



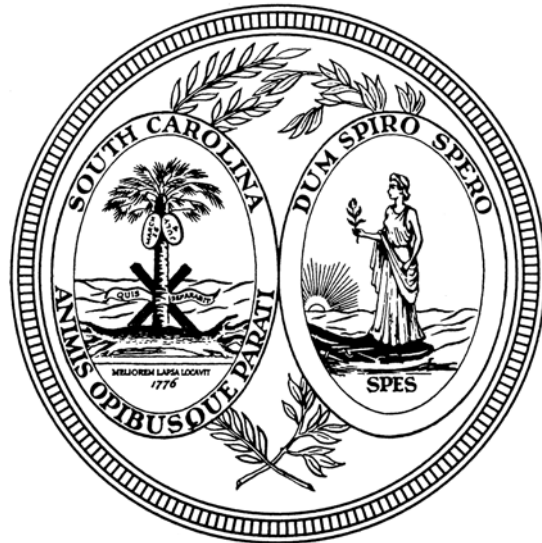
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SOUTH CAROLINA GENERAL ASSEMBLY

# Legislative Audit Council

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## ANNUAL ACCOUNTABILITY REPORT FY 07-08

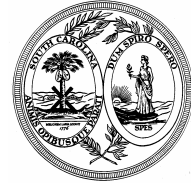




SOUTH CAROLINA GENERAL ASSEMBLY

# Legislative Audit Council

Independence, Reliability, Integrity



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September 15, 2008

His Excellency, Mark Sanford, Governor  
and Members of the General Assembly:

We are pleased to provide the annual accountability report of the South Carolina Legislative Audit Council for the fiscal year ended June 30, 2008. The LAC encourages legislative requests for performance audits and is committed to audit work that will be responsive to legislative needs. Please call me or Jane Thesing, deputy director, at (803) 253-7612 with questions or comments.

Respectfully submitted,

A handwritten signature in cursive script that reads 'George L. Schroeder'.

George L. Schroeder  
Director

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## Section I — Executive Summary

### 1. Mission, Vision, and Values

The LAC's mission is to conduct performance audits of state agencies and programs to help ensure that their operations are efficient and that they achieve their performance goals and comply with the law. Our vision is to become a primary source of information for legislative decision makers and the citizens of South Carolina in their efforts to improve state government. In conducting audits, the LAC seeks to uphold the values of independence, reliability, accuracy, and thoroughness.

### 2. Major Achievements in FY 07-08

In FY 07-08, the Legislative Audit Council published four performance audits and three follow-up reports of state government programs. We made 72 recommendations and identified potential financial benefits of approximately \$1.6 million. In each of our audits, we also identified ways to improve the performance of state government that are not financial. Recently, we were awarded the 2008 Excellence in Evaluation Award from the National Legislative Program Evaluation Society.

Summaries of the audits and follow-up reports we published in FY 07-08 are on pages 22 – 24.

### 3. Key Strategic Goals

The LAC has three strategic goals:

1. Maintain or reduce the cost of state government.
2. Improve the performance of state government.
3. Provide information to the South Carolina General Assembly and the public.

### 4. Key Strategic Challenges

In FY 08-09, the LAC's director and deputy director will be retiring, presenting key strategic challenges within our organization. These challenges include the hiring of a qualified and independent new director by our governing board and the adaptation of the organization to a new director. Because of our long-term adherence to Government Auditing Standards, established by the Comptroller General of the United States, there will be a framework within which a new director and existing staff can implement a transition. We anticipate no key strategic challenges in accomplishing our primary mission of helping to ensure that state agency operations are efficient, that they achieve their performance goals and comply with the law. We also anticipate no financial-related strategic challenges.

### 5. Use of the Accountability Report

The process of developing annual accountability reports has resulted in our use of formal strategic planning. It has also resulted in our development of outcome measures. In FY 03-04,

we introduced a new outcome measure called “Percent of Audit Recommendations Implemented.” In FY 04-05, we introduced a new outcome measure called “Financial Benefits Realized.” We calculate these two statistics each year through our follow-up audit process, which has enabled us to quantify the extent to which our audits have been successful.

## **Section II — Organizational Profile**

### **1. Main Products and Services**

The LAC’s main products are performance audits of state agencies and programs, in which we identify ways to reduce the cost and improve the performance of state agencies, and provide information to the General Assembly and the public. We help ensure that operations are efficient and that agencies follow the law to achieve the desired results. We deliver the results of these audits in published reports.

### **2. Key Customer Groups and Their Key Expectations**

The LAC’s key customer groups are the General Assembly and the citizens of South Carolina. We provide information, analysis, and recommendations to help the General Assembly improve state agencies and to help the citizens of South Carolina oversee state government. Our key customer groups’ key expectations include independence, reliability, accuracy, and thoroughness.

### **3. Key Stakeholder Groups**

The LAC’s key stakeholder groups are the agencies we audit. We provide information, analysis, and recommendations to assist them in improving their operations.

### **4. Key Suppliers and Partners**

The primary inputs used by the LAC to produce audits are labor and information. Below we describe the key suppliers of these inputs:

- LAC employees conduct almost all of the information collection, analysis, and writing required to prepare an audit. Infrequently, we obtain the services of an outside entity to conduct analysis. The key suppliers of our employees are colleges and universities in South Carolina and elsewhere, as well as other government agencies.
- Our key suppliers of information are the agencies we audit, central state government agencies in South Carolina (such as the Office of the Comptroller General, Office of the State Treasurer, and the Office of Human Resources), agencies in other states, and the federal government.

We have no formal partnerships; however, on an as-needed basis, we consult with the Office of the Attorney General, the Office of the State Auditor, the procurement audit section of the Budget and Control Board, and the State Law Enforcement Division.

## 5. Office Location

The LAC operates out of a single location at:

1331 Elmwood Avenue  
Suite 315  
Columbia, SC 29201

## 6. Number of Employees

The LAC had 19 employees, all unclassified, at the end of FY 07-08.

## 7. Regulatory Environment

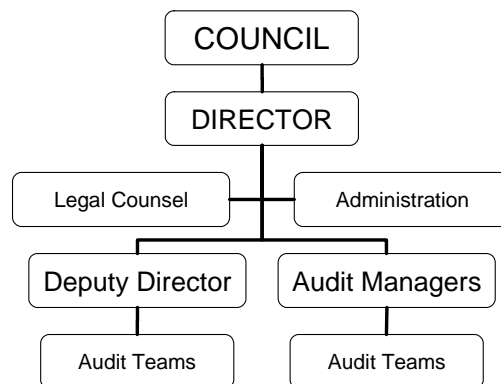
The LAC operates under the requirements of Government Auditing Standards established by the Comptroller General of the United States.

## 8. Performance Improvement Systems

The LAC's senior leaders encourage input and innovative ideas from staff throughout the year. Our organization has informal discussions, formal staff meetings, and formal staff committees.

