
WEST VIRGINIA DEPARTMENT OF TRANSPORTATION DIVISION OF HIGHWAYS

A COMPONENT UNIT OF THE STATE OF WEST VIRGINIA AND
WEST VIRGINIA DEPARTMENT OF TRANSPORTATION

AUDITED FINANCIAL STATEMENTS
WITH OTHER FINANCIAL INFORMATION

YEAR ENDED JUNE 30, 2023



**Suttle &
Stalnaker**

Certified
Public
Accountants

A Professional Limited Liability Company



TABLE OF CONTENTS

	Page
Independent Auditor's Report	3 - 5
Management's Discussion and Analysis - (Unaudited)	6 - 16
Basic Financial Statements:	
Statement of Net Position	18
Statement of Activities	19
Balance Sheet - Governmental Funds	20
Reconciliation of the Balance Sheet - Governmental Funds to the Statement of Net Position	21
Statement of Revenues, Expenditures, and Changes in Fund Balances - Governmental Funds	22
Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balances - Governmental Funds to the Statement of Activities	23
Statement of Revenues, Expenditures, and Changes in Fund Balance - Budget and Actual (Budgetary Basis) - State Road (General) Fund	24
Notes to Financial Statements	25 - 53
Required Supplementary Information:	
Schedule of Proportionate Share of the Net Pension Liability (Asset)	55
Schedule of Pension Contributions	56
Schedule of Proportionate Share of the Net OPEB Liability (Asset)	57
Schedule of OPEB Contributions	58
Notes to Required Supplementary Information	59 - 60
Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Basic Financial Statements Performed in Accordance with <i>Government Auditing Standards</i>	61 - 62
Schedule of Audit Findings and Responses	63 - 68
Corrective Action Plan	69 - 72



INDEPENDENT AUDITOR'S REPORT

Joint Committee on Government and Finance
West Virginia Legislature
Charleston, West Virginia

Report on the Audit of the Financial Statements

Opinions

We have audited the accompanying financial statements of the governmental activities and each major fund of the West Virginia Department of Transportation, Division of Highways (the Division), a component unit of the State of West Virginia and the State of West Virginia Department of Transportation, as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise the Division's basic financial statements as listed in the table of contents.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and each major fund of the Division as of June 30, 2023, and the respective changes in financial position and the budgetary comparison for the State Road (General) Fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the Division and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Emphasis of Matter

As discussed in Note 1, the financial statements of the Division are intended to present the financial position and the changes in financial position of only that portion of the governmental activities and each major fund of the State of West Virginia and the West Virginia Department of Transportation that is attributable to the transactions of the Division. They do not purport to, and do not present fairly the financial position of the State of West Virginia and West Virginia Department of Transportation, as of June 30, 2023, or the changes in its financial position, for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

The Virginia Center
1411 Virginia Street, East
Suite 100
Charleston, WV 25301

MAIN (304) 343-4126
FAX (304) 343-8008

The Rivers Office Park
200 Star Avenue
Suite 220
Parkersburg, WV 26101

MAIN (304) 485-6584
FAX (304) 485-0971

Suncrest Towne Centre
453 Suncrest Towne Centre Drive
Suite 201
Morgantown, WV 26505

MAIN (304) 485-6584
FAX (304) 485-0971

The Somerville Building
501 5th Avenue
Suite 1
Huntington, WV 25701

MAIN (304) 525-0301
FAX (304) 522-1569

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Division's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with generally accepted auditing standards and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Division's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Division's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis on pages 6 through 16, the schedule of proportionate share of the net pension liability (asset), the schedule of pension contributions, the schedule of proportionate share of the net OPEB liability (asset), the schedule of OPEB contributions, and related notes on pages 55 through 60 be presented to supplement the basic financial statements. Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated October 13, 2023, on our consideration of the Division's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Division's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Division's internal control over financial reporting and compliance.



Charleston, West Virginia
October 13, 2023

MANAGEMENT'S DISCUSSION AND ANALYSIS

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

7

This section of the West Virginia Department of Transportation, Division of Highways (Division) annual financial report presents our Management's Discussion and Analysis (MD&A) of the Division's financial performance during the fiscal year that ended June 30, 2023. This section introduces the basic financial statements and provides an analytical overview of the Division's financial activities. Please read it in conjunction with the Division's financial statements, which immediately follow this section.

FINANCIAL HIGHLIGHTS - PRIMARY GOVERNMENT

Net Position - The net position of the Division was \$9.2 billion at the close of fiscal year 2023.

Changes in Net Position - During the year, the Division's net position increased by \$491 million or 5.66%. During fiscal year 2022, net position increased by \$12 million or 1.61%.

Revenues and Expenses - Total revenues increased by \$433 million or 30.77%. Total expenses decreased \$46 million or 3.33%. There were no significant changes in the programs carried out by the Division during the year.

Governmental Fund - Fund Balances - As of the close of fiscal year 2023, the Division's governmental funds reported combined total fund balance of \$1.6 billion, a decrease of \$90 million in comparison with the prior year.

Long-Term Debt - The Division's total outstanding general obligation bonds, net of bond premiums, decreased by \$73 million during the current fiscal year. The Division's total outstanding special obligation notes, net of note premium, decreased by \$25 million during the current fiscal year. The Division has \$15 million of leases payable at year end.

OVERVIEW OF THE FINANCIAL STATEMENTS

The MD&A serves as an introduction to the Division's financial statements. The Division's financial statements are comprised of five components, government-wide financial statements, fund financial statements, statements of revenues, expenditures, and change in fund balances - budget and actual, notes to the financial statements, and required supplementary information.

Government-wide Financial Statements

Government-wide financial statements provide both long-term and short-term information about the Division's financial condition. Changes in the Division's financial position may be measured over time by increases and decreases in the statement of net position. Information on how the Division's net position changed during the fiscal year is presented in the statement of activities.

Fund Financial Statements

The fund financial statements focus on the individual parts of the Division, reporting the Division's operations in more detail than the government-wide financial statements. Fund financial statements can include the statements for governmental, proprietary, and fiduciary funds. The Division has two governmental financial reporting funds.

Statement of Revenues, Expenditures, and Changes in Fund Balance-Budget and Actual

The budget and actual statement reports the originally submitted budget along with budget amendments that are combined to arrive at the final budget. The final budget amounts are then compared to the actual operating results for the same fiscal year to arrive at variances.

Notes to the Financial Statements

Notes to the financial statements provide additional information that is essential to the full understanding of the data provided in the government-wide and fund financial statements.

Required Supplementary Information

Required supplementary information includes the presentation of this MD&A and certain information concerning the Division's progress in funding its proportionate share of providing pension benefits and other post-employment benefits to its employees through its participation in the West Virginia Public Employees Retirement System and the West Virginia Retiree Health Benefit Trust Fund.

CONDENSED FINANCIAL INFORMATION

Condensed Statements of Net Position

The following condensed financial information was derived from the government-wide statement of net position and summarizes the Division's net position as of June 30, 2023 and 2022 (amounts in thousands).

The largest component of the Division's net position reflects its investment in capital assets (e.g., land, buildings, equipment, infrastructure, and others) less any related debt outstanding (excluding debt proceeds that have yet to be expended for infrastructure construction) that was needed to acquire or construct the assets. The Division uses these capital assets to provide services to the citizens and businesses in the State; consequently, these resources are not available for future spending. The remaining portion is classified as either restricted or unrestricted net position. The unrestricted net position may be used at the Division's discretion. The restricted net position has constraints as to how these funds may be used. Enabling legislation directs the use of these funds.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

9

**Condensed Statements of Net Position
June 30,**

	2023	2022	% Change
Assets and deferred outflows of resources			
Current assets	\$ 1,855,784	\$ 1,912,750	-2.98%
Capital assets	9,609,564	9,157,124	4.94%
Other non-current assets	-	139,282	-100.00%
Total assets	11,465,348	11,209,156	2.29%
Deferred outflows of resources	75,227	76,635	-1.84%
Total assets and deferred outflows of resources	11,540,575	11,285,791	2.26%
Liabilities and deferred inflows of resources			
Current liabilities	344,266	298,606	15.29%
Long term liabilities	2,001,614	2,070,625	-3.33%
Total liabilities	2,345,880	2,369,231	-0.99%
Deferred inflows	29,317	242,366	-87.90%
Total liabilities and deferred inflows of resources	2,375,197	2,611,597	-9.05%
Net Position			
Net investment in capital assets	8,409,170	7,986,328	5.29%
Restricted	483,282	496,814	-2.72%
Unrestricted	272,926	191,052	42.85%
Total net position	\$ 9,165,378	\$ 8,674,194	5.66%

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

10

Condensed Statements of Activities

The following condensed financial information was derived from the government-wide statement of activities and reflects how the Division's net position changed during the fiscal year (amounts in thousands):

**Condensed Statement of Activities
Years Ended June 30,**

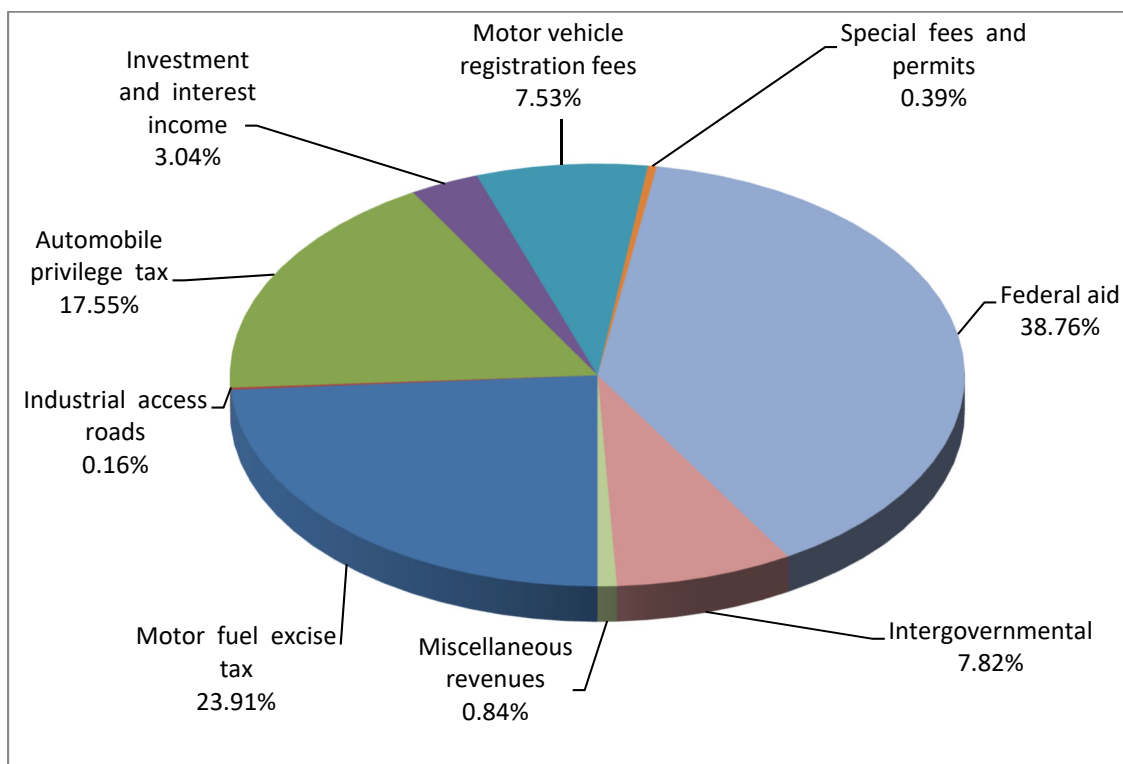
	2023	2022	% Change
Revenues			
Taxes	\$ 762,227	\$ 719,820	5.89%
Investment and interest income	55,944	4,838	1056.35%
Intergovernmental	143,828	-	n/a
Miscellaneous revenues	15,452	5,961	159.22%
Total general revenues	977,451	730,619	33.78%
Capital grants and contributions	715,615	532,914	34.28%
Charges for services and other program revenue	145,575	142,455	2.19%
Total program revenues	861,190	675,369	27.51%
Total revenues	1,838,641	1,405,988	30.77%
Expenses			
Road maintenance	617,268	630,406	-2.08%
Road construction and other road operations	516,897	571,170	-9.50%
General and administration	138,262	111,907	23.55%
Interest on long-term debt	65,248	68,626	-4.92%
Unallocated depreciation	9,782	11,714	-16.49%
Total expenses	1,347,457	1,393,823	-3.33%
Change in net position	491,184	12,165	3937.68%
Net position, beginning	8,674,194	8,662,029	0.14%
Net position, ending	\$ 9,165,378	\$ 8,674,194	5.66%

Over time, increases and decreases in net position measure whether the Division's financial position is improving or deteriorating. During the fiscal year, the net position of the governmental activities increased by \$491 million or 5.66%.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

11

The following chart depicts the revenues under the accrual basis of accounting for the Division for the fiscal year.



Total revenues increased by approximately \$433 million. Intergovernmental revenues increased by approximately \$144 million. The largest component of Intergovernmental revenue for 2023 was a legally authorized appropriation under West Virginia State Code by the West Virginia Legislature. The following summarizes revenues for the years ended June 30, 2023 and June 30, 2022 (amounts in thousands):

	2023	2022	% Change
Motor fuel excise tax	\$ 439,560	\$ 422,945	3.93%
Industrial access roads	3,000	3,000	0.00%
Automotive privilege tax	322,667	296,875	8.69%
Motor vehicle registration fees	138,495	135,736	2.03%
Special fees and permits	7,080	6,719	5.37%
Federal aid	712,615	529,914	34.48%
Investment and interest income	55,944	4,838	1056.35%
Intergovernmental	143,828	-	n/a
Miscellaneous revenues	15,452	5,961	159.22%
Total revenues	<u>\$ 1,838,641</u>	<u>\$ 1,405,988</u>	30.77%

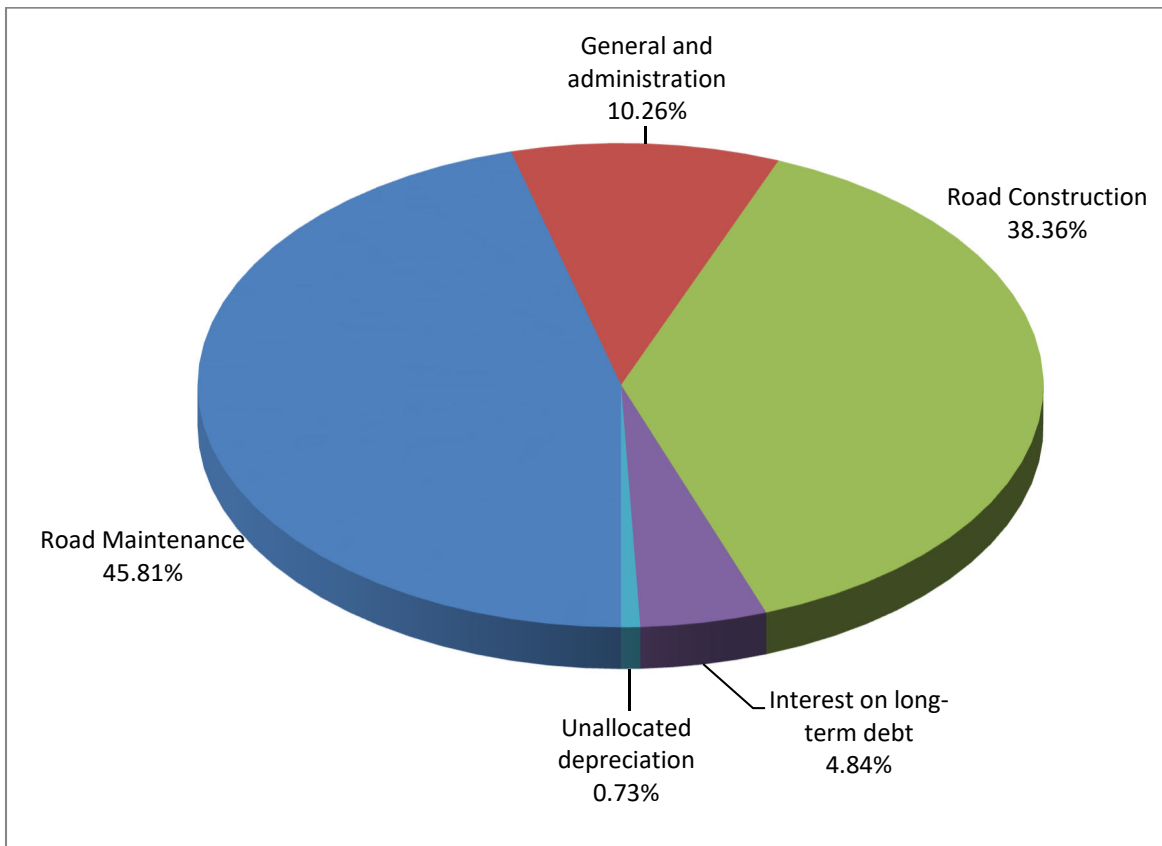
The Division's primary sources of revenue for funding of ongoing administration of the Division, general maintenance, and construction of the state road system and for providing resources to match available Federal funds are derived from fuel taxes, automobile privilege taxes, motor vehicle registration and license fees, net of costs incurred by the Division of Motor Vehicles in collecting funds for deposit into the State Road Fund.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

12

The Division also relies on federal funds as a source of revenue. The federal aid is obtained in the form of reimbursable grants. Federal transportation legislation and special spending authorizations provide funds that are available for obligation by the Federal Government in specific years, and the Division expects to continue to fully obligate available funds, thus ensuring that it captures all federal dollars. Revenue under these grants is recognized when expenditures occur and the Division requests reimbursement on specific projects that have qualified for federal participation. On December 4, 2015, the President signed into law the "Fixing America's Surface Transportation Act," or FAST Act, which is a five-year surface transportation program authorizing funding for highway and public transportation investments. The FAST Act was the first long-term transportation legislation to pass Congress in ten years and provided stability to the Division in planning its transportation investments. The FAST Act was originally set to expire on September 30, 2020, but was extended to September 30, 2021. Late on October 1, 2021, the House passed a 30-day surface transportation funding extension, expiring on October 31, 2021. The Senate subsequently passed that extension on October 2, 2021, with President Biden signing it into law that same day. This allowed Congress additional time to determine whether to pass the Infrastructure Investment and Jobs Act (IIJA) measure first, or to wait until possible passage of the Build Back Better funding measure. On November 15, 2021, Public Law 117-58, the IIJA, was enacted and covers federal fiscal years 2022-2026. In transportation circles the new legislation is also commonly referred to as the Bipartisan Infrastructure Law (BIL). West Virginia's federal fiscal year 2023 apportionment was \$588.0 million and the total obligation limitation was \$627.8 million.

The following chart depicts expenses under the accrual basis of accounting for the Division for the fiscal year.



WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

13

Total expenses decreased by approximately \$46 million or 3.33%. The following summarizes expenses for the years ended June 30, 2023 and June 30, 2022 (amounts in thousands):

	2023	2022	% Increase (Decrease)
Road maintenance	\$ 617,268	\$ 630,406	-2.08%
Road construction and other road operations	516,897	571,170	-9.50%
General and administration	138,262	111,907	23.55%
Interest on long-term debt	65,248	68,626	-4.92%
Unallocated depreciation	9,782	11,714	-16.49%
Total expenses	<u>\$ 1,347,457</u>	<u>\$ 1,393,823</u>	-3.33%

The maintenance expenses of the Division are comprised primarily of Annual Plan routine maintenance as well as maintenance-related capital improvements including small bridge repair, contract paving, and various types of renovation such as guardrail, slides, and drainage. For State fiscal year 2023, Governor Justice, understanding the critical needs of the roadway network in West Virginia, requested funds from the General Fund be transferred to the State Road Fund in order to take care of the critical paving and drainage needs that plague the system. These funds were received in September 2022 with the spending authority granted for fiscal year 2023. This will continue to afford the Division a wonderful opportunity to gain ground in this area.

Operational units are allocated yearly amounts of funding for routine maintenance, internally referred to as Annual Plan Budgets. What the Annual Plan Budgets are spent on is dependent, to a degree, on the level of snow removal and ice control (SRIC) that is required in a given year. In fiscal year 2023, the agency continued its commitment to core maintenance plan, which emphasizes ditching, mowing, brush-cutting, stabilization and patching maintenance activities. Emphasis was also placed on canopy cutting and bridge key activities for maintenance and preservation plan, which emphasizes washing bridges to remove debris and salt residue, bridge deck patching, sealing of concrete components and repairing expansion joints. Crews concentrate on these activities during all non-SRIC periods. The intent is to improve safety and perform maintenance that will extend the life of the highway system.

General and administration expenses increased by \$26 million in fiscal year 2023 primarily due to payroll costs attributed to the across the board raises and general increases from inflation shown mostly in equipment and inventory. Road maintenance expenses were expected to show a lower spending in the fiscal year 2023 and had been reflected in the year's annual budget. The expected decrease resulted in an actual decrease of \$13 million and was primarily due to the increased obligation of debt service payments and the unavailability of the general surplus funds until the end of the first quarter. With the general surplus revenue not received until September 26, 2022, three months of the prime construction season could not benefit from this additional funding.

Other road operations expenditures reported in the Government-Wide Financial Statements include the total expended for all other road operations and small construction activities that fail to meet the criteria established for capitalization as infrastructure assets. A discussion of the change in actual funds expended is included in the financial analysis of the Division's Fund Financial Statements below.

FINANCIAL ANALYSIS OF THE DIVISION'S MAJOR FUNDS

At June 30, 2023, the Division reported fund balances of approximately \$1.6 billion. Of this total amount, \$229 million constitutes unassigned fund balance, while \$1.3 billion is restricted for various purposes. The remainder of the fund balance is non-spendable and is not available for spending because it is comprised of inventories.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

14

State Road Fund

The State Road Fund is the Division's General Fund. At the end of the 2023 fiscal year, unassigned fund balance of the General Fund was \$229 million and non-spendable fund balance was \$82 million, while the restricted fund balance was \$449 million. The total General Fund balance increased \$33 million during the fiscal year primarily due to an increase in federal aid and intergovernmental revenue offset by a decrease in capital outlay expenditures.

State Road (General) Fund and Budgetary Highlights

The Division is dependent on revenues generated from the purchase and use of motor fuel, motor vehicle fees, privilege tax on consumer purchases of motor vehicles, and federal funding generated from motor fuel purchases. Revenues are affected by state and national economic conditions, world events affecting availability and pricing of motor fuel, and fuel consumption rates for motor vehicles. The forecast for fuel consumption is still anticipated to trend downward as vehicles continue to become more fuel efficient. Motor Fuel and Registration collections fell well below estimates, while Privilege Tax collections rose above estimates to compensate for the lack of other revenue sources. This is primarily due to the increase in demand and price of vehicles. The following table summarizes tax and fee collections (budget basis) over the past two years (amounts in thousands):

	2023	2022	Increase (Decrease)	% Increase (Decrease)
Motor fuel excise and wholesale fuel	\$ 432,442	\$ 419,593	\$ 12,849	3.06%
Motor vehicle registration	142,498	136,234	6,264	4.60%
Privilege tax	317,936	300,583	17,353	5.77%
	<u>\$ 892,876</u>	<u>\$ 856,410</u>	<u>\$ 36,466</u>	4.26%

Motor fuel excise tax is imposed on the consumption of motor fuel. The motor fuel excise tax is the combination of a flat 20.5 cents per invoiced gallon rate and a variable sales and use tax rate that is calculated yearly. The variable rate is 16.7 cents as the result of SB1006.

Fiscal year 2023 tax collections reported on a budgetary basis increased by \$30.2 million (4.19%) from fiscal year 2022 tax collections. Motor fuel tax collections were \$2.4 million (0.57%) above estimate for the year, and \$12.8 million (3.06%) above fiscal year 2022 collections. Registration fee collections were \$31.5 million (-18.10%) below estimates and \$6.3 million (4.60%) above fiscal year 2022 collections. Privilege tax collections were \$17.9 million (5.98%) above estimates and \$17.4 million (5.77%) above fiscal year 2022 collections.

The Division's federal revenue, on a budgetary basis for fiscal year 2023 was \$688.2 million, used primarily for the design, right-of-way, and construction of Corridor H, Coalfields Expressway, implementation of IJAA Bridge Program and numerous system preservation projects on other federal-aid highways. As previously discussed, the recognition of revenue under these grants occurs when expenditures occur on specific projects that have qualified for federal participation and the Division requests reimbursement. The budgeted amounts for federal revenue and expenditures are based on projects that have been approved and estimates of the timing of each phase of the project. Since the timing of such expenditures is dependent on variables such as the weather, the existence of differing site conditions that require plan modification, or delays caused by environmental issues or the results of public meetings, expenditures often do not occur as planned.

It is anticipated that the state revenues will increase slightly in fiscal year 2024 when compared to fiscal year 2023. Regardless of current and future events, management will continue to monitor and maintain a fiscally sound equity position. If revenues received are lower than estimated, management is confident adequate discretionary expenditure items can be reduced to permit the Division to continue to operate in a fiscally sound manner.

Capital Projects Fund

The Capital Projects Fund accounts for financial resources to be used for road construction financed by the sale of General Obligation bonds. On October 7, 2017 the citizens of West Virginia voted to pass a referendum which allows the Division to sell \$1.6 billion dollars in General Obligation bonds. The Division sold \$800 million (face value) in General Obligation bonds during the fiscal year ended June 30, 2018, \$600 million (face value) in General Obligation bonds during the fiscal year ended June 30, 2020, and \$200 million (face value) in General Obligation bonds during the fiscal year ended June 30, 2021. These bonds will fund the construction of all or a portion of projects across the State. During the fiscal year ended June 30, 2023, the Capital Projects Fund fund balance decreased by \$123 million primarily due to construction expenses related to the Roads to Prosperity initiative. At June 30, 2023, the capital projects fund balance of approximately \$837 million represented unexpended bond funds associated with the above-referenced issuances.

CAPITAL ASSETS AND DEBT ADMINISTRATION

Capital Assets

As of June 30, 2023, the Division had invested \$9.6 billion, net of accumulated depreciation and amortization, in a range of capital assets (see Note 7 for additional details). Depreciation and amortization charges for the fiscal year totaled \$323 million.

As the Division continues to expand the state road system, these expansions are focused primarily on upgrading existing roadways and the completion of Appalachian Highway Corridor H. While these are significant construction projects, the additions are offset by \$298 million in depreciation of the infrastructure. The Division expended \$780 million dollars during the year ended June 30, 2023 for additions to capital assets. Of this amount, \$738 million was related to the acquisition of right of way and construction of roads and bridges. Construction costs for completed projects in the amount of \$518 million were reclassified from construction in process to roads and bridges. Major construction expenditures during the year included the Coalfields Expressway in Wyoming County, Corridor H in Randolph County, and continued environmental studies on various projects in process.

Long-Term Debt

The Division was authorized to issue general obligation bonds of the State of West Virginia by constitutional amendments. The final tranche of \$200 million was issued in fiscal year 2021 per house concurrent resolution 105. The outstanding balance of issued general obligation bonds was \$1.5 billion at June 30, 2023.

The Division has also been authorized to issue revenue notes in the amount of \$500 million by constitutional amendment. The Division issued revenue notes in the amount of \$53 million in December 2016, which were defeased in February 2018. In October 2017, the Division issued revenue notes in the amount of \$220 million. In August 2018, the Division issued revenue notes in the amount of \$79 million. The debt service payments on these notes will be funded through federal aid revenue. The outstanding balance of issued special notes was \$206 million at June 30, 2023.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
MANAGEMENT'S DISCUSSION AND ANALYSIS
(Unaudited)

16

The following is a summary of the amounts outstanding, including bond and note ratings:

Issue	Bond Rating		Amount (in thousands)
Safe Roads 15A - Bonds maturing on or before June 1, 2025.	Fitch:	AA+	
	Moody's:	Aa1	
	S&P:	AA	\$ 43,130
Roads to Prosperity 18A, 18B T1, 18B T2 - Bonds maturing on or before June 1, 2043.	Fitch:	AA	
	Moody's:	Aa2	
	S&P:	AA-	706,205
Roads to Prosperity 19A-1, 19A-2 - Bonds maturing on or before June 1, 2044.	Fitch:	AA	
	Moody's:	Aa2	
	S&P:	AA-	584,530
Roads to Prosperity 21A and 21B - Bonds maturing on or before June 1, 2046.	Fitch:	AA	
	Moody's:	Aa2	
	S&P:	AA-	200,000
Surface Transportation Improvements Special Obligation Notes (GARVEE 2017A) - Notes maturing on or before September 1, 2029.	Moody's:	A2	
	S&P:	AA	142,580
Surface Transportation Improvements Special Obligation Notes (GARVEE 2018A) - Notes maturing on or before September 1, 2033.	Moody's:	A2	
	S&P:	AA	63,315
			<u>\$ 1,739,760</u>

More detailed information regarding capital assets and long-term debt activity is included in Notes 7 and 8, respectively, to the financial statements.

REQUESTS FOR INFORMATION

This financial report is designed to provide an overview of the finances of the Division for those with an interest in this organization. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the West Virginia Department of Transportation, Division of Highways at 1900 Kanawha Boulevard, East, Building 5, Room 220, Charleston, West Virginia 25305.

BASIC FINANCIAL STATEMENTS

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
STATEMENT OF NET POSITION
JUNE 30, 2023
(amounts expressed in thousands)

18

	Governmental Activities
ASSETS AND DEFERRED OUTFLOWS OF RESOURCES	
Current assets	
Cash and cash equivalents	\$ 1,521,999
Accounts receivable, net	151,075
Taxes receivable	88,817
Due from other State of West Virginia agencies	12,343
Inventories	81,550
Total current assets	1,855,784
Non-current assets	
Capital assets not being depreciated	
Land - non-infrastructure	26,133
Land - infrastructure	1,324,143
Construction in progress	2,351,806
Capital assets net of accumulated depreciation/amortization	
Land improvements	13,004
Buildings	146,676
Furniture and fixtures	1,382
Rolling stock	115,310
Scientific equipment	27
Shop equipment	403
Roads	2,877,369
Bridges	2,738,851
Right-to-use assets	14,460
Total non-current assets	9,609,564
Total assets	11,465,348
Deferred outflows of resources	
Deferred outflows of resources - pension	64,849
Deferred outflows of resources - OPEB	10,378
Total deferred outflows of resources	75,227
Total assets and deferred outflows of resources	11,540,575
LIABILITIES AND DEFERRED INFLOWS OF RESOURCES	
Current liabilities	
Accounts payable	186,652
Accrued payroll and related liabilities	15,282
Due to other State of West Virginia agencies	6,028
Accrued interest payable	9,747
Unearned revenue	1,023
Current maturities of long-term obligations	125,534
Total current liabilities	344,266
Non-current liabilities	
Claims and judgments	13,763
Compensated absences	7,015
Due to other State of West Virginia agencies	5,575
Net pension liability	23,730
Net other postemployment benefits liability	5,598
Leases payable	12,203
Bonds and notes	1,933,730
Total non-current liabilities	2,001,614
Total liabilities	2,345,880
Deferred inflows of resources	
Deferred inflows of resources - pension	164
Deferred inflows of resources - OPEB	26,083
Deferred inflows of resources - gain on refunding	3,070
Total deferred inflows of resources	29,317
Total liabilities and deferred inflows of resources	2,375,197
NET POSITION	
Net investment in capital assets	8,409,170
Restricted	
Coal Resource	5,395
Waste Tire	4,979
Industrial Access	6,760
Capital projects	425,193
Pension benefits	40,955
Unrestricted	272,926
Total net position	\$ 9,165,378

The Accompanying Notes Are An Integral Part Of These Financial Statements

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
STATEMENT OF ACTIVITIES
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

19

Functions/Programs	Expenses	Program Revenues		Net Revenue (Expenses) and Changes in Net Position
		Charges for Services and Other Program Revenue	Capital Grants and Contributions	
Government activities				
Road maintenance				
Operations	\$ 602,109	\$ -	\$ -	\$ (602,109)
Litter control program	520	-	-	(520)
Depreciation	14,639	-	-	(14,639)
Road construction				
Federal aid				
Interstate highways	31,760	-	169,737	137,977
Appalachian highways	15,921	-	96,482	80,561
Other federal aid programs	163,645	-	446,396	282,751
Nonfederal aid	5,863	-	-	(5,863)
Industrial access roads	1,213	-	3,000	1,787
Depreciation	298,495	-	-	(298,495)
General and administration				
Support and administrative operations	90,914	7,080	-	(83,834)
Claims	416	-	-	(416)
Costs associated with DMV	46,932	138,495	-	91,563
Interest on long-term debt	65,248	-	-	(65,248)
Unallocated depreciation and amortization	9,782	-	-	(9,782)
	<u>\$ 1,347,457</u>	<u>\$ 145,575</u>	<u>\$ 715,615</u>	<u>(486,267)</u>
General revenues				
Taxes:				
Gasoline and motor carrier				439,560
Automobile privilege				322,667
Investment and interest income				55,944
Intergovernmental				143,828
Miscellaneous revenues				<u>15,452</u>
Total general revenues				<u>977,451</u>
Change in net position				491,184
Net position, beginning				<u>8,674,194</u>
Net position, ending				<u>\$ 9,165,378</u>

The Accompanying Notes Are An Integral Part Of These Financial Statements

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
BALANCE SHEET - GOVERNMENTAL FUNDS
JUNE 30, 2023
(amounts expressed in thousands)

20

	State Road (General)	Capital Projects	Total Governmental Funds
ASSETS			
Assets			
Cash and cash equivalents	\$ 667,326	\$ 854,673	\$ 1,521,999
Receivables	151,075	-	151,075
Taxes receivable	88,817	-	88,817
Due from other State of West Virginia agencies	12,343	-	12,343
Inventories	81,550	-	81,550
Total assets	<u>\$ 1,001,111</u>	<u>\$ 854,673</u>	<u>\$ 1,855,784</u>
LIABILITIES, DEFERRED INFLOWS OF RESOURCES, AND FUND BALANCES			
Liabilities			
Accounts payable	\$ 168,844	\$ 17,808	\$ 186,652
Accrued payroll and related liabilities	15,282	-	15,282
Due to other State of West Virginia agencies	11,603	-	11,603
Unearned revenue	1,023	-	1,023
Total liabilities	<u>196,752</u>	<u>17,808</u>	<u>214,560</u>
Deferred Inflows of Resources			
Unavailable revenue	<u>44,491</u>	<u>-</u>	<u>44,491</u>
Fund balances			
Non-spendable			
Inventories	81,550	-	81,550
Restricted			
Construction and maintenance of industrial access roads	6,760	-	6,760
Construction and maintenance of coal resource roads	5,395	-	5,395
Waste tire clean up and disposal	4,979	-	4,979
Capital projects	432,551	836,865	1,269,416
Unassigned	228,633	-	228,633
Total fund balances	<u>759,868</u>	<u>836,865</u>	<u>1,596,733</u>
Total liabilities, deferred inflows of resources, and fund balances	<u>\$ 1,001,111</u>	<u>\$ 854,673</u>	<u>\$ 1,855,784</u>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
RECONCILIATION OF THE BALANCE SHEET - GOVERNMENTAL FUNDS
TO THE STATEMENT OF NET POSITION
JUNE 30, 2023
(amounts expressed in thousands)

21

Total fund balance - governmental funds	\$	1,596,733
---	----	-----------

Amounts reported for governmental activities in the statement of net position are different because:

Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds. These assets consist of:

Capital assets not being depreciated			
Land - non-infrastructure	\$	26,133	
Land - infrastructure		1,324,143	
Construction in progress		2,351,806	
Capital assets net of accumulated depreciation and amortization			
Land improvements		13,004	
Buildings		146,676	
Furniture and fixtures		1,382	
Rolling stock		115,310	
Scientific equipment		27	
Shop equipment		403	
Roads		2,877,369	
Bridges		2,738,851	
Right-to-use assets		14,460	9,609,564

Deferrals of resources related to pensions and OPEB that represent a consumption of net position that applies to a future period and, therefore, is reported as a deferred outflow of resources in the statement of net position.		75,227
---	--	--------

Receivables related to the paving settlement are not available to pay for current-period expenditures and, therefore, are reported as unavailable in the funds.		44,491
---	--	--------

Some assets and liabilities are not due and receivable or payable in the current period and therefore are not reported in the funds. Those assets and liabilities consist of:

Net pension liability	(23,730)	
Net other postemployment benefits liability	(5,598)	
Accrued interest payable	(9,747)	
Claims and judgments	(14,196)	
Compensated absences	(24,299)	
Leases payable	(14,995)	
General obligation bonds and revenue notes	(2,038,755)	(2,131,320)

Deferrals of resources related to pensions and OPEB and gain on refunding that represents an acquisition of net position that applies to a future period and, therefore, are reported as deferred inflows of resources in the statement of net position.		(29,317)
--	--	----------

Net position of governmental activities	\$	9,165,378
---	----	-----------

The Accompanying Notes Are An Integral Part Of These Financial Statements

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
STATEMENT OF REVENUES, EXPENDITURES, AND
CHANGES IN FUND BALANCES - GOVERNMENTAL FUNDS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

22

	State Road (General)	Capital Projects	Total Governmental Funds
Revenues			
Taxes			
Gasoline and motor carrier	\$ 439,560	\$ -	\$ 439,560
Automobile privilege	322,667	-	322,667
Industrial access roads	3,000	-	3,000
License, fees and permits			
Motor vehicle registrations and licenses	138,495	-	138,495
Special fees and permits	7,080	-	7,080
Federal aid			
Interstate highways	169,737	-	169,737
Appalachian highways	96,482	-	96,482
Other federal aid programs	446,396	-	446,396
Intergovernmental			
State aid and other agencies	143,828	-	143,828
Investment and interest income, net of arbitrage rebate	20,254	35,689	55,943
Miscellaneous revenues	29,468	-	29,468
Total revenues	<u>1,816,967</u>	<u>35,689</u>	<u>1,852,656</u>
Expenditures			
Current			
Road maintenance			
Operations	661,132	-	661,132
Litter control program	536	-	536
Support and administrative operations	108,413	-	108,413
Division of Motor Vehicles operations	48,399	-	48,399
Office of Administration Hearings operations	-	-	-
Claims	432	-	432
Capital outlay - Road construction and other road operations			
Federal aid:			
Interstate highways	205,976	-	205,976
Appalachian highways	133,427	-	133,427
Other federal aid programs	416,850	-	416,850
Nonfederal aid	43,332	159,060	202,392
Industrial access roads	1,249	-	1,249
Debt service			
Principal - bonds and notes	76,395	-	76,395
Principal - leases	2,844	-	2,844
Interest - bonds and notes	88,833	-	88,833
Interest - leases	568	-	568
Total expenditures	<u>1,788,386</u>	<u>159,060</u>	<u>1,947,446</u>
Excess (deficiency) of revenues over expenditures	28,581	(123,371)	(94,790)
Other financing sources (uses)			
Right-to-use leases	4,711	-	4,711
Total other sources (uses)	<u>4,711</u>	<u>-</u>	<u>4,711</u>
Net change in fund balances	33,292	(123,371)	(90,079)
Fund balances, beginning of year	726,576	960,236	1,686,812
Fund balances, end of year	<u>\$ 759,868</u>	<u>\$ 836,865</u>	<u>\$ 1,596,733</u>

The Accompanying Notes Are An Integral Part Of These Financial Statements

DIVISION OF HIGHWAYS

RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES
IN FUND BALANCES - GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES

YEAR ENDED JUNE 30, 2023

(amounts expressed in thousands)

Net change in fund balance - governmental funds	\$ (90,079)
---	-------------

Amounts reported for governmental activities in the statement of activities are different because:

Governmental funds report capital outlays as expenditures. However, in the statement of activities, the cost of those assets is allocated over their estimated useful lives as depreciation and amortization expense. This is the amount by which the capital outlays (\$780,019) exceeded depreciation and amortization (\$322,916) in the current period.

