Gwinnett

# 2025 ANNUAL Comprehensive Financial Report

Year Ended December 31, 2025

GWINNETT COUNTY
GEORGIA



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**GWINNETT COUNTY**
GEORGIA

## BOARD OF COMMISSIONERS



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*Chairwoman*



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*District 2*



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*District 4*

Prepared by the Department of Financial Services and the Communications Department

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# INTRODUCTORY SECTION

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Department of Financial Services Organizational Chart
Accounting Division

DEPARTMENT OF FINANCIAL SERVICES
OFFICE OF THE DIRECTOR

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Gwinnett

September 30, 2026

Dear Residents, Stakeholders, Chairwoman, and Members of the Board of Commissioners of Gwinnett County:

Georgia state law requires that every general-purpose local government publish a complete set of audited financial statements within six months of the close of each fiscal year, except in such instances when an extension is granted by the Department of Audits and Accounts. The submission of this Annual Comprehensive Financial Report for the fiscal year ended December 31, 2025 has been delayed due to the County's transition to a new Enterprise Resource Planning (ERP) in late 2025. Gwinnett County has been granted an extension to submit the report on or before December 31, 2026. We hereby issue the Annual Comprehensive Financial Report of Gwinnett County, Georgia, for the fiscal year ended December 31, 2025.

This report consists of management's representations concerning the finances of the County. Consequently, management assumes full responsibility for the completeness and reliability of all of the information presented in the report. To provide a reasonable basis for making these representations, management of the County has established a comprehensive internal control framework that is designed both to protect the government's assets from loss, theft, or misuse and to compile sufficient and reliable information for the preparation of the County's financial statements in conformity with Generally Accepted Accounting Principles, or GAAP. As management, we assert that to the best of our knowledge and belief, this financial report is complete and reliable in all material respects.

The County's financial statements have been audited by Mauldin & Jenkins, CPAs & Advisors. The goal of the independent audit was to provide reasonable assurance that the financial statements of the County for the fiscal year ended December 31, 2025, were free of material misstatement. The independent audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements; assessing the accounting principles used and significant estimates made by management; and evaluating the overall financial statement presentation. The independent auditor concluded the statements are fairly presented in conformity with GAAP and issued an unmodified opinion. The independent auditor's report is presented as the first component of the financial section of the report.

The independent audit of the County's financial statements was part of a broader, federally mandated "Single Audit" designed to meet the special needs of federal grantor agencies. The standards governing Single Audit engagements require the independent auditor to report not only on the fair presentation of the financial statements, but also on the audited government's internal controls and compliance with legal requirements, with special emphasis on internal controls and legal requirements involving the administration of federal awards. The reports are available in the Annual Comprehensive Financial Report under the heading Single Audit Section.

GAAP requires that management provide a narrative introduction, overview, and analysis to accompany the basic financial statements in the form of Management's Discussion and Analysis. The MD&A contains a narrative overview and analysis of the financial activities of the County and can be found on pages 25 – 42 immediately following the independent auditors' report. This transmittal letter, which is designed to assist users in assessing the government's financial condition, complements the MD&A.

The financial statements contained in this report were impacted by several major budgetary initiatives. The 2025 budget included funding to maintain core services such as police and fire protection, roads, transit, and water, parks and recreation, jail and courts as well as funding for new and ongoing initiatives reflective of the County's budget approach set by the Board of Commissioners. The priorities include: Organizational Excellence & Accountability; Safe, Livable, & Healthy Community; Public Infrastructure, Sustainability & Stewardship; and Economic Opportunities. For a comparison of 2025 and 2026 budget initiatives, refer to "Economic Factors and Next Year's Budgets and Rates" on pages 41 – 42.

The County annually adopts an appropriations budget for the following major governmental funds: General, Fire and EMS District, Police Services District, Special Purpose Local Option Sales Tax Funds, and Capital Projects and Capital Vehicle Replacements (combined and reported as Other Capital). Additionally, the County adopts an appropriations budget for the following minor governmental funds: Development and Enforcement District, Loganville EMS District, Recreation, Economic Development Tax, Gwinnett Place Tax Allocation District, Indian Trail Tax Allocation District, Jimmy Carter Boulevard Tax Allocation District, Lake Lucerne Tax Allocation District, Park Place Tax Allocation District, The Exchange at Gwinnett Tax Allocation District, The Exchange at Gwinnett Tax Allocation District Debt Service Fund, Speed Hump, Street Lighting, Authority Imaging, Corrections Inmate Welfare, Crime Victims Assistance, District Attorney Federal Justice Asset Sharing, District Attorney Federal Treasury Asset Sharing, District Attorney Special State, Sheriff Inmate, Sheriff Special Justice, Sheriff Special Treasury, Sheriff Special State, Stadium, Tourism, and Tree Bank.

The County's reserve policies remain an important consideration in the development of the annual budget. Separate reserve policies are in place for the General Fund, Special Revenue Funds, and Enterprise Funds. More information on Gwinnett County's reserve policies can be found in the 2026 Budget Document, which is available online at GwinnettBudget.com (see pages II:65 – II:66). Also see ***Note 1*** (O. Fund Balance) on pages 83 – 84 of this report.

The County incentivizes capital investment and job creation by forgoing future property tax revenue for targeted projects under the *Gwinnett County Economic Development Ordinance*, which results in property tax abatements for qualified projects. This tool is one of the most effective in recruiting new projects, securing long-term capital investment, and bringing new jobs into our community. Also see ***Note 17*** (Tax Abatements) on page 144 of this report.

In 2025, the County completed the transition of most of its financial functions from SAP to Oracle. As a part of this transition, the County updated its chart of accounts and realigned various line items to better reflect operational and reporting needs. This transition may have resulted in financial presentation differences compared to prior reporting periods. More information on these differences can be found in Section 2 – Management's Discussion and Analysis on pages 25 – 42.

Gwinnett remains financially strong. However, as responsible stewards of public resources, we recognize the importance of acting thoughtfully and decisively in the face of rising costs and uncertain revenues. As such, we remain focused on what we can control to uphold the Gwinnett Standard and deliver meaningful value to our residents.



# PROFILE OF THE GOVERNMENT

Gwinnett County is a world class residential, business, and tourist destination that was named for Button Gwinnett, one of Georgia's three signers of the Declaration of Independence. The Georgia legislature created Gwinnett County on December 15, 1818.

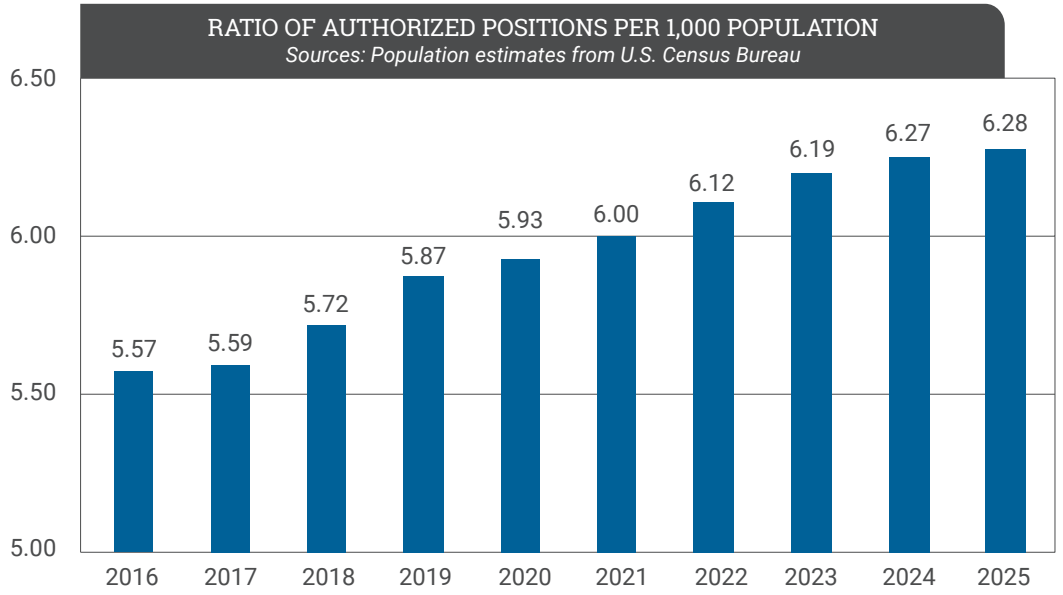
Gwinnett County is known as the northeast gateway to the metropolitan Atlanta area, with Interstate 85 running generally north/south through the county. Located in close proximity to the Hartsfield-Jackson Atlanta International Airport, one of the busiest airports in the world, the county is within a two-hour flight from 80 percent of the United States' population. There are 17 incorporated municipalities within Gwinnett County's 437 square miles.

## Population

According to estimates released by the U.S. Census Bureau on July 1, 2025, Gwinnett County's population was estimated at 1,018,099 in 2025.

Gwinnett's talented labor force, premier schools, rich cultural diversity, and award-winning parks and recreation facilities, and affordable real estate continue to attract many businesses, newcomers, and visitors to the area. Gwinnett added an estimated 14,410 residents from July 1, 2024, to July 1, 2025, a growth rate of approximately 1 percent.

Over the years, Gwinnett County has grown into a beautiful mosaic of people, cultures and businesses. The county has blossomed into an exciting, colorful, and lively place – a vibrantly connected community that has attracted businesses and residents from around the globe. More than 130 different languages are spoken in Gwinnett, and more than 650 foreign-owned companies call Gwinnett home.




Gwinnett County continues to meet the challenge of maintaining service levels with a growing population. The ratio of authorized positions per 1,000 population has grown each year from 2016 to 2025. Each year, the County's population increases by thousands of residents resulting in a greater demand for services and fewer available resources.

## Government Structure and Services Provided

The County's governing authority consists of a five-member Board of Commissioners, including a full-time chairwoman elected at-large and four part-time commissioners elected within districts. The Board of Commissioners appoints the County Administrator to manage the County's daily operations. To implement the Board's directives, the County Administrator uses a management team consisting of members of his immediate staff and 15 department directors. The 15 departments that make up the executive side of the County government are Child Advocacy and Juvenile Services, Communications, Community Services, Corrections, Financial Services, Fire and Emergency Services, Human Resources, Information Technology Services, Law, Parks and Recreation, Planning and Development, Police Services, Support Services, Transportation, and Water Resources. Each department director is charged with managing departmental operations in a manner which stresses efficiency, cost-effectiveness, and customer service. In addition to the internal departments that comprise the executive side of County government, certain services are provided to citizens through constitutional officers and independent elected officials. These external offices are created by the *Georgia Constitution* or through state law. In Gwinnett County, they include the Sheriff, Tax Commissioner, District Attorney, Clerk of Court, Probate Court Judge, and Chief Magistrate. These independently elected officials exercise authority assigned to them by the *Georgia Constitution* or by state law. The County also has 18 other elected officials, 10 judicially appointed officials, and 11 retired senior judges.

A complete list of County administration and department directors, elected officials, and judicially appointed officials is located on page 17.

The County government provides traditional county services, such as road construction and maintenance, court-related functions, police, fire, emergency medical, airport, solid waste, transit, parks and recreation, water, sewer, and stormwater services.

## Bond Rating

Gwinnett County has maintained AAA bond ratings from all three rating agencies since 1997. The triple-AAA rating validates Gwinnett's strong financial position, with sound General Fund reserves and excellent long-term financial planning strategies. Out of approximately 3,143 counties in the United States, only 54 counties have achieved such a strong credit rating. The County's excellent credit rating has resulted in significant interest savings for Gwinnett residents and has enabled the County to implement a strong capital improvement program.

## Component Units

The financial statements of the County (the primary government) contain the following blended component units: the Airport Authority, the Public Facilities Authority, the Recreation Authority, the Stormwater Authority, the Urban Redevelopment Agency, and the Water and Sewerage Authority. Also included with the financial statements are the following discretely presented component units: the Gwinnett County Public Library, the Development Authority of Gwinnett County, and the Gwinnett County Board of Health. For more details on the component units and other related organizations, please refer to ***Note 1*** (A. Reporting entity) on pages 74 – 77 of this report.



# ASSESSING THE COUNTY'S ECONOMIC CONDITION

The information presented in the financial statements is best understood when considered from the broader perspective of the specific environment within which the County operates.

## Local Economy

With a focus on redevelopment and revitalization, as outlined in the Gwinnett 2045 Unified Plan, the economic outlook in Gwinnett County remains positive. Population growth continues to be one of the greatest catalysts impacting development. The County's population has grown nearly 6 percent from 2019 to 2024 and early popula-tion estimates for 2026 show a 4 percent increase in population (U.S. Census Bureau and Woods & Poole). Home values, construction activity, and development opportunities contribute to both population growth and economic expansion.

Gwinnett's talented workforce and quality of life continue to attract businesses to the area. Gwinnett County offers a competitive labor environment characterized by job growth, increasing wages, and relatively low unemployment rates. According to the Georgia Department of Labor, in November 2025, Gwinnett County had a 3.7 percent unemployment rate, which was lower than the Atlanta metropolitan area (3.9 percent), the state of Georgia (4.0 percent), and the United States (4.0 percent) (Bureau of Labor Statistics).

Gwinnett County's labor force grew 0.1 percent from 2024 to 2025 (Georgia Department of Labor). With employment slightly decreasing with a change of only -0.5 percent from 2024 to 2025, (Georgia Department of Labor), businesses are remaining steady through programs like Partnership Gwinnett, a public-private initiative spearheaded by the Gwinnett Chamber that is committed to job creation and retention, professional development, and education. In 2025, Partnership Gwinnett generated $395.9 million in new capital investment, won 32 projects (10 relocations and 22 expansions), and created 1,112 new jobs. Also, in 2025, the Gwinnett Chamber held ribbon-cutting ceremonies with 105 businesses to celebrate new locations, expansions, or new product or service launches.

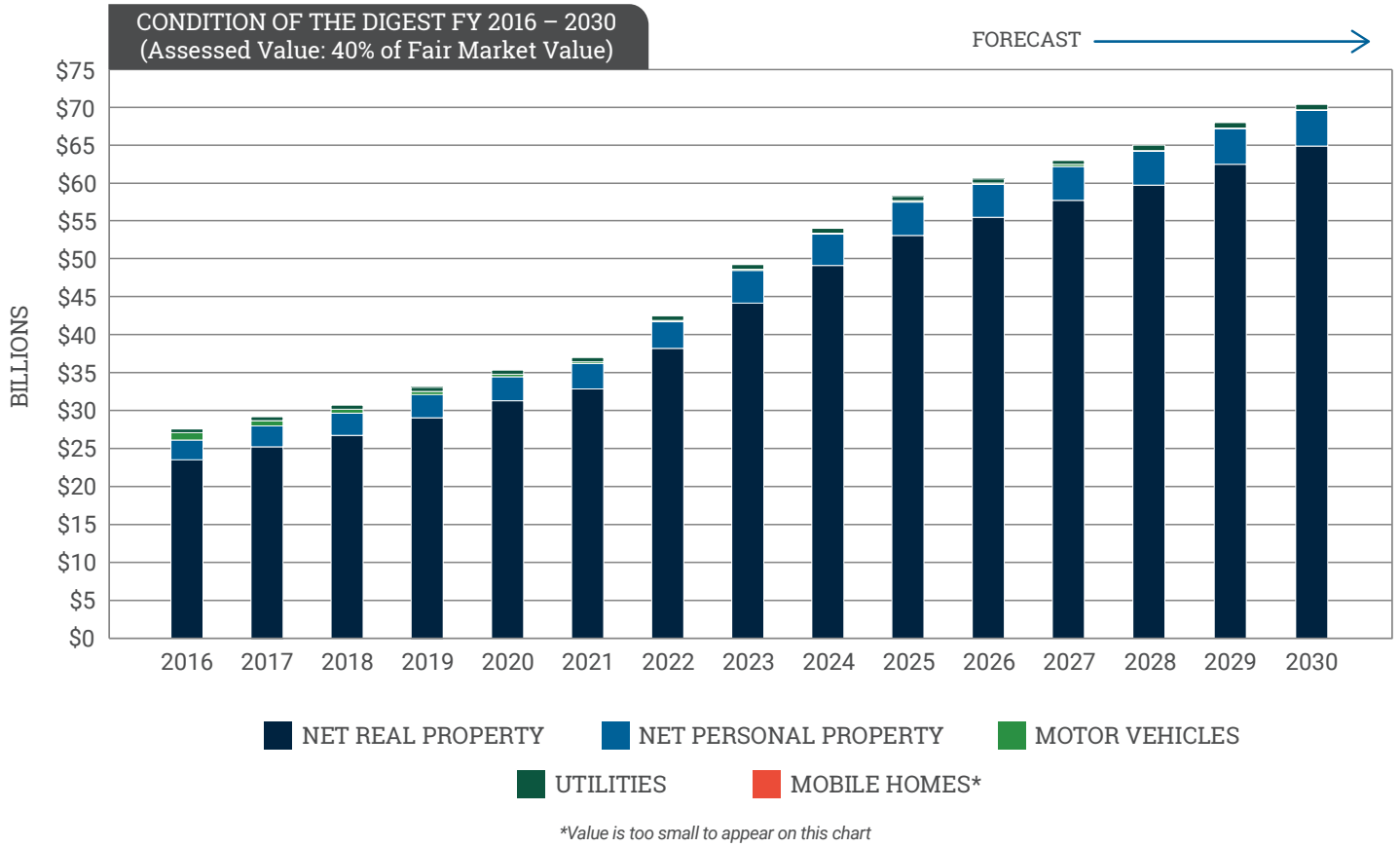
The condition of the property tax digest is another key economic indicator, as discussed in detail on the next page. Gwinnett has a healthy tax digest, which has grown more than 109 percent and has increased approximately $30.2 billion since 2016. From 2016 to 2025, the average value of all types of residences, including single-family homes, condos, and townhouses, rose 125 percent from $200,000 to $450,000. Please refer to the "Property Taxes and the Condition of the Tax Digest" text for more information.

## Property Taxes and the Condition of the Tax Digest

Property taxes are an important revenue source for the County. More than one-third (40.2 percent) of the total revenue for all operating funds and more than three-quarters (73.9 percent) of the revenues for the tax-related funds are derived from property taxes. Property taxes provide most of the funding in the General Fund for County operations and in the Recreation Fund for park operations and maintenance. Property tax revenues are also used to pay for economic development activity and services such as parks and recreation, police, fire, and emergency medical services. Tax-related funds make up 53.1 percent of the fiscal year 2026 operating budget.

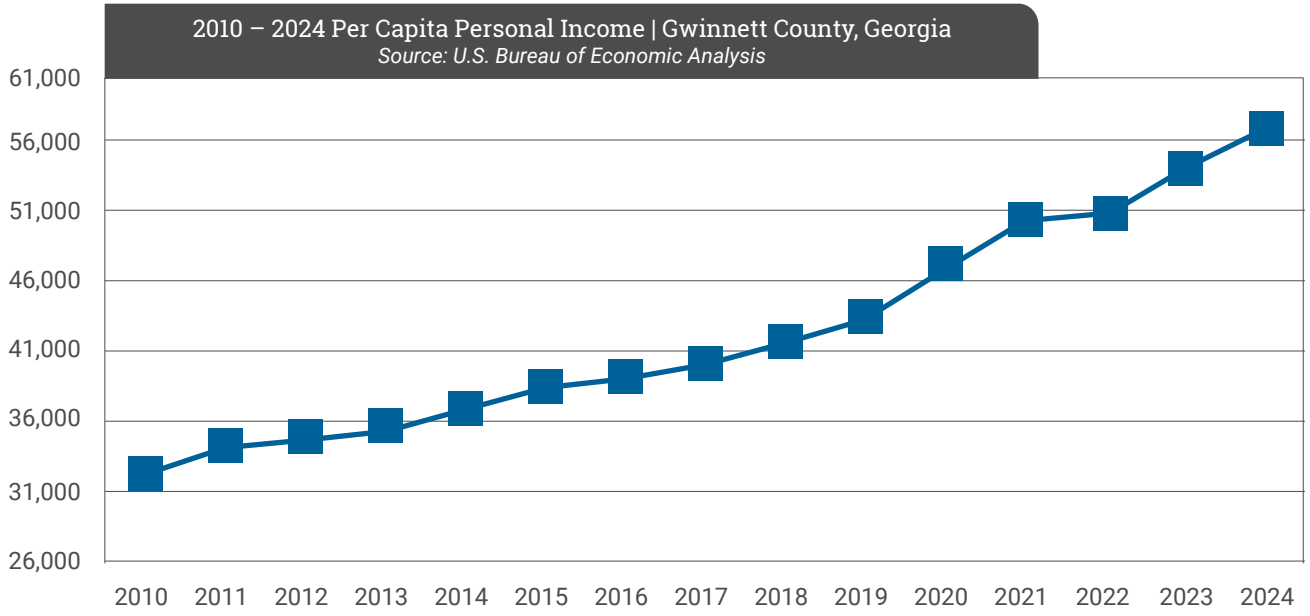
The amount of property tax revenue is based on the size of the tax digest and the millage rate. Since 2013, Gwinnett County has experienced the benefits of a growing tax digest, which is the total value of all taxable property as determined by the Assessors' Office. Due to improving home values and increasing construction activity, the tax digest has grown more than 63 percent from 2020 to 2025.

Since the inception of title *ad valorem* taxes in the spring of 2013, motor vehicle *ad valorem* taxes have declined as residents transition from the old method of paying sales and use taxes and the annual *ad valorem* tax ("the birthday tax") on newly purchased vehicles to paying a one-time title fee/tax based on the fair market value of the vehicle at the time a title is transferred.




*Value is too small to appear on this chart

Per capita personal income is also a measure of economic well-being. Per capita, personal income is the average income earned per person in a given area in a specified year. Since 2011, personal income has improved. According to the U.S. Bureau of Economic Analysis, Gwinnett County had a per capita personal income of $56,961 in 2024, an increase of 5.1 percent over 2023 ($54,196).




## Long-Term Financial Planning

Gwinnett County operates under a formal Long-Term Financial Planning Policy, which was adopted by the Board of Commissioners in 2013 and amended in 2017. In light of the County's long-term service vision, priorities, and strategies, the policy ensures ongoing financial stability beyond a single fiscal year budget cycle. Long-term financial planning includes various actions intended to evaluate and address known and potential internal and external issues and opportunities impacting the County's current and future financial condition. Such issues and opportunities are identified, presented, and addressed when and where possible. The process begins by identifying critical areas that have, or are expected to have, an impact on the financial condition of the County over the next five years. Once the issues are identified, specific goals and objectives are developed for each structural deficiency.

The Long-Term Financial Plan, LTFP, is a constantly changing and evolving document that is routinely updated and presented on an ongoing, five-year rolling basis. The LTFP is incorporated into the County's Business Planning Process and presented to the Chairwoman, the Board of Commissioners, and staff throughout the formulation of the annual budget. The LTFP is intended to help the County achieve the following:

1. Ensure the County can attain and maintain financial sustainability;
2. Ensure the County has sufficient long-term information to guide financial decisions;
3. Ensure the County has sufficient resources to provide programs and services for the stakeholders;
4. Ensure potential risks to ongoing operations are identified and communicated on a regular basis;
5. Establish mechanisms to identify early warning indicators; and
6. Identify changes in expenditure or revenue structures needed to deliver services or to meet the goals defined by the Board of Commissioners.

The LTFP forecasts revenues, expenditures, and financial position at least five years into the future or longer where specific issues call for a longer time horizon. County staff regularly look for and implement opportunities to improve the quality of the forecasting, analysis, and strategy development that is part of the planning process. These improvements are primarily identified through the comparison of projected performance with actual results.

The **Capital Improvement Plan** (CIP) is another long-term financial planning tool utilized by Gwinnett County. Each year, County staff develops a six-year, long-range CIP that describes and prioritizes the capital projects the County intends to undertake in the current year plus five additional years, including the acquisition or construction of capital facilities and assets, and the maintenance thereof. Before funding is allocated to any new capital project, the County ensures adequate resources are available to operate and maintain existing assets. In Gwinnett County, a capital project is defined as a project with a useful life of 10 years or more and a cost of at least $250,000 within six consecutive years, or more than $100,000 in one year.

The Department of Financial Services coordinates a financial capital project review process within the annual budget calendar. The capital review team evaluates departments' requests for capital funding and ranks them across a set matrix of criteria. The ranking process enhances objectivity, reliability, and transparency. After the evaluation concludes, a final score is calculated, projects are ranked by priority, and the evaluation team makes recommendations on which projects should be funded. Additional information about the CIP process, project selection, funding strategies, and the roles of various stakeholders is provided in the Capital Asset Investment and Management Policy in the 2026 Budget Document and on pages II:48 – II:50.

## Other Long-Term Planning Tools

In addition to financial planning tools like the LTFP and CIP, the County has developed other long-term planning tools to help map out its future. Some of these tools include:

- Gwinnett 2045 Unified Plan
- Comprehensive Transportation Plan
- Airport Master Plan
- Connected Vehicle Technology Master Plan
- Water and Wastewater Master Plan
- Comprehensive Parks and Recreation Master Plan
- Open Space and Greenway Master Plan
- Countywide Trails Master Plan
- Solid Waste Management Plan

The 2045 Unified Plan (also known as a comprehensive plan) was adopted by the Board of Commissioners on February 20, 2024. Included in the plan is a Community Work Program, which lists goals, strategies, and actions to advance the implementation of the plan. Staff of several county departments are working on initiatives that tackle key issues related to land-use planning, economic development, housing, sustainable infrastructure, transportation, community resources, and broadband connection. Central to these objectives is the "Daily Community Framework," which encourages development types and infrastructure investment that support job opportunities, goods, and services to be located close to where people live. In doing so, the high quality of life that is enjoyed by Gwinnett residents can be maintained and enhanced for generations to come.

The **Comprehensive Transportation Plan** (CTP) informs Gwinnett County officials and its residents about future transportation needs, projects that address those needs, and the advantages, costs, and potential funding sources for those projects. The County completed the last update of this planning effort, named Destination2050 in 2024. The next update will occur before 2029.

The **Airport Master Plan** provides a long-range plan and airport layout options for its development. The County completed the last update in 2025.

The **Connected Vehicle Technology Master Plan** update provides a roadmap for the continuation of Gwinnett County's Connected Vehicle program. The County completed the last update in 2025.

Gwinnett County Water Resources has established **Water and Wastewater Master Plans** for its sewer, distribution, collection and treatment, and water production systems, which were adopted in 2018, 2019, 2020, and 2021 respectively. The plans were developed by the Department of Water Resources with input from staff, other County departments, and consultants. These plans align with the Gwinnett County Unified Plan and identify water and wastewater infrastructure improvements in the County through 2045. County staff monitor and evaluate the infrastructure needs on an annual basis to establish realistic project design and construction schedules to meet the County's long-term growth projections.

Gwinnett County has a long-standing tradition of proactively addressing its parks and recreation needs. While planning is essential, plans must evolve to keep pace with growth, especially in a county whose population has expanded from about 72,000 in 1970 to more than 1 million today. Gwinnett County continually re-evaluates its long-term recreation plan in a fiscally responsible manner, strongly emphasizing community involvement. The 2020 Comprehensive Parks and Recreation Master Plan represents the most recent update in the Parks and Recreation Master Planning process. As the County continues to progress, new plans are developed to provide a framework for maintaining and enhancing the quality of parks, facilities, and services to meet the needs of our vibrant, connected community. The 2020 plan, approved and adopted in 2021, builds on the foundation of previous master plans from 1996 and 2004, as well as Capital Improvement Plans developed in 2007, 2013, and 2017. It incorporates various factors such as population growth, cultural diversity, leisure trends, and service delivery. The plan identifies gaps in service levels including facilities, services, partnerships, and finances, and provides solutions to shape the future of Gwinnett's award-winning parks system. The plan creates a comprehensive framework for facilities, programs, services, organizational structure, and finances to guide future growth by examining past, present, and future needs.

Keeping Gwinnett a preferred community where everyone thrives includes making it easier for people to walk, run, and bike through their neighborhoods to reach local parks, schools, churches, and shopping destinations. As highlighted in the 2020 Comprehensive Parks and Recreation Master Plan, walking remains the most popular recreational activity among Gwinnett's residents and is one of the healthiest ways to stay active.

The **Open Space and Greenway Master Plan**, along with its update, comprehensively addresses open space acquisition, the development of a county greenway system, and analyses of administration, management, and funding. Complementing this, the Countywide Trails Master Plan, adopted in 2018 ensures connectivity between cities and unincorporated parts of the county, creating a unified map of existing and future trails. The original Countywide Trails Master Plan was a collaborative effort involving the Transportation and Community Services Departments, cities, and Community Improvement Districts across Gwinnett. Currently, the plan is undergoing an update through a joint effort between Gwinnett Transportation and Parks and Recreation. Gwinnett County is positioning itself as a regional leader in greenway planning, construction, and asset management. For example, the 5.25-mile Eastern Regional Greenway connects communities across Gwinnett's eastern border, while the 2022 scoping project for the planned 27-mile Piedmont Pathway Trail lays the groundwork for a long-desired greenway running from southwestern Gwinnett to the northern border with Barrow County.

By collaborating Parks and Recreation planning efforts with other departments and stakeholders in the community and surrounding jurisdictions, Gwinnett County facilitates smart growth while preserving greenspace for current and future generations. The plan envisions a high-quality trail network that provides the community with innovative ways to travel, exercise and connect with family, friends and neighbors. It also serves as a guide to expanding biking and walking options for transportation and recreation.

For more information on Parks and Recreation Master Planning visit Gwinnett County's website.

The **Solid Waste Management Plan** was last amended in 2008 and examined five core planning elements: waste reduction, waste collection, waste disposal, land limitation, and education and public involvement. Funding to update this plan was received in 2025, and the plan is currently underway.

## Embrace Wellness

The Wellness Program promotes engagement in healthy habits and delivers measurable results. During 2025, the County continued to strengthen the wellness program by encouraging preventative care and healthier lifestyle choices. This approach supports improved health outcomes while fostering a culture of well-being for employees and their families. Employees and their covered spouses can earn up to $1,500 in HSA or HRA contributions by completing strategically selected activities that emphasize physical health, mental well-being, and financial wellness. In addition, employees who complete a biometric screening may qualify for a $720 reduction on their medical premiums. In 2025, more than 87 percent of eligible employees completed their biometric screening and earned the premium reduction. The County continues to emphasize prevention and early intervention by encouraging employees to take a more proactive approach to their health. This strategy includes expanding preventive screenings, enhancing the biometric panel, increasing support and care coordination, and offering additional onsite departmental events to better meet employees where they are. The County also hosts an annual Wellness Fair, which consistently attracts an average of 2,000 participants, as well as an Annual Employee and Family 5K, with more than 700 employees participating. These initiatives are just a few examples of how Gwinnett continues to reinforce a strong culture.

In 2025, the County was once again recognized as one of Atlanta Business Chronicle's Healthiest Employers, placing in the extra-large company category for the fifth consecutive year and ranking among the top 100 healthiest companies in the nation. The County also received Aetna's Platinum Workplace Wellbeing Award for the third consecutive year and the Cigna Healthy Workforce designation for the first year. These achievements reflect Gwinnett's ongoing commitment to organizational success by fostering a healthy workforce and helping to manage rising health care costs.

## Accrued Liabilities

Funding its Defined Benefit Pension and Other Post-Employment Benefits plans continues to be a priority for Gwinnett County. Beginning in 2007, the County closed the DB Pension plan to new employees and committed to amortize the unfunded liability over 20 years. In 2015, the Retirement Plan Management Committee decreased the DB plan's assumed rate of return and extended the amortization period by five additional years. In 2019, the Retirement Plan Management Committee changed some of the DB plan's other assumptions. These changes increased the plan's unfunded liability but decreased the plan's dependence on market returns. As of December 31, 2025, the funded ratios for the DB Pension and OPEB plans were 85.02 percent and 94.36 percent, respectively.

More details are in ***Notes 14*** and ***15*** of the Notes to Financial Statements.

## Sustainable Gwinnett

Gwinnett County launched the Gwinnett Environmental Sustainability Program in 2009, now Sustainable Gwinnett, to enhance efficiency in the use of valuable resources and reduce the impact of local government operations on the environment. The effort has greatly expanded and evolved over the years, with a current focus on the following areas:

- Reduce $CO_2$ greenhouse gas emissions
- Conserve/increase greenspace and trees
- Reduce energy consumption; increase use of renewable energy
- Conserve water and prevent pollution
- Increase recycling rates and waste diversion from landfills
- Improve air quality
- Raise awareness of environmental sustainability issues and efforts

To date, Gwinnett County has largely measured its sustainability efforts through participation in the Atlanta Regional Commission's Green Communities Program. The Green Communities Program is a voluntary sustainability certification program that helps local governments reduce their environmental impact through actionable measures. The County was certified at the Bronze level in 2010, Silver in 2012, Gold in 2014, and Platinum in 2018. Gwinnett County was the first County in the metro area to be certified at Platinum in this program. In 2022, the County recertified at the Platinum level.

In 2021, two groups were created to advance the County's environmental sustainability efforts. First, an internal staff team was chartered made up of employee representatives from seven primary stakeholder departments. Second, the Board of Commissioners created a Sustainability Commission with five appointed members through a resolution. The five members are residents from each district within the county who bring expertise in sustainability. The Commission's primary focus is to help the County achieve its sustainability goals by providing advice and recommendations on matters related to the County's sustainability practices and efforts. In 2022, the Board of Commissioners included a new senior-level position, referred to as an Environmental Sustainability Officer. This role, filled in January 2024, will work to strategically coordinate and lead the County's sustainability efforts in the future.

Efforts Gwinnett County made towards environmental sustainability in 2025 are provided below:

- Gwinnett Solid Waste Management partnered with Gwinnett Clean & Beautiful to host two recycling events (Earth Day and America Recycles Day) collecting in total 3,709 pounds of textiles, 37 tons of tires, 39 tons of electronics, 38 tons of paper and 15,353 gallons of paint, serving 3,300 residents.
- Gwinnett Solid Waste Management partnered with Gwinnett Clean & Beautiful and Ripple Glass to collect 676.39 tons of glass at the County's 13 drop-off locations in 2025.
- Gwinnett Water Resources partnered with Gwinnett Clean & Beautiful to host two household hazardous waste collection events, collecting 181,556 lbs from 2,236 residents. Collected materials included household cleaners, paint, pesticides, automotive fluids, batteries, and more.
- Gwinnett Water Resources maintained a 100 percent safe drinking water compliance rate and a 100 percent wastewater treatment compliance rate.
- Gwinnett Planning and Development launched the highly successful Front Yard Tree Program pilot, with over 700 residents receiving mature, native trees as part of continuing efforts to bolster the tree canopy in the county.
- Gwinnett Parks and Recreation hosted the first Sustainable Living Fair at Shorty Howell Park to celebrate Earth Day and educate residents.



## Internal Controls

County management maintains internal accounting controls to ensure that the County's assets are protected from loss, theft, or misuse. Adequate accounting data allows financial statements to conform to GAAP. These controls provide reasonable, but not absolute, assurance of meeting the County's objectives, recognizing that: 1) the cost of an accounting control should not exceed the likely benefit, and 2) evaluating costs and benefits requires management estimates and judgments.

Gwinnett County has implemented additional internal controls through the development of formal financial policies. The County operates under the following financial policies:

- Accounting and Financial Reporting Policy
- Long-Term Financial Planning Policy
- Operating and Capital Budget Policy
- Business Expenditure Policy
- Investment Policy
- Capital Asset Investment and Management Policy
- Debt Management Policy
- Reserve Policies for the General Fund, Special Revenue Funds, and Enterprise Funds

Additional information about the financial policies listed above is available in the 2026 Budget Document (pages II:37 – II:69) located on the County's website.

The Code of Ethics is also a critical part of the County's internal control efforts. The County adopted and distributed revisions to the *Code of Ethics Ordinance* in Spring 2021. The purpose of the *Code of Ethics Ordinance* is to establish ethical standards of conduct for all County officials and employees. The ordinance protects and promotes organization-wide integrity and informs citizens, customers, vendors, and external stakeholders of what is valued by the County. The ordinance requires that every official and employee receive training within one year of their hire date, appointment, or swearing in, as well as every two years thereafter.

## Budgetary Controls

No later than December 1 of each year, the Chairwoman of the Board of Commissioners submits a proposed budget for the ensuing calendar year for each County fund. The Board reviews the document, meets the legal requirements for advertising the budget and for holding a public hearing, and then adopts the Budget Resolution at the first regularly scheduled Commission meeting of the new year.

Sound financial management and legal compliance require effective budget controls. State statutes require the County to operate under an annual balanced budget adopted by local resolution or ordinance. A budget ordinance or resolution is balanced when the sum of the estimated revenues and appropriated fund balances/net position is equal to appropriations. By law, expenditures may not exceed appropriations at the department level within each fund. An automated funds-availability verification process provides operational control of departmental budgets. More details are in ***Note 2*** of the Notes to Financial Statements.

## Internal Audit

The Office of Internal Audit provides assurance and management advisory services that are designed to improve the County's operations and mitigate risks. Internal Audit helps the Board of Commissioners, elected officials, and management accomplish their objectives by bringing a disciplined approach to evaluate the effectiveness of control, risk management, and governance processes. This is accomplished primarily through compliance, operational, performance, and information system audits for Gwinnett County departments and offices. The Office of Internal Audit uses the *International Standards for the Professional Practice of Internal Auditing*.



# AWARDS AND ACKNOWLEDGEMENTS

The list below includes some of the numerous awards received by Gwinnett County departments in 2025. A complete list can be found at GwinnettStandard.com.

- *Distinguished Budget Presentation Award* from the Government Finance Officers Association
- Maintained Triple-AAA/Aaa Bond Rating
- *Achievement of Excellence in Procurement Award* from the National Purchasing Institute
- Community Services conducted 50 mobile food distributions, providing 486,007 pounds of food to 85,686 residents in 21,840 households
- Gwinnett Clean & Beautiful diverted more than 87 tons of household hazardous materials from landfills and collected 3,709 pounds of textiles, 37 tons of tires, 39 tons of electronics, 38 tons of shredded paper and 12,315 gallons of latex and oil-based paints for recycling during collection events
- Opened warming stations at five locations, serving 752 residents
- Animal Welfare processed 3,777 adoptions, sent 582 animals to rescue, placed 1,104 animals in foster care and returned 487 pets to their owners resulting in 5,945 animals saved
- Distributed 215,096 meals to children at 20 locations through the Summer Meals Program
- Maintained accreditation from the Commission on Accreditation for Law Enforcement Agencies for the Department, Training Division, and Communications Division
- Received the *National Association of Counties Achievement Award* for the Mentorship Program and Behavioral Health Unit, which is dedicated to assisting people facing mental health challenges or behavioral health issues
- Processed more than 1,000,000 voter registration documents and conducted 172 voter education events
- Water Resources was named No. 1 in Customer Satisfaction with Large Water Utilities in the South Region
- *National Association of Counties Achievement Award* for the 2045 Unified Plan, setting the future growth and development vision for Gwinnett County

This document is made possible by the commitment of Financial Services staff throughout the year and especially during the annual audit and Annual Comprehensive Financial Report preparation. We recognize and appreciate the willingness of each County department and agency to work together toward common goals to benefit Gwinnett's residents. We thank independent auditors Mauldin & Jenkins, CPAs & Advisors, for their assistance. We also extend appreciation and thanks to Chairwoman Nicole L. Hendrickson, the District Commissioners, County Administrator Glenn P. Stephens, and Deputy County Administrator/CFO Buffy Rainey for their support, guidance, and advice in planning and conducting the County's financial activities in a responsible and progressive manner. Our continued solid financial position is a tribute to their dedication.

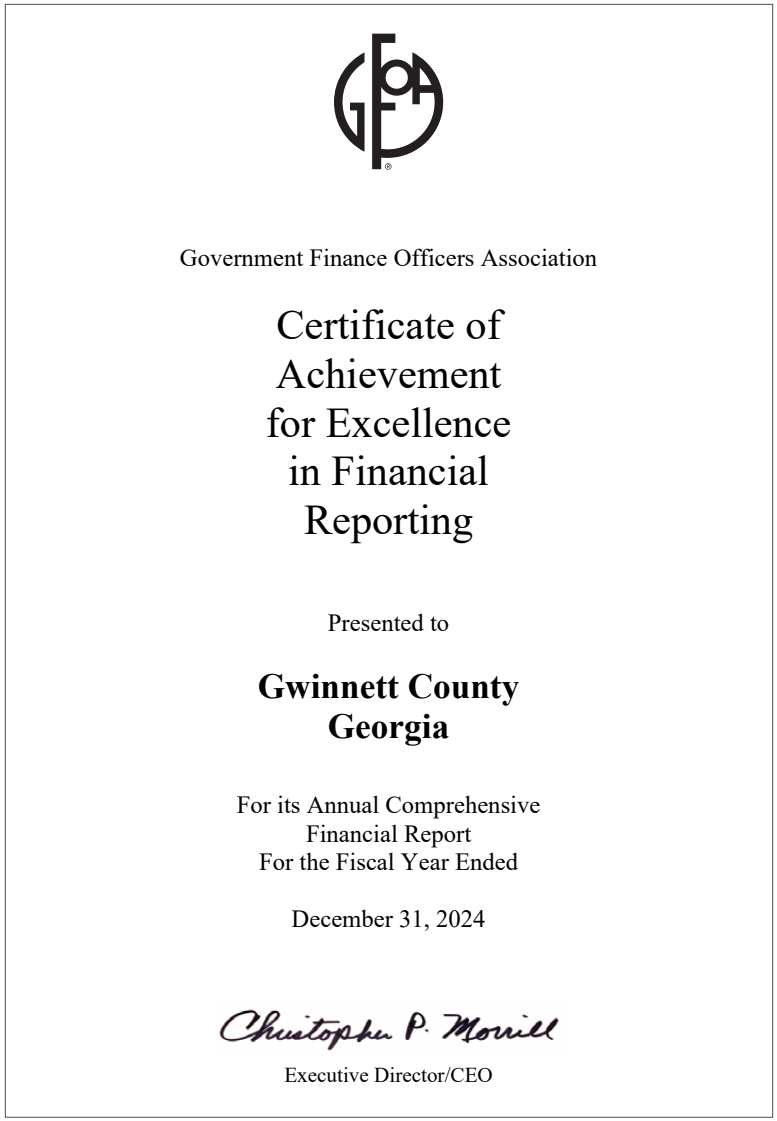
Respectfully submitted,



Russell Royal
Director of Financial Services

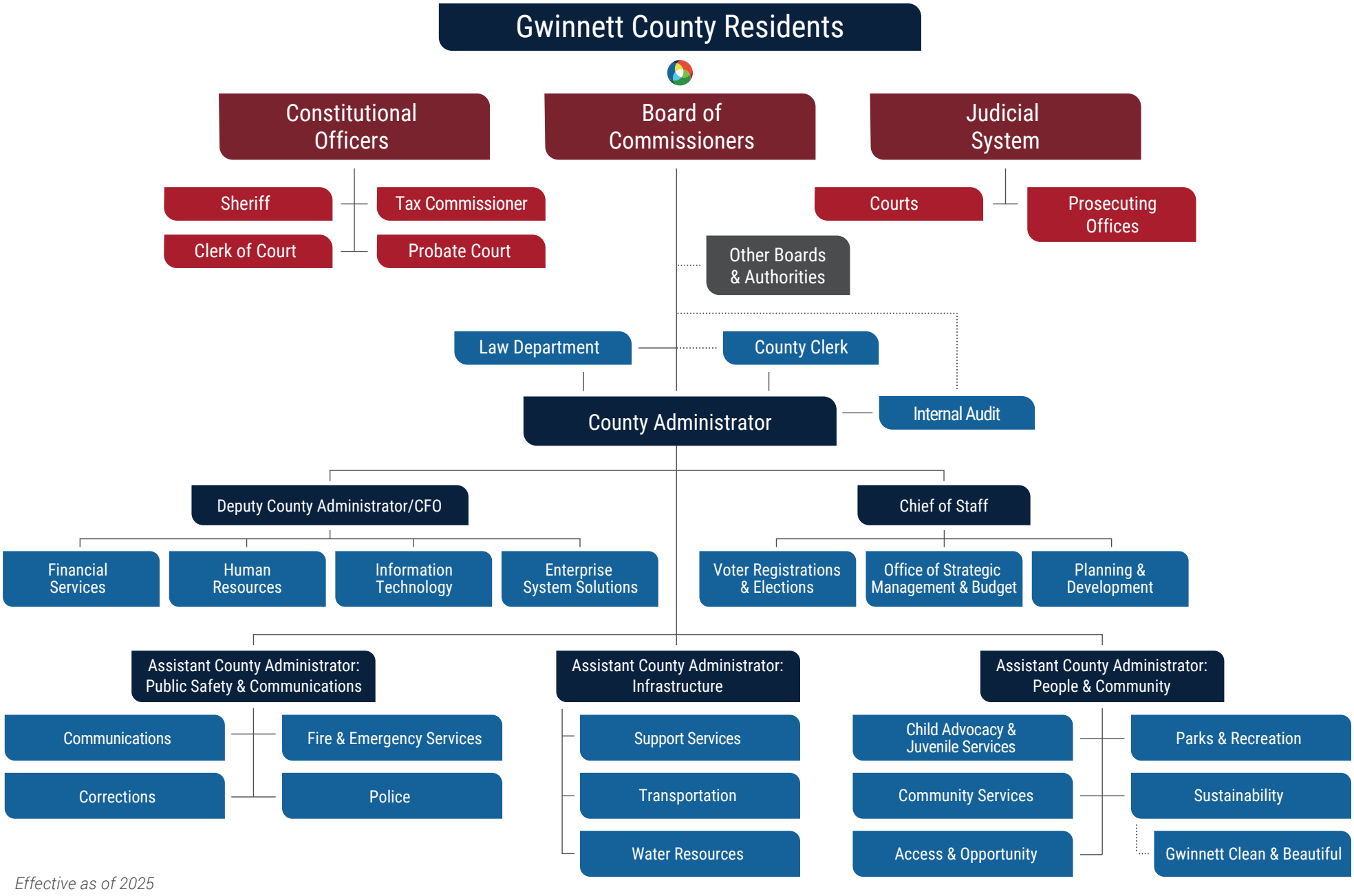
# CERTIFICATE OF ACHIEVEMENT FOR EXCELLENCE IN FINANCIAL REPORTING

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a *Certificate of Achievement for Excellence in Financial Reporting* to Gwinnett County for its Annual Comprehensive Financial Report for the fiscal year ended December 31, 2024.




A Certificate of Achievement is valid for a period of one year only. We believe that our current annual comprehensive financial report continues to meet the Certificate of Achievement Program's requirements and we are submitting it to the GFOA to determine its eligibility for another certificate.

