

Commonwealth of Virginia
Department of Accounts
Report of Off-Balance Sheet Financial Obligations
As of June 30, 2015

Purpose: During the 2007 General Assembly Session, legislation was passed (*Code of Virginia*, [§2.2-813.2](#)) requiring the State Comptroller to report off-balance sheet financial obligations of the Commonwealth. For purposes of this report, the balance sheet is defined as the Comprehensive Annual Financial Report (CAFR). The CAFR is prepared in accordance with Generally Accepted Accounting Principles (GAAP) and includes both financial statements and notes to the financial statements, both of which contain information concerning the Commonwealth's financial obligations. The CAFR is available on the Department of Account's webpage at http://www.doa.virginia.gov/Financial_Reporting/CAFR/CAFR_Main.cfm. The CAFR amounts reflected below include state agencies, institutions and component units. The component unit amounts exclude Higher Education foundations.

On-Balance Sheet Financial Obligations Defined: In order for the report of off-balance sheet financial obligations to provide meaningful information, it is important for readers to understand the extensive amount of information concerning the Commonwealth's financial obligations already reported on-balance sheet. Some of the more clearly understood of these on-balance sheet financial obligations include the following:

- Bonded debt (\$26.3 billion)
- Accounts payable (\$2.2 billion)
- Notes payable (\$2.1 billion)
- Tax refunds payable (\$452.9 million)

Other on-balance sheet financial obligations that may be less understood include the following:

- Net Pension Liability – reported on-balance sheet (\$6.8 billion)
- Highway project commitments (\$3.6 billion)
- Tuition benefits payable (\$2.1 billion)
- Operating leases (\$1.9 billion)
- Unfunded Other Post Employment Benefits
 - Net Other Post Employment Benefits – reported on-balance sheet (\$1.5 billion)
 - Unfunded Actuarial Accrued Liability – disclosed in footnotes (\$5.3 billion)
- Information Technology Infrastructure Partnership (\$1.1 billion)
- Higher education construction commitments (\$762.8 million)
- Medicaid payable (\$657.0 million)
- Compensated absences (\$609.8 million)
- Mass Transit project commitments (\$315.2 million)
- Department of Corrections contractual commitments (\$270.4 million)
- Car tax refund payable (\$263.0 million)
- Virginia College Savings Plan private equity commitments (\$240.0 million)
- Installment purchases (\$177.2 million)
- Capital lease obligations (\$141.1 million)
- Lottery prizes (\$136.2 million)
- Wastewater Treatment Projects (\$102.6 million)
- Virginia Port Authority construction contracts (\$93.6 million)
- Department of Behavioral Health and Developmental Services construction commitments (\$45.4 million)
- Department of General Services construction commitments (\$33.8 million)
- Department of Motor Vehicles contractual commitments (\$31.8 million)
- Virginia Department of Health contractual commitments (\$26.4 million)
- Virginia Employment Commission contractual commitments (\$17.2 million)

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- Department of Conservation and Recreation construction commitments (\$15.4 million)
- Department of Forensic Science construction commitments (\$13.6 million)
- Pollution Remediation Obligations (\$12.0 million)
- Department of Veterans Services construction commitments (\$7.7 million)
- Jamestown-Yorktown Foundation construction commitments (\$7.3 million)

Comprehensive information concerning these on-balance sheet financial obligations is reported in the CAFR.