We have implemented structured mechanisms for identifying area in need of improvement, including legislator surveys, LAC staff surveys, peer reviews, and performance measures.

## 9. Organizational Structure



## 10. Expenditures and Appropriations

MAJOR BUDGET CATEGORIES	FY 06-07 ACTUAL EXPENDITURES		FY 07-08 ACTUAL EXPENDITURES		FY 08-09 APPROPRIATIONS ACT	
	Total Funds	General Funds	Total Funds	General Funds	Total Funds	General Funds
Personal Service	\$864,277	\$864,277		1,062,567		988,766
Other Operating	116,269	116,269		166,323		114,178
Special Items						
Permanent Improvements						
Case Services						
Distribution to Subdivisions						
Fringe Benefits	227,000	227,000		289,179		252,220
Non-recurring						
<b>TOTAL</b>	<b>\$1,207,546</b>	<b>\$1,207,546</b>	<b>\$1,518,069</b>	<b>\$1,518,069</b>	<b>1,355,164</b>	<b>1,355,164</b>

### Other Expenditures

Sources of Funds	ACTUAL EXPENDITURES	
	FY 06-07	FY 07-08
Supplemental Bills	\$0	\$0
Capital Reserve Funds	\$0	\$0
Bonds	\$0	\$0

## 11. Major Program Areas

PROGRAM NUMBER AND TITLE	MAJOR PROGRAM AREA AND PURPOSE	FY 06-07 ACTUAL EXPENDITURES	FY 07-08 ACTUAL EXPENDITURES	KEY CROSS REFERENCES FOR FINANCIAL RESULTS
I – II	The work of the Legislative Audit Council is authorized by S.C. Code §2-15-10 <i>et seq.</i> Our sole program is conducting performance audits to find ways to reduce the cost and improve the performance of state agencies and programs, and to provide information to the General Assembly and the public.	State: \$1,207,564 Federal: 0 Other: 0 Total: \$1,207,564  % of Total Budget: 100%	State: \$1,518,069 Federal: 0 Other: 0 Total: \$1,518,069  % of Total Budget: 100%	See Chart 7.1.1 Table 7.1.3

## Section III — Elements of Malcolm Baldrige Criteria

### Category 1 — Senior Leadership, Governance, and Social Responsibility

1. How do senior leaders set, deploy, and ensure two-way communication for:

a) Short- and long-term direction and organizational priorities?

The LAC's short-term direction and organizational priorities are established by its senior leaders (council, director, deputy director, and audit managers) through the development of audit plans that are written and carried out with the assistance of staff. The LAC's senior leaders set long-term direction and organizational priorities using:

- Section 2-15-10 *et seq.* of the South Carolina Code of Laws.
- Government Auditing Standards established by the Comptroller General of the United States.
- Input from staff, both informally and in the form of committees.
- Input from the General Assembly.

The forums for developing direction and priorities, which are usually communicated by written policy, include staff meetings, management meetings, staff committees, and informal discussions. Ideas come from LAC leadership, staff, members of the General Assembly, National Legislative Program Evaluation Society (NLPES) member states, and Government Auditing Standards.

b) Performance expectations?

The LAC's senior leaders, in conjunction with state law and Government Auditing Standards, have established performance expectations for all aspects of audit work. These are discussed among all staff at audit team meetings, and further communicated through audit and policy manuals, and through a written personnel evaluation instrument.

c) Organizational values?

The LAC's senior leaders have established the organizational values of responsiveness, fairness, independence, thoroughness, and accuracy in a manner that is consistent with Government Auditing Standards. These are discussed and communicated among all staff at agency and audit team meetings, and further communicated through audit and policy manuals, and through a written personnel evaluation instrument.



d) Ethical behavior?

The expectation of ethical behavior at the LAC has been established by senior leaders and staff in a manner consistent with Government Auditing Standards. Behavioral expectations, including independence, thoroughness, accuracy, and compliance with state law, are discussed and communicated among all staff at agency and audit team meetings, and further communicated through audit and policy manuals, and through a written personnel evaluation instrument.

2. How do senior leaders establish and promote a focus on customers and other stakeholders?

Senior leaders have established a focus on customers by establishing written policies that require two-way communication with members of the General Assembly and the agencies we audit at specific points before, during, and after each audit. Also, senior leaders have established policies through which the citizens and the media are informed of and have access to all audits.

3. How does the organization address the current and potential impact on the public of its programs, services, facilities, and operations, including associated risks?

The LAC considers the effects of our recommendations on the public. During our audits, we seek the input and advice of citizen and business groups. We use the information from these sources to ensure that our recommendations result in lower costs and/or improved services without negative consequences that outweigh the benefits.

4. How do senior leaders maintain fiscal, legal, and regulatory accountability?

Senior leaders are subject to external processes required by state law, that address fiscal, legal, and regulatory accountability. These external processes include financial audits, procurement audits, as well as the information we communicate in this annual accountability report. Internally, we have in place policies and procedures that address fiscal, legal, and regulatory accountability. These internal policies and procedures include internal controls in areas such as purchasing, employee travel, and employee leave.

5. What performance measures do senior leaders regularly review to inform them of needed actions?

Key performance measures that senior leaders regularly review include compliance with Government Auditing Standards, legislator satisfaction, employee satisfaction, cost per audit hour, product timeliness, and the number and dollar value of findings and recommendations. We have also have outcome measures through which we monitor the percentage of our recommendations that have been implemented as well as the resulting financial benefits.

6. How do senior leaders use organizational performance review findings and employee feedback to improve their own leadership effectiveness, the effectiveness of management throughout the organization including the head of the organization, and the governance board/policy making body? How do their personal actions reflect a commitment to the organizational values?

Our governing council, director, and other senior leaders seek to uphold the values of independence, reliability, accuracy, and thoroughness by openly responding to shortcomings highlighted by performance measurements, disinterested peer review teams, and LAC staff. In response to feedback from our performance measures, senior leaders have charged staff committees with amending our policies and practices

7. How do senior leaders promote and personally participate in succession planning and the development of future organizational leaders?

Our senior leaders identify potential future management staff and ensure that they are given supervisory assignments in anticipation of promotional opportunities. In addition, these staff are given responsibility for managing follow-up audits under the direction of our senior leaders.

8. How do senior leaders create an environment for performance improvement and the accomplishment of strategic objectives?

The LAC's senior leaders encourage input and innovative ideas from staff throughout the year. Our organization has informal discussions, formal staff meetings, and formal staff committees. This environment complements our system of quantitative performance measures and targets.

9. How do senior leaders create an environment for organizational and workforce learning?

At the beginning and end of each audit assignment, staff meet with their supervisors to determine the skills that they and the organization need to develop. Staff attend organizational and staff training and classes to develop the needed skills. Government Auditing Standards established by the Comptroller General of the United States require that each of our auditors completes at least 80 hours of training every two years.

10. How do senior leaders communicate with, engage, empower, and motivate the entire workforce throughout the organization? How do senior leaders take an active role in reward and recognition processes to reinforce high performance throughout the organization?