457,103

In the statement of activities, only the loss on the sale of assets is reported, whereas in the governmental funds, the proceeds from the sale increase financial resources. Thus the change in the net position differs from the change in fund balance by the depreciated cost of the assets sold.

(353)

Bond, note, and lease proceeds provide current financial resources to governmental funds, but issuing debt increases long-term liabilities in the statement of net position. Repayment of bond and note principal is an expenditure in the governmental funds, but the repayment reduces long-term liabilities in the statement of net position. This is the amount by which proceeds and gains on lease modifications exceeded repayments and losses on lease modifications.

74,611

Some expenses reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as expenditures in the governmental funds. This is the change in claims and compensated absences in the current period.

(1,650)

Revenues in the governmental funds for activities that provide current financial resources but were reported as revenues in the statement of activities in a prior year. This amount represents revenue related to the paving settlement that is a current financial resource.

(14,097)

Some expenses do not require the use of current financial resources and, therefore, are not reported in governmental funds. This is the amount of amortization of bond premium, change in interest payable, pension expense, OPEB expense, and amortization of gain on bond refunding.

 65,649

Change in net position of governmental activities

 \$ 491,184

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION DIVISION OF HIGHWAYS
STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE - BUDGET AND ACTUAL
(BUDGETARY BASIS) - STATE ROAD (GENERAL) FUND
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

	Original Budget	Budget Amendments	Final Budget	Actual Amounts	Variance with Final Budget - Positive (Negative)
Revenues					
Taxes					
Gasoline and motor carrier	\$ 430,000	\$ -	\$ 430,000	\$ 432,442	\$ 2,442
Automobile privilege	300,000	-	300,000	317,936	17,936
Litter Control Program	1,700	-	1,700	1,878	178
Motor vehicle registrations and licenses	174,000	-	174,000	142,498	(31,502)
Special fees and permits	6,484	-	6,484	2,516	(3,968)
Revenue transfer to Industrial Access Roads	3,000	-	3,000	3,000	-
Federal aid	586,100	-	586,100	688,207	102,107
Intergovernmental	150,000	-	150,000	150,000	-
Miscellaneous revenues	53,540	-	53,540	41,861	(11,679)
	<u>1,704,824</u>	<u>-</u>	<u>1,704,824</u>	<u>1,780,338</u>	<u>75,514</u>
Expenditures					
Road construction and other road operations					
Interstate highways	115,000	106,700	221,700	201,675	20,025
Appalachian highways	100,000	43,300	143,300	107,112	36,188
Other federal aid programs	345,000	40,000	385,000	376,659	8,341
Road maintenance					
Maintenance	529,882	125,000	654,882	647,260	7,622
Litter control program	1,650	-	1,650	537	1,113
Support and administrative operations					
General operations	178,242	-	178,242	130,386	47,856
Equipment revolving	19,401	25,000	44,401	14,328	30,073
Inventory revolving	4,000	-	4,000	(520)	4,520
Debt service	135,500	-	135,500	132,748	2,752
Division of Motor Vehicles operations	64,447	1,700	66,147	52,481	13,666
Claims - DOH and DMV	433	-	433	431	2
Industrial Access Road	3,000	-	3,000	3,000	-
	<u>1,496,555</u>	<u>341,700</u>	<u>1,838,255</u>	<u>1,666,097</u>	<u>172,158</u>
Excess (deficiency) of revenues over expenditures	<u>\$ 208,269</u>	<u>\$ (341,700)</u>	<u>\$ (133,431)</u>	<u>\$ 114,241</u>	<u>\$ (96,644)</u>

The Accompanying Notes Are An Integral Part Of These Financial Statements

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

25

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

BASIS OF PRESENTATION - The accompanying financial statements of the West Virginia Department of Transportation, Division of Highways (Division) have been prepared in conformity with accounting principles generally accepted in the United States of America (GAAP) as prescribed by the Governmental Accounting Standards Board (GASB).

REPORTING ENTITY - The Division is an operating unit of the West Virginia Department of Transportation and represents separate funds of the State of West Virginia (State) that are not included in the State's General Fund. The Division is a legally separate entity defined by the State constitution, and has statutory responsibility for the construction, reconstruction, maintenance, and improvement of all State roads. The Division is governed by a commissioner who is appointed by the Governor, but does not have a governing board separate from the State Legislature. The Division is considered a component unit of the State and its financial statements are blended with the financial statements of the primary government in the State's annual comprehensive financial report.

The financial statements of the Division are intended to present the financial position and the changes in financial position, of only that portion of the governmental activities and each major fund of the State and the West Virginia Department of Transportation that is attributable to the transactions of the Division. They do not purport to, and do not present fairly the financial position of the State and West Virginia Department of Transportation, as of June 30, 2023, or the changes in its financial position, for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Management has considered all potential component units to be included in the Division's reporting entity by applying the criteria set forth in accounting principles generally accepted in the United States of America. These criteria include but are not limited to the consideration of organizations for which the Division is financially accountable, or organizations for which the nature and significance of their relationship with the Division are such that exclusion would cause the Division's financial statements to be misleading or incomplete. Since no organizations meet these criteria, the Division has no component units.

The Division of Motor Vehicles is an operating division of the West Virginia Department of Transportation, which collects certain revenues for expenditure by the Division. The expenditures related to the collection of these revenues are recorded in the State Road Fund of the Division.

The Public Service Commission collects revenues from coal companies that are operating trucks with excessive weights. These revenues are deposited into the Coal Resource Fund, which is controlled by the Division.

GOVERNMENT-WIDE AND FUND FINANCIAL STATEMENTS - The government-wide financial statements (the statement of net position and the statement of activities) report information of all of the activities of the primary government and its component units, if any. The effect of interfund activity has been removed from these government-wide financial statements. Governmental activities, which normally are supported by taxes and intergovernmental revenues, are reported separately from business-type activities, which rely to a significant extent on fees and charges for support. Likewise, the primary government is reported separately from the legally separate component units for which the primary government is financially accountable.

The statement of activities demonstrates the degree to which the direct expenses of a given function, segment or component unit are offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function, segment, or component unit. Program revenues include charges to customers who purchase, use or directly benefit from goods or services provided by a given function, segment, or component unit. Program revenues also include grants and contributions that are restricted to meeting the operational or capital requirements of a particular function, segment, or component unit. Taxes and other items not properly included among program revenues are reported instead as general revenues. Resources that are dedicated internally are reported as general revenues rather than as program revenues. The Division does not allocate general government (indirect) expenses to other functions.

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Separate financial statements are provided for governmental funds. Major individual governmental funds are reported as separate columns in the fund financial statements, as necessary.

MEASUREMENT FOCUS, BASIS OF ACCOUNTING, AND FINANCIAL STATEMENT PRESENTATION

GOVERNMENT-WIDE FINANCIAL STATEMENTS - The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

GOVERNMENTAL FUND FINANCIAL STATEMENTS - The governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Revenues are considered, to be available when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the Division considers revenues to be available if they are collected within 45 days of the end of the current fiscal year. Principal revenues subject to accrual include gasoline and wholesale fuel taxes, automobile privilege taxes, federal reimbursements and other reimbursements for use of materials and services.

Expenditures generally are recorded when a liability is incurred, as under accrual accounting. Modifications to the accrual basis of accounting for the governmental fund financial statements include:

- Employees' vested annual leave is recorded as expenditures when utilized. The amount of accumulated annual leave unpaid at June 30, 2023, has been reported only in the government-wide financial statements.
- Division employees earn sick leave benefits, which accumulate, but do not vest. When separated from employment with the Division, an employee's sick leave benefits are considered ended and no reimbursement is provided. Any employee who retires, however, may convert any unused accumulated sick leave to increase service credits for retirement purposes. Additionally, certain employees may choose to apply any unused accumulated sick leave to pay a portion of the employee's postemployment health care insurance premium in lieu of increasing their service credits. Those employees cannot split their unused leave between the two options.
- Principal and interest on general long-term debt, including lease liabilities, are recorded as fund liabilities when due or when amounts have been accumulated in a debt service fund for transfer to the fiscal agent or for payment to be made early in the following year.
- Claims and judgments are recorded only when payment is due.
- Pension and other post-employment benefits expense is recorded when contributions are due in the governmental fund financial statements and recorded when incurred in the government-wide financial statements.
- Revenue from the paving contract settlement is recognized when available, either when cash proceeds are received or when credits are used during the year or within the availability period.

FUND ACCOUNTING - The Division uses funds to report its financial position and the results of its operations. Fund accounting is designed to demonstrate legal compliance and to aid financial management by segregating transactions related to certain government functions or activities.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

27

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

A fund is a separate accounting entity with a self-balancing set of accounts. The following summarizes the major governmental funds that are presented in the accompanying financial statements:

- State Road (General) Fund - This fund serves as the Division's General Fund and is used to account for all financial resources, except those accounted for in another fund. The State Road Fund is funded primarily by dedicated highway user taxes and fees and matching federal highway funds.
- Capital Projects Fund - This fund accounts for financial resources to be used for road construction financed by the proceeds from the sale of general obligation bonds.

INTERFUND ACTIVITY - As a general rule, the effect of interfund activity has been eliminated from the government-wide financial statements. Exceptions to this general rule are payments-in-lieu of taxes and other charges from the government's various functions. Elimination of these charges would distort the direct costs and program revenues reported for the various functions concerned. The Division processes certain routine payments, such as payroll through the State Road Fund and allocates those costs to the other governmental funds based on individual projects charged. The interfund balances at June 30, 2023 generally are a result of these routine payments and transfers.

BUDGETING AND BUDGETARY CONTROL - The Division's expenditures are subject to the legislative budget process of the State, with annual budgets adopted utilizing the cash basis of accounting. The cash basis is modified at year-end to allow for payment of invoices up to 45 days after year-end for goods or services received prior to year-end. Appropriated budgeted expenditures, which lapse 45 days after the end of the fiscal year, are incorporated into the Division's overall financial plan, which includes revenue estimates developed by the Division and the State's executive branch. Expenditures are budgeted using natural categories of activity including specific categories of construction, maintenance, and operations, as well as special items. Any revisions that alter overall budgeted expenditures for an expenditure category must be approved by the State Legislature.

The Division's State Road (General) Fund, which includes the State Road Fund and A. James Manchin Fund, has a legislatively approved budget. However, the Capital Projects Fund, Coal Resource Fund, Industrial Access Fund, and certain monies reported within the State Road Fund in accordance with accounting principles generally accepted in the United States of America are not considered appropriated funds in accordance with the Division's budgetary reporting policy. Accordingly, these funds have not been reported in the Division's Statement of Revenues, Expenditures, and Changes in Fund Balance - Budget and Actual (Budgetary Basis) - State Road Fund. A reconciliation of the excess of revenues over expenditures and other financing uses for the year ended June 30, 2023, on the budgetary basis to the GAAP basis for the State Road fund follows:

Excess (deficiency) of revenues over expenditures - budgetary basis	\$	114,241
Basis of accounting differences (budgetary to GAAP)		(46,475)
Unbudgeted funds		<u>(34,474)</u>
Excess (deficiency) of revenues over expenditures - GAAP basis	\$	<u>33,292</u>

CASH AND CASH EQUIVALENTS - Cash and cash equivalents are short-term investments with original maturities of 90 days or less. Cash and cash equivalents principally consist of amounts on deposit in the State Treasurer's Office (STO) that are pooled funds managed by the West Virginia Board of Treasury Investments (BTI). Interest income from these investments is prorated to the Division at rates specified by the BTI based on the balance of the Division's deposits maintained in relation to the total deposits of all State agencies participating in the pool. Deposits are available with overnight notice to the BTI.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

28

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

The STO has statutory responsibility for the daily cash management activities of the State's agencies, departments, boards, and commissions. The STO determines which funds to transfer to the BTI for investment in accordance with the West Virginia Code, policies set by the BTI, and provisions of bond indentures and trust agreements when applicable.

INVENTORIES - Inventories are stated at weighted average cost generally using the "consumption method" whereby expenditures are recognized in the period in which inventory usage, as opposed to purchase, occurs. The portion of fund balance relating to inventories is reported as "Non-spendable" in the government fund financial statements.

CAPITAL ASSETS - Capital assets, which include buildings, non-infrastructure land, furniture and fixtures, rolling stock, scientific equipment, shop equipment and infrastructure assets (which are normally immovable and of value only to the Division, such as roads, bridges, and similar items), are reported in the statement of net position in the government-wide financial statements. Capital assets are defined by the Division as follows:

- Non-infrastructure assets with a useful life of at least three years and:
 - A cost of five thousand dollars or more for machinery, equipment, rolling stock, furniture, and fixtures; or
 - An acquisition cost of one hundred thousand dollars or more for buildings at the date of acquisition; and
- Infrastructure assets with a cost in excess of one million dollars.

Purchased and constructed capital assets are valued at historical cost or estimated historical cost. Donated capital assets are recorded at acquisition value.

The estimates of historical costs of buildings and other improvements were based on values that were compiled in 1983. Buildings and non-infrastructure land have been recorded at cost since 1983. Infrastructure constructed from July 1, 1980 to July 1, 2001 has been recorded at estimated historical cost. The estimated historical cost for years 1980-2001 was based on capital outlay expenditures reported by the West Virginia Department of Transportation in the annual reports for those years, less an amount estimated for the historical cost of the acquisition of land for right-of-way. The Division has not capitalized any infrastructure expenditures for assets constructed prior to July 1, 1980. The costs of normal maintenance and repairs that do not add to the asset's value or materially extend an asset's useful life are not capitalized. Interest incurred during construction of capital facilities is not capitalized.

New construction is put into construction in process until completed. At that time the projects are evaluated to determine if they meet the threshold for capitalization. The projects that don't meet the threshold for capitalization are expensed.

Capital assets utilized in the governmental funds are recorded as expenditures in the governmental fund financial statements. Depreciation expense is recorded in the government-wide financial statements.

Capital assets are depreciated on the straight-line method over the assets' estimated useful lives. There is no depreciation recorded for land and construction in progress. Generally, estimated useful lives are as follows:

- Machinery and equipment: 5 - 20 years
- Buildings: 15 - 40 years
- Furniture and fixtures: 3 - 20 years
- Rolling stock: 3 - 30 years
- Scientific equipment: 3 - 25 years
- Infrastructure: roads: 30 years
- Infrastructure: bridges: 50 years

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

29

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Capital assets also include intangible right-to-use lease assets, initially measured at the present value of payments expected to be made during the lease term, plus certain other costs. Lease assets are amortized in a systematic and rational manner over the shorter of the lease term or the estimated useful life of the underlying asset, unless the lease contains a purchase option.

ACCOUNTS AND TAXES RECEIVABLE - Accounts receivable in all funds report amounts that have arisen in the ordinary course of business and are stated net of allowances for uncollectable amounts. Governmental fund type receivables consist largely of amounts due from the Federal government. Interest and investment revenue receivable in all funds consist of revenues due on each investment. Taxes receivable in governmental funds represent taxes subject to accrual, primarily motor fuel excise taxes and automobile privilege taxes, which are collected within forty-five days after year-end. The uncollectible amounts are based on collection experience and a review of the status of existing receivables.

CLAIMS - Claims awarded against the Division in the West Virginia State Court of Claims must be approved and funded by legislative action. Expenditures in the fund financial statements for such claims are recognized to the extent that claims awarded are approved and funded by the Legislature. A liability for unfunded claims is recorded in the government-wide financial statements when management and the Division's legal section determine that it is probable that a loss has occurred and the loss can be reasonably estimated. Such claims are segregated as either tort or contract actions and estimates of loss are based on an analysis of the individual claims and historical experience.

COMPENSATED ABSENCES - Division employees generally earn vacation and sick leave on a monthly basis. Vacation, up to specific limits, is fully vested when earned, and sick leave, while not vesting to the employee prior to retirement, can be carried over to subsequent periods. During 2008, the legislature passed a bill allowing regular full-time employees hired before July 1, 2001, having accumulated at least 65 days of sick leave, to be paid, at their option, for a portion of their unused sick leave, not to exceed the number of sick leave days that would reduce the employee's sick leave balance to less than fifty days. The employee shall be paid at a rate equal to one quarter of their usual rate of daily pay during that calendar year. Expenditures for compensated absences are recognized as incurred in the governmental fund financial statements. The government-wide financial statements present the cost of accumulated compensated absences as a liability.

