#### **Management's Discussion and Analysis**

This discussion and analysis of Greenville County's financial performance provides an overview of the County's financial activities for the fiscal year ended June 30, 2008. The intent of this discussion and analysis is to look at the County's financial performance as a whole. Readers should also review the transmittal letter, notes to the basic financial statements, financial statements, statistical section and single audit section to enhance their understanding of the County's financial performance.

#### **Financial Highlights**

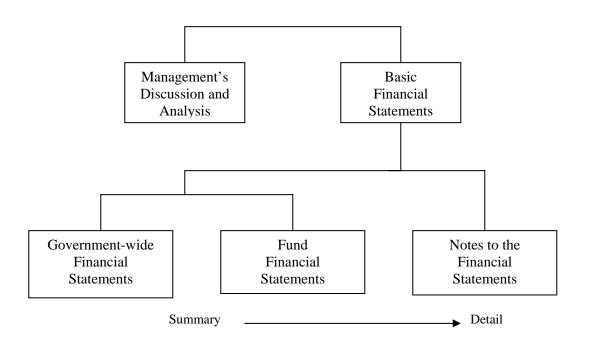
Key financial highlights for fiscal year 2008 are as follows:

- The assets of Greenville County exceeded its liabilities at the close of the current fiscal year by \$393,453,279 compared to \$406,830,310 for fiscal year 2007. The net assets in the governmental activities decreased from \$383,355,692 in 2007 to \$369,480,748 in 2008. The net assets in the business-type activities increased from \$23,474,618 in 2007 to \$23,972,531 in 2008.
- Greenville County's total net assets for the primary government decreased by \$13,377,031 due to a decrease of \$13,874,944 in net assets in the governmental activities and an increase of \$497,913 in the business-type activities. The decrease in net assets in the governmental activities is mostly due to the issuance of long-term debt of \$35,710,000 for tourism projects thereby increasing long-term debt by \$27,481,698. Overall liabilities, including long-term debt, increased year over year by \$30,489,382 of which \$465,000 is related to Other Post-Employment Benefits (OPEB). The increase in liabilities was partially offset by the \$20,633,978 increase in infrastructure assets in 2008.
- As of the close of the current fiscal year, Greenville County's governmental funds reported combined ending fund balances of \$97,479,758 as compared to \$100,673,484 for fiscal year 2007 resulting in a decrease of \$3,193,726. Approximately 13 percent of the total fund balance, or \$12,491,148, is reserved for future debt service, outstanding encumbrances and prepaid items. Approximately 87 percent, or \$84,988,610 is available for spending at the discretion of the County (unreserved fund balance). However, approximately 2.9 percent, or \$2,440,578 of the unreserved fund balance has been designated in compliance with the current financial policies and 29 percent, or \$24,923,004 is committed as special revenue and capital project funds.
- At the end of the current fiscal year, *unreserved fund balance* for Greenville County's General Fund was \$47,109,718 or 40% of total general fund expenditures. Only 2.2 percent of fund balance, or \$1,058,554 is *reserved* for encumbrances and prepaid items. The remaining 97.8 percent of fund balance or \$47,109,718 is *unreserved fund balance* and available for spending at the discretion of the County. In compliance with Greenville County's financial policies, an amount equal to two percent of the current year general fund revenues, or \$2,440,578, has been designated as a contingency to utilize during emergency situations, economic declines and seasonal cash flow shortfalls.
- In October 2007, Greenville County issued \$4,200,000 of general obligation bonds, series 2007 to provide funding for the construction and renovation of educational buildings on the Greenville Technical College campus. In March 2008, the County, through Greenville County Tourism Public Facilities Corporation, issued \$35,710,000 of Certificates of Participation, series 2008, to acquire, construct and equip various tourism-related capital improvement projects.
- Greenville County maintained its triple A bond rating that was assigned in 1999.

## **Overview of the Financial Statements**

This discussion and analysis serves as an introduction to Greenville County's basic financial statements. The County's basic financial statements consist of three components - *government-wide financial statements*, fund financial statements, and notes to the financial statements (see Figure 1). In addition to the basic financial statements, this report contains other supplemental information that will enhance the reader's understanding of the financial condition of Greenville County.

# Required Components of Annual Financial Report Figure 1



#### **Government-wide financial statements**

The *government-wide financial statements* are designed to provide readers with a broad overview of Greenville County's finances, in a manner similar to a private-sector business.

