

RECENT STUDIES, FINDINGS, RECOMMENDATIONS, AND IMPACTS  
CUMULATIVE INDEX AND CAPSULE SUMMARIES OF ALL JLARC REPORTS



**1997  
REPORT  
TO THE  
GENERAL  
ASSEMBLY**

**JOINT  
LEGISLATIVE  
AUDIT AND  
REVIEW  
COMMISSION**

COMMISSION NEWS BRIEFS

SAVINGS TO THE COMMONWEALTH RESULTING FROM LEGISLATIVE OVERSIGHT



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and Review Commission**

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*Director*

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September 8, 1997

To the Honorable Members of the Virginia General Assembly  
The State Capitol, Richmond, Virginia

My Dear Colleagues:

As Chairman of the Joint Legislative Audit and Review Commission, I am pleased to transmit to you JLARC's *1997 Report to the General Assembly*. This report is required by the Commission's enabling statutes, as a means of updating the members of the Senate and the House of Delegates on JLARC's work. Herein you will find summaries of our recent studies and their impacts, as well as a complete listing of all reports issued by the Commission since its inception.



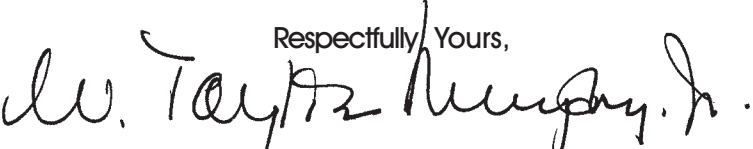
This biennial report always affords us an opportunity to reflect on the nature and purpose of the Commission's work. When I consider the demands and expectations that the citizens of the Commonwealth -- and of the country at large -- have been expressing about their government in recent years, I have to conclude that never in the Commission's existence has the voice of the people spoken more in agreement with JLARC's reason for being. In these times we see the taxpayer and the voter laying claim to the very things JLARC has always sought to deliver: economy, efficiency, and accountability in government services.

Our recent studies have tackled some perplexing questions, among them the effectiveness of our juvenile justice system, the adequacy of our efforts to protect the environment, the funding and oversight of child care, and the soundness of our employee retirement system. The range and complexity of issues such as these demand that the best possible information be made available to us as decision-makers.

The signs are clear that objective information will continue to be a necessity for the foreseeable future. As this document goes to press, the JLARC staff is heavily involved in a number of new areas that hold both promise and challenge for the Commonwealth. On one end of the spectrum, we are reviewing the adequacy of State structures for managing information technology. The necessity of modernizing our aging computer and telecommunications systems is approaching a critical point. At the other end of the spectrum, we are studying the Comprehensive Services Act, in hopes of slowing the expenditure growth of this program for emotionally disturbed and problem behavior youth.

Equally demanding will be our review of the effects of welfare reform in Virginia. After much debate, the Governor and the General Assembly have mounted a courageous, bipartisan effort to fix a system that was obviously broken. Now we are going to need good information to ensure that our reforms are accomplishing their intended objectives.

The information that JLARC provides is just the first step in solving the kinds of problems that prompt our studies. Only a bipartisan spirit in both the General Assembly and the Executive Branch can ensure that we will fix the problems once we have found them. We have a history of coming together, rolling up our sleeves, and doing what needs to be done. I am confident that we will continue that legacy.

Respectfully Yours,  
  
W. Tayloe Murphy, Jr.

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# Members of the Joint Legislative Audit and Review Commission

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JLARC's enabling statutes specify the composition of the Commission as nine members of the House of Delegates, of whom at least five also serve on the House Appropriations Committee, and five members of the Senate, of whom at least two also serve on the Senate Finance Committee. Delegates are appointed by the Speaker of the House, and Senators by the Privileges and Elections Committee. The Chair is elected by a majority of Commission members, and traditionally this office has rotated every two years between the House and Senate. The Auditor of Public Accounts is a nonvoting, *ex-officio* member. The Commission has a full-time staff, whose director is appointed by the Commission and confirmed by the General Assembly for a six-year term of office.



Delegate William Tayloe Murphy, Jr.  
Chairman



Senator Richard J. Holland  
Vice Chairman



Delegate Vincent F. Callahan, Jr.



Delegate J. Paul Council, Jr.



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Senator William C. Wampler, Jr.



Mr. Walter J. Kucharski  
Auditor of Public Accounts



Mr. Philip A. Leone  
Director



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## JLARC's Purpose and Role

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The Joint Legislative Audit and Review Commission (JLARC) is an oversight agency of the Virginia General Assembly. It was established in 1973 to review and evaluate the operations and performance of State agencies, programs, and functions. JLARC's duties are specified in Sections 30-56 through 30-63 of the *Code of Virginia*. In brief, the Commission conducts studies which address:

- areas in which functions of State agencies are duplicative, overlap, fail to accomplish legislative objectives, or for any other reason should be redefined or redistributed,
- ways in which agencies can operate more economically and efficiently, and
- ways in which agencies can provide better services to the State and to the people.

Study findings are submitted by means of reports and briefings to the agencies concerned, the Governor, and the General Assembly. A complete listing of JLARC's studies, now numbering over 200, is provided as part of this biennial report.

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## Recent and Cumulative Savings to the Commonwealth Resulting from Legislative Oversight

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*Involuntary Mental Commitment Fund Expenditures:*

Three-year reduction from Supreme Court projections, resulting from JLARC recommendations, based on FY 1997-98 appropriations and including more than \$3 million in savings already documented for FY 1996. .... \$11,400,000

*Cost Recovery for Federal Prisoners in Local/Regional Jails:*

Overhead costs recovered for all federal prisoners held in local or regional jails, per a JLARC recommendation, and accomplished through reduced appropriations for the 1997-98 biennium ..... \$3,900,000

Subtotal of recent savings: ..... \$15,300,000

Cumulative savings documented in previous editions of this *Report to the General Assembly* ..... \$320,010,000

Cumulative savings\* since JLARC's inception ..... \$335,310,000

\*Cumulative savings are conservatively estimated based on one to three years of implementation. Many of these savings continue to accrue indefinitely. For example, the Set Off Debt Collection Act, recommended by JLARC and enacted in 1981, has alone resulted in well over \$100 million in savings since inception. Also uncounted are certain other kinds of savings. For example, the 1995 JLARC study of the Virginia State Bar has resulted in the reduction of members' annual dues.

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# RECENT JLARC STUDIES: Findings, Recommendations, & Impacts

*This section summarizes the Commission's work since the last biennial report (1995) and provides updates on actions taken by both the General Assembly and the Executive Branch to implement recent study recommendations.*

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## Juvenile Justice Studies

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**Background** Senate Joint Resolution 263, passed during the 1995 General Assembly Session, requested JLARC to conduct a comprehensive review of the State's juvenile justice system. This review was prompted by concerns about the rising rate of serious juvenile crime, which brought the juvenile justice system under scrutiny and raised questions about the intent and impact of the juvenile Code. Previously, questions concerning the future direction of the juvenile system had proceeded without data on the performance of this system.

JLARC's review of the juvenile justice system was conducted in two phases. The first report, published in December 1995, focused on court processing and outcomes for juvenile delinquents and status offenders. The second report (January 1997) evaluated the performance of the State's juvenile corrections facilities, which are managed by the Department of Juvenile Justice, including an assessment of the impact of these programs on juvenile recidivism.

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### First Study Findings

*Juvenile Delinquents and Status Offenders: Court Processing and Outcomes:* This study provided a comprehensive examination of the system based on a JLARC staff review of almost 3,000 juvenile records from court service units located across the State. These records provided detailed information on the criminal history of those juveniles who came into contact with the court, as well as the particular sanctions used by the court in response to the youths' criminal behavior. In addition, the study also included an analysis of juvenile recidivism for both delinquent offenders and youths charged with status offenses (acts such as truancy) which would not be a crime if committed by an adult. Significant findings of this report included the following:

- The legislative intent expressed in the juvenile statutes of the *Code of Virginia* appeared appropriate for most juveniles addressed by the system. The juvenile Code, which focused on the "welfare of the child and

the family” but within a stated context of public safety and community protection, appeared generally appropriate for a system in which 19 of 20 juveniles at court intake had not committed a violent offense.

- ❑ However, the juvenile Code needed amending to provide judges with tougher sanctioning authority for the small but increasing segment of the juvenile offender population committing violent offenses. This could be accomplished by linking the juvenile and adult courts to enable the imposition of longer sentences where appropriate.
- ❑ Legislative intent regarding the use of community treatment was not being fully embraced across the State. In FY 1992, for example, structured programs — counseling, residential, and nonresidential services — were provided to less than two of every ten juveniles charged with delinquency
- ❑ Concerning the issue of recidivism, approximately 52 percent of delinquent offenders returned to court following their initial contact with the system. Although serious violent crimes made up less than one-sixth of all recidivist offenses, a substantial portion (about one-third) of delinquent recidivists escalated the seriousness of their crimes over time.

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## Second Study Findings

*The Operation and Impact of Juvenile Corrections Services in Virginia:* As a part of this study, JLARC staff reviewed program files and criminal records for almost 1,000 juvenile offenders who received rehabilitation services at one of the six juvenile corrections facilities in the State or through various residential or community programs. The analysis showed that the State’s attempt at reducing future delinquency among juvenile offenders through structured programs of treatment had clearly fallen short of the expectations of the public and the General Assembly. Specifically:

- ❑ Almost seven out of every ten juveniles who received juvenile corrections services were rearrested within a relatively short time period.
- ❑ No particular treatment setting appeared to be more effective than another in reducing recidivism.
- ❑ In the State system, facility overcrowding had been exacerbated by poor population management practices and the continued institutionalization of a significant number of non-serious offenders.
- ❑ The system of rehabilitation was fragmented, under-funded, outdated, and generally ill-equipped to address the needs of the juveniles in the State corrections centers.

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## Update

Juvenile justice was a major focus of legislative interest during the 1996 General Assembly Session, and the data and recommendations provided through JLARC research played a significant role in the debate over the future direction of the system. A major overhaul of juvenile court law was accomplished with the passage of House Bill 251, which addressed many of the issues raised by JLARC, including statutory intent of



the juvenile Code and tougher sentencing options for repeat offenders. The 1997 Session also addressed certain issues from the two reports, especially through the Appropriations Act, which provided \$1.2 million to the Department of Correctional Education for 50 additional teachers to reduce class sizes in the juvenile correction center schools. Further, the Department of Juvenile Justice was required to assess the capabilities of its rehabilitation programs and therapists to effectively meet the changing treatment needs of the juvenile population, and present its findings to the General Assembly by October 15, 1997. In addition, the Board of Juvenile Justice was instructed to develop a comprehensive long-range youth services policy and present it to the House Appropriations and Senate Finance Committees in final form by June 30, 1998.

JLARC staff have continued to brief interested legislative committees on the findings of its juvenile justice studies, and further activity can probably be expected during the 1998 Session.

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## Review of the Involuntary Commitment Process

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**Background** Involuntary commitment is the process whereby mentally ill individuals may be temporarily detained and committed to a hospital against their will. The JLARC study, *Review of the Involuntary Commitment Process*, recommended numerous changes to the funding and operation of this process. The 1995 General Assembly approved these changes, which became effective July 1, 1995. As a result, a significant amount of State funds have been saved without negatively impacting the quality of care provided.

**Update** A number of measures approved by the 1995 General Assembly have impacted cost savings. First, the General Assembly approved transferring financial management of the hospital portion of the involuntary mental commitment fund from the Supreme Court of Virginia to the Department of Medical Assistance Services. The Department is able to provide better oversight of fund expenditures by initiating utilization reviews and audits.

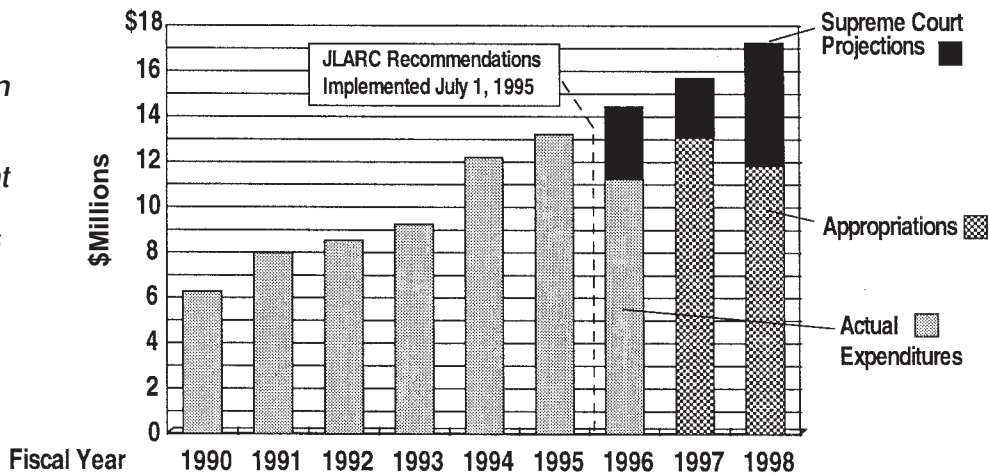
In addition, statutes were amended to require community services boards to approve, and magistrates to issue, all temporary detention orders. Further, the criteria for temporary detention were changed to better reflect the criteria for involuntary commitment. These changes were made to better ensure that persons recommending detention do not have a financial interest in having individuals detained, and that individuals detained and held for a commitment hearing are likely candidates for commitment.

Community services boards and staff of the Department of Mental Health, Mental Retardation, and Substance Abuse Services report that the revised process is working well. They report a significant reduction in the

number of temporary detention orders issued because fewer individuals are meeting the temporary detention criteria. They do not feel that the quality or availability of mental health services has been compromised.

The graphic below demonstrates how the trend in involuntary mental commitment fund expenditures has been impacted by the Legislature's actions. Fiscal year 1996 was the first for which the fiscal impact of the JLARC recommendations could be assessed. A savings of \$3,200,000 was achieved relative to the original Supreme Court projection. The General Assembly reduced appropriations accordingly for the current biennium. Projecting forward through the FY 1997-98 appropriations, a three-year total savings of \$11,400,000 appears feasible.

*Actual and Projected Reductions in Involuntary Mental Commitment Fund Expenditures*



Actual FY 1996 reduction from Supreme Court projection: \$3,200,000

Three-year reduction from Supreme Court projection, based on FY 1997-98 appropriations: \$11,400,000

## Jails Studies: Oversight and Funding

**Background** Local jail oversight and funding continue to be legislative concerns, as evidenced by two 1995 JLARC studies: *Review of Jail Oversight and Reporting Activities* and *Funding Incentives for Reducing Jail Populations*. Item 15F of the 1995 Appropriation Act directed JLARC to study the local and regional jail oversight and reporting activities of the Department of Corrections. This study mandate also required JLARC to evaluate the most appropriate organizational placement for these activities. In addition, a follow-up was conducted of selected recommendations from JLARC's 1994 review of jail health and safety conditions. Item 15G directed JLARC to study alternatives to incarceration and other incentives

that could be used to reduce the number of sentenced misdemeanants and inmates awaiting trial in local jails.

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**First  
Study  
Findings**

The oversight/reporting study found that, due to actions taken by the General Assembly and the Department of Corrections (DOC) to increase the number of inmates in the State *prison* system, the subsequent reduction in *jail* overcrowding has benefited the operating environment in many jails. In addition, this review determined that both the Board and Department of Corrections have made a number of improvements to the jail standards and oversight process recommended in the 1994 JLARC review. However, additional attention by the Board of Corrections, as required by the *Code of Virginia*, was necessary regarding the development of jail sanitation standards. In addition, the annual jail inspection processes used by DOC and the State and local health departments needed to be formalized by the Board of Corrections.

The study recommended that primary responsibility for local jail oversight remain with DOC. Local jails are secure and restrictive facilities, and the DOC's mission and infrastructure support jail oversight and technical assistance activities. In addition, altering the current process could negatively impact the development of the jail oversight function of the State and local health departments. However, it was recommended that the jail per diem funding program be transferred entirely from DOC to the Compensation Board.

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**Second  
Study  
Findings**

The funding study found that some jail funding methodologies act as a disincentive to reducing local jail populations. For example, the block grant funding methodology used to reimburse local jails for holding sentenced misdemeanants and inmates awaiting trial was so complex that incentives in the formula were not well understood. Moreover, State funding for jail staff was based in part on the jails' inmate populations, which created an obstacle to the more widespread use of alternative programs. Finally, the State was subsidizing some of the staffing and operating costs associated with housing federal inmates in local and regional jails.

The study found that discontinuing the use of the complex block grant formula, while continuing to use a modified basic per diem for State and local prisoner days, would enable the State to create more effective incentives to reduce selected classifications of jail inmates. In addition, per diem funding reductions could be used to limit State-supported subsidies realized by local and regional jails housing federal inmates. Finally, the study concluded that some of the savings resulting from reductions in jail populations associated with these incentives should accrue to localities for use by sheriffs and regional jail boards operating alternative programs.

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**Update**

A number of recommendations from the jail studies were enacted by the 1996 General Assembly, some of which have significant financial implications for local jails. House Bill 751 transferred complete responsibility for the jail inmate per diem program from the DOC to the Compensation

Board. This change will reduce the fragmentation experienced by the program and strengthen its administration and oversight. An amendment to the 1996-1998 budget bill transferred three staff from DOC to the Compensation Board to administer the program. Another amendment discontinued the use of the complex and ineffective block grant funding formula for sentenced misdemeanants and individuals unsentenced and awaiting trial. A third amendment required the Compensation Board to reallocate, as jail overcrowding is reduced, staff positions previously provided to address jail overcrowding. These positions are to be allocated to a number of other programs, including alternatives to incarceration. Lastly, an amendment required the Compensation Board, effective July 1, 1997, to recover, at a daily rate calculated by the Auditor of Public Accounts, an overhead charge for each federal prisoner held in a local or regional jail. Based on this change, costs recovered through reduced appropriations amounted to \$3.9 million for the 1997-98 biennium.