# GWINNETT COUNTY ORGANIZATIONAL CHART




*Effective as of 2025*

# COUNTY ADMINISTRATION

**County Administrator**
Glenn Stephens

**Deputy County Administrator/ Chief Financial Officer**
Buffy Rainey

**Assistant County Administrator/ Chief of Staff**
Theresa Cox

**Assistant County Administrators**
Lewis Cooksey
Srinivas Jalla
Michelle Vereen

**County Attorney**
Mike Ludwiczak

# DEPARTMENT DIRECTORS

**Child Advocacy and Juvenile Services**
Derek Brownlee, *Director*

**Communications**
Joe Sorenson, *Director*

**Community Services**
Lindsey Jorstad, *Director*

**Corrections**
Darrell Johnson, *Warden*

**Financial Services**
Russell Royal, *Director*

**Fire and Emergency Services**
Chief Frederick Cephas

**Human Resources**
Adrienne McAllister, *Director*

**Information Technology Services**
Dorothy Parks, *Director/CIO*

**Parks and Recreation***
Chris Minor, *Director*

**Planning and Development**
Matthew Dickison, *Director*

**Police Services**
Chief J.D. McClure

**Support Services**
Ron Adderley, *Director*

**Transportation**
Edgardo Aponte, *Director*

**Water Resources**
Rebecca Shelton, *Director*

**Became a department in 2025*

# ELECTED OFFICIALS

**Clerk of Court**
Tiana P. Garner

**District Attorney**
Patsy Austin-Gatson

**Chief Magistrate Court Judge**
Kristina Hammer Blum

**Probate Court Judge**
Christopher A. Ballar

**Sheriff**
Keybo Taylor

**State Court Judges**
Carla E. Brown, *Chief Judge*
Emily J. Brantley
Shawn F. Bratton
Ronda S. Colvin
Veronica Cope
Erica K. Dove
Jaletta L. Smith
John F. Doran, *Senior Judge*
Joseph C. Iannazzone, *Senior Judge*
Robert W. Mock Sr., *Senior Judge*
Pamela D. South, *Senior Judge*

**Solicitor**
Lisamarie Bristol

**Tax Commissioner**
Denise R. Mitchell

**Superior Court Judges**
R. Timothy Hamil, *Chief Judge*
Warren Davis
George F. Hutchinson III
Tracey D. Mason
Tracie H. Cason
Tadia D. Whitner
Angela D. Duncan
Deborah R. Fluker
Tamela L. Adkins
Kimberly A. Gallant
Tuwanda R. Williams
Fred A. Bishop Jr., *Senior Judge*
Melodie Snell Conner, *Senior Judge*
Tom Davis, *Senior Judge*
K. Dawson Jackson, *Senior Judge*
Debra K. Turner, *Senior Judge*
Ronnie K. Batchelor, *Senior Judge*
Karen E. Beyers, *Senior Judge*

# JUDICIALLY APPOINTED OFFICIALS

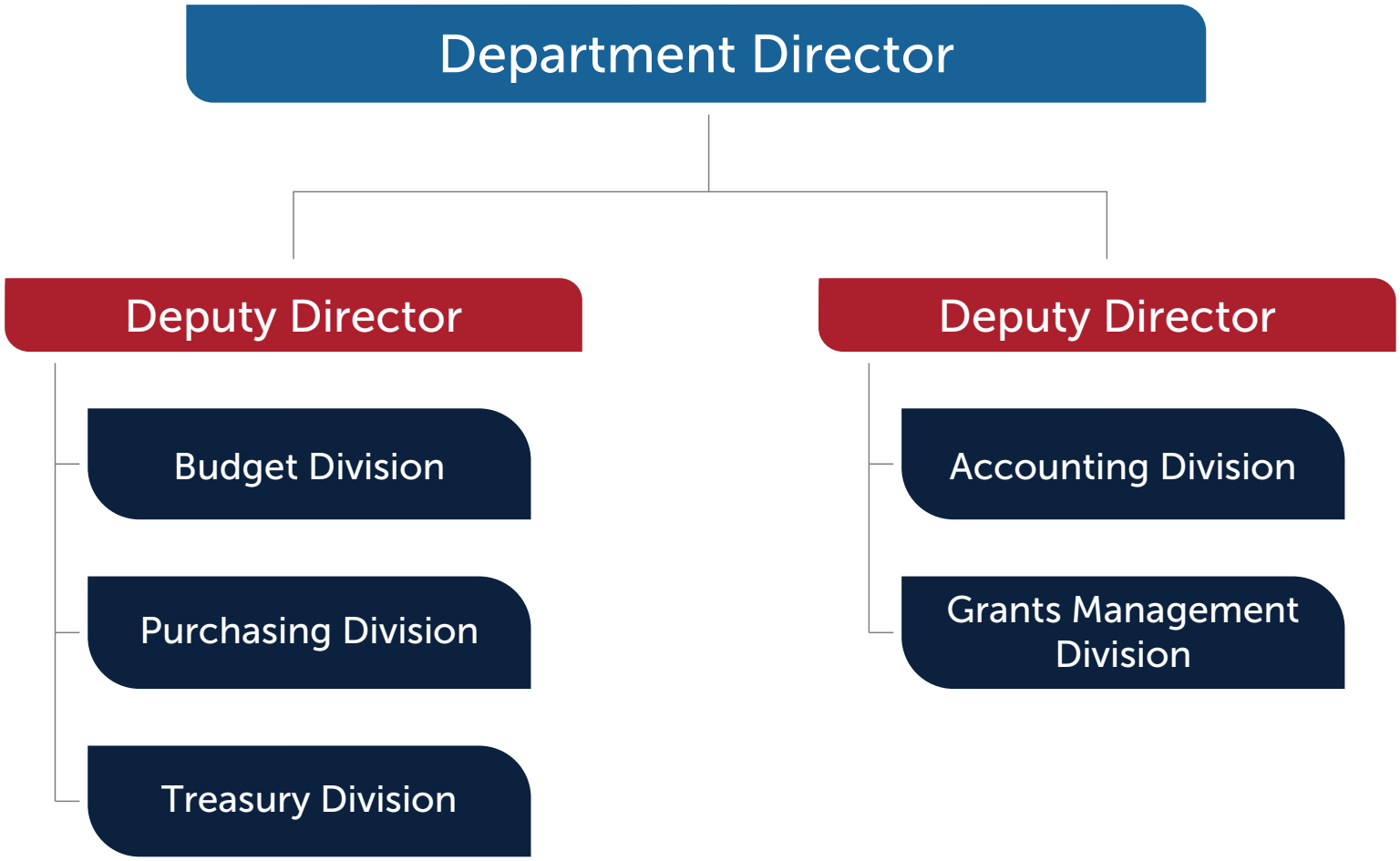
**Juvenile Court Judges**
Nhan-Ai Du, *Presiding Judge*
Rodney Harris
Wesley Person
Christina Bridger, *Associate Judge*
Donald Lee, *Associate Judge*

**Recorder's Court Judges**
Kathrine Armstrong, *Chief Judge*
Keith A. Farmer
Mihae Park

**Clerk of Recorder's Court**
Jeff C. West

**Court Administrator**
Philip M. Boudewyns

# GWINNETT COUNTY FINANCIAL SERVICES



# ACCOUNTING DIVISION

Lisa **Royer,** Director
Suhelly **Lopez,** Accounting Manager
Wanda **Urrutia,** Accounting Supervisor
Vacant, Financial Reporting Manager

Toshoy **Grindley-Fuller,** Program Analyst
Amala **Arazu,** Financial Analyst
Lisa **Lawhorn,** Financial Analyst
Cayde **Minish,** Financial Analyst
Monica **Redondo,** Financial Analyst
Kim-Ngan **Tran,** Financial Analyst
Taleada **Williams,** Financial Analyst
James **Wilson,** Financial Analyst






# FINANCIAL SECTION

Independent Auditors' Report
Management's Discussion and Analysis

MAULDIN & JENKINS
CPAs & ADVISORS

# INDEPENDENT AUDITORS' REPORT

**The Board of Commissioners of Gwinnett County**
**Lawrenceville, Georgia**

## Report on the Audit of Financial Statements

### Opinions

We have audited the accompanying financial statements of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of **Gwinnett County, Georgia** (the "County"), as of and for the year ended December 31, 2025, and the related notes to the financial statements, which collectively comprise the County's basic financial statements as listed in the table of contents.

In our opinion, based on our audit and the report of other auditor's, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of the County, as of December 31, 2025, and the respective changes in financial position, and, where applicable, cash flows thereof and the respective budgetary comparisons for the General Fund, Fire and EMS District Fund, Police Services District Fund, and the ARPA Fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

We did not audit the financial statements of the Gwinnett County Health Department, which represents 12%, 61%, and 50%, respectively, of the assets and deferred outflows of resources, net position, and revenues of the aggregate discretely presented component units as of December 31, 2025, and the respective changes in financial position for the year then ended. Those statements were audited by other auditors whose report has been furnished to us, and our opinion, insofar as it relates to the amounts included for the Gwinnett County Health Department, is based solely on the report of the other auditors.

### Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) 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 County 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.

**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 County'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 GAAS 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 GAAS 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 County'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 County'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, the Schedule of Changes in the County's Net Pension Liability and Related Ratios, the Schedule of County Contributions - Pension, the Schedule of Changes in the County's Net OPEB Liability and Related Ratios, and the Schedule of County Contributions - OPEB (as presented in the table of contents), be presented to supplement the basic financial statements. Such information, 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.

**Supplementary Information**

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the County's basic financial statements. The combining and individual fund financial statements and schedules, the Schedule of Expenditures of Federal Awards, as required by Title 2 U.S. *Code of Federal Regulations* (CFR) Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*, and the Schedule of Expenditures of Special Purpose Local Option Sales Tax Proceeds, as required by the Official Code of Georgia 48-8-121 are presented for purposes of additional analysis and are not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the combining and individual fund financial statements and schedules, Schedule of Expenditures of Federal Awards, and Schedule of Expenditures of Special Purpose Local Option Sales Tax Proceeds are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

**Other Information**

Management is responsible for the other information included in the annual report. The other information comprises the introductory, statistical and disclosure sections but does not include the basic financial statements and our auditor’s report thereon. Our opinions on the basic financial statements do not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the basic financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the basic financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

**Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated September 25, 2026 on our consideration of the County's internal control over financial reporting and on 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 County'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 County's internal control over financial reporting and compliance.

Mauldin & Jenkins, LLC

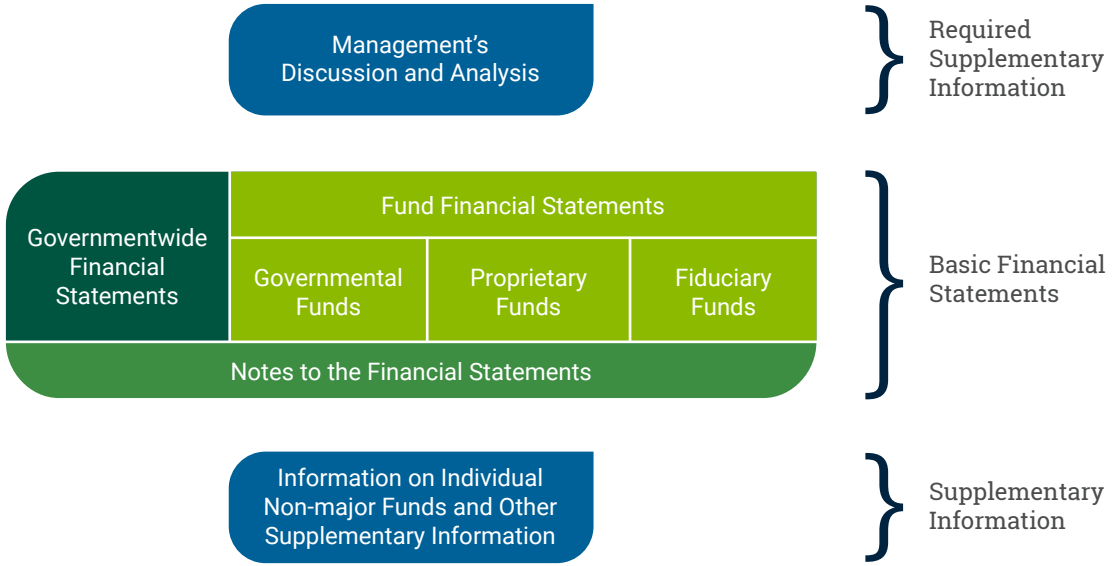
Atlanta, Georgia
September 25, 2026

# MANAGEMENT'S DISCUSSION AND ANALYSIS

As management of Gwinnett County, Georgia, we offer readers of Gwinnett County's financial statements this narrative overview and analysis of the financial activities of the County for the fiscal year ended December 31, 2025. This discussion is intended to: 1) assist the reader in understanding significant financial issues; 2) provide an overview of the County's financial activities; 3) identify changes in the County's financial position; 4) identify material deviations from the original budget; and 5) identify individual fund issues or concerns. We encourage readers to consider the information presented within this section in conjunction with additional information that we have furnished in the financial statements and the notes to the financial statements.

## Overview of the Financial Statements

This document is arranged in the following format:




The County's basic audited financial statements are comprised of three components: 1) governmentwide financial statements; 2) fund financial statements; and 3) notes to the financial statements. This section also contains required supplementary information.

**Governmentwide financial statements:** The governmentwide financial statements are designed to provide readers with a broad overview of the County's finances in a manner similar to private-sector business reporting. All governmental and business-type activities are combined to arrive at a total for the primary government. There are two governmentwide statements, the statement of net position and the statement of activities, which are produced using the accrual basis of accounting. Additional information on the accrual basis of accounting can be found in *Note 1 (C. Measurement focus, basis of accounting, and financial statement presentation)* on pages 77 – 79 of this report.

The statement of net position presents information on all of the County's assets and deferred outflows of resources, and liabilities and deferred inflows of resources (for all fund types except fiduciary), with the difference between these reported as net position. Increases or decreases in net position serve as a useful indicator of whether the financial position of the County is improving or deteriorating. This statement combines the governmental funds' current financial resources (short-term) with capital assets and long-term liabilities.

The statement of activities presents information showing how the government's net position changed during the most recent fiscal year. The format of this statement is very different from a traditional "income statement." The format is intended to portray the extent to which governmental activities are funded by taxes and the extent to which business-type activities are supported by the revenues they generate. The statement presents all underlying events giving rise to the changes in net position, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will result in cash flows in future fiscal periods (e.g., uncollected taxes, and earned but unused vacation, sick, and retirement leave).

Each of the governmentwide financial statements distinguish functions of the 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 the County include general government, judiciary, public safety, public works, health and welfare, culture and recreation, housing and development, tourism, and development authority. The business-type activities of the County include water and sewer, airport, economic development, solid waste, stormwater, and transit.

The governmentwide financial statements include Gwinnett County itself (known as the primary government), the Gwinnett County Public Library System, the Gwinnett County Development Authority, and the Gwinnett County Health Department. These legally separate entities are designated as component units of the County due to the significance of their operational or financial relationships with the County. Financial information for these component units is reported separately from the financial information presented for the primary government itself. The Water and Sewerage Authority, the Airport Authority, the Recreation Authority, the Public Facilities Authority, the Stormwater Authority, and the Urban Redevelopment Agency, although also legally separate, operate solely on behalf of departments of the County and therefore are included as integral parts of the primary government.

The governmentwide financial statements can be found on pages 44 – 47 of this report. The component unit combining statements are presented on pages 70 – 72.

**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. Gwinnett 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 Gwinnett 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 reported as governmental activities in the governmentwide financial statements. However, unlike the governmentwide 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 a government's near-term financing requirements.

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

The County maintains separate governmental funds to account for the following activities: General; Special Revenue (Street Lighting, Speed Hump, Opioid Remediation, Authority Imaging, Juvenile Court Supervision, Tree Bank, Tourism, Stadium, Sheriff Special Justice, Sheriff Special Treasury, Sheriff Special State, Police Special Justice, Police Special State, Crime Victims Assistance, District Attorney Federal Justice Asset Sharing, District Attorney Federal Treasury Asset Sharing, District Attorney Special State, Corrections Inmate Welfare, Sheriff Inmate, E-911, Fire and Emergency Medical Services District, Loganville Emergency Medical Services District, Development and Enforcement District, Recreation District, Police Services District, Economic Development Tax, Jimmy Carter Boulevard TAD, Indian Trail TAD, Park Place TAD, Lake Lucerne TAD, Gwinnett Place TAD, The Exchange at Gwinnett Tax Allocation District, *CARES Act* Grant, ARPA Fund, Emergency Rental Assistance Fund, and Miscellaneous Grant); Capital Projects (2014 Sales Tax, 2017 Sales Tax, 2023 Sales Tax, and Other Capital Projects); and The Exchange at Gwinnett TAD Debt Service. Information is presented separately in the governmental fund balance sheet and in the governmental fund statement of revenues, expenditures, and changes in fund balances for the General, Fire and Emergency Medical Services District, Police Services District, ARPA Fund, Solid Waste, Economic Development, Other Capital Projects, 2014 Sales Tax, 2017 Sales Tax, and 2023 Sales Tax Funds, all of which are considered to be major funds. Data from the other (non-major) governmental funds are combined into a single, aggregated column.

Governmental funds are reported on the modified accrual basis of accounting. Information on the modified accrual basis of accounting can be found in ***Note 1 (C. Measurement focus, basis of accounting, and financial statement presentation)*** on page 77 of this report.

Gwinnett County adopts an annual appropriated budget for its general, special revenue, and debt service funds. Budgets for capital projects funds are adopted as multi-year project budgets and appropriated annually; any unspent budget at the end of the year is available to spend in the next year. A budgetary comparison statement has been provided for the ***General Fund***, ***Fire and EMS District Fund***, ***Police Services District Fund,*** and ***American Rescue Plan Act (ARPA) Fund***. These statements are found on pages 56 – 60. The basic governmental fund financial statements can be found on pages 48 – 55.

**Proprietary funds:** Gwinnett County maintains two different types of proprietary funds. Enterprise funds are used to account for quasi-business functions where revenues typically come from charges or fees (water usage, airport rental, etc.) rather than taxes. The County uses enterprise funds to account for its water and sewer, airport, solid waste, stormwater, economic development, and transit activities. Internal service funds are an accounting mechanism used to accumulate and allocate costs internally among the County's various functions based on usage. The County uses internal service funds to account for its administrative support, fleet, group self-insurance, risk management, and auto liability activities. Because these services predominantly benefit governmental rather than business-type functions, they have been included within governmental activities in the governmentwide financial statements.

Gwinnett County adopts an annual budget for management purposes for its enterprise and internal service funds. Proprietary fund financial statements provide the same type of information as the governmentwide financial statements, only in more detail. The proprietary fund financial statements provide separate information for Water and Sewerage, Stormwater, Solid Waste, and Economic Development which are considered to be major funds of the County. Data from the other (non-major) enterprise funds are combined into a single, aggregated column. Internal services funds are also presented in a single column.

The basic proprietary fund financial statements, which are reported on the accrual basis of accounting, can be found on pages 62 – 67 of this report.

**Fiduciary funds:** Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are not reflected in the governmentwide financial statements because the resources of those funds are not owned by or available to support the County's own programs. The accounting used for fiduciary funds is much like that used for proprietary funds, and their financial statements are reported on the accrual basis of accounting as well. Gwinnett County maintains seven fiduciary funds, called custodial funds, for Tax Commissioner, Clerk of the Courts, Recorder's Court, Sheriff, Probate Court, Corrections, and Police. The custodial funds are presented in total in one column in the ***Fiduciary Funds Statement of Fiduciary Net Position*** on page 68. The County also maintains fiduciary funds for Pension and Other Post-Employment Benefits trust funds. These funds are aggregated and presented on pages 68 – 69.

**Notes to the financial statements:** The notes provide additional information that is essential to a full understanding of the data provided in the governmentwide and fund financial statements. The notes to the financial statements can be found on pages 74 – 145 of this report.

# FINANCIAL HIGHLIGHTS

- Gwinnett County's assets and deferred outflows of resources exceeded liabilities and deferred inflows at December 31, 2025, by $9,723,359,000 (net position). Of this amount, $992,827,000 (unrestricted net position) may be used to meet the government's ongoing obligations to residents and creditors. For more information, see page 29.
- As of December 31, 2025, the County's governmental funds reported combined fund balances of $1,913,915,000, an increase of $72,424,000, or 3.9 percent, when compared to the prior year. Of the $1,913,915,000 total governmental fund balance, $223,107,000 remains in the General Fund as unassigned. For more information, see pages 34 – 36.
- At December 31, 2025, the County's General Fund reported a fund balance of $228,703,000, an increase of $2,487,000, or 1.1 percent, when compared to the prior year. For more information, see page 35.
- As of December 31, 2025, the County's enterprise funds reported a combined net position of $4,914,809,000, an increase of $245,871,000, or 5.3 percent, when compared to the prior year. Of the $4,914,809,000 total enterprise fund net position, $473,437,000 remains in the funds as unrestricted. The largest enterprise fund is the Water and Sewerage Fund, which is discussed in more detail in the business-type activities section on pages 32 – 33.
- Since 1997, the County has maintained a AAA/Aaa credit rating from each of the three rating agencies that review public sector debt.
- In 2025, the County received 36 new grants totaling $38.59 million. Over $111.78 million in grant funds were expended from a total of 218 active grants representing funding from 9 federal agencies. Over $28.2 million of this was expended by sub-recipient agencies.
- Personnel services and employee benefits expenses increased in the County's governmental and business-type funds by approximately $67.1 million or 9.4 percent. The increase was primarily due to pay for performance increases, new positions, and a market adjustment approved at the end of 2025.
- Charges for services revenues increased by $20.2 million, or 3.1 percent, across all funds mainly due to a 4.5 percent increase in the water and sewer rates at the start of 2025, increases in solid waste charges, tax commissions and fees, and admissions and passes.



# GOVERNMENTWIDE FINANCIAL ANALYSIS

As previously noted, over time, net position serves as a useful indicator of a government's financial position. Gwinnett County's assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources by $9,723,359,000 at the close of the most recent fiscal year. This represents an increase of $462,535,000, or 5.0 percent, from fiscal year 2024.

**Gwinnett County's Net Position**
**(in thousands)**

| | Governmental Activities | | Business-Type Activities | | Total Primary Government | |
|---|---|---|---|---|---|---|
| | 2025 | 2024 | 2025 | 2024 | 2025 | 2024 |
| Current and other assets | $ 2,440,127 | $ 2,376,578 | $ 740,372 | $ 722,338 | $ 3,180,499 | $ 3,098,916 |
| Capital assets | 3,252,259 | 3,122,994 | 4,756,686 | 4,600,219 | 8,008,945 | 7,723,213 |
| Total assets | 5,692,386 | 5,499,572 | 5,497,058 | 5,322,557 | 11,189,444 | 10,822,129 |
| Deferred outflows of resources | 20,559 | 12,964 | 3,809 | 3,490 | 24,368 | 16,454 |
| Long-term liabilities outstanding | 676,223 | 714,919 | 403,123 | 490,600 | 1,079,346 | 1,205,519 |
| Other liabilities | 147,054 | 172,418 | 136,705 | 124,638 | 283,759 | 297,056 |
| Total liabilities | 823,277 | 887,337 | 539,828 | 615,238 | 1,363,105 | 1,502,575 |
| Deferred inflows of resources | 81,143 | 34,522 | 46,206 | 40,662 | 127,349 | 75,184 |
| Net position: | | | | | | |
| Net investment in capital assets | 2,943,430 | 3,018,774 | 4,423,147 | 4,193,276 | 7,366,577 | 7,212,050 |
| Restricted | 1,345,706 | 1,219,724 | 18,249 | 34,818 | 1,363,955 | 1,254,542 |
| Unrestricted | 519,390 | 352,179 | 473,437 | 442,053 | 992,827 | 794,232 |
| Total net position | $ 4,808,526 | $ 4,590,677 | $ 4,914,833 | $ 4,670,147 | $ 9,723,359 | $ 9,260,824 |

By far, the largest portion of the County's net position (75.8 percent) at December 31, 2025, reflects its investment in capital assets (e.g., land, buildings, machinery, and equipment), less any related outstanding debt used to acquire those assets. The County uses these capital assets to provide services to residents; consequently, these assets are not available for future spending. Although the County's investment in capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves are not planned to be used to liquidate these liabilities.

An additional portion of the County's net position (14.0 percent) represents resources that are subject to external restrictions on how they may be used. The remaining balance of unrestricted net position ($992,827,000) may be used to meet the government's ongoing obligations to residents and creditors. For more information on fund balances and net position, see *Note 16*.

At the end of the current fiscal year, the County is able to report positive balances in all three categories of net position for the government as a whole, as well as for its separate governmental and business-type activities. Growth in net position is an indication that the County's financial position has improved over 2024.

## Gwinnett County's Changes In Net Position
(in thousands)

| | Governmental Activities | | Business-type Activities | | Total Primary Government | |
|---|---|---|---|---|---|---|
| | 2025 | 2024 | 2025 | 2024 | 2025 | 2024 |
| **Revenues** | | | | | | |
| Program revenues: | | | | | | |
| Charges for services | $ 135,901 | $ 135,442 | $ 540,638 | $ 520,878 | $ 676,539 | $ 656,320 |
| Operating grants and contributions | 59,175 | 47,947 | 6,433 | 10,067 | 65,608 | 58,014 |
| Capital grants and contributions | 76,830 | 80,902 | 106,136 | 118,677 | 182,966 | 199,579 |
| General revenues: | | | | | | |
| Property taxes | 862,969 | 817,000 | — | — | 862,969 | 817,000 |
| Sales taxes | 247,542 | 242,671 | — | — | 247,542 | 242,671 |
| Other taxes | 119,059 | 115,288 | — | — | 119,059 | 115,288 |
| Investment income | 53,648 | 59,138 | 24,237 | 23,330 | 77,885 | 82,468 |
| Other miscellaneous | 11,997 | 12,155 | 12,321 | — | 24,318 | 12,155 |
| Total revenues | 1,567,121 | 1,510,543 | 689,765 | 672,952 | 2,256,886 | 2,183,495 |
| **Expenses** | | | | | | |
| General government | 101,068 | 105,003 | — | — | 101,068 | 105,003 |
| Judiciary | 143,156 | 273,422 | — | — | 143,156 | 273,422 |
| Public safety | 628,294 | 395,750 | — | — | 628,294 | 395,750 |
| Public works | 192,136 | 213,664 | — | — | 192,136 | 213,664 |
| Health and welfare | 40,811 | 18,048 | — | — | 40,811 | 18,048 |
| Culture and recreation | 137,905 | 125,511 | — | — | 137,905 | 125,511 |
| Housing and development | 52,713 | 49,076 | — | — | 52,713 | 49,076 |
| Development authority | 6,754 | 7,625 | — | — | 6,754 | 7,625 |
| Tourism | 5,737 | 5,069 | — | — | 5,737 | 5,069 |
| Interest on long-term debt | 2,719 | 2,502 | — | — | 2,719 | 2,502 |
| Water and sewer | — | — | 351,593 | 359,138 | 351,593 | 359,138 |
| Airport | — | — | 2,889 | 2,836 | 2,889 | 2,836 |
| Economic development | — | — | 5,818 | 5,453 | 5,818 | 5,453 |
| Solid waste | — | — | 60,607 | 59,349 | 60,607 | 59,349 |
| Stormwater | — | — | 29,043 | 32,078 | 29,043 | 32,078 |
| Transit | — | — | 33,108 | 35,633 | 33,108 | 35,633 |
| Total expenses | 1,311,293 | 1,195,670 | 483,058 | 494,487 | 1,794,351 | 1,690,157 |
| Increase in net position before transfers | 255,828 | 314,873 | 206,707 | 178,465 | 462,535 | 493,338 |
| Transfers | (37,979) | (21,427) | 37,979 | 21,427 | — | — |
| Increase in net position after transfers | 217,849 | 293,446 | 244,686 | 199,892 | 462,535 | 493,338 |
| Net position – January 1 | 4,590,677 | 4,297,231 | 4,670,147 | 4,470,255 | 9,260,824 | 8,767,486 |
| Net position – December 31 | $ 4,808,526 | $ 4,590,677 | $ 4,914,833 | $ 4,670,147 | $ 9,723,359 | $ 9,260,824 |

**Governmental activities:** Governmental activities increased the County's net position by $217,849,000, thereby accounting for 47.0 percent of the total growth in net position. In 2025, the County transitioned the majority of its financial functions from SAP to Oracle. As part of this transition, the County updated its chart of accounts and realigned various line items to better reflect operational and reporting needs, which may have resulted in financial presentation differences compared to previous reporting periods.

- Revenues increased by $56.6 million, primarily due to increases in property taxes ($46.0 million), operating grants and contributions ($12.6 million), sales taxes ($4.9 million), and other taxes ($3.9 million). These increases are partially offset by decreases in investment income ($5.5 million), capital grants and contributions ($4.1 million), charges for services ($1.1 million), and other revenues ($0.2 million). The increase in property taxes is attributable to a digest that is improving due to home values and new construction. Operating grants and contributions increased primarily from funding for the Gwinnett OneStop, dam rehabilitation projects, and the implementation of the Nonprofit Capacity Building grant program.

- General government expenses decreased by $3.9 million, primarily from decreases in personnel services and employee benefits ($2.5 million) and general operating expenses ($2.0 million). These decreases were partially offset by an increase in professional services ($1.0 million).

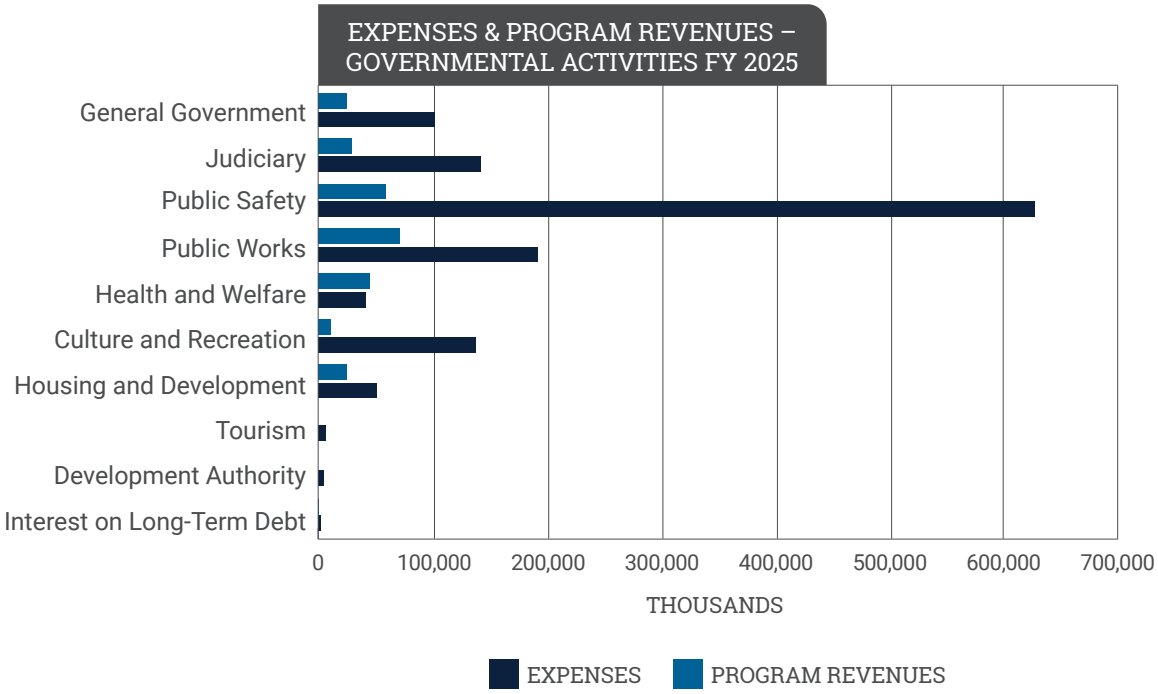
- Judiciary expenses decreased by $130.3 million, primarily due to an update in the chart of accounts and realignment of departments. The realignment of the chart of accounts is worth noting because it does not represent a true decrease in Judiciary expenses, but rather it represents a decrease in the year over year presentation of Judiciary expenses in the governmentwide statements. Judiciary expenses increased in personnel services and employee benefits ($9.8 million), general operating expenses ($5.6 million), and contributions to self-funded insurance and indirect costs ($3.5 million).

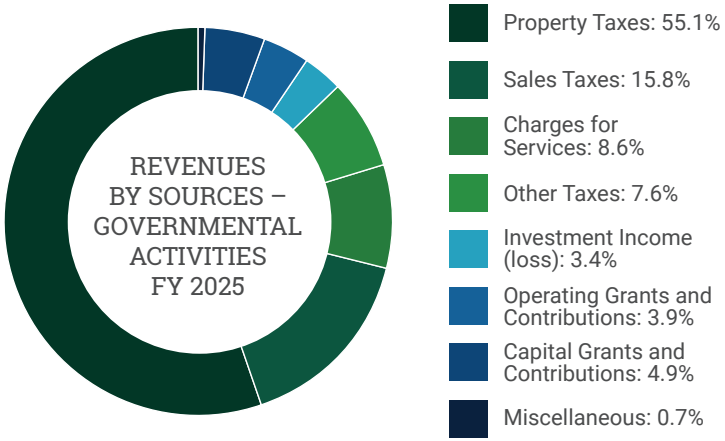
- Public safety expenses increased by $232.5 million, primarily due to an update in the chart of accounts and realignment of departments. The realignment of the chart of accounts is worth noting because it does not represent a true increase in Public Safety expenses, but rather it represents an increase in the year over year presentation of Public Safety expenses in the governmentwide statements. Public Safety expenses increased in personnel services and employee benefits resulting from an increase of active employees and pay increases ($35.2 million), general operating expenses ($3.5 million), and contributions for self-funded insurance and indirect costs ($8.3 million).

- Public works expenses decreased by $21.5 million, primarily due to an update in the chart of accounts and realignment of departments. The realignment of the chart of accounts is worth noting because it does not represent a true decrease in Public Works expenses, but rather it represents a decrease in the year over year presentation of Public Works expenses in the governmentwide statements. Public Works expenses increased in personnel services and employee benefits and contributions to self-funded insurance and indirect costs ($0.8 million). The increases were partially offset by a decrease in operating expenses of ($3.8 million).



- Health and welfare expenses increased by $22.8 million, primarily due to an increase in ARPA funded expenses for the construction of the Gwinnett One Stop, Dam Rehabilitation Projects, and the implementation of the Nonprofit Capacity Building grant program ($14.4 million), general operating expenses ($10.0 million) and payments to subsidized agencies ($5.0 million). The decrease was partially offset by a decrease in personnel services and employee benefits ($0.4 million).
- Culture and recreation expenses increased by $12.4 million, primarily due to increases in personnel services and employee benefits ($5.2 million), general operating expenses ($3.2 million), and payments to the Gwinnett County Public Library ($1.2 million).
- Housing and development expenses increased by $3.6 million, primarily due to an increase in ARPA funded expenses for the affordable housing project, personnel services and employee benefits ($2.2 million), and intergovernmental payments to grant subrecipients ($2.7 million). The increases were partially offset by a decrease in general operating expenses ($1.6 million).

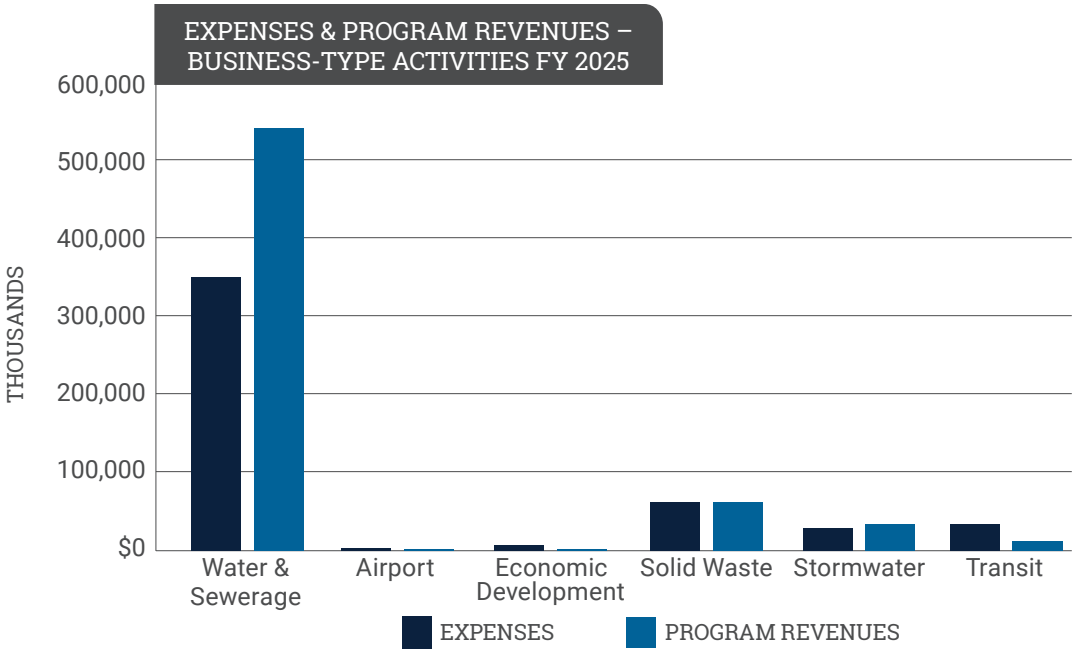


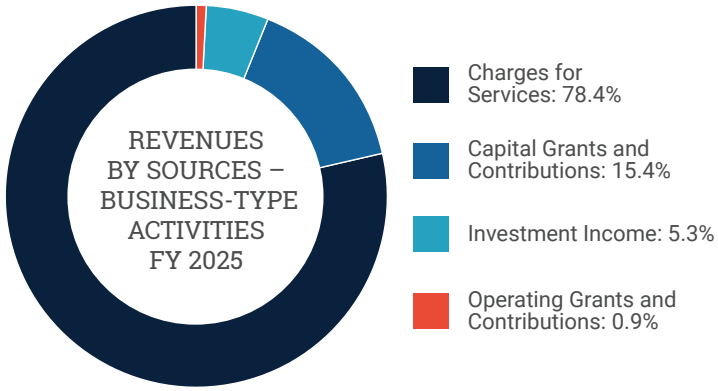




**Business-type activities:** Business-type activities increased the County's net position by $244,686,000, accounting for 53.0 percent of the growth in the government's total net position. Key elements of this increase were as follows:

- In 2025, the Water and Sewerage Fund reported an increase in net position of $222,496,000, which was 17.8 percent more than the 2024 increase in net position. The primary factors contributing to the 2025 increase in net position include operating income of $91.5 million and capital contributions of $102.4 million from system development charges and developer donations of capital assets. Operating revenues were up 3.5 percent compared to the prior year due to an increase in water and sewer rates and higher consumption. Operating expenses increased $10.8 million, primarily attributable to reclamation ($20.2 million), engineering and technical support ($17.5 million), water production ($1.6 million), and depreciation and amortization ($8.5 million). These increases were partially offset by a decrease in general and administrative expenses ($30.5 million) and distributions and collections ($6.6 million).

- The Stormwater Fund reported operating income of $4.4 million, which was $2.3 million higher than in 2024. The fund ended the year with an increase in net position of $5,213,000, which is down $9.2 million from the 2024 increase in net position. Operating revenues were up 3.6 percent compared to the prior year. Operating expenses decreased $1.2 million, or 4.0 percent, from the prior year. The decrease in operating expenses was primarily due to a decrease in general and administrative expenses ($1.6 million), comprised of personnel services and employee benefits, professional and technical services, repairs and maintenance, and supplies.
- The Solid Waste Fund reported an increase in net position of $3,718,000, which was approximately $3.3 million more than the 2024 change in net position. This increase in the change in net position was primarily due to an increase in operating revenue of $4.4 million offset by an increase in operating expenses of $1.3 million.
- The Economic Development Fund reported an increase in net position of $19.9 million, which was approximately $18.7 million more than the 2024 change in net position, primarily due to an increase in transfers and capital contributions from other funds. In 2025, the capital projects fund transferred $18.6 million for the purchase of land and a building for economic development.
- The Airport Fund reported a decrease in net position of $0.4 million, which was a decrease of approximately $0.6 million from the 2024 change in net position primarily due to a decrease in capital contributions.
- The Transit Fund reported a decrease in net position of $5.0 million, which was approximately $1.8 million less than the 2024 change in net position. This decrease to the change in net position was primarily due to a decrease in operating income ($2.5 million) and a decrease in operating grants ($3.6 million) offset by an increase in capital contributions of $2.4 million.



# FINANCIAL ANALYSIS OF THE GOVERNMENT'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 the County's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the County's financing requirements and its performance in relation to the annual budget. In particular, unassigned fund balances may serve as a useful measure of a government's net resources available at the end of the fiscal year.

As of the end of fiscal year 2025, the County's governmental funds reported combined ending fund balances of $1,913,915,000, an increase of $72,424,000. This increase is approximately $63.8 million less than the 2024 increase in fund balances. Overall, revenues were up $69.0 million, and expenditures were up $120.4 million. Net other financing uses were up $12.5 million.

Major factors that contributed to the increase in governmental fund revenues included:

- An increase in property tax revenues of $47.3 million due to home values and new construction
- An increase in intergovernmental revenues of $12.2 million due to ARPA grants (DOCS) and Grant-Fed Cap Direct (P&D) for Urban Redevelopment and Housing.
- An increase in other tax revenue of $6.4 million including sales tax, insurance premium, intangible, excise, hotel/motel, and business and occupational taxes.
- An increase in charges for services of $2.0 million from increased court activity, tax commissions, ambulance fees, and fees for culture and recreation.
- The increase is offset with a decrease due to Interfund transfers being down $29.3 million, primarily due to reduction in operating transfers to capital funds.

Major factors that contributed to the overall increase in governmental fund expenditures included:

- An increase of $52.0 million in personnel services due to a 4 percent pay-for-performance, market adjustment in October and a decrease in the vacancy rate from 2024 (13 percent) to 2025 (10 percent).
- An increase in capital outlay expenditures of $40.6 million. Capital outlay expenditures fluctuate from year to year as new projects are started and others are completed.
- Capital projects completed in 2025 included replacement of vehicles across multiple funds, development of the Discovery Area Park, construction of the Hooper-Renwick Themed library, renovation of Gwinnett Justice and Administration Courtrooms, Bill Atkinson Animal Welfare Center, and Gwinnett Central Services facilities, as well as expansion of the Lenora Park Community Center. See page 38 for more information.
- An increase of $17.3 million in Purchased/Contracted Services expenses due to increased costs for professional services.
- An increase of $13.0 million in Interfund/Inter-Departmental Charges mainly for indirect costs and fixed fleet charges.
- An increase of $9.0 million in other costs for housing and development using ARPA and CDBG funding.
- Other Financing Sources decreased by $31.7 million, reflecting changes in transfers both from Capital to Operating and from Operating to Capital funds, with the primary driver being a reduction in Transfers to Capital Funds.

The following paragraphs discuss the individual major governmental funds.

The General Fund is the primary tax and operating fund for all County revenues and expenditures that are not restricted to, or accounted for, in other funds. At the end of the current fiscal year, unassigned fund balance of the General Fund was $223,107,000, which is above the required fund balance reserve of three months operating expenditures including transfers out. As a measure of the General Fund's liquidity, it may be useful to compare unassigned fund balance to total fund expenditures. Unassigned fund balance represents 46.4 percent of General Fund expenditures. Total fund balance in 2025 increased $2.5 million, compared to a decrease of $12.5 million in 2024. Although fund balance saw an increase over the prior year, operating results were $16.8 million less than the operating results in 2024. This decrease in operating results is attributed to a combination of factors:

- An increase in revenues of $16.0 million, primarily due to increases in real, personal property, and other taxes. The increase was offset by a decrease in charges for services revenue. While revenues were $16.0 million higher than the prior year, the increase in revenue was $10.7 million lower than the increase in 2024. While both years' revenue growth was mainly attributed to property taxes from an increasing tax digest, the 2024 increase was $4.2 million higher than the increase in 2025.
- An increase in expenditures of $32.8 million due to increases in personnel services and employee benefits ($21.2 million), contributions to other funds for indirect costs and self-funded insurance costs of ($5.9 million), intergovernmental payments to others for Gwinnett County Public Library and other subsidies ($2.7 million), and general operating expenditures ($2.0 million). The increase in personnel services and employee benefits is primarily due to new positions, a market adjustment in October, and pay-for-performance increases.
- A decrease in transfers to other funds of $29.3 million.

The Fire and Emergency Medical Services District Fund accounts for the revenues and expenditures attributable to the Fire and EMS District. This district includes all properties within unincorporated Gwinnett County and all cities except Loganville. At the end of fiscal year 2025, restricted fund balance was $115,290,000, which is above the required fund balance reserve of three months of normal operating expenditures and represents an increase of $19.0 million from the fiscal year 2024 restricted fund balance. Revenues increased $22.4 million, primarily due to an increase in property tax revenues from an increasing digest as well as an increase in other financing sources consisting of a transfer to operating from the Fire and EMS capital fund of $13.0 million. Additional increases in licenses and permits, intergovernmental revenues, and miscellaneous revenues contributed to the overall increase. Expenditures increased $6.7 million, primarily due to an increase in personnel services and employee benefits costs of $13.8 million associated with a market adjustment in October, pay-for-performance increases, new positions, and a decrease in the vacancy rate from 2024 to 2025. Contributions to other funds for indirect costs and self-funded insurance increased ($3.3 million). Increases were partially offset by decreases to transfers out to other funds ($8.9 million) and general operating expenditures of ($1.3 million).



The Police Services District Fund accounts for the revenues and expenditures attributable to the Police Services District. This district includes all properties within unincorporated Gwinnett County and cities that do not operate their own police departments (Berkeley Lake, Buford, Grayson, Dacula, Mulberry, Peachtree Corners, Rest Haven, and Sugar Hill). At the end of fiscal year 2025, restricted fund balance was $136,987,000, which is above the required fund balance reserve of three months of operating expenditures and represents an increase of $14.7 million from the fiscal year 2024 restricted fund balance. Revenues increased $10.7 million, primarily due to increases in property tax and insurance premium tax revenues, which are partially offset by a decrease in investment income. Expenditures increased $(0.4) million, primarily due to a decrease in personnel services and employee benefits ($10.9 million), contributions to other funds for indirect costs and self-funded insurance ($3.6 million), and general operating expenditures ($1.9 million). Personnel services and employee benefits decreased significantly over the prior year mostly due to vacancies. Decreases in expenditures are offset by an increase of $16.9 million in transfers out to other funds.

The ARPA fund, established in 2021, accounts for funds received under the federal American Rescue Plan Act program. At the end of fiscal year 2025, the ARPA fund balance was $11.4 million. Expenditures exceeded program revenues by $2.8 million. As required, the County obligated all funds by the December 31, 2024 federal deadline. This ensured all funds were committed to eligible uses, which allows for full utilization of the program's resources and continued progress on initiatives.

The Other Capital Projects Fund accounts for the financial resources to be used for the purchase and construction of major capital facilities and equipment, other than those accounted for in specific funds. At the end of fiscal year 2025, the Other Capital Projects Fund balance was $543,423,000, representing a decrease of $22.2 million from 2024. Expenditures exceeded revenues by $78.1 million and were offset by transfers in of $86.4 million. In addition, proceeds from issuance of subscription obligation and intergovernmental payables were $1.0 million. Expenditures increased $19.6 million in 2025 primarily due to an increase in transfers to other funds, and increase of $27.7 million from the prior year, offset by a decrease in capital expenditures of $8.1 million. Capital outlay expenditures fluctuate from year to year as new projects are started and others are completed. Significant capital projects are discussed in the capital assets section of the analysis on page 38.

The 2014 Sales Tax Fund accounts for the financial resources provided from the 2014 one percent Special Purpose Local Option Sales Tax. Such funds were approved by voter referendum for libraries, parks and recreation, public safety, senior service facilities, and transportation projects. Capital expenditures continued on eligible projects during fiscal year 2025. At the end of fiscal year 2025, the 2014 Sales Tax Fund had spent down all remaining fund balances.

The 2017 Sales Tax Fund accounts for the financial resources provided from the 2017 one percent Special Purpose Local Option Sales Tax. Such funds were approved by voter referendum for libraries, parks and recreation, public safety, senior service facilities, civic center expansion, and transportation projects. At the end of fiscal year 2025, the 2017 Sales Tax Fund reported a fund balance of $199,495,000. Revenues were $97.4 million less than expenditures. This is expected as sales tax revenues are no longer being collected under the 2017 program. Capital expenditures continued on eligible projects during fiscal year 2025.

The 2023 Sales Tax Fund accounts for the financial resources provided from the 2023 one percent Special Purpose Local Option Sales Tax. Such funds were approved by voter referendum for capital improvement projects, parks and recreation facilities, public greenspace, new roads and improvements, libraries, and police and fire stations. At the end of fiscal year 2025, the 2023 Sales Tax Fund reported a fund balance of $399,763,000. Revenues exceeded expenditures by $120.5 million.

**Proprietary funds:** The County's proprietary funds provide the same type of information related to business-type activities found in the governmentwide financial statements, but in more detail.

Unrestricted net position in the Water and Sewerage Fund at the end of fiscal year 2025 amounted to $353,469,000. This represents an increase of $21.8 million in unrestricted net position from the end of the previous year. The total increase in net position was $222.5 million. Factors concerning the finances of this fund have already been addressed in the discussion of business-type activities on page 32.

# GENERAL FUND BUDGETARY HIGHLIGHTS

The original fiscal year 2025 General Fund budget was adopted with a $25.3 million use of fund balance. As of December 31, 2025, there was a budgeted $25.3 million use of fund balance after amendments. General Fund remained steady in 2025 with no significant change to its budgeted use of fund balance.

# GENERAL FUND ACTUAL REVENUES AND EXPENDITURES VERSUS BUDGET

Actual revenues were $18 million under budget at the end of fiscal year 2025, which was primarily attributable to taxes being under budget by $20.2 million. The projected property tax revenue was based on estimated home values. The final home values were lower than what was used when formulating the budget. Investment income ($755,000) and permits and licenses ($31,000) collected less than was budgeted. Offsetting these decreases, there were higher than expected revenues in charges for service ($1.2 million), miscellaneous revenues ($1.2 million), intergovernmental revenue ($423,000), and fines and forfeitures ($67,000).

Actual expenditures were $44.3 million under budget at the end of fiscal year 2025. The main contributing factors were as follows:

- Personal services expenditures were $26.0 million under budget, primarily due to vacancies for Sheriff.
- General operating expenditures were $8.6 million under budget with the largest category being supplies, which was $4.6 million under budget. Other categories that were significantly under budget include repairs and maintenance, and miscellaneous costs.
- Unspent reserves/contingencies and allocations were $3.5 million.

# CAPITAL ASSETS

**Capital assets:** The County's investment in capital assets for its governmental and business-type activities as of December 31, 2025, amounted to $8,008,945,000 (net of accumulated depreciation). Investments in capital assets included land, improvements, buildings, equipment, vehicles, infrastructure, and construction in progress.

**Gwinnett County's Net Capital Assets**
**(in thousands)**

| | Governmental Activities | | Business-Type Activities | | Total Primary Government | |
|---|---|---|---|---|---|---|
| | 2025 | 2024 | 2025 | 2024 | 2025 | 2024 |
| Land | $ 789,933 | $ 777,618 | $ 89,819 | $ 82,507 | $ 879,752 | $ 860,125 |
| Improvements | 270,066 | 392,767 | 246,700 | 3,225,450 | 516,766 | 3,618,217 |
| Buildings | 799,789 | 776,581 | 599,651 | 614,342 | 1,399,440 | 1,390,923 |
| Lease and Subscription assets | 55,269 | 58,967 | 4,768 | 4,561 | 60,037 | 63,528 |
| Equipment | 54,528 | 55,917 | 395,088 | 361,088 | 449,616 | 417,005 |
| Vehicles | 70,918 | 58,708 | 19,449 | 21,867 | 90,367 | 80,575 |
| Infrastructure (roads, bridges, and sidewalks) | 917,310 | 758,368 | 3,040,165 | 5,944 | 3,957,475 | 764,312 |
| Construction in progress | 294,446 | 244,068 | 361,046 | 284,460 | 655,492 | 528,528 |
| Total | $ 3,252,259 | $ 3,122,994 | $ 4,756,686 | $ 4,600,219 | $ 8,008,945 | $ 7,723,213 |

Total capital assets for governmental activities for 2025 totaled $3,252,259,000, which is an increase of $129.3 million, or 4.1 percent, over 2024. The total of governmental assets transferred from construction in progress to the asset records during the year totaled approximately $101.2 million. Major projects consisted of the following:

- Hooper-Renwick Themed Library Construct: $18,314,554
- East Region Projects: $15,738,055
- Discovery Area Park Development: $14,683,799
- Fleet Equipment – Police: $12,367,922
- HDU-SWAT Building: $10,957,752

Total capital assets for business-type activities for 2025 totaled $4,756,685,000 which is an increase of $156.5 million, or 3.4 percent, over 2024. The total of governmental assets transferred from construction in progress to the asset records during the year totaled approximately $91.0 million. Major projects consisted of the following:

- WRF Capacity Enhancement/Expansion: $36,182,313
- Stormwater Rehab/Replacement: $22,436,156
- Rock Springs Medical Sewer: $18,463,062
- Distribution Sys Rehab/Replacement: $14,792,280
- Water Production Enhancement/Expansion: $12,113,106

Additional information on the County's capital assets can be found in *Note 7* on pages 106 – 109 of this report.

