

Management's Discussion and Analysis

(Unaudited)

The following is a discussion and analysis of the Commonwealth of Virginia's (the Commonwealth) financial performance, including an overview and analysis of the financial activities of the Commonwealth for the fiscal year ended June 30, 2017. Readers should consider this information in conjunction with the transmittal letter, which is located in the Introductory Section of this report, and the Commonwealth's financial statements, including the notes to the financial statements, which are located after this analysis.

Financial Highlights

Government-wide Highlights

The primary government's assets and deferred outflows of resources exceeded its liabilities and deferred inflows of resources at June 30, 2017, by \$23.1 billion. Net position of governmental activities increased by \$1.1 billion and net position of business-type activities increased by \$352.2 million. Component units reported an increase in net position of \$2.2 billion from June 30, 2016.

Fund Highlights

At the end of the fiscal year, the Commonwealth's governmental funds reported a combined ending fund balance of \$3.6 billion, an increase of \$18.2 million in comparison with the prior year. Of this total fund balance, \$310.8 million represents nonspendable fund balance, \$1.4 billion represents restricted fund balance, \$2.6 billion represents committed fund balance, and \$28.7 million represents assigned fund balance. These amounts are offset by a negative \$746.2 million unassigned fund balance. The Enterprise Funds reported net position at June 30, 2017, of \$1.9 billion, an increase of \$345.2 million during the year which is primarily attributable to the Unemployment Compensation Fund and the Virginia College Savings Plan. See page 33 for additional information.

The General Fund recognized higher fund revenues, expenditures, liabilities and deferred inflows of resources, as well as lower assets and deferred outflows of resources when compared to fiscal year 2016. See page 34 for additional information.

Long-term Debt

The Commonwealth's total debt rose during the fiscal year to \$45.2 billion, an increase of \$2.4 billion, or 5.5 percent. During the fiscal year, the Commonwealth issued new debt in the amount of \$1.1 billion for the primary government and \$5.3 billion for the component units. These debt issuances increased the debt balances to \$15.2 billion for the primary government and increased the debt balances to \$30.0 billion for component units.

Overview of the Financial Statements

This discussion and analysis is an introduction to the Commonwealth's basic financial statements, which include three components: 1) government-wide financial statements; 2) fund financial statements; and 3) notes to the financial statements. The report also contains additional required supplementary information and other information.

Government-wide Statements

The government-wide financial statements are designed to provide readers with a broad overview of the Commonwealth's finances in a manner similar to a private-sector business. The statements provide both short-term and long-term information about the Commonwealth's financial position which helps readers determine whether the Commonwealth's financial position has improved or deteriorated during the fiscal year. These statements include all non-fiduciary financial activity on the full accrual basis of accounting. This means that all revenue and expenditures are reflected in the financial statements even if the related cash has not been received or paid as of June 30.

The Statement of Net Position (pages 40 and 41) presents information on all of the Commonwealth's assets and deferred outflows of resources, and liabilities and deferred inflows of resources; net position represents the difference between all other elements in a statement of financial position and is displayed in three components – net investment in capital assets; restricted; and unrestricted. Over time, increases or decreases in net position may indicate whether the financial position of the Commonwealth is improving or deteriorating.

The Statement of Activities (pages 42 through 44) presents information showing how the Commonwealth's net position changed during fiscal year 2017. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., uncollected taxes and earned but unused vacation leave).

Both the Statement of Net Position and Statement of Activities report three separate activities. These activities are described as follows:

Governmental Activities – account for functions of the Commonwealth that are primarily supported by taxes and intergovernmental revenues. The majority of the Commonwealth’s basic services, such as education, individual and family services, transportation, resources and economic development, administration of justice, and general government, fall within this category.

Business-type Activities – account for functions that are intended to recover all or a significant portion of their costs through user fees and charges. The major business-type activities of the Commonwealth include the Virginia Lottery, Virginia College Savings Plan, and Unemployment Compensation Fund.

Discretely Presented Component Units – account for functions of legally separate entities for which the Commonwealth is financially accountable. The Commonwealth has 25 non-higher education component units and 22 higher education institutions that are reported as discretely presented component units. Information regarding the individual financial statements of the component units is presented in the notes to the financial statements.

This report includes two schedules (pages 48 and 52) that reconcile the amounts reported on the governmental fund financial statements (modified accrual accounting) with governmental activities on the appropriate government-wide statements (full accrual accounting). The following indicates some of the reporting differences between the government-wide financial statements and the fund financial statements.