Off-Balance Sheet Financial Obligations Defined: Certain financial obligations are off-balance sheet (i.e., not included in the CAFR) because they do not meet GAAP liability reporting requirements. To obtain information about these obligations, DOA asked each agency and institution to analyze their financial obligations and provide a listing of such obligations that were excluded from the FY 2015 CAFR. While acknowledging that the list was not all-inclusive, to stimulate agency analyses and elicit the most comprehensive list of off-balance sheet financial obligations possible, agencies and institutions were requested to consider the following list of potential off-balance sheet obligations:

- Construction or other commitment contracts – with or without formal agreements;
- Public-Private Partnership Agreements;
- Federal match requirements;
- Questioned Federal Costs;
- Potential legal case settlements; and
- Court-ordered requirements

Off-Balance Sheet Financial Obligation Exclusions: In order to make this reporting process as efficient as possible, DOA established the following reporting parameters designed to prevent the redundant reporting of information already reported by other central service agencies and to focus the off-balance sheet financial obligations report on unusual or infrequent financial transactions instead of ongoing government operations. First, DOA requested that agencies and institutions exclude financial obligations falling within the *ongoing operations* category. This category includes the Commonwealth's financial obligations stemming from the historical provision of state funding to support services conducted for citizens by state or local government. That is, the financial obligations stemming from the fact that the Commonwealth has historically borne all, or a portion, of the operating cost of government programs such as public education, state prisoner incarceration, and Medicaid, to name but a few, are excluded from the list of off-balance sheet financial obligations reported. These ongoing government programs are included in the Commonwealth's "Six Year Financial Plan," available from the Department of Planning and Budget. Second, DOA requested that agencies and institutions exclude the obligations associated with *deferred maintenance costs*. Agencies may report information on deferred maintenance to the Department of General Services (DGS) using the Facility Inventory Condition and Assessment System (FICAS). Additional information regarding deferred maintenance can be found at <http://www.dgs.virginia.gov/DivisionofEngineeringandBuildings/DirectorsOffice/FICAS/tabid/544/Default.aspx>. As of June 30, 2015, FICAS reports deferred maintenance of \$5.7 billion. However, the Auditor of Public Accounts reported that not all agencies use FICAS as required prior to fiscal year 2011. Additionally, funding for FICAS administration was eliminated beginning with fiscal year 2011, and the use of the system became optional. Therefore, a total amount of deferred maintenance is unavailable. For more information, refer to the *Follow Up on Deferred Maintenance in the Commonwealth* report at <http://www.apa.virginia.gov/reports/FDM09.pdf>.

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In January 2012, the Department of Behavioral Health and Developmental Services (DBHDS) reached a settlement with the U.S Department of Justice involving the latter's investigation of the Commonwealth's training centers for the intellectually disabled. This settlement involves the closing of four training centers over an eight year period. It remains a possibility that DBHDS will be named in litigation resulting from the investigation. At this time, an estimate of potential liability cannot be provided. DBHDS will also incur costs in the closing process of these facilities and in the transition to community based programs. It is expected that savings will offset some of these costs, but costs and savings amounts cannot be estimated at this time. Northern Virginia Training Center, Southwest Virginia Training Center, and Central Virginia Training Center are scheduled for closure in 2016, 2018, and 2020, respectively.

Commonwealth Off-Balance Sheet Obligations: The off-balance sheet financial obligations reported by Commonwealth agencies and institutions as of June 30, 2015 total \$364,656,521. **Table A** summarizes the off-balance sheet financial obligations reported by all agencies and institutions. Individual agency and institution totals are provided in the **Table B**. Due to the reporting technicalities associated with the CAFR, **Table A** and **Table B** include clarifying notes for selected items.

Acknowledgments: DOA acknowledges the hard-work and dedication of the agency fiscal staffs that provided information essential in the preparation of this report of off-balance sheet obligations. Since no financial reporting standards exist for off-balance sheet financial obligations, DOA anticipates that the off-balance sheet reporting process will be refined as future reports are prepared after benefiting from constructive comments by users of the report.

