis the soundness of the retirement system trust funds.
- Evaluate the performance of the VRS investment program and report to the General Assembly on any significant changes in the investment program.
- Evaluate the efficiency and effectiveness of VRS administration and operations.

To implement the retirement system oversight function, the following research activities are planned for 2005.

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## Attend Monthly Meetings of the Board of Trustees and Committees

(Planning date: Ongoing)

JLARC staff will continue to attend the regular meetings of the VRS Board of Trustees and the Investment Advisory Committee. Staff may also periodically attend meetings of the following committees of the VRS Board of Trustees: administration and personnel, benefits and actuarial, audit and compliance, and optional retirement plan advisory committee.

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## Semi-Annual Investment Report

(Planning date for briefings: July 2005 and December 2005)

JLARC staff will continue to monitor and review the VRS investment program. The focus of the review will remain on investment policy and asset allocation, as well as investment performance and risk management. JLARC staff will obtain detailed information concerning these areas through regular attendance at meetings of the VRS Investment Advisory Committee and the VRS Board of Trustees, structured interviews with VRS investment staff, reviews of VRS documents, reviews of documents of other public employee retirement systems, and analysis of secondary sources of investment data.

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## Quadrennial Actuarial Audit

(Planning date for briefings: July 2005 and July 2006)

Section 30-81 of the *Code of Virginia* directs JLARC to conduct an actuarial review of VRS once every four years. The last audit was based on the June 30, 2000 valuation. The June 30, 2004, valuation was completed by the same VRS actuary, based on the same experience study, and employed generally the same actuarial assumptions as those used in the 2000 valuation. Accordingly, JLARC staff recommended and the Commission approved a course of action under which the JLARC actuary will provide a review of the 2004 valuation as it becomes available, but will base the full quadrennial audit on the June 30, 2005 valuation. This will allow JLARC to obtain a review of the work completed by the new actuary, a review of the new experience study, and a review of any new methods and assumptions employed. The review of the 2004 valuation will likely be presented at the July 2005 meeting. The 2004 review and the quadrennial actuarial audit will be completed by Mercer Human Resources Consulting under the provisions of its contract with JLARC. A presentation of the results from the quadrennial actuarial audit based on the June 2005 valuation is planned for July 2006.

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## Update of the *Legislator's Guide to the Virginia Retirement System*

(Planning date: Ongoing)

The Retirement Oversight Act requires JLARC to publish a legislator's guide to the retirement system. The most recent edition of the *Guide* was first produced in February 2004 with the assistance of the staff of the Virginia Retirement System. The updated document was revised to reflect changes in benefit programs as well as investment and financial information since publication of the last edition. The *Guide* continues to be available in an on-line format. By automating the *Guide*,

labor and other costs associated with producing hard copies have been eliminated. In addition, automation has provided interested parties with convenient access to the *Guide* and allowed for links to web sites containing legislation, *Code of Virginia* references, and other information. Additional ongoing updates to the *Guide* are planned for 2005.

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**Section 5**

# Fiscal Analysis

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The Fiscal Analysis Section (FAS) was established in 1999 to assist with legislative fiscal impact analysis and to conduct oversight of the executive branch expenditure forecasting process. This section consists of a section manager, a fiscal analyst, and a fiscal economist (currently vacant). Additional JLARC staff provide support as needed.

During each General Assembly Session, the section focuses on reviewing executive branch fiscal impact statements that are referred to JLARC by committee chairmen. The results of the staff reviews are published in fiscal impact review reports. In addition to reviewing fiscal impact statements, the FAS responds to ad hoc requests by General Assembly members and other legislative staff, as determined by the JLARC chairman or director.

The section has also been assigned responsibility for conducting the annual review of State budget growth, required under §30-58.3 of the *Code of Virginia*). The section additionally provides oversight of the forecasts that are key to major State programs, including Medicaid, corrections, primary and secondary education, and higher education. Staff also provide support to other JLARC projects and reviews.