# DEBT ADMINISTRATION

**Long-Term Debt:** At the end of the current fiscal year the County had no general obligation debt outstanding. The County is obligated through an intergovernmental agreement for $263.9 million in Water and Sewerage Authority revenue bonds. Debt service on these revenue bonds is paid from water and sewerage customer charges. For the Water and Sewerage Authority revenue bonds, the County would be required to pay the principal and interest on those bonds should operating revenues be inadequate. There has never been an occasion when operating revenues have not been sufficient to cover all such payments.

In addition to general obligation bonds and Water and Sewerage revenue bonds, the County issues revenue debt to fund some of its capital needs through economic development or lease agreements between the County and the applicable authority/agency. The County is obligated for $53.1 million in revenue bonds issued through the Development Authority to fund redevelopment and development projects and $61.7 million in revenue bonds issued through the Urban Redevelopment Agency. Also, the County has lease agreements totaling $197.9 million with the Development Authority for bond issues to fund the Gas South District expansion, the original Gas South Arena and parking deck, and the Gwinnett Field baseball stadium (formerly Coolray Field).

The County is obligated for $38.3 million in revenue bonds to finance infrastructure and other redevelopment costs within a specifically defined area, The Exchange at Gwinnett tax allocation district. The tax allocation district bonds are limited obligations of the County that are secured solely from the pledged tax increment revenues of the tax allocation district. The County has no obligation to pay this debt service beyond the amount of the pledged tax increment revenues.

The County is obligated through lease arrangements for $6.2 million in building and land leases and $55.4 million in subscription leases.

The County also has several outstanding notes with the Georgia Environmental Finance Authority for the construction and acquisition of buildings and equipment. As of December 31, 2025, the County is obligated for $15.3 million in outstanding notes payable.

**Gwinnett County's Outstanding Debt**
**Revenue Bonds, Notes, Leases, and Contractual Obligations**
**(in thousands)**

| | Governmental Activities | | Business-Type Activities | | Total Primary Government | |
|---|---|---|---|---|---|---|
| | 2025 | 2024 | 2025 | 2024 | 2025 | 2024 |
| Revenue bonds | $ 38,260 | $ 38,485 | $ 325,620 | $ 397,585 | $ 363,880 | $ 436,070 |
| Notes Payable | — | — | 15,261 | 18,672 | 15,261 | 18,672 |
| Intergovernmental payable – Development Authority | 197,980 | 207,595 | — | — | 197,980 | 207,595 |
| Lease payable | 6,175 | 7,873 | — | — | 6,175 | 7873 |
| Subscription payable | 50,614 | 52,676 | 4,829 | 4,558 | 55,443 | 57,234 |
| Contractual obligations | 53,075 | 56,115 | — | — | 53,075 | 56,115 |
| Total | $ 346,104 | $ 362,744 | $ 345,710 | $ 420,815 | $ 691,814 | $ 783,559 |

In 2025 the County's revenue bonds, leases, and contractual obligations increased for the following purposes:

- Recorded an increase to subscription liability of $17.9 million for the right-to-use certain subscription-based assets under GASB 96.

This increase was offset by principal payments made in 2025 in the amount of $70.3 million and lease and subscription payments of $21.4 million. Overall, the County's bond-related long-term debt had a net decrease of $72.2 million during the current fiscal year.

The County maintains a AAA credit rating from each of the three rating agencies that review public sector debt. Additional information regarding Gwinnett County's long-term debt can be found in *Note 10* on pages 115 – 124 of this report.

**Legal Debt Limit**
State statutes limit the amount of general obligation debt a governmental entity may issue which is 10 percent of its total assessed taxable property valuation. The County has no general obligation debt outstanding and has used none of its legal debt limitation of $5,509,158,000.



# ECONOMIC FACTORS AND NEXT YEAR'S BUDGETS AND RATES

As previously discussed in "Assessing the County's Economic Condition" in the Introductory section of this document, improvements in the housing, construction, and labor markets continued to indicate economic progress during 2025. The countywide tax digest has grown more than 109 percent from 2020 to 2025, primarily due to improving property values and increasing construction activity. From 2016 to 2025, the average value of all types of residences, including single-family homes, condos, and townhouses, rose 125 percent from $200,000 to $450,000. In 2025, Gwinnett County's unemployment rate was 3.7 percent, which was lower than the Atlanta metropolitan area (3.9 percent), the state of Georgia (4.0 percent), and the United States (4.0 percent) (Bureau of Labor Statistics).

The local economic environment, taken in combination with the County's strategic priorities and the need to continue funding core services, are key considerations during the development of the annual budget. For many years, demographic changes and a growing population have also had a major impact on the budget through an increased demand for services. For this reason, staffing level increases have been included in the last ten budget years, including 2026. By recruiting and hiring quality employees, we are able to maintain the Gwinnett Standard of excellence that residents have come to expect in Gwinnett County. Other factors that influence the budget every year include maintaining County assets, ensuring adequate reserve levels, funding pension and other post-employment benefits, and meeting the challenge of rising medical costs.

The 2026 budget was developed in consideration of current issues and anticipated future challenges, including continuing population growth, economic uncertainty, and rising costs of goods and services. Developed within the framework of the County's five-year financial plan, the total fiscal year 2026 adopted budget, including operating and capital, is $2,151,763,574 which is down 3.17 percent from the 2025 adopted budget of $2,667,528,620. The budget includes funding to maintain core County services such as police and fire protection, roads, transit, water, jail, and courts, as well as funding for new and ongoing initiatives reflective of the County's priorities set by the Board of Commissioners: Organizational Excellence and Accountability, Safe, Livable, and Healthy Community, Public Infrastructure, Sustainability and Stewardship, and Economic Opportunities.



The 2026 adopted operating budget totals $2,151,763,574, up 1.89 percent from the 2025 adopted operating budget of $2,112,087,004. The year-over-year increase is primarily from increases in Personal Services for increases in salaries and wages as the County adds necessary personnel, continues employee retention measures such as pay-for-performance increases and longevity pay for eligible employees, and also reflects the impact of the market adjustment for employees approved by the Board of Commissioners at the end of 2025. Also contributing to the increase is additional contributions for capital needs, professional services due to additional contracts and inflationary impacts, funding to upgrade the E-911 phone system, the implementation of the Police Department Drone Program Pilot, funding to upgrade Dacula Park Activity Building, and increased funding for a Transportation Flex Crew.

New positions in alignment with the County's strategic priorities were included in both the 2025 and 2026 operating budgets. The 2025 budget added 97 new full-time and part-time positions, and the 2026 budget adds 23 new full-time and part-time positions. Many of the new positions added in both years were in support of the Safe, Livable, and Healthy Community priority with funding for Police, Transportation, Culture and Recreation positions dedicated to strengthening community engagement and improving community resources.

The 2026 adopted capital budget totals $431,140,146 down 22 percent from the 2025 adopted capital budget of $555,441,616. The year-over-year decrease is primarily due to decreases in allocations to the SPLOST program and Water and Sewer repair and maintenance expenditures.

Capital project budgets are adopted as multi-year project budgets. As a result, many of the same capital projects funded in 2025 will continue to be funded in 2026. New capital projects funded in the 2026 capital budget include the replacement of the E-911 phone system, implementation of a Drone Program Pilot, expansion of the Dacula Park Community Recreation Center, and lighting improvements at the Bethesda Park Aquatic Center to enhance safety The capital budget also includes enhancements to the County's water and sewer system, safeguarding the delivery of safe drinking water and dependable wastewater and stormwater services for all residents.

Public involvement in the budget process continues to play a significant role in the development of the budget. Chairwoman Nicole Hendrickson, County staff, and four citizen reviewers studied departments' and agencies' business plans, budget requests, and revenue projections to make recommendations for the 2026 budget. The budget was adopted by the Board of Commissioners on January 6, 2026. Departmental business plans and budget presentations made to the budget review team may be viewed at TVGwinnett.com under *Video on Demand*.

The 2026 budget was developed with input from four county residents who served on the Budget Review Team, veterans David Cuffie, Michael Park, Denise Rumbaugh, and Ronald S. Skeete. Each committee member studied departments' and agencies' business plans, budget requests, and revenue projections to make recommendations for the budget. We would like to thank these individuals for their time spent considering the many budget proposals.

## REQUESTS FOR INFORMATION

This financial report is designed to provide a general overview of the County's finances for all those with an interest in the government's finances. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the Director of Financial Services, Gwinnett County, 75 Langley Drive, Lawrenceville, GA 30046.




# BASIC FINANCIAL STATEMENTS

Governmentwide Financial Statements
Fund Financial Statements

## BASIC FINANCIAL STATEMENTS – INDEX


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# STATEMENT OF NET POSITION

**December 31, 2025**
*(in thousands of dollars)*

| | Primary Government | | | Component Units |
|---|---|---|---|---|
| | Governmental Activities | Business–type Activities | Total | |
| **ASSETS:** | | | | |
| Cash and cash equivalents | $ 1,227,193 | 189,878 | 1,417,071 | 34,326 |
| Investments | 511,321 | 102,831 | 614,152 | 12,957 |
| Receivables, net of allowance | 64,643 | 58,259 | 122,902 | 715 |
| Internal balances | (24) | 24 | – | – |
| Due from other governments | 105,994 | 3,801 | 109,795 | 3,222 |
| Due from primary government | – | – | – | 2,179 |
| Economic development contract receivable from primary government | – | – | – | 53,075 |
| Lease receivable – current | 623 | 1,119 | 1,742 | – |
| Inventories | 9,157 | 17,773 | 26,930 | – |
| Prepaid items | 9,024 | 1,533 | 10,557 | 399 |
| Restricted assets: | | | | |
| Cash and cash equivalents | – | 21,911 | 21,911 | – |
| Net OPEB asset | – | – | – | 3,369 |
| Lease receivable – noncurrent | 5,523 | 34,247 | 39,770 | – |
| Intergovernmental receivable from primary government | – | – | – | 197,980 |
| Due from component unit | 119,801 | – | 119,801 | – |
| Due from Rowen Foundation | – | – | – | 119,801 |
| Noncurrent investments | 386,872 | 221,517 | 608,389 | – |
| Assets held for resale | – | 1,317 | 1,317 | – |
| Assets held for redevelopment | – | 86,162 | 86,162 | 1,116 |
| Capital assets: | | | | |
| Land and construction in progress | 1,084,379 | 450,865 | 1,535,244 | – |
| Other capital assets, net of depreciation and amortization | 2,167,880 | 4,305,821 | 6,473,701 | 12,787 |
| Total assets | 5,692,386 | 5,497,058 | 11,189,444 | 441,326 |
| **DEFERRED OUTFLOWS OF RESOURCES:** | | | | |
| Pension-related deferred outflows | – | – | – | 10,101 |
| OPEB-related deferred outflows | 20,559 | 2,901 | 23,460 | 4,515 |
| Deferred charge on refunding of bonds | – | 682 | 682 | 350 |
| Goodwill | – | 226 | 226 | – |
| Total deferred outflows of resources | $ 20,559 | 3,809 | 24,368 | 14,966 |

*continued...*

# STATEMENT OF NET POSITION – *Continued*

| | Primary Government | | | |
|---|---|---|---|---|
| | Governmental Activities | Business–type Activities | Total | Component Units |
| **LIABILITIES:** | | | | |
| Current liabilities: | | | | |
| Accounts payable | $ 78,267 | 57,602 | 135,869 | 1,164 |
| Other accrued payables | 19,088 | 2,598 | 21,686 | 1,247 |
| Retainage payable | 11,456 | 7,292 | 18,748 | – |
| Accrued interest payable | 2,179 | 4,392 | 6,571 | – |
| Due to others | 2,876 | 852 | 3,728 | – |
| Due to other governments | 55 | – | 55 | – |
| Customer deposits | – | 4,770 | 4,770 | – |
| Unearned revenue | 33,133 | 59,199 | 92,332 | – |
| Noncurrent liabilities: | | | | |
| Due within one year | 81,008 | 45,964 | 126,972 | 16,369 |
| Due in more than one year | 595,215 | 357,159 | 952,374 | 291,257 |
| Due to primary government – economic development contract | – | – | – | 119,801 |
| Total liabilities | 823,277 | 539,828 | 1,363,105 | 429,838 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | | |
| Lease-related deferred inflows | 5,852 | 34,176 | 40,028 | – |
| Pension-related deferred inflows | 48,825 | 7,889 | 56,714 | 8,384 |
| OPEB-related deferred inflows | 26,465 | 3,737 | 30,202 | 6,782 |
| Deferred gain on refunding | – | 404 | 404 | 261 |
| Total deferred inflows of resources | 81,143 | 46,206 | 127,349 | 15,427 |
| **NET POSITION:** | | | | |
| Net investment in capital assets | 2,943,430 | 4,423,147 | 7,366,577 | 3,873 |
| Restricted for: | | | | |
| Capital projects | 886,318 | – | 886,318 | – |
| Debt service | 1,855 | 18,249 | 20,104 | – |
| Special programs | 457,533 | – | 457,533 | – |
| Grant programs | – | – | – | – |
| Health programs | – | – | – | 29,044 |
| Unrestricted | 519,390 | 473,437 | 992,827 | (21,890) |
| Total net position | $ 4,808,526 | 4,914,833 | 9,723,359 | 11,027 |

*The notes to the basic financial statements are an integral part of this statement.*

# STATEMENT OF ACTIVITIES

## Year Ended December 31, 2025

*(in thousands of dollars)*

| Functions/Programs | Expenses | Program Revenues: Charges for Services | Program Revenues: Operating Grants and Contributions | Program Revenues: Capital Grants and Contributions | Net (Expenses) Revenues and Changes in Net Position: Primary Government: Governmental Activities | Primary Government: Business-Type Activities | Primary Government: Total | Component Units |
|---|---|---|---|---|---|---|---|---|
| Primary government: | | | | | | | | |
| Governmental activities: | | | | | | | | |
| General government | $ 101,068 | 26,547 | 793 | 990 | (72,738) | – | (72,738) | – |
| Judiciary | 143,156 | 24,181 | 4,641 | 1,170 | (113,164) | – | (113,164) | – |
| Public safety | 628,294 | 56,279 | 156 | 3,518 | (568,341) | – | (568,341) | – |
| Public works | 192,136 | 10,505 | 71 | 61,172 | (120,388) | – | (120,388) | – |
| Health and welfare | 40,811 | 415 | 44,111 | 497 | 4,212 | – | 4,212 | – |
| Culture and recreation | 137,905 | 6,049 | – | 5,891 | (125,965) | – | (125,965) | – |
| Housing and development | 52,713 | 11,925 | 9,403 | 3,592 | (27,793) | – | (27,793) | – |
| Development authority | 6,754 | – | – | – | (6,754) | – | (6,754) | – |
| Tourism | 5,737 | – | – | – | (5,737) | – | (5,737) | – |
| Interest on long-term debt | 2,719 | – | – | – | (2,719) | – | (2,719) | – |
| Total governmental activities | 1,311,293 | 135,901 | 59,175 | 76,830 | (1,039,387) | – | (1,039,387) | – |
| Business-type activities: | | | | | | | | |
| Water and sewer | 351,593 | 440,547 | – | 102,360 | – | 191,314 | 191,314 | – |
| Airport | 2,889 | 1,712 | – | 231 | – | (946) | (946) | – |
| Economic development | 5,818 | 1,899 | – | – | – | (3,919) | (3,919) | – |
| Solid waste | 60,607 | 60,984 | – | – | – | 377 | 377 | – |
| Stormwater | 29,043 | 33,323 | – | 61 | – | 4,341 | 4,341 | – |
| Transit | 33,108 | 2,173 | 6,433 | 3,484 | – | (21,018) | (21,018) | – |
| Total business-type activities | 483,058 | 540,638 | 6,433 | 106,136 | – | 170,149 | 170,149 | – |
| Total primary government | $ 1,794,351 | 676,539 | 65,608 | 182,966 | (1,039,387) | 170,149 | (869,238) | – |
| Component units: | $ 74,166 | 10,326 | 36,283 | – | – | – | – | (27,557) |

*continued...*

# STATEMENT OF ACTIVITIES – *Continued*

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| Functions/Programs | Expenses | Program Revenues: Charges for Services | Program Revenues: Operating Grants and Contributions | Program Revenues: Capital Grants and Contributions | Net (Expenses) Revenues and Changes in Net Position: Primary Government: Governmental Activities | Primary Government: Business-Type Activities | Primary Government: Total | Component Units |
|---|---|---|---|---|---|---|---|---|
| General revenues: | | | | | | | | |
| Property taxes | | | | | 862,969 | – | 862,969 | – |
| Sales taxes | | | | | 247,542 | – | 247,542 | – |
| Hotel motel taxes | | | | | 16,676 | – | 16,676 | – |
| Insurance premium tax | | | | | 69,951 | – | 69,951 | – |
| Business taxes | | | | | 21,994 | – | 21,994 | – |
| Other taxes | | | | | 10,438 | – | 10,438 | – |
| Lease interest income – development authority | | | | | – | – | – | 6,033 |
| Intergovernmental revenue from primary government, not restricted for specific programs | | | | | – | – | – | 25,745 |
| Intergovernmental revenue from State of Georgia, not restricted for specific programs | | | | | – | – | – | 1,648 |
| Investment income | | | | | 53,648 | 24,237 | 77,885 | 122 |
| Gain on disposal of capital assets | | | | | – | 12,321 | 12,321 | – |
| Economic development contract income | | | | | – | – | – | 7,238 |
| Miscellaneous | | | | | 11,997 | – | 11,997 | (18) |
| Total general revenues | | | | | 1,295,215 | 36,558 | 1,331,773 | 40,768 |
| Transfers | | | | | (37,979) | 37,979 | – | – |
| Total general revenues and transfers | | | | | 1,257,236 | 74,537 | 1,331,773 | 40,768 |
| Change in net position | | | | | 217,849 | 244,686 | 462,535 | 13,211 |
| Net position – beginning | | | | | 4,590,677 | 4,670,147 | 9,260,824 | (2,184) |
| Net position – ending | | | | | $ 4,808,526 | 4,914,833 | 9,723,359 | 11,027 |

*The notes to the basic financial statements are an integral part of this statement.*

# GOVERNMENTAL FUNDS BALANCE SHEET

**December 31, 2025**

*(in thousands of dollars)*

| | General | Fire and EMS District | Police Services District | ARPA | Other Capital Projects | 2014 Sales Tax | 2017 Sales Tax | 2023 Sales Tax | Other Governmental Funds | Total |
|---|---|---|---|---|---|---|---|---|---|---|
| **ASSETS:** | | | | | | | | | | |
| Cash and cash equivalents | $ 226,345 | 82,917 | 95,342 | 46,914 | 249,223 | 950 | 108,515 | 174,013 | 161,885 | 1,146,104 |
| Investments | 5,172 | 31,533 | 43,839 | – | 303,185 | – | 98,866 | 227,676 | 111,099 | 821,370 |
| Receivables, net of allowance: | | | | | | | | | | |
| Taxes | 21,747 | 9,969 | 6,724 | – | – | – | – | – | 6,870 | 45,310 |
| Accounts receivable | 450 | 6,767 | 176 | 1,582 | 110 | – | 462 | 1,163 | 6,164 | 16,874 |
| Lease receivable | 241 | – | – | – | – | – | – | – | 640 | 881 |
| Due from other funds | 4,682 | – | – | – | – | – | – | – | 74 | 4,756 |
| Due from other governments | – | – | 65,643 | – | – | – | 7,362 | 25,349 | 7,640 | 105,994 |
| Inventories | 5,449 | 1,091 | 776 | – | – | – | – | – | 394 | 7,710 |
| Prepaid items | 133 | – | 529 | 3 | – | – | – | – | 31 | 696 |
| Total assets | $ 264,219 | 132,277 | 213,029 | 48,499 | 552,518 | 950 | 215,205 | 428,201 | 294,797 | 2,149,695 |
| **LIABILITIES:** | | | | | | | | | | |
| Accounts payable | $ 14,075 | 1,550 | 1,475 | 3,554 | 7,074 | – | 11,292 | 24,238 | 6,441 | 69,699 |
| Due to other governments | – | – | – | – | – | – | – | – | 55 | 55 |
| Payroll payable | 7,173 | 4,017 | 3,711 | – | – | – | – | 142 | 1,668 | 16,711 |
| Retainage payable | – | – | – | 853 | 2,021 | 100 | 4,399 | 4,058 | 25 | 11,456 |
| Due to other funds | – | – | – | – | – | – | – | – | 4,756 | 4,756 |
| Unearned revenue | – | – | – | 32,699 | – | – | – | – | – | 32,699 |
| Due to others | 1,938 | – | 23 | – | – | 850 | 19 | – | 46 | 2,876 |
| Total liabilities | 23,186 | 5,567 | 5,209 | 37,106 | 9,095 | 950 | 15,710 | 28,438 | 12,991 | 138,252 |

*continued...*

# GOVERNMENTAL FUNDS BALANCE SHEET – *Continued*

**December 31, 2025**

*(in thousands of dollars)*

| | General | Fire and EMS District | Police Services District | ARPA | Other Capital Projects | 2014 Sales Tax | 2017 Sales Tax | 2023 Sales Tax | Other Governmental Funds | Total |
|---|---|---|---|---|---|---|---|---|---|---|
| **DEFERRED INFLOWS OF RESOURCES:** | | | | | | | | | | |
| Lease related deferred inflows | 227 | – | – | – | – | – | – | – | 590 | 817 |
| Unavailable revenue | 12,103 | 10,329 | 69,528 | – | – | – | – | – | 4,751 | 96,711 |
| Total deferred inflows of resources | 12,330 | 10,329 | 69,528 | – | – | – | – | – | 5,341 | 97,528 |
| **FUND BALANCES:** | | | | | | | | | | |
| Nonspendable | 5,596 | 1,091 | 1,305 | 3 | – | – | – | – | 475 | 8,470 |
| Restricted | – | 115,290 | 136,987 | 11,390 | 218,170 | – | 199,495 | 399,763 | 275,214 | 1,356,309 |
| Committed | – | – | – | – | – | – | – | – | 776 | 776 |
| Assigned | – | – | – | – | 325,253 | – | – | – | – | 325,253 |
| Unassigned | 223,107 | – | – | – | – | – | – | – | – | 223,107 |
| Total fund balance | 228,703 | 116,381 | 138,292 | 11,393 | 543,423 | – | 199,495 | 399,763 | 276,465 | 1,913,915 |
| Total liabilities, deferred inflows of resources and fund balances | $ 264,219 | 132,277 | 213,029 | 48,499 | 552,518 | 950 | 215,205 | 428,201 | 294,797 | 2,149,695 |

*The notes to the basic financial statements are an integral part of this statement.*

# RECONCILIATION OF THE BALANCE SHEET OF GOVERNMENTAL FUNDS TO THE STATEMENT OF NET POSITION

**December 31, 2025**

*(in thousands of dollars)*

| | | |
|---|---|---|
| Fund balances – total governmental funds | | $ 1,913,915 |
| Amounts reported for governmental activities in the statement of net position are different because: | | |
| Long-term accounts receivable are not current financial resources and therefore are not reported in the governmental funds. | | |
| Long-term accounts receivable – economic development contract | $ 119,801 | |
| | | 119,801 |
| Capital assets are not reported in governmental fund statements. | | |
| Capital, lease, and subscription assets used in governmental activities are not current financial resources and therefore are not reported in the governmental funds. | 3,208,854 | |
| Capital, lease, and subscription assets used in internal service funds are reported in the governmental activities column of the governmentwide statement of net position. | 43,405 | |
| | | 3,252,259 |
| Deferred outflows/(inflows) for governmental activities are not current financial resources and therefore are not reported in the governmental funds. | | |
| OPEB related deferred outflows | 20,559 | |
| Pension related deferred inflows | (48,825) | |
| OPEB related deferred inflows | (26,465) | |
| | | (54,732) |
| Certain unearned revenue is recorded only in the governmentwide statements. | | (419) |
| Interest payable on intergovernmental payable to component unit is not accrued in the fund statements. | | (2,179) |
| Long-term liabilities, including bonds payable, are not due and payable in the current period, and therefore are not reported in the governmental funds. | | |
| Tax allocation district bonds payable | (38,260) | |
| Discount on TAD bonds payable | 454 | |
| Economic development contract payable to component unit | (53,075) | |
| Lease payable | (6,175) | |
| Subscription payable | (50,614) | |
| Intergovernmental payable | (197,980) | |
| Accrued leave | (64,505) | |
| Estimated claims payable | (28,477) | |
| Net pension liability is not recorded on the fund financial statements. | (226,872) | |
| Net OPEB asset is not recorded on the fund financial statements. | (10,719) | |
| | | (676,223) |

*continued...*

# RECONCILIATION OF THE BALANCE SHEET OF GOVERNMENTAL FUNDS TO THE STATEMENT OF NET POSITION – *Continued*

| | | |
|---|---|---|
| Revenue deferred in the governmental funds due to availability criteria is susceptible to full accrual on the governmentwide statements. | | |
| Property tax | 26,373 | |
| Insurance premium tax | 65,643 | |
| Public safety – EMS | 4,509 | |
| Miscellaneous | 2 | |
| Special assessments | 185 | |
| | | 96,712 |
| Internal service funds are used to charge the cost of group insurance, risk management, fleet management, and administrative support services to individual funds. Assets and liabilities of these funds are included in governmental activities in the statement of net position. | | |
| Internal service funds net position | 102,364 | |
| Less items accounted for above: | | |
| Capital assets | (43,405) | |
| Lease payable | 4,702 | |
| Subscription payable | 33,738 | |
| Pension related deferred outflows | – | |
| OPEB related deferred outflows | (2,749) | |
| Pension related deferred inflows | 3,600 | |
| OPEB related deferred inflows | 3,540 | |
| Net pension liability | 16,726 | |
| Net OPEB liability | 1,434 | |
| Plus accrued leave already accounted for above | 10,989 | |
| Plus claims payable already accounted for above | 28,477 | |
| Less amount due from enterprise funds | (24) | |
| | | 159,392 |
| Net position of governmental activities | | $ 4,808,526 |

*The notes to the basic financial statements are an integral part of this statement.*

# GOVERNMENTAL FUNDS STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | General | Fire and EMS District | Police Services District | ARPA | Other Capital Projects | 2014 Sales Tax | 2017 Sales Tax | 2023 Sales Tax | Other Governmental Funds | Total |
|---|---|---|---|---|---|---|---|---|---|---|
| **REVENUES:** | | | | | | | | | | |
| Taxes | $ 482,871 | 174,592 | 197,128 | – | – | – | – | 247,542 | 125,057 | 1,227,190 |
| Permits and licenses | 5,354 | 1,031 | – | – | – | – | – | – | 8,643 | 15,028 |
| Intergovernmental | 2,634 | 59 | – | 44,332 | 400 | – | 14,340 | 26,662 | 17,404 | 105,831 |
| Charges for services | 39,381 | 20,706 | 1,134 | – | – | – | – | – | 42,384 | 103,605 |
| Fines and forfeitures | 3,161 | – | 8,870 | – | – | – | – | – | 3,662 | 15,693 |
| Investment income (loss) | 5,635 | 2,177 | 3,408 | 2,949 | 26,752 | – | 12,756 | 17,419 | 8,191 | 79,287 |
| Miscellaneous | 3,319 | 541 | 791 | – | 2,051 | – | – | 439 | 4,736 | 11,877 |
| Total revenues | 542,355 | 199,106 | 211,331 | 47,281 | 29,203 | – | 27,096 | 292,062 | 210,077 | 1,558,511 |
| **EXPENDITURES:** | | | | | | | | | | |
| Current operating: | | | | | | | | | | |
| General government | 53,913 | – | – | 10 | – | – | – | – | – | 53,923 |
| Judiciary | 128,374 | – | 5,476 | 1,650 | – | – | – | – | 798 | 136,298 |
| Public safety | 197,170 | 178,695 | 170,146 | 418 | – | – | – | – | 23,771 | 570,200 |
| Public works | 35,511 | – | – | – | – | – | – | – | 10,079 | 45,590 |
| Health and welfare | 17,527 | – | – | 19,566 | – | – | – | – | – | 37,093 |
| Culture and recreation | 37,043 | – | – | – | – | – | – | – | 54,239 | 91,282 |
| Housing and development | 4,633 | 1,426 | – | 7,364 | – | – | – | – | 20,632 | 34,055 |
| Development authority | – | – | – | – | – | – | – | – | 26,738 | 26,738 |
| Tourism | – | – | – | – | – | – | – | – | 5,737 | 5,737 |
| Grant programs | – | – | – | – | – | – | – | – | 21,111 | 21,111 |

*continued...*

# GOVERNMENTAL FUNDS STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES – *Continued*

| | General | Fire and EMS District | Police Services District | ARPA | Other Capital Projects | 2014 Sales Tax | 2017 Sales Tax | 2023 Sales Tax | Other Governmental Funds | Total |
|---|---|---|---|---|---|---|---|---|---|---|
| Capital outlay | 4,996 | 71 | 501 | 21,153 | 107,255 | 925 | 124,493 | 110,780 | 83 | 370,257 |
| Debt service | – | – | – | – | – | – | – | – | 2,719 | 2,719 |
| Intergovernmental | 1,833 | – | – | – | – | – | – | 60,797 | 2,997 | 65,627 |
| Total expenditures | 481,000 | 180,192 | 176,123 | 50,161 | 107,255 | 925 | 124,493 | 171,577 | 168,904 | 1,460,630 |
| Revenues in excess of (less than) expenditures | 61,355 | 18,914 | 35,208 | (2,880) | (78,052) | (925) | (97,397) | 120,485 | 41,173 | 97,881 |
| **OTHER FINANCING SOURCES (USES):** | | | | | | | | | | |
| Transfers in | 112 | 13,000 | – | – | 86,402 | – | – | – | 3,009 | 102,523 |
| Transfers out | (63,404) | (11,794) | (19,850) | – | (31,589) | – | – | – | (6,775) | (133,412) |
| Issuance of subscription obligation | 4,424 | – | – | – | 936 | – | – | – | – | 5,360 |
| Issuance of intergovernmental payable | – | – | – | – | 72 | – | – | – | – | 72 |
| Other financing sources (uses), net | (58,868) | 1,206 | (19,850) | – | 55,821 | – | – | – | (3,766) | (25,457) |
| Net change in fund balances | 2,487 | 20,120 | 15,358 | (2,880) | (22,231) | (925) | (97,397) | 120,485 | 37,407 | 72,424 |
| Fund balances – January 1 | 226,216 | 96,261 | 122,934 | 14,273 | 565,654 | 925 | 296,892 | 279,278 | 239,058 | 1,841,491 |
| Fund balances – December 31 | $ 228,703 | 116,381 | 138,292 | 11,393 | 543,423 | – | 199,495 | 399,763 | 276,465 | 1,913,915 |

*The notes to the basic financial statements are an integral part of this statement.*

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

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | | |
|---|---|---|
| Net change in fund balances – total governmental funds | | $ 72,424 |
| Amounts reported for governmental activities in the statement of activities are different because: | | |
| Capital outlays reported in the governmental funds exceed depreciation expense recorded in the statement of activities as follows: | | |
| Capital expenditures – general | $ 370,257 | |
| Capital expenditures reclassified as expense | (95,381) | |
| Depreciation expense – general capital assets | (133,984) | |
| | | 140,892 |
| Contributions of capital assets are not recorded in governmental funds. | | (11,779) |
| The loss on disposition of capital assets is not reported in the fund statements. | | 672 |
| Bond and other debt 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 other debt principal is an expenditure in the governmental funds, but repayment reduces long-term liabilities in the Statement of Net Position. Also, governmental funds report the effect of premiums, discounts, and similar items when debt is first issued, whereas these amounts are deferred and amortized in the statement of activities. | | |
| Amortization of tax allocation district bond discount | $ 19 | |
| | | 19 |
| The current years change in the net pension liability and the related deferred inflows and outflows of resources increases net expenses of pensionable functions on the governmentwide statements. | | (14,499) |
| The current years change in the net OPEB liability and the related deferred inflows and outflows of resources increases net expenses of pensionable functions on the governmentwide statements. | | 4,135 |
| Accrued interest payable to component unit is not included on the fund financial statements. | | 73 |
| Lease payments to the Development Authority are reported as expenditures in the fund statement and as a reduction of the lease payable in the governmentwide statements. | | 12,808 |
| Internal Service funds are used to charge the cost of insurance, fleet, and administrative services activities to individual funds. A part of the net revenue (expense) of the internal service funds is reported with governmental activities. | | 3,947 |
| Accrued expenses related to compensated absences are not reported in the fund statements. | | (5,465) |

*continued...*

# RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES OF GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES – *Continued*

| | |
|---|---|
| Proceeds on issuance of lease and subscription obligations. | (5,360) |
| Lease and subscription payments are reported as expenditures in the fund statement and as a reduction of the lease and subscription payables in the governmentwide statements. | 8,191 |
| Proceeds on lease payable to the Development Authority are reported as revenue in the fund statements and as an increase in lease payable in the governmentwide statements. | 72 |
| Revenues (expenses) from the intergovernmental economic development contract are not reported in the fund statements. | 9,171 |
| Some revenue earned is deferred in the governmental funds due to availability criteria. | 2,548 |
| Change in net position of governmental activities | $ 217,849 |

*The notes to the basic financial statements are an integral part of this statement.*

# GENERAL FUND STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE – Budget and Actual (Budget Basis)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Original Budget | Final Budget | Actual (non-GAAP budget basis) | Variance-positive (negative) |
|---|---|---|---|---|
| **REVENUES:** | | | | |
| Taxes | $ 503,066 | 503,066 | 482,871 | (20,195) |
| Permits and licenses | 5,385 | 5,385 | 5,354 | (31) |
| Intergovernmental | 2,211 | 2,211 | 2,634 | 423 |
| Charges for services | 38,202 | 38,202 | 39,381 | 1,179 |
| Fines and forfeitures | 3,094 | 3,094 | 3,161 | 67 |
| Investment income | 5,908 | 5,908 | 5,153 | (755) |
| Miscellaneous | 2,164 | 2,169 | 3,323 | 1,154 |
| Total revenues | 560,030 | 560,035 | 541,877 | (18,158) |
| **EXPENDITURES:** | | | | |
| Current operating: | | | | |
| General government: | | | | |
| Assessors' Office | – | 14,928 | 14,014 | 914 |
| Board of Commissioners | 2,725 | 2,725 | 2,645 | 80 |
| County administration | 1,610 | 1,723 | 1,530 | 193 |
| Elections | 13,284 | 13,284 | 11,889 | 1,395 |
| Financial services | 14,928 | – | – | – |
| Tax commissioner | 21,557 | 21,557 | 20,061 | 1,496 |
| Support services | 273 | 273 | 266 | 7 |
| Total general government | 54,377 | 54,490 | 50,405 | 4,085 |
| Judiciary: | | | | |
| Courts | 83,661 | 98,648 | 89,869 | 8,779 |
| District attorney | 28,509 | 28,541 | 27,826 | 715 |
| Solicitor | 11,917 | 11,917 | 10,805 | 1,112 |
| Total judiciary | 124,087 | 139,106 | 128,500 | 10,606 |
| Public safety: | | | | |
| Police services | 7,370 | 7,370 | 6,394 | 976 |
| Sheriff | 176,086 | 176,086 | 159,041 | 17,045 |
| Correctional services | 24,850 | 24,850 | 24,208 | 642 |
| Total public safety | 208,306 | 208,306 | 189,643 | 18,663 |
| Public works | 37,711 | 37,711 | 35,236 | 2,475 |

*continued...*

# GENERAL FUND STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE – Budget and Actual (Budget Basis) – *Continued*

| | Original Budget | Final Budget | Actual (non-GAAP budget basis) | Variance-positive (negative) |
|---|---|---|---|---|
| Health and welfare: | | | | |
| Subsidies | 12,608 | 12,608 | 12,046 | 562 |
| Community Services | 31,011 | 31,016 | 27,513 | 3,503 |
| Total health and welfare | 43,619 | 43,624 | 39,559 | 4,065 |
| Culture and recreation: | | | | |
| Library | 26,964 | 26,964 | 26,641 | 323 |
| Total culture and recreation | 26,964 | 26,964 | 26,641 | 323 |
| Housing and development: | | | | |
| Planning and development | 6,884 | 6,768 | 6,286 | 482 |
| Total housing and development | 6,884 | 6,768 | 6,286 | 482 |
| Miscellaneous | 19,129 | 3,954 | 306 | 3,648 |
| Total expenditures | 521,077 | 520,923 | 476,576 | 44,347 |
| Revenues in excess of expenditures | 38,953 | 39,112 | 65,301 | 26,189 |
| **OTHER FINANCING USES:** | | | | |
| Transfers in | – | – | 112 | 112 |
| Transfers out | (64,264) | (64,445) | (63,404) | 1,041 |
| Other financing uses | (64,264) | (64,445) | (63,292) | 1,153 |
| Revenues more (less) than expenditures and other financing uses | (25,311) | (25,333) | 2,009 | 27,342 |
| Fund balance allocation | 25,311 | 25,333 | – | (25,333) |
| Fund balance – January 1 | – | – | 226,687 | 226,687 |
| Fund balance – December 31 | $ – | – | 228,696 | 228,696 |

*The notes to the basic financial statements are an integral part of this statement.*

# FIRE AND EMS DISTRICT FUND STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE – Budget and Actual (Budget Basis)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Original Budget | Final Budget | Actual (non-GAAP budget basis) | Variance-positive (negative) |
|---|---|---|---|---|
| **REVENUES:** | | | | |
| Taxes | $ 180,812 | 181,436 | 174,592 | (6,844) |
| Permits and licenses | 1,000 | 1,000 | 1,031 | 31 |
| Intergovernmental | 624 | 59 | 59 | — |
| Charges for services | 18,118 | 18,118 | 20,706 | 2,588 |
| Investment income | 1,656 | 1,656 | 2,006 | 350 |
| Miscellaneous | 2 | 7 | 541 | 534 |
| Total revenues | 202,212 | 202,276 | 198,935 | (3,341) |
| **EXPENDITURES:** | | | | |
| Current operating: | | | | |
| Public safety: | | | | |
| Fire and emergency services | 182,205 | 184,833 | 178,765 | 6,068 |
| Total public safety | 182,205 | 184,833 | 178,765 | 6,068 |
| Housing and development: | | | | |
| Planning and development | 1,671 | 1,671 | 1,426 | 245 |
| Total housing and development | 1,671 | 1,671 | 1,426 | 245 |
| Miscellaneous | 3,903 | 3,966 | — | 3,966 |
| Total expenditures | 187,779 | 190,470 | 180,191 | 10,279 |
| Revenues in excess of expenditures | 14,433 | 11,806 | 18,744 | 6,938 |
| **OTHER FINANCING USES:** | | | | |
| Transfers In | — | — | 13,000 | 13,000 |
| Transfers out | (11,806) | (11,806) | (11,796) | 10 |
| Other financing uses | (11,806) | (11,806) | 1,204 | 13,010 |
| Revenues more (less) than expenditures and other financing uses | 2,627 | — | 19,948 | 19,948 |
| Fund balance allocation | (2,627) | — | — | — |
| Fund balance – January 1 | — | — | 96,353 | 96,353 |
| Fund balance – December 31 | $ — | — | 116,301 | 116,301 |

*The notes to the basic financial statements are an integral part of this statement.*

# POLICE SERVICES DISTRICT FUND STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE – Budget and Actual (Budget Basis)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Original Budget | Final Budget | Actual (non-GAAP budget basis) | Variance-positive (negative) |
|---|---|---|---|---|
| **REVENUES:** | | | | |
| Taxes | $ 195,860 | 196,155 | 197,128 | 973 |
| Intergovernmental | 295 | – | – | – |
| Charges for services | 1,110 | 1,110 | 1,134 | 24 |
| Fines and forfeitures | 10,414 | 8,114 | 8,870 | 756 |
| Investment income | 2,393 | 2,393 | 2,894 | 501 |
| Miscellaneous | 459 | 461 | 791 | 330 |
| Total revenues | 210,531 | 208,233 | 210,817 | 2,584 |
| **EXPENDITURES:** | | | | |
| Current operating: | | | | |
| Public safety: | | | | |
| Police services | 186,237 | 191,491 | 166,174 | 25,317 |
| Total public safety | 186,237 | 191,491 | 166,174 | 25,317 |
| Judiciary: | | | | |
| Courts | 2,180 | 2,180 | 2,078 | 102 |
| Solicitor | 894 | 894 | 670 | 224 |
| Recorder's court | 2,386 | 2,945 | 2,728 | 217 |
| Total judiciary | 5,460 | 6,019 | 5,476 | 543 |
| Miscellaneous | 7,442 | 1,633 | 4,472 | (2,839) |
| Total expenditures | 199,139 | 199,143 | 176,122 | 23,021 |
| Revenues in excess of expenditures | 11,392 | 9,090 | 34,695 | 25,605 |
| **OTHER FINANCING USES:** | | | | |
| Transfers In | – | – | – | – |
| Transfers out | (19,850) | (19,850) | (19,850) | – |
| Other financing uses | (19,850) | (19,850) | (19,850) | – |
| Revenues more than expenditures and other financing uses | (8,458) | (10,760) | 14,845 | 25,605 |
| Fund balance allocation | 8,458 | 10,760 | – | (10,760) |
| Fund balance – January 1 | – | – | 123,337 | 123,337 |
| Fund balance – December 31 | $ – | – | 138,182 | 138,182 |

*The notes to the basic financial statements are an integral part of this statement.*

# ARPA FUND STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE – Budget and Actual (Budget Basis)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Original Budget | Final Budget | Actual (non–GAAP budget basis) | Variance–positive (negative) |
|---|---|---|---|---|
| **REVENUES:** | | | | |
| Intergovernmental revenues | $ 80,075 | 50,336 | 44,332 | (6,004) |
| Investment income | — | — | 2,949 | 2,949 |
| Total revenues | 80,075 | 50,336 | 47,281 | (3,055) |
| **EXPENDITURES:** | | | | |
| Program expenditures | 80,075 | 50,336 | 50,161 | (175) |
| Total expenditures | 80,075 | 50,336 | 50,161 | (175) |
| Revenues less than expenditures | — | — | (2,880) | (2,880) |
| Fund balance – January 1 | — | — | 14,273 | 14,273 |
| Fund balance – December 31 | $ — | — | 11,393 | 11,393 |

*The notes to the basic financial statements are an integral part of this statement.*

# DID YOU KNOW

*The Sheriff's Office coordinated its fifth annual Thanksgiving Food Giveaway, distributing 3,000 food boxes to families in need.*

# PROPRIETARY FUNDS STATEMENT OF NET POSITION

**December 31, 2025**

*(in thousands of dollars)*

| | Enterprise Funds | | | | | | |
|---|---|---|---|---|---|---|---|
| | Water and Sewerage | Stormwater | Solid Waste | Economic Development | Other Enterprise Funds | Total Enterprise Funds | Internal Service Funds |
| **ASSETS:** | | | | | | | |
| Current assets: | | | | | | | |
| Cash and cash equivalents | $ 125,604 | 21,496 | 14,721 | 10,747 | 17,310 | 189,878 | 81,089 |
| Investments | 72,091 | 2,905 | 24,484 | – | 3,351 | 102,831 | 24,355 |
| Accounts receivable, net of allowance | 53,865 | 2,158 | 1,919 | 163 | 154 | 58,259 | 2,459 |
| Lease receivable | – | – | – | – | 1,119 | 1,119 | 530 |
| Due from other governments | – | – | – | – | 3,801 | 3,801 | – |
| Inventories | 17,773 | – | – | – | – | 17,773 | 1,447 |
| Prepaid items | 1,528 | 1 | – | 4 | – | 1,533 | 8,328 |
| Restricted cash and cash equivalents | 21,911 | – | – | – | – | 21,911 | – |
| Total current assets | 292,772 | 26,560 | 41,124 | 10,914 | 25,735 | 397,105 | 118,208 |
| Noncurrent assets: | | | | | | | |
| Investments | 155,298 | 6,258 | 52,744 | – | 7,217 | 221,517 | 52,468 |
| Lease receivable | – | – | – | – | 34,247 | 34,247 | 4,735 |
| Assets held for resale | – | – | 1,317 | – | – | 1,317 | – |
| Assets held for redevelopment | – | – | – | 86,162 | – | 86,162 | – |
| Land and construction in progress | 408,233 | 12,199 | – | – | 30,433 | 450,865 | 69 |
| Other capital assets, net of depreciation | 3,655,985 | 610,534 | 30 | – | 39,272 | 4,305,821 | 43,336 |
| Total noncurrent assets | 4,219,516 | 628,991 | 54,091 | 86,162 | 111,169 | 5,099,929 | 100,608 |
| Total assets | 4,512,288 | 655,551 | 95,215 | 97,076 | 136,904 | 5,497,034 | 218,816 |
| **DEFERRED OUTFLOWS OF RESOURCES:** | | | | | | | |
| OPEB-related deferred outflows | 2,528 | 251 | 35 | – | 87 | 2,901 | 2,749 |
| Deferred charge on refunding of bonds | 682 | – | – | – | – | 682 | – |
| Goodwill | 226 | – | – | – | – | 226 | – |
| Total deferred outflows of resources | 3,436 | 251 | 35 | – | 87 | 3,809 | 2,749 |
| **LIABILITIES:** | | | | | | | |
| Current liabilities: | | | | | | | |
| Accounts payable | 41,198 | 5,518 | 4,938 | 294 | 5,654 | 57,602 | 8,568 |
| Payroll payable | 2,286 | 208 | 28 | – | 76 | 2,598 | 2,377 |
| Retainage payable | 7,292 | – | – | – | – | 7,292 | – |
| Accumulated leave benefits – current | 4,812 | 342 | 41 | – | 133 | 5,328 | 4,966 |
| Estimated claims payable – current | – | – | – | – | – | – | 13,209 |
| Lease payable – current | – | – | – | – | – | – | 1,048 |
| Subscription payable – current | 724 | – | – | – | – | 724 | 6,133 |

*continued...*

# PROPRIETARY FUNDS STATEMENT OF NET POSITION – *Continued*

| | Enterprise Funds | | | | | | |
|---|---|---|---|---|---|---|---|
| | Water and Sewerage | Stormwater | Solid Waste | Economic Development | Other Enterprise Funds | Total Enterprise Funds | Internal Service Funds |
| Current liabilities *(continued)*: | | | | | | | |
| Customer deposits payable | 4,768 | – | – | – | 2 | 4,770 | – |
| Accrued interest payable – from restricted assets | 3,662 | – | – | 730 | – | 4,392 | – |
| Due to others | 137 | 25 | – | – | 690 | 852 | – |
| Notes payable – current | 3,235 | 312 | – | – | – | 3,547 | – |
| Revenue bonds payable – current – from restricted assets | 33,190 | – | – | 3,175 | – | 36,365 | – |
| Unearned revenue | 6 | – | 59,193 | – | – | 59,199 | 15 |
| Total current liabilities | 101,310 | 6,405 | 64,200 | 4,199 | 6,555 | 182,669 | 36,316 |
| Noncurrent liabilities: | | | | | | | |
| Accumulated leave benefits | 4,017 | 312 | 25 | – | 151 | 4,505 | 6,023 |
| Estimated claims payable | – | – | – | – | – | – | 15,268 |
| Lease payable | – | – | – | – | – | – | 3,654 |
| Subscription payable | 4,105 | – | – | – | – | 4,105 | 27,605 |
| Notes payable | 10,247 | 1,467 | – | – | – | 11,714 | – |
| Revenue bonds payable | 240,088 | – | – | 58,577 | – | 298,665 | – |
| Net pension liability | 34,033 | 2,624 | – | – | – | 36,657 | 16,726 |
| Net OPEB liability | 1,318 | 131 | 18 | – | 46 | 1,513 | 1,434 |
| Total noncurrent liabilities | 293,808 | 4,534 | 43 | 58,577 | 197 | 357,159 | 70,710 |
| Total liabilities | 395,118 | 10,939 | 64,243 | 62,776 | 6,752 | 539,828 | 107,026 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | | | | | |
| Lease-related deferred inflows | – | – | – | – | 34,176 | 34,176 | 5,035 |
| Pension-related deferred inflows | 7,324 | 565 | – | – | – | 7,889 | 3,600 |
| OPEB-related deferred inflows | 3,255 | 323 | 46 | – | 113 | 3,737 | 3,540 |
| Deferred gain on refunding | 404 | – | – | – | – | 404 | – |
| Total deferred inflows of resources | 10,983 | 888 | 46 | – | 34,289 | 46,206 | 12,175 |
| **NET POSITION:** | | | | | | | |
| Net investment in capital assets | 3,737,905 | 615,808 | 30 | – | 69,405 | 4,423,148 | 5,012 |
| Restricted for debt service | 18,249 | – | – | – | – | 18,249 | – |
| Unrestricted | 353,469 | 28,167 | 30,931 | 34,300 | 26,545 | 473,412 | 97,352 |
| Total net position | $ 4,109,623 | 643,975 | 30,961 | 34,300 | 95,950 | 4,914,809 | 102,364 |
| Adjustment to reflect consolidation of internal service fund activities related to enterprise funds | | | | | | 24 | |
| Change in net position of business-type activities | | | | | | $ 4,914,833 | |

*The notes to the basic financial statements are an integral part of this statement.*