OTHER POSTEMPLOYMENT BENEFITS - For purposes of measuring the net OPEB liability, deferred outflows of resources and deferred inflows of resources related to OPEB, and OPEB expense, information about the fiduciary net position of the State OPEB Plan and additions to/deductions from the OPEB Plan's fiduciary net position have been determined on the same basis as they are reported by West Virginia Retiree Health Benefit Trust Fund (RHBT). For this purpose, benefit payments are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value. See Note 12 for further discussion.

PENSION - For purposes of measuring the net pension liability, deferred outflows of resources and inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the West Virginia Public Employees Retirement System (PERS) and additions to/deductions from PERS fiduciary net position have been determined on the same basis as they are reported by PERS. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments of the PERS are reported at fair value.

PREMIUMS, DISCOUNTS, AND ISSUANCE COSTS - In the government-wide financial statements long-term debt and other long-term obligations are presented in the columns for governmental activities. Where material, bond and note premiums and discounts are deferred and amortized over the life of the debt. Bonds and notes payable are reported net of the applicable bond premium or discount. In the governmental fund financial statements, governmental funds recognize bond premiums and discounts, as well as bond issuance costs. The face amount of debt issued is reported as other financing sources. Premiums received on debt issuance are reported as other financing sources while discounts are reported as other financing uses. Issuance costs, other than bond insurance, whether or not withheld from the actual debt proceeds received, are reported as expenditures.

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

DEFERRED OUTFLOWS OF RESOURCES/DEFERRED INFLOWS OF RESOURCES - The statement of net position reports a separate financial statement element called *deferred outflows of resources*. This financial statement element represents a consumption of net assets that applies to a future period and so will *not* be recognized as an outflow of resources (expense) until that time. The Division reports \$75,227 as deferred outflows of resources related to pensions and OPEB on the statement of net position.

The statement of net position and balance sheet report a separate financial statement element called *deferred inflows of resources*. This financial statement element represents an acquisition of net assets that applies to a future period and so will *not* be recognized as an inflow of resources (revenue) until that time. The Division reports \$29,317 as deferred inflows of resources related to pensions and OPEB and gain on the refunding of debt on the statement of net position and \$44,491 as deferred inflows of resources related to unavailable revenue associated with a paving settlement on the balance sheet (see further information on the paving settlement in Note 3).

NET POSITION - As required by GASB Standards, the Division displays net position in the government-wide financial statements in three components: net investment in capital assets; restricted and unrestricted.

NET INVESTMENT IN CAPITAL ASSETS - This component of net position consists primarily of capital assets, including restricted capital assets, net of accumulated depreciation and reduced by the outstanding balances of any bonds, mortgages, notes or other borrowings that are attributable to the acquisition, construction, or improvement of those assets.

RESTRICTED NET POSITION - Restricted net position is assets whose use or availability has been restricted and the restrictions limit the Division's ability to use the resources to pay current liabilities. When both restricted and unrestricted resources are available for use, it is the Division's policy to use restricted resources first, then unrestricted resources as needed. Amounts shown as restricted on the statement of net position are restricted by debt agreements and enabling legislation.

UNRESTRICTED NET POSITION - Unrestricted net position consists of net position that does not meet the definition of "restricted" or "net investment in capital assets." In the governmental environment, net position is often designated to indicate that management does not consider them to be available for general operations. These types of constraints on resources are internal and management can remove or modify them. Such internal designations are not reported on the face of the statement of net position.

FUND BALANCES - The Division has classified in the governmental fund financial statements its fund balances in the following categories: non-spendable, restricted, committed, assigned and unassigned as applicable.

The non-spendable fund balance classification includes amounts that cannot be spent because they are either not in spendable form or are legally or contractually required to be maintained intact.

The restricted fund balance classification includes amounts restricted for use to specific purposes including externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; imposed by law through constitutional provisions, or enabling legislation including legally enforceable requirement that those resources be used only for the specific purposes stipulated in the legislation. Legal enforceability means that a government can be compelled by an external party, such as citizens, public interest groups, or the judiciary, to use resources created by enabling legislation only for the purposes specified by the legislation.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

31

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Committed fund balances are amounts that can only be used for specific purposes pursuant to constraints imposed by appropriation legislation passed by the West Virginia State Legislature, which is the highest level of decision-making authority for the State. Those committed amounts cannot be used for any other purpose unless the West Virginia State Legislature passes new legislation concerning those amounts. The Division has no committed fund balances at June 30, 2023.

Assigned fund balances are constrained by the Division's intent to use such funds for specific purposes, but are neither restricted nor committed. The specific purpose for which the funds are intended is expressed within the appropriation requests of the Division and approved by the State Budget Office, according to the West Virginia State Code. Assigned fund balances include all remaining amounts that are not classified as non-spendable and are neither restricted nor committed. The Division has no assigned fund balances at June 30, 2023.

Unassigned fund balance is the residual classification for the General Fund. This classification represents fund balance that has not been assigned to other funds and that has not been restricted, committed, or assigned to specific purposes within the General Fund. Any negative fund balances are unassigned.

The Division's policy is to use funds in the order of the most restrictive to the least restrictive.

NEWLY ADOPTED STATEMENTS ISSUED BY THE GOVERNMENTAL ACCOUNTING STANDARDS BOARD

The Division has implemented GASB Statement No. 91, *Conduit Debt Obligations*. The requirements of this Statement eliminate the existing option for issuers to report conduit debt obligations as their own liabilities, thereby ending significant diversity in practice. The clarified definition will resolve stakeholders' uncertainty as to whether a given financing is a conduit debt obligation. Requiring issuers to recognize liabilities associated with additional commitments extended by issuers and to recognize assets and deferred inflows of resources related to certain arrangements associated with conduit debt obligations also will eliminate diversity or inconsistency. This Statement requires issuers to disclose general information about their conduit debt obligations, organized by type of commitment, including the aggregate outstanding principal amount of the issuers' conduit debt obligations and a description of each type of commitment. Issuers that recognize liabilities related to supporting the debt service of conduit debt obligations also should disclose information about the amount recognized and how the liabilities changed during the reporting period. The adoption of GASB Statement No. 91 did not have a significant impact on the financial statements.

The Division has implemented GASB Statement No. 94, *Public-Private and Public-Public Partnerships (PPPs) and Availability Payment Arrangements (APAs)*. The requirements of this Statement establish the definitions of PPPs and APAs and provide uniform guidance on accounting and financial reporting for transactions that meet those definitions, but are outside of the scope of Lease or Service Concession Arrangement Guidance. That uniform guidance will provide more relevant and reliable information for financial statement users and create greater consistency in practice. This Statement will require governments to report assets and liabilities related to PPPs consistently and disclose important information about PPP transactions. The required disclosures will allow users to understand the scale and important aspects of a government's PPPs and evaluate a government's future obligations and assets resulting from PPPs. The adoption of GASB Statement No. 94 did not have a significant impact on the financial statements.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

32

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

The Division has implemented GASB Statement No. 96, *Subscription-Based Information Technology Arrangements* (SBITA). The requirements of this Statement establish a definition for SBITA which is defined as a contract that conveys control of the right to use another party's (a SBITA vendor's) information technology (IT) software, alone or in combination with tangible capital assets (the underlying IT assets), as specified in the contract for a period of time in an exchange or exchange-like transaction. Generally, this Statement will require a government to recognize a right-to-use subscription asset—an intangible asset—and a corresponding subscription liability. The Statement also establishes guidance for the treatment of costs related to SBITA activities other than subscription payments. Those activities are: Preliminary Project Stage, Initial Implementation Stage, and Operation and Additional Implementation Stage. This Statement also requires a government to disclose essential information about the arrangement such as the amount of the subscription asset, accumulated amortization, other payments not included in the measurement of a subscription liability, principal and interest requirements for the subscription liability. The adoption of GASB Statement No. 96 did not have a significant impact on the financial statements.

The Division also implemented Statement No. 99, *Omnibus 2022*, with varying effective dates based upon each provision ranging from being effective immediately to fiscal years beginning after June 15, 2023. The requirements of this Statement address a variety of items, including specific provisions regarding the following topics: (1) guidance and terminology updates on reporting derivative instruments that do not meet the definition of either an investment derivative or hedging derivative, but are within the scope of GASB Statement No. 53; (2) clarification of provisions of GASB Statement Nos. 87, 94, and 96; (3) extension of the period during which the London Interbank Offered Rate (LIBOR) is considered an appropriate benchmark interest rate; (4) accounting for Supplemental Nutrition Assistance Program (SNAP) benefits; (5) non-monetary transactions; (6) clarification related to the focus of government-wide financial statements under GASB Statement No. 34; and (7) terminology updates related to GASB Statement No. 63. The provisions effective during the current fiscal year did not have an impact on the financial statements, and the Division has not yet determined the effect of the remaining provisions.

RECENT STATEMENTS ISSUED BY THE GOVERNMENTAL ACCOUNTING STANDARDS BOARD

GASB has issued Statement No. 100, *Accounting Changes and Error Corrections- an Amendment of GASB Statement No. 62*, which is effective for fiscal years beginning after June 15, 2023. This Statement defines accounting changes as changes in accounting principles, changes in accounting estimates, and changes to or within the financial reporting entity and describes the transactions or other events that constitute those changes. Those changes include things like: certain changes in accounting principles, certain changes in estimates that result from a justified or preferable change in measurement or new methodology. This statement requires that changes in accounting principles and error corrections be reported retroactively by restating prior periods; changes to or within the reporting entity be reported by adjusting beginning balances of the current period; and changes in accounting estimates be reported prospectively by recognizing the change in the current period. If the change in accounting principle is the result of a new pronouncement the requirements only apply absent specific transition guidance in the pronouncement. Under this standard it is also necessary to display the total adjustment to beginning net position, fund balance, or fund net position on the face of the financial statements, by reporting unit. This statement also specifies both qualitative and quantitative disclosure requirements. Lastly, this statement provides guidance for if and how these changes should be reflected in required supplementary information and supplementary information. The Division has not yet determined the effect that the adoption of GASB Statement No. 100 may have on its financial statements.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

33

NOTE 1: SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

GASB has issued Statement No. 101, *Compensated Absences*, which is effective for fiscal years beginning after December 15, 2023. This statement modifies the criteria requiring a liability for compensated absences to be recognized. Under this statement a liability must be recognized for leave that has not been used, or leave that has been used but not yet paid in cash or settled through noncash means. Furthermore, the liability for leave that has not been used is recognized if the leave is attributed to services already rendered, that accumulates, and the leave is more likely than not to be used for time off or otherwise paid in cash or settled through noncash means. If the leave is considered more likely than not to be settled through conversion to a defined benefit post-employment benefit it should not be included in the liability for compensated absences. This statement also specifies certain types of benefits where the liability is not recognized until leave commences or where the liability is not recognized until the leave is used. The statement also provides guidance for measuring the liability and modifies the disclosure requirements allowing for disclosure of only the net change in the liability, and no longer requiring disclosure of which governmental funds have been used to liquidate the liabilities. The Division has not yet determined the effect that the adoption of GASB Statement No. 101 may have on its financial statements.

NOTE 2: CASH AND CASH EQUIVALENTS

The composition of cash and cash equivalents which are carried at amortized cost, were as follows at June 30:

Cash on deposit with State Auditor	\$ 52,786
Cash on deposit with State Treasurer invested in BTI WV Money Market Pool	611,870
Cash on deposit with State Treasurer invested in BTI WV Money Market Pool (Roads to Prosperity)	850,973
Cash on deposit with BNY Mellon Bank	1
Cash in transit	6,369
Total cash and cash equivalents	<u>\$ 1,521,999</u>

The State Treasurer has statutory responsibility for the daily cash management activities of the State's agencies, departments, boards and commissions, and transfers funds to the BTI for investment in accordance with West Virginia statutes, policies set by the BTI and provisions of bond indentures and trust agreements when applicable.

The Division's cash balances invested by the BTI in the West Virginia Money Market Pool include investment income prorated to the Division at rates specified by the BTI based on the balance of the deposits maintained in relation to the total deposits of all State agencies participating in the pool. Investments in the West Virginia Money Market Pool are available to the Division with overnight notice. Remaining cash balances are on deposit or in transit to/from the State Treasurer.

WEST VIRGINIA BOARD OF TREASURY INVESTMENTS (BTI) WV MONEY MARKET POOL - The BTI has adopted an investment policy in accordance with the "Uniform Prudent Investor Act." The "prudent investor rule" guides those with responsibility for investing the money for others. Such fiduciaries must act as a prudent person would be expected to act, with discretion and intelligence, to seek reasonable income, preserve capital, and, in general, avoid speculative investments. The BTI's investment policy is to invest assets in a manner that strives for maximum safety, provides adequate liquidity to meet all operating requirements, and achieves the highest possible investment return consistent with the primary objectives of safety and liquidity. The BTI recognizes that risk, volatility, and the possibility of loss in purchasing power are present to some degree in all types of investments. Due to the short-term nature of the WV Money Market Pool, the BTI believes that it is imperative to review and adjust the investment policy in reaction to interest rate market fluctuations/trends on a regular basis and has adopted a formal review schedule. Investment policies have been established for the WV Money Market Pool.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

34

NOTE 2: CASH AND CASH EQUIVALENTS (Continued)

CREDIT RISK - Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. The WV Money Market Pool has been rated AAAM by Standard & Poor's. A fund rated AAAM has extremely strong capacity to maintain principal stability and to limit exposure to principal losses due to credit, market, and/or liquidity risks. AAAM is the highest principal stability fund rating assigned by Standard & Poor's. Neither the BTI itself nor any of the other Consolidated Fund pools or accounts has been rated for credit risk by any organization. The WV Money Market Pool is subject to credit risk.

The BTI limits the exposure to credit risk in the WV Money Market Pool by requiring all long-term corporate debt to be rated A+ or higher by Standard & Poor's (or its equivalent) and short-term corporate debt be rated at A-1 by Standard & Poor's (or its equivalent). The pool must have at least 15% of its assets in U.S. Treasury obligations or obligations guaranteed as to repayment of interest and principal by the United States of America. At June 30, 2023, the WV Money Market Pool investment had a total carrying value of \$9,859,129, of which the Division's ownership represents 14.84%.

INTEREST RATE RISK - Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment. The WV Money Market Pool is subject to interest rate risk.

The overall weighted average maturity of the investments of the WV Money Market Pool cannot exceed 60 days. Maximum maturity of individual securities cannot exceed 397 days from date of purchase, except for government floating rate notes, which can be up to 762 days. The following table provides information on the weighted average maturities for the various asset types in the WV Money Market Pool:

Security Type	Carrying Value (In Thousands)	WAM (Days)
Corporate bonds and notes	\$ 50,000	15
Commercial paper	6,804,022	25
Negotiable certificates of deposit	1,950,000	56
Repurchase agreements	834,500	3
Money market funds	220,607	3
	<u>\$ 9,859,129</u>	<u>29</u>

OTHER RISKS - Other risks can include concentration of credit risk, custodial credit risk, and foreign currency risk. The WV Money Market Pool is not exposed to these risks as described below.

Concentration of credit risk is the risk of loss attributed to the magnitude of the WV Money Market Pool or an account's investment in a single corporate issuer. The BTI investment policy prohibits the WV Money Market Pool from investing more than 5% of their assets in any one corporate name or one corporate issue.

The custodial credit risk for investments is the risk that, in the event of the failure of the counterparty to a transaction, the BTI will not be able to recover the value of investment or collateral securities that are in the possession of an outside party. Repurchase agreements are required to be collateralized by at least 102% of their value, and the collateral is held in the name of the BTI. The BTI or its agent does not release cash or securities until the counterparty delivers its side of the transaction.

Foreign currency risk is the risk that changes in exchange rates will adversely affect the fair value of an investment or a deposit. The WV Money Market Pool does not hold interests in foreign currency or interests valued in foreign currency.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

35

NOTE 3: ACCOUNTS RECEIVABLE

Accounts receivable at June 30, 2023 consisted of the following:

Federal aid earned	\$ 97,013
Paving settlement	44,491
Other receivables	<u>9,608</u>
Combined total receivables	151,112
Less: allowance for uncollectibles	<u>(37)</u>
Net accounts receivable	<u>\$ 151,075</u>

Accounts receivable representing federal aid earned relate principally to the Federal Highway Administration's (FHWA) participating share of expenditures on highway projects and Federal Emergency Management Agency (FEMA) participating expenditures in response to certain disaster related projects.

During 2021, the State entered into a settlement agreement with a paving vendor. As it relates to the Division, the settlement provided for \$15.7 million of cash proceeds and \$71 million in credits for use on certain construction projects. On the government-wide financial statements, the full settlement amount was recognized as program revenue in the road maintenance function in 2021. As the credits are used, revenue is recorded in the statement of revenues, expenditures, and changes in fund balance. During 2023, \$14.1 million of these credits were used.