The 1997 Session also implemented a JLARC study recommendation. In order to reduce burden and duplication of effort, the Board of Corrections was authorized to exempt jails from unannounced annual inspections for the year the jail undergoes a Board certification audit.

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## Review of the Virginia State Bar

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### Background and Findings

In 1995, the General Assembly directed JLARC to examine each of the activities and programs of the Virginia State Bar. The study found that the Bar had been effectively fulfilling its primary mission of regulating the legal profession.

However, the report made a number of recommendations to improve public protection, public trust and accountability, fairness, and efficiency. These recommendations included opening the disciplinary process to the public and providing immunity to those who complain about lawyer misconduct. In addition, the Bar's growing cash balances, in part due to mandatory dues increases, indicated that member dues were too high.

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### Update

As a result of JLARC study recommendations, several significant actions were taken by the 1996 General Assembly and the budget committees:

- ❑ House Bill 623 was passed to grant limited civil immunity to persons for statements made in complaints or proceedings regarding an attorney's professional conduct.
- ❑ Senate Bill 458 was passed to establish the Clients' Protection Fund in statute. Disbursements to the fund must now be made through the annual budgetary process of the Virginia State Bar.

- Budget amendment language was passed to require the State Bar to transfer \$727,221 (plus interest and less any amounts owing to the Unclaimed Property Trust Fund) from the Bar's Administration and Finance account to the Clients' Protection Fund. The total transfer, which took place in April 1996, was about \$897,000.

The State Bar and the Supreme Court have responded well to Legislative oversight concerns. The Bar reports that it has acted on nearly all of the 25 recommendations made in the disciplinary area, and the Supreme Court has acted on those recommendations requiring changes to the *Rules of the Virginia Supreme Court*. In response to concerns raised by the study, the State Bar executive committee members undertook an assessment of all commercial activities undertaken by the Bar, eliminating those deemed inappropriate.

A petition filed with the Supreme Court resulted in reduction of members' annual dues from \$185 to \$169 annually, effective July 1, 1996. Annual dues paid by associate members were reduced from \$92.50 to \$84.50. Further, the *Rules of the Virginia Supreme Court* were amended to require that no dues increase will be approved if the combined cash balances in the State Bar Fund and the Administration and Finance Account exceed 15 percent of expenditures for the preceding year.

An additional outcome of the study is stronger oversight of the Bar by the Supreme Court of Virginia. The Court concluded that it should annually review and approve the Bar's budget submissions, including proposed additions to staff, as well as the Bar's long-range plans as they are produced and updated. The Court will also require the Bar to prepare a written annual report.

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## Review of the ADAPT System at the Department of Social Services

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**Background** The Application Benefit Delivery Automation Project (ADAPT) is a computer systems project designed to automate the eligibility determination process for three major social service benefit programs — Aid to Families with Dependent Children (now the Temporary Assistance for Needy Families program), Food Stamps, and Medicaid. In the summer of 1996 only the Food Stamp component of the system was operational in ten local social service agencies. The Department of Social Services (DSS) initiated the project to help local social service agencies process client applications for benefit programs more efficiently and effectively. The project began in 1991, with completion originally scheduled for March 1993.

The Secretary of Health and Human Resource directed the DSS commissioner to suspend the project in December 1995 due to perceived prob-



lems with the system design, life-cycle costs, proposed budget reductions, and the need to redeploy staff to support welfare reform. While the decision to suspend the project may have been understandable given the information available at the time, DSS did not build the necessary support for the suspension by communicating perceived performance problems to local social service agencies, the General Assembly, and the federal government. Thus, the suspension appeared to be a sudden, unexplained shift in direction for a long-standing project.

Item 15 of House Bill 29 (1996) directed the Joint Legislative Audit and Review Commission (JLARC) to investigate DSS's procurement and implementation of the ADAPT project. The General Assembly directed this review because of conflicting information about the functionality of the system from DSS and the 10 localities using the system in the first phase of implementation. The study mandate directed JLARC to report its findings by June 30, 1996, to the chairs of the following committees: House Appropriations; House Health, Welfare and Institutions; Senate Finance; and Senate Rehabilitation and Social Services.

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## Findings

This review of the implementation of the ADAPT system and procurements for the project found that:

- ❑ Though innovative, the inclusion of a rules-based design had added greatly to the complexity of the ADAPT project and resulted in significant delays in its completion.
- ❑ DSS had spent about \$20.2 million for the ADAPT project, most of which was for the development of the rules-based system. It appeared that little money would be available to complete the development of the system without additional appropriations and federal government approval.
- ❑ Successful project implementation had been impeded by fragmented authority and responsibility, poor financial management, and the lack of continuous high level management support of the project.
- ❑ Despite the incomplete status of the ADAPT system, the Food Stamp portion of the project already operational in 10 localities was a success.
- ❑ Many of the technical concerns which led to the suspension of the project had been addressed.
- ❑ DSS was considering technical design alternatives for ADAPT which would have required significant new development and additional funding. However, the department had failed to involve its local partners in the decisionmaking process to determine the future of the ADAPT system.

The study found that, while the system might not be ideal, it appeared to be a workable solution worthy of equal consideration with other alternatives. The department needed a formalized methodology to assess the

trade-offs among several options. Further, the decisionmaking process needed to include DSS technical and program staff, local social service agencies, and several State agencies. Finally, high level support and leadership would be needed to rebuild the State/local partnership to complete the implementation of ADAPT. As part of this effort, the Secretary of Health and Human Resources and the DSS commissioner needed to make completion of the system a high priority.

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## Update

Concurrent with its direction for JLARC to complete a review of ADAPT, the General Assembly created an interagency task force to review alternatives for the system. The task force included members from five local social services agencies, the Department of Social Services, the Department of Information Technology, the Council on Information Management, and JLARC. The task force invited the Department of Medical Assistance Services to participate as well. The task force met 18 times between June and August of 1996, to consider alternatives for the ADAPT system.

The task force evaluated five design alternatives for ADAPT, ranging in cost from \$26 million to \$46 million. Based on its review, the task force recommended that DSS proceed with development of ADAPT with a modified design which included the existing mainframe system and a companion UNIX-based server for certain functions. The revised design was the lowest cost alternative, made full use of the existing ADAPT system, and provided a path for migration of the system to newer, lower-cost technology. The Department of Social Services adopted in full the recommendations of the task force, and now expects to have the completed system implemented statewide by August 1998.

The 1997 General Assembly continued the task force and broadened its mission to include oversight of social services systems affecting local agencies. JLARC continues to participate in the task force, which has been renamed the Local Information Technology Planning Committee.

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## Benchmarking and Performance Measures

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**Background** There has recently been a renewed emphasis and effort at all levels of government to improve the efficiency, effectiveness, and accountability of both government programs and funding. This emphasis has resulted in a number of different initiatives at the local, state, and federal government levels. Moreover, many private sector organizations have taken management actions designed to achieve similar results. These initiatives have ranged from focusing on and improving program and process outcomes to improving the manner in which governments and private organizations serve their citizens and customers. Mechanisms that have come to the forefront in meeting these objectives are *benchmarking* and *performance measures*.

House Joint Resolution 107 (HJR 107) of the 1994 General Assembly Session directed the Joint Legislative Audit and Review Commission (JLARC) to study the concept of Virginia benchmarks for future government actions. A number of factors cited in HJR 107 appear to have provided the impetus for this study: measuring results rather than inputs, making better use of existing resources, and setting program and budget priorities.

The study found that benchmarking may have the potential to address many of the concerns cited in the study mandate. In addition, the study found that performance measures could be used to focus on the outcomes of programs or processes. Although the distinction between the two processes may not always be clear, the goals and objectives of the processes are typically clearer — organizational improvement with a greater focus on outcomes.

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### Study Findings

Significant findings of the JLARC study on benchmarking report included the following:

- ❑ While the benchmarking initiatives implemented in many states are ambitious, there is often a question as to the extent established goals can be met within existing resource levels. Oregon, for example, created benchmarks to increase voter registration from 78 percent to 100 percent; reduce to zero the miles of unclean rivers in the state (from 1,100), and; almost double (from 24 percent to 40 percent) the number of 25 year-old Oregonians with baccalaureate degrees. The study suggested that such unrealistic goals undermined serious efforts to measure and improve state government performance.
- ❑ There appear to be many functions that Virginia State agencies could benchmark. Further, through best practice benchmarking, agencies could potentially learn new and innovative methods used by both private and public organizations, and possibly adapt many of them for use by the State. Benchmarking could also help State agencies make better use of existing resources.

The study also found a framework for performance measures and benchmark activity already in place in Virginia State government. As a result of a 1991 JLARC report on the State's executive budget process, the 1992 General Assembly had directed the Department of Planning and Budget (DPB) to implement a performance measure pilot project. The pilot study was conducted in 1992 and 1993 and provided a foundation for future strategic planning and performance measurement.

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### Update

All of the recommendations relating to benchmarks and performance measurement in the JLARC report received the support of the Department of Planning and Budget. Further, in June 1995 the Governor issued Executive Memorandum 3-95, which established an initiative for agency goal setting and performance budgeting to be used in developing the 1996-1998 budget. The Allen administration made performance measurement and strategic planning a priority. As a result of Virginia's progress

in these areas, Virginia State government was designated a “benchmarking partner” by Vice President Gore’s National Performance Review.

Performance measurement continues to be a priority of the executive branch. All executive branch agencies have been directed to develop performance measures and a six-year strategic plan for the 1998-2000 budget. These documents will be submitted to the money committees in October.

JLARC has been directed to play a continuing role in the oversight of performance measures. Budget language in 1996 and 1997 provides for JLARC to review measures with DPB on a consultative basis. The 1997 Appropriation Act directed nine agencies to develop performance measures which focus on program effectiveness. The staffs of JLARC and DPB were directed to assist the money committees in the evaluation of performance measures developed by the nine agencies. In addition, JLARC was made responsible for “periodically reporting to the committees the extent to which agencies are complying with the methodologies and performance measures and ... recommend modifications as required.”

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## Review of the Virginia Liaison Office

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**Background** The General Assembly created the Virginia Liaison Office (VLO) in 1978 in order to act as “an institutional and organizational link” between the State and federal governments. The main activities of the VLO are monitoring and influencing federal legislation of interest to the State and maintaining a broad network of contacts throughout the federal government.

Item 14D of the 1996 Appropriation Act directed JLARC to study the “mission, staffing, organizational structure, and operations” of the VLO. The General Assembly directed this study in conjunction with budgetary actions which would have eliminated funding for the VLO in FY 1998.

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### Study Findings

JLARC staff found the operations of the Virginia Liaison Office to be largely in conformance with the requirements of the office’s statutory mandate in the *Code of Virginia*. The requirements of the *Code*, however, were far more extensive than could be effectively performed by a three-person office. Consequently, the office had historically prioritized its activities, leaving some statutorily mandated responsibilities unmet. Specifically, the office was devoting few resources to monitoring federal regulations or facilitating the State’s acquisition of federal grants. The lack of activity in the grants area was particularly significant, because this study found that Virginia ranked last among the states in grants received per capita. The VLO, however, continues to serve a valuable function for the State. Monitoring and influencing federal activities from a statewide perspective are as important today as they were when the office was established

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*Virginia's Rankings  
Among the States  
in Federal Funds  
and Grants  
Received, FY 1995*

Virginia ranked **first** in the nation in per capita federal funds received



\$7,830 per capita  
(national average: \$5,160)

5  
10  
15  
20  
25  
30  
35  
40  
45

Virginia ranked **last** in the nation in per capita federal grants received



\$535 per capita  
(national average: \$866)

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in 1978. Consequently, the JLARC report recommended that the VLO be continued and that funding for FY 1998 be restored. Further, it was recommended that the General Assembly increase the maximum employment level of the VLO in order for the office to more effectively accomplish its statutory missions.

The study noted that VLO's location in the Hall of the States in Washington, D.C., appeared advantageous and should be continued. Staff continuity was also found to be a recurring problem, which was addressed in several study recommendations.

The 1997 General Assembly restored funds for the agency and funded an additional position to improve the Commonwealth's efforts in securing increased federal grant funding. The position will become effective January 1, 1998.

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## Review of the Department of Corrections' Inmate Telephone System

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**Background** According to corrections officials, providing inmates access to telephones may result in a number of positive benefits. Therefore, telephones have routinely been available to inmates in Department of Corrections (DOC) facilities since the early 1970s. However, problems with the early systems mitigated some of the potential benefits. There was no telephone system uniformity statewide, DOC's role in the operation of the system was staff intensive, and there were few proactive security features available. These shortcomings, in part, led to the 1991 acquisition by DOC of the



current inmate phone system, operated by MCI Telecommunications Corporation (MCI).

Item 14I of the 1996 Appropriation Act directed JLARC to examine several issues related to the DOC inmate phone system. These issues included the policies in effect in other states regarding inmate phone systems, the financial impact on inmates' families, and the need for oversight by an entity independent of DOC.

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**Study Findings**

The review found that the MCI inmate phone system successfully addresses many of the shortcomings of the previous methods used to provide phone service to inmates. DOC's involvement in the administration of the inmate phone system has been significantly reduced. Inmates' access to telephone service is reportedly more uniform across the DOC system. Moreover, the current inmate phone system has security features designed to proactively reduce fraudulent activities conducted by inmates over the telephone as well as to enhance the operation and security of DOC's institutions. Finally, MCI is also required to provide the State with a portion of the billable revenue generated by inmate calls.

The study found, however, that the fiscal impact on recipients of long distance calls completed through the inmate phone system could be reduced by making the rates charged comparable to those the public pays for similar calls. Even with reduced rates, the State could continue to receive commission revenue from the inmate phone system. All of the southeastern states contacted for the review, and many of the states nationwide, receive some form of revenue from their inmate telephone systems. By making the rates charged for the inmate system comparable to those the public pays for similar calls, any revenue the State received would not be from charges in excess of standard collect call rates.

To address shortcomings regarding administration and oversight of the system by DOC, the study recommended that responsibility for the system should be transferred to the Department of Information Technology (DIT). Finally, the review recommended that additional options designed to improve aspects of the inmate phone system be considered, such as requiring an independent audit.

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**Update**

Through the 1997 Appropriation Act, the General Assembly implemented several of the JLARC report recommendations. DOC is required to consult with DIT regarding the next contract for inmate phone services, and a portion of the commission revenue has been earmarked for specific inmate programs. The Act also places a number of data requirements on the phone system contractor, and requires an annual independent audit. Most importantly, DOC is instructed to attempt to keep rates charged recipients of inmate calls at a level that does not exceed collect call rates and surcharges charged public customers.

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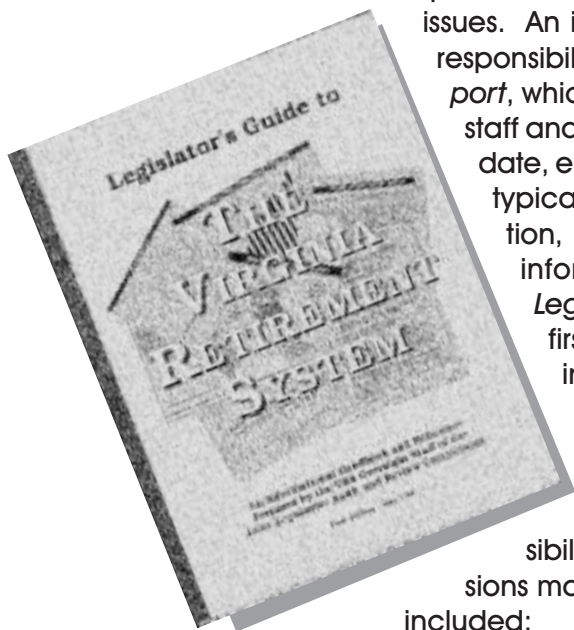
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# Virginia Retirement System Oversight

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**Background** To help ensure accountability of VRS activities to the Legislature, the 1994 General Assembly passed the Virginia Retirement System Oversight Act. This act requires JLARC to oversee and evaluate VRS on a continuing basis. Further, with the approval of the 1995 and 1996 Sessions, and of the public at large in November 1996, the *Virginia Constitution* was amended to define VRS funds as independent trusts. This change, which implements a JLARC recommendation, was done to provide greater protection to VRS assets by creating stronger legal safeguards.

JLARC and VRS staff have worked cooperatively under the Oversight Act to keep the General Assembly informed on all emerging and ongoing issues. An important tool developed as part of JLARC's oversight responsibilities is a special periodical called *VRS Oversight Report*, which is researched and produced semiannually by JLARC staff and distributed to all members of the General Assembly. To date, eight issues of the oversight report have been completed, typically focusing on the VRS investment program. In addition, JLARC staff have produced a compendium of useful information especially designed for legislators, titled *A Legislator's Guide to the Virginia Retirement System*. The first edition of this well-received reference was distributed in May 1996.



During 1995 and 1996, members of the VRS Board of Trustees and its Investment Advisory Committee began to raise questions regarding the nature of their responsibilities, and the extent of their potential liability for decisions made on behalf of the retirement system. Their concerns included:

- ❑ Adequacy of potential legal representation in light of the recently-concluded criminal investigation concerning RF&P,
- ❑ The effect of a potential downward correction in the value of the public equity markets on VRS assets,
- ❑ Uncertainty as to the rules and standards by which the prudence of VRS investments would be judged, and
- ❑ Uncertainty as to extent that the State would support and defend VRS investment decisions.