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 Summary by Category
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Table A

Type of Off-Balance Sheet Obligation	Off-Balance Sheet Obligation Amount as of June 30, 2015
Liabilities to Foundations that were Eliminated	284,343,055
Federal Match Requirements	56,279,994
Reimbursement Claims	10,599,855
Commitment Obligations	7,108,719
Contracts	3,405,813
Other Commitment Contracts	2,127,246
Right of Way Obligations	720,200
Legal Cases	71,639
Grand Total	364,656,521

Note 1: For CAFR reporting purposes, the financial activity for the higher education institution and the related foundation are combined into one column. In order to prevent duplication, the significant activity between the higher education institution and the related foundations is excluded from the CAFR. These amounts are being included in this schedule.

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Table B

Agency Number	Agency Name	Type of Off-Balance Sheet Obligation	Description	Off-Balance Sheet Obligation Amount as of June 30, 2015
128	VIRGINIA VETERANS CARE CENTER	Federal Match Requirements	Construction Grant App submitted for an Emergency Generator & Resident Wandering System in the amount of \$1,498,845.16	112,648
128 Total				112,648
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 2014-RU-BX-K033 (Microfilm/Microfiche Conversion)	144,603
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 2014-RU-BX-K033 (Scan Commitment & Protective Orders)	36,385
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 2013-DG-BX-K018 (2013 NCHIP Scan Orders)	18,312
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for 2014-RU-BX-K033 (2014 Missing Dispositions)	12,133
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 2013-DG-BX-K018 (2013 Missing NICS Dispositions)	5,730
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 2012-RU-BX-K006 (2012 NCHIP SCV)	3,143
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 15-B2895AD11 (Bloodstain Evidence Collection)	2,149
156	DEPARTMENT OF STATE POLICE	Federal Match Requirements	Agency match requirement for Grant 2013-DG-BX-K018 (2013 NCHIP Missing Dispositions)	1,331
156 Total				223,786
199	DEPARTMENT OF CONSERVATION AND RECREATION	Federal Match Requirements	Chesapeake Conservation Corps	125,511
199	DEPARTMENT OF CONSERVATION AND RECREATION	Federal Match Requirements	Community Assistance Program-State Support Services Element	53,870

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Agency Number	Agency Name	Type of Off-Balance Sheet Obligation	Description	Off-Balance Sheet Obligation Amount as of June 30, 2015
199	DEPARTMENT OF CONSERVATION AND RECREATION	Federal Match Requirements	Hurricane Sandy Disaster Grant	8,754
199	DEPARTMENT OF CONSERVATION AND RECREATION	Federal Match Requirements	Integration of At-risk and Range Restricted Species, Models and Strategic Conservation Info	7,046
199	DEPARTMENT OF CONSERVATION AND RECREATION	Federal Match Requirements	Rare Cave Beetles	1,500
199 Total				196,681
201	DEPARTMENT OF EDUCATION-CENTRAL OFFICE OPERATIONS	Federal Match Requirements	School Nutrition	46,551
201 Total				46,551
204	The College of William and Mary (including Richard Bland College and Virginia Institute of Marine Science)	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	23,473,158
204 Total				23,473,158
207	University of Virginia (including UVA Medical Center and UVA's College at Wise)	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	50,953,948
207 Total				50,953,948
208	Virginia Polytechnic Institute and State University	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	78,581,000
208 Total				78,581,000
211	Virginia Military Institute	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	51,294
211 Total				51,294

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212	Virginia State University	Commitment Obligations	Lease and commitments not previously reported	469,397
212	Virginia State University	Federal match requirements	Federal Grants	202,965
212 Total				672,362
214	Longwood University	Commitment Obligations	Construction Commitments not previously reported	6,478,187
214 Total				6,478,187
215	University of Mary Washington	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	4,817,956
215	University of Mary Washington	Federal Match Requirements	SBDC, SEOG, FCWS, STEREPS & UMW Monroe Papers	262,756
215 Total				5,080,712
216	James Madison University	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	1,421,468
216 Total				1,421,468
217	Radford University	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	452,709
217 Total				452,709
236	Virginia Commonwealth University	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	4,605,477
236 Total				4,605,477
247	George Mason University	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	119,983,140
247	George Mason University	Federal match requirements	Cost sharing commitments on signed federal grants	4,425,488
247 Total				124,408,628