# PROPRIETARY FUNDS STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN FUND NET POSITION

## Year Ended December 31, 2025

*(in thousands of dollars)*

| | Enterprise Funds | | | | | | |
|---|---|---|---|---|---|---|---|
| | Water and Sewerage | Stormwater | Solid Waste | Economic Development | Other Enterprise Funds | Total Enterprise Funds | Internal Service Funds |
| **OPERATING REVENUES:** | | | | | | | |
| Residential and commercial service | $ 419,805 | – | – | – | – | 419,805 | – |
| Wholesale service | 2,578 | – | – | – | – | 2,578 | – |
| Public fire protection charges | 781 | – | – | – | – | 781 | – |
| Connection charges | 6,440 | – | – | – | – | 6,440 | – |
| Lease income and rental income | – | – | – | – | 1,708 | 1,708 | 530 |
| Charges to other funds | – | – | – | – | – | – | 257,441 |
| Employee contributions | – | – | – | – | – | – | 14,665 |
| User fees and charges | – | 33,291 | 60,955 | 583 | 2,038 | 96,867 | – |
| Miscellaneous | 10,943 | 32 | 29 | 1,316 | 139 | 12,459 | 1,961 |
| Total operating revenues | 440,547 | 33,323 | 60,984 | 1,899 | 3,885 | 540,638 | 274,597 |
| **OPERATING EXPENSES:** | | | | | | | |
| Water production | 23,087 | – | – | – | – | 23,087 | – |
| Distribution and collection | 51,324 | – | – | – | – | 51,324 | – |
| Engineering | 27,946 | – | – | – | – | 27,946 | – |
| Reclamation | 87,393 | – | – | – | – | 87,393 | – |
| Vehicle maintenance and repair | – | – | – | – | – | – | 4,872 |
| Benefit claims | – | – | – | – | – | – | 65,537 |
| Insurance premiums | – | – | – | – | – | – | 41,284 |
| Depreciation and amortization | 118,320 | 12,603 | 4 | – | 4,023 | 134,950 | 14,214 |
| Transit operations | – | – | – | – | 30,003 | 30,003 | – |
| General and administrative | 40,986 | 16,291 | 60,570 | 3,558 | 1,890 | 123,295 | 148,532 |
| Total operating expenses | 349,056 | 28,894 | 60,574 | 3,558 | 35,916 | 477,998 | 274,439 |
| Operating income (loss) | 91,491 | 4,429 | 410 | (1,659) | (32,031) | 62,640 | 158 |

*continued...*

# PROPRIETARY FUNDS STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN FUND NET POSITION – *Continued*

| | Enterprise Funds | | | | | | |
|---|---|---|---|---|---|---|---|
| | Water and Sewerage | Stormwater | Solid Waste | Economic Development | Other Enterprise Funds | Total Enterprise Funds | Internal Service Funds |
| **NON-OPERATING REVENUES (EXPENSES):** | | | | | | | |
| Intergovernmental | – | – | – | – | 6,433 | 6,433 | – |
| Investment and interest earnings | 18,191 | 1,039 | 3,308 | 179 | 1,519 | 24,236 | 5,787 |
| Interest expense | (1,561) | (58) | – | (2,255) | – | (3,874) | (1,249) |
| Gain (loss) on disposal of capital assets | 12,577 | (258) | – | – | 2 | 12,321 | 119 |
| Total non-operating revenues (expenses) | 29,207 | 723 | 3,308 | (2,076) | 7,954 | 39,116 | 4,657 |
| Income (loss) before transfers and contributions | 120,698 | 5,152 | 3,718 | (3,735) | (24,077) | 101,756 | 4,815 |
| Capital contributions | 102,360 | 61 | – | 5,036 | 3,715 | 111,172 | – |
| Transfers in | – | – | – | 18,588 | 14,917 | 33,505 | 562 |
| Transfers out | (562) | – | – | – | – | (562) | (2,616) |
| Change in net position | 222,496 | 5,213 | 3,718 | 19,889 | (5,445) | 245,871 | 2,761 |
| Net position – January 1 | 3,887,127 | 638,762 | 27,243 | 14,411 | 101,395 | 4,668,938 | 99,603 |
| Net position – December 31 | $ 4,109,623 | 643,975 | 30,961 | 34,300 | 95,950 | 4,914,809 | 102,364 |

| | |
|---|---|
| Change in net position | 245,871 |
| Adjustment to reflect consolidation of internal service fund activities related to enterprise funds | (1,185) |
| Change in net position of business-type activities | $ 244,686 |

*The notes to the basic financial statements are an integral part of this statement.*

# PROPRIETARY FUNDS STATEMENT OF CASH FLOWS

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Enterprise Funds | | | | | | |
|---|---|---|---|---|---|---|---|
| | Water and Sewerage | Stormwater | Solid Waste | Economic Development | Other Enterprise Funds | Total Enterprise Funds | Internal Service Funds |
| **CASH FLOWS FROM OPERATING ACTIVITIES:** | | | | | | | |
| Cash received from customers | $ 431,639 | 32,679 | 61,408 | 1,915 | 2,607 | 530,248 | 273,418 |
| Cash payments to suppliers for goods and services | (104,465) | (5,917) | (58,862) | (3,561) | (23,644) | (196,449) | (64,356) |
| Cash payments to employees for services | (83,102) | (7,710) | (930) | – | (2,503) | (94,245) | (82,079) |
| Cash payments for interfund services | (19,513) | (1,234) | (705) | – | (2,365) | (23,817) | (5,915) |
| Claims and premiums paid | – | – | – | – | – | – | (102,858) |
| Net cash flows provided/(required) by operating activities | 224,559 | 17,818 | 911 | (1,646) | (25,905) | 215,737 | 18,210 |
| **CASH FLOWS FROM NONCAPITAL FINANCING ACTIVITIES:** | | | | | | | |
| Operating grants | – | 79 | – | – | 4,390 | 4,469 | – |
| Transfers from other funds | – | – | – | 18,588 | 14,917 | 33,505 | 562 |
| Transfers (to) other funds | – | – | – | – | – | – | (2,616) |
| Net cash provided/(required) by noncapital activities | – | 79 | – | 18,588 | 19,307 | 37,974 | (2,054) |
| **CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES:** | | | | | | | |
| Capital grants | 14,320 | 61 | – | – | 3,715 | 18,096 | – |
| Acquisition and construction of capital assets | (261,429) | (27,881) | (34) | (6,486) | (2,905) | (298,735) | (1,740) |
| Proceeds from sale of capital assets | 12,577 | 4 | – | – | 3 | 12,584 | 119 |
| Proceeds from notes payable | 32 | – | – | – | – | 32 | – |
| Principal payments – revenue bonds | (68,985) | – | – | – | – | (68,985) | – |
| Principal payments – notes payable | (3,139) | (303) | – | (3,170) | – | (6,612) | – |
| Lease payments | – | – | – | – | – | – | (987) |
| Subscription payments | (493) | – | – | – | – | (493) | (11,715) |
| Receipts for lease receivables | – | – | – | – | 1,505 | 1,505 | 503 |
| Interest paid | (2,149) | (58) | – | (2,140) | – | (4,347) | – |
| Capital contributed by others | 88,040 | – | – | – | – | 88,040 | – |
| Net cash provided/(required) by capital and related financing activities | (221,226) | (28,177) | (34) | (11,796) | 2,318 | (258,915) | (13,820) |
| **CASH FLOWS FROM INVESTING ACTIVITIES:** | | | | | | | |
| Proceeds from the sale of investments | 210,001 | 8,876 | 35,712 | – | 19,090 | 273,679 | 38,356 |
| Purchase of investments | (226,815) | (9,140) | (77,032) | – | (10,541) | (323,528) | (36,390) |
| Investment earnings | 11,752 | 897 | 2,324 | 179 | 1,055 | 16,207 | 4,997 |
| Net cash provided/(required) by investing activities | (5,062) | 633 | (38,996) | 179 | 9,604 | (33,642) | 6,963 |
| Net increase/(decrease) in cash and cash equivalents | (1,729) | (9,647) | (38,119) | 5,325 | 5,324 | (38,846) | 9,299 |
| Cash and cash equivalents at beginning of year | 127,333 | 31,143 | 52,840 | 5,422 | 11,986 | 228,724 | 71,790 |
| Cash and cash equivalents at end of year | $ 125,604 | 21,496 | 14,721 | 10,747 | 17,310 | 189,878 | 81,089 |

*continued...*

# PROPRIETARY FUNDS STATEMENT OF CASH FLOWS – *Continued*

| | Enterprise Funds | | | | | | |
|---|---|---|---|---|---|---|---|
| | Water and Sewerage | Stormwater | Solid Waste | Economic Development | Other Enterprise Funds | Total Enterprise Funds | Internal Service Funds |
| **Reconciliation of operating income (loss) to net cash provided/(required) by operating activities:** | | | | | | | |
| **CASH FLOWS FROM OPERATING ACTIVITIES:** | | | | | | | |
| Operating income (loss) | $ 91,491 | 4,427 | 409 | (1,659) | (32,031) | 62,637 | 158 |
| Adjustments to reconcile operating income (loss) to net cash provided/(required) by operating activities: | | | | | | | |
| Depreciation and amortization | 118,320 | 12,603 | 4 | – | 4,023 | 134,950 | 14,214 |
| **CHANGE IN ASSETS AND LIABILITIES:** | | | | | | | |
| Changes in net pension liability and related deferred inflows of resources | 3,213 | 173 | – | – | (411) | 2,975 | 3,561 |
| Changes in net OPEB liability and related deferred inflows of resources | (605) | (58) | (14) | – | (22) | (699) | (576) |
| Changes in net lease asset, liability, and related deferred inflows of resources | – | – | – | – | (1,473) | (1,473) | (154) |
| Changes in net subscription asset and liability | – | – | – | – | – | – | (1,285) |
| (Increase) decrease in receivables | (9,030) | (644) | (135) | 17 | 195 | (9,597) | (1,171) |
| (Increase) in inventories | – | – | – | – | – | – | (896) |
| (Increase) decrease in prepaid items | 13,253 | – | – | (4) | – | 13,249 | (599) |
| Increase in payables | 6,465 | 1,389 | 106 | 8 | 3,235 | 11,203 | 1,335 |
| Increase (decrease) in payroll payables | 1,273 | 92 | (18) | – | – | 1,347 | – |
| Increase (decrease) in unearned revenue | – | – | 559 | (1) | – | 558 | – |
| Increase (decrease) in other liabilities | 179 | (164) | – | (7) | 579 | 587 | 3,623 |
| Net cash provided/(required) by operating activities | $ 224,559 | 17,818 | 911 | (1,646) | (25,905) | 215,737 | 18,210 |
| **NONCASH INVESTING, CAPITAL, AND FINANCING ACTIVITIES:** | | | | | | | |
| Increase in amounts due from other governments | $ – | 79 | – | – | 2,043 | 2,122 | – |
| Gain on disposal of capital assets | 7,612 | 262 | – | – | – | 7,874 | – |
| (Increase) decrease accrued interest | (723) | – | – | 115 | – | (608) | – |
| Capital contributed by others | 88,040 | – | – | – | – | 88,040 | – |
| Subscription asset acquisition | 764 | – | – | – | – | 764 | 11,820 |
| Noncash capital contributed from (to) other funds | (562) | – | – | 5,036 | – | 4,474 | 562 |
| Amortization of bond premium and deferred items on refunding | 130,446 | – | – | (189) | – | 130,257 | – |
| Noncash (increase) decrease in fair value of investments not classified as cash and cash equivalents | 5,089 | (60) | 825 | – | 407 | 6,261 | 395 |
| Noncash increase in retainage payable | 403 | – | – | – | – | 403 | – |
| Noncash increase (decrease) in capital asset related accounts payable | 2,822 | 1,353 | (35) | – | 242 | 4,382 | – |

*The notes to the basic financial statements are an integral part of this statement.*

# FIDUCIARY FUNDS STATEMENT OF FIDUCIARY NET POSITION

**December 31, 2025**

*(in thousands of dollars)*

| | Custodial Funds | Pension and OPEB Trust Funds |
|---|---|---|
| **ASSETS:** | | |
| Cash and cash equivalents | $ 152,880 | 48,799 |
| Investments, at fair value: | | |
| U.S. treasury bonds | — | 75,243 |
| Asset-backed securities | — | 47,026 |
| U.S. governmental agencies | — | 64,124 |
| Commercial mortgage-backed securities | — | 35,324 |
| Futures contracts | — | (89) |
| Corporate bonds | — | 102,680 |
| Corporate equities | — | 998,196 |
| International equities | — | 264,357 |
| Preferred stock | — | 1,641 |
| Global fixed income | — | 57,376 |
| Total investments | — | 1,645,878 |
| Securities lending collateral investment pool | — | 43,228 |
| Contributions receivable from employer | — | 876 |
| Prepaid benefit payments | — | 9,180 |
| Taxes receivable | 76,771 | — |
| Total assets | 229,651 | 1,747,961 |
| **LIABILITIES:** | | |
| Accounts payable | — | 3,935 |
| Liability for securities lending agreement | — | 43,228 |
| Due to others | 199,607 | — |
| Total liabilities | 199,607 | 47,163 |
| **NET POSITION:** | | |
| Restricted For: | | |
| Pensions | — | 1,496,080 |
| Postemployment benefits other than pensions | — | 204,718 |
| Individuals, organizations, and other governments | 30,044 | — |
| Total net position | $ 30,044 | 1,700,798 |

*The notes to the basic financial statements are an integral part of this statement.*

# FIDUCIARY FUNDS STATEMENT OF CHANGES IN FIDUCIARY NET POSITION

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Custodial Funds | Pension and OPEB Trust Funds |
|---|---|---|
| **ADDITIONS:** | | |
| Contributions: | | |
| Employer | $ — | 52,058 |
| Employee | — | 4,613 |
| Total contributions | — | 56,671 |
| Investment income: | | |
| Net increase in the fair value of investments | — | 142,224 |
| Securities lending income | — | 85 |
| Interest and dividends | — | 45,254 |
| Total Investment income | — | 187,563 |
| Less – Investment expense | — | (6,235) |
| Securities lending expense | — | (7) |
| Net investment income | — | 181,321 |
| Taxes collected for other agencies | 2,379,680 | — |
| Court fees collected for other agencies | 128,474 | — |
| Court individual cases | 69,721 | — |
| Sheriff fees collected | 13,848 | — |
| Sheriff inmate account | 4,452 | — |
| Corrections inmate account | 451 | — |
| Seized assets | 2,192 | — |
| Total additions | 2,598,818 | 237,992 |
| **DEDUCTIONS:** | | |
| Benefits paid | — | 120,240 |
| Insurance premiums | — | 4,164 |
| Administrative expenses | — | 1,523 |
| Payments of court fees to other agencies | 128,474 | — |
| Payments of court cases to individual | 51,891 | — |
| Payments of taxes to other agencies | 2,379,680 | — |
| Payments of Sheriff fee to agencies | 13,848 | — |
| Payments from inmates to others | 4,871 | — |
| Distribution of seized assets | 962 | — |
| Total deductions | 2,579,726 | 125,927 |
| Net increase in fiduciary net position | 19,092 | 112,065 |
| Net position – beginning of year | 10,952 | 1,588,733 |
| Net position – end of year | $ 30,044 | 1,700,798 |

*The notes to the basic financial statements are an integral part of this statement.*

# COMPONENT UNITS COMBINING STATEMENT OF NET POSITION

**December 31, 2025**

*(in thousands of dollars)*

| | Public Library | Development Authority | Health Department | Total |
|---|---|---|---|---|
| **ASSETS:** | | | | |
| Current assets: | | | | |
| Cash and cash equivalents | $ 10,371 | 77 | 23,278 | 33,726 |
| Receivables, net of allowance | 715 | – | – | 715 |
| Intergovernmental receivable, current portion | – | 9,800 | – | 9,800 |
| Due from primary government | – | 2,179 | – | 2,179 |
| Economic development contract receivable from primary government, current portion | – | 3,100 | – | 3,100 |
| Due from other governments | – | – | 3,222 | 3,222 |
| Investments | 2,250 | 600 | 10,107 | 12,957 |
| Prepaid expense | 399 | – | – | 399 |
| Total current assets | 13,735 | 15,756 | 36,607 | 66,098 |
| Noncurrent assets: | | | | |
| Intergovernmental receivable from primary government | – | 188,180 | – | 188,180 |
| Economic development contract receivable from primary government, current portion | – | 49,975 | – | 49,975 |
| Due from Rowen Foundation | – | 119,801 | – | 119,801 |
| Asset held for redevelopment | – | 1,116 | – | 1,116 |
| Capital assets, net of depreciation | 4,030 | – | 2,112 | 6,142 |
| Right of use assets, net of amortization | – | – | 6,645 | 6,645 |
| Net OPEB asset | – | – | 3,369 | 3,369 |
| Total noncurrent assets | 4,030 | 359,072 | 12,126 | 375,228 |
| Total assets | 17,765 | 374,828 | 48,733 | 441,326 |
| **DEFERRED OUTFLOWS OF RESOURCES:** | | | | |
| Pension experience differences | 2,748 | – | 990 | 3,738 |
| Pension assumption changes | 490 | – | – | 490 |
| Proportionate share of pension contributions | 276 | – | 12 | 288 |
| Pension contributions subsequent to the measurement date | 1,454 | – | 4,131 | 5,585 |
| OPEB experience differences | 378 | – | 269 | 647 |
| OPEB assumption changes | 635 | – | 447 | 1,082 |
| Proportionate share of OPEB contributions | 1,596 | – | 115 | 1,711 |
| OPEB contributions subsequent to the measurement date | 378 | – | 697 | 1,075 |
| Deferred charge on refunding of bonds | – | 350 | – | 350 |
| Total deferred outflows of resources | 7,955 | 350 | 6,661 | 14,966 |

*continued...*

# COMPONENT UNITS COMBINING STATEMENT OF NET POSITION – *Continued*

| | Public Library | Development Authority | Health Department | Total |
|---|---|---|---|---|
| **LIABILITIES:** | | | | |
| Current liabilities: | | | | |
| Accounts payable | 383 | – | 781 | 1,164 |
| Accrued salaries and related payments | 1,247 | – | – | 1,247 |
| Total current liabilities | 1,630 | – | 781 | 2,411 |
| Noncurrent liabilities: | | | | |
| Due within one year | 363 | 15,079 | 927 | 16,369 |
| Due in more than one year | 26,092 | 238,633 | 146 | 264,871 |
| Right of use liabilities | – | – | 7,912 | 7,912 |
| Due to primary government – economic development contract | – | 119,801 | – | 119,801 |
| Pension liability | – | – | 18,474 | 18,474 |
| Total noncurrent liabilities | 26,455 | 373,513 | 27,459 | 427,427 |
| Total liabilities | 28,085 | 373,513 | 28,240 | 429,838 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | | |
| Pension experience differences | 21 | – | – | 21 |
| Pension investment differences | 4,629 | – | 2,081 | 6,710 |
| Pension assumption changes | 210 | – | – | 210 |
| Proportionate share of pension contributions | 908 | – | 535 | 1,443 |
| OPEB experience differences | 1,452 | – | 388 | 1,840 |
| OPEB assumption changes | 1,873 | – | 1 | 1,874 |
| OPEB investment differences | 89 | – | 921 | 1,010 |
| Proportionate share of OPEB contributions | 1,732 | – | 326 | 2,058 |
| Deferred gain on refunding bonds | – | 261 | – | 261 |
| Total deferred inflows of resources | 10,914 | 261 | 4,252 | 15,427 |
| **NET POSITION:** | | | | |
| Net investment in capital assets | 3,028 | – | 845 | 3,873 |
| Restricted for health programs | – | – | 29,044 | 29,044 |
| Unrestricted | (16,307) | 1,404 | (6,987) | (21,890) |
| Total net position (deficit) | $ (13,279) | 1,404 | 22,902 | 11,027 |

*The notes to the basic financial statements are an integral part of this statement.*

# COMPONENT UNITS COMBINING STATEMENT OF ACTIVITIES

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | | Program Revenues | | | | | |
|---|---|---|---|---|---|---|---|
| | Expenses | Charges for Services | Operating Grants and Contributions | Public Library Total | Development Authority Total | Health Department Total | Total |
| Public library | $ 27,654 | 1,775 | 958 | (24,921) | – | – | (24,921) |
| Development authority | 11,821 | 6 | – | – | (11,815) | – | (11,815) |
| Health department | 34,691 | 8,545 | 35,325 | – | – | 9,179 | 9,179 |
| Total component units | $ 74,166 | 10,326 | 36,283 | (24,921) | (11,815) | 9,179 | (27,557) |
| General Revenues: | | | | | | | |
| Lease interest income – development authority | | | | – | 6,033 | – | 6,033 |
| Intergovernmental revenue from primary government, not restricted for specific programs | | | | 25,745 | – | – | 25,745 |
| Intergovernmental revenue from State of Georgia, not restricted for specific programs | | | | 1,648 | – | – | 1,648 |
| Investment income | | | | 113 | 9 | – | 122 |
| Economic development contract income | | | | – | 7,238 | – | 7,238 |
| Miscellaneous | | | | – | – | (18) | (18) |
| Total general revenues | | | | 27,506 | 13,280 | (18) | 40,768 |
| Change in net position | | | | 2,585 | 1,465 | 9,161 | 13,211 |
| Net position (deficit) – beginning | | | | (15,864) | (61) | 13,741 | (2,184) |
| Net position (deficit) – ending | | | | $ (13,279) | 1,404 | 22,902 | 11,027 |

*The notes to the basic financial statements are an integral part of this statement.*

# DID YOU KNOW

*Financial Services maintained the county's Triple AAA/Aaa bond rating.*



# NOTES TO THE FINANCIAL STATEMENTS

# NOTES TO THE FINANCIAL STATEMENTS


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# NOTE 1.

## Summary of Significant Accounting Policies

The financial statements of Gwinnett County, Georgia, have been prepared in conformity with Generally Accepted Accounting Principles as applied to governmental units. The Governmental Accounting Standards Board is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The more significant accounting policies of the County are described below:

**A. Reporting entity**

The County operates under a Commission-County Administrator form of government. As required by GAAP, the financial statements of the reporting entity include those of the County (the primary government) and its component units. The component units discussed below are included in the County's reporting entity because of the significance of their operational and financial relationships with the County. In conformity with GAAP, as set forth in the Statement of Governmental Accounting Standard No. 14, *The Financial Reporting Entity*, as amended by GASB Statements No. 39, 61, 80, 84, 85, 90, and 97 the component units' financial statements have been included as blended or discretely presented component units. Blended component units, although legally separate entities, are in substance part of the County's operations, so financial data from these units are combined with the financial data of the primary government. Each discretely presented component unit, on the other hand, is reported separately in the governmentwide financial statements to emphasize that it is legally separate from the County. The component units' financial information disclosed within the governmentwide financial statements reflects the most recently audited financial statements. The following is a brief review of each component unit addressed in defining the government's reporting entity.

**Included with the reporting entity as Blended Component Units:**

The **Airport Authority**, consisting of a five-member board, is appointed by the governing Authority of the County. The Airport Authority provides a means to issue revenue bonds for airport facilities. Although it is legally separate from the County, the Airport Authority is reported as if it were part of the primary government because its sole purpose is to finance, construct, equip, and maintain the County airport facility. Bond issuance authorizations are approved by the County, and the County is legally obligated to provide resources in case there are deficiencies in debt service payments. At December 31, 2025, the Authority had no assets, liabilities, or fund net position. In addition, during 2025, the Authority had no revenues or expenses.

The **Public Facilities Authority**, consisting of a three-member board, is appointed by the governing Authority of the County. The Public Facilities Authority provides a means to issue revenue bonds. Although it is legally separate from the County, the Authority is reported as if it were a part of the primary government because its sole purpose is to finance, construct, equip, expand, and maintain County fire station facilities. Bond issuance authorizations are approved by the County, and the County is legally obligated to provide resources in case there are deficiencies in debt service payments. At December 31, 2025, the Authority had no assets, liabilities, or fund balance. In addition, during 2025, the Authority had no revenues or expenses.

The **Recreation Authority**, consisting of a nine-member board, is appointed by the governing Authority of the County. The Recreation Authority provides a means to issue revenue bonds for park facilities. Although it is legally separate from the County, the Recreation Authority is reported as if it were a part of the primary government because its sole purpose is to finance, construct, equip, and expand County park facilities. Bond issuance authorizations are approved by the County's governing Authority, and the County is legally obligated to provide resources in case there are deficiencies in debt service payments. At December 31, 2025, the Authority had no assets, liabilities, or fund balance. In addition, during 2025, the Authority had no revenues or expenses.

The **Stormwater Authority**, consisting of a seven-member board, is appointed by the governing Authority of the County. The Stormwater Authority provides a means to issue revenue bonds for stormwater infrastructure. Although it is legally separate from the County, the Stormwater Authority is reported as if it were a part of the primary government because its sole purpose is to finance, construct, expand, improve, and maintain stormwater management systems and facilities for the County. Bond issuance authorizations are approved by the governing Authority of the County, and the County is legally obligated to provide resources in case there are deficiencies in debt service payments and resources are not available from any other remedies. At December 31, 2025, the Authority had no assets, liabilities, or fund net position. In addition, during 2025, the Authority had no revenues or expenses.

The **Urban Redevelopment Agency** consists of a five-member board that is the same as the governing board of the County. The Urban Redevelopment Agency provides a means to issue revenue bonds. Although it is legally separate from the County, the Authority is reported as if it were a part of the primary government because its sole purpose is to finance, construct, equip, and expand facilities and infrastructure for County redevelopment purposes, and its board is made up of members of the governing board of the County. Bond issuance authorizations are approved by the County, and the County is legally obligated to provide resources in case there are deficiencies in debt service payments. The 2025 activity of the Urban Redevelopment Agency included debt service on existing bonds. This activity is reported in the Economic Development Fund financial statements.

The **Water and Sewerage Authority**, consisting of a five-member board, is appointed by the governing Authority of the County. The Water and Sewerage Authority provides a means to issue revenue bonds for water and sewer facilities. Although it is legally separate from the County, the Water and Sewerage Authority is reported as if it were a part of the primary government because its sole purpose is to finance, construct, equip, and expand County water treatment and transmission facilities. Bond issuance authorizations are approved by the governing authority of the County, and the County is legally obligated to provide resources in case there are deficiencies in debt service payments and resources are not available from any other remedies. The 2025 activity of the Water and Sewerage Authority included debt service on existing bonds. This activity is reported in the Water and Sewerage Fund financial statements.

Complete financial statements and/or audit statements of the individual blended component units may be obtained at the Gwinnett County Department of Financial Services located at:

75 Langley Drive
Lawrenceville, GA 30046

**Included with the reporting entity as Discretely Presented Component Units:**
The **Gwinnett County Public Library** (the "Library") operates the County's public libraries for the residents of the County. The Library Board consists of five members appointed by the Gwinnett County Board of Commissioners. Although the County does not have the authority to approve or modify the Library's operational or capital budgets, it does have the ability to control the amount of funding the County provides. Such funding is significant to the overall operations of the Library. Gwinnett County owns all Library land and building capital assets.

The Library operates on a fiscal year-end of December 31. Complete financial statements of the Library may be obtained at the entity's administrative office at the following address:

Gwinnett County Public Library
1001 Lawrenceville Highway
Lawrenceville, GA 30046

The **Development Authority of Gwinnett County** consists of a seven-member board appointed by the governing authority of the County. The Development Authority's sole purpose is to finance the acquisition or construction of industrial and commercial facilities deemed to be in the public interest through the issuance of bonds. These bonds are issued on behalf of various public or private entities, including the Gwinnett County Board of Education. Neither the Authority, the County, the state, nor any political subdivision thereof is obligated in any manner for repayment of these bonds except for the issuances described below. Accordingly, the bonds are not reported as liabilities in the accompanying financial statements. In 2001, the Development Authority issued revenue bonds for the expansion of the Gwinnett Center, now known as the Gas South District. The County has entered into a lease agreement with the Development Authority to lease the Center for a 30-year period. The 2001 bonds were refinanced in 2010. In 2007, the Development Authority issued revenue bonds for a parking deck at the Gas South District. In 2008, the Development Authority issued revenue bonds to build the baseball stadium, known as Gwinnett Field, and a recycling center. The recycling bonds were cash-defeased in 2010. In early 2017, Gwinnett County and its Development Authority completed the refunding of selected maturities of 2008 Stadium Bonds. The date of issuance for these bonds was January 26, 2017. In 2018, the Development Authority issued revenue bonds for the Gas South District Expansion and Parking Deck Project. In 2020, the Development Authority issued revenue bonds to refund the existing 2007 parking deck bonds, the 2010 arena refunding bonds, and to fund the expansion of the civic center and other improvements on the Gas South District campus. In 2020, the 30 year ground lease with the Development Authority was amended to continue until 2050. The County has pledged hotel/motel tax revenues to the Development Authority to satisfy the lease payments for these issues in an amount equal to the required debt service of the bonds. Also, in 2020, the Development Authority issued revenue bonds to finance the Rowen knowledge community through a loan to the Rowen Foundation. The Series 2020 Bonds are limited obligations of the Authority, payable solely from payments to be made by the County pursuant to an intergovernmental contract in amounts sufficient to enable the Authority to pay principal and interest on the Series 2020 Bonds when due. Therefore, due to these agreements, a significant financial relationship exists, and the Development Authority is reported as a discretely presented component unit. The Development Authority operates on a fiscal year-end of December 31.

Complete financial statements of the individual component unit may be obtained at the Gwinnett County Department of Financial Services located at:

75 Langley Drive
Lawrenceville, GA 30046

The **Gwinnett County Board of Health**, doing business as the Gwinnett County Health Department, is considered a discretely presented component unit based upon the criteria in GASB Statement No. 14, as amended. The Board of Health consists of seven members. Two members are appointed by the city of Lawrenceville. The Gwinnett Board of Commissioners appoints three members, and the Chairman/Chairwoman of the Board of Commissioners (or their designee) serves as a member. The County Superintendent of Schools rounds out the membership. County appointments or members make up the majority of the Board of Health. The County contributed approximately 6.1 percent of the board's revenues during its fiscal year ended June 30, 2025. Because the County appoints the majority of the board and because of the financial relationship between the Health Department and the County, the Health Department is reported as a discretely presented component unit.

The Board of Health operates on a June 30 fiscal year. The financial information presented for this discretely presented component unit is as of June 30, 2025.

The County does not prepare the financial statements of the Board of Health. The Board of Health engages other auditors to perform an audit of its financial records. Complete financial statements of the Gwinnett County Health Department may be obtained at the following address:

GNR Health
2570 Riverside Parkway
Lawrenceville, GA 30046

**Related Organizations**

The **Housing Authority of Gwinnett County** (the "Housing Authority") is considered a related organization based upon the criteria in GASB Statement No. 14. Pursuant to *Official Code of Georgia Annotated (O.C.G.A.) §8-3-4*, the Housing Authority is a separate legal entity from Gwinnett County. Further, pursuant to *O.C.G.A. §8-3-50*, the County appoints a voting majority of the Housing Authority members. However, the County is not able to impose its will upon the Housing Authority nor does a financial benefit/burden relationship exist between them.

The **Arts Facility Authority** is considered a related organization based upon the criteria in GASB Statement No. 14. The Arts Facility Authority is a separate legal entity from Gwinnett County. The County appoints the five-member board of the Arts Facility Authority. However, the County is not able to impose its will upon the Arts Facility Authority nor does a financial benefit/burden relationship exist between them.

**Joint Venture**

The Atlanta Regional Commission is considered a joint venture based upon the criteria in GASB Statement No. 14, as amended. Under Georgia law, the County, in conjunction with other cities and counties in the 10-county metropolitan Atlanta, Georgia area, is a member of the ARC. Membership in a Regional Commission is required by *O.C.G.A. §50-8-34*, which provides for the organizational structure of the RC in Georgia. The County paid dues in the amount of $1,216,534 to the ARC for the year ended December 31, 2025. The ARC Board membership includes the chief elected official of each county and municipality of the area. *O.C.G.A. §50-8-39.1* provides that the member governments are liable for any debts or obligations of an RC. Complete financial statements of the RC may be obtained at the following address:

Atlanta Regional Commission
40 Courtland Street NE
Atlanta, GA 30303

**B. Governmentwide and fund financial statements**

The governmentwide financial statements (i.e., the statement of net position and the statement of activities) report information on all of the nonfiduciary activities of the primary government and its component units. For the most part, the effect of interfund activity has been removed from these statements. Governmentwide financial statements do not provide information by fund, but distinguish between the County's governmental activities and business-type activities. 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 discretely presented component units. The statement of net position includes noncurrent assets and liabilities. In addition, the governmentwide statement of activities reflects depreciation expenses on the County's capital assets.

The statement of activities demonstrates the degree to which the direct expenses of a given function or segment are offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function or segment. Program revenues include: 1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment; and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Taxes and other items not considered program revenues are reported instead as general revenues.

Separate financial statements are provided for governmental funds, proprietary funds, and fiduciary funds, even though the latter are excluded from the governmentwide financial statements. Major individual government funds and major individual enterprise funds are reported as separate columns in the fund financial statements.

**C. Measurement focus, basis of accounting, and financial statement presentation**

The governmentwide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting, as are the proprietary and fiduciary fund financial statements. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in the year for which they are levied. 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 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 government generally considers revenues to be available if they are collected within 30 days of the end of the current fiscal period. Major revenue sources, which are susceptible to accrual, are property tax, sales tax, insurance premium tax, and intergovernmental revenue. Similar to accrual accounting, expenditures generally are recorded when a liability is incurred. However, debt service expenditures, including lease and subscription liabilities, as well as expenditures related to compensated absences and claims and judgments, are recorded only when payment is due. General capital asset acquisitions, including entering into contracts giving the County the right to use assets, are reported as expenditures in governmental funds. Issuance of long-term debt and financing through leases are reported as other financing sources. In accordance with GASB Statement No. 33, *Accounting and Financial Reporting for Nonexchange Transactions*, the corresponding assets (receivables) in non-exchange transactions are recognized in the period in which the underlying exchange occurs, when an enforceable legal claim has arisen, when all eligibility requirements have been met, or when resources are received, depending on the revenue source. For 2025, the County has recorded a $65.6 million receivable and unavailable revenue for insurance premium tax due from the state of Georgia for taxes collected in 2025, which will be paid to the County in 2026. The County has recorded $26.6 million receivable and unavailable revenue for property taxes and special assessments levied in 2025 and prior years, but expected to be collected in 2026 (adjusted for an allowance for doubtful accounts). The County also recorded a $4.5 million receivable and unavailable revenue for emergency medical services provided in 2025, but expected to be collected in 2026 (adjusted for an allowance for doubtful accounts).

Major individual governmental funds and major individual enterprise funds are reported as separate columns in the fund financial statements. The non-major governmental and enterprise funds are aggregated into a single column within the respective fund financial statements.

**The County reports the following major governmental funds:**
The **General Fund** is Gwinnett County's primary operating fund. It accounts for all financial resources of the general government, except those required to be accounted for in another fund.

The **Fire and Emergency Medical Services District Fund** accounts for the revenues and expenditures attributable to the Fire and Emergency Medical Services District. This district includes all properties within unincorporated Gwinnett County and all cities except Loganville. The city of Loganville operates its own fire department, but residents and businesses continue to receive County-provided emergency medical services. Properties in this district are taxed based on the services they receive. Property taxes and ambulance fees are the major revenue sources for this fund and are restricted to provide fire and emergency medical services in the district.

The **Police Services District Fund** accounts for the revenues and expenditures attributable to the Police Services District. This district includes all properties within unincorporated Gwinnett County and cities that do not operate their own police departments. Gwinnett County is responsible for providing police protection within this district. Properties in this district are taxed based on the services they receive. Property taxes and insurance premium taxes are the major revenue sources for this fund. Minor resources include permits and licenses, fines and forfeitures, and charges for services. These revenues are restricted to provide police services in the district.

The **ARPA Fund** accounts for all Local Fiscal Recovery Funds received through the *American Rescue Plan* (ARP) *Act* of 2021 .

The **Other Capital Projects Fund** accounts for the financial resources to be used for the purchase and construction of major capital facilities, other than those accounted for in specific funds, which are not financed by the proprietary funds. The primary resource for this fund is contributions from governmental operating funds.

The **2014 Sales Tax Fund** accounts for the financial resources provided from the 2014 one percent Special Purpose Local Option Sales Tax. Such resources are to be used for libraries, parks and recreation, public safety, transportation projects, and senior service facilities.

The **2017 Sales Tax Fund** accounts for the financial resources provided from the 2017 one percent Special Purpose Local Option Sales Tax. Such resources are to be used for libraries, parks and recreation, public safety, senior service facilities, transportation projects, and civic center expansion.

The **2023 Sales Tax Fund** accounts for the financial resources provided from the 2023 one percent Special Purpose Local Option Sales Tax. Such resources are to be used for the purpose of funding transportation projects, public safety facilities including a new police headquarters, recreational facilities, renovations of County facilities, and senior service facilities.

**The County reports the following major proprietary funds:**
The **Water and Sewerage Fund** accounts for the activities of the Water and Sewerage Authority, a blended component unit of the government and the Water and Sewerage System. The system includes sewage treatment plants, sewage pumping stations and collection systems, and the water production plants and distribution systems.

The **Stormwater Fund** accounts for the provision of stormwater services to the residents of the County, including administration, operations, maintenance, billing, and collections.

The **Economic Development Operating Fund** supports debt service and operations related to economic development. Debt service payments occur biannually in March and September.

The **Solid Waste Operating Fund** accounts for the operations as provided in the *Solid Waste Collection and Disposal Services Ordinance*. Tax revenues are received quarterly from non-exclusive franchise fees paid by commercial waste haulers. Residential service fees are paid by homeowners in unincorporated Gwinnett County and reported as Charges for Services. Payments to haulers lag one month.

**Internal Service Funds** are used to report any activity that provides goods or services to other funds, departments, or agencies of the primary government on a cost reimbursement basis. The County's internal service funds include the Group Self-Insurance, Risk Management, Fleet Management, Auto Liability, and Administrative Support Funds.

**Proprietary Funds** distinguish operating revenues and expenses from non-operating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the enterprise and internal service funds are charges to customers for sales and services. The Water and Sewerage Fund also recognizes as operating revenue the portion of tap fees intended to recover the cost of connecting new customers to the system. Operating expenses for enterprise funds and internal service funds also include administrative expenses and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

**The County also reports the following fiduciary fund types:**
**Custodial Funds** account for assets held by the government as an agent for the Tax Commissioner, Clerk of Court, Recorder's Court, Sheriff, Probate Court, Corrections, and District Attorney. Custodial Funds are accounted for on the full accrual basis of accounting.

**Pension and Other Employee Benefit Trust Funds** account for the County's Defined Benefit Pension Plan and Other Post-Employment Benefits. These funds accumulate resources for pension and post-employment benefit payments to and on behalf of qualified retirees.

**D. Cash, Cash Equivalents, and Investments**

Cash and cash equivalents include demand deposits and savings accounts with financial institutions and deposits with fiscal agents. State of Georgia statutes and the County's investment policy authorize the County to invest in direct obligations of the U.S. government; obligations insured or guaranteed by the U.S. government or a U.S. government agency; obligations of any U.S. government instrumentally or sponsored corporation; prime bankers' acceptances; obligations of the state of Georgia and its political subdivisions; certain collateralized repurchase agreements; certain customized and collateralized bank products; and the state of Georgia Office of State Treasurer's investment pools. The County's non-participating interest-earning investment contracts are recorded at cost. The remaining investments are carried at fair value.

There is negligible credit risk associated with the County's investments primarily due to reliance upon securities of the U.S. government and its agencies or instrumentalities by both the County and the Office of the State Treasurer. As with any fixed-income portfolio, market price risk exists in a changing interest rate environment and some of the County's investments are subject to decline in fair value as interest rates fluctuate. Securities with more than a small amount of market risk are held almost exclusively as investment of capital funds to be used for projects with long construction schedules.

Operating funds are currently invested in the Georgia Fund Liquidity Pools, certificates of deposit of short duration, and U.S. government agency securities. Operating funds are also held in non-interest bearing checking accounts insured by the Federal Deposit Insurance Corporation and collateralized through the Georgia Secure Deposit Program or maintained in fully collateralized, interest-bearing demand deposit, savings, and public funds money market accounts with financial institutions. The Georgia Fund operates as a stable asset value investment pool and is rated AAAf by Standard and Poor's. The Georgia Fund is managed by the Office of the State Treasurer under the policies included in Georgia Law *O.C.G.A. §36-83-1* and *§36-83-8*, and Georgia Fund Prime is managed by Federated Hermes under the direction of the Office of the State Treasurer. The pools distribute earnings (net of management fees) on a monthly basis and determines participants' shares sold and redeemed based on $1 per share. The pool also adjusts the value of investments to fair value as of year-end, and the County's investment in Georgia Fund 1 is reported at fair value. The County considers amounts held in the Georgia Fund as cash equivalents for financial statement presentation. *(See **Note 3 – Cash, Cash Equivalents, and Investments** for additional information).*

Pension and OPEB Trust Funds – The Pension and OPEB Trust Funds are authorized to invest in obligations of the United States Treasury or its agencies and instrumentalities; collateralized mortgage obligations; asset and mortgage-backed securities; taxable bonds that are obligations of any state and its agencies, instrumentalities, and political subdivisions; and certificates of deposit of national or state banks that are fully insured or collateralized by United States obligations. They are authorized to invest in common stocks, money market instruments, and corporate bonds and debentures that are not in default as to principal and interest. Additionally, they are authorized to invest in alternative investment strategies including private debt and private equity. Investments are recorded at fair value.

**E. Interfund Receivables/Payables**

During the course of operations, numerous transactions occur between individual funds for goods provided or services rendered. For the most part, the effect of interfund activity has been removed from the governmentwide statement of net position. Any residual balances outstanding between the governmental and business-type activities are reported in the governmentwide statement of net position as "internal balances." In the fund-level balance sheets or statements of net position, these receivables and payables are classified as "due from other funds" or "due to other funds."

**F. Inventories**

Inventories are valued at cost using a weighted average costing assumption. The cost of inventories is recorded as an expenditure at the time individual inventory items are consumed (consumption method).

**G. Prepaid Items**

Payments made to vendors for services that will benefit periods beyond the balance sheet date are recorded as prepaid items. The cost of the related payment is recorded as an expenditure over the time the related services are provided (consumption method).

**H. Capital Assets**

Capital assets, which include property, plant, equipment, right-to-use lease assets, subscription-based information technology arrangements (SBITA), and infrastructure assets (e.g., roads, bridges, dams, and similar items), are reported in the applicable governmental or business-type activities columns in the governmentwide financial statements. Governmental capital assets are recorded as expenditures (capital outlay) in the governmental funds and capitalized at cost in the governmentwide statement of net position. The County's capitalization threshold is $300,000 for right-to-use leases, IT subscriptions, and public-private partnership arrangements, $25,000 for software, and $5,000 for all other assets. Some assets under the threshold are capitalized for control purposes.

Capital assets are recorded at historical cost. Donated capital assets are recorded at their estimated acquisition value at the date of donation.

The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend an asset's useful life are expensed as incurred.

Major outlays for capital assets and major improvements are capitalized as projects are constructed.

In accordance with the Governmental Accounting Standards Board Statement No. 89, *Accounting for Interest Cost Incurred before the End of a Construction Period*, interest incurred during the construction period of capital assets is recorded as an expense and is not included as part of the capitalized value of the assets.

Depreciation for capital assets and right-to-use leased assets are calculated using the straight-line method over the following estimated useful lives:

| Assets | Years |
|---|---|
| Buildings | 25 – 50 |
| Infrastructure | 45 – 50 |
| Improvements (other than buildings) | 10 – 99 |
| Right-to-use assets | 15 |
| Equipment | 3 – 10 |
| Intangibles | 3 – 5 |
| Intangible Right-to-use assets | |
| Software | 3 – 5 |
| Equipment | 3 – 5 |
| Vehicles | 2 – 15 |

**I. Restricted Assets**

Certain proceeds of enterprise fund revenue bonds, as well as certain resources set aside for their repayment, are classified as restricted assets on the statement of net position because their use is limited by applicable debt covenants.

**J. Deferred Outflows/Inflows of Resources**

Deferred outflows of resources represent a consumption of net assets that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/expenditure) until then. The County reports the deferred charge on debt refunding, goodwill, pension related deferred outflows of resources, and OPEB-related deferred outflows of resources in the proprietary funds and the governmentwide statement of net position. A deferred charge on debt refunding results from the difference in the carrying value of refunded debt and its reacquisition price. This amount is deferred and amortized over the shorter of the life of the refunded or refunding debt. This amount is deferred and amortized over future periods. Pension and OPEB-related deferred outflows of resources are discussed more in ***Note 14*** and ***Note 15***.

Deferred inflows of resources represent an acquisition of net assets that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The County reports the deferred gain on refunding, pension related deferred inflows of resources, and OPEB-related deferred inflows of resources in the proprietary funds and the governmentwide statement of net position. A deferred gain on debt refunding results from the difference in the carrying value of refunded debt and its reacquisition price. This amount is deferred and amortized over the shorter of the life of the refunded or refunding debt. The County also reports a deferred inflow of resources for leasing arrangements. The deferred inflow of resources is recognized as revenue over the life of the lease term.

Goodwill results from transactions where the consideration provided exceeds the net position acquired. In accordance with the Governmental Accounting Standards Board Statement No. 69 as clarified by Statement No. 85, effective for 2018 and later years, Goodwill is reported as a deferred outflow of resources. The following is a summary of changes in Goodwill for the year ended December 31, 2025 (in thousands of dollars):

| Goodwill | Balance January 1, 2025 | Increase | Decrease | Balance December 31, 2025 |
|---|---|---|---|---|
| City of Grayson Water System | $ 19 | $ — | $ 2 | $ 17 |
| City of Duluth Water System | 245 | — | 36 | 209 |
| Total | $ 264 | $ — | $ 38 | $ 226 |

The County has unavailable revenue, which arises only under the modified accrual basis of accounting, that qualifies for reporting in this category on the governmental funds balance sheet. The following amounts are deferred and recognized as an inflow of resources in the period that the amounts become available (in thousands of dollars):

| Unavailable Revenues | General | Fire and EMS Services District | Police Services District | Non-Major Governmental | Total |
|---|---|---|---|---|---|
| Property taxes | $ 12,103 | $ 5,820 | $ 3,885 | $ 4,567 | $ 26,375 |
| Insurance premium taxes | — | — | 65,643 | — | 65,643 |
| Emergency medical services | — | 4,509 | — | — | 4,509 |
| Special assessments | — | — | — | 185 | 185 |
| Total | $ 12,103 | $ 10,329 | $ 69,528 | $ 4,752 | $ 96,712 |

**K. Compensated Absences**

The County implemented GASB Statement No. 101, as of January 1, 2024, which updates the recognition, measurement, and disclosure requirements for compensated absences and supersedes GASB 16. The standard establishes a unified model for accounting for all types of compensated absences, aiming to achieve improved and comparable financial reporting. It defines compensated absences as leave for which employees may receive cash payments for time off, unused leave upon termination, or non-cash settlements. The standard focuses on recognizing liabilities for compensated absences that are “more likely than not” to be paid or settled, using a unified model for all types of compensated absences.

The County's financial statements previously included compensated absences such as annual leave for all employees and sick leave for employees participating in the Defined Contribution (DC) pension plans. For employees in the DC Pension plan, the County pays out in cash a portion of accumulated sick leave at retirement. The amount accrued for sick leave is estimated based on the amount which is probable to be paid. To implement GASB Statement 101, the County evaluated all leave policies and added a liability for retirement reserve balances.

According to the County's policy, for DC Pension Plan participants, all accumulated retirement reserve leave will be paid out at 60% of the employee's regular salary upon their retirement. Similar to the sick leave liability, the retirement leave liability calculation includes an estimated probability of retirement with the County. Since GASB Statement 101 is to be treated as a change in accounting principle, the County implemented it retroactively.

**L. Estimated Claims Payable**

The liability for claims and judgments against the County, including the estimated liability for claims incurred but not reported at year-end, has been accrued in the County's Risk Management, Group Self-Insurance, and Auto Liability Funds (internal service funds), and the governmentwide statement of net position.

**M. Pension Plan(s) and Other Post-Employment Benefits**

The County provides a defined benefit pension plan to a segment of the workforce. Eligibility is based on employment status and a vesting period. Benefits are based on years of service and other factors. As of January 1, 2016, it is the County's policy to fund the service cost and amortization of any unfunded prior service cost over 17 years. As discussed in ***Note 14***, a defined contribution plan was established effective August 1, 2000, to provide retirement benefits for appointed employees, appointed officials, and elected officials. Effective January 1, 2007, all new eligible employees were required to participate in this plan, and the defined benefit plan was closed to new employees. The County provides certain other benefits to retirees and otherwise terminated employees as post-employment benefits.

**N. Long-term Obligations**

In the governmentwide financial statements and proprietary fund types in the fund financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities, business-type activities, or proprietary fund type statement of net position. Bond premiums and discounts are accrued and amortized over the life of the bonds using the bonds-outstanding method, which approximates the effective interest method. Bonds payable are reported net of the applicable bond premium or discount. Bond issuance costs are expensed upon issuance.

In the fund financial statements, governmental fund types recognize bond premiums and discounts, as well as issuance costs, during the current period. The face amount of debt issued is reported as other financing sources. Premiums received on debt issuances are reported as other financing sources while discounts on debt issuances are reported as other financing uses.

**O. Fund Balance**

Fund balance represents the difference between assets and liabilities and deferred inflows of resources in reporting which utilizes the current financial resources measurement focus. In conformity with GAAP, as set forth in the Statement of Governmental Accounting Standards No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, the County established fund balance classifications that comprise a hierarchy based primarily on the extent to which a government is bound to observe constraints imposed upon the use of the resources reported in governmental funds. Fund balances are classified as follows:

- **Nonspendable –** Fund balances are reported as nonspendable when amounts cannot be spent because they are either (a) not in spendable form (i.e., items that are not expected to be converted to cash) or (b) legally or contractually required to be maintained intact.
- **Restricted –** Fund balances are reported as restricted when there are limitations imposed on their use either through the enabling legislation adopted by the County or through external restrictions imposed by creditors, grantors, or laws or regulations of other governments.