- Capital assets used in governmental activities are not reported on governmental fund statements.
- Long-term liabilities, unless due and payable, are not included in the fund financial statements. These liabilities are only included in the government-wide statements.
- Internal service funds are reported as governmental activities in the government-wide statements, but are reported as proprietary funds in the fund financial statements.
- Other long-term assets that are not available to pay for current period expenditures are deferred in the governmental fund statements, but not deferred in the government-wide statements.
- Capital outlay spending results in capital assets on the government-wide statements, but is reported as expenditures in the fund financial statements.
- Bond proceeds provide current financial resources on the fund financial statements, but are recorded as long-term liabilities in the government-wide financial statements.

Fund Financial Statements

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The Commonwealth, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the Commonwealth’s funds can be divided into three categories: governmental, proprietary, and fiduciary. Each of these categories uses different accounting approaches. Fund financial statements begin on page 46 and provide detailed information about the major individual funds.

- **Governmental funds** – Most of the basic services provided by the Commonwealth are reported in the governmental funds. These statements provide a detailed, short-term view of the functions reported as governmental activities in the government-wide financial statements. The government-wide financial statements are reported using the full accrual basis of accounting, but the governmental fund financial statements are reported using the modified accrual basis of accounting. This allows the reader to focus on assets that can be readily converted to cash and determine whether there are adequate resources to meet the Commonwealth’s current needs.

Because the focus of governmental funds is more limited than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. This comparison can help readers better understand the long-term impact of the Commonwealth’s near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between governmental funds and governmental activities. These reconciliations are presented on the page immediately following each governmental fund financial statement.

The Commonwealth reports 13 individual governmental funds. Information is presented separately in the governmental fund statements for the General, Commonwealth Transportation, Federal Trust, and Literary funds, which are all considered major funds. Data from the other 9 governmental funds are aggregated into a single column on the fund statements. Individual fund data for these nonmajor governmental funds is provided in the combining financial statements immediately following the required supplementary information.

- **Proprietary funds** – The Commonwealth maintains two different types of proprietary funds, enterprise and internal service. These funds report activities that operate more like those of private-sector business and use the full accrual basis of accounting. Enterprise funds report activities that charge fees for supplies or services to the general public like the Virginia Lottery. Enterprise funds are reported as business-type activities on the government-wide financial statements.

The enterprise funds use the full accrual basis of accounting and the only differences between amounts reported on the government-wide statements and the enterprise fund statements are due to internal service fund activity (see reconciliations on pages 54 and 56). Internal service funds report activities that charge fees for supplies and services to other Commonwealth agencies, like Fleet Management. Internal service funds are reported as governmental activities in the government-wide statements because these types of services predominantly benefit governments rather than business-type functions.

The Commonwealth reports 23 individual proprietary funds. Information is presented separately in the proprietary fund statements for the Virginia Lottery, Virginia College Savings Plan, and Unemployment Compensation Funds, all of which are considered major funds. Data from the other enterprise funds are aggregated into a single column on the fund statements. All internal service funds are aggregated into a single column on the fund statements. Individual fund data for all nonmajor proprietary funds is provided in the combining financial statements immediately following the required supplementary information.

- **Fiduciary funds** – These funds are used to account for resources held for the benefit of parties outside the government and use the full accrual basis of accounting. Fiduciary funds are excluded from the government-wide financial statements because the resources of these funds are restricted and cannot be used to finance the Commonwealth's operations. The Commonwealth's fiduciary activities are reported in separate Statements of Fiduciary Net Position and Changes in Fiduciary Net Position beginning on page 64.

The Commonwealth's fiduciary funds are the:

- Private Purpose Trusts, which reports the activities for 6 separate funds and accounts for transactions of trust arrangements in which the principal and income benefit individuals, private organizations, or other governments;
- Pension and Other Employee Benefit Trusts, which reports the activities of 13 separate pension and other employment retirement plans for employees;
- Investment Trust, which accounts for the activities of the external investment pool; and,
- Agency, which accounts for assets held on behalf of others in 19 separate funds.

Individual fund data for all fiduciary funds is provided in the combining financial statements immediately following the required supplementary information.

- **Component Units** – The government-wide financial statements report information for all component units aggregated in a single column. Information is provided separately in the component unit fund statements for the Virginia Housing Development Authority, Virginia Public School Authority, Virginia Resources Authority, and Virginia College Building Authority, all of which are considered major component units. Data from the other component units are aggregated into a single column on the fund statements. Individual fund data for all nonmajor component units is provided in the combining financial statements immediately following the required supplementary information.

Notes to the Financial Statements

The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found immediately following the component unit fund financial statements.

Required Supplementary Information

The basic financial statements are followed by a section of required supplementary information. This section includes budgetary comparison schedules reconciling the statutory and generally accepted accounting principles fund balances at June 30. It also includes information concerning the Commonwealth's funding progress and employer contributions for pension and other postemployment benefits and changes in employers' net pension liability, as well as trend information for Commonwealth-managed risk pools.