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260	Virginia Community College System (including System Office and Community Colleges)	Liabilities to foundations that were eliminated	Significant intrafund liabilities with foundations were eliminated for CAFR reporting	2,905
260 Total				2,905
262	DEPARTMENT FOR AGING & REHABILITATIVE SERVICES	Federal Match Requirements	Remaining match requirement (HR126A150069)	5,649,964
262	DEPARTMENT FOR AGING & REHABILITATIVE SERVICES	Contracts	AWARE Support Services Contract 10/01/15 - 09/30/19	1,357,381
262	DEPARTMENT FOR AGING & REHABILITATIVE SERVICES	Contracts	PeerPlace Maintenance contract 10/01/15-09/30/19	798,364
262	DEPARTMENT FOR AGING & REHABILITATIVE SERVICES	Federal Match Requirements	LifeSpan Respite grant. Remaining match requirement	26,458
262 Total				7,832,167
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Enhancing SAV Habitat in Chesapeake Bay & VA Rivers	122,476
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - King & Queen County Recreational Fishing Pier	121,647
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	WB -ChesMMAP 130R11 cc639	84,703
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Striped Bass Recruitment: Tracking Decadal Changes	78,022
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Recreational Game Fish Tagging Program 2015, YR 21	77,424
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	WB -Trawl Survey 104R20 cc640	71,987
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Speckled Trout in VA, Are They Distinct	62,853
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Speckled Trout in VA, Are Genetic Differences Temporally Stable	62,791

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402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Catch Assessment, Yr 22 2015	60,000
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Distinctiveness of Tautog of the Coast of VA	54,634
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	WB -Am Shad 116R18 cc637	44,988
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	MIF - Biological Monitoring of River Herring in Virginia	40,000
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	WB - Mark Recapture 77R28 cc634	37,356
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Monitoring Relative Abundance of YOY Amer Eel Yr 14	29,765
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	MIF - Monitoring American Eel Yr 14	29,765
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	WB -Juv Striped Bass 87R27 cc638	21,536
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Boat Scarring effects on SAV in VA, Yr 15	11,000
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	MIF - Boat Scarring Effects on SAV in VA, Yr 15	11,000
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Prey Selectivity of Key Sportfishes in Chesapeake Bay	9,968
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - Weakfish Stock Assessment - VA Tech, Yr 2	7,758
402	MARINE RESOURCES COMMISSION	Other Commitment Contracts	SWRF - 2015 Saxis/Morley's Wharf Fishing Piers Youth Fishing , Yr 14	2,000
402 Total				1,041,673

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425	JAMESTOWN-YORKTOWN FOUNDATION	Contracts	Architect services for Yorktown Outside Areas, Signage & Amenities	117,804
425	JAMESTOWN-YORKTOWN FOUNDATION	Contracts	Design and planning services for Jamestown Settlement Exhibit	93,950
425	JAMESTOWN-YORKTOWN FOUNDATION	Contracts	Jamestown Settlement railway removal and dredging in the secondary basin adjacent to the pier	6,600
425	JAMESTOWN-YORKTOWN FOUNDATION	Contracts	Architect services for replacement of main dock shelter roof	2,807
425 Total				221,161
440	DEPARTMENT OF ENVIRONMENTAL QUALITY	Reimbursement Claims	Fund provides reimbmt to eligible homeowners / operators for a portion of potentially high costs of mitigating public health and environmental risks	10,599,855
440 Total				10,599,855
501	DEPARTMENT OF TRANSPORTATION	Right of Way Obligations	Pending payments for construction right of way	720,200
501	DEPARTMENT OF TRANSPORTATION	Legal Cases	Payments for construction claims	71,639
501 Total				791,839
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 66.468 Safe Drinking Water Award Period 7/1/13-6/30/18	5,508,595
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 93.917 Ryan White Title II Award Period 4/1/15 - 3/31/16	5,329,157
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 66.432 State Public Water System Award Period 7/1/15 - 6/30/2016	639,059