- **Committed –** Fund balances are reported as committed when they can be used only for specific purposes pursuant to constraints imposed by formal action of the Board of Commissioners through the adoption of a resolution. Only the Board of Commissioners, through a resolution, may modify or rescind the commitment.
- **Assigned –** Fund balances are reported as assigned when amounts are constrained by the County's intent to be used for specific purposes, but are neither restricted nor committed. The County Administrator, Deputy County Administrator, and Chief Financial Officer/Director of Financial Services collectively are authorized by the General Fund Operating Reserve Policy approved by the Board of Commissioners to assign fund balances for specific purposes in accordance with the intent and actions of the Board of Commissioners.
- **Unassigned –** The General Fund is the only fund that reports a positive unassigned fund balance. In other governmental funds, it is not appropriate to report a positive unassigned fund balance amount. However, if expenditures incurred for specific purposes exceed the amounts that are restricted, committed, or assigned to those purposes, it may be necessary to report a negative unassigned fund balance in that fund.

When both restricted and unrestricted resources are available for use, it is the County's policy to use restricted resources first, then unrestricted resources as they are needed. For unrestricted amounts of fund balance, it is the County's policy to use fund balance in the following order:

- Committed
- Assigned
- Unassigned

In order to maintain a prudent level of financial resources to guard its stakeholders against service disruption in the event of unexpected temporary revenue shortfalls or unpredicted one-time expenditures, Gwinnett County operates under the following fund balance reserve policies:

**General Fund Reserve Policy –** The County maintains a minimum level of unassigned fund balance in the General Fund equivalent to three months of regular, ongoing operating expenditures (including transfers out).

**Special Revenue Funds Reserve Policy –** The County maintains a minimum level of restricted or committed fund balance equivalent to three months of regular, ongoing operating expenditures (including transfers out) in all special revenue operating funds that receive property tax revenue (i.e., Recreation District Fund), assess a fee directly to residents (i.e., Speed Hump Fund), or include operational expenditures for more than 25 employees (i.e., E-911 Fund). Amounts used in the special revenue funds reserve policy calculation should not include any amounts allocated for another purpose by the Board of Commissioners.

**Enterprise Funds Reserve Policy –** The County maintains a minimum level of working capital in enterprise funds equivalent to three months of regular, ongoing operating expenses (including transfers out), except for the Local Transit Operating Fund, which is reported as part of the Transit Fund. The Local Transit Operating Fund, or any fund that is subsidized by the General Fund on an ongoing basis, maintains reserves equal to one month of regular, ongoing operating expenses (including transfers out), with any excess reverting back to the General Fund. For purposes of this calculation, working capital includes long-term investments that can be liquidated within five business days.

### P. Net Position

Net position represents the difference between the assets and deferred outflows of resources, and the liabilities and deferred inflows of resources in reporting which utilizes the economic resources measurement focus. Net investment in capital assets consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowing used (i.e., the amount that the County has spent) for the acquisition, construction, or improvement of those assets. Net position is reported as restricted using the same definition used for restricted fund balance described in the section above. The remaining net position is reported as unrestricted.

The County applies restricted resources first when an expense is incurred for purposes for which both restricted and unrestricted net position is available.

**Q. Interfund Transactions**

Interfund services provided and used are accounted for as revenues and expenditures or expenses. Transactions that constitute reimbursements to a fund for expenditures/expenses that are properly applicable to another fund are recorded as expenditures/expenses in the reimbursing fund and as reductions of expenditures/expenses in the fund that is reimbursed. All other interfund transactions, except interfund services provided and used, are reported as transfers.

**R. Connection Charges**

In the enterprise funds, fees charged to connect to the County's water and sewerage system, up to the cost of the connection, are recorded as operating income. The remaining portions of the fees are recorded as capital contributions.

**S. System Development Charges**

In the Water and Sewerage Fund, system development charges, in accordance with the *Water and Sewerage Ordinance*, are recorded as capital contributions.

**T. Statement of Cash Flows**

For purposes of the statement of cash flows, cash management pools, deposits in the Georgia Fund state investment pool, and investments purchased with an original maturity date of three months or less are considered cash equivalents.

**U. Allocation of Indirect Expenses**

The County allocates indirect expenses of the General Fund and Administrative Support Fund to the enterprise funds and certain governmental functions based on their respective use of indirect services.

**V. Management Estimates**

The preparation of financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets and deferred outflows of resources and liabilities and deferred inflows of resources and the reported amount of revenues and expenditures/expenses during the reporting period. Actual results could differ from those estimates.

**W. Leases**

A lease is a contract that discloses control of the right to use another entity's nonfinancial asset (i.e., buildings, land, vehicles, and equipment) in an exchange for a period of time as specified in the contract.

In accordance with the Governmental Accounting Standards Board Statement No. 87, the preparation of government-wide financial statements with a lease contract necessitates the lessee to recognize a lease liability and an intangible right-to-use lease asset. A lessor must recognize a lease receivable and a deferred inflow of resources. Gwinnett County recognizes lease liabilities with an initial value of $300,000. Meeting these requirements will enhance the relevance and consistency of information about governments' leasing activities.

**Lessee**

At the commencement of a lease, the County initially measures the lease liability at the present value of payments expected to be made during the lease term. Subsequently, the lease liability is reduced by the principal portion of lease payments made. The lease asset is measured as the initial amount of the lease liability, adjusted for lease payments made at or before the lease commencement date, plus certain initial direct costs. Subsequently, the lease asset is amortized on a straight-line basis over its useful life.

Key estimates and judgments related to leases include how the County determines (1) the discount rate it uses to discount the expected lease payments to present value, (2) lease term, and (3) lease payments:

a. The County uses the interest rate charged by the lessor as the discount rate. When the interest rate charged by the lessor is not provided, the County generally uses its estimated incremental borrowing rate as the discount rate for leases.

b. The lease term includes the noncancellable period of the lease. Lease payments included in the measurement of the lease liability are composed of fixed payments and purchase option prices that the County is reasonably certain to exercise.

The County monitors changes in circumstances that would require a remeasurement of its leases and will remeasure the lease asset and liability if certain changes occur that are expected to significantly affect the amount of the lease liability.

Lease assets are reported with other capital assets and lease liabilities are reported with long-term debt on the statement of net position.

**Lessor**

At the commencement of a lease, the County initially measures the lease receivable at the present value of payments expected to be received during the lease term. Subsequently, the lease receivable is reduced by the principal portion of lease payments received. The deferred inflow of resources is initially measured as the initial amount of the lease receivable, adjusted for lease payments received at or before the lease commencement. Subsequently, the deferred inflow of resources is recognized as revenue over the life of the lease term.

The County monitors changes in circumstances that would require a remeasurement of its lease and will remeasure the lease receivable and deferred inflow of resources if certain changes occur that are expected to significantly affect the amount of the lease receivable.

Key estimates and judgments related to leases include how the County determines (1) the discount rate it uses to discount the expected lease payments to present value, (2) lease term, and (3) lease payments:

a. The lessee uses the interest rate charged by the County as the discount rate. When the interest rate charged by the County is not provided, the lessee generally uses its estimated incremental borrowing rate as the discount rate for leases.

b. The lease term includes the noncancellable period of the lease. Lease payments included in the measurement of the lease liability are composed of fixed payments and purchase option prices that the lessee is reasonably certain to exercise. More information on lease receivables can be found in ***Note 9***.

**X. Subscription Based Information Technology Arrangements (SBITA)**

The County implemented GASB Statement No. 96, *Subscription-Based Information Technology Arrangements (SBITA),* as of January 1, 2023. This statement (1) defines a SBITA; (2) establishes that a SBITA results in a right-to-use subscription asset and a corresponding subscription liability; (3) provides the capitalization criteria for outlays other than subscription payments, including implementation costs of a SBITA; and (4) requires note disclosures regarding a SBITA.

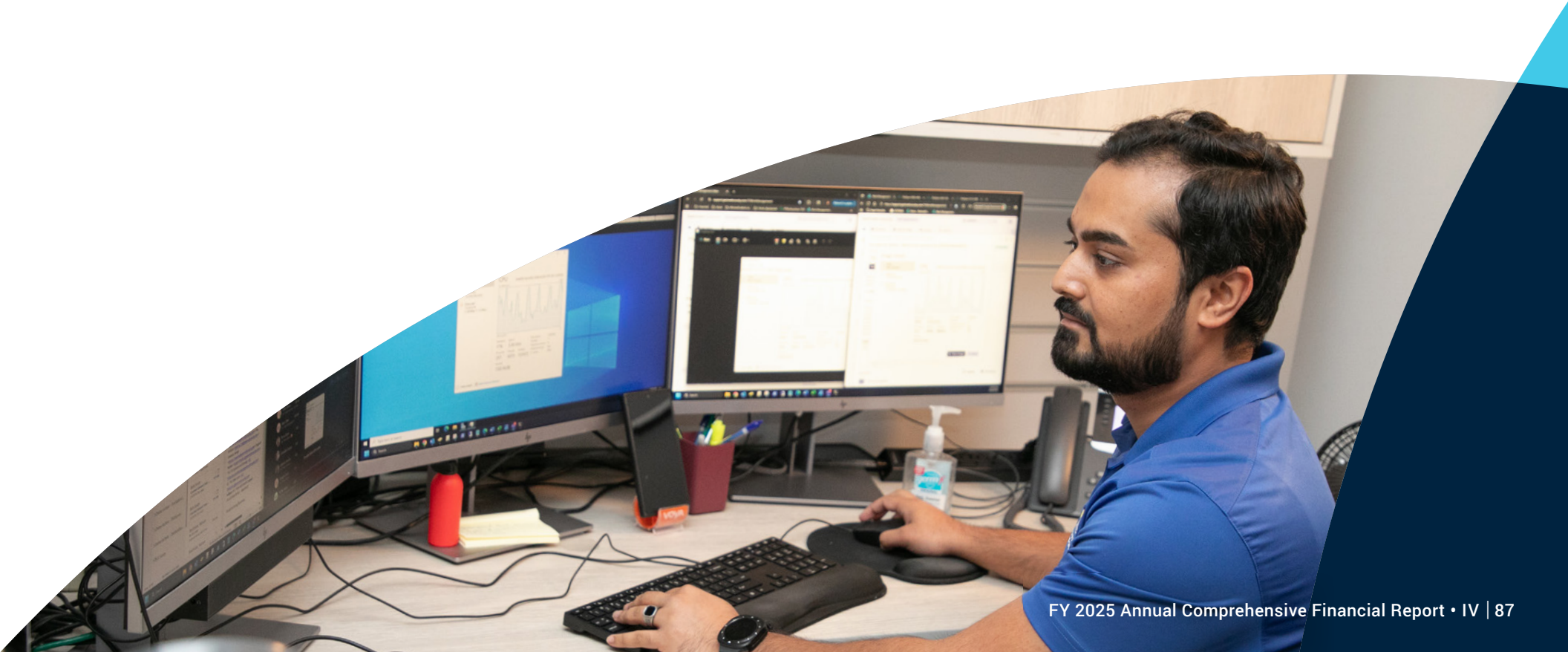
The subscription asset should be initially measured as the sum of (1) the initial subscription liability amount, (2) payments made to the SBITA vendor before commencement of the subscription term, and (3) capitalizable implementation costs, less any incentives received from the SBITA vendor at or before the commencement of the subscription term. A government should recognize amortization of the subscription asset on a straight-line bases as an outflow of resources over the subscription term or the useful life of the assets.

The objective of this standard is to better meet the informational needs of financial statement users by establishing uniform accounting and financial reporting requirements for SBITAs, improving the comparability of financial statements among governments that have entered into SBITAs, and enhancing the understandability, reliability, relevance, and consistency of information about SBITAs.

**Y. Public-Private and Public-Public Partnerships (PPPs)**

The County implemented GASB Statement No. 94, *Public-Private and Public-Public Partnerships (PPPs) and Availability Payment Arrangements (APAs)*, as of January 1, 2023. The Gwinnett County Airport Authority's agreement with Sheltair Aviation met the criteria set forth in GASB No. 94.

Per GASB No. 94, a PPP is an arrangement in which a government (the transferor) contracts with an operator (a governmental or nongovernmental entity) to provide public services by conveying control of the right to operate or use a nonfinancial asset, such as infrastructure or other capital asset (the underlying PPP asset), for a period of time in an exchange or exchange-like transaction. Some PPPs meet the definition of a service concession arrangement (SCA), which the GASB Board defines in Statement No. 94 as a PPP in which (1) the operator collects and is compensated by fees from third parties; (2) the transferor determines or has the ability to modify or approve which services the operator is required to provide, to whom the operator is required to provide the services, and the prices or rates that can be charged for the services; and (3) the transferor is entitled to significant residual interest in the service utility of the underlying PPP asset at the end of the arrangement.



# NOTE 2.

## Legal Compliance – Budgets

**The County follows these procedures in establishing the budgetary data reflected in the financial statements:**

1. Prior to December 1, the Chairman/Chairwoman submits a proposed budget to the Board of Commissioners governing expenditures of all County funds for the fiscal year commencing the following January 1.

2. In December, the Board of Commissioners holds a public hearing on the proposed budget to obtain citizen comments.

3. The Board of Commissioners formally adopts the budget (or continuation budget if the Board requires additional review of the proposed budget) at the first regular meeting in January of the current budget year. Once the Board has agreed on the proposed budget, a resolution is adopted by the Board replacing the proposed budget. A balanced budget is required by law. The budget specifies the anticipated funding sources for each fund and making appropriations for proposed expenditures to the departments or agencies named in each fund; and

4. Expenditures of any Operating Budget Fund or Capital Budget Fund shall not exceed the Appropriations authorized by this Budget Resolution and any amendments thereto or Actual Funding Sources, whichever is less; and

5. Expenditures of any Operating Budget Fund or Capital Budget Fund are subject to the policies as established by the Board of Commissioners and the County Administrator; and

6. Consistent with the *Official Code of Georgia Annotated § 33-8-8.3*, proceeds from the tax on insurance premiums in the amount of $65,643,000 are recorded within the Police Services Special District Fund for the primary purpose of funding police protection to inhabitants of unincorporated Gwinnett in its entirety, budgeted at $218,988,749 and remaining funding of $153,345,749 anticipated from direct revenues and taxes.

7. Certain capital project budgets are adopted on a multiple-year project budgets as provided for in *Official Code of Georgia Annotated § 36-81-3(b)(2)*.

8. The Department of Community Services shall be separated into the Department of Community Services and the Department of Parks and Recreation, and the funding and positions shall be in accordance with the appropriate funds herein; and

9. Indirect Cost Allocations and Contributions as appropriated in any Fund within the various accounts of a Department or Agency are restricted for the express purpose as designated; and

10. The budget shall be amended so as to adapt to changing governmental needs during the fiscal year as follows: Any increase in Appropriations in any Fund for a Department or Agency, whether through a change in anticipated revenues in any fund or through a transfer of appropriations among departments or agencies, shall require the approval of the Board of Commissioners, except in the following cases where authority is granted to:

    The Department or Agency Director to:

    (a) set fee structures provided that they are not restricted by rate setting policies and agreements; and allocate Operating funds previously approved between various accounts in the General Operating Expense category to fund planned expenses; and

    (b) allocate funds previously approved between existing capital projects within the SPLOST programs or Enterprise Funds, within Department or Agency, within the same category of projects.

The Director of Financial Services to:

(a) allocate funds to appropriate Department or Agency from insurance proceeds for the replacement or repair of damaged equipment items;

(b) authorize preparation and submission of applications for grant funding; however, acceptance of all grant awards is subject to the approval of the Board of Commissioners;

(c) adjust revenue and appropriation budgets to close grant awards upon receipt of final payment and completion of the grant to match collections and expenses;

(d) transfer funds resulting from under expenditures in completed capital projects into contingencies and reserves;

(e) adjust revenue and appropriation budgets within Department or Agency between capital categories/projects and revise allocated funding previously approved, or transfer appropriations among fiscal years for projects as necessary to allow completion of each project and cover existing obligations/expenses; however, in no case shall appropriations exceed actual available funding sources;

(f) adjust revenue and appropriation budgets to incorporate collected revenue for confiscated assets in Special Use Funds, Authority Imaging Fund, bond forfeitures, and capital projects to be allocated in contingencies or relevant project; adjust revenue and appropriations budgets in capital projects to account for revenue that was previously budgeted but uncollected.

The CFO/Deputy County Administrator to:

(a) transfer appropriations in any Fund among the various categories within a Department or Agency so long as the total budget for the Department or Agency is not increased;

(b) approve transfer of funds from savings in Department or Agency existing budget to fund unplanned expenses;

(c) allocate funds from any contingency or reserve to cover existing obligations/expense; however, in no case shall appropriations exceed actual available funding sources.

The County Administrator to:

(a) transfer funds from Department or Agency budgets to Contribution to Capital Projects for amounts up to $100,000;

(b) transfer funds within a capital fund from fund or program contingencies and/or savings in existing projects to establish new projects up to $250,000;

(c) reallocate funding among projects approved by the Board of Commissioners;

(d) transfer funds to establish new projects related to economic development, Special Purpose Local Option Sales Tax Programs, or Enterprise Funds within a capital fund from program contingencies and/or savings in existing projects;

(e) discontinue previously approved capital projects that are no longer feasible and transfer remaining funds to contingencies or reserves; and

11. Such amendments shall be recognized as approved changes to this resolution in accordance with *Official Code of Georgia Annotated § 36-81-3*. These authorities for transfers of appropriations shall not be used as an alternative to the normal budget process, and are intended to be used only when necessary to facilitate the orderly management of projects and/or programs; transfers approved under these authorities may not be used to change the approved scope or the objective of any capital project; and

12. The compensation for County appointments by the Board of Commissioners to the various Boards and Authorities have been set. This does not preclude any department from reimbursing those members for actual expenses incurred in the performance of duty.

13. The Board of Commissioners shall approve increases in authorized positions. Vacant positions and associated budget may be reallocated within the same Department or Agency or reassigned to another Department or Agency and filled authorized positions and associated budget may be reassigned at the same grade level between a Department or Agency with the authorization of the County Administrator. 35 unallocated positions shall be available to allocate to Department or Agency with the authorization of the County Administrator as necessary; and

14. The County Administrator is authorized to enter into employee agreements with his Deputies or other assistants and with Department Directors in accordance with the County Administrator's employment agreement and in accordance with any applicable law or ordinance; and

15. Eligible County employees may receive a pay increase as specified in the 2025 Compensation Plan. Pay increases shall be administered in accordance with current procedures as established by the County Administrator. Employee pay increases for any and all years beyond 2025 will depend upon availability of funds and appropriations by the Board of Commissioners; and

16. The County Administrator is granted authority to authorize benefits pursuant to *O.C.G.A. § 47-23-106* for retired Superior Court Judges.

Operational control of departmental budgets is accomplished through an automated system of preliminary checks of funds availability on an appropriation unit basis (group of accounts). Encumbrances, amounts of the budgetary appropriation reserved to meet an obligation, are maintained as a technique for budgetary control and are recorded when purchase orders are issued for goods and services. In the event of insufficient funds within an appropriation unit, purchase orders are not issued until an interdepartmental budget transfer is made within policy guidelines, or until the Board of Commissioners makes additional funds available.

The original budget for the year ended December 31, 2025, was amended through supplemental appropriations as follows (in thousands of dollars):

| | Original Appropriation Budget | Increase/(Decrease) in Appropriation | Amended Appropriation Budget |
|---|---|---|---|
| General Fund | $ 585,341 | $ 27 | $ 585,368 |
| Special Revenue Funds* | 601,938 | 3,149 | 605,087 |
| Debt Service Fund | 2,727 | – | 2,727 |
| Capital Projects Funds | 294,600 | 108,674 | 403,274 |

**Excludes grant funds*

The Statements of Revenues, Expenditures, and Changes in Fund Balances – Budget and Actual (Budget Basis) reflect these revisions.

Due to legal requirements, revenues and appropriations for the governmental funds are budgeted on a basis that is not consistent with GAAP. The actual results of operations on the budget basis are presented in the Statement of Revenues, Expenditures, and Changes in Fund Balances – Budget and Actual – for the General, Fire and EMS District, Police Services District (Basic Financial Statements), and all other governmental funds (Combining Statements).

Adjustments necessary to convert the results of operations from the budget basis to the GAAP basis at year-end are as follows (in thousands of dollars):

| | Fund Balances at End of Year | | | | | |
|---|---|---|---|---|---|---|
| | General Fund | Fire and EMS District | Police Services District | ARPA | Non-major Special Revenue Funds* | Capital Projects |
| GAAP basis fund balance | $ 228,703 | $ 116,381 | $ 138,292 | $ 11,393 | $ 272,357 | $ 1,142,681 |
| Fair value adjustments | (13) | (80) | (110) | — | (280) | (3,727) |
| Other GASB adjustments | 6 | — | — | — | (5) | — |
| Budget basis | $ 228,696 | $ 116,301 | $ 138,182 | $ 11,393 | $ 272,072 | $ 1,138,924 |

**Excludes grant funds*

Issuance of capital leases and related expenditures are not included in the budget to actual schedules.



# NOTE 3.

## Cash, Cash Equivalents, and Investments

Following are the components of the County's cash, cash equivalents, and investments as of December 31, 2025 (in thousands of dollars):

| | Unrestricted | Restricted | Custodial Funds | Pension and Other Employee Trust Funds | Primary Government Total |
|---|---|---|---|---|---|
| Cash and Equivalents | $ 1,417,071 | $ 21,911 | $ 152,880 | $ 48,799 | $ 1,640,661 |
| Investments | 1,209,539 | — | — | 1,645,878 | 2,855,417 |
| Total | $ 2,626,610 | $ 21,911 | $ 152,880 | $ 1,694,677 | $ 4,496,078 |

**Credit Risk and Interest Rate Risk – County Investments**
The investment objectives of the County are set forth below in the order of priority and are applicable to both the Liquidity Portfolio (near term cash needs) and the Investment Portfolio (longer term cash needs).

A. Each investment decision shall first consider that capital losses are to be avoided, whether from deterioration of financial fundamentals or erosion of fair value due to rapidly changing interest rates or other market and non-market factors.

B. The portfolios must be structured in such a manner that sufficient liquidity shall exist to pay obligations as they become due, without the requirement for unplanned liquidations of securities. The Director of Financial Services shall establish criteria for the preparation of cash projections, matching maturities, and maintenance of reserve, all in order to maintain liquidity.

C. The County seeks market rates of return on its investments, consistent with its liquidity requirements and quality and duration/maturity constraints. The County further seeks to preserve its capital by maintaining a low volatility portfolio as it relates to price fluctuations, further modifying return objectives.

D. County funds will at all times be invested in conformity with the laws of the state of Georgia, specifically sections *36-80-3, 36-80-4, 36-82-7*, and *36-83-4*, along with bond ordinances or covenants, the Investment Policy, and the Department's written administrative procedures.

E. The County's investments are to be managed on a total rate of return basis while avoiding speculative strategies and highly volatile securities. Use of high-risk (volatile) derivative securities are prohibited from purchase in either the liquidity or investment portfolio. The County seeks to acquire securities with suitable characteristics and to hold those assets until such time as market conditions or other factors create clear opportunities for increased returns. Excessive trading without clearly demonstrable benefit to the County is prohibited.

**Interest Rate Risk – County Investments**
The County's Investment Policy breaks out the County's investments into a liquidity portfolio and an investment portfolio. The liquidity portfolio has assets that are categorized as short-term funds and will be invested in permitted investments with an average maturity of 12 months or less. The investment portfolio will be invested in permitted investments with a stated maturity of no more than 5 years from the date of purchase.

**Fair Value Measurements –** The County categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs. Level 3 inputs are significant unobservable inputs. The County has the following recurring fair value measurements (dollars in thousands) as of December 31, 2025:

| Investment | Fair Value Measurement Using | | | Fair Value |
|---|---|---|---|---|
| | Level 1 | Level 2 | Level 3 | |
| Federal agency securities | $ — | $ 647,648 | $ — | $ 647,648 |
| Federal mortgage-backed securities/collateralized mortgage obligations | — | 347,326 | — | 347,326 |
| Georgia state securities | — | 22,186 | — | 22,186 |
| U.S. treasury notes | 192,199 | — | — | 192,199 |
| Total investments measured at fair value | $ 192,199 | $ 1,017,160 | $ — | $ 1,209,359 |
| Investments not subject to level disclosure: | | | | |
| Georgia Fund 1 (classified as cash equivalents) | | | | 1,341,946 |
| Total investments | | | | $ 2,551,305 |

The U.S. treasury notes classified in Level I of the fair value hierarchy are valued using prices quoted in active markets for those investments. The investments in federal agency securities, federal mortgage-backed securities/collateralized mortgage obligations, and Georgia state securities classified as Level 2 on the fair value hierarchy are valued using a matrix pricing technique. Matrix pricing is used to value securities based on the securities' relationship to benchmark quoted prices.

The State of Georgia Treasurer's Office manages an investment pool, Georgia Fund 1, which does not meet the criteria of GASB Statement No. 79 and is thus valued at fair value in accordance with GASB Statement No. 31. As a result, the County does not disclose the investments in Georgia Fund 1 within the fair value hierarchy. The investments in Georgia Fund 1 have no limitations or restrictions on withdrawals and can be removed at any time.

**Custodial Credit Risk: Deposits and Investments – County**

Custodial credit risk for deposits is the risk that, in the event of the failure of a depository financial institution, a government will not be able to recover deposits or will not be able to recover collateral securities that are in the possession of an outside party. State statutes require all deposits and investments (other than federal or state government instruments) to be collateralized by depository insurance; obligations of the U.S. government; or bonds of public authorities, counties, or municipalities; or to participate in the Georgia Secure Deposit Program.

On December 31, 2025, the County did not have debt or equity investments in any one organization, other than those issued by the U.S. Government, which represented more than 10 percent of investments.

As of December 31, 2025, the County's credit and interest rate risk related to the County's cash equivalents and investments (dollars in thousands) was as follows:

| Investment | Fair Value | Duration (Years) | Credit Quality |
|---|---|---|---|
| Federal agency securities | $ 647,648 | 1.75 | AA |
| Federal mortgage-backed securities/collateralized mortgage obligations | 347,326 | 3.39 | AA |
| Georgia state securities | 22,186 | 1.21 | AAA |
| U.S. treasury notes | 192,199 | 1.59 | AAA |
| Georgia Fund 1 Bank of New York Mellon Bonds | 17,156 | 0.14 | AAAf |
| Georgia Fund 1 TAD Bonds | 6,619 | 0.14 | AAAf |
| Georgia Fund 1 | 1,107,175 | 0.14 | AAAf |
| Georgia Fund 1 Prime | 210,996 | 0.13 | AAAmmf |
| Total fair value | $ 2,551,305 | | |



**Pension Trust Fund Investments**

Credit Risk – As of December 31, 2025, the Pension Trust Fund had $1,446,491 invested in the following types of investments (dollars in thousands) as categorized by credit risk:

| Investment | Fair Value | Credit Quality |
|---|---|---|
| U.S. treasury bonds | $ 66,128 | AA |
| Asset-backed securities | 11,576 | AAA |
| Asset-backed securities | 370 | AA |
| Asset-backed securities | 898 | A |
| Asset-backed securities | 5,162 | BBB |
| Asset-backed securities | 23,323 | – |
| U.S. government agencies | 54,146 | AA |
| U.S. government agencies | 2,210 | – |
| Commercial mortgage-backed securities | 7,455 | AAA |
| Commercial mortgage-backed securities | 568 | AA |
| Commercial mortgage-backed securities | 496 | A |
| Commercial mortgage-backed securities | 22,526 | – |
| Futures contracts | (78) | – |
| Corporate bonds | 408 | AAA |
| Corporate bonds | 4,572 | AA |
| Corporate bonds | 27,147 | A |
| Corporate bonds | 32,432 | BBB |
| Corporate bonds | 1,450 | BB |
| Corporate bonds | 24,234 | – |
| Corporate equities | 877,271 | – |
| International equities | 232,332 | – |
| Preferred stock | 1,442 | – |
| Global fixed income mutual funds | 50,425 | – |
| Total | $ 1,446,491 | |

It is the Pension Trust Fund's policy to limit investments in common or preferred stock of a corporation to those corporations listed on one or more of the recognized national stock exchanges in the United States of America, or those traded on the NASDAQ National Market. The policy also limits stock investments to not more than 5 percent of the assets of any fund in common or preferred stock of any one issuing corporation. Domestic bonds are limited to those with ratings that meet or exceed investment grade as defined by Moody's, S&P, or Fitch. U.S. government treasuries and agency bonds are not classified by credit quality. Corporate equities, international equities, and mutual funds invested in equities are also not classified by credit quality.

On December 31, 2025, the Pension Trust Fund did not have debt or equity investments in any one organization, other than those issued by the U.S. Government, which represented more than 5 percent of plan net position.

**Interest Rate Risk –** On December 31, 2025, the Pension Trust Fund had $1,446,491 invested in the following investments as categorized by interest rate risk (dollars in thousands):

| Investment | Fair Value | Weighted Average Maturity (Years) |
|---|---|---|
| U.S. treasury bonds | $ 66,128 | 8.43 |
| Asset-backed securities | 41,329 | 2.07 |
| U.S. government agencies | 56,356 | 4.57 |
| Commercial mortgage-backed securities | 31,045 | 3.12 |
| Futures contracts | (78) | 7.89 |
| Corporate bonds | 90,241 | 6.54 |
| Collateralized mortgage obligations | — | — |
| Corporate equities | 877,271 | — |
| International government bonds | — | — |
| International equities | 232,332 | — |
| Preferred stock | 1,442 | 4.11 |
| Global fixed income mutual funds | 50,425 | — |
| Total investments measured at fair value | $ 1,446,491 | |

The Pension Trust Fund investment policy adopts the following asset mix to achieve the lowest level of risk for the plan: Equity Securities between 50 percent and 75 percent at fair value, and Fixed Income Securities between 25 percent and 50 percent and between 0 percent and 10 percent in Alternative Investments. Fixed Income Securities are indexed to Barclays Capital U.S. Aggregate. As of December 31, 2025, the Fixed Income Assets had an effective duration of 5.65 years compared to the Barclays Capital U.S. Aggregate of 5.72 years. The weighted average yield to maturity of the Portfolio was 4.70 percent compared to the Barclays Aggregate of 4.33 percent. Corporate equities, international equities, and global fixed income mutual funds invested in equities are also not classified by interest rate risk.

**Fair Value Measurements –** The Pension Trust Fund categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level I inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs. Level 3 inputs are significant unobservable inputs.

As of December 31, 2025, the Pension Trust Fund had the following recurring fair value measurements (dollars in thousands):

| Investment | Fair Value Measurement Using | | | Fair Value |
|---|---|---|---|---|
| | Level 1 | Level 2 | Level 3 | |
| U.S. treasury bonds | 66,128 | — | — | 66,128 |
| Asset-backed securities | — | 41,329 | — | 41,329 |
| U.S. government agencies | — | 56,356 | — | 56,356 |
| Commercial mortgage-backed securities | — | 31,045 | — | 31,045 |
| Futures contracts | (78) | — | — | (78) |
| Corporate bonds | 22,775 | 67,466 | — | 90,241 |
| Corporate equities | 877,271 | — | — | 877,271 |
| International equities | 222,162 | — | 10,170 | 232,332 |
| Preferred stock | 1,442 | — | — | 1,442 |
| Global fixed income mutual funds | 49,865 | 560 | — | 50,425 |
| Total investments measured at fair value | $ 1,239,565 | $ 196,756 | $ 10,170 | $ 1,446,491 |

The U.S. treasury bonds, futures contracts, corporate bonds, corporate equities, global fixed income mutual funds, international equities, and preferred stock classified in Level 1 of the fair value hierarchy are valued using prices quoted in active markets for those investments.

The investments in asset-backed securities, U.S. government agencies, commercial mortgage-backed securities, corporate bonds, and global fixed income mutual funds classified as Level 2 on the fair value hierarchy are valued using a matrix pricing technique. Matrix pricing is used to value securities based on the securities' relationship to benchmark quoted prices.

The international equities classified as Level 3 on the fair value hierarchy are valued using ICE Data Services.

**Foreign Currency Risk –** At December 31, 2025, $184,506 or 12.4 percent of Retirement Plan investment assets, had exposure of foreign currency risk through investments in foreign companies. The investments by related currency (in thousands of dollars) are as follows:

| Investment | Amount |
|---|---|
| Australian dollar | $ 15,935 |
| British pound | 149,999 |
| Canadian dollar | 6,095 |
| Norwegian krone | 18 |
| Euro | 11,390 |
| Swedish krona | 1,069 |
| Total | $ 184,506 |

**Pension Trust Funds Custodial Credit Risk: Deposits –** Custodial credit risk for deposits is the risk that in the event of a bank failure, the Pension Trust Fund may not be able to recover its deposits.

**Derivative Instruments –** The Pension Trust Fund has invested in several futures contracts which qualify as derivative financial instruments.

These futures contracts are exchange-traded securities to buy or sell United States treasuries at a future date (March 2026, in the case of these contracts) for a specific price. These futures contracts obligate the Plan to purchase United States treasury notes with a notional amount of $26,073,571 on the maturity date in March 2026. The Pension Trust Fund did not have any futures contracts obligating it to sell United States treasury notes. These contracts had no significant value when entered into during 2025, and the change in the fair value is a decrease of $78,893 resulting in a net fair value balance of these contracts on December 31, 2025, of $25,994,678.

The fair values of the futures contracts were estimated using market rates at year-end for similarly traded contracts and, in order to limit credit risk, these contracts were entered into with national financial institutions with high credit quality. Interest rate risk is minimized due to the relatively short maturity date of these contracts as they mature in March 2026.

**Securities Lending –** State statutes and management committee policies permit the Pension Trust Fund to lend its securities to broker dealers and other entities with a simultaneous agreement to return the collateral for the same securities in the future. The Pension Trust Fund's custodians lend securities of the type on loan at year-end for collateral in the form of cash or other securities of 102 percent. The cash collateral is available to the Plan for investment without default.

Cash collateral is invested in overnight investments. At year-end, the Plan had no significant credit risk exposure to borrowers because the amounts the Pension Trust Fund owed the borrowers exceeded the amounts the borrowers owed the Pension Trust Fund. The contract with the Pension Trust Fund's custodian requires it to indemnify the Pension Trust Fund if the borrowers fail to return the securities and if the collateral is inadequate to replace the securities loaned or fail to pay the Pension Trust Fund for income distributions by the securities' issuers while the securities are on loan.

There were no significant borrower or lending agent default losses or recoveries of prior period losses during the year. There are no income distributions owing on the securities loaned. The Pension Trust Fund records the cash received as collateral under securities lending agreements and the investments purchased with that cash as securities lending short term collateral investment pool with a corresponding amount recorded as a liability.



**Other Post-Employment Benefits Trust Fund Investments**

**Credit Risk –** As of December 31, 2025, the OPEB Trust Fund had $199,387 invested in the following types of investments as categorized by credit risk (dollars in thousands):

| Investment | Fair Value | Credit Quality |
|---|---|---|
| U.S. treasury bonds | $ 9,115 | AA |
| Asset-backed securities | 1,596 | AAA |
| Asset-backed securities | 51 | AA |
| Asset-backed securities | 124 | A |
| Asset-backed securities | 711 | BBB |
| Asset-backed securities | 3,215 | – |
| U.S. government agencies | 7,464 | AA |
| U.S. government agencies | 304 | – |
| Commercial mortgage-backed securities | 1,028 | AAA |
| Commercial mortgage-backed securities | 78 | AA |
| Commercial mortgage-backed securities | 68 | A |
| Commercial mortgage-backed securities | 3,105 | – |
| Futures contracts | (11) | – |
| Corporate bonds | 56 | AAA |
| Corporate bonds | 630 | AA |
| Corporate bonds | 3,742 | A |
| Corporate bonds | 4,470 | BBB |
| Corporate bonds | 200 | BB |
| Corporate bonds | 3,341 | – |
| Corporate equities | 120,925 | – |
| International equities | 32,025 | – |
| Preferred stock | 199 | – |
| Global fixed income mutual funds | 6,951 | – |
| Total | $ 199,387 | |

It is the OPEB Trust Fund's policy to limit investments in common or preferred stock of a corporation to those corporations listed on one or more of the recognized national stock exchanges in the United States of America, or those traded on the NASDAQ National Market. The policy also limits stock investments to not more than 5 percent of the assets of any fund in common or preferred stock of any one issuing corporation. Domestic bonds are limited to those with ratings that meet or exceed investment grade as defined by Moody's, S&P, or Fitch. U.S. government treasuries and agency bonds are not classified by credit quality. Corporate equities, international equities, and related mutual funds invested in equities are also not classified by credit quality.

On December 31, 2025, the OPEB Trust Fund did not have debt or equity investments in any one organization, other than those issued by the U.S. Government, which represented more than 5 percent of plan net position.

**Interest Rate Risk –** On December 31, 2025, the OPEB Trust Fund had $199,387 invested in the following investments as categorized by interest rate risk (dollars in thousands):

| Investment | Fair Value | Weighted Average Maturity (Years) |
|---|---|---|
| U.S. treasury bonds | $ 9,115 | 8.43 |
| Asset-backed securities | 5,697 | 2.07 |
| U.S. government agencies | 7,768 | 4.57 |
| Commercial mortgage-backed securities | 4,279 | 3.12 |
| Futures contracts | (11) | 7.89 |
| Corporate bonds | 12,439 | 6.54 |
| Corporate equities | 120,925 | — |
| International equities | 32,025 | — |
| Preferred stock | 199 | 4.11 |
| Global fixed income mutual funds | 6,951 | — |
| Total investments measured at fair value | $ 199,387 | |

The OPEB Trust Fund investment policy adopts the following asset mix to achieve the lowest level of risk for the plan: Equity Securities between 50 percent and 75 percent at fair value, and Fixed Income Securities between 25 percent and 50 percent and between 0 percent and 10 percent in Alternative Investments. Fixed Income Securities are indexed to Barclays Capital U.S. Aggregate. As of December 31, 2025, the Fixed Income Assets had an effective duration of 5.65 years compared to the Barclays Capital U.S. Aggregate of 5.72 years. The weighted average yield to maturity of the Portfolio was 4.70 percent compared to the Barclays Aggregate of 4.33 percent. Corporate equities, international equities, and global fixed income mutual funds invested in equities are also not classified by interest rate risk.

**Fair Value Measurements –** The OPEB Trust Fund categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs. Level 3 inputs are significant unobservable inputs.

As of December 31, 2025, the OPEB Trust Fund had the following recurring fair value measurements (dollars in thousands):

| Investment | Fair Value Measurement Using | | | Fair Value |
|---|---|---|---|---|
| | Level 1 | Level 2 | Level 3 | |
| U.S. treasury bonds | 9,115 | — | — | 9,115 |
| Asset-backed securities | — | 5,697 | — | 5,697 |
| U.S. government agencies | — | 7,768 | — | 7,768 |
| Futures contracts | (11) | — | — | (11) |
| Corporate bonds | 3,139 | 9,300 | — | 12,439 |
| Collateralized mortgage obligations | — | 4,279 | — | 4,279 |
| Corporate equities | 120,925 | — | — | 120,925 |
| International equities | 30,623 | — | 1,402 | 32,025 |
| Preferred stock | 199 | — | — | 199 |
| Global fixed income mutual funds | 6,874 | 77 | — | 6,951 |
| Total investments measured at fair value | $ 170,864 | $ 27,121 | $ 1,402 | $ 199,387 |

The U.S. treasury bonds, futures contracts, corporate bonds, corporate equities, global fixed income mutual funds, international equities, and preferred stock classified in Level 1 of the fair value hierarchy are valued using prices quoted in active markets for those investments.

The investments in asset-backed securities, U.S. government agencies, corporate bonds, collateralized mortgage obligations, and global fixed income mutual funds classified as Level 2 on the fair value hierarchy are valued using a matrix pricing technique. Matrix pricing is used to value securities based on the securities' relationship to benchmark quoted prices.

The international equities classified as Level 3 on the fair value hierarchy are valued using ICE Data Services.

**Foreign Currency Risk –** At December 31, 2025, $25,433 or 12.4 percent of OPEB Plan investment assets, had exposure of foreign currency risk through investments in foreign companies. The investments by related currency (in thousands of dollars) are as follows:

| Investment | Amount |
|---|---|
| Australian dollar | $ 2,197 |
| British pound | 20,676 |
| Canadian dollar | 840 |
| Norwegian krone | 3 |
| Euro | 1,570 |
| Swedish krona | 147 |
| Total | $ 25,433 |

**OPEB Trust Funds Custodial Credit Risk: Deposits –** Custodial credit risk for deposits is the risk that in the event of a bank failure, the OPEB Trust Fund may not be able to recover its deposits.

**Derivative Instruments –** The OPEB Trust Fund has invested in several futures contracts which qualify as derivative financial instruments.

These futures contracts are exchange-traded securities to buy or sell United States treasuries at a future date (March 2026, in the case of these contracts) for a specific price. These futures contracts obligate the Plan to purchase United States treasury notes with a notional amount of $3,594,023 on the maturity date in March 2026. The Pension Trust Fund did not have any futures contracts obligating it to sell United States treasury notes. These contracts had no significant value when entered into during 2025, and the change in the fair value is a decrease of $10,875 resulting in a net fair value balance of these contracts on December 31, 2025, of $3,583,148.

The fair values of the futures contracts were estimated using market rates at year-end for similarly traded contracts and, in order to limit credit risk, these contracts were entered into with national financial institutions with high credit quality. Interest rate risk is minimized due to the relatively short maturity date of these contracts as they mature in March 2026.

**Securities Lending –** State statutes and management committee policies permit the OPEB Trust Fund to lend its securities to broker dealers and other entities with a simultaneous agreement to return the collateral for the same securities in the future. The OPEB Trust Fund's custodians lend securities of the type on loan at year end for collateral in the form of cash or other securities of 102 percent. The cash collateral is available to the OPEB Trust Fund for investment without default.

Cash collateral is invested in overnight investments. At year end, the OPEB Trust Fund had no significant credit risk exposure to borrowers because the amounts the OPEB Trust Fund owed the borrowers exceeded the amounts the borrowers owed the OPEB Trust Fund. The contract with the OPEB Trust Fund's custodian requires it to indemnify the OPEB Trust Fund if the borrowers fail to return the securities and if the collateral is inadequate to replace the securities loaned or fail to pay the OPEB Trust Fund for income distributions by the securities' issuers while the securities are on loan.

There were no significant borrower or lending agent default losses or recoveries of prior period losses during the year. There are no income distributions owing on the securities loaned. The OPEB Trust Fund records the cash received as collateral under securities lending agreements and the investments purchased with that cash as securities lending short term collateral investment pool with a corresponding amount recorded as a liability.

# NOTE 4.

## Property Taxes

The County's property taxes were levied on the assessed values of real and personal property located in the county. The assessed value at January 1, 2025, upon which the 2025 levy was based, was the taxable assessed value of $55,091,576,447 (40 percent of the estimated actual taxable value of $137,728,941,118).

The County's 2025 millage rate of 14.71 mills includes a rate of 6.95 mills for general purposes, 0.36 mills for Development and Enforcement Services District*; 3.20 mills for Fire and Emergency Medical Services District*; 2.90 mills for Police Services District*; 1.00 mills for the Recreation District and 0.30 for Economic Development**.

Property taxes for fiscal year 2025 were due in a single installment on November 15.

| | |
|---|---|
| Levy date | January 1, 2025 |
| Tax bills mailed by | August 27, 2025 |
| Payment due date | November 15, 2025 |
| Delinquency date | November 17, 2025 |
| Approximate lien date | March 17, 2026 |

** County service district funds were created in 2013. Millage rates are based on the location of the property and the services provided.*

*** Economic Development fund was created in 2020 to assist in collecting resources and providing financial assistance to the Development Authority of Gwinnett County. The fund is supported by the millage rate of 0.30.*



# NOTE 5.

## Allowances For Uncollectible Receivables

Allowances for uncollectible receivables at December 31, 2025, were as follows (in thousands of dollars):

| | |
|---|---|
| **Taxes receivable:** | |
| General Fund | $ 5,846 |
| Fire and EMS District | 2,680 |
| Development and Enforcement Services District | 165 |
| Police Services District | 1,808 |
| Other Governmental Funds | 1,187 |
| | $ 11,686 |
| **Accounts receivable:** | |
| Fire and EMS District | $ 6,510 |
| Water and Sewerage Fund | 2,000 |
| Stormwater Fund | 438 |
| Other Enterprise Funds | 404 |
| | $ 9,352 |

# NOTE 6.

## Due from/to Other Governments

The total amount due from other governments as of December 31, 2025, is $109,795,000. A total of $65,643,000 is due from the state of Georgia for insurance premium tax collected by the state in 2025 but not yet paid to the County. This amount was estimated using the amount received for 2025 and adjusting it for projected population growth or decline. A total of $32,711,000 is due from the state for sales tax. The majority of the remaining $11,441,000 is due from various grant agencies.

The total amount due to other governments as of December 31, 2025, is $55,000 due to the cities for E-911 expenditures.

## Due from Component Unit

Due from component unit represents amounts paid to the Gwinnett County Development Authority for an intergovernmental economic development contract to fund a long-term loan to the Rowen Knowledge Community. The total amount due from the Development Authority as of December 31, 2025, is $119,801,000.