Ours is a small organization, with fewer than 20 employees, all working at a single location. Most engagement, communication, empowerment, and motivation occurs informally through daily interaction and face-to-face conversation. Appointments are not required for any employee to meet with any senior leader. We have regular meetings of audit teams, chaired by audit managers, and regular agencywide meetings, chaired by the

director. We also have an employee-of-the-quarter program and a program in which any employee can formally recognize the accomplishment of any other employee at any time.

11. How do senior leaders actively support and strengthen the communities in which your organization operates? Include how senior leaders determine areas of emphasis for organizational involvement and support, and how senior leaders, the workforce, and the organization contribute to improving these communities.

The LAC supports and strengthens South Carolina primarily by being a source of information about the workings of state government. The director speaks to community organizations throughout the year. Senior leadership answers questions from the media, which are the primary means by which most citizens learn of our audits. On a continual basis, we answer questions from citizens who need information on how to obtain help from state government. Citizens are usually interested in topics from recent audits, which have been requested by the General Assembly. Also, our employees participate in charitable fundraising events, including the United Way, and make Red Cross blood donations.

## Category 2 — Strategic Planning

PROGRAM NUMBER AND TITLE	SUPPORTED AGENCY STRATEGIC PLANNING GOAL / OBJECTIVE	RELATED FY 07-08 KEY AGENCY ACTION PLANS / INITIATIVES	KEY CROSS REFERENCES FOR PERFORMANCE MEASURES
I - II	Reduce the cost of state government.  Improve the performance of state government.  Provide information to the General Assembly and the public.	Employ qualified staff by developing their knowledge, skills, and abilities and by providing a positive work environment.	See Chart 7.4.1 Table 7.4.2 Chart 7.4.3
		Conduct performance audits of state agency programs in compliance with Government Auditing Standards.	See Table 7.5.1
		Make and determine compliance with recommendations for reducing the cost of state government and improving its performance.	See Chart 7.1.1 Chart 7.1.2 Table 7.1.3 Table 7.1.4
		Ensure that audits are published in a timely manner.	See Table 7.3.2
		Ensure that audits are conducted in an efficient manner.	See Table 7.3.1
		Ensure that the performance audits meet the needs of the legislators who request them.	See Chart 7.2.1

1. What is your Strategic Planning process, including key participants?

The process of developing the LAC’s strategic plan includes meetings and formal discussions of senior leaders.

How does your Strategic Planning process address:

- a) Your organization’s strengths, weaknesses, opportunities, and threats?

The LAC’s strategic plan identifies “organizational integrity” and “professional independence” as our “distinctive competencies.” Our strategic objectives

include quantified performance targets for areas in which we have identified opportunities and threats. One performance target which we have not met is the publishing of audits in a “timely manner.”

b) Financial, regulatory, societal, and other potential risks?

Our strategic objectives, when met, can reduce financial, regulatory, and societal risks. Consistent with these objectives, our audit reports contain recommendations on how to reduce the risk of:

- Unnecessary or excessive state government expenditures.
- Unnecessary or excessive state government regulation.
- Harm to citizens resulting from the inadequate implementation of state government programs.

(c) Shifts in technology, regulatory, societal and other potential risks, and customer preferences?

In our FY 07-08 strategic planning process regarding these areas, we identified no shifts that would have a material impact on our operations.

(d) Workforce capabilities and needs?

To ensure that the LAC attracts and retains qualified staff, the LAC’s FY 07-08 strategic planning process required that auditors have graduate degrees and/or professional licenses. We require that auditors undergo continuing education of 80 hours every two years in accordance with Government Auditing Standards established by the Comptroller General of the United States. At the beginning of each audit assignment, staff meet with their supervisors to determine the skills that they and the organization need to develop. We also conduct satisfaction surveys of our employees every other year.

(e) Organizational continuity in emergencies?

Working papers from completed audits are stored offsite in a state government warehouse. Our computerized data files are backed up each day and maintained offsite.

(f) Your ability to execute the strategic plan.

We developed our strategic plan based on the assumption that its execution is largely in our control. Certain performance measures linked with our strategic plan (such as the number of recommendations and potential financial benefits) are also a function of the programs we audit.

2. How do your strategic objectives address the strategic challenges you identified in your Executive Summary?

In the Executive Summary of this document, we identified the pending FY 08-09 retirement of the LAC's director and deputy director as key strategic challenges. Our strategic objectives and action plans are designed to help maintain the LAC's stability in the event of changes in leadership. Because of our long-term adherence to Government Auditing Standards, there will be a framework within which a new director and existing staff can minimize transitional issues. The minimum education and ongoing training requirements for LAC staff will also minimize transitional issues.

3. How do you develop and track action plans that address your key strategic objectives, and how do you allocate resources to ensure the accomplishment of your action plans?

The process of developing LAC action plans that address key strategic objectives, and tracking their implementation, includes communication among various senior leaders, auditors, and administrative staff and reviewing statistics calculated by audit teams. Senior leaders allocate resources (which, for our agency means personnel, primarily) through a series of meetings throughout the year, in which projects are matched with the skills of our staff and the necessary number of staff required to accomplish our objectives.

4. How do you communicate and deploy your strategic objectives, action plans, and related performance measures?

The LAC communicates its strategic objectives, action plans, and related performance measures through discussions among all staff at agency and audit team meetings. They are further communicated through audit and policy manuals. The deployment of strategic objectives, action plans, and performance measures is conducted by senior leaders, audit teams, and administrative staff.

5. How do you measure progress on your action plans?

Each action plan is linked with one or more of our eleven performance measures. (See the strategic planning chart on page 8.) We have established year-end performance targets for six of these measures (see pages 27 – 29). All of these measures are monitored annually, and some are monitored monthly.

6. How do you evaluate and improve your strategic planning process?

Periodically, we have meetings of staff and meetings of senior leaders at which we discuss ways to improve our strategic planning process.

7. If the agency's strategic plan is available to the public through the agency's internet homepage, please provide a website address for that plan. Our strategic plan is available on our website at [LAC.SC.GOV](http://LAC.SC.GOV).

### Category 3 — Customer Focus

1. How do you determine who your customers are and what their key requirements are?

The LAC determines who its customers are by reviewing state law. We determine their key requirements as follows:

- All audits must be requested by five or more legislators or be mandated specifically by state law. At the beginning of each audit, we meet with the legislative requesters to ensure that we understand their concerns. We then send a letter confirming audit objectives to the requesters and informing them of the estimated audit completion date. After each audit has been published, we conduct written satisfaction surveys of legislators.
- Determining the key requirements of the citizens is a complex task. Citizens will often contact us about an agency that is alleged to be performing in a substandard manner. We give instructions to such callers regarding how audits can be requested through their local legislators. Upon request, we also meet with members of the public to discuss their concerns.
- The news media are crucial to communication between the LAC and the General Assembly and the LAC and the public. A news story will often highlight a concern of members of the General Assembly or the public that is relevant to an upcoming or ongoing audit. For most of the public, news stories are the only source of information regarding LAC audits. We therefore provide copies of our reports to news media and answer their questions.