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601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 93.074 Public Health Preparedness & Response for BT Award Period 7/1/15 - 6/30/16	378,962
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 93.283 National Cancer Prevention II Award Period 6/30/15-6/29/16	201,211
601	DEPARTMENT OF HEALTH	Commitment Obligations	Amounts due to localities resulting from unspent Cooperative Agreement Funding	161,135
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 66.032 EPA Indoor Radon Award Period 10/1/14-10/4/17	130,334
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 15.616 Clean Vessel Pumpout Award Period 12/1/14-12/31/16	60,000
601	DEPARTMENT OF HEALTH	Federal Match Requirements	Federal Grant CFDA 15.622 Administration of Boating Infrastructure Award Period 9/5/13-12/31/15	3,333
601 Total				12,411,786
706	WESTERN STATE HOSPITAL	Other commitment contracts	Automated Pharmacy system Maintenance	1,085,573
706 Total				1,085,573
739	SOUTHERN VIRGINIA MENTAL HEALTH INSTITUTE	Contracts	Contract not previously reported	658,033
739 Total				658,033
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	PSA-Dewberry-new school & Infirmary RDC	200,028
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Virtexco Corp-Fire Safety Upgrades Bon Air JCC	50,418
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Austin Brockenbrough & Assoc-Design for fire alarm system Hanover JCC	43,178
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Spectrum Design-A&E services water pipe replacement Hanover JCC	25,928

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777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Dewberry-Plans for Hanover Dining hall	8,142
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	France Env-Asbestos & Lead Abatement Bon Air JCC	7,074
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	PSA-Dewberry-design services propane gas supply Beaumont JCC	7,062
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Cornerstone Architects-ADA Improvements Hanover JCC	6,797
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Wes Worsham Fire Protection-Emergency sprinkler repairs-Bon Air JCC	6,409
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Roof Consultants-Roof inspections Hanover JCC	5,840
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	CEGG-A&E Services Hanover JCC	2,999
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Ballou Justice Upton Architects-New Roof New RDC JCC	1,908
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Draper Aden-monitor underground storage tanks Cedar Lodge	1,450
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Mosley Architects-expansion fire alarm & Sprinkler Bon Air JCC	1,149
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Vickers Architecture-Roof Replacement Bon Air And Beaumont JCC	855
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Zannino Engineering-sink hole repair Hanover JCC	512
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	Apex Companies-removal of underground storage tank Beaumont JCC	500
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	POND/CEGG-A&E services Hanover JCC	429
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	France Env-Asbestos & Lead Abatement New RDC JCC	170
777	DEPARTMENT OF JUVENILE JUSTICE	Contracts	France Env-Asbestos & Lead Abatement Beaumont JCC	26
777 Total				370,874

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912	DEPARTMENT OF VETERANS SERVICES	Federal Match Requirements	Construction Grant App submitted for New 240- New Bed Nursing Home in Fairfax VA	16,707,162
912	DEPARTMENT OF VETERANS SERVICES	Federal Match Requirements	Construction Grant App submitted for New 240- New Bed Nursing Home in Hampton VA	16,126,250
912 Total				32,833,412
934	Innovation and Entrepreneurship Investment Authority (including Center for Innovative Technology)	Federal match requirements	Federal Match requirements on Grant SBAHQ-14-G-0038 (on this grant, match to be met by CIT subawardees and other organizations)	48,634
934 Total				48,634
Grand Total				364,656,521

Note 1: For CAFR reporting purposes, the financial activity for the higher education institution and the related foundations are combined into one column. In order to prevent duplication, the significant activity between the higher education institution and related foundations is excluded from the CAFR. These amounts are being included in this schedule.