Other Information

The combining statements referred to earlier in connection with nonmajor funds and component units can be found beginning on page 205 of this report. The individual fund information is aggregated into a single total on the combining financial statements, which carries forward to the fund financial statements.

Government-wide Financial Analysis

The primary government's assets and deferred outflows of resources exceeded its liabilities and deferred inflows of resources by \$23.1 billion during the fiscal year. The net position of the governmental activities increased \$1.1 billion, or 5.5 percent, primarily due to increases in capital assets and deferred outflows of resources offset by increases in total liabilities and deferred inflows of resources. Capital assets are discussed further on page 35, the long-term liabilities are discussed further on page 36, and deferred inflows and outflows of resources are discussed in Note 13, "Deferred Outflows and Deferred Inflows of Resources." Business-type activities had an increase of \$352.2 million, or 22.2 percent, primarily due to an increase for the Unemployment Compensation Fund and Virginia College Savings Plan as discussed on page 33. As discussed in Note 2, the government-wide beginning balance was restated predominantly for a voluntary change in accounting principle to more appropriately reflect the Unclaimed Property Fund (nonmajor special revenue) and the correction of prior year errors to arrive at a restated beginning balance of \$21.6 billion.

Figure 11
Net Position as of June 30, 2017 and 2016
(Dollars in Thousands)

	Governmental Activities		Business-type Activities		Total	
	2017	2016 as restated	2017	2016	2017	2016 as restated
Current and other assets	\$ 9,563,980	\$ 9,138,685	\$ 4,573,092	\$ 4,220,594	\$ 14,137,072	\$ 13,359,279
Capital assets	32,591,680	30,447,937	42,788	38,319	32,634,468	30,486,256
Deferred outflows of resources	895,456	731,279	25,958	17,903	921,414	749,182
Total assets and deferred outflows of resources	43,051,116	40,317,901	4,641,838	4,276,816	47,692,954	44,594,717
Long-term liabilities outstanding	12,851,854	12,162,009	2,364,842	2,346,500	15,216,696	14,508,509
Other liabilities	5,754,471	5,537,908	333,164	334,095	6,087,635	5,872,003
Deferred inflows of resources	3,296,041	2,574,935	5,417	9,967	3,301,458	2,584,902
Total liabilities and deferred inflows of resources	21,902,366	20,274,852	2,703,423	2,690,562	24,605,789	22,965,414
Net position:						
Net investment in capital assets	25,539,190	24,341,504	37,764	32,960	25,576,954	24,374,464
Restricted	953,844	1,365,260	1,208,248	1,044,558	2,162,092	2,409,818
Unrestricted	(5,344,284)	(5,663,715)	692,403	508,736	(4,651,881)	(5,154,979)
Total net position	\$ 21,148,750	\$ 20,043,049	\$ 1,938,415	\$ 1,586,254	\$ 23,087,165	\$ 21,629,303

The largest portion of the primary government's net position reflects its investment in capital assets (e.g., land, buildings, equipment, infrastructure, construction-in-progress, and intangible assets including water rights, easements and software), less any related outstanding debt and deferred inflows of resources used to acquire those assets. These assets are recorded net of depreciation in the financial statements. The primary government uses these capital assets to provide services to citizens; therefore, these assets are not available for future spending. Although the primary government's investment in its capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities (**Figure 11**). The governmental activities net investment in capital assets amount exceeds total net position due to a negative unrestricted net position amount unrelated to capital assets.

An additional portion of the primary government's net position represents restricted net position. These resources are subject to external restrictions or constitutional provisions specifying how they may be used. The remaining balance of negative \$4.7 billion is unrestricted net position (**Figure 11**).

Approximately 55.2 percent of the primary government's total revenue came from taxes. While the primary government's expenses cover many services, the largest expenses are for education and individual and family services. General revenues normally fund governmental activities. For fiscal year 2017, program and general revenues exceeded governmental expenses by \$335.9 million. Program revenues exceeded expenses from business-type activities by \$1.1 billion. The following condensed financial information (**Figure 12**) was derived from the Government-wide Statement of Activities and provides detail regarding the change in net position (see page 42).