NOTE 4: TAXES RECEIVABLE

Taxes receivable at June 30, 2023 consisted of the following:

Automobile privilege taxes	\$ 28,911
Motor fuel excise taxes	59,531
Other	<u>375</u>
Total taxes receivable	<u>\$ 88,817</u>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

36

NOTE 5: DUE FROM/TO OTHER STATE OF WEST VIRGINIA AGENCIES

Amounts due from other State agencies at June 30, 2023 consisted of the following:

The Department of Motor Vehicles	\$ 2,747
Parkways Authority	8,631
Other agencies	<u>965</u>
Total amounts due from other State agencies	<u>\$ 12,343</u>

Amounts due to other State agencies at June 30, 2023 consisted of the following:

Public Employee's Insurance Agency	\$ 2,054
Public Employee's Retirement	1,257
Parkways Authority	5,575
Other agencies	<u>2,717</u>
Total amounts due to other State agencies	<u>\$ 11,603</u>

NOTE 6: INVENTORIES

Inventories at June 30, 2023 consisted of the following:

Material and supplies	\$ 54,344
Equipment repair parts	22,815
Gas and lubrication supplies	<u>4,391</u>
Total inventories	<u>\$ 81,550</u>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

37

NOTE 7: CAPITAL ASSETS

Capital asset activity for the year ended June 30, 2023 was as follows:

	Balance June 30, 2022	Increases	Decreases	Balance June 30, 2023
Capital assets not being depreciated/amortized:				
Land - non infrastructure	\$ 25,730	\$ 403	\$ -	\$ 26,133
Land - infrastructure	1,295,794	28,349	-	1,324,143
Construction-in-progress - buildings	21,858	11,620	26,504	6,974
Construction-in-progress - land improvements	697	735	913	519
Construction-in-progress - roads	1,544,204	499,075	137,010	1,906,269
Construction-in-progress - bridges	608,899	210,609	381,464	438,044
Total capital assets not being depreciated/amortized	<u>3,497,182</u>	<u>750,791</u>	<u>545,891</u>	<u>3,702,082</u>
Capital assets being depreciated/amortized:				
Land improvements - non infrastructure	26,522	913	-	27,435
Buildings	214,217	26,504	29	240,692
Furniture and fixtures	4,799	1,275	23	6,051
Rolling stock	340,173	23,036	7,931	355,278
Scientific equipment	2,746	-	-	2,746
Shop equipment	3,072	206	9	3,269
Infrastructure - roads	9,813,207	137,010	-	9,950,217
Infrastructure - bridges	3,624,985	381,464	-	4,006,449
Right-to-use assets - buildings	22,385	4,711	7,685	19,411
Total capital assets being depreciated/amortized	<u>14,052,106</u>	<u>575,119</u>	<u>15,677</u>	<u>14,611,548</u>
Less accumulated depreciation/amortization:				
Land improvements - non infrastructure	13,339	1,092	-	14,431
Buildings	88,796	5,250	30	94,016
Furniture and fixtures	4,348	344	23	4,669
Rolling stock	232,951	14,592	7,575	239,968
Scientific equipment	2,714	5	-	2,719
Shop equipment	2,832	42	8	2,866
Infrastructure - roads	6,846,982	225,866	-	7,072,848
Infrastructure - bridges	1,194,969	72,629	-	1,267,598
Right-to-use assets - buildings	5,233	3,096	3,378	4,951
Total accumulated depreciation/amortization	<u>8,392,164</u>	<u>322,916</u>	<u>11,014</u>	<u>8,704,066</u>
Total capital assets being depreciated/amortized, net	<u>5,659,942</u>	<u>252,203</u>	<u>4,663</u>	<u>5,907,482</u>
Governmental activities capital assets, net	<u>\$ 9,157,124</u>	<u>\$ 1,002,994</u>	<u>\$ 550,554</u>	<u>\$ 9,609,564</u>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

38

NOTE 7: CAPITAL ASSETS (Continued)

Current year depreciation totaling \$313,134 was allocated as separate line items in the statement of activities under the major functions of the Division of Maintenance and Improvements. The remaining \$9,782 unallocated depreciation and amortization expense is included as a separate line item in the statement of activities. Infrastructure depreciation is primarily related to construction type activities; depreciation of shop and rolling stock assets is primarily related to maintenance type activities; and depreciation and amortization of buildings and improvements and furniture and fixtures support all of the various activities of the Division.

A summary of depreciation and amortization on each capital asset type follows:

<u>Asset Type</u>	<u>Depreciation</u>
Road Maintenance	
Rolling stock	\$ 14,592
Shop equipment	42
Scientific equipment	5
Total road maintenance	<u>14,639</u>
Other Road Operations	
Infrastructure - roads	225,866
Infrastructure - bridges	72,629
Total other road operations	<u>298,495</u>
Total allocated depreciation expense	<u>313,134</u>
Unallocated	
Buildings and improvements	5,250
Right-to-use assets	3,096
Furniture and fixtures	344
Land improvements	1,092
Total unallocated	<u>9,782</u>
Total depreciation and amortization expense	<u>\$ 322,916</u>

NOTE 8: LONG-TERM OBLIGATIONS

Long-term obligations at June 30, 2023, and changes for the fiscal year then ended, are as follows:

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

NOTE 8: LONG-TERM OBLIGATIONS (continued)

	Issue Date	Interest Rates	Maturity Through	Beginning Balance	Additions	Reductions	Ending Balance
General obligation bonds payable from tax revenue:							
Safe road bonds	2015	5.00%	06/01/2025	\$ 55,650	\$ -	\$ 12,520	\$ 43,130
Roads to prosperity bonds	2018	2.00%-5.00%	06/01/2043	726,475	-	20,270	706,205
Roads to prosperity bonds	2019	5.00%	06/01/2044	600,000	-	15,470	584,530
Roads to prosperity bonds	2021	5.00%	06/01/2046	207,215	-	7,215	200,000
Total general obligation bonds				1,589,340	-	55,475	1,533,865
Bond premium safe road bonds				7,579	-	2,598	4,981
Bond premium roads to prosperity bonds				280,372	-	15,271	265,101
Total general obligation bonds payable net of premium				1,877,291	-	73,344	1,803,947
Revenue notes payable from federal aid revenue:							
Surface transportation improvements special notes (Garvee 2017A)	2017	5.00%	09/01/2029	159,255	-	16,675	142,580
special notes (Garvee 2018A)	2018	5.00%	09/01/2033	67,560	-	4,245	63,315
Total revenue notes payable				226,815	-	20,920	205,895
Note premium				33,084	-	4,170	28,914
Total revenue notes payable net of premium				259,899	-	25,090	234,809
Claims and judgments				14,212	2,500	2,517	14,195
Compensated absences				22,632	19,127	17,460	24,299
Leases				17,522	4,711	7,238	14,995
Due to other State of West Virginia agencies				-	5,575	-	5,575
Net pension liability (asset)				(137,597)	190,333	29,006	23,730
Net OPEB liability (asset)				(1,685)	46,146	38,863	5,598
Total long-term obligations				\$ 2,052,274	\$ 268,392	\$ 193,518	\$ 2,127,148

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

40

NOTE 8: LONG-TERM OBLIGATIONS (Continued)

General obligation bond issues are authorized by constitutional amendments and are general obligations of the State. Legislation implementing the amendments requires that debt service on the bonds be paid from the State Road Fund and, to the extent that there are insufficient funds therein, from a levy of an annual state tax. All bonds authorized under prior constitutional amendments have been issued and include amounts outstanding above.

Surface Transportation Improvement Special Obligation Notes are authorized under Chapter 17, Article 17A of the Code of West Virginia, 1931, as amended. The Code provides for the issuance of special obligation notes to facilitate the construction of highways, secondary roads and bridges to be funded wholly or in part by federal dollars and in anticipation of reimbursement from such sources. The federal legislation that enables reimbursement of such costs is included in Title 23, Section 122. The Memorandum of Agreement executed between the Federal Highway Administration and the Division of Highways documents the procedures for managing the stewardship and oversight of highway projects that are financed with the proceeds of these notes.

Debt service expenditures included interest of \$88,833 for the year ended June 30, 2023. Total debt service costs, exclusive of coupon redemption costs, for each of the next five years and thereafter, on general obligation bonds payable and revenue notes payable liquidated through debt service funds, are as follows:

	2024	2025	2026	2027	2028	2029- 2033	2034- 2038	2039- 2043	2044- 2046	Total
General obligation bonds payable from tax revenue:										
Safe road bonds	\$ 23,197	\$ 23,194	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	46,391
Roads to prosperity bonds	113,154	115,594	115,606	115,606	115,604	578,028	578,011	578,013	89,988	2,399,604
Less: interest	75,329	72,194	68,836	66,486	63,999	278,168	194,371	87,443	5,304	912,130
Total principal	61,022	66,594	46,770	49,120	51,605	299,860	383,640	490,570	84,684	1,533,865
Bond Premium	17,869	17,653	15,271	15,271	15,271	76,356	64,565	37,698	10,128	270,082
Total principal and bond premium	\$ 78,891	\$ 84,247	\$ 62,041	\$ 64,391	\$ 66,876	\$ 376,216	\$ 448,205	\$ 528,268	\$ 94,812	\$ 1,803,947
Revenue notes payable due from federal aid revenue:										
Surface transportation special obligation notes	\$ 31,711	\$ 31,690	\$ 31,658	\$ 31,631	\$ 31,593	\$ 85,461	\$ 7,442	\$ -	\$ -	251,186
Less: interest	9,746	8,620	7,438	6,196	4,893	8,216	182	-	-	45,291
Total principal	21,965	23,070	24,220	25,435	26,700	77,245	7,260	-	-	205,895
Note premium	4,170	4,170	4,170	4,170	4,170	7,930	134	-	-	28,914
Total principal and bond premium	\$ 26,135	\$ 27,240	\$ 28,390	\$ 29,605	\$ 30,870	\$ 85,175	\$ 7,394	\$ -	\$ -	\$ 234,809

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

41

NOTE 8: LONG-TERM OBLIGATIONS (Continued)

GENERAL OBLIGATION BONDS - The State was authorized by constitutional amendment to issue general obligation bonds to fund highway and road construction projects known as Safe Road Bonds and subsequent General Obligation State Road Refunding Bonds.

The Division issued on behalf of the State, \$35,135 in General Obligation State Road Refunding Bonds, Series 2010A on July 22, 2010, resulting in proceeds of \$38,048. This bond issue refunded the Series 1998 and Series 2001 General Obligation State Road Bonds with cumulative outstanding principal of \$37,730. During 2021, these bonds were refunded with the issuance of General Obligation State Road Refunding Bonds, Series 2021B.

The Division issued on behalf of the State, \$133,710 in General Obligation Refunding Bonds, Series 2015A on April 28, 2015, resulting in proceeds of \$159,908. This series refunded Series 2005A General Obligation State Road Bonds with cumulative outstanding principal of \$159,300.

The State was authorized by constitutional amendment to issue general obligation bonds to fund highway and road construction projects known as Road to Prosperity Bonds and subsequent General Obligation State Road Refunding Bonds. Bonds of \$800,000 were issued during June of 2018, resulting in proceeds of \$913,435. Bonds of \$600,000 were issued during December of 2019, resulting in proceeds of \$746,576. Bonds of \$214,085 were issued in 2021, resulting in proceeds of \$277,455. Included in this 2021 issuance is \$14,085 of refunding bonds.

General obligation bonds are secured by pledged receipts of annual tax revenue.

REVENUE NOTES - The State was authorized by constitutional amendment to issue \$500,000 of Surface Transportation Improvements Special Obligation Notes (GARVEE Notes) to fund highway and road construction projects. These notes will be repaid from future federal highway revenues.

GARVEE Notes of \$219,985 were issued during October 2017, resulting in proceeds of \$259,867. GARVEE Notes of \$78,810 were issued on August 1, 2018, resulting in proceeds of \$90,870.

GARVEE Notes are secured by pledged receipts of eligible FHWA funds received by the Division, representing reimbursement of the costs incurred in connection with the federal-aid projects financed by the GARVEE notes.

Long-term obligations for compensated absences, claims and judgments, leases payable, and general obligation bonds and revenue notes and premium are as follows:

	Compensated Absences	Claims and Judgements	Leases Payable	General Obligation Bonds and Revenue Notes and Premium	Total
Current Liabilities	\$ 17,284	\$ 432	\$ 2,792	\$ 105,026	\$ 125,534
Long Term Liabilities	7,015	13,763	12,203	1,933,730	1,966,711
Totals	\$ 24,299	\$ 14,195	\$ 14,995	\$ 2,038,756	\$ 2,092,245

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

42

NOTE 8: LONG-TERM OBLIGATIONS (Continued)

The following summarizes the estimated claims liability for the current year and that of the preceding two years.

	Year Ended June 30, 2023	Year Ended June 30, 2022	Year Ended June 30, 2021
Estimated claims liability, July 1	\$ 14,212	\$ 23,737	\$ 36,158
Additions for claims incurred during the year	2,500	1,346	2,245
Changes in estimates for claims of prior periods	(2,085)	(10,254)	(13,831)
Payments on claims	<u>(432)</u>	<u>(617)</u>	<u>(835)</u>
Estimated claims liability, June 30	<u>\$ 14,195</u>	<u>\$ 14,212</u>	<u>\$ 23,737</u>

At June 30, 2023, approximately \$122 million of claims were pending against the Division in the West Virginia Court of Claims. Related to these claims, the Division has an estimated obligation of \$14,195 (\$8,195 of tort claims and \$6,000 in environmental claims) recorded in the government-wide statement of net position, based on management's evaluation of the nature of such claims and consideration of historical loss experience for the respective types of action. Such claims will be recognized primarily as expenditures of the State Road Fund if, and when, they are approved for payment by the Legislature in accordance with legal statutes. Also included in claims are claims that have been settled in the court of claims and approved for payment through legislative action. These amounts total approximately \$432. During the normal course of operations, the Division may become subject to other litigation. No provision has been made in the financial statements for liabilities, if any, from such litigation.

The Division's obligation for accrued vacation leave time includes leave time and related costs expected to be paid to employees in the future and are determined using wage levels in effect at the date the obligation is calculated. Upon retirement, an employee may apply unused sick leave to reduce their future insurance premiums paid to the West Virginia Public Employees Insurance Agency or apply unused sick leave or annual leave or both to obtain a greater benefit under the West Virginia Public Employees Retirement System. Compensated absences are generally liquidated by the State Road General Fund.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

43

NOTE 9: RELATED PARTY TRANSACTIONS WITH THE STATE OF WEST VIRGINIA

The Division enters into certain transactions with various agencies of the State. The following summarizes the nature and terms of the most significant transactions:

The Division leases from the Department of Administration substantially all of State Office Building No. 5, which is owned by the State Building Commission. The Division may be released from its obligation at the option of the lessor or lessee. The Division is obligated under leases, which expires June 30, 2024, for rental payments of approximately \$2.3 million annually. In addition, the Division also leases a portion of State Office Building No. 6, under a lease agreement that can be cancelled by the lessor or lessee. The Division is obligated under a lease which expires June 30, 2025, for rental payments of approximately \$259 annually.

The Division's employees participate in various benefit plans offered by the State. Employer contributions to these plans are mandatory. During the year ended June 30, 2023, the Division incurred payroll related expenditures of approximately \$33,693 for employee health insurance benefits provided through the West Virginia Public Employees Insurance Agency, approximately \$25,802 in employer matching contributions to the State Public Employees Retirement System and approximately \$4,810 for employee OPEB benefits provided by the West Virginia Retiree Health Benefits Trust Fund.

During the year ended June 30, 2023, the Division received revenue from the West Virginia Parkways Authority of \$12,713 for construction related costs.

NOTE 10: COMMITMENTS AND CONTINGENCIES

The amount of unexpended balances of highway design and construction contracts entered into by the Division with various contractors approximated \$2,053 at June 30, 2023.

The Division participates in several federal programs which are subject to audit by the federal awarding agency. Any disallowed claims, including amounts already collected by the Division, may constitute a liability to the federal awarding agency of the applicable funds. The Division reports a liability related to costs incurred on federally funded projects outside of project end dates. These amounts may be re-appropriated to other Federal Highway Administration grants. The Division expects other such amounts, if any, to be immaterial to the financial position of the Division. The Division records these disallowed costs in the period the audit is finalized.

Based on the Division's Inspection Program, the Division has reviewed the information on obsolete and deficient bridges. The Division is concerned about safety and tries to prioritize bridges for repair and replacement based on engineering assessments. The Division's long-range plans to address this issue will be impacted by actions that may be taken by both the federal and state government, including funding levels provided for this purpose.

Various legal proceedings and claims related to condemnation and eminent domain cases are pending against the Division. At June 30, 2023, there were approximately 220 open cases. These cases involve the acquisitions of properties by the Division for right of way purposes. The Division has paid the applicable courts on behalf of the land grantors, estimated fair values of the properties acquired. The open cases may result in condemnation commissioners or jury verdicts awarding amounts in excess of the previously paid estimated fair value amounts. In these situations, the excess award amount plus a statutory interest rate of 10% would be paid to the grantor. The interest amount would be calculated on the excess award amount from the date of the petition filing to the date of the excess payment amount to the court. Several of these cases relate to condemnations from the 1960s and 1970s. There is no estimate available as to the amount of monies needed to resolve these cases. Management is of the opinion, that any liability resulting from these claims would have no material adverse effect on the financial position of the Division.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

44

NOTE 11: RETIREMENT PLAN

PLAN DESCRIPTION - The Division contributes to the West Virginia Public Employees Retirement System (PERS), a cost-sharing multiple-employer defined benefit pension plan administered by the West Virginia Consolidated Public Retirement Board (CPRB). PERS covers substantially all employees of the State and its component units, as well as employees of participating non-state governmental entities who are not participants of another State or municipal system. Benefits under PERS include retirement, death and disability benefits, and have been established and may be amended by action of the State Legislature. The CPRB issues a publicly available financial report that includes financial statements and required supplementary information for PERS. That report may be obtained at www.wvretirement.com.

BENEFITS PROVIDED - Benefits are provided through PERS using a two-tiered system. Effective July 1, 2015, PERS implemented the second tier, Tier II. Employees hired, for the first time, on or after July 1, 2015 are considered Tier II members. Tier I and Tier II members are subject to different regulations.

Tier I: Employees who retire at or after age 60 with five or more years of credited service, or at least age 55 with age and service equal to 80 years or greater, are entitled to a retirement benefit established by State statute, payable monthly for life, in the form of a straight-life annuity equal to two percent of the employee's final average salary multiplied by years of service. Final average salary is the average of the highest annual compensation received by an employee during any period of three consecutive years of credited service included within fifteen years of credited service immediately preceding the termination date of employment with a participating public employer or, if the employee has less than three years of credited service, the average of the annual rate of compensation received by the employee during the total years of credited service. Terminated members with at least five years of contributory service who do not withdraw their accumulated contributions may elect to receive their retirement annuity beginning at age 62.

Tier II: Employees who retire at or after age 62 with ten or more years of credited service are entitled to a retirement benefit established by State statute, payable monthly for life, in the form of a straight-life annuity equal to two percent of the employee's final average salary multiplied by years of service. Final average salary is the average of the highest annual compensation received by an employee during any period of five consecutive years of credited service included within fifteen years of credited service immediately preceding the termination date of employment with a participating public employer. Terminated members with at least ten years of contributory service who do not withdraw their accumulated contributions may elect to receive their retirement annuity beginning at age 64.

CONTRIBUTIONS - While contribution rates are legislatively determined, actuarial valuations are performed to assist PERS and the State Legislature in determining contribution rates. Current funding policy requires employer contributions of 9.0% for the year ended June 30, 2023. The employee contribution rate is 4.5% and 6.0% for Tier I and Tier II employees, respectively.

During the year ended June 30, 2023, the Division's contributions to PERS required and made were approximately \$25,802. The General Fund is typically used to liquidate pension liabilities.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

45

NOTE 11: RETIREMENT PLAN (Continued)

PENSION LIABILITY, PENSION EXPENSE, DEFERRED OUTFLOWS OF RESOURCES, AND DEFERRED INFLOWS OF RESOURCES RELATED TO PENSIONS - At June 30, 2023, the Division reported an liability of \$23,730 for its proportionate share of the net pension liability. The net pension liability was measured as of June 30, 2022, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of June 30, 2021, rolled forward to the measurement date of June 30, 2022. The Division's proportion of the net pension liability was based on a projection of the Division's long-term share of contributions to the pension plan relative to the projected contributions of all participating employers, actuarially determined. At the June 30, 2022 measurement date, the Division's proportionate share was 15.93%, which was an increase of 0.26% from its proportionate share measured as of June 30, 2021.