# NOTE 7.

## Capital Assets

The County's capital asset activity for the year ended December 31, 2025, was as follows (in thousands of dollars):

**Primary Government**

| | Balance January 1, 2025 | Additions | Transfers | Retirements | Balance December 31, 2025 |
|---|---|---|---|---|---|
| **Governmental Activities:** | | | | | |
| Capital assets, not being depreciated: | | | | | |
| Land | $ 777,618 | 4,122 | 8,193 | – | 789,933 |
| Construction in progress | 244,068 | 151,571 | (101,193) | – | 294,446 |
| Total capital assets, not being depreciated | 1,021,686 | 155,693 | (93,000) | – | 1,084,379 |
| | | | | | |
| Capital assets, being depreciated: | | | | | |
| Buildings | 1,202,785 | 27,375 | 34,383 | 781 | 1,263,762 |
| Land Improvements | 722,642 | 16,041 | (225,753) | 104 | 512,826 |
| Equipment | 265,942 | 4,506 | 4,812 | 7,348 | 267,912 |
| Vehicles | 181,615 | 22,018 | 10,713 | 9,493 | 204,853 |
| Infrastructure | 1,374,300 | 39,572 | 264,371 | 285 | 1,677,958 |
| Lease assets – Buildings | 9,358 | 114 | – | – | 9,472 |
| Lease assets – Land | 339 | 61 | – | – | 400 |
| Lease assets – Equipment | 1,394 | – | – | – | 1,394 |
| Subscription assets | 80,512 | 21,684 | – | 702 | 101,494 |
| Total capital assets, being depreciated | 3,838,887 | 131,371 | 88,526 | 18,713 | 4,040,071 |
| | | | | | |
| Less accumulated depreciation/amortization for: | | | | | |
| Buildings | 426,204 | 38,077 | 18 | 290 | 463,973 |
| Land Improvements | 329,875 | 21,437 | 108,532 | 20 | 242,760 |
| Equipment | 210,025 | 10,654 | 1 | 7,294 | 213,384 |
| Vehicles | 122,907 | 20,440 | – | 9,412 | 133,935 |
| Infrastructure | 615,932 | 36,450 | (108,551) | 285 | 760,648 |
| Lease assets – Buildings | 2,953 | 1,397 | – | – | 4,350 |
| Lease assets – Land | 160 | 142 | – | – | 302 |
| Lease assets – Equipment | 697 | 348 | – | – | 1,045 |
| Subscription assets | 28,826 | 23,670 | – | 702 | 51,794 |
| Total accumulated depreciation | 1,737,579 | 152,615 | – | 18,003 | 1,872,191 |
| Total capital assets, being depreciated, net | 2,101,308 | (21,244) | 88,526 | 710 | 2,167,880 |
| Governmental-type activities capital assets, net | $ 3,122,994 | 134,449 | (4,474) | 710 | 3,252,259 |

Depreciation/amortization expense was charged to functions of the primary government as follows for governmental activities (in thousands of dollars):

| | | |
|---|---|---|
| **Governmental Activities:** | | |
| General government | $ | 44,817 |
| Judiciary | | 985 |
| Public safety | | 35,691 |
| Public works | | 43,311 |
| Health and Welfare | | – |
| Culture and recreation | | 27,441 |
| Housing and development | | 370 |
| Total depreciation/amortization expense – governmental activities | | 152,615 |
| Transfer of assets from business-type activities | | – |
| Total depreciation/amortization expense – governmental activities | $ | 152,615 |

**A. Development Authority of Gwinnett County**

In August 2021, the Gwinnett County Development Authority entered into a management agreement with Rowen Foundation, Inc., in which Rowen transferred Land Lot 340 of the 5th District to the Authority. The land is being held by the Authority with the intention of controlling the future redevelopment of the property and is not held primarily for the purpose of income or profit. As such, the asset is recorded at cost. The cost of the assets held for redevelopment at December 31, 2025, is $1,116,200. As part of the management agreement with Rowen, any future sale of the land will be used to reduce the receivable due to the Development Authority from Rowen.



| | Balance January 1, 2025 | Additions | Transfers | Retirements | Balance December 31, 2025 |
|---|---|---|---|---|---|
| **Business-type Activities:** | | | | | |
| Capital assets, not being depreciated: | | | | | |
| Land | $ 82,507 | 7,275 | 5,072 | 5,035 | 89,819 |
| Construction in progress | 284,460 | 167,582 | (90,996) | – | 361,046 |
| Total capital assets, not being depreciated | 366,967 | 174,857 | (85,924) | 5,035 | 450,865 |
| | | | | | |
| Capital assets, being depreciated: | | | | | |
| Buildings | 976,818 | – | 10,078 | 13 | 986,883 |
| Improvements | 4,357,569 | 34,619 | (3,966,389) | 6,870 | 418,929 |
| Equipment | 833,614 | 2,562 | 74,500 | 4,765 | 905,911 |
| Vehicles | 68,570 | 2,174 | – | 1,620 | 69,124 |
| Infrastructure | 9,321 | 84,841 | 3,972,209 | 18,018 | 4,048,353 |
| Subscription assets | 4,857 | 764 | | – | 5,621 |
| Total capital assets, being depreciated | 6,250,749 | 124,960 | 90,398 | 31,286 | 6,434,821 |
| | | | | | |
| Less accumulated depreciation/amortization for: | | | | | |
| Buildings | 362,476 | 24,752 | (7) | 3 | 387,232 |
| Improvements | 1,132,119 | 44,697 | 1,001,978 | 2,609 | 172,229 |
| Equipment | 472,526 | 42,489 | (117) | 4,309 | 510,823 |
| Vehicles | 46,703 | 4,592 | – | 1,620 | 49,675 |
| Infrastructure | 3,377 | 17,826 | (1,001,854) | 14,869 | 1,008,188 |
| Subscription assets | 296 | 557 | – | – | 853 |
| Total accumulated depreciation | 2,017,497 | 134,913 | – | 23,410 | 2,129,000 |
| Total capital assets, being depreciated, net | 4,233,252 | (9,953) | 90,398 | 7,876 | 4,305,821 |
| Business-type activities capital assets, net | $ 4,600,219 | 164,904 | 4,474 | 12,911 | 4,756,686 |

Depreciation/amortization expense was charged to programs of the primary government as follows for business-type activities (in thousands of dollars):

| | | |
|---|---|---|
| **Business-Type Activities:** | | |
| Water and sewer | $ | 118,283 |
| Airport | | 976 |
| Solid waste | | 4 |
| Stormwater | | 12,603 |
| Transit | | 3,047 |
| Total depreciation/amortization expense – business-type activities | | 134,913 |
| Transfer of assets to governmental activities | | – |
| Total increase in accumulated depreciation/amortization | $ | 134,913 |

**Construction and Other Commitments**

The County has active construction projects and other commitments as of December 31, 2025. At year-end the County's commitments with contractors were as follows (in thousands of dollars):

| | | |
|---|---|---|
| Contract value | $ | 1,328,271 |
| Spent-to-date | | 855,555 |
| Remaining commitments | $ | 472,716 |



# NOTE 8.

## Lease Assets and Subscription-Based IT Arrangements (SBITA)

Gwinnett County implemented GASB No. 87, *Leases* and GASB No. 96, *Subscription-Based IT Arrangements*. A summary of lease and subscription asset activity for the County for the year ended December 31, 2025, is as follows (in thousands of dollars):

| | Beginning Balance | Additions | Remeasurements | Deductions | Ending Balance |
|---|---|---|---|---|---|
| **Governmental Activities:** | | | | | |
| Lease assets: | | | | | |
| Buildings | $ 9,358 | $ 114 | $ — | $ — | $ 9,472 |
| Land | 339 | 61 | — | — | 400 |
| Equipment | 1,394 | – | — | — | 1,394 |
| Subscription assets | 80,512 | 21,684 | — | 702 | 101,494 |
| Total | 91,603 | 21,859 | — | 702 | 112,760 |
| | | | | | |
| Less accumulated amortization for: | | | | | |
| Buildings | 2,953 | 1,397 | — | — | 4 ,350 |
| Land | 160 | 142 | — | — | 302 |
| Equipment | 697 | 348 | — | — | 1,045 |
| Subscription assets | 28,826 | 23,670 | — | 702 | 51,794 |
| Total | 32,636 | 25,557 | — | 702 | 57,491 |
| Total Governmental lease and subscription assets, net | $ 58,967 | $ (3,698) | $ — | $ — | $ 55,269 |

| | Beginning Balance | Additions | Remeasurements | Deductions | Ending Balance |
|---|---|---|---|---|---|
| **Business-type Activities:** | | | | | |
| Lease assets: | | | | | |
| Subscription assets | $ 4,857 | $ 764 | $ — | $ — | $ 5,621 |
| Total | 4,857 | 764 | — | — | 5,621 |
| | | | | | |
| Less accumulated amortization for: | | | | | |
| Subscription assets | 296 | 557 | — | — | 853 |
| Total | 296 | 557 | — | — | 853 |
| Total Business-type lease and subscription assets, net | 4,561 | 207 | — | — | 4,768 |
| **Total Governmental and Business-type lease and subscription assets, net** | $ 63,528 | $ (3,491) | $ — | $ — | $ 60,037 |

# NOTE 9.

## Lease Receivables

## GASB No. 87 – Leases

Gwinnett County has entered into lease agreements as the lessor for land and buildings resulting in the recording of lease receivables and a deferred inflow of resources for General, Recreation, Airport and Administrative Support funds.

The County receives monthly payments in amounts ranging from $1,300 to $59,000. As the lease contracts do not contain a specific interest rate, the County has used its incremental borrowing rate of 0.5% as the discount rate for each lease. For the current year, the County recognized $1,506,000 in lease revenue and $104,000 in interest revenue related to the leases.

The County has a deferred inflow of resources associated with each lease that will be recognized over the lease term. Total deferred inflows of resources for the County is $18,028,000 as of December 31, 2025. As of December 31, 2025, the ending balance of the lease receivables for these funds was $19,193,000 including accrued interest of $22,600, of which $1,370,000 and $17,800,000 are short-term and long-term lease receivables, respectively. The total accrued interest receivable for governmental activities was $17,200, while total accrued interest receivable for business type activities was $5,400.

A summary of lease receivable activity during the year ended December 31, 2025 is as follows (in thousands):

| | Balance January 1, 2025 | Additions | Remeasurements | Reductions | Balance December 31, 2025 | Due Within One Year |
|---|---|---|---|---|---|---|
| **Governmental Activities:** | | | | | | |
| Lease Receivable | $ 6,739 | — | — | 591 | 6,146 | 623 |

| | Balance January 1, 2025 | Additions | Remeasurements | Reductions | Balance December 31, 2025 | Due Within One Year |
|---|---|---|---|---|---|---|
| **Business-type Activities:** | | | | | | |
| Airport Fund | | | | | | |
| Lease Receivable | $ 13,787 | — | — | 743 | 13,043 | 770 |
| **Total lease receivables for governmental and business-type activities, net** | $ 20,526 | — | — | 1,334 | 19,189 | 1,393 |

The principal ongoing operations of the Airport Authority consist of leasing land and buildings to other entities. The value of future payments included in the measurement of the lease receivables to be received by the Airport Fund is as follows (in thousands of dollars):

| Year Ended December 31 | Principal | Interest | Total |
|---|---|---|---|
| 2026 | 770 | 64 | 834 |
| 2027 | 786 | 60 | 846 |
| 2028 | 809 | 56 | 865 |
| 2029 | 833 | 51 | 884 |
| 2030 | 857 | 47 | 904 |
| 2031 – 2035 | 4,267 | 168 | 4,435 |
| 2036 – 2040 | 2,117 | 92 | 2,209 |
| 2041 – 2045 | 1,890 | 40 | 1,930 |
| 2046 – 2049 | 715 | 5 | 720 |
| Total | $ 13,044 | $ 583 | $ 13,627 |



# GASB No. 94 – Public Private Partnership

In 2023, in accordance with GASB No. 94, *Public-Private and Public-Public Partnership (PPPs)* and *Availability Payment Arrangements (APAs)*, the Gwinnett County Airport Authority entered into an agreement with Sheltair Aviation LZU, LLC, which grants the lessee the right to use and occupy the land area specified in the contract at the Airport together with all buildings, structures, improvements, additions, and permanent installations existing or to be constructed and installed for a 25-year period with three renewal terms.

The County receives monthly payments in the amount of approximately $49,000. As the lease contracts do not contain a specific interest rate, the County has used its incremental borrowing rate of 0.5% as the discount rate for each lease. For the current year, the County recognized $591,000 in lease revenue and $113,000 in interest revenue related to the lease.

Also, the County has a deferred inflow of resources that will be recognized over the agreement term. Total deferred inflows of resources for the County is a balance of $22,000,000 as of December 31, 2025. As of December 31, 2025, the ending balance of the agreement was $22,323,000 including accrued interest of $9,200 of which $349,000 and $21,974,000 are short-term and long-term lease receivable, respectively.

The value of future lease payments included in the measurement of the lease receivable by the Airport Fund under GASB No. 94 is as follows (in thousands of dollars):

| | Balance January 1, 2025 | Increases | Decreases | Balance December 31, 2025 | Due Within One Year |
|---|---|---|---|---|---|
| **Business-type Activities:** | | | | | |
| Lease Receivable | $ 23,085 | — | 763 | 22,323 | 349 |
| **Total lease receivables for business-type activities, net** | $ 23,085 | — | 763 | 22,323 | 349 |

The value of lease payments to be received by the Airport Fund as principal ongoing operations during the term under GASB No. 94 is as follows (in thousands of dollars):

| Year Ended December 31 | Principal | Interest | Total |
|---|---|---|---|
| 2026 | 340 | 110 | 450 |
| 2027 | 169 | 109 | 278 |
| 2028 | 169 | 109 | 278 |
| 2029 | 170 | 108 | 278 |
| 2030 | 171 | 107 | 278 |
| 2031 – 2035 | 869 | 522 | 1,391 |
| 2036 – 2040 | 891 | 500 | 1,391 |
| 2041 – 2045 | 914 | 477 | 1,391 |
| 2046 – 2050 | 5,078 | 404 | 5,482 |
| 2051 – 2055 | 5,427 | 270 | 5,697 |
| 2056 – 2060 | 5,564 | 133 | 5,697 |
| 2061 – 2063 | 2,550 | 14 | 2,564 |
| Total | $ 22,312 | $ 2,863 | $ 25,175 |



# NOTE 10.

## Long-Term Obligations

The following is a summary of changes in long-term obligations for the year ended December 31, 2025 (in thousands of dollars):

| Governmental Activities: | January 1, 2025 | Additions | Retirements | December 31, 2025 | Amounts due within one year |
|---|---|---|---|---|---|
| Revenue bonds: | | | | | |
| Tax allocation district revenue bonds | $ 38,485 | — | (225) | 38,260 | 535 |
| Less: amounts for issuance discount** | (435) | — | (19) | (454) | — |
| Total revenue bonds payable | 38,050 | — | (244) | 37,806 | 535 |
| Economic development contract | 56,115 | — | (3,040) | 53,075 | 3,100 |
| Intergovernmental payable – Development Authority | 207,595 | 72 | (9,687) | 197,980 | 9,800 |
| Lease payable | 7,873 | — | (1,698) | 6,175 | 1,422 |
| Subscription payable | 52,676 | 17,180 | (19,242) | 50,614 | 14,748 |
| Accumulated leave benefits | 57,421 | 41,677 | (34,593) | 64,505 | 38,194 |
| Estimated claims payable | 26,280 | 67,733 | (65,536) | 28,477 | 13,209 |
| Net pension liability | 268,909 | — | (42,037) | 226,872 | — |
| Net OPEB liability | — | 10,719 | – | 10,719 | — |
| Total governmental activity long-term liabilities | $ 714,919 | 137,381 | (176,077) | 676,223 | 81,008 |
| **Business-Type Activities:** | | | | | |
| Revenue bonds: | | | | | |
| Water and Sewerage: | | | | | |
| 2016A Water and Sewerage Refunding bonds* | $ 61,345 | — | (14,955) | 46,390 | 15,205 |
| 2016 Water and Sewerage Refunding bonds* | 21,400 | — | (21,400) | — | — |
| 2019 Water and Sewerage Refunding bonds | 72,180 | — | (13,080) | 59,100 | 13,735 |
| 2020 Water and Sewerage Construction bonds | 162,505 | — | (4,050) | 158,455 | 4,250 |
| 2021 Water and Sewerage Refunding bonds | 15,500 | — | (15,500) | — | — |
| Total water and sewer bonds before premiums | 332,930 | — | (68,985) | 263,945 | 33,190 |
| Add: amounts for issuance premiums** | 17,316 | — | (7,983) | 9,333 | — |
| Total water and sewer bonds payable | 350,246 | — | (76,968) | 273,278 | 33,190 |
| 2018 Urban Redevelopment Agency revenue bonds | 26,950 | — | (1,500) | 25,450 | 1,555 |
| 2021 Urban Redevelopment Agency revenue bonds | 20,500 | — | (1,040) | 19,460 | 1,065 |
| 2024 Urban Redevelopment Agency revenue bonds | 17,205 | — | (440) | 16,765 | 555 |
| Total Urban Redevelopment Agency before premiums | 64,655 | — | (2,980) | 61,675 | 3,175 |
| Add: amounts for issuance premiums** | 267 | — | (190) | 77 | — |
| Total Urban Redevelopment Agency bonds payable | 64,922 | — | (3,170) | 61,752 | 3,175 |
| Total revenue bonds payable | 415,168 | — | (80,138) | 335,030 | 36,365 |
| Notes payable | 18,672 | 32 | (3,443) | 15,261 | 3,547 |
| Subscription payable | 4,558 | 764 | (493) | 4,829 | 724 |
| Accumulated leave benefits | 8,812 | 5,792 | (4,771) | 9,833 | 5,328 |
| Net pension liability | 43,390 | — | (6,733) | 36,657 | — |
| Net OPEB liability | — | 1,513 | – | 1,513 | — |
| Total business-type activity long-term liabilities | $ 490,600 | 8,101 | (95,578) | 403,123 | 45,964 |

**Direct placement bonds*
***The amortization expenses for bond premiums and gain or loss on refunding for fiscal year 2025 is included in interest expense.*

## Governmental Activities

### Debt Margin

State statutes limit the amount of general obligation debt a government entity may issue to 10 percent of its total assessed valuation. The statutory limit at December 31, 2025 was $5,509,158,000. The County has no general obligation bond debt outstanding as of December 31, 2025 and has used none of its legal debt limitation of $5,509,158,000.

### Tax Allocation District Bonds

The County issues revenue bonds to finance infrastructure and other redevelopment costs within a specifically defined area called a tax allocation district. The County pledges revenues derived from tax increments to pay the related debt service. During 2020, the County issued tax allocation revenue bonds to fund The Exchange at Gwinnett redevelopment project. The bonds were issued June 11, 2020 in the amount of $38,485,000 with an original issue discount of $586,511 and a true interest cost of 6.94 percent. The Series 2020 Tax Allocation District Revenue Bonds are limited obligations of the County, secured solely from the pledged tax increment revenues of The Exchange at Gwinnett Tax Allocation District. The County has no obligation to pay this debt service beyond the pledged tax increment revenues generated by the tax allocation increments. Interest payments for the first three years were prefunded from bond proceeds and were not paid from tax increment revenues.

Tax Allocation District revenue bonds outstanding as of December 31, 2025, were as follows (in thousands of dollars):

| | Interest Rate (%) | Interest Dates | Issue Date | Maturity Date | Authorized and Issued | Cumulatively Retired | Outstanding |
|---|---|---|---|---|---|---|---|
| 2020 Tax Allocation District | 6.50 | 1/1 – 7/1 | 6/11/20 | 7/1/45 | $ 38,485 | $ 225 | $ 38,260 |

### Economic Development Contract

The County has entered into an Economic Development Contract with the Development Authority for an economic development project which is funded by the Authority's bonds. The project will finance the Rowen knowledge community through loans from the Development Authority to the Rowen foundation. The County is absolutely and unconditionally obligated under the terms of the intergovernmental contract relating to these bonds. As a result, the County reports an economic development contract obligation to component units, and the Development Authority reports an economic development contract receivable from the primary government in an amount, and with future requirements, equal to the Development Authority bonds.

### Development Authority Intergovernmental Payable

**Revenue Bonds –** The County has entered into an agreement with the Development Authority for capital projects which are funded by the Authority's Bonds. These projects are for the expansion of the Gwinnett Civic and Cultural Center (the "Center") funded by the Authority's 2001 Bonds (as refunded by the Authority's 2010 and 2020 Bonds), the Gwinnett Center Parking Deck Project (the "Parking Deck") funded by the Authority's 2007 Bonds (as refunded by the Authority's 2020 Bonds), the Gwinnett Stadium Project (the "Stadium") funded by the Authority's 2008 Bonds (as refunded by the Authority's 2017 Bonds), the Gwinnett Center Expansion and Parking Deck Project ("GC Expansion") funded by the Authority's 2018 Bonds. The County is absolutely and unconditionally obligated under the terms of the intergovernmental contract relating to these bonds. As a result, the County reports an intergovernmental payable to component units, and the Development Authority reports an intergovernmental receivable from the primary government in an amount, and with future requirements, equal to the Development Authority bonds.

The value of County assets acquired under intergovernmental agreements with the Development Authority by major asset class is as follows (in thousands of dollars):

| | Cost | Accumulated Depreciation | Book Value |
|---|---|---|---|
| Assets under construction | $ — | $ — | $ — |
| Land | 5,000 | — | 5,000 |
| Site improvements | 30,021 | (11,948) | 18,073 |
| Buildings | 264,180 | (80,597) | 183,583 |
| Equipment | 14,297 | (5,331) | 8,966 |
| Infrastructure | 12,284 | (1,199) | 11,085 |

For governmental funds, the net pension liability and the net OPEB liability are liquidated by the General, Street Lighting, Crime Victims Assistance, Fire and EMS District, Development and Enforcement Services District, Police Services District, Sales Tax, Recreation District, E-911, and Grants Funds. Estimated claims payable is liquidated by the Group Self-Insurance, Risk Management, and Auto Liability internal service funds.

Internal service funds predominantly serve the governmental funds. Accordingly, long-term liabilities for them are included as part of the above totals for governmental activities. At year-end, $10,989,000 of internal service fund accumulated leave benefits, $28,477,000 of internal service fund claims payable, $16,726,000 of internal service fund net pension liability, and $1,434,000 of internal service fund net OPEB asset were included in the table on page 113.

**Lease Liabilities**

The County entered into a fifteen-year lease agreement as lessee for the acquisition and use of a building. In 2022, with the implementation of GASB 87, the County recognized an initial lease liability in the amount of $5,548,000. In 2023 and 2024, the County increased its lease liability by adding new land, building, and equipment leases. The equipment lease, added in 2023, was remeasured in 2024. At December 31, 2025 the remaining lease liability is $6,175,000.

**Lease Payable Annual Requirements** (in thousands of dollars)

| Year Ended December 31 | Principal | Interest | Total |
|---|---|---|---|
| 2026 | $ 1,422 | $ 161 | $ 1,583 |
| 2027 | 807 | 129 | 936 |
| 2028 | 830 | 105 | 935 |
| 2029 | 880 | 79 | 959 |
| 2030 | 933 | 52 | 985 |
| 2031 – 2034 | 1,303 | 54 | 1,357 |
| Total | $ 6,175 | $ 580 | $ 6,755 |

**Subscription Liabilities**
The County entered into several SBITA leases as lessee for the right-to-use certain subscription-based assets. In 2023, with the implementation of GASB 96, the County recognized an initial subscription liability in the amount of $66,021,000. In 2025, the County increased its subscription liability by adding new subscription leases. The County increased its subscription liability for governmental activities by $17,180,000 at the beginning of 2025 with the addition of the new leases. At December 31, 2025 the remaining lease liability is $50,614,000.

**Subscription Payable Annual Requirements for Governmental Activities** (in thousands of dollars)

| Year Ended December 31 | Principal | Interest | Total |
|---|---|---|---|
| 2026 | $ 14,748 | $ 1,146 | $ 15,894 |
| 2027 | 11,357 | 788 | 12,145 |
| 2028 | 6,299 | 606 | 6,905 |
| 2029 | 5,903 | 417 | 6,320 |
| 2030 | 2,968 | 330 | 3,298 |
| 2031 – 2033 | 9,339 | 411 | 9,750 |
| Total | $ 50,614 | $ 3,698 | $ 54,312 |

## Business-Type Activities

For business-type activities, the net pension liability and any net OPEB liability are liquidated by the Water and Sewerage, Airport, Stormwater, Solid Waste, and Transit Funds.

**Revenue Bonds**
The County also issues bonds for which the County pledges income derived from the acquired or constructed assets to pay debt service. The revenue bonds are related to proprietary activity and are reported in the enterprise funds, as they are expected to be repaid from enterprise funds revenues.

**Water and Sewerage Bonds**
The County is obligated through an intergovernmental agreement for $332,930,000 in Water and Sewerage Authority Revenue Bonds. Debt Service on these revenue bonds is paid from water and sewerage customer charges. The County has pledged future water customer revenues, net of specified operating expenses, to repay water and sewer revenue bonds. The bonds are payable from water customer net revenues through August 1, 2050.

In conformity with GAAP, as set forth in Statement No. 88 of the Governmental Accounting Standards Board, "Certain Disclosures Related to Debt, including Direct Borrowings and Direct Placements," information about direct placement bonds are presented separate from other debt in the table on the next page.

The various bond indentures contain significant limitations and restrictions on annual debt service requirements, maintenance of and flow of moneys through various restricted accounts, minimum amounts to be maintained in various sinking funds, and minimum revenue bond coverages (net revenue must be 1.2 times annual debt service). Management believes the Authority is in compliance with all such significant financial limitations and restrictions. If these requirements are not met, the bond-holders may declare principal and interest accrued to be immediately due.

Water and Sewerage revenue bonds outstanding as of December 31, 2025, were as follows (in thousands of dollars):

| | Interest Rate % | Interest Dates | Issue Date | Maturity Date | Authorized and Issued | Cumulatively Retired | Outstanding |
|---|---|---|---|---|---|---|---|
| **Business-Type** | | | | | | | |
| 2016A Water and Sewerage Refunding* | 1.69 | 2/1 – 8/1 | 5/19/16 | 8/1/28 | $ 145,990 | $ 99,600 | $ 46,390 |
| 2016 Water and Sewerage Refunding* | 2.36 | 2/1 – 8/1 | 8/1/16 | 8/1/25 | 108,860 | 108,860 | — |
| 2019 Water and Sewerage Refunding | 5.0 | 2/1 – 8/1 | 9/26/19 | 8/1/29 | 128,540 | 69,440 | 59,100 |
| 2020 Water and Sewerage Construction | 1.79 | 2/1 – 8/1 | 12/29/20 | 8/1/50 | 176,895 | 18,440 | 158,455 |
| 2021 Water and Sewerage Refunding | 4.0 | 2/1 – 8/1 | 8/31/21 | 8/1/25 | 58,705 | 58,705 | — |
| | | | | | $ 618,990 | $ 355,045 | $ 263,945 |
| | Premiums | | | | | | 9,333 |
| | Net Business-Type Bonds Outstanding | | | | | | $ 273,278 |

** Direct placement bonds*

In October 2020, the Gwinnett Water and Sewerage Authority and the Board of Commissioners, respectively, approved resolutions authorizing the issuance and sale of the Series 2020 Revenue Bonds to finance certain improvements and extensions to the water and sewerage system. The bonds were awarded to JP Morgan, LLC as they offered the lowest true interest rate. The bonds were issued December 29, 2020 at a par amount of $176,895,000 with a $14,505,450 premium and a true interest cost of 1.79 percent.

**Advance Refunding of Water and Sewerage Revenue Bonds**

In July 2019, the Gwinnett Water and Sewerage Authority and the Board of Commissioners, respectively, approved resolutions allowing the Authority to move forward with refunding the callable maturities of the 2009A and 2009B Water and Sewerage Revenue Bonds. The bonds were awarded to JP Morgan Securities, LLC as they offered the lowest true interest rate of 1.51 percent, a decrease in future debt service payments of $23.1 million, and a net present value savings (or economic gain) of $18.2 million. These 2019 refunding bonds had a principal amount of $128,540,000, and the date of issuance for these bonds was September 26, 2019. The 2009A and 2009B bonds were retired.

In 2021, the Gwinnett Water and Sewerage Authority and the Board of Commissioners, respectively, approved resolutions allowing the Authority to move forward with refunding the callable maturities of the 2011 Water and Sewerage Revenue Bonds. The bonds were awarded to Hilltop Securities as they offered the lowest true interest rate of 0.1748 percent, a decrease in future debt service payments of $9 million, and a net present value savings (or economic gain) of $7.4 million. These 2021 refunding bonds had a principal amount of $58,705,000 and the date of issuance for these bonds was August 31, 2021. The 2011 bonds were retired.

**Advance Refunding of Debt (Direct Placement)**

In November and December 2016, the Gwinnett Water and Sewerage Authority and the Board of Commissioners, respectively, approved resolutions allowing the authority to move forward with refunding the callable maturities of the 2006 Water and Sewerage Revenue Bonds on a forward/delayed delivery basis. The agenda item was awarded to Wells Fargo as they offered the lowest true interest rate of 2.36 percent, a decrease in future debt service payments of $14.7 million, and a net present value savings (or economic gain) of $13.2 million. These privately placed 2016 refunding bonds had a principal amount of $108,640,000, and the date of issuance for these bonds was August 1, 2016. The 2006 bonds were retired, and debt service savings began in 2017. The 2016 refunding bonds were paid in full in 2025.

In March 2016, the Gwinnett County Water and Sewerage Authority and the Gwinnett County Board of Commissioners approved resolutions allowing the Authority to move forward with a direct purchase of the callable maturities (2019 – 2028) of the 2008 Water and Sewerage Authority Revenue Bonds. The bonds were awarded to Wells Fargo as they offered the lowest advance refunding true interest rate of 1.69 percent, a decrease in future debt service payments of $21.5 million, and a net present value savings (or economic gain) of $18.5 million. These privately placed 2016A refunding bonds were issued May 19, 2016 with an original principal amount of $145,990,000. The debt service savings began in 2016. Net proceeds of $147,248,778 were deposited in an irrevocable trust with an escrow agent to provide all future debt service payments on the refunded bonds. The refunded bonds are considered defeased. During 2018, all of the 2008 defeased bonds were called and retired.

**Urban Redevelopment Agency**

On December 18, 2018, the Urban Redevelopment Agency issued $35,435,000 in Series 2018 bonds bearing interest rates ranging from 2.94 percent to 4.15 percent. The bond proceeds were used to purchase property consisting of land and buildings which are being held by the Agency with the intention of future redevelopment of the property and are not held primarily for the purpose of income or profit. The County is absolutely and unconditionally obligated under the terms of an intergovernmental contract for the debt service payments on the Urban Redevelopment Agency bonds.

On March 11, 2021, the Urban Redevelopment Agency issued $23,500,000 in Series 2021 bonds bearing interest rates ranging from 1.26 percent to 2.65 percent. The bond proceeds were used to purchase property consisting of land and buildings which are being held by the Agency with the intention of future redevelopment of the property and are not held primarily for the purpose of income or profit. The County is absolutely and unconditionally obligated under the terms of an intergovernmental contract for the debt service payments on the Urban Redevelopment Agency bonds. The 2021 refunding bonds were paid in full in 2025.

On November 5, 2024, the Urban Development Agency issued $17,205,000 in Series 2024 bonds bearing interest rates ranging from 4.2 percent to 5.50 percent. The bonds were used to purchase property consisting of land and buildings which are being held by the Agency with the intention of future redevelopment of the property and are not held primarily for the purpose of income or profit. The County is absolutely and unconditionally obligated under the terms of an intergovernmental contract for the debt service payments on the Urban Redevelopment Agency bonds.

Urban Redevelopment Agency revenue bonds outstanding as of December 31, 2025, were as follows (in thousands of dollars):

| | Interest Rate % | Interest Dates | Issue Date | Maturity Date | Authorized and Issued | Cumulatively Retired | Outstanding |
|---|---|---|---|---|---|---|---|
| 2018 Urban Redevelopment Agency Revenue Bonds | 2.94 – 4.15 | 3/1 – 9/1 | 12/18/2018 | 9/1/2038 | $ 35,435 | $ 9,985 | $ 25,450 |
| 2021 Urban Redevelopment Agency Revenue Bonds | 1.26 – 2.65 | 3/1 – 9/1 | 3/11/2021 | 9/1/2041 | 23,500 | 4,040 | 19,460 |
| 2024 Urban Redevelopment Agency Revenue Bonds | 4.20 – 5.50 | 3/1 – 9/1 | 11/5/2024 | 9/1/2044 | 17,205 | 440 | 16,765 |
| | | | | | $ 76,140 | $ 14,465 | $ 61,675 |
| | Premiums | | | | | | 77 |
| | Net Business-Type Bonds Outstanding | | | | | | $ 61,752 |

The annual requirements to amortize revenue bonds payable as of December 31, 2025, excluding net unamortized bond premiums and discounts of $17,148,000, were as follows (in thousands of dollars):

| Year Ended December | Governmental Activities | | Business-Type Revenue Bonds | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | Tax Allocation District Revenue Bonds | | Revenue Bonds | | | | Direct Placement Revenue Bonds | | |
| | | | Urban Redevelopment Agency | | Water and Sewerage | | Water and Sewerage | | |
| | Principal | Interest | Principal | Interest | Principal | Interest | Principal | Interest | Total |
| 2026 | $ 535 | $ 2,487 | $ 3,175 | $ 2,191 | $ 17,985 | $ 6,996 | $ 15,205 | $ 784 | $ 49,358 |
| 2027 | 1,065 | 2,452 | 3,280 | 2,085 | 18,885 | 6,097 | 15,460 | 527 | 49,851 |
| 2028 | 1,130 | 2,383 | 3,380 | 1,981 | 18,425 | 5,152 | 15,725 | 266 | 48,442 |
| 2029 | 1,205 | 2,309 | 3,495 | 1,869 | 22,125 | 4,231 | — | — | 35,234 |
| 2030 | 1,285 | 2,231 | 3,610 | 1,751 | 5,165 | 3,125 | — | — | 17,167 |
| 2031 – 2035 | 7,780 | 9,789 | 19,935 | 6,880 | 28,795 | 12,656 | — | — | 85,835 |
| 2036 – 2040 | 10,660 | 6,911 | 18,555 | 3,166 | 32,100 | 9,352 | — | — | 80,744 |
| 2041 – 2045 | 14,600 | 2,966 | 6,245 | 647 | 35,165 | 6,296 | — | — | 65,919 |
| 2046 – 2050 | — | — | — | — | 38,910 | 2,545 | — | — | 41,455 |
| Total | $ 38,260 | $ 31,528 | $ 61,675 | $ 20,570 | $ 217,555 | $ 56,450 | $ 46,390 | $ 1,577 | $ 474,005 |

**Notes Payable**

The enterprise funds have several Georgia Environmental Finance Authority loans for the construction and acquisition of buildings and equipment. Notes payable outstanding as of December 31, 2025, were as follows (in thousands of dollars):

| Enterprise Funds | Interest Rates % | Interest Dates | Maturity Dates | Notes Payable January 1, 2025 | Additions | Retirements | Notes Payable December 31, 2025 |
|---|---|---|---|---|---|---|---|
| GEFA (CW4005PA) | 3.00 | Monthly | 11/1/28 | $ 15,562 | $ — | $ (3,029) | $ 12,533 |
| GEFA (CW03-002NP) | 3.00 | Monthly | 4/1/31 | 2,083 | — | (303) | 1,780 |
| GEFA (09-055) | 3.00 | Monthly | 6/1/32 | 924 | — | (111) | 813 |
| GEFA (CW2022031) | 3.00 | — | — | 103 | 32 | — | 135 |
| | | | | $ 18,672 | $ 32 | $ (3,443) | $ 15,261 |

The annual requirements to pay the notes outstanding at December 31, 2025, including interest of approximately $1,030,000 were as follows (in thousands of dollars):

| Year Ended December 31 | Principal | Interest | Total |
|---|---|---|---|
| 2026 | $ 3,547 | $ 405 | $ 3,952 |
| 2027 | 3,655 | 297 | 3,952 |
| 2028 | 3,640 | 186 | 3,826 |
| 2029 | 2,374 | 96 | 2,470 |
| 2030 | 1,256 | 36 | 1,292 |
| 2031 – 2032 | 654 | 10 | 664 |
| Total | $ 15,126 | $ 1,030 | $ 16,156 |

The above schedule does not include GEFA loan CW2022031 as this loan is still in the drawdown phase and no amortization schedule is available.

**Component Unit Revenue Bonds – Development Authority**

| Component Unit | Interest Rate % | Interest Dates | Issue Date | Maturity Date | Authorized and Issued | Cumulatively Retired | Outstanding |
|---|---|---|---|---|---|---|---|
| 2017 Stadium Refunding Bonds | 2.00 – 3.50 | 1/1 – 7/1 | 1/26/17 | 1/1/38 | $ 29,785 | $ 8,460 | $ 21,325 |
| 2018 Gwinnett Center Expansion Bonds | 3.21 – 4.19 | 3/1 – 9/1 | 8/7/18 | 9/1/48 | 95,710 | 4,825 | 90,885 |
| 2020 Georgia Research Park Bonds | 1.35 – 2.20 | 6/1 –12/1 | 9/30/20 | 12/1/40 | 67,685 | 14,610 | 53,075 |
| 2020A Refunding Bonds | 0.18 – 1.45 | 3/1 – 9/1 | 10/6/20 | 9/1/31 | 39,165 | 18,795 | 20,370 |
| 2020B Gwinnett Center Projects | 0.97 – 3.00 | 3/1 – 9/1 | 10/6/20 | 9/1/50 | 75,295 | 9,895 | 65,400 |
| Subtotal | | | | | $ 307,640 | $ 56,585 | $ 251,055 |
| Premium | | | | | | | 478 |
| Total | | | | | | | $ 251,533 |

The Development Authority (a discretely presented component unit) issued $12 million in fixed-rate revenue bonds on July 31, 2007, to build a parking deck at the Gas South District (originally the Gwinnett Center). On April 1, 2008, the Development Authority issued $33 million in fixed-rate revenue bonds to build the baseball stadium, Gwinnett Field (originally Coolray Field). In 2001, the Development Authority issued $65 million in variable-rate revenue bonds to fund the construction of the Gas South District Arena, then later restructured those bonds to fixed-rate revenue bonds on December 1, 2010.

On January 26, 2017, the Authority issued $29,785,000 in Series 2017 Revenue bonds to refund all but $730,000 of the 2008 Stadium Bonds. Interest rates on the Series 2017 bonds range from 2.00 percent to 3.50 percent with annual maturities through 2038. The net proceeds from the Series 2017 Bonds were deposited in an irrevocable trust with an escrow agent to provide all future debt service payments on the refunded bonds. The result of this transaction is a decrease in future debt service payments of $12,114,504 and present value savings, or economic gain, of $8,290,352. The refunded bonds were called and repaid during 2018.

On August 7, 2018, the Authority issued $95,710,000 in revenue bonds to finance the Gas South District (originally the Gwinnett Center) Expansion and Parking Deck Project. The bonds bear interest rates ranging from 3.21 percent to 4.19 percent with annual maturities through 2048.

On September 30, 2020, the Authority issued $67,685,000 in Series 2020 Revenue bonds to finance the Rowen Knowledge Community. Interest rates on the Series 2020 bonds range from 1.35 percent to 2.20 percent with annual maturities through 2040.

On October 6, 2020, the Authority issued $39,165,000 in Series 2020A Revenue bonds to refund the remaining maturities of the 2007 Parking Deck and 2010 Arena Bonds for the Gas South District. Interest rates on the Series 2020A refunding bonds range from 0.18 percent to 1.45 percent with annual maturities through 2031. The net proceeds from the Series 2020A Bonds were deposited in an irrevocable trust with an escrow agent to provide all future debt service payments on the refunded bonds. The result of this transaction is a decrease in future debt service payments of $8,938,453 and present value savings, or economic gain, of $8,038,099. Also, on October 6, 2020, the Development Authority issued $75,295,000 in variable-rate 2020B revenue bonds to fund expansion projects at the Gas South District. Interest rates on the 2020B construction bonds range from 0.97 to 3.00 percent with annual maturities through 2050.

The estimated annual requirements to amortize the bonds payable as of December 31, 2025, were as follows (in thousands of dollars):

**Development Authority Revenue Bonds Annual Requirements**

| Year Ended December 31 | Principal | Interest | Total Debt Service |
|---|---|---|---|
| 2026 | $ 12,900 | $ 6,929 | $ 19,829 |
| 2027 | 13,175 | 6,666 | 19,841 |
| 2028 | 12,635 | 6,412 | 19,047 |
| 2029 | 12,905 | 6,146 | 19,051 |
| 2030 | 13,185 | 5,865 | 19,050 |
| 2031 – 2035 | 57,100 | 25,016 | 82,116 |
| 2036 – 2040 | 57,590 | 17,197 | 74,787 |
| 2041 – 2045 | 38,440 | 9,709 | 48,149 |
| 2046 – 2050 | 33,125 | 2,672 | 35,797 |
| Total | $ 251,055 | $ 86,612 | $ 337,667 |

**Conduit Debt**

From time to time, the Authority has issued Industrial Development Revenue Bonds to provide financial assistance to both private and public sector entities for the acquisition and construction of industrial and commercial facilities deemed to be of public interest. The Authority is not obligated in any manner for repayment of the bonds. Accordingly, the bonds are not reported as liabilities in the accompanying financial statements. There are 20 series of industrial revenue bonds issued from January 1, 1998 to December 31, 2025, totaling $1,154,325,849. The total amount of those bonds outstanding as of December 31, 2025, was $767,253,460.

**Subscription Liabilities**

On June 1, 2024, the County entered into a SBITA lease as lessee for the right-to-use certain subscription-based assets. The County recognized an initial subscription liability in the amount of $4,857,000 for a business-type lease. In 2025, the County increased its subscription liability by adding new subscription leases. The County increased its subscription liability for business-type activities by $764,000 at the beginning of 2025 with the addition of a new lease. At December 31, 2025, the remaining lease liability is $4,829,000.

**Subscription Payable Annual Requirements for Business-Type Activities** (in thousands of dollars):

| Year Ended December 31 | Principal | Interest | Total |
|---|---|---|---|
| 2026 | $ 724 | $ 136 | $ 860 |
| 2027 | 700 | 116 | 816 |
| 2028 | 468 | 96 | 564 |
| 2029 | 505 | 80 | 585 |
| 2030 | 544 | 64 | 608 |
| 2031 – 2033 | 1,888 | 84 | 1,972 |
| Total | 4,829 | 576 | 5,405 |



# NOTE 11.

## Interfund Balances and Transfers

The Interfund receivables and payables as of December 31, 2025, are as follows (in thousands of dollars):

| | DUE FROM | | |
|---|---|---|---|
| **DUE TO** | **Grant** | **The Exchange at Gwinnett TAD** | **Total** |
| General | $ 4,682 | $ – | $ 4,682 |
| The Exchange at Gwinnett TAD Debt Service | – | 74 | 74 |
| Total | $ 4,682 | $ 74 | $ 4,756 |

Interfund receivables and payables result from year-end transactions. These balances will clear within one year.

Interfund transfers for the year ended December 31, 2025, consisted of the following (in thousands of dollars):

| | TRANSFER FROM | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| **TRANSFER TO** | **General** | **Fire and EMS District** | **Police Services District** | **Other Capital** | **Non-major Governmental** | **Internal Service Funds** | **Water and Sewer** | **Total** |
| General | $ – | $ – | $ – | $ – | $ 112 | $ – | $ – | $ 112 |
| Fire and EMS District | – | – | – | 13,000 | – | – | – | 13,000 |
| Other Capital | 48,276 | 11,796 | 19,850 | – | 3,864 | 2,616 | – | 86,402 |
| Non-major Governmental | 211 | – | – | – | 2,798 | – | – | 3,009 |
| Internal Service Funds | – | – | – | – | – | – | 562 | 562 |
| Economic Development | – | – | – | 18,588 | – | – | – | 18,588 |
| Non-major Enterprise | 14,917 | – | – | – | – | – | – | 14,917 |
| Total | $ 63,404 | $ 11,796 | $ 19,850 | $ 31,588 | $ 6,774 | $ 2,616 | $ 562 | $ 136,590 |

*Capital assets totaling $5,036,000 were transferred from governmental activities to the Economic Development Fund in 2025. This amount is recorded as a capital contribution in the Economic Development Fund. These capital assets were subsequently sold in 2025.*

The majority of transfers from the General, Fire and EMS District, Police Services District, Other Capital, Non-major Governmental, and Internal Service Funds are to fund ongoing and planned capital projects and vehicle replacements. Other transfers made during 2025 were:

- The Other Capital Fund transferred funds to the Economic Development Operating Fund to for future economic development.
- The Other Capital Fund made a one-time transfer to the Fire and EMS District Operating fund reversing a contribution to capital entry made by the Fire and EMS Operating fund earlier in the year.
- Non-major governmental: The Exchange at Gwinnett TAD fund transferred funds to the Exchange at Gwinnett Debt Service Fund for debt service.

# NOTE 12.

## Risk Management

**A. Liability, Property, and Workers' Compensation**

It is the policy of the County not to purchase commercial insurance for various types of losses to which it is exposed. Instead, County management believes it is more economical to manage its risks by purchasing limited liability coverages and internally setting aside assets for claim settlement in its Risk Management, Workers' Compensation, and Auto Liability Funds, which are all internal service funds. The Risk Management Fund services claims for the County resulting from general liability, errors and omissions, law enforcement liability, physical damage to County vehicles, property risks, and cyber security. The Auto Liability Fund services claims for the County resulting from automobile liability risks. The Workers' Compensation Fund, which is included for reporting purposes in the Risk Management Fund, services claims for the County resulting from workers' compensation risks. All departments, agencies, and authorities of the County participate in these funds. The Risk Management, Workers' Compensation, and Auto Liability Funds allocate the cost of providing claims service and claims payment by charging a "premium," which is an allocation to each department or agency. These charges, which consider recent trends in actual claims experience of the County as a whole, are accounted for as interfund services provided and used. The County self-funds up to $2,000,000 for general liability, errors and omissions, and law enforcement liability, with excess coverage of $20,000,000. The County fully self-funds the automobile liability exposure up to $500,000 for bodily injury or death of any one person in any one occurrence with an aggregate amount of $700,000 for bodily injury or death of two or more persons in any one occurrence and $50,000 because of injury to, or destruction of, property in any one occurrence, and relies on governmental immunity above these levels. The County purchases direct coverage for property and crime insurance with a per occurrence limit of $1,400,000,000 and $2,000,000, respectively. These policies provide for a $100,000 deductible on property damage and a $25,000 deductible on fidelity claims. In addition, the County purchases direct coverage for off-duty liability for police and sheriff with a limit of $2,000,000 and reservists liability with a limit of $1,000,000 for Sheriff; fiduciary liability with a limit of $15,000,000; and aviation coverage for the airport and helicopters with limits of $50,000,000 and $20,000,000, respectively. The County is self-funded depending on the year from $250,000 to $1,000,000 per occurrence for workers' compensation. Amounts exceeding this are covered by an excess workers' compensation policy. Between June 1, 2002, and December 31, 2007, the County joined with other counties in the state as part of the Association County Commissioners of Georgia Group Self-Insurance Workers' Compensation Fund Large Deductible Program. This is a public entity risk pool currently operating as a workers' compensation insurance program for member local governments. The ACCG administers the workers' compensation pool. As part of the Group Self-Insurance Workers' Compensation Fund, the County is obligated to pay all claims, contributions, and assessments as prescribed by the pool to cooperate with the pool's agents and attorneys and finalize all of our claims as soon as possible. The County also allows the pool's agents and attorneys to represent the County in investigations, settlement discussions, and all levels of litigation out of any claim made against the County for workers' compensation within the scope of claims protection furnished by the fund. The County is responsible to reimburse the fund for various deductibles of any claim between June 1, 2002, and December 31, 2007. Deductibles vary from $250,000 to $600,000 depending on the year. Amounts exceeding the various deductibles are covered by an excess workers' compensation policy. The fund is responsible to defend and protect members of the fund in accordance with workers' compensation law of Georgia. On January 1, 2008, Gwinnett County left the ACCG Self-Insurance Workers' Compensation Fund Large Deductible Program and became independently self-insured. The County hired a third-party administrator, Alternative Service Concepts, Inc., now Davies, to handle workers' compensation claims. The County is responsible for the first $1,000,000 of any covered workers' compensation claim and amounts exceeding the $1,000,000 retention are covered by an excess workers' compensation policy.

Outstanding liabilities are reported when it is probable a loss has occurred and the amount of that loss may be reasonably estimated. Liabilities include an actuarially-determined amount for claims that have been incurred but not reported. Actual claims liabilities depend on such complex factors as inflation, changes in legal doctrines, and damage awards; therefore, the process used in computing claims liability does not necessarily result in an exact amount. Claims liabilities are reevaluated periodically to take into consideration recently settled claims, the frequency of claims, and other economic and social factors. Liabilities may be discounted; that is, they will reflect potential investment income that is expected to be earned on the loss reserves until they are paid.

Changes in balances of claims liabilities for each of the two years in the two-year period ended December 31, 2025, were as follows (in thousands of dollars):

| Fiscal Year | Beginning of Fiscal-Year Liability | Current-Year Claims and Changes in Estimates | Claims Payments | Balance at Fiscal Year-End |
|---|---|---|---|---|
| 2025 | $ 20,930 | $ 9,308 | $ 8,300 | $ 21,938 |
| 2024 | 17,406 | 15,850 | 12,327 | 20,930 |

At December 31, 2025, the Risk Management Fund held $26,894,000 in cash and cash equivalents and the Auto Liability Fund held $7,420,000 in cash and cash equivalents available for payment of these claims.

**B. Group Health Insurance**

The County accounts for the risks associated with the employee's health insurance plan in the Group Self-Insurance Fund, an internal service fund where assets are set aside for claim settlements. The County maintains specific stop loss coverage in the amount of $400,000 per covered individual to reduce the exposure from catastrophic claims. One third-party administrator is employed to process claims for the group insurance health program. The County has not experienced any significant decreases in insurance coverage.

Changes in balances of claims liabilities for the Group Self-Insurance Fund during 2025 and 2024 were as follows (in thousands of dollars):

| Fiscal Year | Beginning of Fiscal-Year Liability | Current-Year Claims and Changes in Estimates | Claims Payments | Balance at Fiscal Year-End |
|---|---|---|---|---|
| 2025 | $ 5,351 | $ 58,425 | $ 57,237 | $ 6,539 |
| 2024 | 5,314 | 41,956 | 41,919 | 5,351 |

**2025 Claims for Active Employees:**
In 2025, there were 2,755 active employees electing medical coverage under self-funded medical plans. The County pays approximately 84 percent of the actuarial projected cost for medical and hospitalization costs incurred by these eligible participants. Expenses by type for the year ended December 31, 2025, were as follows (in thousands of dollars):

| 2,755 Self-Insured Active Employees Electing Medical Coverage | | |
|---|---|---|
| Administrative Costs | $ | 2,060 |
| Stop Loss Insurance | | 5,698 |
| Claims Experience | | 57,237 |
| Total | $ | 64,995 |

In 2025, there were 2,026 active employees electing medical coverage in the fully insured medical plans. The County pays approximately 87 percent of the actuarial projected cost for medical and hospitalization costs incurred by these eligible participants. Expenses for the year ended December 31, 2025, were as follows (in thousands of dollars):

| 2,026 Fully Insured Active Employees Electing Medical Coverage | | |
|---|---|---|
| Fully Insured Premium | $ | 25,556 |

# NOTE 13.

## Deferred Compensation Plan

The County maintains a Section 457(b) Deferred Compensation Plan administered by a third party. As a result, the assets and liabilities of the plan are not recorded on the County's financial statements. All contributions to this plan are voluntary employee contributions.

# NOTE 14.

# Pensions

## A. General Information about the Pension Plan

### Plan Description

The Gwinnett County Public Employees Retirement System (the "Plan") is a single-employer defined benefit pension plan. The present plan covers all employees of Gwinnett County who are members of the Defined Benefit Pension Plan. The Plan was created as a successor to a previous plan by action of the Board of Commissioners on September 19, 2006. The Retirement Plans Management Committee, composed of seven members who serve without compensation by the Plan, is the trustee of the Plan. The members of the Retirement Plan's Management Committee are the County Administrator (by position), the Chief Financial Officer (by position), the County Director of Human Resources (by position), a citizen of the County (not a participant in the Plan) appointed by the County Board of Commissioners, two County employees appointed by the County Administrator, and one general member appointed by the County Administrator. The Bank of New York Mellon is the custodian for the Plan. Transamerica is the third-party administrator of the Plan. Benefit provisions and contribution requirements are established and may be amended by the Retirement Plans Management Committee, subject to approval by the Gwinnett County Board of Commissioners.

### Summary of Significant Accounting Policies

The Plan's significant accounting policies are as follows:

### Basis of Accounting

The financial statements of the Plan are prepared under the accrual method of accounting. Contributions are paid and based on payrolls for time worked through December 31 each year.

### Cash and Cash Equivalents

The Plan considers all depository accounts, money market depository accounts, and un-invested cash in investment trust accounts to be cash equivalents.

### Valuation of Investments

Investments are recorded at fair value. The net appreciation (depreciation) in the fair value of investments held by the Plan is recorded as an increase (decrease) to investment income based on the valuation of investments as of the statement of fiduciary net position date. Investment income is recognized on the accrual basis as earned by the Plan.

### Payment of Benefits

Benefits to retired participants are recorded when due in accordance with the terms of the Plan.

### Management Estimates

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the reported amounts of assets and deferred outflows of resources and liabilities and deferred inflows of resources and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenses during the reporting period. Actual results could differ from those estimates.

Separate audited financial statements of the Plan are prepared and can be obtained at the Gwinnett County Department of Financial Services located at:

75 Langley Drive
Lawrenceville, GA 30046

**Benefits Provided**

The following brief description of the pension plan terms is provided for general information purposes only. Participants should refer to the plan document for more complete information.