In response to the numerous questions that were raised, JLARC staff undertook a study of VRS fiduciary issues, including:

- ❑ Are the VRS Board’s fiduciary responsibilities clearly defined and understood?
- ❑ What is the nature of the potential personal liability risk faced by VRS trustees?
- ❑ To what extent is their risk mitigated through existing statutory and administrative mechanisms, and
- ❑ Should any additional protections against personal liability risk be provided?

**Study Findings**

The resulting 1996 report, *Review of VRS Fiduciary Responsibility and Liability*, had several key findings and recommendations:

- ❑ The VRS Board is the only named fiduciary of the pension fund but certain VRS employees, investment managers, and advisors may also have fiduciary responsibilities;
- ❑ The General Assembly may wish to consider legislation which would more explicitly define VRS fiduciary designations and responsibilities;
- ❑ VRS Trustees face a minimal risk of personal liability, and already receive a reasonable level of protection through several means; and
- ❑ The General Assembly may wish to consider legislation authorizing VRS to hire special legal counsel to represent trustees, advisors and employees who may be the subject of a criminal investigation concerning alleged violations of securities laws.

**Update**

Based on JLARC’s recommendation, the 1997 General Assembly passed HB 1652. This legislation authorizes the VRS Board to reimburse the legal expenses of trustees, advisory committee members, and employees which may be incurred during criminal investigation of alleged securities violations, provided that there is no finding of guilt on the part of the individual.

The next major VRS Oversight activity that is being planned by JLARC staff is the Quadrennial Actuarial Review of VRS. This review, mandated by the VRS Oversight Act, will be conducted by an actuarial consulting firm under the direction of JLARC staff. The review will examine all of the assumptions used in the June 30, 1996, actuarial valuation, including their development, reasonableness, and justification. In addition, the review will examine the funding levels of VRS pension and group life insurance benefits, including how the funding levels compare with those of other state-sponsored retirement systems.

During the past year, JLARC staff have been invited to speak at several professional conferences concerning the VRS Oversight function. JLARC staff have addressed the National Legislative Program Evaluation Soci-

ety; the National Association of State Auditors, Comptrollers, and Treasurers; the International Foundation of Employee Benefit Plans; and members of the Republic of China's State Commission for Restructuring Economic Systems, sponsored by the U.S. Treasury Department. Pension fund investments, and fiduciary issues, have been areas of particular interest by these organizations.

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## Minority-Owned Business Participation in State Contracts

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**Background** House Joint Resolution 554, passed by the 1995 General Assembly, directed JLARC to study minority-owned business participation in State contracts. The study team researched related State laws and policies, assessed agency purchasing practices, and identified exemplary programs for promoting minority-owned business participation in State contracts.

**Study Findings** The study found that 1,235 minority-owned firms received a total of \$108 million from business transactions with the State in FY 1995, or 3.9 percent of the expenditure base. For FY 1994, \$83 million in State expenditures, or 3.5 percent of the expenditure base, went to minority firms.

The State's policies regarding minority-owned business activity in the public procurement process are largely governed by provisions of the Virginia Public Procurement Act. The State has no set-asides, quotas, or firm goals for minority business participation. The Act emphasizes promoting competition and acquiring goods and services from the lowest responsible bidder. In addition, the Act prohibits discrimination and promotes the inclusion of minority-owned businesses in the State procurement process. Agencies have been encouraged to set voluntary goals and solicit minority bids and proposals, but a lack of effective oversight, training, and coordination among State agencies may have limited minority-owned business participation in public procurement.

**Update** The report recommended that an interagency task force should be convened by the Secretary of Administration to promote cooperation among State agencies with minority business procurement responsibilities. To date, however, no task force has been convened.

In addition, it was recommended that the responsibility for preparing minority participation reports be removed from approximately 100 State departments currently preparing them and transferred to the Department of Minority Business Enterprises and the Department of Accounts. A bill passed during the 1996 Session to effect this change. The Department of Minority Business Enterprises has contracted with the Department of Information Technology to produce the first report for FY 1997.

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# Study Series on the Department of Environmental Quality

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**Background** House Joint Resolution 531, approved by the 1995 General Assembly, directed JLARC to examine the organization, operation, and performance of the Department of Environmental Quality (DEQ). An interim report focusing on the agency's reorganization was completed in January 1996. The final report, focusing on the agency's overall performance and the effectiveness of its air and water quality programs, was released in January 1997. These two studies completed a three-report series on the agency, which had begun with a 1994 examination of solid waste facility siting in Virginia.

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**Study Findings** JLARC's studies found that DEQ is not fulfilling the mission for which it was established by the General Assembly in 1993. The agency's focus appears to lack commitment to the core statutory goals of protecting the Commonwealth's environment, especially State waters, from impairment. Among the findings were the following:

- ❑ Significant weaknesses in water inspections, monitoring, enforcement, and planning have undermined DEQ's ability to protect State waters from impairment.
- ❑ The air program does not exhibit the same degree of weakness as the water program, but needs to implement the Title V permitting program, address a serious decrease in inspections, and plan for proposed new federal standards.
- ❑ The State's air quality has continued a long-term trend of improvement, but water quality indicators are at best mixed, and DEQ data does not support the contention that water quality is improving. In fact, monitoring results for fecal coliform bacteria suggest cause for concern that water quality may be worsening in some river basins.
- ❑ DEQ has failed to assess penalties, or has assessed minimal penalties, in instances of direct impairment of State waters.
- ❑ Poor leadership has resulted in low employee morale and trust in agency management, poor communication, excessive top management positions, and poor resource planning, and has severely limited DEQ's institutional capability to meet its statutory mandate.

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**Update** The seriousness of these findings and the potential environmental consequences attracted the attention of many Legislators during and after the 1997 Session. DEQ officials were frequently called to appear before those legislative committees and subcommittees with an environmental



oversight mission. Further, a number of bills were considered and approved by the General Assembly to begin correcting the serious program deficiencies and other problems at DEQ:

- ❑ The Appropriation Act directed DEQ to eliminate eight management and management support positions identified as excessive and redundant by the JLARC study, resulting in a biennial savings of over \$487,000.
- ❑ Appropriations were also withdrawn from management consulting contracts found to duplicate the work of agency employees, for a savings of \$103,000.
- ❑ The internal auditor position was reestablished within DEQ to ensure that the agency's services are delivered in the most cost-effective, efficient manner and to assist program staff in developing effective audit processes in the areas of permitting, compliance, and enforcement.
- ❑ To avert the possibility of jeopardizing continued federal funding for water and air pollution control activities, the agency was directed to adhere to established grant application procedures until alternative policies could be approved by the General Assembly. The use of grant funds for the coastal zone management program was also brought under the oversight of the appropriate House and Senate committees.
- ❑ As a condition of Appropriation Act funding, the department was instructed to report, by November 5, 1997, to the appropriate Senate and House committees on the department's implementation of all of the recommendations contained in the three JLARC studies. Further, DEQ was required to furnish considerable supplemental information on agency programs, policies, contracts, inspection and enforcement procedures, and corrective actions.
- ❑ The intent of the General Assembly regarding assessment of civil charges to polluters was spelled out in the Appropriation Act. Specifically, any economic benefit of noncompliance by permittees is to be recovered whenever possible through fines and penalties. To this end, the Department was charged with developing a methodology for calculating and recovering any such benefit.
- ❑ Per another report recommendation, the department was directed to ensure that each regional office has a full-time compliance auditor. This requirement corrects the existing situation where two regions with some of the State's largest pollution sources were sharing a compliance auditor.
- ❑ DEQ was required to establish a process in its central office for effectively reviewing consent orders. The department is to randomly sample the effectiveness of its enforcement efforts each year.
- ❑ Legislative oversight of DEQ's responsibilities under Title V of the federal Clean Air Act has been strengthened through new reporting requirements.

- ❑ An Appropriation Act amendment directs the Department to increase both toxic and biological monitoring of water quality. The number of river miles to be monitored has also been increased. To this end six additional positions have been appropriated for inspection and monitoring activities.
- ❑ Per another finding, the department was directed to discontinue the commercial satellite television services it had acquired for four of its top managers. These services were found to be unnecessary.
- ❑ The General Assembly established a program for certifying laboratories that test water for pollution. The JLARC report cited a need for closer lab scrutiny. The new statutes should help ensure that labs provide accurate information about waste going into rivers.

Legislative interest in the Department of Environmental Quality has remained strong since the 1997 Session. The department's initial efforts to deal with organizational weakness did not implement most of the JLARC recommendations and came under intense legislative scrutiny. It appears likely that attention to environmental issues by the General Assembly will continue during the 1998 Session.

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**Update on the Solid Waste Study**

One of the findings of JLARC's 1994 examination of solid waste facility siting in Virginia was that more emphasis needed to be placed on public notification about proposed facilities. The study made recommendations to encourage communication and establish a dialogue between permit applicants and persons affected by the issuance of such permits.

The 1997 General Assembly implemented these recommendations by substantially amending and reenacting the sections of the *Code of Virginia* dealing with solid waste permitting. The new statutes require private operators to take several new steps to inform the public and solicit their concerns, such as making available a contact person, whose responsibilities will include answering questions and receiving comments. Public authorities proposing to operate a new landfill must take the additional step of forming a citizens advisory group to assist with the selection of an appropriate site.

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## Technical Report: Review of the Medicaid Forecasting Methodology

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**Background**

The Virginia Medical Assistance Program, more commonly known as Medicaid, is the largest health care financing program available to indigent persons in Virginia. It provides reimbursement for a variety of health care services on behalf of qualified indigent persons. Medicaid is also among the fastest growing segments of the State's budget. In the past

10 years, Medicaid's percentage of the general fund budget has grown from approximately six percent to almost 15 percent.

Because about one out of every seven dollars that the State now spends is on Medicaid, legislative budgeting has become more dependent on reliable and accurate Medicaid expenditure forecasts. Legislative concern regarding the forecasts themselves increased with the recent divergence between Medicaid forecasts generated by the Department of Medical Assistance Services (DMAS) and those generated by the Department of Planning and Budget (DPB). Consequently, House Joint Resolution 143 of the 1996 General Assembly Session directed JLARC to study "the current methodology used to forecast Medicaid expenditures." Further, JLARC was directed to "make recommendations regarding the soundness and usefulness of the methodology for decision-making."

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### Study Findings

This study drew three main conclusions regarding the "soundness and usefulness for decision-making" of the Medicaid forecasting methodology. One was that Virginia's Medicaid expenditure estimates generally appeared to be as accurate as, and at times more accurate than, those of other states nearby, in the South, or across the nation. Second, the Medicaid expenditure forecast models appeared to be sound and to have improved since the 1992 JLARC study of Virginia's Medicaid system. Third, the forecasting process could be improved through an expanded external review process to ensure that the final forecast is free of bias.

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## Review of the Magistrate System in Virginia

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**Background** Virginia's magistrate system was established in 1974 as part of a comprehensive statewide court reorganization, replacing the justice of the peace system. Because magistrates conduct many duties for the court system, they are the first contact many individuals have with the State's judicial system. Their duties include issuing arrest and search warrants, conducting bond hearings, and accepting payment and guilty pleas for specific misdemeanor offenses.

House Joint Resolutions 403 and 532 and Senate Joint Resolution 374 of the 1995 General Assembly directed JLARC to the conduct an assessment of a number of different issues related to magistrate system. These included the efficacy of establishing full-time magistrate coverage statewide, the adequacy of the system's compensation structure, and the feasibility of incorporating videoconferencing into the magistrate system on a statewide basis. Several factors cited in the study resolutions, including access to magistrate services and the retention of qualified magistrates, provided the impetus for the study.

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**Study Findings**

The review found that although the magistrate system was clearly an improvement over the justice of the peace system and generally functioned well, several issues needed to be addressed. Significant findings of this report included:

- ❑ The establishment of an entirely full-time magistrate system appeared neither necessary nor cost effective. The workload in many offices did not warrant full-time status, and the cost to the State of staffing the system on a full-time basis could require an additional \$10 million annually.
- ❑ Additional funding was needed to eliminate disparity in compensation between part-time and full-time magistrates, as well as to provide a one-time adjustment for the entire magistrate compensation structure.
- ❑ A number of factors, both structural and non-structural, indicated that the magistrate system was not properly equipped to assume broader adjudicatory or arbitration roles.
- ❑ The Office of the Executive Secretary of the Supreme Court (OES) needed to take a more active and participatory role in the development and application of magistrate videoconferencing to ensure that the State judicial system maximized the potential benefits that might accrue through use of this technology, while mitigating potential problems or shortcomings. The OES also needed to improve the consistency and structure of the monitoring and assistance system in place for the magistrate system.

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**Update**

Per a report recommendation, the General Assembly provided funds for a salary adjustment to make magistrate compensation competitive with the comparable position of Hearing Officer in the executive branch. This adjustment should help mitigate the recruitment and retention problems experienced in the magistrate system, especially for part-time magistrates.

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## Review of Capital Outlay in Higher Education

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**Update**

This 1995 JLARC study examined the roles of the major participants in capital outlay in higher education, including the Department of Planning and Budget, SCHEV, and the Department of General Services. One of the major conclusions of the study was that the State should decentralize significant tasks of capital outlay management to institutions of higher education, a recommendation favorably received by the institutions.

The 1996 Appropriation Act implemented this recommendation on a two-year pilot basis by delegating authority for managing capital outlay projects and leases to five institutions: the University of Virginia, Virginia Tech, William and Mary, Radford University, and Christopher Newport

University. This pilot exemption should provide sufficient time to assess the potential for reducing the completion time and costs of nongeneral fund projects.

Per another JLARC recommendation, the General Assembly also expanded the use of the Virginia College Building Authority to permit the use of collective debt pools to fund capital projects at State-supported institutions of higher education.

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## The Feasibility of Modernizing Land Records in Virginia

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**Background** In Virginia, 121 circuit court clerks are responsible for the administration of land records for their jurisdictions. As constitutional officers, circuit court clerks have a certain amount of discretion regarding automation and policy decisions for their offices. This has resulted in different procedures for indexing and varying levels of automation among the offices. Consequently, users of land records cannot use consistent or uniform methods for obtaining information in each jurisdiction. This creates a more complex and time consuming process than necessary, and impedes the establishment of the linkage of multi-jurisdictional land records in order to improve public access.

Senate Joint Resolution 338 (1995) directed JLARC to conduct an analysis of the need and feasibility of modernizing land records in the Commonwealth. Specifically, JLARC was instructed to examine the need and advisability of implementing additional modernization and automation in the clerks' offices to improve processes and provide better access to indexing and recording for users and the general public. The General Assembly also instructed JLARC to determine whether these land records could be utilized in a future statewide land information system, such as a geographic information system (GIS).

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**Study Findings** The study found that the modernization of land records in the Commonwealth is feasible and would be beneficial. However, it will be a complex undertaking and, if done improperly, could be a very costly proposition. Current efforts to modernize land records are impeded by a lack of standards for the indexing, content, and automation of these records. Uniform standards would promote more efficient administration of land records and lay the groundwork for a reliable linkage of multi-jurisdictional land data. Therefore, if the General Assembly wants to proceed with efforts to modernize land records throughout the State, a carefully planned, comprehensive approach will be needed. To that end, an intergovernmental task force could be useful in developing recommended statutory standards and encouraging a more coordinated and conceptually-sound approach for the modernization of land records.



The State's current approach for funding modernization efforts is quite limited, and focuses primarily on providing office equipment to circuit court clerks. This source of funding may or may not be used by the clerks in support of land records modernization efforts. The report presents a number of potential funding options that the General Assembly could consider if it wishes to provide financial support for a comprehensive approach to modernizing land records throughout the Commonwealth. The options presented emphasize the importance of clearly defining legislative intent, and the need to carefully plan for the use of technology.

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#### Update

The 1997 General Assembly amended the *Code of Virginia* in a manner which encourages the Compensation Board to consider the JLARC recommendations. Most importantly, the *Code* directs the Council on Information Management to establish a Task Force on Land Records Management, as recommended by the JLARC report. The task force is to submit its first report to the money committees by September 1, 1997.

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## Study Series on Natural Resources Agencies

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#### Background

Item 15 of the 1995 Appropriation Act required JLARC to review the mission, organizational structure, and operation of the Department of Game and Inland Fisheries (DGIF) and the Virginia Marine Resources Commission (VMRC) to determine the feasibility of consolidating these two agencies. An interim report was released in December of 1995. The 1996 General Assembly then expanded the mandate, directing JLARC to examine the existing division of responsibilities among all the natural resources agencies and to consider various alternatives for changing the division of responsibilities. The 1996 Appropriation Act also directed JLARC to examine the permit and other fee structures used by natural resources agencies.

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#### Study Findings

JLARC published a report titled *Feasibility of Consolidating Virginia's Wildlife Resource Functions* in December 1996. This study focused on agencies with wildlife management responsibilities, including DGIF, VMRC, the Department of Conservation and Recreation (DCR), and the Virginia Department of Agriculture and Consumer Services (VDACS).

Three of these agencies — DGIF, DCR, and VDACS — share responsibility for managing Virginia's terrestrial wildlife. This review found that terrestrial wildlife management is inappropriately fragmented and should be consolidated into DGIF. However, the name, priorities, and funding of DGIF needs to be changed to reflect a commitment to the management of all wildlife, instead of the current focus on game wildlife.

The study further found that while there are some important areas of difference between DGIF and VMRC, there are also some significant areas

of overlap and related activities. A number of problems due to these responsibilities have been identified. In addition, various trends suggest that these areas of overlap will increase over time. Therefore, a consolidation of DGIF and VMRC appears feasible and should be considered. However, there are also potential concerns with consolidation that need to be taken into account. If policy-makers are interested in pursuing a consolidation, a detailed implementation plan will be needed that considers agency management concerns about a consolidation as well as the potential benefits of consolidation and the long-term trends of the agencies.