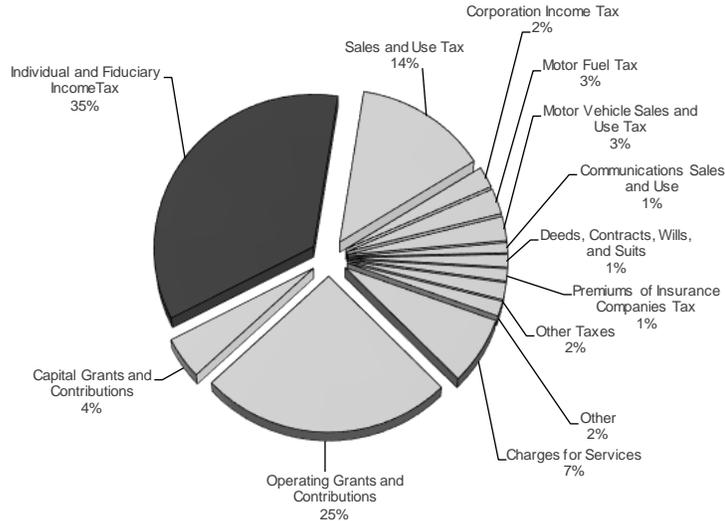
Figure 12
Changes in Net Position for the Fiscal Years Ended June 30, 2017 and 2016
(Dollars in Thousands)

	Governmental Activities		Business-type Activities		Total	
	2017	2016 as restated	2017	2016	2017	2016 as restated
Revenues:						
Program Revenues:						
Charges for Services	\$ 2,651,946	\$ 2,567,716	\$ 4,318,783	\$ 4,069,063	\$ 6,970,729	\$ 6,636,779
Operating Grants and Contributions	9,469,225	9,147,407	3,955	430	9,473,180	9,147,837
Capital Grants and Contributions	1,642,338	1,466,927	-	-	1,642,338	1,466,927
General Revenues:						
Taxes:						
Individual and Fiduciary Income	13,113,355	12,685,001	-	-	13,113,355	12,685,001
Sales and Use	5,104,091	4,993,762	-	-	5,104,091	4,993,762
Corporation Income	834,070	772,639	-	-	834,070	772,639
Motor Fuel	997,561	970,046	-	-	997,561	970,046
Motor Vehicle Sales and Use	947,545	909,617	-	-	947,545	909,617
Communications Sales and Use	396,146	405,576	-	-	396,146	405,576
Deeds, Contracts, Wills, and Suits	502,544	470,644	-	-	502,544	470,644
Premiums of Insurance Companies	479,192	485,018	-	-	479,192	485,018
Alcoholic Beverage Sales	154,447	147,813	-	-	154,447	147,813
Tobacco Products	170,215	176,401	-	-	170,215	176,401
Estate	8,089	175	-	-	8,089	175
Public Service Corporations	107,958	108,158	-	-	107,958	108,158
Beer and Beverage Excise	42,438	43,185	-	-	42,438	43,185
Wine and Spirits/ABC Liter	27,541	26,442	-	-	27,541	26,442
Bank Stock	22,036	17,796	-	-	22,036	17,796
Other Taxes	122,437	118,288	9,142	9,141	131,579	127,429
Unrestricted Grants and Contributions	54,738	48,031	-	-	54,738	48,031
Investment Earnings	65,008	63,397	932	900	65,940	64,297
Miscellaneous	466,674	161,361	112	175	466,866	161,536
Total Revenues	<u>37,379,594</u>	<u>35,785,400</u>	<u>4,332,924</u>	<u>4,079,709</u>	<u>41,712,518</u>	<u>39,865,109</u>
Expenses:						
General Government	3,118,751	3,234,403	-	-	3,118,751	3,234,403
Education	10,457,239	10,178,791	-	-	10,457,239	10,178,791
Transportation	4,610,388	4,524,162	-	-	4,610,388	4,524,162
Resources and Economic Development	1,074,221	1,006,967	-	-	1,074,221	1,006,967
Individual and Family Services	14,707,630	13,998,280	-	-	14,707,630	13,998,280
Administration of Justice	2,853,279	2,892,376	-	-	2,853,279	2,892,376
Interest and Charges on Long-term Debt	222,229	240,007	-	-	222,229	240,007
Virginia Lottery	-	-	1,420,206	1,415,154	1,420,206	1,415,154
Virginia College Savings Plan	-	-	206,400	103,307	206,400	103,307
Unemployment Compensation	-	-	347,869	390,441	347,869	390,441
Alcoholic Beverage Control	-	-	632,440	614,641	632,440	614,641
Risk Management	-	-	9,623	14,281	9,623	14,281
Local Choice Health Care	-	-	447,153	411,656	447,153	411,656
Route 460 Funding Corporation of Virginia	-	-	-	1,461	-	1,461
Virginia Industries for the Blind	-	-	53,691	41,860	53,691	41,860
Consolidated Laboratory	-	-	10,697	10,016	10,697	10,016
eVA Procurement System	-	-	20,499	22,573	20,499	22,573
Department of Environmental Quality Title V	-	-	10,927	11,135	10,927	11,135
Wireless E-911	-	-	44,174	41,851	44,174	41,851
Museum and Library Gift Shops	-	-	6,857	6,676	6,857	6,676
Behavioral Health Canteen and Work Activity	-	-	383	451	383	451
Total Expenses	<u>37,043,737</u>	<u>36,074,986</u>	<u>3,210,919</u>	<u>3,085,503</u>	<u>40,254,656</u>	<u>39,160,489</u>
Excess/(Deficiency) before transfers	335,857	(289,586)	1,122,005	994,206	1,457,862	704,620
Transfers	769,844	787,414	(769,844)	(787,414)	-	-
Increase in net position	1,105,701	497,828	352,161	206,792	1,457,862	704,620
Net position, July 1, as restated	20,043,049	19,545,221	1,586,254	1,379,462	21,629,303	20,924,683
Net position, June 30	<u>\$ 21,148,750</u>	<u>\$ 20,043,049</u>	<u>\$ 1,938,415</u>	<u>\$ 1,586,254</u>	<u>\$ 23,087,165</u>	<u>\$ 21,629,303</u>