2. How do you keep your listening and learning methods current with changing customer/business needs and expectations?

The LAC listens to and learns the needs of legislators through post-audit surveys and face-to-face conversations.

3. What are your key customer access mechanisms, and how do these access mechanisms enable customers to seek information, conduct business, and make complaints?

Each of our reports and report summaries are available on our website ([lac.sc.gov](http://lac.sc.gov)). Citizens may contact us by telephone at 803-253-7612 or by e-mail. Citizens may also visit our office at 1331 Elmwood Avenue, Suite 315 in Columbia. To ensure ease of access, parking is convenient and free.

4. How do you measure customer/stakeholder satisfaction and dissatisfaction, and use this information to improve?

The LAC measures the satisfaction of legislators with post-audit surveys. We publish performance measures and performance targets in our accountability report so that we, legislators, and the public can gauge the extent to which we are improving over time.

5. How do you use information and feedback from customers/stakeholders to keep services and programs relevant and provide for continuous improvement?

Because many legislators and citizens do not have time to read an entire report, we publish summaries of each report. We also meet regularly with legislators on an informal basis to ensure that the independent information we provide is useful.

6. How do you build positive relationships with customers and stakeholders? Indicate any key distinctions between different customer and stakeholder groups.

The LAC maintains open lines of communication with legislators, citizens, and the agencies we audit. We regularly provide them with information from our audits. On short notice, any legislator, citizen, or agency official may meet with a senior staff member of the LAC.

#### Category 4 — Measurement, Analysis, and Knowledge Management

1. How do you decide which operations, processes, and systems to measure for tracking financial and operational performance, including progress relative to strategic objectives and action plans?

We have developed performance measures that address audit results as well as the quality and efficiency of internal operations. These measures were selected by LAC senior leaders, in conjunction with staff, based on similar measures used by the federal Government Accountability Office.

##### *Audit Results*

Each year we measure the following key *outputs*:

- The potential financial benefits identified in LAC audits.
- The number of recommendations in LAC audits.

Each year we also measure the following key *outcomes*:

- The financial benefits realized from LAC audits.
- The percentage of recommendations implemented from LAC audits.

The type of auditing the LAC does and the way it gets assignments make it difficult to quantify targets or benchmarks from other states that relate to reducing the cost and improving the performance of state government. Most LAC audits are requested on an ad hoc basis by members of the General Assembly, preventing us from knowing in the planning process what programs we will be auditing or the objectives of those audits. In addition, organizations similar to the LAC in other states do not always audit the same programs that are audited by the LAC.

### *Quality and Efficiency of Internal Operations*

Each year we measure aspects of the LAC's internal operations that we associate with quality and efficiency. Below is a list of internal performance targets established for FY 08-09.

- 90% of auditors will have graduate degrees or professional licenses.
- 100% of auditors will undergo a minimum of 20 hours of training each year and 80 hours within a specified two-year training period, in accordance with Government Auditing Standards. This training addresses topics such as fraud prevention, policy analysis, general management, and accounting.
- The LAC will comply with Government Auditing Standards, as determined by peer reviews conducted by teams of auditors from throughout the United States.
- 80% of South Carolina legislators will be satisfied with the quality of our audits.
- The LAC will publish 80% of audits within 30 days of their projected dates of publication.
- The LAC's costs will be limited to \$65 per audit hour.

2. How do you select, collect, align, and integrate data/information for analysis to provide effective support for decision making and innovation throughout your organization?

We use data/information analysis to provide effective support for decisions in multiple areas. For example, before determining the appropriate staff to assign to an audit, senior leaders conduct a preliminary assessment of the potential issues and the expertise the project will require. When deciding whether to make a recommendation in an audit report, auditors at all levels assess the potential costs and benefits of the recommendation. Auditors at all levels are provided data to help them match their training needs with agency resources.

3. What are your key measures, how do you review them, and how do you keep them current with organizational service needs and directions?

In the short term, our key measures are measures of *output* — potential financial benefits *identified* and the number of recommendations *made* in LAC audits. In the long term, our key measures are measures of *outcome* — the percentage of recommendations *implemented* from LAC audits and the financial benefits *realized* from implementing LAC recommendations.



We review these measures, whose accuracy is ensured by our quality control process, at the end of each audit and follow-up audit.

Because we have established these measures based on the perennial needs of the LAC as an audit organization, it is not likely that they will cease to be current.

4. How do you select and use comparative data and information to support operational and strategic decision making and innovation?

The LAC has chosen to follow Government Auditing Standards established by the Comptroller General of the United States because they are recognized as a national benchmark for government performance auditing. These standards are detailed in their requirements and are reflected in our strategic plan and performance measures. Multi-state peer review teams, which review our compliance with the standards every three years, provide us with information that we use to compare the LAC with audit organizations in other states.

5. How do you ensure data integrity, timeliness, accuracy, security, and availability for decision making?

The LAC ensures the soundness of data through various means. The soundness of data regarding LAC professional qualifications, training hours, legislator satisfaction, employee satisfaction, audit results, cost, and audit timeliness is ensured through direct inspection by senior leaders and documentation from independent outside entities. The soundness of data provided by other organizations is ensured by LAC staff who inspect original documentation, make comparisons with other sources of data, and review internal controls of the agencies being audited. In addition, agencies are allowed to review and comment on our reports prior to publication.

6. How do you translate organizational performance review findings into priorities for continuous improvement?

Every three years, a peer review team, comprised of auditors from throughout the country, reviews the LAC's compliance with Government Auditing Standards. After each peer review, we establish a temporary committee to implement the recommendations of the peer review team.

7. How do you collect, transfer, and maintain organizational and employee knowledge? How do you identify and share best practices?

The LAC collects, transfers, and maintains organizational and employee knowledge through several mechanisms. First, for new auditors, we have a detailed orientation and training program conducted by experienced auditors. Not only does this practice transfer organizational knowledge to new auditors, it gives our experienced auditors the opportunity to rethink LAC audit practices. Second, we have developed and continuously update policy and procedure manuals for auditing and administrative activities.

Amendments to these manuals are developed and analyzed by staff committees. Third, we are members of the National Legislative Program Evaluation Society, through which we share with staff in other states accumulated knowledge and best practices.

## Category 5 — Workforce Focus

1. How does management organize and measure work to enable your workforce to: (1) develop to their full potential, aligned with the organization's objectives, strategies, and action plans; and (2) promote cooperation, initiative, empowerment, teamwork, innovation and your organizational culture?

The LAC organizes the work of its auditors in teams. At the beginning of each audit assignment, team members work together to develop an audit plan. Audit plans are reviewed by the agency director to ensure that they are consistent with the audit request made by legislators as well as the LAC's strategic objectives and action plans.