The focus of the *government-wide financial statements* is on the Primary Government and includes governmental and business-type activities. Financial information for two component units is presented in separate columns in the statement of net assets and the statement of activities. These component units are legally separate organizations for which the County may exercise control and/or may be obligated to provide financial subsidy.

The *statement of net assets* presents information on all of Greenville County's assets and liabilities, with the difference between the two reported as *net assets*. Over time, increases or decreases in net assets may serve as a useful indicator of whether the financial position of the County is improving or deteriorating.

The *statement of activities* presents information showing how the County's net assets changed during the most recent fiscal year. All changes in net assets are reported as soon as the underlying event giving rise to the change occurs, *regardless of the timing of related cash flows*. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., uncollected taxes, accounts payable and earned but unused vacation leave).

Both of the government-wide financial statements distinguish functions of Greenville County that are principally supported by taxes and intergovernmental revenues (*governmental activities*) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (*business-type activities*). The governmental activities of Greenville County include general government, public safety, highways and streets, economic development, judicial services, health and welfare, and culture and recreation. The business type activities include solid waste disposal, storm water quality control and a parking garage.

The government-wide financial statements begin on page 20 of this report.

#### **Fund Financial Statements**

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. Greenville County, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of Greenville County can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

Governmental funds. Governmental funds are used to account for essentially the same functions as governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. Such information may be useful in evaluating Greenville County's near-term financing requirements.

Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for *governmental funds* with similar information presented for *governmental activities* in the government-wide financial statements. By doing so, readers may better understand the long-term impact of Greenville County's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures and changes in fund balances provide a reconciliation to facilitate the comparison between *governmental funds* and *governmental activities*.

Greenville County has the following major governmental funds: General Fund, Federal and State Grants Fund, Road Maintenance Program Fund, Agencies – Greenville Technical College (Capital Projects Fund) and Capital Leases (Debt Service Fund). Information for these funds is presented separately in the governmental fund balance sheet and in the governmental fund statement of revenues, expenditures and changes in fund balance. Information for the other governmental funds is combined into a single, aggregated presentation. Individual fund data for each of these non-major funds is provided in the form of *combining statements* elsewhere in this report.

As required, Greenville County adopts an annual budget for its General Fund. The budget is a legally adopted document of County services and financing. The budget incorporates input from the citizens of the County, the management of the County, and County Council. It authorizes the County to obtain funds from identified sources to finance current period activities. The budgetary comparison statement has been provided for the General Fund to demonstrate compliance with the budget ordinance.

The basic governmental fund financial statements begin on page 24 of this report.

Proprietary Funds. Greenville County maintains two different types of proprietary funds. Enterprise Funds are used to report the same functions presented as business-type activities in the government-wide financial statements. Greenville County uses enterprise funds to account for solid waste, storm water operations and the parking garage. Internal service funds are an accounting mechanism used to account allocate costs internally among the County's various functions. Greenville County uses internal service funds to account for its fleet maintenance, workers' compensation and employee health insurance. Because these services predominantly benefit governmental rather than business-type functions, they have been included within governmental activities in the government-wide financial statements.

Proprietary funds provide the same type of information as the government-wide financial statements, only in more detail. The proprietary fund financial statements provide separate information for the Solid Waste, Storm Water and Parking Garage Funds. Conversely, the three internal service funds are combined into a single, aggregated presentation in the proprietary fund financial statements. Individual fund data for the internal service funds is provided in the form of combining statements.

Fiduciary Funds. Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are not reported in the government-wide financial statements because the resources are not available to support the County's operations. Greenville County has one fiduciary fund, an Agency Fund, used to account for tax revenues.

#### **Notes to the Financial Statements**

The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found beginning on page 42 of this report.

#### Other Information

In addition to the basic financial statements and accompanying notes, this report also presents certain *supplementary information* concerning Greenville County's general obligation and overlapping debt. Supplementary data can be found beginning on page 135 of this report. Additional trend information about Greenville County can be found in the Statistical Section of the report and information about federal grants can be found in the Single Audit Section.

# **Government-Wide Financial Analysis**

As noted earlier, net assets may serve over time as one useful indicator of a government's financial position. The assets of Greenville County exceeded liabilities for the governmental activities by \$369,480,748 at June 30, 2008 and by \$383,355,692 at June 30, 2007.