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## Goals and Objectives

Among the goals and objectives of the FAS is to ensure that the General Assembly has reliable technical support in the areas of legislative fiscal analysis and expenditure forecasting in order to make informed public policy decisions. Other goals and objectives include the following:

- Conduct timely reviews of the fiscal effects of legislation upon request of committee chairmen, as required by Item 21D of the Appropriation Act.
- Evaluate the performance of key executive branch forecasts and their relationship to the Commonwealth's biennial budget, and provide information about these forecasts to the General Assembly.
- Conduct annual assessments of State expenditure growth, as required by §30-58.3 of the *Code of Virginia*.

To achieve its goals and objectives, the Fiscal Analysis Section will complete several activities in 2005.

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### **Review of State Spending Growth: 2005 Update**

(Planning date for briefing: December 2005)

The JLARC Fiscal Analysis Section will continue its review of State spending, called for by §30-58.3 of the *Code of Virginia*. The December report will update the 2004 Update Report by including expenditures and appropriations from FY 2005 and examining the growth from FY 1996 through FY 2005. The December report will also identify the largest and fastest growing programs and compare the growth to indicators of economic activity (such as inflation) and other factors.

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### **Prepare Fiscal Impact Reviews**

(Planning date: Annual Sessions of the General Assembly)

Upon the request of a committee chairman, the Fiscal Analysis Section reviews the fiscal impact statement on any legislation. Through the 2005 General Assembly, the section has prepared more than 50 such reviews. These reviews serve as a “second opinion” on the projected cost of a specific bill, and have resulted in concurrence as well as non-concurrence with the fiscal impact estimated by State agencies.

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### **Monitor Expenditure Forecasts**

(Planning date: Ongoing)

In 2000 and 2001, the Fiscal Analysis Section presented the Commission with an overview of the forecasting methods and procedures used in developing four major “budget driver” forecasts. These four included elementary and secondary education average daily membership (school attendance), higher education enrollment projections, Medicaid expenditures, and the State-responsible felon population. The review found that three of the four forecasts are strongly linked to the State budget (the exception was higher education), and that the four forecasts used to prepare the FY 1999 budget were relatively accurate. The section will continue to review these expenditure forecasts on a periodic basis.

**Section**  
**6**

## Other Ongoing Oversight

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The Commission is responsible for several ongoing oversight activities assigned by statute. These responsibilities are assigned to JLARC management staff, although additional staff may be assigned to these duties from time to time. These oversight activities include review of internal service funds, review of higher education institution management agreements, participation in the Inmate Forecast Technical Committee and the Debt Capacity Advisory Committee, review of performance measures, and periodic review of Administrative Process Act exemptions.

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### Internal Service Funds

Internal service funds are monitored by JLARC on a continuing basis, pursuant to its authority under § 2.2-803 of the *Code of Virginia*. The Commission reviews the status of fund accounts and evaluates requests to change the nature and scope of the services provided or the customers served. The Commission also approves in advance the rates employed by fund managers for billing customer agencies. Twelve internal service funds are now monitored by JLARC:

1. The Virginia Distribution Center Fund (Department of General Services) funds the procurement and distribution of various goods such as canned foods, paints, paper products, and cleaning supplies to State agencies, local governments, and school divisions.
2. The Office of Graphic Communications Fund (Department of General Services) funds graphic design, layout, photography, and typesetting services provided to State agencies.
3. The Building Operations Program Fund (Department of General Services) funds the building rent plan as well as special maintenance agreements between DGS and entities whose office space is located at the seat of government.
4. The State Surplus Property Operation Fund (Department of General Services) funds the management and disposal of surplus property for State agencies and institutions.

5. The Federal Surplus Property Operation Fund (Department of General Services) funds the acquisition and distribution of federal surplus property.
6. The Consolidated Laboratory Services Fund (Department of General Services) funds the laboratory analyses provided for the Department of Environmental Quality and the Department of Agriculture and Consumer Services; the testing of motor fuels for the Virginia Department of Transportation; and the testing of drinking water samples for public water works.
7. The Real Property Program Fund (Department of General Services) funds the management of transactions involving the sale of State-owned real property.
8. The Bureau of Capital Outlay Management Fund (Department of General Services) funds the review of plans and specifications for capital and non-capital State projects to ensure compliance with the Virginia Uniform Statewide Building Code.
9. The Fleet Management Fund (Department of General Services) funds the operation and management of the State's centralized fleet of passenger vehicles.
10. The Computer Services Fund (Virginia Information Technologies Agency, formerly the Department of Information Technology) funds data processing services to State agencies.
11. The Automated Services Fund (Virginia Information Technologies Agency) funds automated systems design, development, and maintenance services to State agencies.
12. The Telecommunications Services Fund (Virginia Information Technologies Agency) funds telephone and data transmission services to State agencies.

