

County of Greenville, South Carolina
Management's Discussion and Analysis
June 30, 2010

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, 2010. 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 2010 are as follows:

- The assets of Greenville County primary government exceeded its liabilities at the close of the current fiscal year by \$417,111,329 compared to \$400,666,483 for fiscal year 2009. The net assets in the governmental activities increased from \$377,104,102 in 2009 to \$396,881,652 in 2010. The net assets in the business-type activities decreased from \$23,940,257 in 2009 to \$20,229,677 in 2010.
- Greenville County's total net assets for the primary government increased by \$16,066,970 due to an increase of \$19,777,550 in net assets in the governmental activities and a decrease of \$3,710,580 in the business-type activities. The increase in net assets in the governmental activities is mostly due to an increase in grant funding. The decrease in business-type net assets is more fully described in the Business-type activities section on page 16.
- As of the close of the current fiscal year, Greenville County's governmental funds reported combined ending fund balances of \$91,768,503 as compared to \$98,477,613 for fiscal year 2009 resulting in a decrease of \$6,709,110. Approximately seven percent of the total fund balance, or \$6,451,773, is reserved for future debt service, outstanding encumbrances and prepaid items. Approximately ninety-three percent, or \$85,316,730, is *available for spending* at the discretion of the County (*unreserved fund balance*). However, approximately three percent, or \$2,418,672 of the *unreserved fund balance* has been designated as a contingency to utilize during emergency situations, economic declines and seasonal cash flow shortfalls in accordance with the County's current financial policies. Thirty-seven percent, or \$31,850,520, of the *unreserved fund balance* 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 \$48,583,362 or 40% of total general fund expenditures. The *unreserved fund balance* is available for spending at the discretion of the County, which includes an amount designated as a contingency to utilize during emergency situations as noted above. Less than 2 percent of general fund balance or \$599,081 is *reserved* for encumbrances and prepaid items.
- 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.

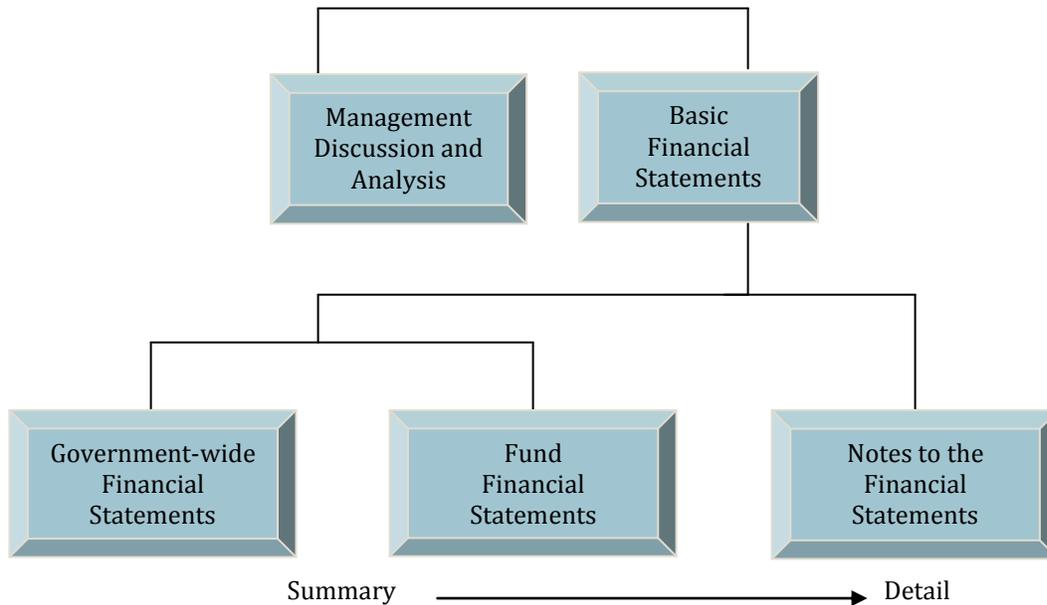
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Required Components of Annual Financial Report

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.

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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 and Federal and State Grants 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 accumulate and 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 fund financial statements 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.