By far the largest portion, \$343,934,543 or (93 percent) of net assets reflects the County's investment in capital assets (e.g. land, buildings, machinery, and equipment), less any related debt still outstanding that was issued to acquire those items. Greenville County uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending.

# Greenville County Net Assets June 30, 2008 (Recapped)

	<b>Governmental Activities</b>			<b>Business-type Activities</b>			Totals					
_		2008		2007		2008		2007		2008		2007
Current and other assets	\$	149,356,409	\$	143,764,625	\$	11,739,622	\$	21,910,525	\$	161,096,031	\$	165,675,150
Capital assets		417,031,290		406,008,636		19,930,844		19,419,058		436,962,134		425,427,694
Total assets		566,387,699		549,773,261		31,670,466		41,329,583		598,058,165		591,102,844
Long-term liabilities outstanding		176,911,195		149,429,497		6,298,883		16,052,645		183,210,078		165,482,142
Other liabilities		19,995,756		16,988,072		1,399,052		1,802,320		21,394,808		18,790,392
Total liabilities		196,906,951		166,417,569		7,697,935		17,854,965		204,604,886		184,272,534
Net assets												
Invested in capital assets, net of												
related debt		343,934,543		322,076,939		19,930,844		19,419,058		363,865,387		341,495,997
Restricted		1,629,336		1,400,252		-		-		1,629,336		1,400,252
Unrestricted		23,916,869		59,878,501		4,041,687		4,055,560		27,958,556		63,934,061
Total net assets	\$	369,480,748	\$	383,355,692	\$	23,972,531	\$	23,474,618	\$	393,453,279	\$	406,830,310

At the end of the current fiscal year, Greenville County reports positive balances in all three categories of net assets, both for the government as a whole, as well as for its separate governmental and business-type activities.

# Greenville County – Changes in Net Assets – June 30, 2008 (Recapped)

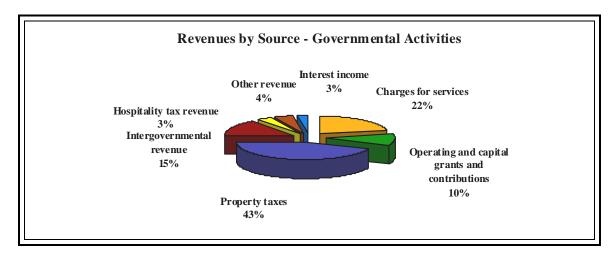
	Governmen	tal Activities	Business-	type Activities	Totals		
	2008	2007	2008	2007	2008	2007	
Revenues:							
Program Revenues:							
Charges for services	\$ 42,238,375	\$ 41,640,221	\$ 9,638,019	\$ 10,003,523	\$ 51,876,394	\$ 51,643,744	
Operating grants and contributions	9,691,760	11,775,131	-	-	9,691,760	11,775,131	
Capital grants and contributions	9,701,503	15,003,342	-	-	9,701,503	15,003,342	
General Revenues:							
Property taxes	84,330,325	76,052,119	3,789,179	4,305,696	88,119,504	80,357,815	
Intergovernmental revenues	28,565,275	22,597,417	-	-	28,565,275	22,597,417	
Hospitality Tax	6,491,253	-	-	-	6,491,253	-	
Other revenue	8,640,433	8,200,043	2,000	312,500	8,642,433	8,512,543	
Interest income	5,128,372	6,250,175	587,285	915,931	5,715,657	7,166,106	
Total revenues	194,787,296	181,518,448	14,016,483	15,537,650	208,803,779	197,056,098	
Expenses:							
Administrative services	2,127,509	1,937,285	-	-	2,127,509	1,937,285	
General services	19,143,915	16,568,043	-	-	19,143,915	16,568,043	
Human resources	1,855,296	1,931,379	-	_	1,855,296	1,931,379	
Public safety	39,483,481	39,532,335	-	_	39,483,481	39,532,335	
Judicial services	17,772,769	17,014,739	-	-	17,772,769	17,014,739	
Public works	30,610,940	33,685,542	-	-	30,610,940	33,685,542	
Fiscal services	2,241,777	2,144,119	-	_	2,241,777	2,144,119	
Law enforcement	37,107,412	32,240,536	-	-	37,107,412	34,240,536	
Boards & commissions	12,799,516	8,116,797	-	-	12,799,516	8,116,797	
Pass through bond proceeds	35,107,351	-	-	-	35,107,351	-	
Interest & fiscal charges	6,212,274	6,435,560	-	-	6,212,274	6,435,560	
Solid waste	-	-	6,270,841	5,120,800	6,270,841	5,120,800	
Storm water	-	-	7,066,364	4,496,618	7,066,364	4,496,618	
Parking fund	-	-	181,365	188,219	181,365	188,219	
<b>Total expenses</b>	204,462,240	161,606,335	13,518,570	9,805,637	217,980,810	171,411,972	
Increase (decrease) in net							
assets before transfers	(9,674,944)	19,912,113	497,913	5,732,013	(9,177,031)	25,644,126	
Transfers to others	(4,200,000)	-	-	-	(4,200,000)	-	
Transfers	<u> </u>	(15,000)	-	15,000	-		
Increase (decrease) in net assets	(13,874,944)	19,897,113	497,913	5,747,013	(13,377,031)	25,644,126	
Net assets – Beginning	383,355,692	363,458,579	23,474,618	15,337,815	406,830,310	378,796,394	
Prior Period Adjustment			<u>-</u>	2,389,790		2,389,790	
Net assets – Ending	\$ 369,480,748	\$ 383,355,692	\$23,972,531	\$ 23,474,618	\$393,453,279	\$406,830,310	