During 2005, the Commission will consider and act on rate changes requested by the internal service fund managers at DGS and VITA.

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### **Review of Higher Education Institution Management Agreements**

The Restructured Higher Education Financial and Administrative Operations Act (2005) directs JLARC to review the initial management agreements under which the State colleges and universities may operate with independent authority (§23-38.88 D.3, *Code of Virginia*). The reviews, in cooperation with the Auditor of Public Accounts, are to cover the first 24 months

from the effective date of the management agreement. The purpose of the reviews is to evaluate the degree of compliance with the expressed terms of the agreements, the demonstrated ability of the institutions to manage their administrative and financial operations, and the impacts on students and employees resulting from the management agreements. A report is required by June 30 of the third year of each management agreement. JLARC may, but is not required to, conduct similar reviews of agreements subsequent to the initial agreements.

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### **Inmate Forecast Technical Committee**

Legislation passed during the 1995 Session (HB 2584) requires the development of a prison population forecast based on a consensus forecasting process. The Act provides for the establishment of a technical forecast group comprised of representatives from the Department of Corrections, the Department of Criminal Justice Services, the Virginia Criminal Sentencing Commission, the Joint Legislative Audit and Review Commission, and such experts as shall be appointed by the Secretary of Public Safety from the fields of criminal justice, population forecasting, or other appropriate field of study as may be deemed necessary. The Secretary of Public Safety acts as chairman of the technical advisory group. The staff methodologist represents JLARC in reviewing the development of forecast methodologies and alternative forecasts of the State's prison and jail populations.

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### **Debt Capacity Advisory Committee**

The JLARC director is a member of the Debt Capacity Advisory Committee created by the 1994 General Assembly. The Committee is required to review the size and condition of the Commonwealth's tax-supported debt and submit to the Governor and General Assembly an estimate of the maximum amount of new tax-supported debt that prudently may be authorized for the next biennium. If necessary, the director submits an informational memorandum to the chairs of the money committees.

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### **Review of Performance Measures**

Since 1990, the Department of Planning and Budget (DPB) has been developing performance measures for use by Virginia State agencies. The General Assembly has encouraged this effort since the 1992 Appropriation Act mandated a pilot performance measures program. DPB has submitted draft measures to JLARC staff for review and comment. Since 2000, the Appropriation Act has provided that JLARC review and comment on DPB's development of performance measures. HJR 773 of the 2001 Session also required that JLARC

assess the use of performance budgeting, measurement, and program evaluation in legislative budgeting.

In 2003, the General Assembly passed and the Governor signed House Bill 2097, the “Roadmap to Virginia’s Future.” This act provides that each agency develop strategic plan information and “performance measurement results.” The act also creates the Council on Virginia’s Future and (in §2.2-2686 of the *Code of Virginia*) directs JLARC to provide staff assistance to the Council. JLARC staff will continue to provide staff and other technical support to the Council in 2005.

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### **Review of Administrative Process Act Exemptions**

The Administrative Process Act (APA) is the law that structures the making and implementation of regulations by government agencies. Among other matters, the APA specifies certain opportunities that are to be provided to the public to be made aware of and to comment on the regulation. Regulatory activity that is exempt from the APA in many cases is not accountable for providing the same degree of opportunity for public notification and comment.

Section 2.2-4005 of the *Code of Virginia* requires that JLARC “shall conduct a review periodically of the exemptions authorized by this chapter. The purpose of this review shall be to assess whether there are any exemptions that should be discontinued or modified.” The provision that requires that JLARC’s review be performed “periodically” provides the Commission with the flexibility to initiate this activity at times when such a review appears merited, such as when meaningful issues or concerns have been raised relative to regulatory agency use or abuse of the exemptions.