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**Update** A final report, to be briefed in December 1997, will focus on the responsibilities of the other natural resources agencies. The study is to include a review of existing divisions of responsibility and authority, as well as consideration of various alternatives.

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## Virginia's Progress Toward Chesapeake Bay Nutrient Reduction Goals

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**Background** Through Chesapeake Bay agreements, Virginia has committed to achieve by the year 2000 a 40 percent reduction of two nutrients (nitrogen and phosphorus) that enter the Chesapeake Bay, and to maintain at least this level of reduction thereafter. The focus of Virginia's efforts to achieve this reduction has been on the Potomac River Basin.

The 1996 Appropriation Act required JLARC to review Virginia's progress toward meeting its nutrient reduction commitments. The study focused on the Commonwealth's strategy to reduce nutrients from Virginia's portion of the Potomac River Basin, although nutrient reductions in Virginia's other tributary rivers to the Bay were also reviewed.

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**Study Findings** The study found reason to expect that Virginia will make some short-term progress in the Potomac Basin toward its nutrient reduction commitments. The Commonwealth's strategy document recommends an increase in activity to achieve reductions, compared to the existing level of effort.

However, the strategy has two major shortcomings. First, it utilizes some questionable assumptions that lead to the calculation of greater nutrient reductions than are likely to be achieved. The more time that passes before realistic assumptions are made, the more action may be deferred on suitable alternatives.

Second, the strategy does not address what actions need to be planned now in order to at least maintain the level of reduction that is achieved. Decisions made now on long-term capital investments (such as sewage treatment plant upgrades) will have an impact on how much progress is

made, and how much is eroded, for many years into the future. Therefore, it would be a mistake to view the issue of maintaining the reduction as a discrete step that can be considered later.

The overall conclusion of the study is that Virginia is unlikely to produce a 40 percent reduction in nutrients in its portion of the Potomac by the year 2000. And, given the potential for increases in nutrient levels due to population growth, maintaining whatever level of reduction is achieved will be very challenging.

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**Update**

Some nutrient reduction progress may be facilitated, however, by actions taken during the 1997 General Assembly Session. An act was passed (the Water Quality Improvement Act) that has a primary objective of reducing nutrients to the Bay. In conjunction with the Act, about \$30 million in water quality improvement projects (of which \$15 million is funded by the State) is expected during FY 1996. In the first year of the program, all of the point source funding and a substantial portion of the nonpoint source funding will be used for Potomac nutrient reductions. In future years, funding may continue to be available for further Potomac nutrient reduction activities, although the amounts of such future funding for the Potomac is not yet clear.

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## Services for Mentally Disabled Residents of Adult Care Residences

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**Background**

SJR 96 and HJR 86 of the 1996 General Assembly directed JLARC to complete a follow-up review of a 1990 report by assessing the adequacy of mental health services for residents of adult care residences (formerly called homes for adults) and by identifying the best methods for providing such services. JLARC was also directed to examine funding for mental health services in adult care residences. In the 1990 report, JLARC had found that the basic health and safety of residents had improved over time, but that the needs of residents with mental health needs were not adequately served.

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**Study Findings**

The follow-up review found that the State has continued to make progress in improving its ability to promote appropriate care in adult care residences. Implementation of recommendations from the 1990 report to recognize and fund different levels of care now provides for enhanced funding for those residents requiring more care at greater expense. In addition, implementation of the Uniform Assessment Instrument to assess residents' needs provides for the first time an important source of information about public pay residents.

While such progress is commendable, additional action is needed to ensure that adult care residences are a cost effective, appropriate place-

ment for residents with mental disabilities. Among the most important of the improvements needed are better administration of medications, enhanced supervision of residents, stronger links between adult care residences and community services boards, and stronger enforcement of licensing requirements by the Department of Social Services.

It is also clear from this review that adult care residences can provide high quality services to mentally disabled residents. JLARC identified a number of model programs that are making available to residents a broad array of treatment and other services. Typically these adult care residences have links to services in the community and use sources of funding to supplement the auxiliary grant. While costs are higher in these model programs, their costs remain well below the costs of other residential treatment programs such as the State mental health facilities. If the Commonwealth wants to improve services generally to mentally disabled residents of adult care residences, it can look to these model programs for approaches that have proven effective. The State should also expect, however, to provide additional funding for such services.

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## Follow-Up Review of Child Day Care in Virginia

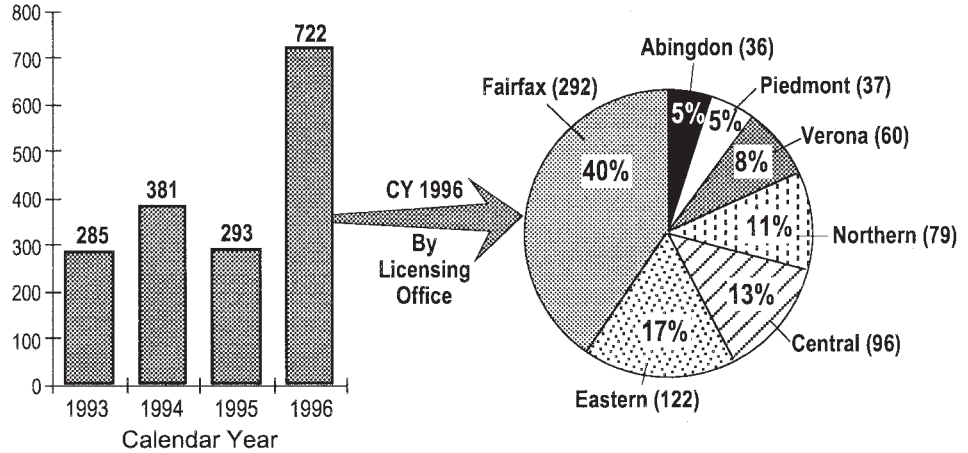
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**Background** The 1997 Appropriation Act directed JLARC to complete a follow-up review of its 1990 study of child day care by September 1, 1997. This study focused on the performance of the Department of Social Services (DSS) in carrying out its statutory responsibility to develop and enforce regulations to ensure the health and safety of children, and to administer funding of child care for low-income families.

**Study Findings** JLARC's review of child day care regulation and funding by DSS found:

- ❑ The State's regulations for child day care are in the mid-range of regulations among the 50 states, but could be improved in some areas. These include the addition of regulations to reduce the risk of Sudden Infant Death Syndrome, to improve supervision of children in family day homes, and to exclude under certain circumstances convicted felons from providing child care.
- ❑ The child day care regulatory function should be consolidated in a single regulatory board to ensure that regulations are consistent for all providers.
- ❑ The Department of Social Services was not adequately staffed to complete the inspections of day care facilities required by State law. In FY 1996, DSS failed to complete the required two inspections for 722 facilities. For 159 facilities, no routine inspections were being completed, and in some instances the facilities had not been visited for two years.

**Licensed Child Day Care Facilities for which Fewer than Two Visits Were Conducted, 1993-1996**



Most of these facilities are in Northern Virginia and Tidewater. Failing to complete the legally required inspection visits has the potential to place the health and safety of children at risk. The report recommended that the department hire sufficient staff to ensure at least the two inspections required by law, as well as more frequent visits when warranted.

- For the past three fiscal years, some day care funds intended to assist low-income working families were used instead by the DSS to pay for the day care needs of public assistance recipients. This is contrary to the intent of the Appropriation Act.
- The State Child Care and Development Fund (CCDF) plan as submitted to the federal government was found to be inappropriately based on local income, not the cost of living, and did not adequately account for the significant difference in the cost of living between Northern Virginia and the rest of the State. The JLARC report recommended that DSS present policy options to the 1998 General Assembly for revising the State CCDF plan to ensure a more equitable distribution of funds to all localities.

**Update**

In response to the JLARC review, the Department of Social Services has stepped up its efforts to hire sufficient day care inspectors. The licensing division recently reported that eight of nine vacant positions have been filled. This should positively affect its ability to comply with mandated inspection standards. In addition, the department plans to review provisions of the CCDF plan to ensure that it is properly accounting for state-wide cost of living differences.

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## Internal Service Funds and Other Ongoing Oversight Activities

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### Internal Service Funds

Internal service funds are monitored on a continuing basis. 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. Nine internal service funds are now monitored by JLARC:

- ❑ The Central Warehouse (Department of General Services) stores and distributes various goods such as canned foods, paints, paper products, and cleaning supplies to State agencies, local governments, and school divisions.
- ❑ The Office of Graphic Communications (Department of General Services) provides graphic design, layout, photography, and typesetting services to State agencies.
- ❑ Special Maintenance Services (Department of General Services) involves the provision of general building maintenance services to the General Assembly, the Department of Transportation, and the State Corporation Commission.
- ❑ The State Surplus Property Operation (Department of General Services) manages and disposes of surplus property for State agencies and institutions.
- ❑ The Federal Surplus Property Operation (Department of General Services) acquires and distributes federal surplus property.
- ❑ The Computer Services Division (Department of Information Technology) provides data processing services to State agencies.
- ❑ The Systems Development Section (Department of Information Technology) provides automated systems design, development, and maintenance services to State agencies.
- ❑ The Telecommunications Division (Department of Information Technology) provides telephone and data transmission services to State agencies.
- ❑ The Division of Fleet Management (Department of Transportation) operates the State's car pool and manages the fleet of passenger vehicles.

The Commission considers and acts on rate changes requested by these internal service fund managers.



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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 shall act 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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*Monthly Commission meetings in Senate Room A of the General Assembly Building encourage bipartisan dialogues on a wide range of issues.*

# COMMISSION NEWS BRIEFS

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## International Visitors Seek Out Virginia and JLARC

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That the world is becoming a smaller place has been evident lately in the halls of the General Assembly building. In recent years, JLARC and other legislative agencies have become something of a travel destination for foreign officials studying good government practices, including legislative oversight. In the past year alone, JLARC staff have explained “the way we do things” to visitors and delegations from Russia, China, Mongolia, Romania, Serbia, New Zealand, South Africa, Sweden, and Pakistan.

**Why JLARC?** Why the interest in the Old Dominion? Geography certainly plays a role. Richmond is close to Washington. Some of the visiting delegations represent national assemblies. Their initial interest may be in the U.S. national (or federal) government. At some point, the delegation realizes that state governments may be more similar in size and scope than their national counterpart in Washington. For example, most delegations specifically visiting JLARC may also have an interest in the U.S. General Accounting Office (GAO). Even after substantial cutbacks, however, GAO employs over 3500 financial auditors, evaluators, administrators and support staff. This may be larger than the entire national bureaucracy of a small nation state. By contrast, JLARC has a maximum employment level of 34 – a number far more attractive to a nation interested in establishing a legislative oversight function.

Reputation has also been a factor. The National Conference of State Legislatures, the Urban Institute, and GAO itself have played roles in referring foreign delegations to Richmond. The cover story of NCSL's May 1994 *State Legislature's* magazine was an article on JLARC, titled “Virginia's JLARC: A Standard of Excellence.” The State's consistently high rankings in *Financial World Magazine* (Number 1 among the states in 1992 and 1993 ; Number 2 in 1995) and its role as a benchmarking partner for the National Performance Review have firmly established the State's reputation for good financial management and led to interest in many Virginia agencies and programs. Other well-managed and accessible legislative and executive agencies have also received visits. Some of them have included JLARC in their programs.

Some visitors also seem to come on a whim. A member of the New Zealand parliament felt lost in Washington. She bought a bus ticket to Richmond and dropped in with about 24 hours notice. The United States

Information Agency called Virginia Commonwealth University, which called JLARC. Fortunately, the JLARC staff had a “standard” visitor’s orientation which could be taken off the shelf for a productive session.

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**What’s the purpose of their visits?**

What do the visitors want? There is a wide range of reasons for their visits — from general orientations to answers to very specific questions.

In August 1997, JLARC staff briefed the Economic Restructuring Committee of the People’s Republic of China concerning the Virginia Retirement System. The State Commission for Restructuring Economic Systems, a high-level delegation of Chinese governmental officials, was in the United States for a series of presentations concerning the structure of U.S. public benefit programs, including Social Security and Medicare as well as pension plans. JLARC staff discussed the VRS benefit structure, funding mechanisms, and investment policy, and described how VRS compares to other U.S. public pension funds in these areas. The briefing took place in Washington D.C. at the U.S. Treasury Department. JLARC’s VRS oversight expert had been recommended to staff at the Treasury Department by the National Conference of State Legislatures to provide the briefing.

In June of 1997, a delegation of provincial legislators from South Africa visited with the express purpose of establishing an oversight function. Delegates from the Free State Provincial Public Accounts Committee developed an itinerary which included two-day visits to JLARC and similar organizations in Florida and Mississippi. The eight legislators in the group were specifically interested in how JLARC was organized and staffed. Despite the fact that they came from a parliamentary system, they were interested in the need for a function “outside of the government” to provide objective reviews of program success and agency performance.

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**Trend or anomaly?**

The international visitations have been an interesting phenomenon. Whether this level of interest will continue in the future, only time will tell, but JLARC’s guests have been consistently appreciative and complimen-

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*JLARC’s Deputy Director (center, standing) gives a slide presentation on the Commission’s oversight role to the delegation from China*



tary. They are fascinated with Virginia's State government and its history. They follow-up with phone calls and (increasingly) visits to JLARC's World Wide Web site. Probably, they refer some of their professional counterparts to us, which generates other visits.

One thing is for certain, the visits have been as much a learning experience for the hosts as the guests. Officials interested in establishing an oversight function tend to ask basic fundamental questions: Why have a separate legislative oversight function? Why not just ask agencies for information? Do you save the State money? Do you make government better? As new governments emerge worldwide, there is a genuine interest on their part in how successful governments work. And there seems to be a uniform interest on the part of Virginia officials to help.

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## Virginia's Governors Interviewed as Part of Ongoing Study

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Under a study mandate included in the 1996 Appropriation Act, JLARC staff are currently conducting a follow-up study of the Commission's 1984 report on the secretarial system (see "Work in Progress," page 53). As a part of this assessment, all living Governors of Virginia are being interviewed. The Governors are being surveyed for their opinions of the effectiveness of the secretarial system in managing the executive branch. Most of the interviews are being videotaped for archival purposes, and excerpts will be shown during the study briefing to the Commission in November. Below, former Governor Linwood Holton (right) is interviewed by the JLARC Director and Deputy Director. Holton's remarks are particularly relevant to the study, as the secretarial system was first implemented during his tenure as Governor.



# JLARC's World Wide Web Site: <http://jlarc.state.va.us>

In 1996, JLARC implemented a World Wide Web internet site to distribute publications and to make other information available to the public. JLARC reports, report summaries, and briefings are available for downloading. Publications are organized chronologically and by subject area to aid users in finding materials of interest. An on-line order form simplifies requests for reports by the public. The site also includes JLARC's statutory authority, an overview of the Commission membership from the House of Delegates and the Senate, a discussion of the research process, a JLARC staff listing, and a schedule of JLARC meetings for the year.

The screenshot displays the JLARC website interface. On the left is a vertical navigation menu with buttons for: Main Index, Home Page, Site Map, General Info, Meetings, Publications, VRS Oversight, and Other Resources. Below these is a 'Reports and Briefings' section with buttons for Report List, List by Subject, Summaries, Online Orders, Downloads, In Progress, Download Report, and Main Index. The main content area features a header for the 'Joint Legislative Audit and Review Commission' with a photo of the Virginia General Assembly building and the text 'Evaluation Information Online'. Below this is a paragraph describing the service. A 'To contact' section provides the address: Joint Legislative Audit and Review Commission, State 1100, Capitol Square, Richmond, VA 23219, and a phone number. The 'JLARC Report Summaries' section lists 16 reports available online, including 'Review of the Virginia Retirement System, January 1994' and 'Review of the State's Group Life Insurance Program for Public Employees, January 1994'. The 'Subject List of Reports' section includes instructions for ordering a report and a list of general topics such as 'Administration of Justice', 'Commerce and Economic Development', 'Education', 'Enterprise', 'General Government Administration', 'Individual and Family Services', and 'Natural Resources and Environment'. A 'MAGELLAN 4 STAR SITE' logo is visible in the bottom left corner of the main content area.

Sample pages from the JLARC web site, which garnered a four-star rating from Magellan



# JLARC REPORTS:

## Cumulative Index & Capsule Summaries of Published and Pending Studies

This section of the Report to the General Assembly complies with JLARC's enabling statutes, which require the Commission to periodically list all published reports in an annotated bibliography. More than 200 studies are listed herein, **grouped by the major subject areas** of Virginia State government. Within each area, the reports are listed by date of publication, **beginning with the most recent** and including any studies in progress. The nine subject areas and their order are:

- ❑ Administration of Justice (below)
- ❑ Commerce & Economic Development (p. 39)
- ❑ Education (p. 40)
- ❑ Natural Resources & Environment (p. 42)
- ❑ Individual & Family Services (p. 44)
- ❑ Transportation (p. 48)
- ❑ Enterprises (p. 50)
- ❑ Virginia Retirement System Oversight (p. 51)
- ❑ General Government Administration (p. 53)

### Administration of Justice

#### Work in Progress

**Review of the Department of Corrections' Nonsecurity Staffing and Inmate Programming Requirements** (Planning date for briefing: October 1997). HJR 115 of the 1996 Session directs JLARC to conduct a review of the nonsecurity staffing needs of the Department of Corrections' (DOC) adult institutions. Nonsecurity staff include personnel who perform inmate treatment services, medical services, food services, facility maintenance services, and various administrative services. The resolution also expresses a concern that reductions in the number of nonsecurity staff have occurred despite the growth in the system's inmate population. HJR 115 further directs JLARC staff to focus the review on DOC institutions' medical and treatment staffing needs. JLARC is also directed by HJR 115 to review the feasibility of the inmate programming requirements of §53.1-32.1 of the *Code of Virginia*. This section requires DOC to provide inmates with an average of 40 hours of programming per week beginning July 1998. In apparent response to concerns about DOC's ability to meet this requirement, the resolution directs JLARC staff to review the *Code's* inmate programming requirements and determine the level of programming that DOC should be required to provide.