Governmental Activities Revenues

Figure 13 is a graphical representation of the Statement of Activities revenues for governmental activities. Governmental activities revenues increased by \$1.6 billion, or 4.5 percent. The net increase is mainly attributable to increases in the General Fund, which are discussed on page 34.

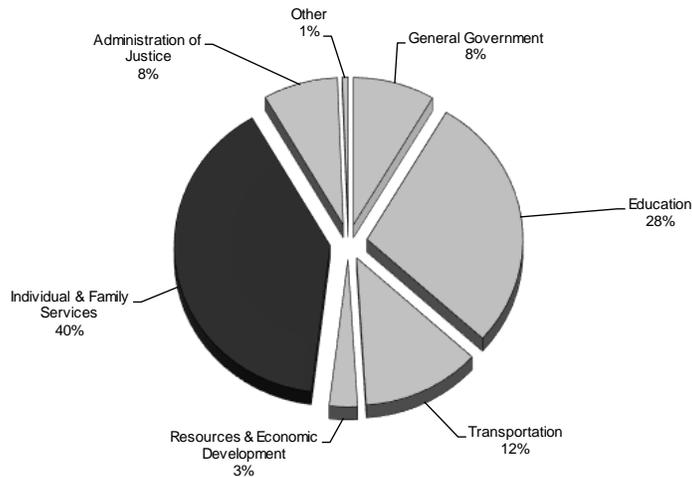
Figure 13
Revenues by Source – Governmental Activities
 Fiscal Year 2017



Governmental Activities Expenses

Figure 14 is a graphical representation of the Statement of Activities expenses for governmental activities. Governmental activities expenses increased by \$968.8 million, or 2.7 percent. This change is primarily attributable to increases in all expense types with the exception of general government and administration of justice. See pages 34 and 35 for additional information.

Figure 14
Expenses by Type – Governmental Activities
 Fiscal Year 2017



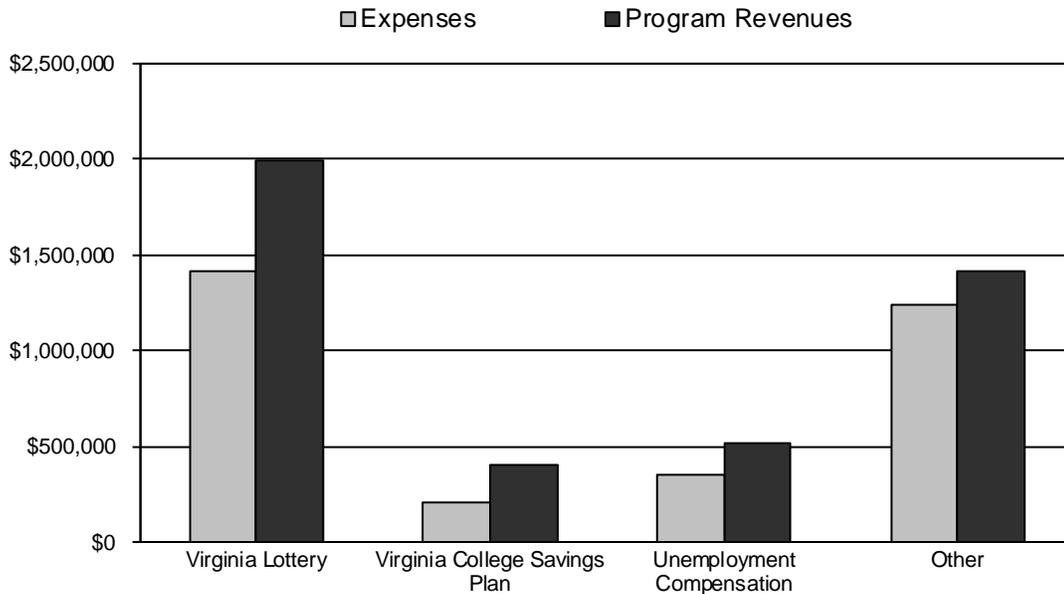
Net Position of Business-type Activities