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# Section 7

## Division Management

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Research projects are usually assigned to one of two research divisions, each headed by a division chief. Normally, one or more projects will also be assigned to the deputy director, who will carry out the functions of a division chief for those projects. The purpose of division management is to ensure quality products by supporting and monitoring the research and reporting activities of project teams. Division chiefs are responsible for maintenance of organizational standards, adherence to deadlines, effective communication, and overall coordination of specific research tasks for each project assigned to the division. Major division chief activities include providing conceptual and research support, evaluating personnel, reviewing products, coordinating organizational resources, substantively editing reports, and carrying out project research and leadership roles when necessary.

### Goals and Objectives

- Produce high-quality reports that meet legislative needs for information.
- Promote the development of highly skilled and productive research teams.
- Manage projects to achieve reasonable consistency with work plans, deadlines, and staff resources.
- Support staff development through clearly established objectives, performance evaluation, and training.
- Provide input to the director on broad organizational issues, and participate in organizational planning.
- Promote clear and accurate communication throughout JLARC for project and personnel management purposes.
- Serve as an effective liaison with legislative committees and subcommittees formed under the Legislative Program Review and Evaluation Act or established for specific projects.
- Provide support to research teams on identifying issues and developing project scope and research workplans.

- Develop and implement a framework for periodic monitoring of team products, processes, and documentation.
- Ensure that teams appropriately secure organizational support in research methods, data processing, and report production.
- Advise teams on effective written and oral presentation of research findings and conclusions.
- Edit reports and briefings, as needed, for substance and style to ensure accurate, clear, and appropriate presentation to various audiences.
- Ensure that legislative committees receive appropriate information and logistical support.
- As necessary, provide project leadership in lieu of team leaders who depart or are otherwise unable to successfully bring a project to closure.

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## Work Activities

Coordination and management of assigned research staff and projects are the fundamental activities of the divisions. The division chiefs advise their respective teams and monitor products throughout the research and report development process. They also participate in organizational planning, extended project reviews, staff development, and project follow-up activities.

***Project Management.*** Each division chief meets regularly with team leaders and team members for purposes that include concept development, assessment of research and reporting processes and products, and status monitoring. Projects are periodically discussed with the Director.

***Extended Review.*** The extended review process subjects major research products to the rigorous scrutiny of the Director, deputy director, both division chiefs, the staff methodologist, and the publications analyst. The reviews routinely occur at two stages of the research process: (1) scope/workplan and (2) pre-exposure. At both stages, products are examined for sufficiency of evidence, soundness of conceptualization and recommendations, and clarity of presentation.

***Staff Development.*** Division chiefs participate in the performance appraisal of professional staff. They also provide formal and informal training and technical assistance, as

needed, in aspects of project management, team building, research, and reporting.

***Legislative Liaison.*** Division chiefs provide coordination among related projects and serve as a point-of-contact for legislative committees involved with a functional area. As necessary, they facilitate arrangements, transfer information, and perform follow-up activities.

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**Section**  
**8**

# Research Methods

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The Research Methods Section supports teams in developing and carrying out sophisticated evaluations of State programs and agencies. The chief methodologist consults with project teams concerning individual project needs and trains staff members in the use of research techniques.

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## Goals and Objectives

- Support the conceptualization, design, and implementation of research methods and techniques that produce rigorous and valid results for the General Assembly.
- Develop and implement training activities to enhance staff members' capability to conduct applied research.
- Provide timely advice to team members on research design, statistical methods, and data processing techniques to be used in the research process.
- Develop processes for providing technical assistance and consultation on JLARC studies.
- Provide technical assistance to the Fiscal Analysis Section.

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## Work Activities

The Research Methods Section actively participates in team-based projects, training, and special projects.

**Team Support.** The staff methodologist consults with project teams on a day-to-day basis by exploring alternative conceptualizations and designs for studies as well as assisting in implementation of the designs. In 2005, the staff methodologist will also provide a direct supporting role on the review of Medicaid rates.

**Training.** Training offers an opportunity to enhance the capability of analysts to conduct research. The staff methodologist assesses the need for methods training and works with the deputy director to develop appropriate courses. Training activities can take several forms, including multiple-session training courses, workshops, individual tutorials, and informal discussion sessions.

***Extended Review.*** The staff methodologist serves as a member of the extended review team. In addition to a general review of team projects, the staff methodologist has a special responsibility for assessing the sufficiency of methods and analysis. The methodologist also verifies major analytic findings of reports.