The audit manager gives research assignments to each auditor based, in part, on the skills and expressed interests of the auditor. The results from each research area and the timeliness of its completion are measured using standardized forms. In completing their assignments, auditors often consult with and obtain the perspective of teammates. New ideas for improving state government and/or reducing its cost are encouraged.

2. How do you achieve effective communication and knowledge/skill/best practice sharing across department, jobs, and locations? Give examples.

Because the LAC has fewer than twenty employees and operates at a single location, effective communication and collaboration occur primarily on an informal basis. In addition, staff periodically conduct formal in-house training of colleagues on various audit-related topics.

3. How does management recruit, hire, place, and retain new employees? Describe any barriers that you may encounter.

The LAC hires primarily at the entry level, with promotions being made from current staff. Using written minimum job qualifications and descriptions, we usually advertise in area newspapers and on the Internet. Each hiring is preceded by an onsite interview with LAC senior leaders. We retain new employees by providing them with challenging and interesting work assignments, work day flexibility, and reasonable wages.

4. How do you assess your workforce capability and capacity needs, including skills, competencies, and staffing levels?

The LAC assesses its workforce skills and competencies when establishing minimum job qualifications and when conducting post-audit performance reviews. Before audits begin, senior leaders meet to match auditor skills with audit assignments. The determination of

staffing levels for specific audits is dependent on audit scope and the time available for audit completion.

5. How does your workforce performance management system, including feedback to and from individual members of the workforce, support high performance work and contribute to the achievement of your action plans?

The LAC's employee performance management system supports high performance by providing an assessment of each auditor's work on an audit-by-audit basis. The components of the evaluation instrument are tied directly to the skills needed to conduct performance auditing. All performance evaluations are discussed in private meetings, during which the views of the employee and his or her supervisor are exchanged.

Some of the factors we use to evaluate employee performance are included within the action plan portion of our strategic plan. These factors include employee education and training, compliance with certain Government Auditing Standards, and auditing efficiency.

6. How does your development and learning system for leaders address the following:

- a. Development of personal leadership attributes.

In FY 07-08, the LAC sent two auditors, who were on track to become audit managers, to a leadership development program at Columbia College. In addition, the LAC introduces future leaders gradually to increasingly demanding audit and supervisory responsibilities.

- b. Development of organizational knowledge.

Organizational knowledge at the LAC is transmitted to future leaders by introducing them gradually to increasingly demanding audit and supervisory duties. These responsibilities include planning audits, overseeing staff audit work, editing reports, and making presentations to other staff and our governing board.

- c. Ethical practices.

The LAC's values of independence, reliability, accuracy, and thoroughness are integrated with our structured system of conducting audits, as directed by Government Auditing Standards. Each member of our staff, whether being trained for leadership or not, is required to understand and act in accordance with these values.

- d. Your core competencies, strategic challenges, and accomplishment of action plans?

The LAC's core competencies of organizational integrity and professional independence are integrated with our structured system of conducting audits, as directed by Government Auditing Standards. Each member of our staff, whether being trained for leadership or not, is required display these competencies.

7. How do you identify and address key developmental and training needs for your workforce, including job skills training, performance excellence training, diversity training, management/ leadership development, new employee orientation, and safety training?

The LAC provides the quantity and types of training that are required by Government Auditing Standards. Courses are provided to LAC staff based on their individual needs. These courses are identified keeping in mind the LAC's strategic goals of reducing the cost of state government, improving the performance of state government, and providing information to the General Assembly and the public.

8. How do you encourage on-the-job use of the new knowledge and skills?

The skills we obtain in training benefit the LAC in ways that are often difficult to quantify. For example, a training course may benefit an auditor on one audit but not another. Also, many of the skills we obtain in training are non-technical, such as the conducting audit interviews, writing, research, and organizational behavior. For these reasons, we have not developed quantified performance measures of the effectiveness and use of our staff training.

9. How does employee training contribute to the achievement of your action plans?

One of our action plan objectives is to conduct performance audits of state agency programs in compliance with Government Auditing Standards. These standards require that our auditors undergo a minimum of 20 hours of training each year and 80 hours within a specified two-year training period. This training addresses topics such as fraud prevention, policy analysis, general management, and accounting.

10. How do you evaluate the effectiveness of your workforce and leader training and development systems?

We recently received an indication that our workforce and leadership training and our development systems have been successful. The National Legislative Program Evaluation Society awarded the LAC the 2008 NLPES Excellence in Evaluation Award. We do not have a formal process for evaluating the effectiveness of our training and development systems.

11. How do you motivate your workforce to develop and utilize its full potential?

New LAC employees are selected carefully based on attributes that match with the technical and personal skills needed. Employees work in audit teams to promote cooperation and to provide a support framework for the sharing of ideas. High performance is rewarded through formal and informal recognition from senior leaders, promotion within the organization, and formal programs of recognition among co-workers.

12. What formal and/or informal assessment methods and measures do you use to obtain information on workforce well-being, satisfaction, and motivation? How do you use other measures, such as employee retention and grievances? How do you use this information?

In previous years, the LAC has used the privately-developed “Campbell Organizational Survey” to formally measure the views of its staff. This survey has enabled us to measure changes in the views of our staff across time. Recently, the cost of this survey has increased significantly, requiring us to discontinue its use.

In FY 07-08, we administered a different survey to LAC staff, with questions taken verbatim from the “Federal Human Capital Survey,” which is available for use by organizations free of charge. Developed by the United States Office of Personnel Management (OPM), the Federal Human Capital Survey is administered every other year to more than 200,000 employees of agencies throughout the federal government. After the LAC took this survey, we compared our employees’ responses with those of federal employees using the following indices into which survey questions were grouped by the OPM (see also page 28):

*Leadership Index* - Composite score of 12 questions indicating the extent to which employees hold agency leadership in high regard.

*Results-Oriented Performance Index* – Composite score of 13 questions indicating the extent to which employees believe the organizational culture promotes improvement in processes, products and services, and organizational outcomes.

*Staff Skills Index* - Composite score of seven questions indicating the extent to which employees think the organization has the talent necessary to achieve its organizational goals.

*Job Satisfaction Index* - Composite score of seven questions indicating the extent to which employees are satisfied with their jobs.

After administering the survey, we met as an organization to discuss its results and areas in need of improvement. We will administer this survey to LAC staff every other year, with the next administration in FY 09-10.

13. How do you manage effective career progression and effective succession planning for your entire workforce throughout the organization?

The LAC identifies potential future leaders and introduces them gradually to increasingly demanding audit and supervisory duties. We also routinely send staff to executive training programs within state government as well as independent institutions of higher learning.

14. How do you maintain a safe, secure, and healthy work environment? (Include your workplace preparedness for emergencies and disasters.)

The LAC maintains regular communication regarding exit signs, lighting, fire extinguishers, etc. with its office space landlord. In addition, the LAC distributes literature on healthy lifestyles, including the topics of diet and exercise.