For the year ended June 30, 2023, the Division recognized pension expense of \$12,315. At June 30, 2023, the Division reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Net difference between projected and actual earnings on pension plan investments	\$ 14,309	\$ -
Changes in assumptions	15,618	-
Changes in proportion and differences between Division contributions and proportionate share of contributions	17	164
Division contributions made subsequent to the measurement date of June 30, 2022	25,802	-
Differences between expected and actual experience	9,103	-
Total	<u>\$ 64,849</u>	<u>\$ 164</u>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

46

NOTE 11: RETIREMENT PLAN (Continued)

The amount reported as deferred outflows of resources related to pensions of \$25,802 resulting from Division contributions subsequent to the measurement date will be recognized as a reduction to the net pension liability in the year ended June 30, 2024. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

Year ended June 30,

2024	\$ 18,817
2025	(1,899)
2026	(14,931)
2027	36,896
	<u>\$ 38,883</u>

ACTUARIAL ASSUMPTIONS AND METHODS - The total pension liability in the June 30, 2022 actuarial valuation was determined using the following actuarial assumptions:

Inflation	2.75%
Salary increases	2.75 - 6.75%, average, including inflation
Investment rate of return	7.25%, net of pension plan investment expense

Mortality rates were based on 100% of Pub-2010 General Employees table, below-median, headcount weighted, projected with scale MP-2018 for active members; 108% of Pub-2010 General Retiree Male table, below-median, headcount weighted, projected with scale MP-2018 for retired healthy males; 122% of Pub-2010 General Retiree Female table, below-median, headcount weighted, projected with scale MP-2018 for retired healthy females, 118% of Pub-2010 General/Teachers Disabled Male table, headcount weighted, projected with scale MP-2018 for disabled males, 117% of Pub-2010 General/Teachers Disabled Female table, headcount weighted, projected with scale MP-2018 for disabled females, 112% of Pub-2010 Contingent Survivor Male table, below-median, headcount weighted, projected generationally with Scale MP-2018 for beneficiary males, and 115% of Pub-2010 Contingent Survivor Female table, below-median, headcount weighted, projected generationally with scale MP-2018 for beneficiary females.

The economic assumptions used in the June 30, 2022 valuation were based on the results of an actuarial experience study for the period July 1, 2015 through June 30, 2020. All other assumptions used in the June 30, 2022 valuation were based on the results of an actuarial experience study for the period July 1, 2013 through June 30, 2018.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

47

NOTE 11: RETIREMENT PLAN (Continued)

LONG-TERM EXPECTED RATES OF RETURN - The long-term rates of return on pension plan investments were determined using a building-block method in which estimates of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentages and by adding expected inflation. The target allocation and best estimates of long-term geometric rates of return for each major asset class as of June 30, 2022 are summarized in the following table:

Asset Class	Long-term Expected Real Rate of Return	Target Allocation
Domestic equity	5.3%	27.5%
International equity	6.1%	27.5%
Fixed income	2.2%	15.0%
Real estate	6.5%	10.0%
Private equity	9.5%	10.0%
Hedge funds	3.8%	10.0%

DISCOUNT RATE - The discount rate used to measure the total pension liability was 7.25%. The projections of cash flows used to determine the discount rate assumed that employee contributions will be made at the current contribution rate and that employer contributions from employers will follow current funding policies. Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefit payments of current active and inactive employees. Therefore, the long-term expected rates of return on pension plan investments were applied to all periods of projected benefit payments to determine the total pension liability. Although discount rates are subject to change between measurement dates, there were no changes in the discount rate in the current period.

SENSITIVITY OF THE DIVISION'S PROPORTIONATE SHARE OF THE NET PENSION LIABILITY TO CHANGES IN THE DISCOUNT RATE - The following table presents the Division's proportionate share of the net pension liability calculated using the current discount rate of 7.25%, as well as what the Division's proportionate share of the net pension liability would be if it were calculated using a discount rate that is one-percentage-point lower or one-percentage-point higher than the current rate:

	1% Decrease (6.25%)	Discount Rate (7.25%)	1% Increase (8.25%)
The Division's proportionate share of the net pension (liability) asset	\$ (167,906)	\$ (23,730)	\$ 99,665

PAYABLES TO THE PENSION PLAN - The Division reported \$1,257 as payable for normal contributions to the OPEB plan as of June 30, 2023.

PENSION PLAN FIDUCIARY NET POSITION - Detailed information about the pension plan's fiduciary net position is available in the separately issued PERS financial report available at the Consolidated Public Retirement Board's website at www.wvretirement.com.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

48

NOTE 12: OTHER POST EMPLOYMENT BENEFITS

The following are the Division's net OPEB liability, deferred outflows of resources and deferred inflows of resources related to OPEB revenues, and the OPEB expense and expenditures for the fiscal year ended June 30, 2023:

Net OPEB liability	\$ 5,598
Deferred outflows of resources	10,378
Deferred inflows of resources	26,083
Revenues (payments on behalf)	(6,172)
OPEB expense	(29,368)
Contributions made by the Division	4,810

PLAN DESCRIPTION - The West Virginia Other Postemployment Benefit (OPEB) Plan (the Plan) is a cost-sharing, multiple employer, defined benefit other postemployment benefit plan and covers the retirees of State agencies, colleges and universities, county boards of education, and other government entities as set forth in the West Virginia Code. Financial activities of the Plan are accounted for in the West Virginia Retiree Health Benefit Trust Fund (RHBT), a fiduciary fund of the State established July 1, 2006 as an irrevocable trust. The Plan is administered by a combination of the West Virginia Public Employees Insurance Agency (PEIA) and the RHBT staff. Plan benefits are established and revised by PEIA and the RHBT management with the approval of the PEIA Finance Board. The plan provides medical and prescription drug insurance, as well as life insurance, benefits to certain retirees of State agencies, colleges and universities, county boards of education, and other government entities who receive pension benefits under the PERS, STRS, TDCRS, TIAA-CREF, Plan G, Troopers Plan A, or Troopers Plan B pension systems, as administered by the West Virginia Consolidated Public Retirement Board (CPRB). The plan is closed to new entrants.

The Plan's fiduciary net position has been determined on the same basis used by the Plan. The RHBT is accounted for as a fiduciary fund, and its financial statements are prepared using the economic resources measurement focus and the accrual basis of accounting in conformity with GAAP for fiduciary funds as prescribed or permitted by the GASB. The primary sources of revenue are plan members and employer contributions. Members' contributions are recognized in the period in which the contributions are due. Employer contributions and related receivables to the trust are recognized pursuant to a formal commitment from the employer or statutory or contractual requirement, when there is a reasonable expectation of collection. Benefits and refunds are recognized when due and payable.

RHBT is considered a component unit of the State for financial reporting purposes, and, as such, its financial report is also included in the State's Annual Comprehensive Financial Report. RHBT issues publicly available financial statements and required supplementary information for the OPEB plan. Details regarding this plan and a copy of the RHBT financial report may be obtained at www.peia.wv.gov.

BENEFITS PROVIDED - The Plan provides the following benefits:

- Medical and prescription drug insurance
- Life insurance

The medical and prescription drug insurance is provided through two options:

- Self-Insured Preferred Provider Benefit Plan – primarily for non-Medicare-eligible retirees and spouses
- External Managed Care Organizations – primarily for Medicare-eligible retirees and spouses

CONTRIBUTIONS - Employer contributions from the RHBT billing system represent what the employer was billed during the respective year for its portion of the pay-as-you-go (paygo) premiums, retiree leave conversion billings, and other matters, including billing adjustments.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

49

NOTE 12: OTHER POST EMPLOYMENT BENEFITS (Continued)

Paygo premiums are established by the PEIA Finance Board annually. All participating employers are required by statute to contribute this premium to the RHBT at the established rate for every active policyholder per month. The paygo rate related to the measurement date of June 30, 2022 were:

	February 2022 – June 2022	July 2021 – January 2022
Paygo premium	\$ 48	\$ 116

Members retired before July 1, 1997 pay retiree healthcare contributions at the highest sponsor subsidized rate, regardless of their actual years of service. Members retired after July 1, 1997 or hired before June 30, 2010 pay a subsidized rate depending on the member's years of service. Members hired on or after July 1, 2010, pay retiree healthcare contributions with no sponsor provided implicit or explicit subsidy.

Retiree leave conversion contributions from the employer depend on the retiree's date of hire and years of service at retirement as described below:

- Members hired before July 1, 1988, may convert accrued sick or leave days into 100% of the required retiree healthcare contribution.
- Members hired from July 1, 1988 to June 30, 2001, may convert accrued sick or leave days into 50% of the required retiree healthcare contribution.

The conversion rate is two days of unused sick and annual leave days per month for single healthcare coverage and three days of unused sick and annual leave days per month for family healthcare coverage.

The Division's contributions to the OPEB plan for the year ended June 30, 2023 were \$4,810. The General Fund is typically used to liquidate OPEB liabilities.

SPECIAL FUNDING - The State is a non-employer contributing entity that provides funding through SB 419, effective July 1, 2012, amended by West Virginia Code §11-21-96. The State provides a supplemental pre-funding source dedicating \$30 million annually to the RHBT Fund from annual collections of the Personal Income Tax Fund and dedicated for payment of the unfunded liability of the RHBT. The \$30 million transferred pursuant to this Code shall be transferred until the Governor certifies to the Legislature that an independent actuarial study has determined that the unfunded liability of RHBT has been provided for in its entirety or July 1, 2037, whichever date is later. This funding is to the advantage of all RHBT contributing employers.

ASSUMPTIONS - The June 30, 2023 OPEB liability for financial reporting purposes was determined by an actuarial valuation as of June 30, 2021 and a measurement date of June 30, 2022. The following actuarial assumptions were used and applied to all periods included in the measurement, unless otherwise specified:

- Inflation rate: 2.25%.
- Salary increase: Specific to the OPEB covered group. Ranging from 2.75% to 5.18%, including inflation.
- Investment rate of return: 6.65%, net of OPEB plan investment expense, including inflation.
- Healthcare cost trend rates: Trend rate for pre-Medicare per capita costs of 7.0% for plan year end 2023, decreasing by 0.50% for two years then by 0.25% each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2032. Trend rate for Medicare per capita costs of 8.83% for plan year end 2023, decreasing ratably each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2032.
- Actuarial cost method: Entry age normal cost method.
- Amortization method: Level percentage of payroll over a 20-year closed period beginning June 30, 2017.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

50

NOTE 12: OTHER POST EMPLOYMENT BENEFITS (Continued)

- Wage inflation: 2.75%.
- Retirement age: Experience-based table of rates that are specific to the type of eligibility condition. Last updated for the June 30, 2020 actuarial valuation.
- Aging factors: Based on the 2013 SOA Study "Health Care Costs – From Birth to Death".
- Expenses: Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of the annual expense.
- Mortality post retirement: Pub-2010 General Healthy Retiree Mortality Tables projected with MP-2021 and scaling factors of 100% for males and 108% for females.
- Mortality pre-retirement: Pub-2010 General Employee Mortality Tables projected with MP-2021 and scaling factors of 100% for males and 100% for females.

Experience studies are performed at least once in every five-year period. The most recent experience study covered the period from July 1, 2015 to June 30, 2020. These assumptions will remain in effect for valuation purposes until such time as the RHBT adopts revised assumptions.

The actuarial valuation as of June 30, 2021, reflects updates to the following assumptions which are reviewed at each measurement date:

- Projected capped subsidies;
- Per capita claim costs;
- Healthcare trend rates;
- Coverage and continuance;
- Percentage eligible for tobacco-free premium discount; and
- Retired employee assistance program participation

The long-term expected rate of return of 6.65% on OPEB plan investments was determined by a combination of an expected long-term rate of return of 7.00% for long-term assets invested with the WV Investment Management Board and an expected short-term rate of return of 2.50% for assets invested with the BTI.

The long-term expected rate of return on OPEB plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage. Target asset allocations, capital market assumptions (CMA), and future forecast returns were provided by the plan's investment advisors, including the West Virginia Investment Management Board (WV-IMB). The projected nominal return for the Money Market Pool held with the BTI was estimated based on the WV-IMB assumed inflation of 2.0% plus a 25 basis point spread.

The target allocation and estimates of annualized long-term expected real returns assuming a 10-year horizon are summarized below:

Asset Class	Target Allocation	Long-term Expected Real Return
Global equity	55.0%	4.8%
Core plus fixed income	15.0%	2.1%
Core real estate	10.0%	4.1%
Hedge fund	10.0%	2.4%
Private equity	10.0%	6.8%

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

51

NOTE 12: OTHER POST EMPLOYMENT BENEFITS (Continued)

SINGLE DISCOUNT RATE - A single discount rate of 6.65% was used to measure the total OPEB liability. This single discount rate was based on the expected rate of return on OPEB plan investments of 6.65%. The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made in accordance with the prefunding and investment policies. Based on these assumptions, the OPEB plan's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on OPEB plan investments was applied to all periods of projected benefit payments to determine the total OPEB liability.

SENSITIVITY OF THE NET OPEB LIABILITY TO CHANGES IN THE DISCOUNT RATE - The following presents the Division's proportionate share of the net OPEB liability as of June 30, 2023 calculated using the discount rate of 6.65%, as well as what the Division's proportionate net OPEB liability would be if it were calculated using a discount rate that is one percentage point lower (5.65%) or one percentage point higher (7.65%) than the current rate.

	1% Decrease (5.65%)	Current Discount Rate (6.65%)	1% Increase (7.65%)
Net OPEB asset (liability)	\$ <u>(14,388)</u>	\$ <u>(5,598)</u>	\$ <u>1,944</u>

SENSITIVITY OF THE NET OPEB LIABILITY TO CHANGES IN THE HEALTHCARE COST TREND RATE - The following presents the Division's proportionate share of the net OPEB liability as of June 30, 2023 calculated using the healthcare cost trend rate, as well as what the Division's net OPEB liability would be if it were calculated using a healthcare cost trend rate that is one percentage point lower or one percentage point higher than the current rate.

	1% Decrease	Current Healthcare Cost Trend Rate	1% Increase
Net OPEB asset (liability)	\$ <u>3,182</u>	\$ <u>(5,598)</u>	\$ <u>(15,987)</u>

OPEB LIABILITY, OPEB EXPENSE, AND DEFERRED OUTFLOWS OF RESOURCES AND DEFERRED INFLOWS OF RESOURCES RELATED TO OPEB - The June 30, 2023 net OPEB liability was measured as of June 30, 2022, and the total OPEB liability was determined by an actuarial valuation as of June 30, 2021, rolled forward to the measurement date of June 30, 2022.

At June 30, 2023, the Division's proportionate share of the net OPEB liability was \$7,516. Of this amount, the Division recognized \$5,598 as its proportionate share on the statement of net position. The remainder of \$1,918 denotes the Division's proportionate share of net OPEB liability attributable to the special funding.

The allocation percentage assigned to each participating employer and non-employer contributing entity is based on its proportionate share of employer and non-employer contributions to OPEB for the fiscal year ended June 30, 2022. Employer contributions are recognized when due. At the June 30, 2022 measurement date, the Division's proportion was 5.03%, a decrease of 0.64% from its proportion of 5.67% calculated as of June 30, 2021.

For the year ended June 30, 2023, the Division recognized OPEB expense of \$(29,368). Of this amount, \$(23,196) was recognized as the Division's proportionate share of OPEB expense and \$(6,172) as the amount of OPEB expense attributable to special funding from a non-employer contributing entity.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

52

NOTE 12: OTHER POST EMPLOYMENT BENEFITS (Continued)

At June 30, 2023, deferred outflows of resources and deferred inflows of resources related to OPEB are as follows.

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ -	\$ 7,141
Changes in proportion and difference between employer contributions and proportionate share of contributions	1,110	4,684
Reallocation of opt-out employer change in proportionate share	-	36
Change in assumptions	3,591	14,222
Net difference between projected and actual investment earnings	867	-
Contributions after the measurement date	<u>4,810</u>	<u>-</u>
Total	<u>\$ 10,378</u>	<u>\$ 26,083</u>

The Division will recognize the \$4,810 reported as deferred outflows of resources resulting from OPEB contributions after the measurement date as a reduction to the net OPEB liability in the year ended June 30, 2024. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Fiscal Year Ended June 30,	Amortization
2024	\$ (18,912)
2025	(2,187)
2026	(1,837)
2027	<u>2,421</u>
	<u>\$ (20,515)</u>

PAYABLES TO THE OPEB PLAN - The Division reported \$69 as payable for normal contributions to the OPEB plan as of June 30, 2023.

NOTE 13: RISK MANAGEMENT

The Division is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; employee health and life coverage; and natural disasters. The State established the Board of Risk and Insurance Management (BRIM) and the Public Employees Insurance Agency (PEIA), to account for and finance uninsured risks of losses for State agencies, institutions of higher education, and component units.

BRIM is a public entity risk pool that provides coverage for general, property, medical malpractice, and automobile liability. PEIA is also a public entity risk pool and provides coverage for employee and dependent health, life and prescription drug insurance. The Division retains the risk of loss on certain tort and contractor claims in excess of the amount insured or covered by BRIM's insurance carrier. Other than the amounts disclosed in Note 10, amounts of settlements have not exceeded insurance coverage in the past three years.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
NOTES TO THE FINANCIAL STATEMENTS
YEAR ENDED JUNE 30, 2023
(amounts expressed in thousands)

53

NOTE 13: RISK MANAGEMENT (Continued)

Through its participation in the PEIA, the Division has obtained health coverage for its employees. In exchange for payment of premiums to PEIA, the Division has transferred its risks related to health coverage. PEIA issues publicly available financial reports that include financial statements and required supplementary information, these reports may be obtained by writing to PEIA.

Workers compensation coverage to all State agencies is provided through the West Virginia State Insurance Commission who in turn purchases the workers' compensation coverage from commercial insurers on behalf of all State agencies. Nearly every employer in the State who has a payroll must have coverage.

NOTE 14: LEASES

The Division leases buildings for various terms under long-term, noncancelable lease agreements. The leases have monthly installments ranging between \$2 and \$78 plus interest at 4.00% with due dates ranging through May 2033.