Normal retirement age under the Plan is 65. Employees having an employment or reemployment date prior to November 1, 2004, become fully vested after three years of service. Employees having an employment or reemployment date after November 1, 2004, become fully vested after five years of service.

Early retirement means the following when a Participant becomes eligible:

*Schedule A:* A participant accruing benefits under *Schedule A* shall be entitled to an Unreduced Early Retirement Pension when he completes 30 years of Vesting Service or attains 65 years of age with at least five years of participation. A Participant accruing benefits under *Schedule A* will be entitled to a Reduced Early Retirement Pension on the latter of the date he attains 60 years of age and completes 10 years of service.

*Schedule B* or *Schedule C:* A participant accruing benefits under *Schedule B* or *Schedule C* shall be entitled to an Unreduced Early Retirement Pension on the earlier of the following dates; (i) the Participant completes 30 years of Vesting Service; or (ii) latter of the date (A) he attains 50 years of age and (B) his age, combined with his years of Vesting Service, equals or exceeds 75 or he attains age 65 with five years of plan participation. A Participant accruing benefits under *Schedule B* or *Schedule C* will be entitled to a Reduced Early Retirement Pension on the latter of the date he attains 60 years of age and completes 10 years of service.

Normal retirement benefits are based on a participant's average monthly compensation for the highest 60 consecutive months of credited service out of the employee's last 120 months of credited service prior to termination of employment. Normal retirement factor is 2.25 percent of participant's average monthly compensation multiplied by years of full-time credited service for *Schedule A* and *B*. Normal retirement factor is 2.5 percent of participant's average monthly compensation multiplied by years of full-time credited service for *Schedule C*.

Participants who retire will receive a cost of living increase as follows:

*Schedule A:* There is no cost of living adjustment for benefits provided under *Schedule A*.

*Schedule B* or *C:* A participant receiving retirement, disability pension, survivor, or deferred vested benefits under the provisions of any of the Employee Contributory Plans shall be entitled to a cost of living adjustment of his benefit in the amount of 1 percent per year.

A participant who, prior to satisfying the requirements for a normal, early, or reduced retirement pension shall be entitled to receive a Disability Pension if the participant has completed 10 years of full-time service and is determined to be totally disabled by the Social Security Administration prior to the participant's termination of employment.

Joint and survivor retirement benefits to a participant's designated beneficiary are provided by the Plan, as well as a 10 year certain benefit option.

A Post-Retirement Death Benefit of up to $15,000 (payable in a lump sum) is provided for each participant receiving an early, reduced, normal, or late retirement pension, who retires directly from County employment.

### Eligibility

Full-time employees with an employment or reemployment commencement date before December 31, 2006, who did not elect to participate in the Defined Contribution Plan are eligible to participate in the Plan.

Employees hired or rehired on or after January 1, 2007; County commissioners, other elected officials and appointed officials with an employment or reemployment date after August 1, 2000; and employees who elected to participate in the Defined Contribution Plan are excluded from participation in the Defined Benefit Plan. The Defined Benefit Plan is closed to new entrants.

At January 1, 2025, the following employees were covered by the benefit terms:

| Plan Membership as of January 1, 2025 | |
|---|---|
| Inactive members or beneficiaries currently receiving benefits | 2,939 |
| Inactive members entitled to but not yet receiving benefits | 635 |
| Active members | 553 |
| Total | 4,127 |

### Contributions

Gwinnett County is required to contribute an actuarially determined amount annually to the Plan's trust. The required contribution amount is determined using actuarial methods and assumptions approved by the Retirement Plans Management Committee. It is intended to satisfy the minimum contribution requirements as set forth in controlling state of Georgia statutes. Effective for the January 1, 2025, plan year, the recommended contribution for the County was set at $45,929,000, and the County contributed $46,098,000. The actuarially determined contribution for employees was $4,861,864.

### Net Pension Liability

The County's net pension liability was measured as of December 31, 2025, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of January 1, 2025, with updated procedures performed by the actuary to roll forward the total pension liability measured as of December 31, 2025.

Actuarial valuations involve estimates of the value of reported amounts and assumptions about the probability of events far into the future, and actuarially determined amounts are subject to continual revision as results are compared to past expectations and new estimates are made about the future. Actuarial calculations reflect a long-term perspective. Calculations are based on the types of benefits provided under the terms of the substantive plan at the time of each valuation and on the pattern of sharing costs between the employer and plan members to that point. The assumptions used in the January 1, 2025, actuarial valuation were as follows:

| | |
|---|---|
| Actuarial cost method | Entry age normal |
| Price inflation | 2.50 percent |
| Salary increases | 4.50 – 5.50 percent, average, including inflation |
| Investment rate of return | 7.00 percent, net of pension plan investment expense, including inflation |
| Cost-of-living adjustments | 1.00 percent |
| Mortality | Pre-Retirement Mortality:<br>PubG.H-2010 Headcount Weighted General Median Employee projected generationally using projection scale MP-2019<br><br>Post-Retirement Health Mortality:<br>PubG.H-2010 Headcount Weighted General Median Healthy Retiree projected generationally using projection scale MP-2019<br><br>Post-Retirement Disabled Mortality:<br>PubNS.H-2010 Headcount Weighted Non-Safety Median Disabled Retiree projected generationally using projection scale MP-2019 |

The actuarial assumptions used in the January 1, 2025, valuation were based on the results of the last actuarial experience study, dated January 27, 2010, with the exception of the mortality assumption and the termination rates. The mortality assumption was updated for the December 31, 2019 measurement date. The termination assumptions will be updated over a five-year period beginning with the December 31, 2021 measurement date.

The long-term expected rate of return on OPEB plan investments was determined using a log-normal distribution analysis in which best estimate ranges 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 percentage and by adding expected inflation. The assumption is intended to be a long-term assumption and is not expected to change absent a significant change in the asset allocation, a change in the inflation assumption, or a fundamental change in the market that alters expected returns in future years. The target allocation and best estimates of arithmetic real rates of return for each major asset class as provided by the Plan's Investment Consultant are summarized in the following table:

| Asset Class | Allocation | Long-Term Expected Real Rate of Return |
|---|---|---|
| U.S. large cap growth | 15.0% | 7.5% |
| U.S. large cap value | 15.0% | 7.4% |
| U.S. mid cap | 7.5% | 7.8% |
| U.S. small cap | 7.5% | 8.4% |
| REITs | 5.0% | 7.8% |
| Foreign developed | 10.0% | 7.7% |
| Emerging markets | 5.0% | 8.5% |
| Global equity | 10.0% | 7.5% |
| Core fixed income | 25.0% | 3.1% |
| Total | 100.0% | |

The discount rate used to measure the total pension liability was 7.00 percent. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and the County will contribute the actuarially determined amount in subsequent years. Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make projected future benefit payments of all current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all of the future projected benefit payments to determine the total pension liability.

**Changes in the Net Pension Liability**

| | Increase (Decrease) | | |
|---|---|---|---|
| | Total Pension Liability (a) | Plan Fiduciary Net Position (b) | Net Pension Liability (a) – (b) |
| Balances at December 31, 2024 | $ 1,705,904,968 | $ 1,393,606,000 | $ 312,298,968 |
| Changes for the year: | | | |
| Service cost | 11,454,543 | — | 11,454,543 |
| Interest | 116,499,951 | — | 116,499,951 |
| Difference between expected and actual experience | 31,206,417 | — | 31,206,417 |
| Changes in assumptions | 692,223 | — | 692,223 |
| Contributions – employer | — | 46,098,000 | (46,098,000) |
| Contributions – employee | — | 4,613,000 | (4,613,000) |
| Net investment income | — | 158,722,000 | (158,722,000) |
| Benefit payments, including refunds of employee contributions | (106,149,000) | (106,149,000) | — |
| Administrative expense | — | (810,000) | 810,000 |
| Net changes | $ 53,704,134 | $ 102,474,000 | $ (48,769,866) |
| Balances at December 31, 2025 | $ 1,759,609,102 | $ 1,496,080,000 | $ 263,529,102 |

**Sensitivity of the net pension liability to changes in the discount rate**

The following presents the net pension liability of the County, calculated using the discount rate of 7.00 percent, as well as what the County's net pension liability would be if it were calculated using a discount rate that is 1-percentage-point lower or 1-percentage-point higher than the current rate:

| | 1% Decrease (6.00%) | Current Discount Rate (7.00%) | 1% Increase (8.00%) |
|---|---|---|---|
| County's net pension liability | $ 456,538,326 | $ 263,529,102 | $ 101,263,574 |

### Pension Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions

For the year ended December 31, 2025, the County recognized pension expense of $67,133,656. The following table provides a summary of the deferred inflows and outflows related to pensions as of December 31, 2025 (the measurement date):

| | Deferred Outflows of Resources | Deferred Inflows of Resources |
|---|---|---|
| Differences between expected and actual experience | $ — | $ — |
| Changes of assumptions | — | — |
| Net difference between projected and actual earnings on plan investments | — | 56,714,024 |
| Total | $ — | $ 56,714,024 |

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 December 31: | Deferred Outflows of Resources (a) | Deferred Inflows of Resources (b) | Amount recognized in Pension Expenses as an increase or (decrease) to Pension Expense (a) – (b) |
|---|---|---|---|
| 2026 | $ 24,098,819 | $ — | $ 24,098,819 |
| 2027 | — | 44,173,521 | (44,173,521) |
| 2028 | — | 24,011,670 | (24,011,670) |
| 2029 | — | 12,627,652 | (12,627,652) |
| Thereafter | — | — | — |

**B. Defined Contribution Pension Plan**

The Gwinnett County Defined Contribution Pension Plan (the "DC Plan") is a defined contribution retirement plan established by Gwinnett County on August 1, 2000, to provide retirement benefits for appointed and elected officials. Effective January 1, 2007, all new eligible employees were required to participate in this plan, and the defined benefit plan was closed to new participants. The DC Plan is administered by Voya Financial. On December 31, 2025, there were 5,143 active participants. Plan participants are required to make a one-time, irrevocable election of either 5.0 or 7.5 percent contribution of their pensionable earnings, and the County is required to contribute 11.5 percent of pensionable earnings (for employees hired prior to January 1, 2007) or 7.0 percent of pensionable earnings (for employees hired after January 1, 2007). Plan provisions and contribution requirements are established by and may be amended by the County Board of Commissioners within the scope of all applicable laws. The effective date of the plan was August 1, 2000. For the year ended December 31, 2025, the amount contributed by employees was $23,199,724. The amount contributed by the County was $31,516,457. Effective January 1, 2007, a 1 percent match of pensionable earnings for each employee who contributes at least 3.0 percent to their 457(b) account is made by the County to the DC Plan. Employees hired before January 1, 2016, vest in the County contributions on the following schedule: after 1 year of service they are vested 33 percent, after two years of service they are vested 67 percent, and after three years of service they are vested 100 percent. Employees hired on or after January 1, 2016, vest in the County contributions on the following schedule: after three years of service they are vested 33 percent, after 4 years of service they are vested 67 percent, and after five years of service they are vested 100 percent.

The DC Plan also contains an additional benefit – the Retiree Medical Savings Plan (401h). This plan is also administered by Voya Financial. All contributions to this plan are made by the County at 1.5 percent of pensionable earnings. This plan is for employees hired prior to January 1, 2007. Upon retirement, employees may receive disbursements from this account for eligible medical expenses. In 2025, the County contributed $447,082 to this plan. Persons leaving County employment prior to retirement forfeit all rights or claims against the medical savings program and those funds are returned to the program for payment of expenses or redistribution in accordance with IRS *§401h*. The balance of the accumulated forfeiture account in the plan as of December 31, 2025, was $24,474.



# NOTE 15.

## Other Post-Employment Benefits

### General Information about the OPEB Plan

**Plan Description**
The Gwinnett County Retirement System Health Insurance Plan (the "OPEB Plan") is a single-employer defined benefit post-retirement health care plan, or Other Post-Employment Benefit plan. The Gwinnett County OPEB Trust is an irrevocable trust established pursuant to Section 115 of the Internal Revenue Code for the purpose of pre-funding other post-employment benefits provided under its welfare benefit plans in accordance with GASB Standards. The trust was established, effective January 1, 2007, by the Board of Commissioners to pre-fund medical and prescription drug benefits for retirees and other former employees (and their eligible dependents) who are eligible for such benefits under existing County policy. The Retirement Plans Management Committee, composed of seven members who serve without compensation by the OPEB Plan, is the trustee of the Plan. The members of the Retirement Plan's Management Committee are the County Administrator (by position), the Chief Financial Officer (by position), the County Director of Human Resources (by position), a citizen of the County (not a participant in the Plan) appointed by the County Board of Commissioners, two County employees appointed by the County Administrator, and one general member appointed by the County Administrator. The Bank of New York Mellon is the custodian for the trust. Benefit provisions and contribution requirements are established and may be amended by the County Administrator.

**Summary of Significant Accounting Policies**
The Plan's significant accounting policies are as follows:

**Basis of Accounting**
The financial statements of the Plan are prepared under the accrual method of accounting. Contributions, which are based on payrolls for time worked through December 31 each year, are also accrued at year-end.

**Cash and Cash Equivalents**
The Plan considers all depository accounts, money market depository accounts, and un-invested cash in investment trust accounts to be cash equivalents.

**Valuation of Investments**
Investments are recorded at fair value. The net appreciation (depreciation) in the fair value of investments held by the Plan is recorded as an increase (decrease) to investment income based on the valuation of investments as of the statement of fiduciary net position date. Investment income is recognized on the accrual basis as earned by the Plan.

**Payment of Benefits**
Benefits to retired participants are recorded when due in accordance with the terms of the Plan.

**Management Estimates**
The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the reported amounts of assets and deferred outflows of resources and liabilities and deferred inflows of resources and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenses during the reporting period. Actual results could differ from those estimates.

Separate audited financial statements for the Gwinnett County Retirement System Health Insurance Plan can be obtained at the Gwinnett County Department of Financial Services located at:

75 Langley Drive
Lawrenceville, GA 30046

**General**
The following brief description of the OPEB plan terms is provided for general information purposes only. Participants should refer to the plan agreement for more complete information.

**Retirement Options/Benefit Provisions**
Eligible retirees and former employees who are not Medicare Eligible are offered the same health and prescription drug coverage as active employees with the addition of a Bronze High Deductible Health Plan. Medicare Eligible retirees and former employees who are Medicare Eligible are offered a Medicare Advantage Plan. Retirees pay approximately 30 percent of actuarially calculated and self-supporting monthly rates. The County contributes the remainder of the rates, but it caps its contribution at specific monthly limits. Participants pay 100 percent of the cost of vision and dental coverage.

**Eligibility**
Eligible participants for Other Post-Employment Benefits include:

1. Retirees, who have met the specific eligibility requirements for retirement, and their eligible dependents
2. Retirees who retired directly from Gwinnett County and who elected to enroll in another, similar retiree medical benefit plan and who subsequently involuntarily lost that other coverage
3. Eligible surviving beneficiaries
4. Ex-elected officials who complete one full-term in office and who upon leaving office have no similar group health plan available to them, and
5. Certain disabled former employees

Effective July 1, 2007, employees hired into or transferred into full-time positions must have a minimum of 10 years credited service toward retirement and must retire directly from Gwinnett County in order to be eligible to participate in the retiree health plan. Active employees participating in a Gwinnett County retirement plan prior to July 1, 2007 must only retire directly from Gwinnett County in order to be eligible to participate in the retiree health plan.

**Plan Membership**
The following schedule reflects membership in the OPEB Plan as of January 1, 2025:

| | |
|---|---|
| Active participants | 5,402 |
| Inactive members or their beneficiaries currently receiving benefits | 1,752 |
| Inactive members entitled to but not yet receiving benefits | — |
| Total | 7,154 |

**Contributions**
In 2025, Gwinnett County contributed an actuarially determined amount to the OPEB Plan's trust. The annual contribution amount is determined using actuarial methods and assumptions approved by the Retirement Plans Management Committee. Effective for the January 1, 2025 plan year, the recommended contribution for the County was set at $5,172,338 and the County contributed $5,960,119.

**Net OPEB Liability (Asset)**
The County's net OPEB liability was measured as of December 31, 2025, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of January 1, 2025, with update procedures performed by the actuary to roll forward the total OPEB liability measured as of December 31, 2025.

Actuarial valuations involve estimates of the value of reported amounts and assumptions about the probability of events far into the future, and actuarially determined amounts are subject to continual revision as results are compared to past expectations and new estimates are made about the future. Actuarial calculations reflect a long-term perspective. Calculations are based on the types of benefit provided under the terms of the substantive plan at the time of each valuation and on the pattern of sharing costs between the employer and plan members to that point. The assumptions used in the January 1, 2025, actuarial valuation were as follows:

| | |
|---|---|
| Valuation date | January 1, 2025 |
| Actuarial cost method | Entry age normal |
| Price inflation | 2.50 percent |
| Salary increases | 4.50 – 5.50 percent, average, including inflation |
| Investment rate of return | 7.00 percent, net of investment expense, including inflation |
| Health care cost trend rate (used until hard cap is reached): | |
| Pre-Medicare eligible | 6.50 percent |
| Medicare eligible | 4.75 percent |
| Ultimate trend rate: | |
| Pre-Medicare eligible | 4.50 percent |
| Medicare eligible | 4.50 percent |
| Year of ultimate trend rate: | |
| Pre-Medicare | 2033 |
| Medicare | 2026 |
| Mortality | Pre-Retirement Mortality:<br>PubG.H-2010 Headcount Weighted General Median Employee, projected generationally using projection scale MP-2019<br><br>Post-Retirement Health Mortality:<br>PubG.H-2010 Headcount Weighted General Median Healthy Retiree, projected generationally using projection scale MP-2019<br><br>Post-Retirement Disabled Mortality:<br>PubNS.H-2010 Headcount Weighted Non-Safety Median Disabled Retiree, projected generationally using projection scale MP-2019 |

The actuarial assumptions used for retirement, termination, and disability decrements for Plan participants who also are members of the County's defined benefit pension plan are based on the results of an actuarial experience study performed for the three year period ending January 1, 2009. The actuarial assumptions used for retirement and termination for Plan participants who also are members of the County's defined contribution pension plan are based on the results of an actuarial experience study performed for the period from January 1, 2007 through January 1, 2012. The remaining actuarial assumptions used in the January 1, 2025 valuation were based on the results of an actuarial experience study done concurrently with the January 1, 2025 valuation.

The long-term expected rate of return on OPEB plan investments was determined using a log-normal distribution analysis in which best estimate ranges of expected future real rates of return (expected returns, net of OPEB 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 percentage and by adding expected inflation. The assumption is intended to be a long-term assumption and is not expected to change absent a significant change in the asset allocation, a change in the inflation assumption, or a fundamental change in the market that alters expected returns in future years. The target allocation and best estimates of arithmetic real rates of return for each major asset class as provided by the Plan's Investment Consultant are summarized in the following table:

| Asset Class | Allocation | Long-Term Expected Real Rate of Return |
|---|---|---|
| U.S. large cap growth | 15.0% | 7.5% |
| U.S. large cap value | 15.0% | 7.4% |
| U.S. mid cap | 7.5% | 7.8% |
| U.S. small cap | 7.5% | 8.4% |
| REITs | 5.0% | 7.8% |
| Foreign developed | 10.0% | 7.7% |
| Emerging markets | 5.0% | 8.5% |
| Global equity | 10.0% | 7.5% |
| Core fixed income | 25.0% | 3.1% |
| Total | 100.0% | |

The discount rate used to measure the total OPEB liability was 7.00 percent. The projection of cash flows used to determine the discount rate assumed the actuarially determined plan contributions will be made. Based on those assumptions, the OPEB plan's fiduciary net position was projected to be available to make projected future benefit payments of all current plan members. Therefore, the long-term expected rate of return on OPEB plan investments was applied to all of the future projected benefit payments to determine the total OPEB liability.

OPEB Liabilities (Assets)

Changes in the Net OPEB Liability (Asset)

| | Total OPEB Liability | Plan Fiduciary Net Position | Net OPEB Liability (Asset) |
|---|---|---|---|
| Balances at December 31, 2024 | $ 189,449,688 | $ 195,127,000 | $ (5,677,312) |
| Changes for the year: | | | |
| Service cost | 5,524,646 | — | 5,524,646 |
| Interest | 13,009,278 | — | 13,009,278 |
| Difference between expected and actual experience | 27,218,489 | — | 27,218,489 |
| Changes of assumptions | 3,215 | — | 3,215 |
| Contributions – employer | — | 5,960,000 | (5,960,000) |
| Net investment income | — | 22,599,000 | (22,599,000) |
| Benefit payments | (18,255,000) | (18,255,000) | — |
| Administrative expense | — | (713,000) | 713,000 |
| Net changes | 27,500,628 | 9,591,000 | 17,909,628 |
| Balances at December 31, 2025 | $ 216,950,316 | $ 204,718,000 | $ 12,232,316 |

**Sensitivity of the net OPEB liability to changes in the discount rate**

The following presents the net OPEB liability of the County, calculated using the discount rate of 7.00 percent, as well as what the County's net OPEB liability would be if it were calculated using a discount rate that is 1-percentage-point lower or 1-percentage-point higher than the current rate:

| | 1% Decrease (6.00%) | Current Discount Rate (7.00%) | 1% Increase (8.00%) |
|---|---|---|---|
| County's net OPEB liability | $ 30,710,535 | $ 12,232,316 | $ (3,814,956) |

**Sensitivity of the net OPEB liability to changes in the health care cost trend rate**

The following presents the net OPEB liability of the County, as well as what the County's net OPEB liability would be if it were calculated using a health care cost trend rate that is 1-percentage-point lower or 1-percentage-point higher than the current rate:

| | 1% Decrease | Current Health Care Trend Rate | 1% Increase |
|---|---|---|---|
| County's net OPEB liability | $ 11,666,442 | $ 12,232,316 | $ 12,798,248 |

**OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources**

For the year ended December 31, 2025, the County recognized OPEB expense of $501,949. The following table provides a summary of the deferred inflows and outflows related to OPEB as of December 31, 2025 (the measurement date):

| | Deferred Outflows of Resources | Deferred Inflows of Resources |
|---|---|---|
| Differences between expected and actual experience | $ 22,898,094 | $ 20,374,966 |
| Changes of assumptions | 563,538 | 904,950 |
| Net difference between projected and actual earnings on plan investments | — | 8,920,162 |
| Total | $ 23,461,632 | $ 30,200,078 |

Amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB benefits will be recognized in OPEB expense as follows:

| Year ended December 31: | Deferred Outflows of Resources (a) | Deferred Inflows of Resources (b) | Amount recognized in OPEB Expense as a (decrease to) OPEB Expense (a) – (b) |
|---|---|---|---|
| 2026 | $ 7,798,125 | $ 9,163,724 | $ (1,365,599) |
| 2027 | 4,517,105 | 14,068,693 | (9,551,588) |
| 2028 | 4,449,047 | 6,505,605 | (2,056,558) |
| 2029 | 4,356,848 | 3,485,400 | 871,448 |
| Thereafter | 5,621,527 | 257,676 | 5,363,851 |



# NOTE 16.
# Fund Balances and Net Position

## A. Nonspendable, Restricted, Committed, Assigned, and Unassigned Fund Balances

Nonspendable, restricted, committed, assigned, and unassigned fund balances in the various funds as of December 31, 2025, were as follows (in thousands of dollars):

| Fund balances | General | Fire and EMS District | Police Services District | ARPA | Other Capital Projects | 2017 Sales Tax | 2023 Sales Tax | Other Governmental | Total |
|---|---|---|---|---|---|---|---|---|---|
| **Nonspendable:** | | | | | | | | | |
| Inventories | $ 5,449 | 1,091 | 776 | – | – | – | – | 394 | 7,710 |
| Prepaid items | 133 | – | 529 | 3 | – | – | – | 31 | 696 |
| Lease Receivables | 14 | – | – | – | – | – | – | 50 | 64 |
| **Restricted for:** | | | | | | | | | |
| Capital projects | – | – | – | – | 218,170 | 199,495 | 399,763 | – | 817,428 |
| Debt service | – | – | – | – | – | – | – | 1,855 | 1,855 |
| Special programs: | | | | | | | | | |
| Street lighting | – | – | – | – | – | – | – | 3,235 | 3,235 |
| Speed humps | – | – | – | – | – | – | – | 376 | 376 |
| Opioid Remediation | – | – | – | – | – | – | – | 7,625 | 7,625 |
| Document printing | – | – | – | – | – | – | – | 7,913 | 7,913 |
| Juvenile court supervision | – | – | – | – | – | – | – | 327 | 327 |
| Tourism | – | – | – | – | – | – | – | 23,786 | 23,786 |
| Stadium operations | – | – | – | – | – | – | – | 5,644 | 5,644 |
| Law enforcement – sheriff | – | – | – | – | – | – | – | 2,288 | 2,288 |
| Law enforcement – police | – | – | – | – | – | – | – | 2,696 | 2,696 |
| Crime victims assistance | – | – | – | – | – | – | – | 493 | 493 |
| Law enforcement – district attorney | – | – | – | – | – | – | – | 365 | 365 |
| Corrections inmate welfare | – | – | – | – | – | – | – | 479 | 479 |
| Sheriff inmate store | – | – | – | – | – | – | – | 5,906 | 5,906 |
| E-911 services | – | – | – | – | – | – | – | 40,932 | 40,932 |
| Loganville EMS district | – | – | – | – | – | – | – | 353 | 353 |
| Development and enforcement services district | – | – | – | – | – | – | – | 14,863 | 14,863 |
| Recreation district | – | – | – | – | – | – | – | 35,360 | 35,360 |
| Economic development | – | – | – | – | – | – | – | 21,110 | 21,110 |
| Jimmy Carter Boulevard tax allocation district | – | – | – | – | – | – | – | 42,972 | 42,972 |
| Indian Trail tax allocation district | – | – | – | – | – | – | – | 14,026 | 14,026 |
| Park Place tax allocation district | – | – | – | – | – | – | – | 11,034 | 11,034 |
| Lake Lucerne tax allocation district | – | – | – | – | – | – | – | 5,818 | 5,818 |
| Gwinnett Place tax allocation district | – | – | – | – | – | – | – | 15,480 | 15,480 |
| The Exchange at Gwinnett tax allocation district | – | – | – | – | – | – | – | 8,026 | 8,026 |
| Grants | – | – | – | – | – | – | – | 2,252 | 2,252 |
| *American Rescue Plan Act* | – | – | – | 11,390 | – | – | – | – | 11,390 |
| Fire and EMS district | – | 115,290 | – | – | – | – | – | – | 115,290 |
| Police services district | – | – | 136,987 | – | – | – | – | – | 136,987 |
| **Committed to:** | | | | | | | | | |
| Tree replacement | – | – | – | – | – | – | – | 776 | 776 |
| **Assigned to:** | | | | | | | | | |
| General fund – 2026 budget: appropriation of fund balance | – | – | – | – | – | – | – | – | – |
| Capital projects: | | | | | | | | | |
| General government projects | – | – | – | – | 325,253 | – | – | – | 325,253 |
| **Unassigned** | 223,107 | – | – | – | – | – | – | – | 223,107 |
| **Total fund balances** | $ **228,703** | **116,381** | **138,292** | **11,393** | **543,423** | **199,495** | **399,763** | **276,465** | **1,913,915** |

## B. Net Position

Net position in the governmentwide statements as of December 31, 2025, was as follows (in thousands of dollars):

| Net Position | Governmental Activities | Business-type Activities | Total |
|---|---|---|---|
| **Net investment in capital assets** | $ 2,943,430 | $ 4,423,147 | $ 7,366,577 |
| **Restricted for:** | | | |
| Capital projects: | | | |
| 2014 sales tax capital project fund | — | – | — |
| 2017 sales tax capital project fund | 215,186 | – | 215,186 |
| 2023 sales tax capital project fund | 428,059 | – | 428,059 |
| Fire and EMS district projects | 103,680 | – | 103,680 |
| Police services district projects | 94,192 | – | 94,192 |
| Development and enforcement services district projects | 20,298 | – | 20,298 |
| Recreation district projects | 24,903 | – | 24,903 |
| Debt service | 1,855 | 18,249 | 20,104 |
| Special programs: | | | |
| Street lighting | 3,414 | – | 3,414 |
| Speed humps | 318 | – | 318 |
| Opioid Remediation | 7,625 | – | 7,625 |
| Document printing | 7,913 | – | 7,913 |
| Juvenile court supervision | 327 | – | 327 |
| Tourism | 23,786 | – | 23,786 |
| Stadium operations | 5,644 | – | 5,644 |
| Law enforcement – sheriff | 2,288 | – | 2,288 |
| Law enforcement – police | 2,696 | – | 2,696 |
| Crime victims assistance | 483 | – | 483 |
| Law enforcement – district attorney | 365 | – | 365 |
| Corrections inmate welfare | 479 | – | 479 |
| Sheriff inmate store | 5,906 | – | 5,906 |
| E-911 services | 35,399 | – | 35,399 |
| Loganville EMS district | 353 | – | 353 |
| Development and enforcement services district | 8,053 | – | 8,053 |
| Recreation district | 29,615 | – | 29,615 |
| Economic development | 21,649 | – | 21,649 |
| Jimmy Carter Boulevard tax allocation district | 43,517 | – | 43,517 |
| Indian Trail tax allocation district | 14,108 | – | 14,108 |
| Park Place tax allocation district | 11,327 | – | 11,327 |
| Lake Lucerne tax allocation district | 5,940 | – | 5,940 |
| Gwinnett Place tax allocation district | 15,966 | – | 15,966 |
| The Exchange at Gwinnett tax allocation district | 8,338 | – | 8,338 |
| Other grants | 2,252 | – | 2,252 |
| *American Rescue Plan Act* | 11,393 | – | 11,393 |
| Fire and EMS district | 50,216 | – | 50,216 |
| Police services district | 138,163 | – | 138,163 |
| **Unrestricted** | 519,390 | 473,437 | 992,827 |
| **Total net position** | **$ 4,808,526** | **$ 4,914,833** | **$ 9,723,359** |

# NOTE 17.

## Tax Abatements

Under the *Gwinnett County Economic Development Ordinance* Section 2-151, et. seq. adopted April 19, 2006, the County participates in agreements with the Gwinnett County Development Authority and local businesses through a "Bonds for Title Program" which creates property tax abatements. A targeted business that receives a bond in exchange for the title of their property may receive a reduction of taxable value equal to the reciprocal of the number of years of the bond term applied to the market value of the total real estate. The gain in equity as the bond repayments are made becomes taxable in each subsequent year. Targeted businesses include: advanced manufacturing, headquarters and professional services, health sciences and services, information technology solutions, and supply chain management.

In order to qualify, certain eligibility requirements must be met and will differ if the targeted business is in a redevelopment area such as a community improvement district or tax allocation district. For businesses not located in a redevelopment area, at least two of the following conditions must be met over a specified period: 1) add at least 25 jobs, 2) pay an average salary at least 1.25 times the County average for the industry, or 3) have an estimated fiscal impact with a net present value to the County of at least $250,000 as determined by the County's analysis. For those businesses located in a redevelopment area, requirements have a lower threshold and include satisfying at least two of the following conditions over a specified period: 1) add at least 10 new jobs, 2) pay at least the nationwide average salary for that industry, or 3) have an estimated fiscal impact with a net present value to the County of at least $100,000 as determined by the County's analysis.

Any businesses receiving the abatement under this ordinance will agree not to relocate outside the County for the entire period during which the abatement is granted. If the business relocates, the full value of any and all abatements received pursuant to the ordinance will be reimbursed to the County or issuing Authority. Should the business fail to meet fiscal impact, income, or employment requirements, there will be a 20 percent reduction in the abatement to be received for the first such year. If requirements are not met for more than one year, there will be a 50 percent reduction for the second such year. A third year of non-attainment of requirements will result in a termination of the abatement pursuant to the Ordinance.

For the fiscal year ended December 31, 2025, the County abated property taxes totaling $950,115 under this program.

# NOTE 18.

## Contingencies

**A. Litigation**

The County is a defendant in a number of legal actions in the nature of claims for alleged damages to persons and property, wrongful death, violation of civil rights, employment issues, and other similar types of actions arising in the course of County operations. There are a number of these wrongful death, civil rights, and personal injury cases pending against the County, which in the aggregate, create a significant risk of liability exposure to the County. Management believes based upon the opinion of legal counsel that current reserves in the Risk Management Fund should be adequate to cover this exposure.

**B. Grants**

The County participates in a number of federal financial assistance programs. These programs are subject to independent financial and compliance audits by grantor agencies. The amount, if any, of expenditures which may be disallowed by the granting agencies cannot be determined at this time, although the County expects such amounts, if any, will not have a material effect on the County's financial position.

**C. Liabilities**

Gwinnett County has agreed to invest in repairs, replacements, rehabilitation and upgrades to the Lawrenceville Water Distribution System by December 1, 2030.

| | | |
|---|---|---|
| Contract Amount | $ | 13,300,000 |
| Spend to date | | (5,942,695) |
| Balance | $ | 7,357,305 |

**D. Development Authority of Gwinnett County**

In August 2021, the Gwinnett County Development Authority entered into a management agreement with Rowen Foundation, Inc., in which Rowen transferred Land Lot 340 of the 5th District to the Authority. The land is being held by the Authority with the intention of controlling the future redevelopment of the property and is not held primarily for the purpose of income or profit. As such, the asset is recorded at cost. The cost of the assets held for redevelopment at December 31, 2025, is $1,116,200. As part of the management agreement with Rowen, any future sale of the land will be used to reduce the receivable due to the Development Authority from Rowen.

# NOTE 19.

## Subsequent Event

In June 2026, the Authority issued $140,315,000 Development Authority of Gwinnett County, Georgia Revenue Bonds (Gwinnett Center Arena and Parking Projects), Federally Taxable 2026. The proceeds from the sale of the Series 2026 Bonds will be used to finance expansions and improvements to the Gwinnett Center, including certain improvements to the Arena and the construction of a parking facility. The bonds carry interest rates ranging from 4.6% to 5.5% and mature on September 1, 2043.

The Series 2026 Bonds are limited obligations of the Authority, payable solely from payments to be made by the County pursuant to an intergovernmental contract in amounts sufficient to enable the authority to pay principal and interest on the Series 2026 Bonds when due. The County's payment obligations are secured by a pledge of the County's full faith and credit, and taxing power.



# REQUIRED SUPPLEMENTARY INFORMATION

# REQUIRED SUPPLEMENTARY INFORMATION

## Defined Benefit Pension Plan

### Schedule of Changes in the County's Net Pension Liability and Related Ratios (in thousands)

| | | 2025 | 2024 | 2023 | 2022 | 2021 |
|---|---|---|---|---|---|---|
| **Total pension liability:** | | | | | | |
| Service cost | $ | 11,455 | 11,149 | 10,979 | 10,357 | 10,686 |
| Interest | | 116,500 | 114,034 | 109,052 | 106,749 | 101,936 |
| Difference between expected and actual experience | | 31,206 | 12,041 | 47,344 | 3,086 | 41,663 |
| Changes of assumptions | | 692 | 1,505 | 2,460 | 5,663 | 3,321 |
| Benefit payments | | (106,149) | (101,477) | (96,170) | (91,000) | (86,038) |
| **Net change in total pension liability** | | 53,704 | 37,252 | 73,665 | 34,855 | 71,568 |
| **Total pension liability – beginning** | | 1,705,905 | 1,668,653 | 1,594,988 | 1,560,133 | 1,488,565 |
| **Total pension liability – ending (a)** | $ | 1,759,609 | 1,705,905 | 1,668,653 | 1,594,988 | 1,560,133 |
| **Plan fiduciary net position** | | | | | | |
| Contributions – employer | | 46,098 | 56,942 | 48,494 | 56,271 | 54,637 |
| Contributions – employee | | 4,613 | 4,841 | 5,167 | 5,600 | 5,990 |
| Net investment income | | 158,722 | 145,695 | 179,934 | (242,689) | 175,503 |
| Benefit payments | | (106,149) | (101,478) | (96,170) | (91,000) | (86,038) |
| Administrative expense | | (810) | (909) | (1,036) | (461) | (934) |
| **Net change in plan fiduciary net position** | | 102,474 | 105,091 | 136,389 | (272,279) | 149,158 |
| **Plan fiduciary net position – beginning** | | 1,393,606 | 1,288,515 | 1,152,126 | 1,424,405 | 1,275,247 |
| **Plan fiduciary net position – ending (b)** | $ | 1,496,080 | 1,393,606 | 1,288,515 | 1,152,126 | 1,424,405 |
| **Net pension liability – ending (a) – (b)** | $ | 263,529 | 312,299 | 380,138 | 442,863 | 135,728 |
| **Plan fiduciary net position as a percentage of the total pension liability** | | 85.02% | 81.69% | 77.22% | 72.23% | 91.30% |
| **Covered payroll** | | 67,704 | 71,910 | 71,318 | 82,841 | 84,086 |
| **County's net pension liability as a percentage of covered payroll** | | 389.24% | 434.29% | 533.02% | 534.59% | 161.42% |

*continued...*

## Defined Benefit Pension Plan

### Schedule of Changes in the County's Net Pension Liability and Related Ratios (in thousands)

| | | 2020 | 2019 | 2018 | 2017 | 2016 |
|---|---|---|---|---|---|---|
| **Total pension liability:** | | | | | | |
| Service cost | $ | 11,469 | 11,329 | 11,729 | 12,020 | 12,413 |
| Interest | | 98,703 | 91,586 | 88,706 | 85,244 | 82,914 |
| Difference between expected and actual experience | | 19,435 | 25,253 | 14,048 | 21,474 | 3,738 |
| Changes of assumptions | | – | 50,586 | – | – | – |
| Benefit payments | | (79,248) | (75,169) | (70,723) | (67,254) | (63,539) |
| **Net change in total pension liability** | | 50,359 | 103,585 | 43,760 | 51,484 | 35,526 |
| **Total pension liability – beginning** | | 1,438,206 | 1,334,621 | 1,290,861 | 1,239,377 | 1,203,851 |
| **Total pension liability – ending (a)** | $ | 1,488,565 | 1,438,206 | 1,334,621 | 1,290,861 | 1,239,377 |
| **Plan fiduciary net position** | | | | | | |
| Contributions – employer | | 46,767 | 41,620 | 41,633 | 38,366 | 28,036 |
| Contributions – employee | | 6,289 | 6,176 | 6,419 | 6,441 | 6,652 |
| Net investment income | | 153,062 | 212,029 | (54,537) | 140,526 | 56,004 |
| Benefit payments | | (79,248) | (75,169) | (70,723) | (67,254) | (63,539) |
| Administrative expense | | (789) | (731) | (757) | (724) | (818) |
| **Net change in plan fiduciary net position** | | 126,081 | 183,925 | (77,965) | 117,355 | 26,335 |
| **Plan fiduciary net position – beginning** | | 1,149,166 | 965,241 | 1,043,206 | 925,851 | 899,516 |
| **Plan fiduciary net position – ending (b)** | $ | 1,275,247 | 1,149,166 | 965,241 | 1,043,206 | 925,851 |
| **Net pension liability – ending (a) – (b)** | $ | 213,318 | 289,040 | 369,380 | 247,655 | 313,526 |
| **Plan fiduciary net position as a percentage of the total pension liability** | | 85.67% | 79.90% | 72.32% | 80.81% | 74.70% |
| **Covered payroll** | | 93,541 | 90,763 | 94,553 | 94,048 | 97,303 |
| **County's net pension liability as a percentage of covered payroll** | | 228.05% | 318.46% | 390.66% | 263.33% | 322.22% |

# REQUIRED SUPPLEMENTARY INFORMATION

## Defined Benefit Pension Plan

**Schedule of County Contributions (in thousands)**

| | | 2025 | 2024 | 2023 | 2022 | 2021 | 2020 | 2019 | 2018 | 2017 | 2016 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Actuarially determined employer contribution | $ | 45,929 | 56,679 | 48,110 | 55,619 | 54,002 | 46,586 | 41,350 | 41,102 | 37,945 | 28,036 |
| Actual County contributions | | 46,098 | 56,942 | 48,494 | 56,271 | 54,637 | 46,767 | 41,620 | 41,633 | 38,366 | 28,036 |
| Annual contribution (excess) | $ | (169) | (263) | (384) | (652) | (635) | (181) | (270) | (531) | (421) | — |
| Covered payroll | $ | 67,704 | 71,910 | 71,318 | 82,841 | 84,086 | 93,541 | 90,763 | 94,553 | 94,048 | 97,303 |
| Actual contributions as a percentage of covered payroll | | 68.09% | 79.18% | 68.00% | 67.93% | 64.98% | 50.00% | 45.86% | 44.03% | 40.79% | 28.81% |

## Notes to the Required Supplementary Information

Methods and assumptions used in calculations of actuarially determined contributions in the Schedule of Contributions:

| | |
|---|---|
| Valuation date | January 1, 2024 |
| Actuarial cost method | Entry age normal |
| Amortization method | Level dollar |
| Amortization period | Closed |
| Remaining amortization period | 15 years |
| Asset valuation method | Five-year smoothed market value |
| Actuarial assumptions: | |
| Investment rate of return (includes inflation) | 7.00% |
| Projected salary increases (includes inflation) | 4.50% – 5.50% |
| Price Inflation | 2.50% |
| Wage Inflation | 3.50% |
| Cost-of-living adjustments | 1.00% |

**Changes of benefit terms**

In 2007, the plan was amended and restated during the year to close the plan to new participants effective January 1, 2007.

In 2010, the employee contribution rates for Schedule B and Schedule C employees was increased 1.75 percent and plan compensation now includes overtime, overtime premium, scheduled overtime, and scheduled overtime premium.

**Changes of assumption**

In 2010, assumptions were updated as a result of an experience study for the three-year period ended January 1, 2009.

In 2015, the assumed rate of return on investments was reduced from 8.00 percent to 7.00 percent.

In 2019, the mortality assumption was updated to the Public Pension Plan Mortality Tables below:

- Pre-Retirement Mortality — PubG.H-2010 Headcount Weighted General Median Employee Projection Scale: MP-2019
- Post Retirement Healthy Mortality — PubG.H-2010 Headcount Weighted General Median Healthy Retiree Projection Scale: MP-2019
- Post Retirement Disabled Mortality — PubNS.H-2010 Headcount Weighted Non-Safety Median Disabled Retiree Projection Scale: MP-2019

Since 2021, the termination rates in effect prior to January 1, 2021 have been reduced by 100%.

Complete financial statements for the Gwinnett County Defined Benefit Plan can be obtained at the Gwinnett County Department of Financial Services located at:

75 Langley Drive
Lawrenceville, GA 30046

# REQUIRED SUPPLEMENTARY INFORMATION

## Other Post-Employment Benefits

### Schedule of Changes in the County's Net OPEB Liability and Related Ratios (in thousands)

| | 2025 | 2024 | 2023 | 2022 | 2021 |
|---|---|---|---|---|---|
| **Total OPEB liability:** | | | | | |
| Service cost | $ 5,525 | 4,743 | 4,596 | 4,328 | 4,662 |
| Interest | 13,009 | 13,437 | 13,393 | 14,834 | 15,379 |
| Difference between expected and actual experience | 27,218 | (9,352) | (5,031) | (27,642) | (9,801) |
| Changes of assumptions | 3 | 158 | 575 | 467 | (4,554) |
| Benefit payments | (18,255) | (13,487) | (12,632) | (13,046) | (13,236) |
| **Net change in total OPEB liability** | 27,500 | (4,501) | 901 | (21,059) | (7,550) |
| **Total OPEB liability – beginning** | 189,450 | 193,951 | 193,050 | 214,109 | 221,659 |
| **Total OPEB liability – ending (a)** | $ 216,950 | 189,450 | 193,951 | 193,050 | 214,109 |
| **Plan net position** | | | | | |
| Contributions – employer | 5,960 | 5,751 | 6,043 | 8,785 | 9,509 |
| Net investment income | 22,599 | 21,405 | 26,103 | (35,578) | 25,609 |
| Benefit payments | (18,255) | (13,487) | (12,632) | (13,046) | (13,236) |
| Administrative expense | (713) | (719) | (701) | (532) | (601) |
| **Net change in plan net position** | 9,591 | 12,950 | 18,813 | (40,371) | 21,281 |
| **Plan net position – beginning** | 195,127 | 182,177 | 163,364 | 203,735 | 182,454 |
| **Plan net position – ending (b)** | $ 204,718 | 195,127 | 182,177 | 163,364 | 203,735 |
| **Net OPEB liability (asset) – ending (a) – (b)** | $ 12,232 | (5,677) | 11,774 | 29,686 | 10,374 |
| **Plan net position as a percentage of the total OPEB liability** | 94.36% | 103.00% | 93.93% | 84.62% | 95.15% |
| **Covered payroll** | 449,683 | 403,057 | 366,032 | 327,723 | 317,746 |
| **Net OPEB liability (asset) as a percentage of covered payroll** | 2.72% | (1.41)% | 3.22% | 9.06% | 3.26% |

*continued...*

*NOTE: Schedule is intended to show information for the last 10 fiscal years. Additional years will be displayed as they become available.*

## Other Post-Employment Benefits

### Schedule of Changes in the County's Net OPEB Liability and Related Ratios (in thousands)

| | 2020 | 2019 | 2018 | 2017 |
|---|---|---|---|---|
| **Total OPEB liability:** | | | | |
| Service cost | $ 4,818 | 4,697 | 4,809 | 4,877 |
| Interest | 15,654 | 15,568 | 13,927 | 13,095 |
| Difference between expected and actual experience | (10,877) | (9,026) | 15,018 | – |
| Changes of assumptions | 125 | 2,169 | 476 | – |
| Benefit payments | (13,747) | (10,840) | (10,525) | (11,279) |
| **Net change in total OPEB liability** | (4,027) | 2,568 | 23,705 | 6,693 |
| **Total OPEB liability – beginning** | 225,686 | 223,118 | 199,413 | 192,720 |
| **Total OPEB liability – ending (a)** | $ 221,659 | 225,686 | 223,118 | 199,413 |
| **Plan net position** | | | | |
| Contributions – employer | 10,698 | 11,910 | 10,649 | 10,212 |
| Net investment income | 22,709 | 30,365 | (7,699) | 19,436 |
| Benefit payments | (13,747) | (10,840) | (10,525) | (11,279) |
| Administrative expense | (571) | (583) | (617) | (672) |
| **Net change in plan net position** | 19,089 | 30,852 | (8,192) | 17,697 |
| **Plan net position – beginning** | 163,365 | 132,513 | 140,705 | 123,008 |
| **Plan net position – ending (b)** | $ 182,454 | 163,365 | 132,513 | 140,705 |
| **Net OPEB liability (asset) – ending (a) – (b)** | $ 39,205 | 62,321 | 90,605 | 58,708 |
| **Plan net position as a percentage of the total OPEB liability** | 82.31% | 72.39% | 59.39% | 70.56% |
| **Covered payroll** | 296,133 | 272,337 | 260,420 | 240,315 |
| **Net OPEB liability (asset) as a percentage of covered payroll** | 13.24% | 22.88% | 34.79% | 24.43% |

*NOTE: Schedule is intended to show information for the last 10 fiscal years. Additional years will be displayed as they become available.*

# REQUIRED SUPPLEMENTARY INFORMATION

## Other Post-Employment Benefits

**Schedule of County Contributions (in thousands)**

| | 2025 | 2024 | 2023 | 2022 | 2021 | 2020 | 2019 | 2018 | 2017 | 2016 |
|---|---|---|---|---|---|---|---|---|---|---|
| Actuarially determined employer contribution | $ 5,172 | 5,510 | 5,601 | 7,992 | 9,238 | 10,188 | 10,563 | 9,327 | 9,521 | 10,494 |
| Actual County contributions | 5,960 | 5,751 | 6,043 | 8,785 | 9,509 | 10,698 | 11,910 | 10,649 | 10,212 | 13,257 |
| Annual contribution (excess) | $ (788) | (241) | (442) | (793) | (271) | (510) | (1,347) | (1,322) | (691) | (2,763) |
| Covered payroll | $ 449,683 | 403,057 | 366,032 | 327,723 | 317,746 | 296,133 | 272,337 | 260,420 | 240,315 | 224,112 |
| Actual contributions as a percentage of covered payroll | 1.33% | 1.43% | 1.65% | 2.68% | 2.99% | 3.61% | 4.37% | 4.09% | 4.25% | 5.92% |

## Notes to the Required Supplementary Information

Methods and assumptions used in calculations of actuarially determined contributions in the Schedule of Contributions:

| | |
|---|---|
| Valuation date | January 1, 2024 |
| Actuarial cost method | Entry Age Normal |
| Amortization method | Level percent of pay |
| Amortization period | Closed |
| Remaining amortization period | 21 years |
| Asset valuation method | Five-year smoothed market value |
| Actuarial assumptions: | |
| Price inflation | 2.50% |
| Investment rate of return (includes inflation) | 7.00% |
| Health care cost trend rate | Pre-Medicare eligible: 6.75%<br>Medicare eligible: 5.00% |
| Ultimate trend rate | Pre-Medicare eligible: 4.50%<br>Medicare eligible: 4.50% |
| Year of ultimate trend rate | Pre-Medicare: 2033<br>Medicare: 2026 |

For actuarial assumptions used in the actuarial valuation above, refer to ***Note 15*** of the financial statements.

### Changes of benefit terms

There are no changes to benefit terms since the prior measurement date.

The cap on the County's monthly employer contribution for retiree health plan participants was changed as of January 1, 2017.

### Changes of assumption

Since the prior measurement date, changes were made to the assumed initial per capita health care costs and rates of health care inflation used to project the per capita costs. Also, the assumed rates of termination for participants in the Defined Benefit Plan have been reduced by 100% of the rates in effect prior to January 1, 2021, leaving zero terminations by participants in the Defined Benefit Plan assumed for valuation purposes. Finally, assumptions have been updated to assume decrements occur in the middle of the year.