The operations of administrative services and judicial services are the only functions of the governmental activities supported by program revenues. General revenues support all other functions of the governmental activities.

#### Governmental activities

Governmental activities decreased the County's net assets by \$13,874,944 for the fiscal year ending June 30, 2008. Key elements of this decrease are as follows:

- During the fiscal year the County, through Greenville County Tourism Public Facilities Corporation, issued \$35,710,000 of Certificates of Participation, series 2008, to acquire, construct and equip various tourism-related capital improvement projects.
- The decrease in net assets due to the issuance of long-term debt mentioned above was partially offset by the additions to infrastructure assets, net of any disposals, of approximately \$20,633,978 of which almost \$10,000,000 were donated infrastructure elements, such as roads, right of ways, sidewalks, etc.

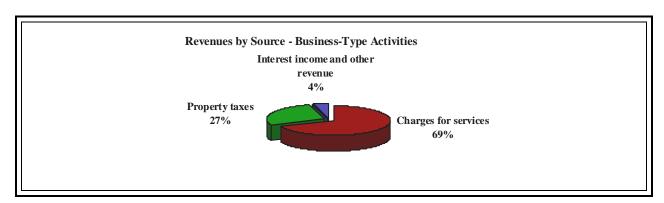


The revenues by source chart depicts that 43 percent of revenues of the governmental activities come from property taxes, 22 percent from charges for services, 15 percent from intergovernmental revenues and 10 percent from grants and other miscellaneous revenues. The remaining 10 percent are from hospitality tax, interest income and other revenue sources.

#### **Business-type activities**

Business-type activities increased Greenville County's net assets by \$497,913 for the fiscal year ending June 30, 2008. The increase in the net assets of the business-type activities is mainly due to:

- A one-time final payment of landfill closure cost of about \$8 million for the Enoree landfill that closed in March 2007. The \$8 million decrease in cash reserves was offset by a \$9 million decrease in the landfill post closure liability.
- An increase in stormwater infrastructure assets of approximately \$1 million during 2008.



The revenues by source chart depicts that charges for services contribute 69 percent of revenues and property taxes contribute 27 percent of revenues. Interest income and other revenues contribute 4 percent of revenues.

### **Financial Analysis of Greenville County's Funds**

As noted earlier, the County uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

Governmental funds. The focus of Greenville County's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing Greenville County's financing requirements. In particular, unreserved fund balance may serve as a useful measure of a government's net resources available for spending at the end of the fiscal year.

As of the end of the current fiscal year, Greenville County's governmental funds reported combined ending fund balances of \$97,479,758, a decrease of 3.2 percent in comparison with the prior year. During fiscal year 2008, the County recorded approximately \$1,842,319 in transfers out of the general fund. Of this amount, \$800,000 was transferred to the capital projects fund, \$430,050 was transferred for capital leases, \$67,493 was transferred to special revenue and the remaining \$544,776 was used as matching grant funds.