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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 35 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 133 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 governmental activities exceeded liabilities for the governmental activities by \$396,881,652 at June 30, 2010 and by \$377,104,102 at June 30, 2009.

By far the largest portion, \$367,559,862 or ninety-three percent of net assets reflects the County's investment in capital assets (e.g. land, buildings, machinery, equipment, vehicles and infrastructure), 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, 2010 (Recapped)

	Governmental Activities		Business-type Activities		Totals	
	2010	2009	2010	2009	2010	2009
Current and other assets	\$ 141,853,155	\$ 152,387,636	\$ 6,318,062	\$ 10,045,685	\$ 148,171,217	\$ 162,433,321
Capital assets	438,917,763	422,636,536	19,954,899	19,501,716	458,872,662	442,138,252
Total assets	580,770,918	575,024,172	26,272,961	29,547,401	607,043,879	604,571,573
Long-term liabilities outstanding	167,038,743	177,234,274	4,705,927	4,689,972	171,744,670	181,924,246
Other liabilities	16,850,523	20,685,796	1,337,357	1,295,048	18,187,880	21,980,844
Total liabilities	183,889,266	197,920,070	6,043,284	5,985,020	189,932,550	203,905,090
Net assets						
Invested in capital assets, net of related debt	367,559,862	348,370,131	19,954,899	19,501,716	387,514,761	367,871,847
Restricted	5,852,692	1,532,147	-	-	5,852,692	1,532,147
Unrestricted	23,469,098	27,201,824	274,778	4,060,665	23,743,876	31,262,489
Total net assets	\$ 396,881,652	\$ 377,104,102	\$ 20,229,677	\$ 23,562,381	\$ 417,111,329	\$ 400,666,483

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.

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Greenville County – Changes in Net Assets – June 30, 2010 (Recapped)

	Governmental Activities		Business-type Activities		Totals	
	2010	2009	2010	2009	2010	2009
Revenues:						
Program Revenues:						
Charges for services	\$ 34,944,519	\$ 41,250,457	\$ 11,092,972	\$ 10,350,466	\$ 46,037,491	\$ 51,600,923
Operating grants and contributions	17,066,852	8,474,748	-	-	17,066,852	8,474,748
Capital grants and contributions	18,392,308	8,260,193	-	-	18,392,308	8,260,193
General Revenues:						
Property taxes	84,414,697	84,438,372	3,873,488	3,931,875	88,288,185	88,370,247
Intergovernmental revenues	22,514,752	33,157,502	-	-	22,514,752	33,157,502
Hospitality Tax	6,690,579	6,734,239	-	-	6,690,579	6,734,239
			-			
Other revenue	10,496,533	9,667,566	4,924	-	10,501,457	9,667,566
Interest and investment income	3,350,121	3,825,023	271,906	277,988	3,622,027	4,103,011
Total revenues	197,870,361	195,808,100	15,243,290	14,560,329	213,113,651	210,368,429
Expenses:						
Administrative services	2,578,753	2,399,675	-	-	2,578,753	2,399,675
General services	12,641,814	20,285,174	-	-	12,641,814	20,285,174
Human resources	1,915,216	2,549,862	-	-	1,915,216	2,549,862
Public safety	42,508,616	42,835,931	-	-	42,508,616	42,835,931
Judicial services	20,586,844	20,254,482	-	-	20,586,844	20,254,482
Public works	29,841,965	31,611,620	-	-	29,841,965	31,611,620
Fiscal services	2,383,885	2,364,635	-	-	2,383,885	2,364,635
Law enforcement	39,756,880	38,581,975	-	-	39,756,880	38,581,975
Boards & commissions	17,916,255	19,295,645	-	-	17,916,255	19,295,645
Interest & fiscal charges	7,962,583	8,005,747	-	-	7,962,583	8,005,747
Solid waste	-	-	11,461,320	6,844,449	11,461,320	6,844,449
Storm water	-	-	7,348,913	7,960,519	7,348,913	7,960,519
Parking fund	-	-	143,637	165,511	143,637	165,511
Total expenses	178,092,811	188,184,746	18,953,870	14,970,479	197,046,681	203,155,225
Increase (decrease) in net assets	19,777,550	7,623,354	(3,710,580)	(410,150)	16,066,970	7,213,204
Net assets – Beginning	377,104,102	369,480,748	23,562,381	23,972,531	400,666,483	393,453,279
Prior period adjustments	-	-	377,876	-	377,876	-
Net assets – beginning, as restated	377,104,102	369,480,748	23,940,257	23,972,531	401,044,359	393,453,279
Net assets – Ending	\$ 396,881,652	\$ 377,104,102	\$20,229,677	\$23,562,381	\$417,111,329	\$400,666,483