## Category 6 — Process Management

1. How do you determine, and what are your organization's core competencies, and how do they relate to your mission, competitive environment, and action plans?

The LAC's senior leaders have determined the following two primary competencies by reviewing our statutorily required mission and Government Auditing Standards:

*Organizational Integrity* - Because the LAC is part of the legislative branch of state government, it is organizationally independent of the executive branch agencies it audits. The LAC is administered by a director who is appointed to four-year terms by a board whose voting members are not state legislators. Our voting board members are elected from the public at-large by the General Assembly to six-year terms. The LAC also adheres to Government Auditing Standards established by the Comptroller General of the United States.

*Professional Independence* – LAC auditors are required to be independent, appear independent, and to sign statements of independence at the beginning of each audit engagement. As part of this independence requirement, LAC staff are prohibited from involvement in state government-related political activity.

These core competencies are integrated with our structured system of conducting audits, as directed by Government Auditing Standards.

2. How do you determine, and what are your key work processes that produce, create, or add value for your customers and your organization and how do they relate to your core competencies? How do you ensure that these processes are used?

The LAC's single program is conducting performance audits of state agencies and programs. The key processes that add value for our customers and our organization

include (1) learning and meeting the needs of legislative customers; and (2) adhering to Government Auditing Standards such as independence, thoroughness, and accuracy. We determined that these were our key processes by reviewing state law, communicating with legislators, and assessing performance auditing standards used throughout the United States.

To ensure that we use these key work processes:

- At the beginning of each audit, the LAC director reviews a “planning file” developed by the audit manager, to ensure that the legislators who requested the audit have been contacted regarding their concerns. At end of each audit, the director reviews the results of an LAC survey of the same legislators regarding their satisfaction with the audit.
  - Every three years, we contract with an external peer review team to review the LAC’s compliance with Government Auditing Standards. Also, before each audit is published, each statement in the audit is documented by a staff member whose work is then checked by another staff member.
3. How do you incorporate organizational knowledge, new technology, cost controls, and other efficiency and effectiveness factors, such as cycle time, into process design and delivery?

The LAC uses multiple methods for incorporating organizational knowledge, new technology, changing customer and mission-related requirements, cost controls, and other efficiency and effectiveness factors into process design and delivery. They include:

- Frequent communication with legislators, at various stages of each audit, to help ensure that we answer fully their questions and keep up with their evolving requirements as customers.
- Satisfaction surveys of LAC staff.
- Employee committees to improve LAC processes.
- Detailed written policies and procedures.
- Active membership in the National Legislative Program Evaluation Society.

We have incorporated new technology into design and delivery processes and systems in several ways. We use desktop publishing techniques for in-house publication of audit report summaries. In addition, all recent LAC publications and our strategic plan are available on our website at [LAC.SC.GOV](http://LAC.SC.GOV). In addition, we have incorporated cycle time into the design of our audit process.

4. How does your day-to-day operation of these processes ensure meeting key performance requirements?

The day-to-day operation of the following key production/delivery processes helps ensure that the LAC conducts audits that answer information requests from state legislators in a responsive, fair, independent, thorough, and accurate manner. In FY 07-08, for example:

- The LAC's director and audit managers used monthly time sheets to help ensure that audits were completed in a timely manner.
- The LAC's audit managers reviewed working papers and carried out quality review processes for each report published to ensure that the LAC passes its peer review process.
- After each audit, the LAC administered satisfaction surveys to the legislators who requested the audit.
- The LAC's audit teams tabulated the potential financial benefits identified in audits, the number of recommendations made, the financial benefits realized, and the percent of recommendations implemented.
- The LAC's training coordinator used a database to ensure that auditors obtain training that has been approved by management and meets the requirements of Government Auditing Standards.
- The LAC's staff participated in ongoing communication with organizations in other states to keep current with developments in performance evaluation and auditing throughout the nation.

5. How do you systematically evaluate and improve your key product and service related processes?

As noted above, the design and delivery processes that add value for our customers and our organization include (1) learning and meeting the needs of legislative customers; and (2) adhering to Government Auditing Standards, such as independence, thoroughness, and accuracy.

At the beginning of each audit, we meet with the legislative requesters to ensure that we understand their concerns and that our audit plan reflects those concerns. After each audit has been published, we conduct written surveys of legislators to determine their levels of satisfaction.

Every three years, a peer review team, comprised of auditors from throughout the country, reviews the LAC's compliance with Government Auditing Standards established by the Comptroller General of the United States. After each peer review, we establish a temporary committee to implement the recommendations of the peer review team.

6. What are your key support processes, and how do you evaluate, improve and update these processes to achieve better performance?

The key support processes of the LAC include data analysis, report production, personnel, and purchasing. The primary means by which the LAC improves and updates these processes are staff input and analysis, ongoing training, and up-to-date information technology. The format of our reports and our audit methods are modeled after those used by the federal Government Accountability Office. Staff training is provided primarily by South Carolina's technical colleges, professional associations, and for-profit trainers.



7. How does your organization determine the resources needed to meet current and projected budget and financial obligations?

## Category 7 — Results

### *Summaries of Performance Audits Published in FY 07-08*

#### **A REVIEW OF THE OPERATIONS OF THE SC AUCTIONEERS' COMMISSION (OCTOBER 2007)**

The audit examined the operations of the Auctioneers' Commission to determine if its licensing process, investigations, and financial transactions were efficient, appropriate, and in compliance with the law. The report concluded that the operations of the commission were generally handled appropriately and in compliance with the law. We found that the commission could improve its verification of continuing education credits required to maintain licensure. We also recommended that the biennial license fee of \$300 be reduced by \$50. The documentation of complaint investigations could be improved to ensure that the cases are handled in compliance with the law and agency policy. We also recommended that the \$100 fee paid by new licensees to the fund which pays claims to persons injured by licensees be reduced by \$50, or the maximum claim amount from the fund be increased from \$10,000 to \$20,000. We did not find significant problems with the commission's financial transactions although we did find two examples of the commission paying the total cost of items that were not used exclusively by the commission.

*Contact: Andrea Truitt, Audit Manager*

#### **A REVIEW OF THE SOUTH CAROLINA GUARDIAN AD LITEM PROGRAM (OCTOBER 2007)**

The audit of the Guardian ad Litem (GAL) program administered by the Governor's Office focused on the program's performance in achieving its mission and issues related to program operations and management. We found that the program had not adequately emphasized recruiting of volunteer guardians and had used program staff to serve as guardians ad litem in a substantial number of cases. This is not in accord with the program's mission and should be phased out. We also found that the statutory authority of the GAL program to supervise volunteer guardians is unclear, and the program does not meet national standards for the supervision of volunteer guardians by staff. The GAL program has struggled to find the resources to fulfill its mission; it will need additional resources if it is to succeed in serving more children. The program should also improve its quality control process and the quality of data it maintains about program activities. We also recommended improvements in the training provided to attorneys who are appointed to serve as guardians ad litem when volunteers are not available.