**Review of the Department of Corrections' Inmate Telephone System, January 1997** (House Document No. 70 of the 1997 Session, authorized by Item 14I of the 1996 Appropriation Act), 60 pp. This report examines the telephone system used by inmates in Virginia's correctional institutions, with a focus on the costs and rates charged for use, the financial impact on recipients of calls from inmates, and the need for independent oversight of the system. The report includes comparisons with policies in other states. Recommendations relate to rates charged and administration of the telephone service contract.

**The Operation and Impact of Juvenile Corrections Services in Virginia, January 1997** (Senate Document No. 19 of the 1997 Session, authorized by Senate Joint Resolution 263 of the 1995 Session), 102 pp. Second report on juvenile corrections in Virginia, which focuses on the performance of juvenile corrections facilities managed by the Department of Juvenile Justice. The report includes recommendations related to population management practices, rehabilitation programs, long-range planning, and program oversight.

**Review of the Magistrate System in Virginia, August 1996** (House Document No. 11 of the 1997 Session, authorized by House Joint Resolutions



403 and 532 and Senate Joint Resolution 374 of the 1995 Session), 92 pp. Presents findings and recommendations related to the establishment of a full-time magistrate system, the adequacy of compensation for magistrates, and the potential for increased use of videoconferencing by magistrates. The report also addresses issues related to oversight of the system by the Supreme Court.

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**Review of the Virginia State Bar**, December 1995 (Senate Document No. 15 of the 1996 Session, authorized by Senate Joint Resolution 263 of the 1995 Session), 128 pp. A comprehensive review of the Virginia State Bar, focusing on funding of the Bar from member fees, structure and implementation of the disciplinary system for attorneys, and the future mission and role of the Bar. The report examines the need for balance between the Bar's regulatory mission to protect the public and its association-like activities which serve attorneys.

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**Juvenile Delinquents and Status Offenders: Court Processing and Outcomes**, December 1995 (Senate Document No. 14 of the 1996 Session, authorized by Senate Joint Resolution 263 of the 1995 Session), 136 pp. First report from a review of juvenile justice in Virginia, conducted in two phases. This report focuses on court processing and outcomes for juvenile delinquents and status offenders. Includes an analysis of 3,000 court files examined in court service units across the State.

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**Funding Incentives for Reducing Jail Populations**, October 1995 (House Document No. 9 of the 1996 Session, authorized by Item 15 G of the 1995 Appropriation Act), 36 pp. Examines the use of funding incentives to reduce the number of misdemeanants and inmates awaiting trial held in local and regional jails. Includes examples of revised funding methods and estimates of State savings.

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**Review of Jail Oversight and Reporting Activities**, October 1995 (House Document No. 8 of the 1996 Session, authorized by Item 15F of the 1995 Appropriation Act), 68 pp. An evaluation of the jail oversight and reporting activities of the Department of Corrections, including an assessment of the most appropriate organizational placement of these activities. Also includes a follow-up of selected recommendations from the 1994 JLARC review of health and safety conditions in local and regional jails.

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**Oversight of Health and Safety Conditions in Local Jails**, December 1994 (Senate Document 17 of the 1995 Session, authorized by Senate Joint Resolution 91 of the 1994 Session), 82 pp. Assesses the effectiveness of the Department of Corrections in ensuring appropriate health and safety conditions in jails. Considers current DOC standards, the effects of overcrowding, and the roles of the Department of Health and the Department of Youth and Family Services.

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**Review of Inmate Medical Care and DOC Management of Health Services**, October 1993 (House Document 10 of the 1994 Session, authorized by Item 15 of the 1992 Appropriation Act), 154 pp. A report in a series inmate health care. Focuses on the Department of Corrections' management and delivery of inmate medical care, including inmate access to care, cost-saving opportunities, and DOC attempts at privatization.

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**Evaluation of Inmate Mental Health Care**, October 1993 (House Document 5 of the 1994 Session, authorized by Item 15 of the 1992 Appropriation Act), 56 pp. A report in a series inmate health care. Assesses cost effectiveness and adequacy of mental health services provided to inmates, and identifies options for restraining growth of costs and improving treatment delivery.

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**Interim Report: Review of Inmate Dental Care**, January 1993 (House Document 52 of the 1993 Session, authorized by the 1992 Appropriation Act), 54 pp. A report in a series on inmate health care. Focuses on the dental care provided inmates by the Department of Corrections, including internal resources, service and cost monitoring, use of outside providers, and central office oversight.

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**Substance Abuse and Sex Offender Treatment Services for Parole Eligible Inmates**, September 1991 (Senate Document 8 of the 1992 Session, authorized by the Commission as an extension of the July 1991 Parole Study), 60 pp. Assesses the delivery and adequacy of treatment programs for sex offenders and substance abusers incarcerated in Virginia's prisons, including the assessment process, counselor training, policy concerns, and linkages to parole.

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**Review of Virginia's Parole Process**, July 1991 (Senate Document 4 of the 1992 Session, authorized by Senate Joint Resolution 26 of the 1990 Session), 98 pp. Examines Virginia's parole rates

and the activities of the Parole Board and the Department of Corrections in administering the parole review process.

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**Review of the Division of Crime Victims' Compensation, December 1988** (*House Document No. 17 of the 1989 Session, authorized by House Joint Resolution 184 of the 1988 Session*) 106 pp. Reviewed the Crime Victims' Compensation program within the Department of Workers' Compensation, focusing on improving the administration of the CVC Act, particularly the processing of crime victims' claims.

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**Funds Held in Trust by Circuit Courts, December 1987** (*Senate Document 19 of the 1988 Session, authorized by Senate Joint Resolution 147 of the 1987 Session*) 96 pp. Examined funds held in trust by general receivers and clerks of the court, determined the total amount of moneys held in trust, assessed current practices of administering the funds, and made recommendations to modify and improve the system.

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**Correctional Issues in Virginia: Final Summary Report, December 1986** (*House Document No. 18, authorized by the 1983-86 Appropriations Acts*) 48 pp. Ninth and final report in the series, focused on the "big picture" in corrections, and synthesized the findings from previous studies.

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**Local Jail Capacity and Population Forecast, December 1986** (*House Document No. 16 of the 1987 Session, authorized by the 1983-86 Appropriations Acts*) 96 pp. A report in a series on correctional issues. Examines local and State inmate population forecasts, and alternatives for dealing with growing prison and jail populations. Assessed the capacity of local jails.

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**The Capital Outlay Planning Process and Prison Design in the Department of Corrections, December 1986** (*House Document No. 12 of the 1987 Session, authorized by the 1983-86 Appropriations Act*) 78 pp. A report in a series of corrections issues, evaluated the effectiveness of DOC's capital outlay planning process, prison designs, and maintenance programs.

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**Staffing in Virginia's Adult Prisons and Field Units, August 1986** (*House Document No. 2 of the 1987 Session, authorized by the 1983-85 Appropriations Acts*) 166 pp. A report in a series on corrections issues, assessed nonsecurity staffing in the 15 major institutions, and both

nonsecurity and security staffing in the 26 field units.

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**Staff and Facility Utilization by the Department of Correctional Education, February 1986** (*House Document No. 32 of the 1986 Session, authorized by Item 618 of the 1985 Appropriations Act*) 134 pp. Evaluated the effectiveness of DCE's programs and the adequacy of staff and facilities to carry out these programs.

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**Security Staffing and Procedures in Virginia's Prisons, July 1985** (*House Document No. 3 of the 1986 Session, authorized by the 1983 Appropriations Act and amended by the 1984 Session*) 300 pp. Examined staffing practices and security procedures both at the system level and in each of Virginia's 15 major correctional facilities.

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**Virginia's Correctional System: Population Forecasting and Capacity, April 1985** (*House Document 35 of the 1985 Session, authorized by the 1984 Appropriations Act*) 174 pp. Calculated the capacity of State prisons and field units. Reviewed DOC's population forecasting model and procedures.

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**The Community Diversion Incentive Program of the Virginia Department of Corrections, April 1985** (*House Document 35 of the 1985 Session, authorized by the 1984 Appropriations Act*) 174 pp. Reviewed the effectiveness of the CDI programs designed to divert offenders from State prisons and local jails.

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**Interim Report: Central and Regional Staffing in the Department of Corrections, May 1984** (*House Document No. 41, authorized by Item 545.1 of the 1983 Appropriations Act and amended by the 1984 session*) 275 pp. Examined the utilization and need within the department for existing and anticipated central office and regional staff. This was the first in a series of related reports examining corrections.

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**Program Evaluation: Virginia Drug Abuse Control Programs, October 1975** (*authorized by Section 30-58.1, Code of Virginia*) 201 pp. Evaluated education, law enforcement, adjudication, treatment, and other control functions of the State's drug abuse programs.

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## Commerce and Economic Development

### Work in Progress

#### **Review of the Virginia Fair Housing Office**

(Planning date for briefing: November 1997). Item 14 of the 1997 Appropriation Act directs JLARC to review the operations and management of the Virginia Fair Housing Office. The study will examine the following research questions: (1) Is the Fair Housing Office appropriately managed, staffed, and directed? (2) Do staff in the Fair Housing Office receive adequate training? (3) Does the Fair Housing Office promptly investigate complaints in accordance with applicable law and regulation? (4) Are caseloads for investigators in the Fair Housing Office appropriate and reasonable?

**Review Committee Report on the Performance and Potential of the Center for Innovative Technology**, December 1992 (*Senate Document 16 of the 1993 Session, authorized by the 1992 Appropriation Act*), 32 pp. Review of CIT's mission, programs, governance, and accountability by an independent review committee, which was provided support jointly by staff from JLARC and the Department of Planning and Budget.

**Catalog of Virginia's Economic Development Organizations and Programs**, February 1991 (*Authorized by House Joint Resolution 262 of the 1989 Session*) 121 pp. Companion document to *Review of Economic Development in Virginia*. Compilation of information on the hundreds of State and non-State entities involved in economic development.

**Review of Economic Development in Virginia**, January 1991 (*House Document 39 of the 1991 Session, authorized by House Joint Resolution 262 of the 1989 Session*) 139 pp. Reviews Virginia's economic development policies and the organization, operations, management, and performance of the Department of Economic Development.

**Interim Report: Economic Development in Virginia**, January 1990 (*authorized by House Joint Resolution 262 of the 1989 Session*) 62 pp. One of three interrelated reports, this special publication consists of invited papers by national authorities on economic development who made presentations to a JLARC workshop, plus an overview of the study activities leading to the other reports in the series.

**Special Report: Cousteau Ocean Center**, January 1986 (*Senate Document 13 of the 1986 Session, authorized by the Commission under Section 4-5.07 of the Appropriations Act*) 22 pp. A special audit of the Cousteau Ocean Center project. Examined the reasonableness of the project's planning and design, and the applicability of the Public Procurement Act.

**The Virginia Housing Development Authority**, October 1985 (*Senate Document No. 6 of the 1986 Session, authorized by Senate Joint Resolution 7 of the 1984 Session*) 110 pp. Evaluated programs, operations, and management of VHDA. Assessed the extent to which the Authority's programs have benefited persons of low and moderate income.

**The Occupational and Professional Regulatory System in Virginia**, December 1982 (*Senate Document No. 3 of the 1983 Session, authorized by Senate Joint Resolution 50 of the 1980 Session*) 136 pp. Evaluated Virginia's system for occupational regulation, including 29 regulatory boards, the Board and Department of Commerce, and the Commission and Department of Health Regulatory Boards. Reviewed administrative rulemaking, enforcement of laws and regulations, and selected aspects of agency management.

**Occupational and Professional Regulatory Boards in Virginia**, January 1982 (*Senate Document No. 29 of the 1982 Session, authorized by Senate Joint Resolution 50 of the 1980 Session*) 163 pp. Examined occupational and professional regulatory boards in Virginia. Provided baseline data on each board and areas of special legislative interest.



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## Education

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**Technical Report: The Cost of Competing in Standards of Quality Funding**, October 1995 (*Senate Document No. 8 of the 1996 Session, authorized by Item 15 of the 1995 Appropriation Act*), 70 pp. Examines the cost of competing adjustment for personnel in Northern Virginia school divisions. Examines evidence indicating that a cost of competing adjustment is still needed, and alternative options available for refining the adjustment.

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**Review of Capital Outlay in Higher Education**, June 1995 (*Senate Document 3 of the 1996 Session, authorized by Senate Joint Resolution 135 of the 1989 Session*), 84 pp. A report in a series on higher education. Examines the capital outlay process as it applies to higher education, including master planning, the roles played by the various involved agencies, and maintenance needs.

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**Review of the State Council of Higher Education for Virginia**, January 1995 (*Senate Document 36 of the 1995 Session, authorized by Senate Joint Resolution 18 of the 1988 Session and SJR 135 of the 1989 Session*), 86 pp. Focuses on SCHEV's coordinative roles in higher education, including system oversight, enrollment projections, evaluation of program productivity, assessment of student achievement, and student transfer issues.

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**The Reorganization of the Department of Education**, September 1991 (*Senate Document 6 of the 1992 Session, authorized by Senate Joint Resolution 57 of the 1990 Session*), 90 pp. Assesses the reorganization of the department, including goals, planning, hiring effort, effect on morale, and proposed service delivery mechanisms.

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**State Funding of the Regional Vocational Education Centers in Virginia**, January 1991 (*House Document 45 of the 1991 Session, authorized by House Joint Resolution 100 of the 1990 Session*) 41 pp. Analyzes the funding of the regional vocational centers, including disbursement methods, expenditure levels, and the proportion of the State commitment.

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**Review of the Virginia Community College System**, September 1990 (*Senate Document 4 of the 1991 Session, authorized by Senate Joint Resolution 135 of the 1989 Session*) 133 pp. Followed up on JLARC's 1975 review of the

VCCS, focusing on operational concerns and setting priorities for the future.

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**Special Report: The Lonesome Pine Regional Library System**, September 1990 (*Study approved by the Commission after a request from the State Librarian*) 110 pp. Addressed performance and management issues in the system, including communication problems, expenditure priorities, and personnel management.

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**Funding the Standards of Quality - Part II: SOQ Costs and Distribution**, January 1988 (*Senate Document 25 of the 1988 Session, authorized by Senate Joint Resolution 35 of the 1982 Session*) 104 pp. Second report in a series on elementary and secondary education in Virginia. Whereas the first study (February 1986) reviewed methods for calculating the costs of the SOQ, this study broadened the review to include distribution issues. Methods for calculating SOQ costs were revised, and distribution options were explored.

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**Special Report: Collection of Southeastern Americana at the University of Virginia's Alderman Library**, May 1987 (*Performed under the general powers and duties of the Commission as laid out in Section 30-58.1 of the Code of Virginia*) 41 pp. Reviewed the procurement and management of a special collection of books at the library, in response to allegations that funds had been inappropriately spent.

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**Funding the Standards of Quality - Part 1: Assessing SOQ Costs**, February 1986 (*Senate Document No. 20 of the 1986 Session, authorized by Senate Joint Resolution 35 of the 1982 Session*) 112 pp. First report in a series in response to the findings of the House Joint Resolution 105 Subcommittee. Assessed the costs of implementing existing standards. A comparison report will address concerns related to the equity of distribution of State assistance to the school divisions.

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**Special Report: The Virginia Tech Library System**, November 1984 (*House Document No. 6 of the 1985 Session, requested by the Speaker of the House and authorized by the Commission*) 34 pp. Examined the ownership of proprietary rights in the software of a computerized library system, the sharing of royalties with a university employee, and the transfer of the system to the

Virginia Tech Foundation for marketing and distribution.

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**Special Report: The Virginia State Library's Contract with The Computer Company, November 1984** (*House Document No. 5 of the 1985 Session, requested by the Speaker of the House and authorized by the Commission*) 34 pp. Examined whether the State Library followed State procedures in awarding the contract to TCC, and whether public libraries were satisfied with the services provided.

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**Special Education in Virginia's Mental Health Facilities, November 1984** (*Senate Document No. 4 of the 1985 Session, authorized by Senate Joint Resolution 13 of the 1983 Session*) 148 pp. Examined eight issues concerned with the operation, funding, and quality of educational programs for children and youths in mental health facilities operated by the Department of Mental Health and Mental Retardation. (Second of two reports.)

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**Special Education in Virginia's Training Centers for the Mentally Retarded, November 1984** (*Senate Document No. 3 of the 1985 Session, authorized by Senate Joint Resolution 13 of the 1983 Session*) 130 pp. Examined eight issues concerned with the operation, funding, and quality of the educational programs for children and youths in mental retardation facilities operated by the Department of Mental Health and Mental Retardation. (First of two reports).

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**Virginia Polytechnic Institute and State University Extension Division, September 1979** (*authorized by Section 30-58.1, Code of Virginia*) 118 pp. Reviewed the operation and administration of the VPI&SU Extension Division, focusing on program expansion, duplication of effort, and organization and staffing.

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**Program Evaluation: Vocational Rehabilitation, November 1976** (*authorized by Section 30-58.1, Code of Virginia*) 130 pp. Evaluated the vocational rehabilitation programs managed by the Department of Vocational Rehabilitation and the Commission for the Visually Handicapped.

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**Special Report: Certain Financial and General Management Concerns, Virginia Institute of Marine Science, July 1976** (*authorized by Section 30-58.1, Code of Virginia*) 15 pp. A review of VIMS, focusing on financial and management problems.

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**Program Evaluation: The Virginia Community College System, March 1975** (*authorized by Section 30-58.1, Code of Virginia*) 151 pp. Evaluated Virginia's Community College System, and identified administrative and educational issues requiring attention by VCCS, the Council on Higher Education, and the Legislature.