***Research Guide.*** The staff methodologist works with the deputy director to update the JLARC *Research Guide*. The *Research Guide* is an evolving reference that is intended to operationally define, formalize, and enhance research activities at JLARC.

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**Section 9**

# Information Systems Support

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Information systems support is provided by a number of resources within JLARC to assist teams in developing and carrying out increasingly sophisticated analyses of State programs. Support activities have included consulting with project teams concerning individual project needs as well as training staff members in the use of computers. Information systems support also makes JLARC research products available to the public through maintenance of a World Wide Web site (<http://jlarc.state.va.us>) on the Internet and publication of a CD-ROM. Currently, most in-house information systems support is provided by the Computer Resources Manager and the publications analyst. Other staff also support this function.

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## Goals and Objectives

- Provide timely advice to team members on information processing techniques to be used in the research process.
- Provide technical assistance and consultation.
- Enhance the capacity for efficient use of all available information processing resources, including personal computers.
- Expand the availability and accessibility of computer resources used by the research staff.
- Provide JLARC research products to the public on the web site and through publication of a CD-ROM.

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## Work Activities

Continued maintenance of the JLARC web site during 2005 will involve updating publications lists, adding new reports for downloading, and ensuring that other information is accurate. The Web site for JLARC's Legislator's Guide to the Virginia Retirement System will also be updated. Other activities for 2005 include publication of new volumes of the JLARC report CD-ROM as additional publications are completed.

New versions of statistical analysis software and an online survey system have been implemented. Project teams will use the new survey software to implement online surveys of

State agencies, local governments, and others. Also during 2005, JLARC's administrative system for reporting staff time has been updated.

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**Section 10**

# Publications and Graphics

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The purpose of the Publications and Graphics Section is to assist teams in the development of research reports and briefings, and to produce high-quality publications for use by the General Assembly and executive agencies. The section manager and a part-time assistant carry out the responsibilities of this program area.

The section manager serves on the extended review team, provides appropriate staff consultation in report writing and editing, assists team members in conceiving and developing appropriate graphic materials for projects, creates draft and final graphics as necessary, oversees the preparation of camera-ready copy, oversees in-house and contract printing, maintains the section's desktop publishing and presentation hardware and software, coordinates and finalizes briefing presentations, responds to the audiovisual and photographic needs of the staff, provides design and editorial support for various JLARC special publications, provides content for the JLARC website, supervises the publications assistant, and serves as project leader for the Commission's biennial *Report to the General Assembly*.

The publications assistant helps lay out and finalize reports for publication, maintains the JLARC publications archives, and works on special projects as assigned.

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## Goals and Objectives

- Produce high-quality JLARC publications on a timely basis at a reasonable cost.
- Create high-quality informational graphics to enhance the communication of research findings in reports and briefings.
- Serve as a staff resource in the areas of audio-visuals (including film and digital photography), sound and video recording, presentation technology, and general communications.
- Work in a consultative capacity with team members, team leaders, and division chiefs on matters relating to format-

ting, writing, editing, and the use of graphics in research projects and other materials.

- Through self-training and systems development activities, maintain an in-house, state-of-the-art desktop publishing and presentation system to meet the organization's publications, presentation, and graphics needs.
- Contribute to the development of publishable research reports through the section manager's participation in each report's extended organizational review.
- Develop training programs such as style guides, workshops, and tutorials to increase the staff's skills in writing, presentations, word processing, and graphics.
- Continue to explore audio-visual and computer resources available for JLARC's use and their application in furthering training, professional development, graphics, presentation techniques, report production, and other appropriate areas.
- Take a lead role in special projects as required by the Director, including ongoing follow-up activities related to the biennial *Report to the General Assembly* (next edition due in September 2005).

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## Work Activities

Report production is the base of the publications section's responsibility. The section meets all of JLARC's needs for graphics and prepares all reports for printing. A variety of other activities related to JLARC's reporting responsibilities are also carried out by the publications section.