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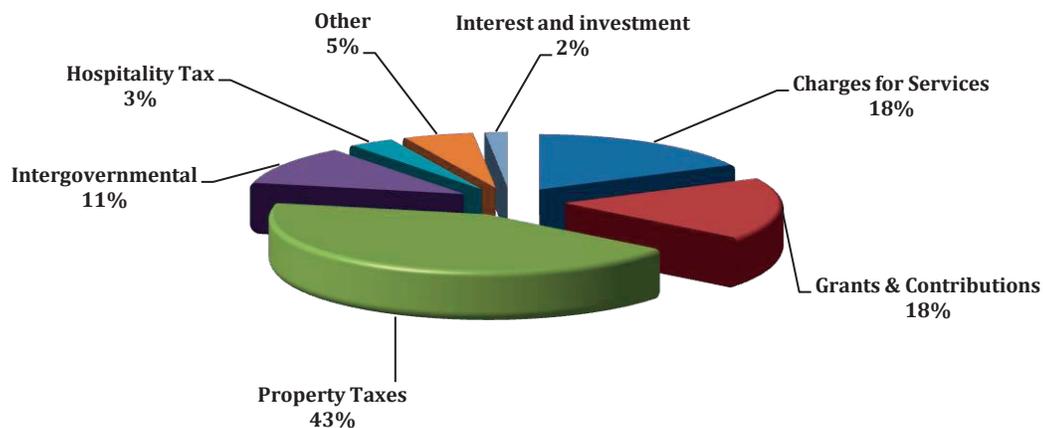
The operations of administrative services and judicial services are the only functions of the governmental activities supported by program revenues. General revenues support all other functions of the governmental activities.

Governmental activities

Governmental activities increased the County's net assets by \$19,777,550 for the fiscal year ending June 30, 2010. Key elements of this increase are as follows:

- The increase in net assets in the governmental activities is mostly due to an increase in grant funding. Program revenues from grants and contributions increased by approximately \$19 million and total expenditures decreased by almost \$10 million resulting in a significant increase in overall change in net assets. The chart above shows the difference in each revenue and expenditure category year over year while the chart below shows the contribution percentages of each revenue type by major category.

Revenues by Source – Governmental Activities



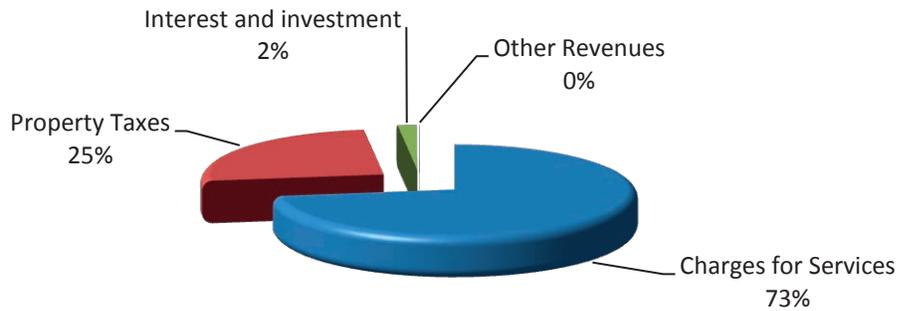
Revenue Type	Amount
Charges for Services	34,944,519
Grants & Contributions	35,459,160
Property Taxes	84,414,697
Intergovernmental Revenue	22,514,752
Hospitality Tax Revenue	6,690,579
Other Revenue	10,496,533
Interest Income	3,350,121
Total	197,870,361

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Business-type activities

Business-type activities decreased Greenville County's net assets by \$3,710,580 for the fiscal year ending June 30, 2010. The decrease in the net assets of the business-type activities is mainly due to the Solid Waste division's construction of cells three and four at the Twin Chimney's Landfill.