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# Natural Resources and Environment

## Work in Progress

**Review of the Structure of Natural Resources Agencies** (*Planning date for final briefing: December 1997*). JLARC's review of the structure of Natural Resources agencies is based on three directives from the General Assembly. First, House Joint Resolution 173 (1996) directs JLARC to study the organization of the agencies and agency functions within the Natural Resources Secretariat. The study is to include a review of existing divisions of responsibility and authority among the agencies, as well as consideration of various alternatives for changing the divisions of responsibility. Second, Item 14 of the 1996 Appropriations Act directs JLARC to examine the permit and other fee structures used by Natural Resources agencies. Third, Item 15 of the 1995 Appropriations Act requires a review of the mission, organizational structure, and operation of the Department of Game and Inland Fisheries and Virginia Marine Resources Commission to determine the feasibility of consolidating these two agencies.

JLARC staff issued an interim report in 1996 which examined wildlife-related natural resources. In particular, the report discussed the feasibility of consolidating Virginia's wildlife resources functions into one agency. Structural issues pertaining to the remaining natural resources will be addressed in a final report to be submitted to the 1998 General Assembly.

**Management Review of the Department of Conservation and Recreation** (*Planning date for briefing: December 1997*). Item 14 of the 1997 Appropriation Act directs JLARC to review the organization, operation, and performance of the Department of Conservation and Recreation (DCR). The review is to examine: DCR's progress in completing 1992 General Obligation Bond projects; maintenance and staffing of State parks; DCR's non-point pollution control programs; and the organization and management of the Department, including the ongoing reorganization, hiring practices, and grant-making processes.

**Virginia's Progress Toward Chesapeake Bay Nutrient Reduction Goals**, February 1997 (*House Document No. 73 of the 1997 Session, authorized by Item 14C of the 1996 Appropriation Act*), 98 pp. This report focuses on Virginia's

strategy to reduce nutrients from Virginia's portion of the Potomac River Basin and other tributaries to the Chesapeake Bay. The report addresses the appropriateness of the strategy's point and nonpoint source reductions and key issues impacting future nutrient reduction progress.

**Review of the Department of Environmental Quality**, January 1997 (*House Document No. 67 of the 1997 Session, authorized by House Joint Resolution 531 of the 1995 Session*), 213 pp. Final report in a series of three reports on DEQ. This report presents findings and recommendations on the organization, operation, and performance of DEQ, focusing on air and water quality programs. The report includes 56 recommendations to improve DEQ performance and the State's ability to protect its air and water resources.

**Feasibility of Consolidating Virginia's Wildlife Resource Functions**, December 1996 (*House Document No. 44 of the 1997 Session, authorized by Item 15E of the 1995 Appropriation Act and House Joint Resolution No. 173 of the 1996 Session*), 137 pp. This report addresses issues related to the consolidation of functions in wildlife management. The specific focus is on wildlife management responsibilities of the Department of Game and Inland Fisheries, the Virginia Marine Resources Commission, the Department of Conservation and Recreation, and the Virginia Department of Agriculture and Consumer Services. The report includes recommendations to consolidate some functions of these agencies.

**Interim Report: Review of the Department of Environmental Quality**, January 1996 (*House Document 44 of the 1996 Session, authorized by House Joint Resolution 531 of the 1995 Session*), 176 pp. An interim report focusing on the reorganization of the Department of Environmental Quality. The report makes eight recommendations to improve the department's management of the reorganization as well as overall State policy regarding personnel management.

**Interim Report: Consolidating Virginia's Wildlife and Marine Resource Agencies**, December 1995 (*House Document No. 17 of the 1996 Session, authorized by Item 15E of the 1995 Appropriation Act*), 36 pp. This interim report provides an overview of the history of the Department of Game and Inland Fisheries and the Vir-



ginia Marine Resources Commission. It includes a discussion of the agencies' missions, organizational structures, funding, and staffing resources. In addition, the report identifies how other coastal states have organized their wildlife and marine resource activities.

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**Costs of Expanding Coastal Zone Management in Virginia, February 1995** (*Senate Document 50 of the 1995 Session, authorized by Senate Joint Resolution 43 of the 1994 Session*), 37 pp. Examines the potential cost impacts in Virginia of increasing the scope of nonpoint pollution management measures, as promoted by the federal Coastal Zone Management Act. Considers alternative geographic zones for implementation, the considerable impact of retrofitting existing onsite disposal systems, and funding at risk from nonimplementation.

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**Solid Waste Facility Management in Virginia: Impact on Minority Communities, January 1995** (*House Document 33 of the 1995 Session, authorized by House Joint Resolution 529 of the 1993 Session*), 122 pp. Studies the practices related to siting, monitoring, and cleanup of solid waste facilities in Virginia, focusing on the impact of these activities on minority communities. Assesses oversight by the Department of Environ-

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mental Quality, and examines statewide landfill capacity.

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**The Economic Potential and Management of Virginia's Seafood Industry, January 1983** (*House Document No. 2 of the 1982 Session, authorized by House Joint Resolution 59 of the 1982 Session*) 213 pp. Analyzed the regulation of the commercial fishing and seafood industries in Virginia, assessed their economic potential, and suggested policy alternatives.

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**Program Evaluation: Marine Resource Management Programs in Virginia, June 1977** (*authorized by Section 30-58.1, Code of Virginia*), 80 pp. Evaluated State programs for managing marine resources and the administrative efficiency of agencies in implementing these programs.

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**Program Evaluation: Water Resource Management in Virginia, September 1976** (*authorized by Section 30-58.1, Code of Virginia*) 178 pp. Evaluated State laws and management programs designed to provide protection against flooding, ensure adequate water supplies, and control pollution of Virginia's water resources.

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## Individual and Family Services

### Work in Progress

**Review of the Comprehensive Services Act** (*Planning date for briefing: October 1997*). Senate Resolutions 123 and 371, passed during the 1997 session of the General Assembly, direct JLARC to conduct a review of the administration of the Comprehensive Services Act (CSA). This legislation, which was passed in 1996, is designed to create a coordinated system of treatment for children with behavioral and emotional problems. The goals of CSA include preserving the family unit, providing treatment services to at-risk children in the least restrictive environment, and providing greater local control and flexibility in the use of CSA funds.

The impetus for the study resolutions has been persistent increases in the caseloads and cost of CSA. In response to these upward trends, JLARC has been directed to develop proposals that might help slow the growth of the program.

**Welfare Reform Plan** (*Planning date for interim briefing: December 1997*). Item 14 of the 1997 Appropriation Act requires a JLARC review of the local effect of welfare reform in Virginia. The focus of the review is on an analysis of data for a sample of families who have received assistance. The purpose of the review is to determine the status of these families over time and the impact that the welfare reform changes may have had. The study will be fully staffed as the Comprehensive Services Act study is completed. An interim report on the plan for this study will be briefed in December 1997.

**Follow-Up Review of Child Care in Virginia** (*House Document 5 of the 1998 Session, authorized by Item 14 J the 1997 Appropriation Act*), 68 pp. Follow-up of a 1990 JLARC study. Report focuses on the Department of Social Services in carrying out its three principal roles in child day care: regulation of child care to ensure the health and safety of children, enforcement of child care regulations, and funding of child care for low-income families.

**Services for Mentally Disabled Residents of Adult Care Residences, August 1997** (*House Document 4 of the 1998 Session, authorized by House Joint Resolution 86 and Senate Joint Resolution 96 of the 1996 Session*), 75 pp. Fol-

low-up of a 1990 report reviewing the adequacy of services for residents of ACRs, formerly called homes for adults. Study assesses best methods for providing mental health services and also examines the funding for these services in relation to the levels of care implemented after the previous study.

**Technical Report: Review of the Medicaid Forecasting Methodology, July 1996** (*House Document No. 5 of the 1997 Session, authorized by House Joint Resolution 143 of the 1996 Session*), 54 pp. This report assesses the Medicaid forecasting methods used by the Department of Medical Assistance Services and the Department of Planning and Budget. The report includes recommendations on the forecast models and the use of forecasts in the budget process.

**Special Report: Review of the ADAPT System in the Department of Social Services, June 1996** (*House Document 3 of the 1997 Session, authorized by Item 15 of House Bill 29, 1996 Session*), 98 pp. A special report on the development and initial implementation of the Application Benefit Delivery Automation Project, designed to automate the eligibility process in local social service offices for the Food Stamp, Aid to Families with Dependent Children, and Medicaid programs. The report identifies significant problems with the management of the project and recommends a process for evaluating alternatives to the system.

**Follow-up Review of Community Action in Virginia, September 1995** (*House Document 4 of the 1996 Session, authorized by Item 15C of the 1994 Appropriation Act*), 80 pp. Follows up on the 1989 JLARC review of community action in Virginia. Makes recommendations to improve oversight by the Department of Social Services and accountability in individual community action agencies.

**Review of the Involuntary Commitment Process, December 1994** (*House Document 8 of the 1995 Session, authorized by Item 15 of the 1993 and 1994 Appropriation Acts*), 87 pp. Examines operational and policy issues involving the involuntary mental commitment process, including fund oversight, transportation concerns, detention criteria, and prescreening and hearing procedures.

**Interim Report: Review of the Involuntary Civil Commitment Process**, February 1994 (*House Document 77 of the 1994 Session, authorized by Item 15 of the 1993 Appropriation Act*), 28 pp. Examines the fiscal issues related to the involuntary civil commitment fund, a fund established by the General Assembly to pay for the medical and legal costs associated with the temporary detention period and the commitment hearing.

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**Review of the Virginia Medicaid Program: Final Summary Report**, February 1993 (*Senate Document 32 of the 1993 Session, authorized by the Senate Joint Resolution 180 of the 1991 Session*), 22 pp. Final report in a series on the Virginia Medicaid program. Summarizes findings from the Medicaid reports and examines cross-cutting issues that emerged from the study series.

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**Funding of Indigent Hospital Care in Virginia**, March 1993 (*Senate Document 36 of the 1993 Session, authorized by the Senate Joint Resolution 180 of the 1991 Session*), 118 pp. A report in a series on the Virginia Medicaid program. Examines indigent care appropriations to the State teaching hospitals and the Medical College of Hampton Roads, including scope of services, eligibility, reimbursements rates, and general fund and Medicaid allocation methodologies. Assesses options for optimizing the use of State funds for indigent hospital care.

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**Medicaid-Financed Physician and Pharmacy Services in Virginia**, January 1993 (*Senate Document 29 of the 1993 Session, authorized by the Senate Joint Resolution 180 of the 1991 Session*), 118 pp. A report in a series on the Virginia Medicaid program. Presents an analysis of Medicaid physician and pharmacy services, overviews other ambulatory care services provided through Medicaid, and assesses efforts to contain program costs through the post-payment review of program expenditures and the pursuit of third-party liability for services.

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**Medicaid-Financed Long-Term Care Services in Virginia**, December 1992 (*Senate Document 10 of the 1993 Session, authorized by the Senate Joint Resolution 180 of the 1991 Session*), 188 pp. A report in a series on the Virginia Medicaid program. Examines those Medicaid services which are primarily targeted to elderly and disabled persons, including nursing home care, institutional care for the mentally retarded, and a diverse array of community-based services.

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**Medicaid-Financed Hospital Services in Virginia**, November 1992 (*Senate Document 11 of the 1993 Session, authorized by the Senate Joint Resolution 180 of the 1991 Session*), 104 pp. A report in a series on the Virginia Medicaid program. Examines issues related to inpatient and outpatient hospital care financed through Medicaid, including program funding and administration.

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**Medicaid Asset Transfers and Estate Recovery**, November 1992 (*Senate Document 10 of the 1993 Session, authorized by the Senate Joint Resolution 91 of the 1991 Session*), 60 pp. A report in a series on the Virginia Medicaid program. Examines the extent to which Medicaid applicants use asset transfers to qualify for nursing home benefits, and the need for establishing an estate recovery program.

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**Interim Report: Review of the Virginia Medicaid Program**, February 1992 (*Senate Document 27 of the 1992 Session, authorized by Senate Joint Resolution 180 of the 1991 Session*), 118 pp. A report in a series on the Virginia Medicaid program. Provides an overview of the program, including expenditures, eligibility, services reimbursed, service providers, the structure for funding services, and recent changes in the program.

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**Special Report: Evaluation of a Health Insurance Organization for the Administration of Medicaid in Virginia**, January 1992 (*House Document 33 of the 1992 Session, authorized by the 1991 Appropriation Act*), 30 pp. A report in a series on the Virginia Medicaid program. Evaluates the potential benefits of converting the Virginia program to an insured arrangement, administered by a private insurance company.

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**Follow-Up Review of Homes for Adults in Virginia**, November 1990 (*Senate Document 8 of the 1991 Session, authorized by Item 545 of the 1990 Appropriations Act*) 89 pp. Follows up on the 1979 JLARC study of the regulation of homes for adults and funding provided residents through the Auxiliary Grants Program. Recommends system-level improvements.

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**Review of the Funding Formula for the Older Americans Act**, November 1990 (*House Document 9 of the 1991 Session, authorized by House Joint Resolution 130 of the 1990 Session*) 65 pp. Assessed the appropriateness of the current funding formula and examined alternative factors for use in the formula.

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**Regulation and Provision of Child Day Care in Virginia**, September 1989 (House Document 3 of the 1990 Session, authorized by Senate Joint Resolution 41 and House Joint Resolution 116 of the 1988 Session) 172 pp. Reviews State regulation of child day care as well as methods for improving the availability and quality of child care in Virginia.

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**Progress Report: Regulation of Child Day Care in Virginia**, January 1989 (House Document No. 46 of the 1989 Session, required by Senate Joint Resolution 41 and House Joint Resolution 116 of the 1988 Session) 9 pp. Provided background information on the nature of child day care in Virginia. Summarized the main issues and research activities that would be reported on in the full study, to be completed before the 1990 Session.

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**Review of Community Action in Virginia**, January 1989 (House Document No. 43 of the 1989 Session, authorized by Item 469 of the 1987 Appropriations Act) 134 pp. A performance audit and review of the programs and activities of Community Action Agencies. Made recommendations to improve oversight by the Department of Social Services and accountability in individual community action agencies.

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**Funding the State and Local Hospitalization Program**, December 1987 (Senate Document No. 17 of the 1988 Session, authorized by Senate Joint Resolution 87 of the 1986 Session) 74 pp. Reviewed the formulas used to distribute funds for the State and local hospitalization program. Identified program costs, methods for calculating local shares of the costs, and methods for distributing State and local responsibility for program funding.

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**Funding the State and Local Cooperative Health Department Program**, December 1987 (Senate Document 16 of the 1988 Session, authorized by Senate Joint Resolution 87 of the 1986 Session) Reviewed the CHD funding formula, examined methods for calculating local shares of program costs, and identified methods for distributing State and local responsibility for program funding.

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**Deinstitutionalization and Community Services**, October 1986 (Report produced under the mandate of Senate Joint Resolution 42 of the 1984 Session, which created the Commission on Deinstitutionalization and directed JLARC staff to

provide technical assistance) 92 pp. Examined client management, community services, housing services, accountability, and the continuum of care in general. Followed up on JLARC's 1979 study of this area.

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**The Virginia Division of Volunteerism**, December 1983 (Senate Document No. 6 of the 1984 Session, authorized by Senate Joint Resolution 36 of the 1983 Session) 60 pp. A "sunset" study reviewing the operations of the Division and focusing on its administration, effectiveness, and possible overlap with other agencies.

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**The Virginia Division for Children**, December 1983 (House Document No. 14 of the 1984 Session, authorized by House Joint Resolution 10 of the 1983 Session) 98 pp. A "sunset" study reviewing the operations of the Division and focusing on its administration, effectiveness, and possible overlap with other agencies.

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**The CETA Program Administered by Virginia's Balance-Of-State Prime Sponsor**, May 1982 (House Document No. 3 of the 1983 Session, authorized by House Joint Resolution 268 of the 1981 Session) 128 pp. Assessed the effectiveness of CETA programs through a review of adult training contracts and client follow-up.

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**Organization and Administration of Social Services in Virginia**, April 1981 (authorized by Senate Joint Resolution 133 of the 1979 Session) 126 pp. Assessed the effectiveness of the Department of Welfare in providing support and oversight of welfare programs. Evaluated child care centers and family day care homes to determine the adequacy of the licensing process.

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**Title XX in Virginia**, January 1981 (authorized by Senate Joint Resolution 133 of the 1979 Session) 103 pp. Reviewed the use and administration of Title XX funds in Virginia, including the types of clients and services provided, the adequacy of financial controls for the funds, the impact of funding limitations on local welfare agencies, and the adequacy of social service policy.

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**The General Relief Program in Virginia**, September 1980 (authorized by Senate Joint Resolution 133 of the 1979 Session) 66 pp. Examined the accuracy of the eligibility determination process and assessed key aspects of case management in the Virginia General Relief Program.



**Homes for Adults in Virginia, December 1979** (authorized by Senate Joint Resolution 133 of the 1979 Session) 73 pp. Evaluated the State's homes for the aged, infirm, and disabled. Examined the licensure and inspection process of the State Department of Welfare and the administration of the auxiliary grant program.

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**Deinstitutionalization and Community Services - Special Report, September 1979** (authorized by Section 30-58.1, Code of Virginia) 84 pp. Assessed release procedures at State institutions for the mentally ill and mentally retarded and the linking of discharged clients with appropriate services. One part of a comprehensive review of the State's mental health care programs.

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**Certificate-of-Need in Virginia, August 1979** (authorized by Section 32-211.17, Code of Virginia) 105 pp. Examined the operation of the Medical Care Facilities, Certificate of Public Need Law to determine if it has served the public interest.