Net position of business-type activities increased by \$352.2 million during the fiscal year. As shown in **Figure 15**, highlights of the changes in net position for the major enterprise funds were as follows:

- Lottery sales were \$2.0 billion, a decrease of \$17.0 million over the prior year. Net income was \$570.9 million, a decrease of \$22.7 million (3.8 percent) from fiscal year 2016. Sales of scratch games increased by \$17.1 million (1.6 percent) and online sales decreased by \$34.2 million (3.8 percent). Additionally, there is an increase of \$6.5 million (0.5 percent) in total expenses, primarily attributable to the cost of contractual services.
- Virginia College Savings Plan's net position increased by \$196.8 million (33.5 percent) during the fiscal year as a result of total revenues exceeding expenses incurred. This is primarily attributable to favorable market conditions resulting in increased investment earnings offset by an increased actuarially determined tuition benefit expense and actual tuition benefit payments.
- Unemployment Compensation Fund net position increased by \$163.7 million during fiscal year 2017, as a result of a decrease in benefit claims and operating revenue exceeding operating expenses.

Over the one-year period from July 1, 2016, to June 30, 2017, the unemployment rate declined from 4.1 percent to 4.0 percent. Additionally, there were approximately 24,606 fewer initial unemployment claims filed than in the previous year. These declines were accompanied by an increase in the average benefit duration from 14.9 weeks to 15.5 weeks in fiscal year 2017. There was an increase in the average weekly benefit amounts from approximately \$298.1 to \$301.4 in fiscal year 2017. These multiple influences led to a decrease in the total benefit payments of \$42.6 million over the prior year.

Figure 15
Business-type Activities
Program Revenues and Expenses
 Fiscal Year 2017
 (Dollars in Thousands)



Fund Statements Financial Analysis

As of the end of the fiscal year, the primary government's governmental funds reported combined ending fund balances of \$3.6 billion, including a negative unassigned fund balance of \$746.2 million indicating that restricted and committed amounts exceed the available modified accrual basis fund balance. The remainder of fund balance is nonspendable, restricted or committed to indicate that it is not available for new spending.

General Fund Highlights

At the end of the fiscal year, the General Fund reported a combined ending fund balance of \$498.4 million, a decrease of \$252.4 million in comparison with the prior year (as restated). Of this total fund balance, \$127.3 million represents nonspendable fund balance, \$568.1 million represents restricted fund balance, and \$482.3 million represents committed fund balance. These amounts are offset by a negative \$679.3 million unassigned fund balance.

Fiscal year 2017 General Fund revenues were 2.6 percent, or \$499.5 million, higher than fiscal year 2016 revenues. This revenue change results from increases of \$581.3 million primarily attributable to individual and fiduciary income taxes (\$418.1 million), sales and use taxes (\$62.9 million), corporation income taxes (\$33.3 million), and deeds, contracts, wills and suits taxes (\$25.7 million), offset by decreases of \$81.8 million primarily attributable to interest, dividends, and rents (\$52.7 million), sales of property and commodities (\$11.0 million), and communications sales tax (\$10.2 million).

Fiscal year 2017 expenditures increased by 3.3 percent, or \$662.2 million, when compared to fiscal year 2016. This was primarily attributable to increases in individual and family services, education, and administration of justice expenditures of \$295.1 million, \$356.0 million, and \$51.5 million, respectively. Net other financing sources and uses increased by \$48.3 million, which is primarily due to higher transfers in from nongeneral funds, higher proceeds from installment purchases and a decrease in transfers out to nongeneral funds.

Budget Highlights

The General Fund began the year with an original revenue budget that was \$587.0 million, or 3.0 percent, higher than the final fiscal year 2016 revenue budget. Additionally, the final revenue budget was slightly lower (\$332.4 million or 1.6 percent) than the original budget. The change between the original and final budget was primarily attributable to decreases in the final budget for individual and fiduciary income taxes of \$316.3 million, sales and use taxes of \$133.7 million, and communications sales and use of \$12.0 million. This was offset by increases in the final budget for sales of property and commodities of \$30.9 million; corporation income taxes of \$29.0 million; interest, dividends and rents of \$21.7 million; and rights and privileges of \$18.1 million. Total actual General Fund revenues were higher than final budgeted revenues by \$155.5 million due to stronger actual than anticipated collections.

Total final budget expenditures were higher than original budget expenditures by \$24.5 million, or 0.1 percent. This increase was primarily attributable to budgeted expenditures for individual and family services of \$127.0 million, offset by decreases in general government of \$75.1 million and education of \$69.3 million.

The Commonwealth spent less than planned so actual expenditures were \$306.6 million, or 1.5 percent, lower than final budget expenditures.