Future annual minimum lease payments on leases for years subsequent to June 30, 2023, are as follows:

<u>Fiscal year ended June 30</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2024	\$ 2,792	\$ 548	\$ 3,340
2025	2,711	439	3,150
2026	2,267	337	2,604
2027	1,983	252	2,235
2028	1,779	177	1,956
2029-2033	3,463	224	3,687
	<u>\$ 14,995</u>	<u>\$ 1,977</u>	<u>\$ 16,972</u>

REQUIRED SUPPLEMENTARY INFORMATION

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
REQUIRED SUPPLEMENTARY INFORMATION
SCHEDULE OF PROPORTIONATE SHARE OF THE NET PENSION LIABILITY (ASSET)
JUNE 30, 2023

Last 10 Fiscal Years*
(In Thousands)

	<u>2023</u>	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
Government's proportion of the net pension liability (asset) (percentage)	15.93%	15.67%	15.75%	15.77%	15.18%	14.98%	15.20%	14.54%	14.48%	
Government's proportionate share of the net pension liability (asset)	\$ 23,730	\$ (137,597)	\$ 83,266	\$ 33,914	\$ 39,215	\$ 64,651	\$ 139,665	\$ 81,197	\$ 53,405	
Government's covered payroll	\$ 258,040	\$ 249,610	\$ 253,680	\$ 231,670	\$ 206,445	\$ 207,108	\$ 209,422	\$ 198,305	\$ 193,990	
Government's proportionate share of the net pension liability (asset) as a percentage of its covered payroll	9.20%	-55.12%	32.82%	14.64%	19.00%	31.22%	66.69%	40.95%	27.53%	
Plan fiduciary net position as a percentage of the total pension liability	98.17%	111.07%	92.89%	96.99%	96.33%	93.67%	86.11%	91.29%	93.98%	

* - The amounts presented for each fiscal year were determined as of June 30th of the previous year (measurement date).

This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, governments should present information for those years for which information is available.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
REQUIRED SUPPLEMENTARY INFORMATION
SCHEDULE OF PENSION CONTRIBUTIONS
JUNE 30, 2023

Last 10 Fiscal Years
(In Thousands)

	<u>2023</u>	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
Statutorily required contribution	\$ 25,802	\$ 25,804	\$ 24,961	\$ 25,368	\$ 23,167	\$ 22,709	\$ 24,853	\$ 28,272	\$ 27,693	\$ 28,128
Contributions in relation to the statutorily required contribution	<u>(25,802)</u>	<u>(25,804)</u>	<u>(24,961)</u>	<u>(25,368)</u>	<u>(23,167)</u>	<u>(22,709)</u>	<u>(24,853)</u>	<u>(28,272)</u>	<u>(27,693)</u>	<u>(28,128)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Government's covered payroll	\$ 286,689	\$ 258,040	\$ 249,610	\$ 253,680	\$ 231,670	\$ 206,445	\$ 207,108	\$ 209,422	\$ 198,305	\$ 193,990
Contributions as a percentage of covered payroll	9.00%	10.00%	10.00%	10.00%	10.00%	11.00%	12.00%	13.50%	14.00%	14.50%

* - The amounts presented for each fiscal year were determined as of June 30th of the previous year (measurement date).

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
REQUIRED SUPPLEMENTARY INFORMATION
SCHEDULE OF PROPORTIONATE SHARE OF THE NET OPEB LIABILITY (ASSET)
JUNE 30, 2023

Last 10 Fiscal Years*
(In Thousands)

	<u>2023</u>	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
Government's proportion of the net OPEB liability (asset) (percentage)	5.03%	5.67%	5.58%	5.51%	5.46%	5.30%				
Government's proportionate share of the net OPEB liability (asset)	\$ 5,598	\$ (1,685)	\$ 24,641	\$ 91,431	\$ 117,167	\$ 130,248				
State's proportionate share of the net OPEB liability (asset)	<u>1,918</u>	<u>(332)</u>	<u>5,449</u>	<u>18,711</u>	<u>24,215</u>	<u>26,753</u>				
Total proportionate share of the net OPEB liability (asset)	<u>\$ 7,516</u>	<u>\$ (2,017)</u>	<u>\$ 30,090</u>	<u>\$ 110,142</u>	<u>\$ 141,382</u>	<u>\$ 157,001</u>				
Government's payroll (1)	\$ 259,586	\$ 239,341	\$ 190,954	\$ 223,350	\$ 199,967	\$ 195,322				
Government's proportionate share of the net OPEB liability (asset) as a percentage of its payroll (1)	2.16%	-0.70%	12.90%	40.94%	58.59%	66.68%				
Plan fiduciary net position as a percentage of the total OPEB liability	93.59%	101.81%	73.49%	39.69%	30.98%	25.10%				

* - The amounts presented for each fiscal year were determined as of June 30th of the previous year (measurement date).

This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, governments should present information for those years for which information is available.

(1) Covered payroll related to the OPEB plan was unavailable, therefore, total payroll for the government was used.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
REQUIRED SUPPLEMENTARY INFORMATION
SCHEDULE OF OPEB CONTRIBUTIONS
JUNE 30, 2023

Last 10 Fiscal Years*
(In Thousands)

	<u>2023</u>	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
Statutorily required contribution	\$ 4,810	\$ 5,913	\$ 10,333	\$ 10,783	\$ 11,354	\$ 11,159	\$ 10,880			
Contributions in relation to the statutorily required contribution	<u>\$ (4,810)</u>	<u>\$ (5,913)</u>	<u>\$ (10,333)</u>	<u>\$ (10,783)</u>	<u>\$ (11,354)</u>	<u>\$ (11,159)</u>	<u>\$ (10,880)</u>			
Contribution deficiency (excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>			
Government's payroll (1)	\$ 286,613	\$ 259,586	\$ 239,341	\$ 190,954	\$ 223,350	\$ 199,967	\$ 195,322			
Contributions as a percentage of payroll (1)	1.68%	2.28%	4.32%	5.65%	5.08%	5.58%	5.57%			

* This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, the Government should present information for those years for which information is available.

(1) Covered payroll related to the OPEB plan was unavailable, therefore, total payroll for the government was used.

WEST VIRGINIA DIVISION OF HIGHWAYS
NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION - PENSION
YEAR ENDED JUNE 30, 2023

Actuarial Changes Pension

An experience study for economic assumptions, which was based on the years 2015 through 2020, and an experience study for all other assumptions, which was based on the years 2013 through 2018, was approved by the Consolidated Public Retirement Board. As a result, valuation assumptions were changed as of June 30, 2022 to reflect the most recent experience study:

	Projected Salary Increases			Mortality Rates	Withdrawal Rates		
	State	Nonstate	Inflation rate		State	Nonstate	Disability Rates
<u>2022</u>	2.75% - 5.55%	3.60% - 6.75%	2.75%	Active-100% of Pub-2010 General Employees table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy males-108% of Pub-2010 General Retiree Male table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy females-122% of Pub-2010 General Retiree Female table, below-median, headcount weighted, projected with scale MP-2018; Disabled males-118% of Pub-2010 General / Teachers Disabled Male table, headcount weighted, projected with scale MP-2018; Disabled females-117% of Pub-2010 General / Disabled Teachers Disabled Female table, headcount weighted, projected with scale MP-2018; Beneficiary males-112% of Pub-2010 Contingent Survivor Male table, below-median, headcount weighted, projected generationally with Scale MP-2018; Beneficiary females-115% of Pub-2010 Contingent Survivor Female table, below-median, headcount weighted, projected generationally with Scale MP-2018	2.28-45.63%	2.5-35.88%	0.005-0.540%
<u>2021</u>	2.75% - 5.55%	3.60% - 6.75%	2.75%	Active-100% of Pub-2010 General Employees table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy males-108% of Pub-2010 General Retiree Male table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy females-122% of Pub-2010 General Retiree Female table, below-median, headcount weighted, projected with scale MP-2018; Disabled males-118% of Pub-2010 General / Teachers Disabled Male table, headcount weighted, projected with scale MP-2018; Disabled females-117% of Pub-2010 General / Disabled Teachers Disabled Female table, headcount weighted, projected with scale MP-2018	2.28-45.63%	2.5-35.88%	0.005-0.540%
<u>2020</u>	3.1% - 5.3%	3.35% - 6.5%	3.00%	Active-100% of Pub-2010 General Employees table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy males-108% of Pub-2010 General Retiree Male table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy females-122% of Pub-2010 Annuitant, Scale AA fully generational General Retiree Female table, below-median, headcount weighted, projected with scale MP-2018; Disabled males-118% of Pub-2010 General / Teachers Disabled Male table, headcount weighted, projected with scale MP-2018; Disabled females-117% of Pub-2010 General / Teachers Disabled Female table, headcount weighted, projected with scale MP-2018	2.28-45.63%	2.50-35.88%	0.005-0.540%
<u>2019</u>	3.1% - 5.3%	3.35% - 6.0%	3.00%	Active-100% of Pub-2010 General Employees table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy males-108% of Pub-2010 General Retiree Male table, below-median, headcount weighted, projected with scale MP-2018; Retired healthy females-122% of Pub-2010 Annuitant, Scale AA fully generational General Retiree Female table, below-median, headcount weighted, projected with scale MP-2018; Disabled males-118% of Pub-2010 General / Teachers Disabled Male table, below-median, headcount weighted, projected with scale MP-2018; Disabled females-118% of Pub-2010 General / Disabled Teachers Disabled Female table, below-median, headcount weighted, projected with scale MP-2018	2.28-45.63%	2-35.88%	0.005-0.540%
<u>2018</u>	3.00% - 4.6%	3.35% - 6.0%	3.00%	Active-100% of RP-2000 Non-Annuitant, Scale AA fully generational Retired healthy males-110% of RP-2000 Healthy Annuitant, Scale AA fully generational Retired healthy females-101% of RP-2000 Healthy Annuitant, Scale AA fully generational Disabled Males-96% of RP2000 Disabled Annuitant, Scale AA fully generational Disabled Females-107% of RP-2000 Disabled Annuitant, Scale AA fully generational	1.75-35.10%	2-35.88%	0.007-0.675%
<u>2017</u>	3.00% - 4.6%	3.35% - 6.0%	3.00%	Active-100% of RP-2000 Non-Annuitant, Scale AA fully generational Retired healthy males-110% of RP-2000 Healthy Annuitant, Scale AA fully generational Retired healthy females-101% of RP-2000 Healthy Annuitant, Scale AA fully generational Disabled Males-96% of RP2000 Disabled Annuitant, Scale AA fully generational Disabled Females-107% of RP-2000 Disabled Annuitant, Scale AA fully generational	1.75-35.10%	2-35.88%	0.007-0.675%
<u>2016</u>	3.00% - 4.6%	3.35% - 6.0%	3.00%	Active-100% of RP-2000 Non-Annuitant, Scale AA fully generational Retired healthy males-110% of RP-2000 Healthy Annuitant, Scale AA fully generational Retired healthy females-101 % of RP-2000 Healthy Annuitant, Scale AA fully generational Disabled Males-96% of RP2000 Disabled Annuitant, Scale AA fully generational Disabled Females-107% of RP-2000 Disabled Annuitant, Scale AA fully generational	1.75-35.10%	2-35.88%	0.007-0.675%
<u>2015</u>	3.00% - 4.6%	3.35% - 6.0%	1.90%	Healthy males - 110% of RP-2000 Non-Annuitant, Scale AA; Healthy females - 101% of RP-2000 Non-Annuitant, Scale AA; Disabled males - 96% of RP-2000 Disabled Annuitant, Scale AA; Disabled females - 107% of RP-2000 Disabled Annuitant, Scale AA	1.75-35.1%	2-35.8%	0-0.675%
<u>2014</u>	4.25% - 6.0%	4.25% - 6.0%	2.20%	Healthy males - 1983 GAM; Healthy females-1971; disabled males - 1971 GAM; Disabled females - Revenue ruling 96-7	1-26%	2-31.2%	0-0.8%

WEST VIRGINIA DIVISION OF HIGHWAYS
NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION - OPEB
YEAR ENDED JUNE 30, 2023

Actuarial Changes Other Postemployment Benefits Plan

The actuarial assumptions used in the total OPEB liability calculation can change from year to year. Please see table below which summarizes the actuarial assumptions used for the respective measurement dates.

	Inflation Rate	Salary Increases	Wage Inflation Rate	Investment Rate of Return & Discount Rate	Mortality	Retirement Age	Aging Factors	Expenses	Healthcare Cost Trend Rates
<u>2022</u>	2.25%	Specific to the OPEB covered group. Ranging from 2.75% to 5.18%, including inflation	2.75%	6.65%, net of OPEB plan investment expense, including inflation	Post-Retirement: Pub-2010 General Below-Median Healthy Retiree Mortality Tables projected with MP-2021 and scaling factors of 106% for males and 113% for females; Pre-Retirement: Pub-2010 Below-Median Income General Employee Mortality Tables projected with MP-2021	Experience-based table of rates that are specific to the type of eligibility condition	2013 SOA study "Health Care Costs - From Birth to Death"	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of annual expense.	Trend rate for pre-Medicare per capita costs of 7.0% for plan year end 2023, decreasing by 0.50% for two years then by 0.25% each year thereafter, until ultimate trend rate of 4.25% is reached in plan year 2032. Trend rate for Medicare per capita costs of 8.83% for plan year end 2023, decreasing ratably each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2032.
<u>2021</u>	2.25%	Specific to the OPEB covered group. Ranging from 2.75% to 5.18%, including inflation	2.75%	6.65%, net of OPEB plan investment expense, including inflation	Post-Retirement: Pub-2010 General Below-Median Healthy Retiree Mortality Tables projected with MP-2019 and scaling factors of 106% for males and 113% for females; Pre-Retirement: Pub-2010 Below-Median Income General Employee Mortality Tables projected with MP-2019	Experience-based table of rates that are specific to the type of eligibility condition	2013 SOA study "Health Care Costs - From Birth to Death"	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of annual expense.	Trend rate for pre-Medicare per capita costs of 7.0% for plan year end 2020, decreasing by 0.50% for one year then by 0.25% each year thereafter, until ultimate trend rate of 4.25% is reached in plan year 2032. Trend rate for Medicare per capita costs of 31.11% for plan year end 2022, 9.15% for plan year end 2023, decreasing ratably each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2036.
<u>2020</u>	2.25%	Specific to the OPEB covered group. Ranging from 2.75% to 5.18%, including inflation	2.75%	6.65%, net of OPEB plan investment expense, including inflation	Post-Retirement: Pub-2010 Below-Median Income General Healthy Retiree Mortality Tables projected with MP-2019 and scaling factors of 106% for males and 113% for females; Pre-Retirement: Pub-2010 Below-Median Income General Employee Mortality Tables projected with MP-2019	Experience-based table of rates that are specific to the type of eligibility condition	2013 SOA study "Health Care Costs - From Birth to Death"	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of annual expense.	Trend rate for pre-Medicare per capita costs of 7.0% for plan year end 2022, 6.5% for plan year end 2023, decreasing by 0.25% each year thereafter, until ultimate trend rate of 4.25% is reached in plan year 2032. Trend rate for Medicare per capita costs of 31.11% for plan year end 2022, 9.15% for plan year end 2023, 8.40% for plan year end 2024, decreasing gradually each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2036.
<u>2019</u>	2.75%	Dependent upon pension system. Ranging from 3.0% to 6.5%, including inflation	4.00%	7.15%, net of OPEB plan investment expense, including inflation	Post-Retirement: RP-2000 Healthy Annuitant Mortality Table projected with Scale AA on a fully generational basis; Pre-Retirement: RP-2000 Non-Annuitant Mortality Table projected with Scale AA on a fully generational basis	Experience-based table of rates that are specific to the type of eligibility condition	2013 SOA study "Health Care Costs - From Birth to Death"	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of annual expense.	Trend rate for pre-Medicare per capita costs of 8.5% for plan year end 2020, decreasing by 0.5% each year thereafter, until ultimate trend rate of 4.5% is reached in plan year 2028. Trend rate for Medicare per capita costs of 3.1% for plan year end 2020. 9.5% for plan year end 2021, decreasing by 0.5% each year thereafter, until ultimate trend rate of 4.5% is reached in plan year end 2031.
<u>2018</u>	2.75%	Dependent upon pension system. Ranging from 3.0% to 6.5%, including inflation	4.00%	7.15%, net of OPEB plan investment expense, including inflation	Post-Retirement: RP-2000 Healthy Annuitant Mortality Table projected with Scale AA on a fully generational basis; Pre-Retirement: RP-2000 Non-Annuitant Mortality Table projected with Scale AA on a fully generational basis	Experience-based table of rates that are specific to the type of eligibility condition.	2013 SOA study "Health Care Costs - From Birth to Death"	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of annual expense.	Actual trend used for fiscal year 2018. For fiscal years on and after 2019, trend starts at 8.0% and 10.0% for pre and post-Medicare, respectively, and gradually decreases to an ultimate trend rate of 4.50%. Excess trend rate of 0.13% and 0.00% for pre and post-Medicare, respectively, is added to healthcare trend rates pertaining to per capita claims costs beginning in 2022 to account for the Excise Tax.
<u>2017</u>	2.75%	Dependent upon pension system. Ranging from 3.0% to 6.5%, including inflation	4.00%	7.15%, net of OPEB plan investment expense, including inflation	Post-Retirement: RP-2000 Healthy Annuitant Mortality Table projected with Scale AA on a fully generational basis; Pre-Retirement: RP-2000 Non-Annuitant Mortality Table projected with Scale AA on a fully generational basis	Experience-based table of rates that are specific to the type of eligibility condition.	2013 SOA study "Health Care Costs - From Birth to Death"	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of annual expense.	Actual trend used for fiscal year 2017. For fiscal years on and after 2018, trend starts at 8.5% and 9.75% for pre and post-Medicare, respectively, and gradually decreases to an ultimate trend rate of 4.50%. Excess trend rate of 0.14% and 0.29% for pre and post-Medicare, respectively, is added to healthcare trend rates pertaining to per capita claims costs beginning in 2020 to account for the Excise Tax.

INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND
OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE WITH
GOVERNMENT AUDITING STANDARDS

Joint Committee on Government and Finance
West Virginia Legislature
Charleston, West Virginia

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities and each major fund of the West Virginia Department of Transportation, Division of Highways (the Division) as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise the Division's basic financial statements, and have issued our report thereon dated October 13, 2023. Our report includes an emphasis of matter paragraph noting that the financial statements of the Division are intended to present the financial position and the changes in financial position of only that portion of the governmental activities and each major fund of the State of West Virginia and the West Virginia Department of Transportation that is attributable to the transactions of the Division. They do not purport to, and do not present fairly the financial position of the State of West Virginia and West Virginia Department of Transportation, as of June 30, 2023, or the changes in its financial position, for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to these matters.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Division's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Division's internal control. Accordingly, we do not express an opinion on the effectiveness of the Division's internal control.

Our consideration of internal control was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. However, as described in the accompanying schedule of findings and questioned costs, we identified certain deficiencies in internal control that we consider to be material weaknesses and significant deficiencies.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. We consider the deficiencies described in the accompanying schedule of audit findings and responses as items 2023-001, 2023-002, and 2023-003 to be material weaknesses.

The Virginia Center
1411 Virginia Street, East
Suite 100
Charleston, WV 25301

MAIN (304) 343-4126
FAX (304) 343-8008

The Rivers Office Park
200 Star Avenue
Suite 220
Parkersburg, WV 26101

MAIN (304) 485-6584
FAX (304) 485-0971

Suncrest Towne Centre
453 Suncrest Towne Centre Drive
Suite 201
Morgantown, WV 26505

MAIN (304) 485-6584
FAX (304) 485-0971

The Somerville Building
501 5th Avenue
Suite 1
Huntington, WV 25701

MAIN (304) 525-0301
FAX (304) 522-1569

A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider the deficiencies described in the accompanying schedule of audit findings and responses as items 2023-004 and 2023-005 to be significant deficiencies.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Division's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

The Division's Response to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the Division's response to the findings identified in our audit and described in the accompanying schedule of audit findings and responses. The Division's response was not subjected to the other auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on the response.