Approximately 87 percent, or \$84,988,610 of the ending fund balance is *unreserved* and available for future spending. Approximately 13 percent, or \$12,491,148 is reserved for future debt service, outstanding encumbrances and prepaid items. Of the unreserved balance, \$24,923,004 is committed for future capital projects and special revenue expenses. Two percent of general fund current revenues, or \$2,440,578, is designated for potential uses as defined in the financial policies of the County.

The general fund is the chief operating fund of Greenville County. At the end of the current fiscal year, *unreserved fund balance* of the general fund was \$47,109,718 out of total fund balance of \$48,168,272. As a measure of the general fund's liquidity, it may be useful to compare both unreserved fund balance and total fund balance to total fund expenditures. Unreserved fund balance represents approximately 40 percent of total general fund expenditures, while total fund balance represents approximately 41 percent of total general fund expenditures.

Total general fund revenues increased from approximately \$113 million in 2007 to approximately \$122 million in 2008. The general fund reported an increase of approximately \$3.5 million in property tax revenues, an increase of approximately \$3.5 million in intergovernmental revenues and an increase of approximately \$.7 million in other revenues. General fund expenditures increased from \$109 million in 2007 to \$116 million in 2008.

The Federal and State Grant Fund has an ending fund balance of \$5,246,710 for 2008 compared to \$4,220,105 for 2007. This difference in fund balance is mainly the result of the collection of additional fees for victims by the Solicitor's office and the receipt of a state reimbursement for E-911 equipment in 2008.

The Road Maintenance Program ending fund balance was \$11,384,017 in 2008 compared to \$18,582,954 in 2007. The County did not issue a bond to fund road improvements in 2008. Therefore, the cash reserves and fund balance for the road maintenance program was approximately \$7 million lower in 2008 as compared to 2007.

#### **Proprietary Funds**

Greenville County's proprietary fund statements provide the same type of information found in the government-wide statements but in more detail.

*Enterprise Funds* - Total net assets of the Solid Waste Fund were \$8,174,743 compared to \$8,264,162 for fiscal year 2007. *Unrestricted* net assets of the Solid Waste Fund at the end of the fiscal year amounted to (\$7,329,737), and \$15,504,480 of the total net assets were invested in capital assets (net of related debt). Total net assets of the Storm Water Fund were \$12,912,383 for the current year compared to \$12,299,054 for fiscal year 2007. The Parking Enterprise Fund reported net assets of \$2,613,256 compared to \$2,700,623 for 2007.

Internal Service Funds - The Internal Service Fund is presented in a separate column in the *statement of net assets* of the Proprietary Funds. The Internal Service Fund reflects total net assets of \$18,496,274 for the current year compared to \$14,500,833 for fiscal year 2007. The Health and Dental Fund reports net assets of \$18,425,239 for 2008 as compared to \$14,636,219 for 2007. The Workers' Compensation Fund currently reports negative net assets of (\$623,600). However, the County's budget for fiscal year 2009 includes additional funding to allow the County to properly account for workers' compensation costs by department. The Workers' Compensation Fund is projected to become solvent by fiscal year 2010.

Total net assets of the Vehicle Service Center were \$694,635 for 2008 compared to \$629,282 for 2007. The Vehicle Service Center Fund reports investment in capital assets of \$326,658 and *unrestricted net assets* of \$367,977.

#### **General Fund Budgetary Highlights**

During the current fiscal year, revenues exceeded the budget estimate by \$6,209,252 as a result of increased property tax collections (\$3,407,526), state allocations (\$1,846,248) and other revenues (\$1,674,084). Expenditures were under budget by \$1,885,581. The County entered the fiscal year 2007 – 2008 facing escalating utility costs, rising fuel costs and growing demands for services. Due to these external conditions, the County implemented efficiencies for the purpose of reducing costs resulting in lower than projected departmental operating expenses.

#### **Capital Asset and Debt Administration**

## Capital assets

Greenville County's investment in capital assets for its governmental and business-type activities as of June 30, 2008, totals \$436,962,134 (net of accumulated depreciation). The investment in capital assets for its governmental and business-type activities as of June 30, 2007 was \$425,427,694 (net of accumulated depreciation). The County's assets include buildings, improvements, equipment, vehicles, construction in progress and infrastructure. Additions to the capital assets of the governmental activities were for road construction, equipment replacements and construction in progress related to the detention center expansion. During the current fiscal year, the County completed the adult detention center, with total costs of approximately \$13.4 million. This amount was transferred from construction in progress to buildings. In addition, vehicles were reclassed out of equipment into a separate category.