*Contact: Jane Thesing, Deputy Director*

#### **A REVIEW OF THE SOUTH CAROLINA DEPARTMENT OF MOTOR VEHICLES (NOVEMBER 2007)**

We reviewed DMV's processes for issuing driver's licenses and motor vehicle registrations and for preventing uninsured motorists, fraud, and errors. Our findings included the following:

- DMV had a structured system for managing the customer wait process, a separate unit to investigate fraud, and an automated system to detect uninsured motorists.
- Controls to ensure consistent measurement of wait times were not adequate.
- The department did not periodically measure its cost per transaction.
- DMV did not have a written methodology for determining staffing, business hours, or field office sizes and location.
- Staff training for the detection and prevention of fraud was limited.
- State law allowed motor vehicle dealers to design, produce, and issue their own temporary license plates, thus increasing the likelihood of tampering or counterfeit plates.
- State law authorized the Budget and Control Board, which is independent of DMV, to spend the proceeds from the sale of DMV field offices to benefit other state agencies. As a result, DMV had viewer funds available for relocating field offices when they became overcrowded.

*Contact: Andrew Young, Audit Manager*

#### **A REVIEW OF STATE USE OF CELL PHONES, PAGERS, AND SATELLITE PHONES (JUNE 2008)**

We reviewed state agencies' management and use of cell phones and other wireless communication devices. We found that agencies have taken steps to improve the efficiency of their use of these devices but found other areas where improvements could be made. We recommended that a statewide policy for cell phones be developed. We also recommended that agencies review their cell phone plans to ensure they are on the most cost-effective plan. In addition, we recommended agencies eliminate personal use of cell phones and prohibit employees from using traditional directory assistance services. Agencies should also consolidate their monthly bills and make greater use of online systems for managing their cell phone use. Finally, we recommended that agencies review the use of their pagers, particularly where employees are assigned both a pager and cell phone, and that a directory of satellite phones be developed.

*Contact: Perry Simpson, Audit Manager*

#### *Summaries of Follow-Up Reviews Published in FY 07-08*

#### **A FOLLOW-UP REVIEW OF STATE TRAVEL (JULY 2007)**

In our May 2005 review of state travel we made recommendations addressing areas such as lodging, one-day meals, airfares, and video conferencing. Overall 5 of the 14 recommendations we made have been implemented. We found that the General Assembly had passed legislation adopting federal lodging limits for state employees. However, recommendations to eliminate one-day meals, establish a contract for air fares, and establish a central state travel agency have not.

*Contact: Perry Simpson, Audit Manager*

#### **A FOLLOW-UP REVIEW OF THE SOUTH CAROLINA RESEARCH AUTHORITY (SCRA) (NOVEMBER 2007)**

Our August 2005 audit found that SCRA provided substantial benefits to the state through activities related to its mission. SCRA had earned significant revenues for doing research and development projects for the federal government and had succeeded in its goals to establish

research institutes in cooperation with the state's research universities. In our follow-up review we found that the SCRA had complied with our three recommendations for improvement. It improved its communication with members of the General Assembly, discontinued questionable uses of public funds for contributions to charitable organizations and parties for its employees, and implemented an improved conflict of interest policy. We found that the General Assembly had not implemented our recommendation to amend state law regarding the SCRA's required contributions to research innovation centers. However, the SCRA had not yet experienced the cash shortfalls it predicted in 2005.

*Contact: Jane Thesing, Deputy Director*

#### **A FOLLOW-UP REVIEW OF THE LIQUEFIED PETROLEUM GAS BOARD (FEBRUARY 2008)**

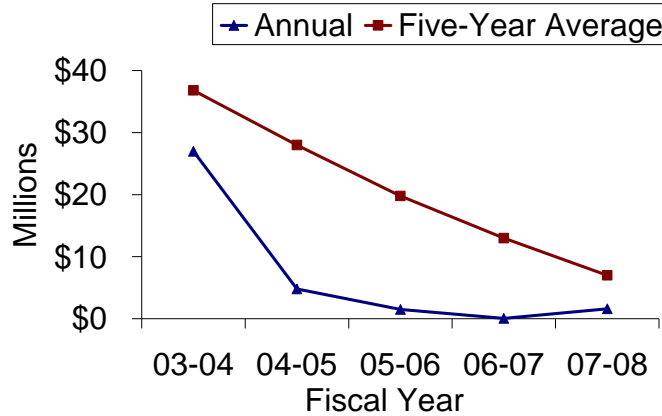
Our 2005 audit found that liquefied petroleum (LP) gas should be regulated because it is a hazardous substance that is highly flammable. However, the statutory requirements for LP gas dealers to maintain minimum storage capacities could limit competition and impede commerce. We also found that the LP Gas Board had exceeded its authority when it created a new licensing category, and that tests for licensees of the LP Gas Board did not meet professional testing standards. In our follow-up, we found that the General Assembly has not implemented our recommendations to delete the requirement for minimum storage capacities or to eliminate the LP Gas Board and make the state fire marshal's office responsible for regulating LP gas. The board had ceased issuing licenses for which it had no authority, but had not implemented our recommendation to use the National Propane Gas Association to certify licensees.

*Contact: Jane Thesing, Deputy Director*

*Performance Measures*

7.1 What are your performance levels and trends for the key measures of mission accomplishment/products and service performance that are important to your customers? How do your results compare to those of comparable organizations?

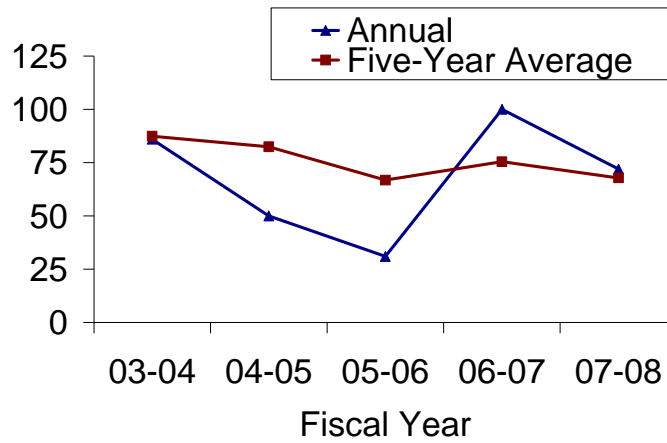
CHART 7.1.1 POTENTIAL FINANCIAL BENEFITS IDENTIFIED\*



	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08
Annual	\$27 million	\$4.8 million	\$1.5 million	\$50,000	\$1.6 million
Five-Year Average	\$36.8 million	\$28 million	\$19.8 million	\$12.9 million	\$6.9 million

\* Potential Financial Benefits Identified includes five-year averages to account for year-to-year volatility in the data. We have not included performance targets for the reasons discussed on page 12. Prior to FY 04-05, this statistic included misspent funds from prior years as well as potential financial benefits identified for future years. Beginning in FY 04-05, this statistic has only included potential financial benefits identified for future years.