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**Outpatient Care in Virginia, March 1979** (authorized by Section 30-58.1, Code of Virginia) 73

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pp. Reviewed outpatient health care programs provided to the poor by local health departments. Fourth in a series of reports on medical assistance programs.

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**Inpatient Care in Virginia, January 1979** (authorized by Section 30-58.1, Code of Virginia) 118 pp. Reviewed State programs that provide hospital care to the indigent. Third in a series of reports on medical assistance programs.

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**Medical Assistance Programs in Virginia: An Overview, June 1978** (authorized by the 1978 Legislative Program Review and Evaluation Act) 95 pp. A descriptive report which focused on the individual programs that make up the medical assistance system in Virginia. Second in a series of reports on medical assistance programs.

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**Long Term Care in Virginia, March 1978** (authorized by Section 30-58.1, Code of Virginia) 110 pp. Assessed the cost and quality of nursing home care and Medicaid funding. First in a series of reports on medical assistance programs.

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# Transportation

## Work in Progress

**Review of the Highway Location Process in Virginia**, (*Planning date for briefing: December 1997*). House Joint Resolution 222 of the 1996 Session directs JLARC to conduct a review of the highway siting process in Virginia. The study is to examine whether highway siting decisions: make the most efficient use of transportation funding, implement applicable environmental protection laws and policies, are efficient as a matter of transportation policy, involve minimal disruption of private property enjoyment and value, are responsive to public input, and accommodate local needs. In addition, the study will examine whether the siting process is too cumbersome and time-consuming.

**Improvement of Hazardous Roadway Sites**, (*Planning date for briefing: September 1997*). House Joint Resolution 579 (1997) directs JLARC to study the procedures for identifying and funding the improvement of hazardous roadway sites. The study will focus on identifying the roadway sites within each VDOT district that have the highest vehicle accident rate, and reviewing the methodology that VDOT uses to make that determination. The study will also examine the highway improvements that VDOT has made at each site in order to address safety concerns. Finally, the study will examine the level of available funding that VDOT has to address safety problems on Virginia's highway system.

**Review of Commercial Driver-Training Schools**, (*Planning date for interim briefing: December 1997*). House Joint Resolution 470 of the 1997 Session directs JLARC to conduct a review of commercial driver-training schools, including the effectiveness of State licensing and the adequacy of monitoring by the Department of Motor Vehicles (DMV). The review will focus on the statutory and regulatory licensing requirements for the schools and on oversight of the schools by DMV. Particular attention will be given to procedures and oversight related to on-road testing of students by the commercial schools. An interim report will be completed by December 1997, and a final report is planned for the summer of 1998.

**Follow-up Review of the Virginia Department of Transportation, January 1988** (*Senate Document No. 23 of the 1988 Session, conducted in response to Senate Joint Resolution 7 of the 1986 Special Session*) 36 pp. Assessed the Department's response to previous JLARC study recommendations. An appendix to the study contains the Department's own status report.

**Final Status Report: Recommendations Related to the Equity of the Current Provisions for Allocating Highway and Transportation Funds in Virginia, December 1984** (*Report to the SJR 20 Joint Subcommittee from the staffs of JLARC and the Department of Highways and Transportation*) 55 pp. Summarized results of meetings between JLARC and DHT staff regarding the highway funding equity report (see above, June 1984) and proposed legislation.

**Equity of Current Provisions for Allocating Highway and Transportation Funds in Virginia, June 1984** (*House Document No. 11 of the 1984 Session, authorized by the 1982 Appropriations Act and expanded by the 1983 Session*) 217 pp. Updated the January 1983 interim analysis of construction allocations, and reviewed county maintenance spending, urban street payments, and public transportation assistance.

**1983 Follow-Up Report on the Virginia Department of Highways and Transportation, January 1984** (*letter report, authorized by House Bill of the 1982 Session*) 25 pp. Documented the department's progress in implementing previous Commission recommendations, especially in the areas of manpower planning and maintenance operations.

**Follow-Up Report on the Virginia Department of Highways and Transportation, January 1983** (*House Document No. 34 of the 1983 Session, authorized by House Bill 532 of the 1982 Session*) 26 pp. Evaluated the progress of the department in implementing recommendations made during the 1982 Session to ensure the efficient use of funds for highway construction and maintenance.

**Staffing and Manpower Planning in the Department of Highways and Transportation, January 1983** (*House Document No. 18 of the*



1983 Session, authorized by Items 649.2 and 649.3 of the Appropriations Act of the 1982 Session) 120 pp. Reviewed the Department of Highways and Transportation's manpower plan, the planning process, and the resulting staffing actions. Identified staffing economies possible through increased productivity and administrative improvements.

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**Interim Report: Equity of Current Provisions for Allocating Highway Construction Funds in Virginia, December 1982** (House Document No. 17 of the 1983 Session, authorized by the 1982 Appropriations Act) 183 pp. Assessed the reasonableness, appropriateness, and equity of statutory provisions for allocating highway construction funds among the various highway systems and localities. (See final report of June 1984, which enlarged this study).

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**Highway Financing in Virginia, November 1981** (Senate Document No. 14 of the 1982 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 103 pp. Analyzed methods of financing highway needs in Virginia by an examination of the State's highway financing structure and tax structure. Presented estimates of future revenues to be generated by taxes and offered financing alternatives.

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**Vehicle Cost Responsibility in Virginia, November 1981** (Senate Document No. 13 of the 1982 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 85 pp. Presented findings and conclusions of an analysis of highway tax equity. An empirical investigation of the relationship between costs for construction and maintenance and revenues generated by various vehicle classes.

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**Highway Construction, Maintenance, and Transit Needs in Virginia, November 1981** (Senate Document No. 8 of the 1982 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 78 pp. Assessed highway construction needs, including construction of new highways, maintenance of existing roads, and public transportation. Provided funding options for consideration by the Legislature.

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**Organization and Administration of the Department of Highways and Transportation, November 1981** (Senate Document No. 7 of the 1982 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 132 pp. Evaluated the efficiency and effectiveness of DHT's management and administrative processes, the adequacy of the department's organizational structure, and selected operational issues.

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**Highway and Transportation Programs in Virginia: A Summary Report, November 1981** (Senate Document No. 6 of the 1982 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 57 pp. Summarized the studies conducted under SJR 50, which focused on the administration of the DHT, highway and transit need, revenues and methods of financing, and the fair apportionment of costs among different vehicle classes. Highlighted the principal findings and recommendations of each study.

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**Organization and Administration of the Department of Highways and Transportation: Interim Report, January 1981** (Senate Document No. 14 of the 1981 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 85 pp. Examined staffing, equipment management, contract administration, construction planning, and fund allocation.

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**Methodology for a Vehicle Cost Responsibility Study: Interim Report, January 1981** (Senate Document No. 12 of the 1981 Session, authorized by Senate Joint Resolution 50 of the 1980 Session) 65 pp. Discussed the methodology to be used in carrying out JLARC's vehicle cost responsibility study. Methodology was based on Virginia's highway programs, construction and maintenance standards, and revenue sources.

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**Special Report: Use of State-Owned Aircraft, October 1977** (authorized by Section 30-58.1, Code of Virginia), 23 pp. Assessed the cost, utilization, and management of State-owned aircraft. Recommended a needs assessment and the implementation of appropriate policies and guidelines.

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## Enterprises

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### Work in Progress

**Review of State Information Technology** (*Planning date for briefing: November 1997*). Item 14 of the 1996 Appropriation Act directs JLARC to review data processing services for State agencies. The study is to include an assessment of the structure and organization for information technology in State government, an evaluation of the effectiveness of statewide information technology planning, including the mission and operations of the Council on Information Management, and the feasibility of privatizing services provided by the State data centers. Because of the technical nature of the study, a special appropriation is provided for consulting services. Gartner Group Consulting has been hired to complete this review.

**Review of Year 2000 Computer System Compliance** (*Planning date for briefing: October 1997*). Item 14 of the 1996 Appropriation Act directs JLARC to review the status of year 2000 computer system compliance in State agencies and institutions of higher education. The study is to determine the costs of bringing State systems into compliance, and to identify potential methods for financing the costs. Gartner Group Consulting has been hired to complete this review.

**Management and Use of State-Owned Passenger Vehicles**, August 1988 (*House Document No. 2 of the 1989 Session, conducted under authority of Section 2.1-196.1 of the Code of Virginia, which directs JLARC to monitor internal service funds*) 104 pp. Reviewed progress made in implementing the recommendations of JLARC's 1979 study of the Central Garage, and examined new issues related to the Garage's 1984 designation as an internal service fund.

**Internal Service Funds Within the Department of General Services**, December 1987 (*Senate Document No. 18 of the 1988 Session, conducted*

*as part of JLARC's oversight responsibilities for internal service funds as defined in Section 2.1-196.1 of the Code of Virginia*) 110 pp. Reviewed both financial and operational aspects of the five funds within DGS: Central Warehouse, Office of Graphic Communications, State Surplus Property, Federal Surplus Property, and Maintenance and Repair Projects. Assessed rates and charges, fund balances, billing procedures, operational efficiency, and user satisfaction.

**Review of Information Technology in Virginia State Government**, August 1987 (*Performed under JLARC's authority to monitor internal service funds, as specified in Section 2.1-196 of the Code of Virginia, and authorized by the Commission*) 400 pp. A joint executive and legislative initiative. Assessed the success of the consolidation of formerly fragmented services into the Department of Information Technology and reviewed management of the department. Proposed improvements within both DIT and the user agencies.

**Working Capital Funds in Virginia**, June 1982 (*House Document No. 4 of the 1983 Session, authorized by Section 2.1-196.1, Code of Virginia*) 89 pp. Reviewed Virginia's working capital funds and evaluated selected areas of management of each of the five funds in existence at that time: Computer Services, Systems Development, Telecommunications, Central Warehouse, and Graphic Communications.

**Management and Use of State-Owned Motor Vehicles**, July 1979 (*authorized by Section 30-58.1, Code of Virginia*) 68 pp. Evaluated the utilization of State-owned passenger vehicles and appropriateness of management procedures.

**Operational Review: Working Capital Funds in Virginia**, February 1976 (*authorized by Section 2.1-196.1, Code of Virginia*) 70 pp. Assessed the use and management of working capital funds by State agencies and institutions.

# Virginia Retirement System Oversight

**VRS Oversight Report No. 8: Semi-Annual VRS Investment Report, May 1997** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 4 pp. Through selected graphics, compares VRS investment performance and asset allocation to established benchmarks. Discusses structural changes in several investment programs over the past year. Illustrates VRS investments by type, industry, sector, and country.

**VRS Oversight Report No. 7: Review of VRS Fiduciary Responsibility and Liability, January 1997** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 20 pp. Provides an analysis of the current risk of liability for VRS trustees and staff, examines sources of protection from liability, and makes recommendations on the prudence standard and legal protections.

**VRS Oversight Report No. 6: Biennial Status Report on the Virginia Retirement System, May 1996** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 24 pp. Reviews VRS' implementation of reform legislation enacted by the 1994 General Assembly. Assesses changes related to governance, performance, operations, and oversight.

**Legislator's Guide to the Virginia Retirement System, First Edition — May 1996** (authorized by Section 30-78E of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 145 pp. A comprehensive reference document on the Virginia Retirement System for use by legislators and others who need accurate information related to VRS governance and administration, benefit structure, investment policy, benefit funding policy, and retirement legislation.

**VRS Oversight Report No. 5: Semi-Annual VRS Investment Report, May 1966** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the

*Virginia Retirement System*), 12 pp. Provides an update on the effectiveness of the VRS asset allocation policy, compares investment performance to benchmarks, reports on a benefit liability analysis under way by VRS staff, and makes recommendations regarding investment risk management.

**VRS Oversight Report No. 4: Semi-Annual VRS Investment Report, September 1995** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 15 pp. Provides an update on implementation of the VRS asset allocation policy, reviews the monitoring of investment risks posed by the use of derivatives, compares investment returns to established benchmarks, and examines projected benefit expenses and contributions.

**VRS Oversight Report No. 3: The 1991 Early Retirement Incentive Program, May 1995** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 15 pp. Examines the design and implementation of the 1991 early retirement program, including the experience of selected State agencies and political subdivisions, and immediate savings versus long-term costs.

**VRS Oversight Report No. 2: The VRS Disability Retirement Program, March 1995** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 24 pp. Examines the operation and administration of VRS' disability retirement program, including structure and organization, demographic and financial characteristics, and disability determination. Also examines the extent to which disability retirees receive other income through employment.

**VRS Oversight Report No. 1: The VRS Investment Program, March 1995** (authorized by Section 30-78 et seq. of the Code of Virginia, which requires JLARC to provide the General Assembly with oversight capability concerning the Virginia Retirement System), 16 pp. Provides a summary update of VRS investment policies, pro-

cedures, and performance, including asset allocation, long-term assets and liabilities, and short-term investments and liquidity.

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**Review of the State's Group Life Insurance Program for Public Employees, January 1994** (*Senate Document 43 of the 1994 Session, authorized by Senate Joint Resolution 251 of the 1993 Session*), 33 pp. A report in a series on the VRS. Reviews the funding and rate structure of the group life insurance program administered by the VRS.

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**The Virginia Retirement System's Investment in the RF&P Corporation, December 1993** (*House Document 53 of the 1994 Session, authorized by House Joint Resolution 392 of the 1993 Session*), 92 pp. A report in a series on the VRS. Focuses specifically on one of VRS' major investments, the 1991 acquisition of the RF&P Corporation, including the VRS Board's role in the purchase, the soundness of the investment, and the use of a holding company to manage the State's interest in RF&P.

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**Review of the Virginia Retirement System, January 1994** (*House Document 52 of the 1994*

*Session, authorized by House Joint Resolution 392 of the 1993 Session*), 100 pp. A report in a series on the VRS. Reviews the structure and governance of the system, investment practices and performance, and the actuarial soundness of the retirement funds. Summarizes assessments by JLARC staff and by investment and actuarial consultants.

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**An Assessment of Eligibility for State Police Officers Retirement System Benefits, June 1987** (*House Document No. 2 of the 1988 Session, authorized by Item 13 of the 1986 Appropriations Act*) 96 pp. Reviewed SPORS and identified the criteria implicit in its establishment as a separate system. On the basis of these criteria, compared other State-compensated law enforcement groups to the State Police.

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**Virginia Supplemental Retirement System Management Review, October 1978** (*authorized by Section 30-60, Code of Virginia*) 96 pp. Provided a management review of the VSRS to complement a financial audit of the system conducted by the State Auditor of Public Accounts.

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*Former Governor Baliles (right) is interviewed in the small television studio in the basement of the General Assembly Building. The interview is part of a Commission study of the secretarial system (see study description at the top of the opposite page).*





## General Government Administration

### Work in Progress

**Secretarial System Follow-Up** (*Planning date for briefing: November 1997*). Beginning in 1982 and ending in 1984, JLARC conducted a comprehensive assessment of the Secretarial system in the Commonwealth of Virginia. Item 14 #5C of the 1996 Appropriation Act directs JLARC to conduct a follow-up of the 1984 assessment. The language asks JLARC to include a review of "the role of cabinet secretaries in internal agency management and the structure and staffing of the current secretarial system."

**Pay Equity in the State Workforce** (*Planning date for briefing: November 1997*). House Joint Resolution No. 491 of the 1996 General Assembly Session directed JLARC to study pay equity in the state workforce. JLARC is also directed to examine: (1) which jobs are segregated by gender; (2) within each pay grade, whether there is a wage gap between the jobs that are dominated by men and the jobs that are dominated by women; (3) the size of this wage gap; and (4) whether male- and female-dominated job classes at the same grade level have the same or similar qualifications. This study will examine salary differences between male and female workers within each job class, between job classes within each pay grade, between pay grades, and by State agency. The study will also compare current differences with differences observed in past years.

**The Feasibility of Modernizing Land Records in Virginia**, January 1997 (*Senate Document No. 20 of the 1997 Session, authorized by Senate Joint Resolution 338 of the 1995 Session*), 92 pp. Addresses the feasibility of automating land records maintained by Virginia's 121 local circuit court clerks. Includes recommendations on standards for land records, development of technology plans for clerks, and funding of technology initiatives to modernize land records.

**Interim Report: The Secretarial System in Virginia**, January 1997 (*House Document No. 68 of the 1997 Session, authorized by Item 14G of the 1996 Appropriation Act*), 14 pp. This interim report presents summary information on the background, creation, and evolution of the secretarial system in Virginia.

**Review of the Virginia Liaison Office**, October 1996 (*House Document No. 13 of the 1997 Session, authorized by Item 14D of the 1996 Appropriation Act*), 55 pp. A review of the mission, operations, organizational structure, and staffing of the Virginia Liaison Office.

**Minority-Owned Business Participation in State Contracts**, February 1996 (*House Document 53 of the 1996 Session, authorized by House Joint Resolution 554 of the 1995 Session*), 117 pp. A report on the participation of minority-owned businesses in State contracts. The report includes reliable information on the number and magnitude of State contracts with minority-owned businesses. Recommendations in the report relate to improving the process used by the State to report participation.

**Assessment of DPB's Methodology to Review the Impact of Regulations**, October 1995 (*authorized by Item 332G of the 1995 Appropriation Act*), 19 pp. This is a staff memorandum which examines the Department of Planning and Budget's progress in establishing regulatory impact analysis. Considers areas in which the methodology appears uncertain or unclear from submitted documentation, and indicates why more information about implementation of the methodology is needed.

**The Concept of Benchmarking for Future Government Actions**, July 1995 (*House Document 2 of the 1996 Session, authorized by House Joint Resolution 107 of the 1994 Session*), 62 pp. Defines and examines best practice benchmarking and performance measurement and their shared goal: organizational improvement with a greater focus on outcomes. Assesses the potential for applying benchmarking in Virginia State government.