Budget Outlook

In order to mitigate the effects of difficult economic conditions over the past several years, the Commonwealth adopted temporary budget solutions such as accelerated sales taxes.

Virginia economic growth eased somewhat in fiscal year 2017 and returned to a pattern of relatively slow growth that has typified most of the economic recovery. Data regarding the primary economic indicators – jobs and new housing units saw slow to moderate growth and the state growth lagged the nation on some major economic indicators. The unemployment rate improved slightly from the previous fiscal year while housing indicators continued to mend with home sales, home prices, and building permit issuance growth. During fiscal year 2017, the two General Fund revenue sources most closely tied to current economic activity – individual income taxes and retail sales taxes – experienced increases when compared to the 2016 collections by \$497.3 million (4.0 percent) and \$61.2 million (1.9 percent), respectively. The individual income tax collections were more than the estimated revenue by \$139.1 million (1.1 percent) and the retail sales taxes were less than the estimated revenue by \$29.7 million (0.9 percent).

The fiscal year 2017 revenue collections exceeded fiscal year 2016 and exceeded the fiscal year 2017 collections estimate. Based on the most recent General Fund revenue estimate, the fiscal year 2018 revenue is projected to increase 2.7 percent over the fiscal year 2017 revenue collections. This planned increase is a result of continued growth in individual income taxes and retail sales taxes. The Governor will release his amendments to the 2017-2018 biennial budget on December 18, 2017.

Major Special Revenue Fund Highlights

The Commonwealth Transportation Fund ended the fiscal year with a fund balance of \$2.0 billion. Approximately \$3.4 billion is contractually committed for various highways, public transportation, and rail preservation projects; \$1.8 million for technology services; and \$64.8 million for non-highway construction projects including facilities and tolling support (see Note 20). Additionally, revenues increased \$183.1 million, or 3.3 percent, and expenditures decreased \$63.8 million, or 1.1 percent. The revenue increase was primarily due to increases in tax collections of \$120.8 million, or 3.5 percent, and other revenues of \$117.8 million, or 57.6 percent, offset by decreases in federal income of \$115.1 million, or 9.3 percent. Expenditures decreased mainly for highway maintenance, acquisition, and construction.

The Federal Trust Fund balance increased by \$15.8 million, or 12.3 percent, primarily due to an increase in Federal Grants and Contracts revenue of approximately \$543.6 million, or 6.3 percent, offset by a significant increase in expenditures of \$476.0 million. This change in the Federal Grants and Contracts revenue was mainly attributed to an increase in Medicaid funding (\$345.8 million), child and family assistance funding (\$52.9 million), and education grants (\$45.0 million). The remaining difference is distributed over many other federal programs. Net other financing sources and uses experienced a large decrease of \$20.3 million, or 100.6 percent, primarily attributable to higher transfers out to other funds.

The Literary Fund ending balance decreased by \$47.1 million, or 92.6 percent. Additionally, expenditures exceeded net receipts by \$201.4 million. The loans of \$199.9 million owed to the Virginia Public School Authority (major component unit) increased by \$6.0 million, or 3.1 percent, which was offset by increased transfers in of \$148.4 million. Approximately \$142.0 million was received from the Unclaimed Property Fund (nonmajor special revenue) which was previously reported as a fiduciary fund. See Note 2 for additional information.

Capital Asset and Long-term Debt

Capital Assets. The primary government's investment in capital assets for its governmental and business-type activities as of June 30, 2017, amounts to \$32.6 billion (net of accumulated depreciation totaling \$12.9 billion). This investment in capital assets includes land, buildings, improvements, equipment, infrastructure, construction-in-progress, and intangible assets including water rights, easements, and software. Infrastructure assets are items that are normally immovable such as roads, bridges, drainage systems, and other similar assets. As noted on page 30, increases in capital assets and deferred outflows of resources offset by increases in total liabilities and deferred inflows of resources resulted in an increase in net position of the governmental activities of \$1.1 billion, or 5.5 percent. The increase in the primary government's net investment in capital assets was primarily attributable to increases in infrastructure of \$2.4 billion. These changes are primarily attributable to transportation. The primary government reports equipment with a value of \$50,000 or greater and an expected useful life of two or more years. The primary government capitalizes all land, buildings, infrastructure, and intangible assets that have a cost or value greater than \$100,000 and an expected useful life of two or more years. Additional information on the primary government's capital assets can be found in Note 12, Capital Assets.