Revenues by Source – Business-Type Activities



Revenue Type	Amount
Charges for Services	11,092,972
Property Taxes	3,873,488
Interest Income	271,906
Other Revenues	4,924
Total	15,243,290

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 \$91,768,503 a decrease of almost 7 percent in comparison with the prior year. This decrease is mainly due to the funding of road program expenditures without the issuance of a bond. The road maintenance program fund balance decreased approximately \$8 million as a result. During fiscal year 2010, the County recorded \$6,981,858 in transfers out of the general fund. Of this amount, \$6,000,000 was transferred to the capital projects fund, \$800,000 was transferred for medical charities, \$62,256 was transferred to special revenue and the remaining \$119,602 was used as matching grant funds.

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Approximately 93 percent, or \$85,316,730, of the ending fund balance is *unreserved* and available for future spending. Approximately 7 percent, or \$6,451,773, is reserved for future debt service, outstanding encumbrances and prepaid items. Of the unreserved balance, \$31,850,520 is committed for future capital projects and special revenue expenses. Two percent of general fund current revenues, or \$2,418,672, 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 \$48,583,362 out of total fund balance of \$49,182,443. 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 and total fund balance each represent almost 41 percent of total general fund expenditures.

Total general fund revenues increased from approximately \$119 million in 2009 to approximately \$121 million in 2010. The general fund reported an increase of approximately \$3 million in property tax revenues and a decrease of approximately \$2.6 million in intergovernmental revenues. The County's intergovernmental revenues declined as a result of cuts in local government funding by the State of South Carolina. Other revenues negatively impacted due to the economic downturn are fees collected relating to property development, building permits and the recording of deeds.

General fund expenditures increased from \$119.8 million in 2009 to \$120.2 million in 2010. This slight increase in expenditures is the result of the addition of deputies in the law enforcement division. Reduced departmental expenditures in 2010 as compared to 2009 partially offset this increase.

The Federal and State Grant Fund has an ending fund balance of \$4,882,848 for 2010 compared to \$5,100,185 for 2009. This difference in fund balance is mainly the result of paying approximately \$378,000 to the Alcohol and Drug Commission for a drug abuse program.

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 \$3,988,918 compared to \$8,093,316 for fiscal year 2009. *Unrestricted* net assets of the Solid Waste Fund at the end of the fiscal year amounted to (\$9,882,383), and \$13,871,301 of the total net assets were invested in capital assets (net of related debt). The decrease in net assets for the Solid Waste fund can be contributed to higher than usual expenditures at the Twin Chimney's Landfill due to the construction of new cells three and four. Total net assets of the Stormwater Fund were \$13,407,513 for the current year compared to \$13,010,802 for fiscal year 2009. *Unrestricted* net assets of the Stormwater Fund at the end of the fiscal year amounted to \$10,070,582, and \$3,336,931 of the total net assets were invested in capital assets (net of related debt). Most of the increase in the Stormwater fund can be contributed to the increase in capital assets as a result of the Flood Mitigation Program. The Parking Enterprise Fund reported net assets of \$2,537,854 compared to \$2,550,566 for 2009.

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 \$19,548,349 for the current year compared to \$19,084,296 for fiscal year 2009. The slight increase in total net assets can be contributed to the solvency of the Workers' Compensation Fund as discussed below, as well as, the transfer of certain capital assets from the general fund. The Health and Dental Fund reports net assets of \$18,453,704 for 2010 as compared to \$18,715,171 for 2009. The Workers' Compensation Fund currently reports net assets of \$219,843 as compared to negative net assets of \$(367,543) for 2009. A few years ago, the County began including additional funding in the budget to allow the County to properly account for workers' compensation costs by department thus allowing the fund to become solvent. Total net assets of the Vehicle Service Center were \$874,802 for 2010 compared to \$736,668 for 2009. The Vehicle Service Center Fund reports investment in capital assets of \$358,673 and *unrestricted net assets* of \$516,129.