***Report Production.*** The publications section prepares all reports for printing as organizational products. The process is comprised of four main phases:

- ***Graphic and Editorial Consultation.*** From the time the project is assigned until the report goes into extended review, the research team works directly with the publications section as necessary on the preparation of graphics for report drafts and the briefing. Team leaders also consult with the section manager concerning matters of composition, format, and editing.
- ***Extended Review.*** The section manager participates in every report's extended review process to raise concerns about organization, tone, format, effectiveness of the writing, general content, and graphics.

- *Editing.* The section manager reviews and marks or edits report drafts for grammar, coherence, format, clarity of content, and stylistic consistency. Consultations are arranged as necessary with the project team members.
- *Preparation for Printing.* After the team has received the agency responses and made necessary changes to the report, it is given a final review by the section manager. The graphics are finalized, and final format decisions are made. The manuscript is then made camera-ready for printing, reviewed by the team leader and division chief, and approved by the director. For the final disposition of legislative documents, the section manager coordinates with the Division of Legislative Automated Systems and/or the printer under State contract.

**Other Products and Responsibilities.** Besides producing final reports, the publications section prepares other final informational products for the organization.

- *Briefings.* Commission briefings in Senate Room A utilize a state-of-the-art digital projection system. The section manager manages and applies this technology according to the agency's needs, and provides training to analysts on its use. The section manager also coordinates, provides graphic support for, and acts as stage manager for the monthly staff briefings to the Commission.
- *Special Reports.* The section manager consults with the appropriate staff members to produce special JLARC publications such as the *VRS Oversight Report* and special studies conducted by the fiscal analysis section. In addition, this year the section manager will be responsible for producing the *2005 Report to the General Assembly*, which combines general information about JLARC's role with follow-up of recent studies.
- *General Communications.* The publications section frequently participates in the review and preparation of agency correspondence, award submissions, surveys, informational briefings about the agency, internal forms and documents, signage, etc.

**Publication Training Activities.** The section manager provides training activities to impart knowledge and improve skills of JLARC staff. Private writing tutorials and reviews of analysts' early drafts are available upon request. Additional training areas may include informational graphics, advanced word processing, and presentation software and hardware.

***General Computer Responsibilities.*** The publications section manager serves as backup to the computer resources manager regarding problems with the agency's personal computers and printers, the formatting of documents for use on the web site, and system coordination with the Division of Legislative Automated Systems.

***Follow-Up and Reporting Activities.*** The section manager coordinates efforts to follow up on agency implementation of study recommendations. Consulting with the Director and project leaders, the section manager prepares JLARC's biennial *Report to the General Assembly*. This publication summarizes recent studies and provides follow-up information on selected older studies.

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# Business Management and Office Services

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The Business Management and Office services section is responsible for the administrative functions of the office. It is under the general supervision of the deputy director. The business management function includes budgeting, fiscal, personnel and human resource activities, along with general administrative management of the office. The fiscal and human resources manager (business manager) oversees the daily operations of the section.

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## Goals and Objectives

- Provide a responsive service-oriented function for the office's research mission.
- Execute the budget plan and monitor expenses and receipts for compliance, as well as monitor and control expenditures for the current year for appropriateness, accuracy, and timely processing.
- Administer the payroll, oversee the timely completion of staff evaluations, monitor various payroll deductions, and activate salary adjustments.
- Conduct all administrative preparation and follow-up for Commission meetings; including polling of members, duplicating and organizing documents, and drafting meeting minutes.
- Monitor and manage employee leave balances and track project hours and other staff activities through the time allocation system.
- Monitor and control fixed assets and inventory.
- Coordinate human resources and personnel services for the office.
- Assist in preparation for and orientation of new staff members.
- Administer employee benefit programs and assist staff in their efforts to access current information.

- Maintain the JLARC Administrative Manual and inform staff of policy and procedural changes or developments.
- Carry out responsibilities as outlined in the records management policies and procedures, including maintenance of agency archives.
- Ensure that the research staff is provided with accurate and timely document reproduction, word processing, and data entry support.
- Coordinate travel arrangements for research teams in the conduct of fieldwork.
- Organize legislative tracking activities.
- Coordinate parking for agency staff.
- Provide opportunities for the support staff to receive training to enhance current skills and capabilities.
- Integrate office logistics and office activities.
- Provide quality phone and reception coverage.