**Review of Regional Planning District Commissions in Virginia**, November 1994 (*Senate Document 15 of the 1995 Session, authorized by Senate Joint Resolution 310 of the 1993 Session*), 80 pp. A report in a series on the State/local relations. Reviews the role of PDCs in relation to State and local governments, including regional priorities and performance, as well as potential future directions.

**Review of State-Owned Real Property**, October 1994 (*Senate Document 7 of the 1995 Ses-*

tion, authorized by Item 15 of the 1993 Appropriation Act and Senate Joint Resolution 239 of the 1993 Session), 78 pp. Examines the management and disposition of State-owned real property, and inventories and estimates the market value of potentially surplus real property.

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**Special Report: Review of the 900 East Main Street Building Renovation Project, March 1994** (Senate Document 55 of the 1994 Session, authorized by the Commission at the request of the Senate Finance Compensation and General Government Subcommittee), 46 pp. Examines the problems that occurred in the renovation of the 900 East Main Street Building, including the procurement of contractor services and the planning and management of the project.

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**Review of the Department of Personnel and Training, December 1993** (Senate Document 15 of the 1994 Session, authorized by Senate Joint Resolution 279 and House Joint Resolution 677 of the 1993 Session), 126 pp. Focuses on the organization and management of the department and its roles in the Commonwealth's personnel function, including training, health benefit services, compensation and classification services, and information management.

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**Local Taxation of Public Service Corporation Property, November 1993** (Senate Document 8 of the 1994 Session, authorized by Senate Joint Resolution 309 of the 1993 Session), 47 pp. Examines the effect of local property tax rates on the utility rates of public service corporations (PSCs), the relationship between local property tax rates and the value of PSC property, and alternative methods of taxing PSC property.

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**1993 Update: Catalog of State and Federal Mandates on Local Governments, June 1993** (House Document 2 of the 1994 Session, authorized by the Senate Joint Resolution 45 and House Joint Resolution 156 of the 1990 Session), 80 pp. A report in a series on State/local relations. Updates the first edition of the mandates catalog, and includes fiscal impact statements for new mandates.

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**State/Local Relations and Service Responsibilities, March 1993** (Senate Document 37 of the 1993 Session, authorized by Senate Joint Resolution 235 of the 1991 Session), 176 pp. A report in a series on State/local relations. Examines the assignment of service and funding responsibilities between the State and local governments, and the adequacy of the local tax and

debt structure. Outlines options for improving service and funding structures to address future conditions and problems.

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**Review of Virginia's Administrative Process Act, January 1993** (House Document 51 of the 1993 Session, authorized by House Joint Resolution 397 of the 1991 Session), 140 pp. Examines the efficiency and effectiveness of the Act, which governs the regulatory proceedings of State agencies, and the meaningfulness of public participation in the regulatory process.

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**Intergovernmental Mandates and Financial Aid to Local Governments, March 1992** (House Document 56 of the 1992 Session, authorized by Senate Joint Resolution 45 and House Joint Resolution 156 of the 1990 Session, and Senate Joint Resolution 235 of the 1991 Session), 172 pp. A report in a series on State/local relations. Follows up on JLARC's 1983 mandates report, examining issues related to mandates and local financial resources. Presents short- and long-term policy options.

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**Review of the Department of Taxation, January 1992** (House Document 49 of the 1992 Session, authorized by the 1991 Appropriation Act), 154 pp. Fourth report in a series reviewing the Commonwealth's executive system of financial planning, execution, and evaluation, focusing on the Department of Taxation's compliance revenue collection efforts as a means to help close the "tax gap."

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**Interim Report: Review of Virginia's Administrative Process Act, January 1992** (House Document 32 of the 1992 Session, authorized by House Joint Resolution 397 of the 1991 Session), 33 pp. Provides an overview of the basic structure, features, and stages of the Act, including its historical development. Preliminary study issues are identified.

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**Review of Virginia's Executive Budget Process, December 1991** (Senate Document 15 of the 1992 Session, authorized by the 1990 and 1991 Appropriation Acts), 110 pp. Third report in a series reviewing the Commonwealth's executive system of financial planning, execution, and evaluation, with a major focus on the Department of Planning and Budget.

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**Compensation of General Registrars, August 1991** (Senate Document 5 of the 1992 Session, authorized by Senate Joint Resolution 167 of the



1991 Session) 55 pp. Examines the compensation program for General Registrars, specific factors which should be used to determine compensation, and the appropriate State share of these costs.

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**Proposal for a Revenue Stabilization Fund in Virginia**, January 1991 (Senate Document 24 of the 1991 Session, authorized by the 1990 Appropriations Act) 53 pp. Second report in a series on the executive budget process. Examines "rainy day" funds as a means of coping with revenue shortfalls. Proposes a revenue stabilization fund with characteristics tailored to the Commonwealth.

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**Revenue Forecasting in the Executive Branch: Process and Models**, January 1991 (Senate Document 25 of the 1991 Session, authorized by the 1990 Appropriations Act) 53 pp. First report in a series on the executive budget process. Focuses on revenue forecasting issues, including accuracy, the effects of tax policy changes and judgmental inputs, and legislative involvement in the forecasting process.

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**Interim Report: State and Federal Mandates on Local Governments and Their Fiscal Impact**, January 1991 (Senate Document 23 of the 1991 Session, authorized by Senate Joint Resolution 45 and House Joint Resolution 156 of the 1990 Session) 6 pp. Outlines major research activities to be conducted and summarizes the past JLARC studies related to mandates.

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**Publication Practices of Virginia State Agencies**, November 1990 (Senate Document 9 of the 1991 Session, directed by the Commission under Section 30-58.2 of the Code of Virginia) 60 pp. Follows up on the publications portion of a 1982 JLARC study of publications and public relations. Recommends ways to reduce publications expenditures.

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**Funding of Constitutional Officers**, May 1990 (House Document 81 of the 1990 Session, authorized by Item 13 of the 1988 and 1989 Appropriations Acts) 71 pp. Final report in a series, building on the previous studies of workload standards and staffing for constitutional officers in Virginia. Proposes a more equitable and systematic funding process.

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**Technical Report: Statewide Staffing Standards for the Funding of Commonwealth's Attorneys**, April 1990 (House Document 75 of the

1990 Session, authorized by Item 13 of the 1988 and 1989 Appropriations Acts) 71 pp. Fifth report in a series on workload standards and staffing for constitutional officers in Virginia.

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**Technical Report: Statewide Staffing Standards for the Funding of Clerks of Court**, March 1990 (House Document 71 of the 1990 Session, authorized by Item 13 of the 1988 and 1989 Appropriations Acts) 71 pp. Fourth report in a series on workload standards and staffing for constitutional officers in Virginia.

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**Technical Report: Statewide Staffing Standards for the Funding of Commonwealth's Attorneys**, March 1990 (House Document 70 of the 1990 Session, authorized by Item 13 of the 1988 and 1989 Appropriations Acts) 71 pp. Third report in a series on workload standards and staffing for constitutional officers in Virginia.

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**Technical Report: Statewide Staffing Standards for the Funding of Sheriffs**, February 1990 (House Document 66 of the 1990 Session, authorized by Item 13 of the 1988 and 1989 Appropriations Acts) 71 pp. Second report in a series on workload standards and staffing for constitutional officers in Virginia.

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**Review of the Virginia Department of Workers' Compensation**, February 1990 (House Document 68 of the 1990 Session, authorized by Item 11 of the 1985 Appropriations Act) 147 pp. Performance audit and review of the agency, including claims management and organizational concerns. Final report in a series on independent agencies of State government.

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**Security Staffing in the Capitol Area**, November 1989 (House Document 17 of the 1990 Session, requested by the Speaker of the House and approved by the Commission) 121 pp. Examined alternatives to meet the security needs of agencies in the Capitol area, including a study of the effectiveness of the Capitol Police.

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**Interim Report: Status of Part-Time Commonwealth's Attorneys**, January 1989 (House Document 49 of the 1989 Session, authorized by Item 13 of the 1988 Appropriations Act and Senate Joint Resolution 55 of the 1988 Session) 32 pp. First report in a series on workload standards and staffing for constitutional officers in Virginia. Addressed the issue of part-time Commonwealth's attorney status.

**Technical Report: The State Salary Survey Methodology**, October 1988 (*House Document No. 5 of the 1989 Session, authorized by Item 13 of the 1988 Appropriations Act*) 106 pp. Reviewed methods used to compile and evaluate data reported in the State annual salary survey, examined methods used to determine the annual salary structure adjustment for State employees, and made recommendations for improving these methods.

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**Organization and Management Review of the State Corporation Commission**, December 1986 (*House Document No. 15 of the 1987 Session, authorized by Item 11 of the 1985 Appropriations Act*) 112 pp. Examined the SCC's organization and general management, financial management, personnel and staffing practices, and compliance with legislative intent.

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**Local Fiscal Stress and State Aid**, September 1985 (*House Document No. 4 of the 1986 Session, authorized by the Commission as a follow-up to the 1983 State Mandates report*) 86 pp. Provides updated information on local fiscal stress (through FY 1983) and summarizes 1984 and 1985 legislative actions impacting localities.

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**Towns in Virginia**, July 1985 (*House Document No. 2 of the 1986 Session, authorized by House Joint Resolution 105 of the 1982 Session and HJR 12 of the 1983 Session*) 120 pp. An outgrowth of JLARC's earlier report on State mandates and local fiscal stress, focused on issues of particular concern to towns.

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**Proceedings of the Conference on Legislative Oversight**, June 1986 (*Conference was required under provisions of Chapter 388 of the 1978 Acts of Assembly*) 86 pp. Record of conference examining the accomplishments of the Legislative Program Review and Evaluation Act and oversight issues in general.

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**Special Report: Patent and Copyright Issues in Virginia State Government**, March 1985 (*House Document No. 31 of the 1985 Session, requested by the Speaker of the House and authorized by the Commission*) 54 pp. Examined intellectual property issues related to State agencies and institutions of higher education.

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**Special Report: ADP Contracting at the State Corporation Commission**, November 1984 (*House Document No. 4 of the 1985 Session, requested by the Speaker of the House and autho-*

*rized by the Commission*) 40 pp. Examined the SCC's compliance with the Commonwealth's Public Procurement Act and related issues in contracting for automated data systems.

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**Organization of the Executive Branch in Virginia: A Summary Report**, January 1984 (*House Document 44 of the 1984 Session, authorized by House Joint Resolution 33 of 1982 Session and House Joint Resolution 33 of the 1982 Session*) 36 pp. A synthesis of the preceding three reports. Highlighted each principal finding and associated recommendations, and included a statement of the actions taken on each.

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**An Assessment of the Role of Boards and Commissions in the Executive Branch of Virginia**, January 1984 (*House Document No. 22 of the 1984 Session, authorized by House Joint Resolution 33 of the 1982 Session and House Joint Resolution 6 of the 1983 Session*) 90 pp. Assessed whether the boards' involvements in agency operations are consistent with statute and the management needs of the Commonwealth. Also addressed the relationships of boards, agency directors, and the Governor's secretaries, and the unique contributions of board members.

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**An Assessment of the Secretarial System in the Commonwealth of Virginia**, January 1984 (*House Document No. 21 of the 1984 Session, authorized by House Joint Resolution 33 of the 1982 Session and House Joint Resolution 6 of the 1983 Session*) 76 pp. Assessed the extent to which (1) the responsibilities and activities of the Governor's secretaries are consistent with the purposes of the system and (2) the structure is useful in effectively managing the State's resources and administrative processes.

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**An Assessment of Structural Targets in the Executive Branch of Virginia**, January 1984 (*House Document No. 20 of the 1984 Session, authorized by House Joint Resolution 33 of the 1982 Session and House Joint Resolution 6 of the 1983 Session*) 134 pp. Examined the organization of the executive branch for the purpose of determining the most efficient and effective structure. Included specific recommendations regarding duplication, fragmentation, and inconsistent alignment.

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**State Mandates on Local Governments and Local Financial Resources**, December 1983 (*House Document No. 15 of the 1984 Session, authorized by House Joint Resolution 105 of the*

1982 Session and House Joint Resolution 12 of the 1983 Session) 218 pp. Reviewed the responsibilities of State and local governments for providing public services, the State's procedures for aiding local governments, the sources of revenue that were or could be allocated to the various types of local governments, and their adequacy. Included fiscal capacity and stress measures for all counties and cities.

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**Interim Report: Organization of the Executive Branch, January 1983** (House Document No. 37 of the 1983 Session, authorized by House Joint Resolution 33 of the 1982 Session) 15 pp. Provided background information on the executive branch, and summarized research activities for the series of four final reports (see January 1984).

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**Interim Report: Local Mandates and Financial Resources, January 1983** (House Document No. 40 of the 1983 Session, authorized by House Joint Resolution 105 of the 1982 Session) 38 pp. Provided background information and summarized progress toward the final report (see December 1983).

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**Consolidation of Office Space in Northern Virginia, January 1983** (Senate Document No. 15 of the 1983 Session, authorized by Senate Joint Resolution 29 of the 1982 Session) 64 pp. Examined the feasibility, desirability, and cost effectiveness of consolidating State agency offices located in Northern Virginia.

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**Consolidation of Office Space in the Roanoke Area, December 1982** (Senate Document No. 8 of the 1983 Session, authorized by Senate Joint Resolution 29 of the 1982 Session) 66 pp. Examined the feasibility, desirability, and cost effectiveness of consolidating State agency offices located in the Roanoke area. Special attention devoted to a leasing proposal from the City of Roanoke.

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**Publications and Public Relations of State Agencies in Virginia, January 1982** (Senate Document No. 23 of the 1982 Session, authorized by Senate Joint Resolution 166 of the 1981 Session) 115 pp. Assessed the value of the publications of State agencies, and other public relations efforts. Recommended changes in reporting requirements to achieve savings.

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**Federal Funds in Virginia, January 1981** (authorized by House Joint Resolution 237 of the

1979 Session) 20 pp. Summary study that assessed the impact of federal funds on State agencies and local governments. Provided information on the implementation of recommendations from earlier reports on this subject.

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**Federal Funds in Virginia: Special Report, October 1980** (House Document No. 6 of the 1981 Session, authorized by House Joint Resolution 237 of the 1979 Session) 122 pp. Focused on federal influence over State and local programs and evaluated the procedures by which federal funds are sought, utilized, monitored, and controlled.

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**Management and Use of Consultants by State Agencies: Operational Review, May 1980** (authorized by Section 30-58.1, Code of Virginia) 73 pp. Assessed the need for and the use of consultants by State agencies. Made recommendations to increase competitive bidding and improve documentation and accountability.

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**Special Study: Federal Funds - Interim Report, December 1979** (House Document No. 16 of the 1980 Session, authorized by House Joint Resolution 237 of the 1979 Session) 42 pp. Provided background information on the intergovernmental aid system. Reviewed the growth and distribution of federal funds in Virginia.

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**Special Study: Camp Pendleton, November 1978** (House Document No. 3 of the 1979 Session, authorized by House Joint Resolution 14 of the 1978 session), 58 pp. Examined the utilization of Camp Pendleton, the needs of the Virginia National Guard for training facilities, and the needs of adjacent communities for public-purpose land.

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**Operational Review: The Capital Outlay Process in Virginia, October 1978** (authorized by Section 30-58.1, Code of Virginia) 94 pp. Reviewed the planning, budgeting, and implementing procedures of the capital outlay process in the State. Focused on authorized construction, and also reported on unauthorized construction activity.

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**The Sunset Phenomenon, December 1977** (authorized by House Joint Resolution 178), 89 pp. Third and final report of the HJR 178 study. Contains legislation recommended to the General Assembly.

**Zero-Base Budgeting?**, December 1977 (authorized by House Joint Resolution 178) 52 pp. Text of prepared remarks and taped testimony from a budget forum held in August 1977 on Zero-Base Budgeting and its potential relevance for use in Virginia.

**Sunset, Zero-Base Budgeting, Evaluation**, September 1977 (authorized by House Joint Resolution 178) 84 pp. Transcribed text of a two-day conference sponsored by JLARC on the concepts of Sunset, Zero-Base Budgeting, and Legislative Program Evaluation.

**Operational Review: Management of State-Owned Land in Virginia**, April 1977 (authorized by Section 30-58.1, Code of Virginia) 64 pp. Assessed the processes for management and disposition of land owned by State agencies and institutions.

**Note on the Biennial Report to the General Assembly**

In addition to the study reports listed in this bibliography, the Commission has published ten biennial reports (including this one), beginning with the 1979 edition. These publications are required by JLARC's enabling statutes. Each *Report to the General Assembly* updates the Legislature on JLARC's work for the previous two years.

Most of the reports in this bibliography, as well as the biennial reports, are still in print and are available from the JLARC office upon request.

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❖ Indicates staff with primary assignment to this project



## Powers and Duties of the Commission

The Commission shall have the following powers and duties:

A. Make performance reviews of operations of state agencies to ascertain that sums appropriated have been, or are being, expended for the purposes for which such appropriations were made and to evaluate the effectiveness of programs in accomplishing legislative intent;

B. Study on a continuing basis the operations, practices, and duties of state agencies, as they relate to efficiency in the utilization of space, personnel, equipment, and facilities;

C. Make such special studies and reports of the operations and functions of state agencies as it deems appropriate and as may be requested by the General Assembly;

D. Make such reports on its findings and recommendations at such time and in such manner as the Commission deems proper, submitting same to the agencies concerned, to the Governor, and to the General Assembly. Such reports as are submitted shall relate to the following matters:

1. Ways in which the agencies may operate more economically and efficiently;

2. Ways in which agencies can provide better services to the Commonwealth and to the people; and

3. Areas in which functions of state agencies are duplicative, overlapping, or failing to accomplish legislative objectives or for any other reason should be redefined or redistributed.



# JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION



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