Figure 16
Capital Assets as of June 30, 2017
(Net of Depreciation)
(Dollars in Thousands)

	Governmental Activities	Business-type Activities	Total
Land	\$ 3,229,969	\$ 1,874	\$ 3,231,843
Buildings	2,577,575	17,590	2,595,165
Equipment	528,098	16,434	544,532
Water Rights/Easements	85,080	-	85,080
Infrastructure	21,582,809	-	21,582,809
Software	371,874	6,008	377,882
Construction-in-Progress	4,216,275	882	4,217,157
Total	\$ 32,591,680	\$ 42,788	\$ 32,634,468

Long-term Debt. The Commonwealth is prohibited from issuing general obligation bonds for operating purposes. At the end of the current fiscal year, the Commonwealth had total debt outstanding of \$45.2 billion, including total tax-supported debt of \$21.4 billion and total debt not supported by taxes of \$23.8 billion. Bonds backed by the full faith and credit of the government and tax-supported total \$1.4 billion. Debt is considered tax-supported if Commonwealth tax revenues are used or pledged for debt service payments. An additional \$928.1 million is considered moral obligation debt which is not tax-supported. The Commonwealth has no direct or indirect pledge of tax revenues to fund reserve deficiencies. However, in some cases, the Commonwealth has made a moral obligation pledge to consider funding deficiencies in debt service reserves that may occur. The remainder of the Commonwealth's debt represents bonds secured solely by specified revenue sources (i.e., revenue bonds).

During fiscal year 2017, the Commonwealth issued \$6.4 billion of new debt for various projects. Of this new debt, \$1.1 billion was for the primary government and \$5.3 billion for the component units. Additional information on the Commonwealth's outstanding debt can be found in Note 26, "Long-Term Liabilities," as well as in the section entitled "Debt Schedules." The Commonwealth maintains a "triple A" bond rating for general obligation debt from the three rating agencies: Moody's Investors Service; S & P Global Ratings; and Fitch Ratings.

State statutes limit the amount of general obligation debt the Commonwealth may issue for each specific type of debt. The 9(a) bonds, which may be issued to fund the defense of the Commonwealth; to meet casual deficits in revenue or in anticipation of the collection of revenues; or to redeem previous debt obligations, and are limited to 30.0 percent of 1.15 times the annual tax revenues for fiscal year 2017. The 9(b) bonds, which have been authorized by the citizens of Virginia through bond referenda to finance capital projects, are limited to 1.15 times the average of selected tax revenues for fiscal years 2015, 2016, and 2017. The 9(c) bonds, which have been issued to finance capital projects that will generate revenue upon their completion, are limited to 1.15 times the average of selected tax revenues for fiscal years 2015, 2016, and 2017. The current debt limitation for the Commonwealth is \$6.1 billion, \$19.2 billion, and \$18.8 billion, respectively, for the 9(a), 9(b), and 9(c) general obligation bond issues. These limits significantly exceed the Commonwealth's outstanding general obligation debt. Currently, there is no 9(a) debt outstanding.

Figure 17
Outstanding Debt as of June 30, 2017
General Obligation Bonds
(Dollars in Thousands)

	Primary Government			Component Units
	Governmental Activities	Business-type Activities	Total	
General obligation bonds				
9(b)	\$ 515,468	\$ -	\$ 515,468	\$ -
9(c)	22,743	-	22,743	897,018
Total	\$ 538,211	\$ -	\$ 538,211	\$ 897,018

Economic Factors and Review

During fiscal year 2017, the Commonwealth's economy continued to improve, although at a slightly slower rate than during the prior year. The Commonwealth experienced a lower job growth rate than at the national level (1.1 percent at the state level versus 1.6 percent nationally). Personal income growth reached 2.4 percent during fiscal year 2017, compared to 3.4 percent in fiscal year 2016. However, it lagged behind the national level (2.5 percent), as it had during the last three fiscal years. Unemployment in the Commonwealth and at the national level continued to improve during the fiscal year, reaching 4.0 percent and 4.7 percent, respectively. During fiscal year 2017, total taxable sales growth in the Commonwealth decreased from 3.2 percent to 1.5 percent compared to fiscal year 2016. Economic indicators show that during fiscal year 2017, the housing market in the Commonwealth experienced a 7.0 percent increase compared to 8.3 percent in fiscal year 2016. Additionally, housing prices in the Commonwealth again showed a positive change for fiscal year 2017, with an increase of approximately 4.3 percent, compared to just over 6.4 percent at the national level. Many major economic indicators show that the Commonwealth's growth eased during the fiscal year to a pattern of moderately slower growth, and this growth lagged behind the national level.

Requests for Information

This financial report is designed to provide a general overview of the Commonwealth's finances for all those with an interest in the government's finances. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the State Comptroller's Office, Commonwealth of Virginia, P. O. Box 1971, Richmond, Virginia 23218. This report is also available for download at www.doa.virginia.gov.

The Commonwealth's component units issue their own separate financial statements. Contact information regarding each component unit is provided in Note 1.B.