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## Work Activities

**Budgeting.** Budgeting activities include establishing and monitoring the budget plan, and processing and controlling expenditures. The current budget year's expenditures are monitored and controlled to ensure that prompt payment, reporting, and other established guidelines are met. Appropriate budget worksheets are prepared to ensure expenditures are maintained within the budget limits.

**Payroll/Personnel.** Required reconciliations are completed and leave balances are monitored to ensure accurate payment to employees and proper withholding. The preparation of personnel evaluations is monitored to ensure timely completion and processing.

**Benefits.** Numerous changes have evolved over the past several years with regard to employee benefits, particularly in the area of health care. In order to keep abreast of health care issues and to provide staff with accurate and current information, the section manager will continue to attend benefit administrator meetings. In addition, the section manager provides information to and assist employees with flexible reimbursement accounts, optional life insurance, long-term care insurance, deferred compensation, savings bonds, and retirement benefits. Throughout the year, the section manager also as-

sists employees with updating or changing their health care memberships or plans when qualifying conditions occur. The section will continue to assist with and inform employees about benefit changes related to the Virginia Retirement System, the Virginia Sickness and Disability Program, the Long-term Care plan, Optional Group Life coverage, and the Deferred Compensation Plan. As benefits continue to change and evolve, the section manager strives to distribute accurate and timely information as well as address staff questions.

***Records Management.*** The records manager, with the assistance of the administrative section, will carry out the responsibilities as outlined in the records management policy.

***Revision of Administrative Manual.*** The manager distributes revisions on an ongoing basis. As a result of the conversion of the manual to the Adobe PDF format, making and distributing updates and changes to the manual has become a more timely and efficient process. In addition, automation of the administrative manual has reduced labor and other costs associated with producing hard copies. The use of automation has also provided staff with convenient desktop access to the manual. By placing the Administrative Manual in the Adobe PDF format and on the desktop, staff can easily access links to web sites containing additional benefits information and other State and federal policies.

***Document Processing.*** There is regular involvement with the research staff to promote a steady workflow of material through word processing and data entry assistance. Further, support staff assist with document reproduction activities.

***Phone/Receptionist Services.*** The section provides quality phone and receptionist coverage.

***Commission Meeting Preparation.*** The section prepares materials used for JLARC Commission meetings. This includes generating a Commission meeting preparation list, mailing materials to Commission members prior to meeting dates, copying and organizing all meeting materials, distributing meeting materials to Commission members, and drafting meeting minutes. After the completion of Commission meetings, the section assists with preparing reports and other materials for posting on the agency web site as well as the processing of members' travel reimbursements.

***Special Activities for 2005.*** The section plans to continue its efforts to employ the use of automation and technology to improve access to benefits and other human resource information. To the extent possible, the administrative section plans to use web technology to increase employee access to infor-

mation concerning State benefit programs and other State policies and procedures. In addition, the section encourages the use of on-line tools, such as REDIVirginia, Payline, and Employee Direct, in order to reduce the submission and processing of “hard copy” forms. The section plans to utilize electronic means wherever feasible for the storage and transfer of data and information.

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**Section**  
**12**

# Training and Development

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Training and professional development are largely the responsibility of the individual, but JLARC offers an annual training program to ensure that staff have skills appropriate to work requirements. Each staff member, in conjunction with his or her supervisor, assesses personal strengths and weaknesses. Individual staff members can then pursue self-directed study (such as a reading program or computer tutorials), training, university courses, or other options. The training program is coordinated by the Fiscal, Administrative and Human Resources Manager.

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## Goals and Objectives

- Maintain an organizational training program that promotes the accomplishment of agency missions and goals.
- Orient new staff to JLARC processes and procedures.
- Provide staff with greater opportunity to grow and succeed.
- Strengthen JLARC's approach to organizational and team management.
- Provide staff with appropriate training to improve work performance and enhance their capacity for greater responsibility.
- Provide staff with training on presentational skills and techniques.

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## Training Program

Staff training activities are designed to improve job performance. Job performance can be enhanced through meaningful learning experiences that impart knowledge, improve skills, or change attitudes.

***Needs Assessment.*** An ongoing assessment of training needs will be conducted for the research and administrative staffs. This assessment will be routinely addressed in leadership planning meetings. This assessment may include: consideration of staff requests for training, review of education and training courses already taken by staff, and review of performance reports.