Purpose of This Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



Charleston, West Virginia
October 13, 2023

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
SCHEDULE OF AUDIT FINDINGS AND RESPONSES
JUNE 30, 2023

63

2023-001 LAND

Criteria:	Management of the Division is responsible for establishing and maintaining effective supervision and review over financial reporting to ensure financial statements are prepared in conformity with generally accepted accounting principles (GAAP). GAAP requires that all long-lived assets be recorded as capital assets in accordance with the Division's capitalization policy.
Condition:	As noted in prior year, the Division was unable to provide a complete record of all land that they own.
Cause:	The Division's procedures relating to recording and reconciling land were not effective.
Effect:	The Division may have land that has not been identified and recorded.
Recommendation:	We recommend that the Division comply with the West Virginia Department of Transportation, Division of Highways' Right of Way Manual by maintaining and actively managing an accurate and complete database record of all real estate, except rights of way, owned by the Division to ensure that all land is accurately recorded in accordance with generally accepted accounting principles (GAAP).
Views of Responsible Officials:	<i>We agree with the findings and will take the necessary corrective actions as noted in the corrective action plan attached.</i>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
SCHEDULE OF AUDIT FINDINGS AND RESPONSES
JUNE 30, 2023

64

2023-002 INFORMATION SYSTEM GOVERNANCE

Criteria:	Management is responsible for establishing and maintaining an effective system of internal control over financial reporting, including controls over critical information technology systems that support the financial reporting function. Fundamental concepts of internal control include the segregation of duties, timely supervisory review and approval, and active management of third party applications. Segregation of duties involves assigning responsibilities for authorizing transactions, recording transactions, and maintaining custody of assets to different individuals, thus reducing the risk of fraud and errors occurring and not being detected. Supervisory review and approval allows for the timely evaluation of risks within the information systems and correction of errors when discovered. A key component to the utilization of third party service organizations is gaining an understanding of the third party application, which includes obtaining a System and Organization Controls Examination (SOC) report, reviewing the report, and implementation of complementary user entity controls.
Condition:	As noted in the prior year, several information technology applications directly support the financial statements of the Division. The following internal control issues were identified: • Programmers have access to production programs in the REMIS and the Hub applications. This access grants the programmers the same rights as a business user of the application, allowing access to data and transactional authority. • Management did not perform a periodic, documented review of user access for the Hub and REMIS. • Management did not perform a periodic, documented review of administrator access changes to the Hub and REMIS applications. • Terminated employees are not removed timely from the Hub, REMIS, TIMEi, and wvOASIS applications. Additionally, terminated employees were not removed timely from the network. • Terminated employees are not communicated timely to wvOASIS, REIMIS, the Hub, TIMEi, or the West Virginia Office of Technology (WVOT) administrators. • The Division does not have the complementary user entity controls outlined in the wvOASIS SOC report in place. • The Division does not have procedures in place to perform continuous vendor monitoring of the West Virginia Office of Technology. • The Division does not have a contract with the third party hosting and performing programming interfaces for the Hub. Additionally, a SOC report is not available. • There are no formal policies and procedures related to management of the Hub including adding and removing users, monitoring administrative activity, or change management. • The Division has not performed Disaster Recovery testing for multiple years.
Cause:	Policies and procedures have not been adequately updated and information system controls have not been monitored by the Division.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
SCHEDULE OF AUDIT FINDINGS AND RESPONSES
JUNE 30, 2023

65

2023-002 INFORMATION SYSTEM GOVERNANCE (Continued)

Effect: Unauthorized access to critical information systems may occur and not be detected or resolved in a timely manner.

Recommendation: We recommend the following:

- The Division should remove programmer access from production applications and develop policies and procedures regarding programmer access. If this access is necessary, mitigating controls such as monitoring of programmer access and activities within the production application should be performed and documented.
- The Division should establish policies and procedures to create a documented, periodic review of user account management. These policies and procedures should address network, division owned applications, and WV Enterprise Resource Planning (ERP) Board applications.
- The Division should implement a process to review system administrator activity for Division owned applications. Since manual reviews are typically inefficient and susceptible to human error, the process should be automated to the fullest extent technically feasible.
- The Division should create and implement procedures to identify and communicate terminated employees to application administrators and third parties on a timely basis.
- The Division should implement the required complementary user entity controls from applicable SOC reports. These controls are vital to achieving the control objectives and are the responsibility of the Division to design and implement.
- The Division should create policies and procedures to perform continuous monitoring of the West Virginia Office of Technology. These monitoring procedures may include, but are not limited to, review of annual SOC reports, contract review, and review of disaster recovery systems and business continuity planning in order to determine if the network will support the Division's recovery point objective and recovery time objectives.
- The Division should have contracts in place with third parties for the Hub and any other material applications which are hosted and/or by third party providers. The contracts should specify the responsibilities of the third party as well as the Division. Material applications hosted by a third party provider should have an annual SOC report or the Division should perform their own audit of the third party.
- Formal policies and procedures should be created for the Hub. These policies and procedures should include, but not be limited to the following: adding and removing users, monitoring administrative activity, and change management.
- The Division should perform periodic Disaster Recovery testing. Once complete, results should be compared to recovery point and recovery time objectives.

**Views of
Responsible
Officials:**

We agree with the findings and will take the necessary corrective actions as noted in the corrective action plan attached.

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
SCHEDULE OF AUDIT FINDINGS AND RESPONSES
JUNE 30, 2023

66

2023-003 FINANCIAL REPORTING

Criteria:	Management of the Division is responsible for establishing policies and procedures to provide effective supervision and review of financial reporting to ensure financial statements are prepared in conformity with accounting principles generally accepted in the United States of America.
Condition:	Total assets, deferred outflows of resources, liabilities, deferred inflows of resources, net position, revenues, and expenses of the Division (government-wide) are \$11.5 billion, \$75.2 million, \$2.3 billion, \$29.3 million, \$9.2 billion, \$1.8 billion, and \$1.3 billion, respectively, for the year ended June 30, 2023. The impact of audit adjustments to assets, deferred outflows of resources, liabilities, deferred inflows of resources, net position, revenues, and expenses was \$17.3 million, \$0, \$6.2 million, \$0, \$0, \$(10.8) million, and \$(21.9) million, respectively for the year ended June 30, 2023. The overall impact of audit adjustments to the change in net position was \$(11.1) million for the year ended June 30, 2023. Total assets, liabilities, deferred inflows of resources, fund balance, revenues, expenditures, and other financing sources (uses) of the Division (fund level) are \$1.9 billion, \$214.6 million, \$44.5 million, \$1.6 billion, \$1.9 billion, \$1.9 billion, and \$4.7 million. The impact of audit adjustments to assets, liabilities, deferred inflows of resources, fund balance, revenues, expenditures, and other financing sources (uses) was \$7.4 million, \$31.2 million, \$(8.6) million, \$0, \$10.2 million, \$25.3 million, and \$0, respectively for the year ended June 30, 2023. The overall impact of audit adjustments to the change in fund balance was \$(15.1) million for the year ended June 30, 2023.
Cause:	Inaccuracies in recording year-end accruals and reconciling supporting schedules to the Division's trial balances resulted in material adjustments to the financial statements for the year ended June 30, 2023.
Effect:	The financial statements for fiscal year 2023 required material audit adjustments in order to be presented in accordance with accounting principles generally accepted in the United States of America.
Recommendation:	We recommend that management review the daily accounting functions, staffing, and financial reporting processes to establish that adequate policies and procedures are in place to ensure accurate and timely financial reporting. Management should ensure that account reconciliations are prepared and reviewed in a timely manner and supporting schedules are maintained for all account balances.
Views of Responsible Officials:	<i>We agree with the findings and will take the necessary corrective actions as noted in the corrective action plan attached.</i>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
SCHEDULE OF AUDIT FINDINGS AND RESPONSES
JUNE 30, 2023

67

2023-004 RELATED PARTY TRANSACTIONS

Criteria:	Management is responsible for establishing an internal control structure that reduces the risk that significant errors or fraud will occur and remain undetected. Management is also responsible for having a financial management system in place to account for the receipt and expenditure of grants or other funds, reconcile and resolve discrepancies, and maintain adequate supporting documentation to provide accurate financial reporting.
Condition:	Adequate documentation surrounding expenses stemming from payments made for and on-behalf of a related party was not maintained. Further, information related to these payments was not shared with the related party to allow for proper reconciliation between the entities.
Cause:	Inadequate policies and procedures exist surrounding accounting for expenses incurred on behalf of others, specifically related to document retention, communication, and subsequent reconciliation.
Effect:	Discrepancies were noted between amounts paid on behalf of other entities, and those other entities' recognition of revenues paid on their behalf.
Recommendation:	We recommend that management review their policies surrounding the accounting for related party transactions, to ensure that such policies allow for appropriate communication, recordkeeping and reconciliation between the entities so that all amounts are consistently recorded and discrepancies are addressed in a timely manner.
Views of Responsible Officials:	<i>We agree with the findings and will take the necessary corrective actions as noted in the corrective action plan attached.</i>

WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
DIVISION OF HIGHWAYS
SCHEDULE OF AUDIT FINDINGS AND RESPONSES
JUNE 30, 2023

68

2023-005 CAPITAL ASSETS

Criteria:	Management of the Division is responsible for establishing policies and procedures to provide effective supervision and review of financial reporting to ensure that all capital asset additions are recorded in the proper fiscal year. Management should also have controls over critical information technology systems that support the financial reporting function.
Condition:	The Division failed to capitalize \$64 million of construction in progress in the prior year financial statements. This error was a result of certain accrual balances not being properly capitalized as well as reporting issues with the project tracking system, Hub. This error resulted in prior year capital assets being understated and expenses being overstated.
Cause:	The Division's policies and procedures related to the supervision and review of capital assets, construction costs, and the reconciliation process were not sufficient. In addition, due to issues with the implementation of Hub, construction in progress reports were not generated timely and contained errors that were not addressed in a timely manner.
Effect:	In the prior year, the Division's capital assets balance was understated by \$64 million and government-wide expenses were overstated by \$64 million.
Recommendation:	We recommend that the Division evaluate the supervisory review procedures over recording and reconciling construction in progress. In addition, we recommend the Division implement policies to ensure that capital asset balances included in year-end accruals are properly recorded. We also recommend that the Division reconcile reports generated from Hub on a monthly basis in order to ensure that all construction costs are recorded in the correct time period.
Views of Responsible Officials:	<i>We agree with the findings and will take the necessary corrective actions as noted in the corrective action plan attached.</i>



WEST VIRGINIA DEPARTMENT OF TRANSPORTATION
Division of Highways

1900 Kanawha Boulevard East • Building Five • Room 110
Charleston, West Virginia 25305-0430 • (304) 558-3505

Alanna J. Keller, P.E.
Deputy Secretary of Transportation
Deputy Commissioner of Highways

Jimmy Wriston, P. E.
Secretary of Transportation
Commissioner of Highways

October 13, 2023

Corrective Action Plan

West Virginia Legislative Joint Committee on Government and Finance

The West Virginia Division of Highways respectfully submits the following corrective action plan for the year ending June 30, 2023.

Name and address of independent public accounting firm: Suttle & Stalnaker, PLLC, 1411 Virginia Street, East, Suite 100, Charleston, WV 25301

Audit Period: Year ended June 30, 2023

The findings from the October 13, 2023 schedule of findings and responses are discussed below. The findings are numbered consistently with the number assigned in the schedule.

FINDINGS – FINANCIAL STATEMENT AUDIT

2023-001 LAND

Recommendation:

We recommend that the Division comply with the West Virginia Department of Transportation, Division of Highways' Right of Way Manual by maintaining and actively managing an accurate and complete database record of all real estate, except rights of way, owned by the Division to ensure that all land is accurately recorded in accordance with generally accepted accounting principles (GAAP).

Action taken:

The Right of Way Division is aggressively continuing their efforts by working with all of the districts to obtain updated information for all real property owned by the division. They are collecting and entering data weekly and have a goal to have the correct inventory of land entered into OASIS by the end of the 2023 calendar year.

2023-002 INFORMATION SYSTEM GOVERNANCE

Recommendation:

We recommend the following:

- The Division should remove programmer access from production applications and develop policies and procedures regarding programmer access. If this access is necessary, mitigating controls such as monitoring of programmer access and activities within the production application should be performed and documented.

- The Division should establish policies and procedures to create a documented, periodic review of user account management. These policies and procedures should address network, division owned applications, and WV Enterprise Resource Planning (ERP) Board applications.
- The Division should implement a process to review system administrator activity for Division owned applications. Since manual reviews are typically inefficient and susceptible to human error, the process should be automated to the fullest extent technically feasible.
- The Division should create and implement procedures to identify and communicate terminated employees to application administrators and third parties on a timely basis.
- The Division should implement the required complementary user entity controls from applicable SOC reports. These controls are vital to achieving the control objectives and are the responsibility of the Division to design and implement.
- The Division should create policies and procedures to perform continuous monitoring of the West Virginia Office of Technology. These monitoring procedures may include, but are not limited to, review of annual SOC reports, contract review, and review of disaster recovery systems and business continuity planning in order to determine if the network will support the Division's recovery point objective and recovery time objectives.
- The Division should have contracts in place with third parties for the Hub and any other material applications which are hosted and/or by third party providers. The contracts should specify the responsibilities of the third party as well as the Division. Material applications hosted by a third party provider should have an annual SOC report or the Division should perform their own audit of the third party.
- Formal policies and procedures should be created for the Hub. These policies and procedures should include, but not be limited to the following: adding and removing users, monitoring administrative activity, and change management.
- The Division should perform periodic Disaster Recovery testing. Once complete, results should be compared to recovery point and recovery time objectives.

Action taken:

Actions have been taken to develop or enforce policies and procedures for system access controls for employees.

A system security request from (DOH-357) is adopted to control access to the Remote Entry Management System (REMIS). A Hub User Request Form and related security policies are in place to control access to the Hub, The Division's project tracking system. A recently deployed Google web form-based application is available to manage employee access to the wvOASIS financial module.

The Division is also in the process of updating its Departing Employee Check Sheet (DOT-508) by adding at least two

more items for enforcement of security protocols, which are removing terminated employee's access to Hub and the wvOASIS financial module, if needed.

The Division works closely with the West Virginia Office of Technology (WVOT) to perform continuous monitoring. A relationship manager is assigned to the Division by the WVDOT. A standard process is in place for the two agencies to manage employees' access to the network. The two agencies are also planning together to make Disaster Recovery available to the Division. The two agencies have been having bi-weekly meetings, at which topics can be extended to include review of annual SOC reports, contract review, and review of disaster recovery systems and business continuity planning.

The Division also collaborates well with the wvOASIS security group. Periodic reviews of user access to the wvOASIS financial module. Finance Division continues to work on the implementation of the policy and electronic google form for user access for wvOASIS Advantage Financial. The form is currently in development and being tested by the DOT Finance and Information Technology Divisions.

The DOT Human Resource (HR) Division is responsible for user access for the wvOASIS HRM/Timei. This Division periodically reviews user access. This Division would also like to use the electronic user access form that is being developed by the Finance Division. The Finance Division will work with the Human Resource Division to help implement. This could cause some delays with the electronic user access form to go live in FY2024 as previously noted in the FY2022 Corrective Action Plan.

The Division will further improve its security policies and procedures for the Hub and any other material applications which are hosted and/or maintained by third parties.

2023-003 FINANCIAL REPORTING

Recommendation:

We recommend that management review the daily accounting functions, staffing, and financial reporting processes to Management should ensure that account reconciliations are prepared and reviewed in a timely manner and supporting schedules are maintained for all account balances.

Action taken:

The financial reporting section was given the additional responsibility of compiling audited financial statements for the newly created agency. The Division of Multimodal Transportation Facilities combined four agencies, three of which had never been audited, and successfully produced financial statements and underwent the financial audit with no findings or comments. In addition, due to staff turnover, the team member in charge of the DMTF was a new employee that was being trained and guided through this entire process.

With minimal staffing and continued unsuccessful efforts to hire qualified staff and the addition of the DMTF financial statements and audit, The Division of Highways year end work was rushed. There was not adequate time for a good review of information received or journal entries. Challenges within the agency of timeliness in receiving audit requests, explanations to audit questions, and availability of key personnel to aid in the audit requests were all additional contributing factors to the rushed efforts to meet the restrictive deadlines.

Continued efforts in posting positions for financial reporting will persist, with recognition that hiring candidates without the needed qualifications and therefore extending more resources in training may be the only solution going forward. With the restrictive timeframe at year end and most of the year end work being one time a year, training new employees takes time away from producing the work. In addition to hiring more team members, a review of repeated year end audit requests is being looked at to set up any reconciliations, analysis or workpapers that can be maintained or completed right after year end to be better prepared when those items are requested. With these actions being

taken, the goal is to allow for more review time before submitting information to the auditors.

2023-004 RELATED PARTY TRANSACTIONS

Recommendation:

We recommend that management review their policies surrounding the accounting for related party transactions, to ensure that such policies allow for appropriate communication, recordkeeping and reconciliation between the entities so that all amounts are consistently recorded, and discrepancies are addressed in a timely manner.

Action taken:

This type of related party transaction is not a normal course of business for the Division and communication between the agencies was never done in a consistent manner. However, for this fiscal year, Parkways was under the impression that there would be no more invoices paid with the project being complete and it was overlooked by our agency to communicate these few residual payments. However, any future arrangements of this kind with other agencies will include a clear designation of duties to initiate this communication.

2023-005 CAPITAL ASSETS

Recommendation:

We recommend that the Division evaluate the supervisory review procedures over recording and reconciling construction in progress. In addition, we recommend the Division implement policies to ensure that capital asset balances included in year-end accruals are properly recorded. We also recommend that the Division reconcile reports generated from Hub on a monthly basis in order to ensure that all construction costs are recorded in the correct time period.

Action taken:

Fiscal year 2022 was the year that the integration of the infrastructure roads and bridges was converted using a new report developed from the Hub. The challenges at year end with the report and conversion differences from old spreadsheet method to new report method involved a lot of research and correcting and rerunning the report. Due to time constraints and deadlines, the accounts payable accrual for this fixed asset did not get recorded. This error was recognized immediately but it was too late to resolve. The accrual has been made as capital costs in fiscal year 2023 as part of the new procedures.

If the West Virginia Legislative Joint Committee on Government and Finance has questions regarding this plan, please call Carla P. Rotsch at 304-558-2811.

Sincerely,



Carla P. Rotsch
WVDOT, Business Manager