CHART 7.1.2 NUMBER OF RECOMMENDATIONS\*



	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08
Annual	86	50	31	100	72
Five-Year Average	87.4	82.4	66.8	75.4	67.8

\* Number of Recommendations includes five-year averages to account for year-to-year volatility in the data. We have not included performance targets for the reasons discussed on page 12.

TABLE 7.1.3 FINANCIAL BENEFITS REALIZED\*

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08
Results	N/A	\$29.8 million	\$0	\$11.4 million	\$7.6 million

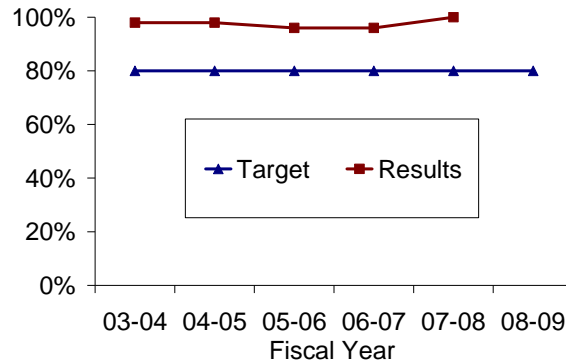
\* Financial Benefits Realized was initiated in FY 04-05 and is based on the financial benefits realized from implementing our audit recommendations, as identified in our follow-up reviews. In FY 05-06, we conducted follow-up reviews of four audits published in prior years. In only one of those audits published in prior years had we identified potential financial benefits.

TABLE 7.1.4 PERCENT OF AUDIT RECOMMENDATIONS IMPLEMENTED

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08
Results	69%	58%	70%	58%	41%

7.2 What are your performance levels and trends for the key measures of customer satisfaction and dissatisfaction (a customer is defined as an actual or potential user of your organization’s products or services)? How do your results compare to those of comparable organizations?

**CHART 7.2.1 LEGISLATORS SATISFIED WITH QUALITY OF AUDITS**



	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Target	80%	80%	80%	80%	80%	80%
Results	98%	98%	96%	96%	100%	

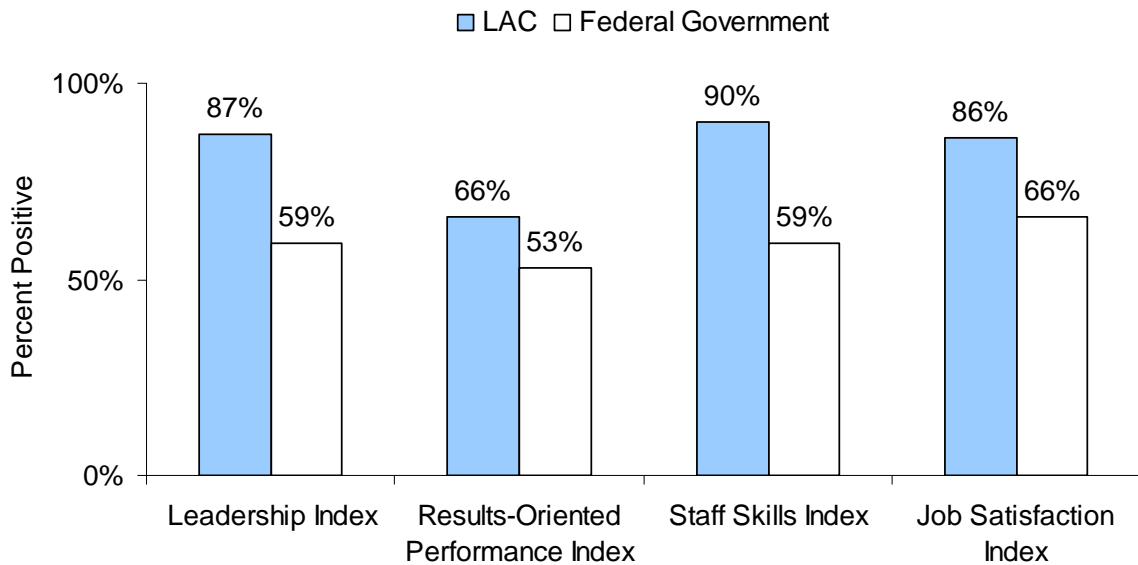
7.3 What are your performance levels for the key measures of financial performance, including measures of cost containment, as appropriate?

**TABLE 7.3.1 COST PER DIRECT AUDIT HOUR**

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Target	\$57	\$66	\$65	\$65	\$65	\$65
Results	\$66.34	\$66.02	\$65.98	\$58.93	\$62.99	

7.4 What are your performance levels and trends for the key measures of workforce engagement, workforce satisfaction, the development of your workforce, including leaders, workforce retention, workforce climate including workplace health, safety, and security?

CHART 7.4.1 LAC EMPLOYEE SURVEY RESULTS COMPARED WITH FEDERAL GOVERNMENT\*

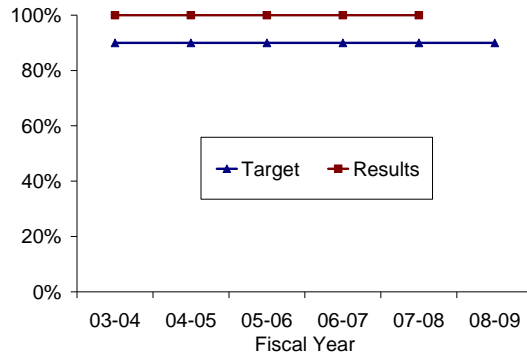


\* In FY 07-08, we administered a new LAC employee survey whose questions are taken verbatim from a federal government survey. For a more detailed explanation of the indexes, see page 18.

TABLE 7.4.2 AUDITORS WITH MINIMUM TRAINING HOURS

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Target	100%	100%	100%	100%	100%	100%
Results	100%	100%	100%	100%	100%	

**CHART 7.4.3 AUDITORS WITH GRADUATE DEGREES OR PROFESSIONAL LICENSES**



	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Target	90%	90%	90%	90%	90%	90%
Results	100%	100%	100%	100%	100%	

7.5 What are your performance levels and trends for your key measures of organizational effectiveness/operational efficiency, and work system performance (these could include measures related to the following: product, service, and work system innovation rates and improvement results; improvements to cycle time; supplier and partner performance; and results related to emergency drills or exercises)?

**TABLE 7.5.1 AUDITS PUBLISHED ON TIME \***

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Target	80%	80%	80%	80%	80%	80%
Results	40%	50%	67%	0%	0%	

\* We define "on time" as publishing an audit within 30 days of its projected date of publication.

7.6 What are your performance levels and trends for the key measures of regulatory/legal compliance and community support?

**TABLE 7.6.1 THREE-YEAR PEER REVIEW**

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Target	Pass			Pass		
Results	Passed			Passed		