General Fund Budgetary Highlights

During the current fiscal year, revenues trailed the budget estimate by \$(2,203,674) mainly as a result of decreases in property tax collections (\$1,513,991) and intergovernmental revenues (\$1,325,024) compared to estimates. Expenditures were under budget by \$3,083,247. The County entered the fiscal year 2009 – 2010 facing recessionary pressures in the

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overall economy, escalating utility 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. The lower operating expenditures partially offset the decrease in the property tax collections and intergovernmental revenues.

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, 2010, totals \$458,872,662 (net of accumulated depreciation). The investment in capital assets for its governmental and business-type activities as of June 30, 2009 was \$442,138,252 (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 are mostly related to increases in infrastructure from the road maintenance program and increases in construction in progress. During the prior fiscal year, the County put the Juvenile Detention Center construction on hold to address other critical needs in the public safety division. Construction in progress increased due to a renovation project at the Law Enforcement Center.

The capital assets of the business-type activities increased by \$453,183 in the current fiscal year. The increases are mostly due to increases in capital assets in the Stormwater fund as a result of the continuation of the Flood Mitigation Project.

Greenville County's Capital Assets
(net of depreciation)

	Governmental Activities		Business-type Activities		Totals	
	2010	2009	2010	2009	2010	2009
Land	\$ 10,176,240	\$ 10,176,240	\$ 8,266,847	\$ 7,886,579	\$ 18,443,087	\$ 18,062,819
Construction in progress	2,515,337	1,641,676	-	-	2,515,337	1,641,676
Intangible Assets-Software	464,404	-	-	-	464,404	-
Buildings	51,890,169	53,373,192	5,416,719	5,612,331	57,306,888	58,985,523
Improvements	8,310,290	8,877,141	2,033,475	1,880,563	10,343,765	10,757,704
Equipment	5,172,691	6,314,571	2,485,378	2,968,781	7,658,069	9,283,352
Vehicles	3,385,683	4,432,357	50,459	87,698	3,436,142	4,520,055
Infrastructure	357,002,949	337,821,359	1,702,021	1,065,764	358,704,970	338,887,123
Total	<u>\$ 438,917,763</u>	<u>\$ 422,636,536</u>	<u>\$ 19,954,899</u>	<u>\$ 19,501,716</u>	<u>\$ 458,872,662</u>	<u>\$ 442,138,252</u>

Please refer to pages 52–54 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, 2010, Greenville County had total bonded debt outstanding of \$156,200,000. Of this amount, \$68,040,000 are general obligation bonds, which are backed by the full faith and credit of the County. Certificates of participation total \$65,360,000 and special source revenue bonds total \$22,800,000. Revenues from various fee-in-lieu-of-tax agreements secure the special source revenue bonds.

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

	Governmental Activities	
	2010	2009
General obligation bonds	\$ 68,040,000	\$ 72,150,000
Certificates of participation	65,360,000	71,000,000
Special source revenue bonds	22,800,000	24,815,000
Total	\$ 156,200,000	\$ 167,965,000

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 \$136,094,000 and \$63,418,000 respectively, for the fiscal year ending June 30, 2010. Please refer to pages 65-72 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 9.7 percent continues to lag behind the state level of 10.7 percent. Greenville County as a whole was not impervious to national and local recessionary pressures and experienced some of its own declining market conditions with real estate foreclosures and employment layoffs. Fee revenue, related to the housing market, has declined in fiscal year 2010 as both building permits and recording of deeds have decreased. Additionally, the County's intergovernmental revenues have also declined as the local government fund was substantially reduced. Greenville County government has taken steps to mitigate, as much as possible, adverse effects of the downward trend in the economy, as well as, the decrease in revenues by the local government fund by limiting and/or suspending certain nonessential expenditures. The County also implemented energy and cost saving measures in its facilities and reduced its number of fleet vehicles. Despite current economic conditions, the County remains committed to maintaining a strong fund balance while meeting the needs of its citizens.

Fiscal Year 2011 Budget

The 2011 fiscal year budget for Greenville County was prepared as part of the biennium budget process during fiscal year 2009. The budgeted revenues are projected to increase by approximately 3.75% and expenditures are projected to increase by 4% from fiscal year 2010. The budget does not anticipate any use of the *unreserved* fund balance. The fiscal year 2011 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 Finance 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 <http://www.greenvillecounty.org>.