The capital assets of the business-type activities increased by approximately \$.5 million. The Solid Waste division disposed of approximately \$.25 million of assets in the current year some of which were related to the closing of the Enoree landfill. In addition, the Solid Waste division added new equipment of almost .75 million and the Stormwater division added approximately \$1.0 million of infrastructure during the year.

## **Greenville County's Capital Assets**

(net of depreciation)

	<b>Governmental Activities</b>			<b>Business-type Activities</b>				Totals				
_		2008		2007		2008		2007		2008		2007
Land	\$	10,176,240	\$	9,638,240	\$	7,392,726	\$	7,050,563	\$	17,568,966	\$	16,688,803
Construction in progress		1,458,678		14,010,939		-		-		1,458,678		14,010,939
Buildings		54,870,871		41,589,715		5,807,945		6,029,772		60,678,816		47,619,487
Improvements		9,155,911		9,677,735		1,991,733		2,111,698		11,147,644		11,789,433
Equipment		7,501,008		7,887,089		3,525,518		4,042,137		11,026,526		11,929,226
Vehicles		4,898,450		5,327,189		125,371		184,888		5,023,821		5,512,077
Infrastructure		328,970,132		317,877,729		1,087,551		<u> </u>		330,057,683		317,877,729
Total	\$	417,031,290	\$	406,008,636	\$	19,930,844	\$	19,419,058	\$	436,962,134	\$	425,427,694

Please refer to pages 59–61 of the notes to the financial statements (Note II. A.5.) for additional information on the County's capital assets.

### **Long-term Debt**

As of June 30, 2008, Greenville County had total bonded debt outstanding of \$169,205,000. Of this amount, \$66,115,000 are general obligation bonds, which are backed by the full faith and credit of the County. Certificates of participation total \$76,350,000 and special source revenue bonds total \$26,740,000. Revenues from various fee-in-lieu-of-tax agreements secure the special source revenue bonds.

# Greenville County's Outstanding Debt General Obligation, Certificates of Participation and Special Source Revenue Bonds

#### **Governmental Activities**

	_	2008	 2007
General obligation bonds	\$	66,115,000	\$ 65,435,000
Certificates of participation		76,350,000	44,760,000
Special source revenue bonds		26,740,000	 28,565,000
Total	\$ _	169,205,000	\$ 138,760,000

As mentioned in the financial highlights section of this document, Greenville County maintained its Aaa bond rating from Moody's Investor Service, AAA rating from Standard and Poor's Corporation and AAA rating from Fitch Ratings. These bond ratings are a clear indication of the sound financial condition of Greenville County. This achievement is a primary factor in keeping interest costs low on the County's outstanding debt.

South Carolina statutes limit the amount of general obligation debt that a unit of government may issue (without referendum) to 8 percent of the total assessed value of taxable property located within that government's boundaries. The County's debt limit and debt margin were \$128,188,000 and \$61,391,000, respectively, for the fiscal year ending June 30, 2008. Please refer to pages 72-80 of the notes to the financial statements (Note II.B.7.) for additional information on the County's long-term debt.

# **Economic Factors**

The unemployment rate for Greenville County at 5.2 percent continues to lag behind the state level of 6.2 percent. The County continues to have daily inquiries for information about Greenville County from various developers of commercial and residential properties.

# Fiscal Year 2009 Budget

The 2009 fiscal year budget for Greenville County was prepared as part of the biennium budget process during fiscal year 2007. The budgeted revenues are projected to increase by approximately 2.67 percent and expenditures are projected to increase by 3.55 percent from fiscal year 2008. The budget anticipates use of \$2,294,637 of *unreserved* fund balance. The fiscal year 2009 budget requires no additional tax millage.

#### **Contact Information**

This report is designed to provide an overview of the County's finances for those with an interest in this area. Information on the County's two component units, the Greenville County Redevelopment Authority and the Greenville County Library, may be obtained at the Greenville County Administrative Office. Questions concerning any of the information found in this report or requests for additional information should be directed to the Financial Operations Division, County of Greenville, 301 University Ridge, Suite 200, Greenville, South Carolina 29601. In addition, this Comprehensive Annual Financial Report may be found on the County's website at <a href="http://www.greenvillecounty.org">http://www.greenvillecounty.org</a>.