***Training Activities.*** Based on organizational and individual needs, a training program is designed and implemented annually. The program contains training and education courses aimed at meeting JLARC's overall training and staff development needs. While the organization will attempt to provide opportunities for staff to acquire the skills necessary for advancement, responsibility ultimately rests with the individual. Staff members are expected to be proactive in identifying and addressing their own individual needs. Opportunities for training include:

- JLARC-conducted classes and ongoing tutorials,
- programs conducted by other State agencies,
- limited university tuition reimbursement for pre-approved coursework,
- consultant-conducted classes or programs at JLARC,
- outside seminars and training sessions, including continuing education and skills development classes at State universities and community colleges,
- self-directed reading programs, and
- others as requested and approved.

Training courses will be designed to strengthen staff research, managerial, technical, and human relations skills.

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## **CommonHealth Program**

CommonHealth is the Employee Health Improvement Program provided jointly by the Department of Human Resource Management and Continental Health Promotions, with JLARC staff serving as the agency coordinator. In addition to serving JLARC staff and their families, the CommonHealth program is also available to staff of other legislative agencies, including the House Appropriations and Senate Finance Committees.

JLARC staff have been active participants in the statewide Healthy Virginians initiative, encouraging staff to increase physical activity and decrease caloric intake. As part of this initiative, staff are encouraged to take time-out and walk an additional 15 minutes each day and participate in local charity walks. For their ongoing support of this program, JLARC staff received a Gold Level of participation and the agency was recognized as a Healthy Workplace.

Several CommonHealth programs have been planned for 2005, with topics including: recognizing and responding to car-

diac emergency, maximizing metabolism and identifying minimum caloric needs, as well as blood pressure and cholesterol screenings. There will also be several employee challenges including: Step Challenge, Water Drinking Challenge, and participation in the National Employee Health and Fitness Day. Other recurring CommonHealth sponsored programs, including Baby Benefits, blood drives, and seasonal immunizations will be available for all JLARC staff and their families throughout the year.

**2005 Training Activities**

Specific activities for the 2005 training program are included in Table 3. Other activities will be added as needed.

**Table 3  
2005 Training Program**

<b>Periodic or Special Training</b>	<b>Provider</b>
Effective Communications (April 2005)	VCU and Lauron Associates
Commonwealth Management Institute Training	VCU
Health Care Benefits for 2005	DHRM
Human Resource Leadership Conference	DHRM
Library of Virginia Orientation	Library of Virginia Staff
NCSL Skills Development Seminar	NCSL
NCSL/NLPES Programs, Training	NCSL/NLPES Trainers
Microsoft Office® Applications Training	Selected Staff / Outside Trainers
Geographic Information Systems / Mapping Training	Selected Staff / Outside Trainers
Report Development and Formatting Training	Long and Tittermary
Lexis Training	Legislative Services Staff
Lobbyist-in-a-box Training	DLAS, Selected Staff
<b>Ongoing Training</b>	<b>Provider</b>
CARS, Payroll, Fiscal Management Training	DOA
Software Tutorials	Tittermary, Selected Staff, DLAS
New Employee Orientation	Bishop, Lambert, Other Staff
Writing and Graphic Tutorials	Long
CommonHealth Activities	Powell, DHRM, CHP
Retirement System Benefits Training	VRS
Benefits Administration Training	DHRM
Records Management Training	Irby
Worker's Compensation Training	DHRM





# JLARC Staff

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## Executive Staff

Philip A. Leone, Director  
Glen S. Tittermary, Deputy Director

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## Division Chiefs

Robert B. Rotz, Senior Division Chief  
Harold E. Greer III, Division Chief

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## Section Managers

Patricia S. Bishop, Fiscal & Administrative Services  
John W. Long, Publications & Graphics  
Gregory J. Rest, Research Methods  
Walter L. Smiley, Fiscal Analysis

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## Project Team Leaders

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Justin C. Brown	Kimberly A. Sarte

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## Project Team Staff

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Ellen M. Jackson	Christine D. Wolfe
Paula C. Lambert	Kent S. Wyatt
Brad B. Marsh	

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## Administrative and Research Support Staff

Joan M. Irby	Betsy M. Jackson
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