Complete financial statements for the Gwinnett County OPEB Plan can be obtained at the Gwinnett County Department of Financial Services located at:

75 Langley Drive
Lawrenceville, GA 30046

# DID YOU KNOW

*Gwinnett hosted more than 2,550 attendees at the fourth annual Career From Here countywide hiring event, resulting in 2,130 applications across three days.*



# NON-MAJOR GOVERNMENTAL FUNDS

# NON-MAJOR GOVERNMENTAL FUNDS

## Special Revenue

**Street Lighting Fund**
The Street Lighting Fund supports the County's street light program. Revenues are generated from properties benefiting from existing street lights and are restricted for the purpose of utility payments. Charges for services are collected as special assessment fees in the fourth quarter with property tax collections.

**Speed Hump Fund**
The Speed Hump Fund supports the County's speed hump program. Revenues are generated from properties benefiting from existing speed humps and are restricted for the purpose of maintenance. Charges for services are collected as special assessment fees in the fourth quarter with property tax collections.

**Opioid Remediation Fund**
The Opioid Remediation Fund accounts for the receipt of settlements from the National Opioid Abatement Trust. These funds must be used for approved opioid abatement strategies.

**Authority Imaging Fund**
The Authority Imaging Fund accounts for revenues received from fees collected by the Clerk of Superior Court Authority for document printing. These monies must be used for the development, implementation, and maintenance of a statewide automated information system.

**Juvenile Court Supervision Fund**
The Juvenile Court Supervision Fund accounts for revenues collected as supervision fees from those who are placed under the courts' formal or informal supervision in order for the court to use those collections toward expenditures for specific ancillary services, as required by state law.

**Tree Bank Fund**
The Tree Bank Fund accounts for all financial transactions relating to the tree preservation and replacement plan in accordance with the *Gwinnett County Buffer, Landscape, and Tree Ordinance*. Revenue collected from developers, when the required tree density units cannot be met, is committed by the Board of Commissioners for the planting of trees.

**Tourism Fund**
The Tourism Fund accounts for the collection and disbursement of hotel/motel tax revenue in accordance with state law, which includes lease payments for the Gas South District and parking facility. The project was financed with bonds and is leased at cost with lease repayment terms mirroring the required debt service on the bonds. Lease payments are made in March and September and are reflected in the Development Authority line item. Other expenditures associated with this fund are quarterly payments to the Gwinnett Convention and Visitors Bureau, per a management agreement.

**Stadium Fund**
The Stadium Fund accumulates stadium-related revenues in order to make lease payments on the Stadium (Gwinnett Field) and pay other miscellaneous expenditures. The stadium project was financed with bonds and is leased at cost with lease repayment terms mirroring the required debt service on the bonds. Lease payments are made in January and July and are shown in the Development Authority line item. Motor vehicle rental taxes are restricted and expended in accordance with state law. Intergovernmental revenue is realized in the form of a one-time annual payment from the Gwinnett Convention and Visitors Bureau in January. Charges for services revenues from ticket sales, parking, rental fees, and naming rights are received in April, June, and October. Both intergovernmental and charges for services revenues are required to be expended in accordance with an operations and management agreement.

**Sheriff Special Justice Fund**
The Sheriff Special Justice Fund accounts for revenues resulting from the U.S. Department of Justice's confiscation of money or the sale of property from illegal drug and narcotics activities. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against federal guidelines.

**Sheriff Special Treasury Fund**
The Sheriff Special Treasury Fund accounts for revenues resulting from the U.S. Department of the Treasury's confiscation of money or the sale of property from illegal drug and narcotics activities. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against federal guidelines.

**Sheriff Special State Fund**
The Sheriff Special State Fund accounts for revenues resulting from the state of Georgia's confiscation of money or the sale of property from illegal drug and narcotics activities. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against state guidelines.

**Police Special Justice Fund**
The Police Special Justice Fund accounts for revenues resulting from the U.S. Department of Justice's confiscation of money or the sale of property from illegal drug and narcotics activities. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against federal guidelines.

**Police Special State Fund**
The Police Special State Fund accounts for revenues resulting from the state of Georgia's confiscation of money or the sale of property from illegal drug and narcotics activities. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against state guidelines.

**Crime Victims Assistance Fund**
The Crime Victims Assistance Fund accounts for revenues received from a 5 percent charge collected on fines within the Recorder's, Juvenile, State, Superior, and Magistrate Courts of Gwinnett County. Revenues are also received from 5 percent of fines from municipalities within Gwinnett County. These funds must be used to provide assistance to crime victims, in accordance with state law. Revenue is split between the Solicitor's and District Attorney's offices.

**District Attorney Federal Justice Asset Sharing Fund**
The District Attorney Federal Justice Asset Sharing Fund accounts for revenues received from an equitable sharing agreement between the U.S. Department of Justice and the Gwinnett County District Attorney for proceeds from confiscations. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against federal and state guidelines.

**District Attorney Federal Treasury Asset Sharing Fund**
The District Attorney Federal Treasury Asset Sharing Fund accounts for revenues received from an equitable sharing agreement between the U.S. Department of the Treasury and the Gwinnett County District Attorney for proceeds from confiscations. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against federal and state guidelines.

**District Attorney Special State Fund**
The District Attorney Special State Fund accounts for revenues resulting from the confiscation of assets or funds resulting from legal actions related to unlawful activities. In accordance with State Law, the Gwinnett County District Attorney's office is entitled to a percentage of the funds obtained through civil forfeiture proceedings. The law states that any money or property confiscated in this manner shall be used for restricted purposes, and all expenditures are validated against state guidelines.

**Corrections Inmate Welfare Fund**
The Corrections Inmate Welfare Fund accounts for proceeds received from commissary sales to provide recreational materials for the benefit of the inmates at the Corrections Facility, in accordance with state law.

**Sheriff Inmate Fund**
The Sheriff Inmate Fund accounts for proceeds received from commissary sales to provide recreational materials for the benefit of the inmates at the Detention Center in accordance with guidelines established by the Georgia Sheriff's Association.

**E-911 Fund**
The E-911 Fund accounts for operations of the E-911 Communications Center. Revenues are primarily received from monthly subscriber fees remitted by wired and wireless telecommunication providers. Expenditures must comply with *Official Code of Georgia Annotated Title 46, Chapter 5, Article 2, Part 4*.

**Loganville Emergency Medical Services District Fund**
The Loganville Emergency Medical Services District Fund accounts for the revenues and expenditures attributable to the Loganville Emergency Medical Services District. This district includes all properties within the portion of incorporated Loganville that lie within Gwinnett County. The County is responsible for providing emergency medical services within this district. The majority of expenditures are recorded in the fall based upon the certified property tax digest as outlined in the intergovernmental agreement with the city of Loganville.

**Development and Enforcement Services District Fund**
The Development and Enforcement Services District Fund accounts for the revenues and expenditures attributable to the Development and Enforcement Services District. This district includes all properties within unincorporated Gwinnett County. The County is responsible for providing short-term planning and code enforcement services within this district. Financing is provided by a specific annual property tax levy restricted for this service district.

**Recreation District Fund**
The Recreation District Fund includes the combined accounts of the Recreation Authority and the Recreation Fund, which account for the operations and maintenance of County parks and recreational facilities. Financing is provided by a specific annual property tax levy restricted for recreation and miscellaneous revenues including admissions, concessions, and sports activity fees.

**Economic Development Tax Fund**
The Economic Development Tax Fund accounts for the accumulation of resources to provide funds for financial assistance to the Development Authority of Gwinnett County for economic development purposes in accordance with *O.C.G.A. § 48-5-220(20)*.

**Jimmy Carter Boulevard TAD Fund**
The Jimmy Carter Boulevard TAD Fund accounts for the positive tax increment revenues attributable to the Jimmy Carter Tax Allocation District. These revenues are restricted and used to pay for the redevelopment costs that provide substantial public benefit in accordance with the Jimmy Carter Boulevard Redevelopment Plan. The Jimmy Carter Boulevard TAD is located in the Gateway85 Gwinnett Community Improvement District at the intersection of Interstate 85 and Jimmy Carter Boulevard adjacent to the city of Norcross.

**Indian Trail TAD Fund**
The Indian Trail TAD Fund accounts for the positive tax increment revenues attributable to the Indian Trail Tax Allocation District. These revenues are restricted and used to pay for redevelopment costs that provide substantial public benefit in accordance with the Indian Trail Redevelopment Plan. The Indian Trail TAD is located in the Gateway85 Gwinnett Community Improvement District at the intersection of Interstate 85 and Indian Trail-Lilburn Road adjacent to the city of Norcross.

**Park Place TAD Fund**
The Park Place TAD Fund accounts for positive tax increment revenues attributable to the Park Place Tax Allocation District. These revenues are restricted and used to pay for redevelopment costs that provide substantial public benefit in accordance with the Park Place Redevelopment Plan. The Park Place TAD is located in the Evermore Community Improvement District at the intersection of Highway 78/Stone Mountain Highway and Rockbridge Road.

**Lake Lucerne TAD Fund**
The Lake Lucerne TAD Fund accounts for positive tax increment revenues attributable to the Lake Lucerne Tax Allocation District. These revenues are restricted and used to pay for redevelopment costs that provide substantial public benefit in accordance with the Lake Lucerne Redevelopment Plan. The Lake Lucerne TAD is located in the Evermore Community Improvement District at the intersection of Highway 78/Stone Mountain Highway and Killian Hill Road.

**Gwinnett Place TAD Fund**
The Gwinnett Place TAD Fund accounts for positive tax increment revenues attributable to the Gwinnett Place Tax Allocation District. These revenues are restricted and used to pay for redevelopment costs that provide substantial public benefit in accordance with the Gwinnett Place Redevelopment Plan. This district includes properties in the Gwinnett Place Community Improvement District, which is located in the Gwinnett Place Redevelopment Area at the intersection of Interstate 85 and Pleasant Hill Road near the city of Duluth.

**The Exchange at Gwinnett TAD Fund**
The Exchange at Gwinnett TAD Fund accounts for positive tax increment revenues attributable to The Exchange at Gwinnett Tax Allocation District. These revenues are used to pay for redevelopment costs that abate or eliminate deleterious effects of inadequate infrastructure in accordance with The Exchange at Gwinnett Redevelopment Plan. This district includes properties at the southeast quadrant of the intersection of Interstate 85 and Georgia Highway 20 in the northern portion of the county.

**Emergency Rental Assistance Grant Fund**
The Emergency Rental Assistance Grant Fund accounts for funds received under federal and state grant programs related to rental assistance during the COVID-19 pandemic.

**Grant Funds**
The Grant Funds account for funds received under federal and state grant programs and the matching transfers from other funds.

# DEBT SERVICE FUND

**The Exchange at Gwinnett TAD Debt Service Fund**
The Exchange at Gwinnett TAD Debt Service Fund accounts for the payment of long-term principal and interest related to redevelopment bonds associated with The Exchange at Gwinnett Tax Allocation District. Debt service payments occur biannually in January and July.

# DID YOU KNOW

*In 2025, Parks and Recreation distributed 215,096 meals to children at 20 locations through the Summer Meals Program.*

# OTHER GOVERNMENTAL FUNDS COMBINING BALANCE SHEET

**December 31, 2025**

*(in thousands of dollars)*

| | Non-major Special Revenue Funds | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Street Lighting | Speed Hump | Opioid Remedia-tion | Authority Imaging | Juvenile Court Supervision | Tree Bank | Tourism | Stadium | Sheriff Special Justice | Sheriff Special Treasury | Sheriff Special State |
| **ASSETS:** | | | | | | | | | | | |
| Cash and cash equivalents | $ 3,868 | 371 | 6,908 | 7,913 | 327 | 815 | 11,680 | 5,531 | 1,420 | 230 | 645 |
| Investments | — | — | — | — | — | — | 11,834 | — | — | — | — |
| Receivables, net of allowance: | | | | | | | | | | | |
| Taxes | 327 | 10 | — | — | — | — | — | — | — | — | — |
| Accounts | — | 2 | 717 | — | — | — | 1,061 | 113 | — | — | — |
| Lease receivable | — | — | — | — | — | — | — | — | — | — | — |
| Due from other funds | — | — | — | — | — | — | — | — | — | — | — |
| Due from other governments | — | — | — | — | — | — | — | — | — | — | — |
| Inventories | — | — | — | — | — | — | — | — | — | — | — |
| Prepaid items | — | — | — | — | — | — | — | — | — | — | — |
| Total assets | $ 4,195 | 383 | 7,625 | 7,913 | 327 | 815 | 24,575 | 5,644 | 1,420 | 230 | 645 |
| **LIABILITIES:** | | | | | | | | | | | |
| Accounts payable | $ 779 | — | — | — | — | 39 | 789 | — | — | — | 7 |
| Due to other governments | — | — | — | — | — | — | — | — | — | — | — |
| Payroll payable | 1 | 2 | — | — | — | — | — | — | — | — | — |
| Retainage payable | — | — | — | — | — | — | — | — | — | — | — |
| Due to other funds | — | — | — | — | — | — | — | — | — | — | — |
| Due to others | — | — | — | — | — | — | — | — | — | — | — |
| Total liabilities | 780 | 2 | — | — | — | 39 | 789 | — | — | — | 7 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | | | | | | | | | |
| Lease related deferred inflows | — | — | — | — | — | — | — | — | — | — | — |
| Unavailable revenue | 180 | 5 | — | — | — | — | — | — | — | — | — |
| Total deferred inflows of resources | 180 | 5 | — | — | — | — | — | — | — | — | — |
| **FUND BALANCES:** | | | | | | | | | | | |
| Nonspendable | — | — | — | — | — | — | — | — | — | — | — |
| Restricted | 3,235 | 376 | 7,625 | 7,913 | 327 | — | 23,786 | 5,644 | 1,420 | 230 | 638 |
| Committed | — | — | — | — | — | 776 | — | — | — | — | — |
| Total fund balances | 3,235 | 376 | 7,625 | 7,913 | 327 | 776 | 23,786 | 5,644 | 1,420 | 230 | 638 |
| Total liabilities, deferred inflows of resources and fund balances | $ 4,195 | 383 | 7,625 | 7,913 | 327 | 815 | 24,575 | 5,644 | 1,420 | 230 | 645 |

*continued...*

# OTHER GOVERNMENTAL FUNDS COMBINING BALANCE SHEET – *Continued*

| Non-major Special Revenue Funds | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Police Special Justice | Police Special State | Crime Victims Assistance | DA Federal Justice Asset Sharing | DA Federal Treasury Asset Sharing | DA Special State | Corrections Inmate Welfare | Sheriff Inmate | E-911 | Loganville EMS District | Development & Enforcement Services District | Recreation District | Economic Development Tax |
| 1,296 | 1,400 | 503 | 175 | 47 | 144 | 487 | 5,816 | 22,941 | 353 | 11,283 | 2,596 | 21,280 |
| — | — | — | — | — | — | — | 96 | 14,534 | — | 3,940 | 33,891 | — |
| — | — | — | — | — | — | — | — | — | — | 613 | 3,137 | 942 |
| — | — | 17 | — | — | — | — | — | 4,208 | — | 20 | — | 26 |
| — | — | — | — | — | — | — | — | — | — | — | 640 | — |
| — | — | — | — | — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — | — | — | 394 | — |
| — | — | — | — | — | — | — | — | 5 | — | 4 | 22 | — |
| 1,296 | 1,400 | 520 | 175 | 47 | 144 | 487 | 5,912 | 41,688 | 353 | 15,860 | 40,680 | 22,248 |
| — | — | 9 | 1 | — | — | 6 | 6 | 270 | — | 212 | 1,710 | 599 |
| — | — | — | — | — | — | — | — | 55 | — | — | — | — |
| — | — | 18 | — | — | — | 2 | — | 426 | — | 418 | 724 | — |
| — | — | — | — | — | — | — | — | — | — | — | 6 | — |
| — | — | — | — | — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — | — | — | — | — |
| — | — | 27 | 1 | — | — | 8 | 6 | 751 | — | 630 | 2,440 | 599 |
| — | — | — | — | — | — | — | — | — | — | — | 590 | — |
| — | — | — | — | — | — | — | — | — | — | 363 | 1,824 | 539 |
| — | — | — | — | — | — | — | — | — | — | 363 | 2,414 | 539 |
| — | — | — | — | — | — | — | — | 5 | — | 4 | 466 | — |
| 1,296 | 1,400 | 493 | 174 | 47 | 144 | 479 | 5,906 | 40,932 | 353 | 14,863 | 35,360 | 21,110 |
| — | — | — | — | — | — | — | — | — | — | — | — | — |
| 1,296 | 1,400 | 493 | 174 | 47 | 144 | 479 | 5,906 | 40,937 | 353 | 14,867 | 35,826 | 21,110 |
| 1,296 | 1,400 | 520 | 175 | 47 | 144 | 487 | 5,912 | 41,688 | 353 | 15,860 | 40,680 | 22,248 |

*continued...*

# OTHER GOVERNMENTAL FUNDS COMBINING BALANCE SHEET – *Continued*

**December 31, 2025**

*(in thousands of dollars)*

| | Non-major Special Revenue Funds | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | Jimmy Carter Boulevard TAD | Indian Trail TAD | Park Place TAD | Lake Lucerne TAD | Gwinnett Place TAD | The Exchange at Gwinnett TAD | Emergency Rental Assis-tance Grant | Grant | Total Non-major Special Revenue Funds |
| **ASSETS:** | | | | | | | | | |
| Cash and cash equivalents | $ 12,999 | 7,953 | 7,400 | 4,044 | 10,174 | 8,101 | 161 | — | 158,861 |
| Investments | 29,975 | 6,104 | 3,645 | 1,774 | 5,306 | — | — | — | 111,099 |
| Receivables, net of allowance: | | | | | | | | | |
| Taxes | 546 | 82 | 293 | 122 | 486 | 312 | — | — | 6,870 |
| Accounts | — | — | — | — | — | — | — | — | 6,164 |
| Lease receivable | — | — | — | — | — | — | — | — | 640 |
| Due from other funds | — | — | — | — | — | — | — | — | — |
| Due from other governments | — | — | — | — | — | — | — | 7,640 | 7,640 |
| Inventories | — | — | — | — | — | — | — | — | 394 |
| Prepaid items | — | — | — | — | — | — | — | — | 31 |
| Total assets | $ 43,520 | 14,139 | 11,338 | 5,940 | 15,966 | 8,413 | 161 | 7,640 | 291,699 |
| **LIABILITIES:** | | | | | | | | | |
| Accounts payable | $ — | — | — | — | — | — | — | 771 | 5,198 |
| Due to other governments | — | — | — | — | — | — | — | — | 55 |
| Payroll payable | — | — | — | — | — | — | — | 77 | 1,668 |
| Retainage payable | — | — | — | — | — | — | — | 19 | 25 |
| Due to other funds | — | — | — | — | — | 74 | — | 4,682 | 4,756 |
| Due to others | 3 | 31 | 11 | — | — | 1 | — | — | 46 |
| Total liabilities | 3 | 31 | 11 | — | — | 75 | — | 5,549 | 11,748 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | | | | | | | |
| Lease related deferred inflows | — | — | — | — | — | — | — | — | 590 |
| Unavailable revenue | 545 | 82 | 293 | 122 | 486 | 312 | — | — | 4,751 |
| Total deferred inflows of resources | 545 | 82 | 293 | 122 | 486 | 312 | — | — | 5,341 |
| **FUND BALANCES:** | | | | | | | | | |
| Nonspendable | — | — | — | — | — | — | — | — | 475 |
| Restricted | 42,972 | 14,026 | 11,034 | 5,818 | 15,480 | 8,026 | 161 | 2,091 | 273,359 |
| Committed | — | — | — | — | — | — | — | — | 776 |
| Total fund balances | 42,972 | 14,026 | 11,034 | 5,818 | 15,480 | 8,026 | 161 | 2,091 | 274,610 |
| Total liabilities, deferred inflows of resources and fund balances | $ 43,520 | 14,139 | 11,338 | 5,940 | 15,966 | 8,413 | 161 | 7,640 | 291,699 |

*continued...*

# OTHER GOVERNMENTAL FUNDS COMBINING BALANCE SHEET – *Continued*

| The Exchange at Gwinnett TAD Debt Service | Total Other Governmental Funds |
|---|---|
| 3,024 | 161,885 |
| — | 111,099 |
| | |
| — | 6,870 |
| — | 6,164 |
| — | 640 |
| 74 | 74 |
| — | 7,640 |
| — | 394 |
| — | 31 |
| 3,098 | 294,797 |
| | |
| 1,243 | 6,441 |
| — | 55 |
| — | 1,668 |
| — | 25 |
| — | 4,756 |
| — | 46 |
| 1,243 | 12,991 |
| | |
| — | 590 |
| — | 4,751 |
| — | 5,341 |
| | |
| – | 475 |
| 1,855 | 275,214 |
| — | 776 |
| 1,855 | 276,465 |
| | |
| 3,098 | 294,797 |

# OTHER GOVERNMENTAL FUNDS COMBINING STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Non-major Special Revenue Funds | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Street Lighting | Speed Hump | Opioid Remedia-tion | Authority Imaging | Juvenile Court Supervision | Tree Bank | Tourism | Stadium | Sheriff Special Justice | Sheriff Special Treasury | Sheriff Special State |
| **REVENUES:** | | | | | | | | | | | |
| Taxes | $ — | — | — | — | — | — | 16,676 | 1,047 | — | — | — |
| Permits and licenses | — | — | — | — | — | 124 | — | — | — | — | — |
| Intergovernmental | — | — | — | — | — | — | — | 400 | — | — | — |
| Charges for services | 9,701 | 274 | — | 662 | 50 | — | — | 1,250 | — | — | — |
| Fines and forfeitures | — | — | 1,527 | — | — | — | — | — | 678 | — | 346 |
| Investment income (loss) | 49 | 13 | 240 | 50 | — | 20 | 1,087 | 164 | — | — | 16 |
| Miscellaneous | 38 | 1 | — | — | — | — | — | — | — | 17 | — |
| Total revenues | 9,788 | 288 | 1,767 | 712 | 50 | 144 | 17,763 | 2,861 | 678 | 17 | 362 |
| **EXPENDITURES:** | | | | | | | | | | | |
| Current operating: | | | | | | | | | | | |
| Judiciary | — | — | — | 103 | 25 | — | — | — | — | — | — |
| Public safety | — | — | — | — | — | — | — | — | — | — | 91 |
| Public works | 9,855 | 224 | — | — | — | — | — | — | — | — | — |
| Culture and recreation | — | — | — | — | — | — | — | — | — | — | — |
| Housing and development | — | — | — | — | — | 246 | — | — | — | — | — |
| Development authority | — | — | — | — | — | — | 13,693 | 2,120 | — | — | — |
| Tourism | — | — | — | — | — | — | 5,737 | — | — | — | — |
| Grant programs | — | — | — | — | — | — | — | — | — | — | — |
| Capital outlay | — | — | — | — | — | — | — | — | — | — | — |
| Debt service | — | — | — | — | — | — | — | — | — | — | — |
| Intergovernmental | — | — | — | — | — | — | — | — | — | — | — |
| Total expenditures | 9,855 | 224 | — | 103 | 25 | 246 | 19,430 | 2,120 | — | — | 91 |
| Revenues in excess of (less than) expenditures | (67) | 64 | 1,767 | 609 | 25 | (102) | (1,667) | 741 | 678 | 17 | 271 |
| **OTHER FINANCING SOURCES (USES):** | | | | | | | | | | | |
| Transfers in | — | — | — | — | — | — | — | — | — | — | — |
| Transfers out | (19) | — | — | — | — | — | — | — | — | — | — |
| Other financing sources (uses), net | (19) | — | — | — | — | — | — | — | — | — | — |
| Net change in fund balances | (86) | 64 | 1,767 | 609 | 25 | (102) | (1,667) | 741 | 678 | 17 | 271 |
| Fund balances – January 1 | 3,321 | 312 | 5,858 | 7,304 | 302 | 878 | 25,453 | 4,903 | 742 | 213 | 367 |
| Fund balances – December 31 | $ 3,235 | 376 | 7,625 | 7,913 | 327 | 776 | 23,786 | 5,644 | 1,420 | 230 | 638 |

*continued...*

# OTHER GOVERNMENTAL FUNDS COMBINING STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES – *Continued*

| Non-major Special Revenue Funds | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Police Special Justice | Police Special State | Crime Victims Assistance | DA Federal Justice Asset Sharing | DA Federal Treasury Asset Sharing | DA Special State | Corrections Inmate Welfare | Sheriff Inmate | E-911 | Loganville EMS District | Development & Enforcement Services District | Recreation District | Economic Development Tax |
| – | – | – | – | – | – | – | – | 12 | – | 12,394 | 55,381 | 16,725 |
| – | – | – | – | – | – | – | – | – | – | 8,519 | – | – |
| – | – | – | – | – | – | – | – | – | – | – | 128 | – |
| – | – | – | – | – | – | – | – | 24,803 | – | 845 | 4,799 | – |
| 168 | 165 | 696 | – | – | 82 | – | – | – | – | – | – | – |
| 7 | 8 | 9 | – | – | – | – | 206 | 1,439 | 18 | 404 | 776 | 520 |
| – | – | 3 | – | – | – | 137 | 978 | 53 | – | 70 | 3,376 | – |
| 175 | 173 | 708 | – | – | 82 | 137 | 1,184 | 26,307 | 18 | 22,232 | 64,460 | 17,245 |
| – | – | 666 | – | 3 | 1 | – | – | – | – | – | – | – |
| 2 | 51 | – | – | – | – | 100 | 411 | 23,025 | 91 | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | 54,239 | – |
| – | – | – | – | – | – | – | – | – | – | 20,034 | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | 10,925 |
| – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – |
| 17 | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | 2,997 | – | – | – | – |
| 19 | 51 | 666 | – | 3 | 1 | 100 | 411 | 26,022 | 91 | 20,034 | 54,239 | 10,925 |
| 156 | 122 | 42 | – | (3) | 81 | 37 | 773 | 285 | (73) | 2,198 | 10,221 | 6,320 |
| – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | (19) | – | (879) | (2,947) | – |
| – | – | – | – | – | – | – | – | (19) | – | (879) | (2,947) | – |
| 156 | 122 | 42 | – | (3) | 81 | 37 | 773 | 266 | (73) | 1,319 | 7,274 | 6,320 |
| 1,140 | 1,278 | 451 | 174 | 50 | 63 | 442 | 5,133 | 40,671 | 426 | 13,548 | 28,552 | 14,790 |
| 1,296 | 1,400 | 493 | 174 | 47 | 144 | 479 | 5,906 | 40,937 | 353 | 14,867 | 35,826 | 21,110 |

*continued...*

# OTHER GOVERNMENTAL FUNDS COMBINING STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES – *Continued*

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Non-major Special Revenue Funds | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | Jimmy Carter Boulevard TAD | Indian Trail TAD | Park Place TAD | Lake Lucerne TAD | Gwinnett Place TAD | The Exchange at Gwinnett TAD | Emergency Rental Assis-tance Grant | Grant | Total Non-major Special Revenue Funds |
| **REVENUES:** | | | | | | | | | |
| Taxes | $ 7,949 | 2,539 | 2,874 | 1,545 | 4,064 | 3,851 | — | — | 125,057 |
| Permits and licenses | — | — | — | — | — | — | — | — | 8,643 |
| Intergovernmental | — | — | — | — | — | — | — | 16,876 | 17,404 |
| Charges for services | — | — | — | — | — | — | — | — | 42,384 |
| Fines and forfeitures | — | — | — | — | — | — | — | — | 3,662 |
| Investment income (loss) | 1,387 | 479 | 337 | 157 | 458 | 155 | — | — | 7,999 |
| Miscellaneous | — | — | — | — | 10 | — | — | 53 | 4,736 |
| Total revenues | 9,336 | 3,018 | 3,211 | 1,702 | 4,532 | 4,006 | — | 16,929 | 209,885 |
| **EXPENDITURES:** | | | | | | | | | |
| Current operating: | | | | | | | | | |
| Judiciary | — | — | — | — | — | — | — | — | 798 |
| Public safety | — | — | — | — | — | — | — | — | 23,771 |
| Public works | — | — | — | — | — | — | — | — | 10,079 |
| Culture and recreation | — | — | — | — | — | — | — | — | 54,239 |
| Housing and development | — | — | — | — | 347 | 5 | — | — | 20,632 |
| Development authority | — | — | — | — | — | — | — | — | 26,738 |
| Tourism | — | — | — | — | — | — | — | — | 5,737 |
| Grant programs | — | — | — | — | — | — | — | 21,111 | 21,111 |
| Capital outlay | — | — | — | — | — | — | — | 66 | 83 |
| Debt service | — | — | — | — | — | — | — | — | — |
| Intergovernmental | — | — | — | — | — | — | — | — | 2,997 |
| Total expenditures | — | — | — | — | 347 | 5 | — | 21,177 | 166,185 |
| Revenues in excess of (less than) expenditures | 9,336 | 3,018 | 3,211 | 1,702 | 4,185 | 4,001 | — | (4,248) | 43,700 |
| **OTHER FINANCING SOURCES (USES):** | | | | | | | | | |
| Transfers in | — | — | — | — | — | — | — | 211 | 211 |
| Transfers out | — | — | — | — | — | (2,798) | — | (113) | (6,775) |
| Other financing sources (uses), net | — | — | — | — | — | (2,798) | — | 98 | (6,564) |
| Net change in fund balances | 9,336 | 3,018 | 3,211 | 1,702 | 4,185 | 1,203 | — | (4,150) | 37,136 |
| Fund balances – January 1 | 33,636 | 11,008 | 7,823 | 4,116 | 11,295 | 6,823 | 161 | 6,241 | 237,474 |
| Fund balances – December 31 | $ 42,972 | 14,026 | 11,034 | 5,818 | 15,480 | 8,026 | 161 | 2,091 | 274,610 |

*continued...*

# OTHER GOVERNMENTAL FUNDS COMBINING STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES – *Continued*

| The Exchange at Gwinnett TAD Debt Service | Total Other Governmental Funds |
|---|---|
| – | 125,057 |
| – | 8,643 |
| – | 17,404 |
| – | 42,384 |
| – | 3,662 |
| 192 | 8,191 |
| – | 4,736 |
| 192 | 210,077 |
| | |
| – | 798 |
| – | 23,771 |
| – | 10,079 |
| – | 54,239 |
| – | 20,632 |
| – | 26,738 |
| – | 5,737 |
| – | 21,111 |
| – | 83 |
| 2,719 | 2,719 |
| – | 2,997 |
| 2,719 | 168,904 |
| (2,527) | 41,173 |
| | |
| 2,798 | 3,009 |
| – | (6,775) |
| 2,798 | (3,766) |
| 271 | 37,407 |
| 1,584 | 239,058 |
| 1,855 | 276,465 |

# DID YOU KNOW

*Police developed Toney's Program in honor of former Gwinnett Police Officer Antwan Toney with a purpose to reduce senseless and tragic acts of gun violence involving Gwinnett youth by promoting accountability, non-violent conflict resolution, and safer paths forward.*

# BUDGETARY COMPLIANCE


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| Schedule of revenues, expenditures, and changes in fund balances – budget and actual | |
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| Schedule of revenues, expenditures, and changes in fund balances – budget and actual | |
| **Grant Funds** | 180 |
| Schedule of revenues and expenditures – budget and actual | |

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS)

## Year Ended December 31, 2025

*(in thousands of dollars)*

| | Street Lighting | | | Speed Hump | | | Opioid Remediation | | |
|---|---|---|---|---|---|---|---|---|---|
| | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| **REVENUES:** | | | | | | | | | |
| Taxes | $ — | — | — | — | — | — | — | — | — |
| Licenses and permits | — | — | — | — | — | — | — | — | — |
| Intergovernmental | — | — | — | — | — | — | — | — | — |
| Charges for services | 9,629 | 9,701 | 72 | 150 | 274 | 124 | — | — | — |
| Fines and forfeitures | — | — | — | — | — | — | — | 1,527 | 1,527 |
| Investment earnings | — | 49 | 49 | 7 | 13 | 6 | — | 240 | 240 |
| Miscellaneous | — | 38 | 38 | — | 1 | 1 | — | — | — |
| Total revenues | 9,629 | 9,788 | 159 | 157 | 288 | 131 | — | 1,767 | 1,767 |
| **EXPENDITURES:** | | | | | | | | | |
| Current operating: | | | | | | | | | |
| Judicial | — | — | — | — | — | — | — | — | — |
| Public safety | — | — | — | — | — | — | — | — | — |
| Public works | 10,375 | 9,855 | 520 | 371 | 224 | 147 | — | — | — |
| Health and welfare | — | — | — | — | — | — | 269 | — | 269 |
| Culture and recreation | — | — | — | — | — | — | — | — | — |
| Housing and development | — | — | — | — | — | — | — | — | — |
| Development authority | — | — | — | — | — | — | — | — | — |
| Tourism | — | — | — | — | — | — | — | — | — |
| Debt service | — | — | — | — | — | — | — | — | — |
| Total expenditures | 10,375 | 9,855 | 520 | 371 | 224 | 147 | 269 | — | 269 |
| Revenues in excess of (less than) expenditures | (746) | (67) | 679 | (214) | 64 | 278 | (269) | 1,767 | 2,036 |
| **OTHER FINANCING (USES):** | | | | | | | | | |
| Transfers out | (19) | (19) | — | — | — | — | — | — | — |
| Other financing (uses) | (19) | (19) | — | — | — | — | — | — | — |
| Revenues in excess of (less than) expenditures and other financing (uses) | (765) | (86) | 679 | (214) | 64 | 278 | (269) | 1,767 | 2,036 |
| Fund balance allocation | 765 | — | (765) | 214 | — | (214) | 269 | — | (269) |
| Fund balances – January 1 | — | 3,321 | 3,321 | — | 312 | 312 | — | 5,858 | 5,858 |
| Fund balances – December 31 | $ — | 3,235 | 3,235 | — | 376 | 376 | — | 7,625 | 7,625 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

| Authority Imaging | | | Juvenile Court Supervision | | | Tree Bank | | | Tourism | | | Stadium | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| – | – | – | – | – | – | – | – | – | 16,494 | 16,676 | 182 | 1,036 | 1,047 | 11 |
| – | – | – | – | – | – | 100 | 124 | 24 | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | 400 | 400 | – |
| 868 | 662 | (206) | 30 | 50 | 20 | – | – | – | – | – | – | 1,203 | 1,250 | 47 |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 75 | 50 | (25) | – | – | – | – | 20 | 20 | 802 | 881 | 79 | 48 | 164 | 116 |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 943 | 712 | (231) | 30 | 50 | 20 | 100 | 144 | 44 | 17,296 | 17,557 | 261 | 2,687 | 2,861 | 174 |
| 1,500 | 103 | 1,397 | 55 | 25 | 30 | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | 400 | 246 | 154 | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | 13,697 | 13,693 | 4 | 2,127 | 2,120 | 7 |
| – | – | – | – | – | – | – | – | – | 5,810 | 5,737 | 73 | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 1,500 | 103 | 1,397 | 55 | 25 | 30 | 400 | 246 | 154 | 19,507 | 19,430 | 77 | 2,127 | 2,120 | 7 |
| (557) | 609 | 1,166 | (25) | 25 | 50 | (300) | (102) | 198 | (2,211) | (1,873) | 338 | 560 | 741 | 181 |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| (557) | 609 | 1,166 | (25) | 25 | 50 | (300) | (102) | 198 | (2,211) | (1,873) | 338 | 560 | 741 | 181 |
| 557 | – | (557) | 25 | – | (25) | 300 | – | (300) | 2,211 | – | (2,211) | (560) | – | 560 |
| – | 7,304 | 7,304 | – | 302 | 302 | – | 878 | 878 | – | 25,629 | 25,629 | – | 4,903 | 4,903 |
| – | 7,913 | 7,913 | – | 327 | 327 | – | 776 | 776 | – | 23,756 | 23,756 | – | 5,644 | 5,644 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Sheriff Special Justice | | | Sheriff Special Treasury | | | Sheriff Special State | | |
|---|---|---|---|---|---|---|---|---|---|
| | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| **REVENUES:** | | | | | | | | | |
| Taxes | $ — | — | — | — | — | — | — | — | — |
| Licenses and permits | — | — | — | — | — | — | — | — | — |
| Intergovernmental | — | — | — | — | — | — | — | — | — |
| Charges for services | — | — | — | — | — | — | — | — | — |
| Fines and forfeitures | 387 | 678 | 291 | — | — | — | 411 | 346 | (65) |
| Investment earnings | — | — | — | — | — | — | — | 16 | 16 |
| Miscellaneous | — | — | — | — | 17 | 17 | — | — | — |
| Total revenues | 387 | 678 | 291 | — | 17 | 17 | 411 | 362 | (49) |
| **EXPENDITURES:** | | | | | | | | | |
| Current operating: | | | | | | | | | |
| Judicial | — | — | — | — | — | — | — | — | — |
| Public safety | 737 | — | 737 | 75 | — | 75 | 481 | 91 | 390 |
| Public works | — | — | — | — | — | — | — | — | — |
| Health and welfare | — | — | — | — | — | — | — | — | — |
| Culture and recreation | — | — | — | — | — | — | — | — | — |
| Housing and development | — | — | — | — | — | — | — | — | — |
| Development authority | — | — | — | — | — | — | — | — | — |
| Tourism | — | — | — | — | — | — | — | — | — |
| Debt service | — | — | — | — | — | — | — | — | — |
| Total expenditures | 737 | — | 737 | 75 | — | 75 | 481 | 91 | 390 |
| Revenues in excess of (less than) expenditures | (350) | 678 | 1,028 | (75) | 17 | 92 | (70) | 271 | 341 |
| **OTHER FINANCING (USES):** | | | | | | | | | |
| Transfers out | — | — | — | — | — | — | — | — | — |
| Other financing (uses) | — | — | — | — | — | — | — | — | — |
| Revenues in excess of (less than) expenditures and other financing (uses) | (350) | 678 | 1,028 | (75) | 17 | 92 | (70) | 271 | 341 |
| Fund balance allocation | 350 | — | (350) | 75 | — | (75) | 70 | — | (70) |
| Fund balances – January 1 | — | 742 | 742 | — | 213 | 213 | — | 367 | 367 |
| Fund balances – December 31 | $ — | 1,420 | 1,420 | — | 230 | 230 | — | 638 | 638 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

| Police Special Justice | | | Police Special State | | | Crime Victims Assistance | | | DA Federal Justice Asset Sharing | | | DA Federal Treasury Asset Sharing | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 168 | 168 | – | 145 | 165 | 20 | 581 | 696 | 115 | – | – | – | – | – | – |
| – | 7 | 7 | – | 8 | 8 | – | 9 | 9 | – | – | – | – | – | – |
| – | – | – | – | – | – | – | 3 | 3 | – | – | – | – | – | – |
| 168 | 175 | 7 | 145 | 173 | 28 | 581 | 708 | 127 | – | – | – | – | – | – |
| – | – | – | – | – | – | 805 | 666 | 139 | 84 | – | 84 | 38 | 3 | 35 |
| 334 | 19 | 315 | 145 | 51 | 94 | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 334 | 19 | 315 | 145 | 51 | 94 | 805 | 666 | 139 | 84 | – | 84 | 38 | 3 | 35 |
| (166) | 156 | 322 | – | 122 | 122 | (224) | 42 | 266 | (84) | – | 84 | (38) | (3) | 35 |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| (166) | 156 | 322 | – | 122 | 122 | (224) | 42 | 266 | (84) | – | 84 | (38) | (3) | 35 |
| 166 | – | (166) | – | – | – | 224 | – | (224) | 84 | – | (84) | 38 | – | (38) |
| – | 1,140 | 1,140 | – | 1,278 | 1,278 | – | 451 | 451 | – | 174 | 174 | – | 50 | 50 |
| – | 1,296 | 1,296 | – | 1,400 | 1,400 | – | 493 | 493 | – | 174 | 174 | – | 47 | 47 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | DA Special State | | | Corrections Inmate Welfare | | | Sheriff Inmate | | |
|---|---|---|---|---|---|---|---|---|---|
| | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| **REVENUES:** | | | | | | | | | |
| Taxes | $ – | – | – | – | – | – | – | – | – |
| Licenses and permits | – | – | – | – | – | – | – | – | – |
| Intergovernmental | – | – | – | – | – | – | – | – | – |
| Charges for services | – | – | – | – | – | – | – | – | – |
| Fines and forfeitures | 88 | 82 | (6) | – | – | – | – | – | – |
| Investment earnings | – | – | – | – | – | – | 158 | 212 | 54 |
| Miscellaneous | – | – | – | 147 | 137 | (10) | 1,568 | 978 | (590) |
| Total revenues | 88 | 82 | (6) | 147 | 137 | (10) | 1,726 | 1,190 | (536) |
| **EXPENDITURES:** | | | | | | | | | |
| Current operating: | | | | | | | | | |
| Judicial | 36 | 1 | 35 | – | – | – | – | – | – |
| Public safety | – | – | – | 116 | 100 | 16 | 697 | 411 | 286 |
| Public works | – | – | – | – | – | – | – | – | – |
| Health and welfare | – | – | – | – | – | – | – | – | – |
| Culture and recreation | – | – | – | – | – | – | – | – | – |
| Housing and development | – | – | – | – | – | – | – | – | – |
| Development authority | – | – | – | – | – | – | – | – | – |
| Tourism | – | – | – | – | – | – | – | – | – |
| Debt service | – | – | – | – | – | – | – | – | – |
| Total expenditures | 36 | 1 | 35 | 116 | 100 | 16 | 697 | 411 | 286 |
| Revenues in excess of (less than) expenditures | 52 | 81 | 29 | 31 | 37 | 6 | 1,029 | 779 | (250) |
| **OTHER FINANCING (USES):** | | | | | | | | | |
| Transfers out | – | – | – | – | – | – | – | – | – |
| Other financing (uses) | – | – | – | – | – | – | – | – | – |
| Revenues in excess of (less than) expenditures and other financing (uses) | 52 | 81 | 29 | 31 | 37 | 6 | 1,029 | 779 | (250) |
| Fund balance allocation | (52) | – | 52 | (31) | – | 31 | (1,029) | – | 1,029 |
| Fund balances – January 1 | – | 63 | 63 | – | 442 | 442 | – | 5,127 | 5,127 |
| Fund balances – December 31 | $ – | 144 | 144 | – | 479 | 479 | – | 5,906 | 5,906 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

| E-911 | | | Loganville EMS District | | | Development & Enforcement Services District | | | Recreation District | | | Economic Development Tax | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| – | 12 | 12 | – | – | – | 13,531 | 12,394 | (1,137) | 58,887 | 55,381 | (3,506) | 17,087 | 16,725 | (362) |
| – | – | – | – | – | – | 7,600 | 8,519 | 919 | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | 128 | 128 | – | – | – |
| 24,344 | 24,803 | 459 | – | – | – | 950 | 845 | (105) | 5,050 | 4,799 | (251) | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 1,105 | 1,305 | 200 | 9 | 18 | 9 | 486 | 396 | (90) | 658 | 663 | 5 | 158 | 520 | 362 |
| – | 53 | 53 | – | – | – | – | 70 | 70 | 2,969 | 3,376 | 405 | – | – | – |
| 25,449 | 26,173 | 724 | 9 | 18 | 9 | 22,567 | 22,224 | (343) | 67,564 | 64,347 | (3,219) | 17,245 | 17,245 | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 28,545 | 26,022 | 2,523 | 97 | 91 | 6 | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | 58,817 | 54,233 | 4,584 | – | – | – |
| – | – | – | – | – | – | 21,456 | 20,034 | 1,422 | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | 16,303 | 10,925 | 5,378 |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| – | – | – | – | – | – | – | – | – | – | – | – | – | – | – |
| 28,545 | 26,022 | 2,523 | 97 | 91 | 6 | 21,456 | 20,034 | 1,422 | 58,817 | 54,233 | 4,584 | 16,303 | 10,925 | 5,378 |
| (3,096) | 151 | 3,247 | (88) | (73) | 15 | 1,111 | 2,190 | 1,079 | 8,747 | 10,114 | 1,367 | 942 | 6,320 | 5,378 |
| (3,000) | (19) | 2,981 | – | – | – | (879) | (879) | – | (2,947) | (2,947) | – | – | – | – |
| (3,000) | (19) | 2,981 | – | – | – | (879) | (879) | – | (2,947) | (2,947) | – | – | – | – |
| (6,096) | 132 | 6,228 | (88) | (73) | 15 | 232 | 1,311 | 1,079 | 5,800 | 7,167 | 1,367 | 942 | 6,320 | 5,378 |
| 6,096 | – | (6,096) | 88 | – | (88) | (232) | – | 232 | (5,800) | – | 5,800 | (942) | – | 942 |
| – | 40,768 | 40,768 | – | 426 | 426 | – | 13,546 | 13,546 | – | 28,568 | 28,568 | – | 14,790 | 14,790 |
| – | 40,900 | 40,900 | – | 353 | 353 | – | 14,857 | 14,857 | – | 35,735 | 35,735 | – | 21,110 | 21,110 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Jimmy Carter Boulevard TAD | | | Indian Trail TAD | | | Park Place TAD | | |
|---|---|---|---|---|---|---|---|---|---|
| | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| **REVENUES:** | | | | | | | | | |
| Taxes | $ — | 7,949 | 7,949 | — | 2,539 | 2,539 | — | 2,874 | 2,874 |
| Licenses and permits | — | — | — | — | — | — | — | — | — |
| Intergovernmental | — | — | — | — | — | — | — | — | — |
| Charges for services | — | — | — | — | — | — | — | — | — |
| Fines and forfeitures | — | — | — | — | — | — | — | — | — |
| Investment earnings | 928 | 1,276 | 348 | 259 | 420 | 161 | 179 | 305 | 126 |
| Miscellaneous | — | — | — | — | — | — | — | — | — |
| Total revenues | 928 | 9,225 | 8,297 | 259 | 2,959 | 2,700 | 179 | 3,179 | 3,000 |
| **EXPENDITURES:** | | | | | | | | | |
| Current operating: | | | | | | | | | |
| Judicial | — | — | — | — | — | — | — | — | — |
| Public safety | — | — | — | — | — | — | — | — | — |
| Public works | — | — | — | — | — | — | — | — | — |
| Health and welfare | — | — | — | — | — | — | — | — | — |
| Culture and recreation | — | — | — | — | — | — | — | — | — |
| Housing and development | 100 | — | 100 | 100 | — | 100 | 100 | — | 100 |
| Development authority | — | — | — | — | — | — | — | — | — |
| Tourism | — | — | — | — | — | — | — | — | — |
| Debt service | — | — | — | — | — | — | — | — | — |
| Total expenditures | 100 | — | 100 | 100 | — | 100 | 100 | — | 100 |
| Revenues in excess of (less than) expenditures | 828 | 9,225 | 8,397 | 159 | 2,959 | 2,800 | 79 | 3,179 | 3,100 |
| **OTHER FINANCING (USES):** | | | | | | | | | |
| Transfers out | — | — | — | — | — | — | — | — | — |
| Other financing (uses) | — | — | — | — | — | — | — | — | — |
| Revenues in excess of (less than) expenditures and other financing (uses) | 828 | 9,225 | 8,397 | 159 | 2,959 | 2,800 | 79 | 3,179 | 3,100 |
| Fund balance allocation | (828) | — | 828 | (159) | — | 159 | (79) | — | 79 |
| Fund balances – January 1 | — | 33,671 | 33,671 | — | 11,052 | 11,052 | — | 7,846 | 7,846 |
| Fund balances – December 31 | $ — | 42,896 | 42,896 | — | 14,011 | 14,011 | — | 11,025 | 11,025 |

*continued...*

# SPECIAL REVENUE FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

| Lake Lucerne TAD | | | Gwinnett Place TAD | | | The Exchange at Gwinnett TAD | | |
|---|---|---|---|---|---|---|---|---|
| Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) | Budget | Actual (non-GAAP Budget Basis) | Variance-positive (negative) |
| — | 1,545 | 1,545 | — | 4,064 | 4,064 | — | 3,851 | 3,851 |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| 102 | 160 | 58 | 287 | 444 | 157 | 243 | 155 | (88) |
| — | — | — | — | 10 | 10 | — | — | — |
| 102 | 1,705 | 1,603 | 287 | 4,518 | 4,231 | 243 | 4,006 | 3,763 |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| 100 | — | 100 | 447 | 347 | 100 | 2 | 2 | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | — | — | — |
| — | — | — | — | — | — | 6 | 3 | 3 |
| 100 | — | 100 | 447 | 347 | 100 | 8 | 5 | 3 |
| 2 | 1,705 | 1,703 | (160) | 4,171 | 4,331 | 235 | 4,001 | 3,766 |
| — | — | — | — | — | — | (3,022) | (2,798) | 224 |
| — | — | — | — | — | — | (3,022) | (2,798) | 224 |
| 2 | 1,705 | 1,703 | (160) | 4,171 | 4,331 | (2,787) | 1,203 | 3,990 |
| (2) | — | 2 | 160 | — | (160) | 2,787 | — | (2,787) |
| — | 4,109 | 4,109 | — | 11,296 | 11,296 | — | 6,823 | 6,823 |
| — | 5,814 | 5,814 | — | 15,467 | 15,467 | — | 8,026 | 8,026 |

# CAPITAL PROJECTS FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | 2014 Sales Tax | | | 2017 Sales Tax | | |
|---|---|---|---|---|---|---|
| | Budget | Actual | Variance-positive (negative) | Budget | Actual | Variance-positive (negative) |
| **REVENUES:** | | | | | | |
| Sales tax proceeds | $ — | — | — | — | — | — |
| Intergovernmental | — | — | — | 14,340 | 14,340 | — |
| Investment earnings | — | — | — | 9,996 | 9,996 | — |
| Miscellaneous | — | — | — | — | — | — |
| Total revenues | — | — | — | 24,336 | 24,336 | — |
| **EXPENDITURES:** | | | | | | |
| Capital outlay | 925 | 925 | — | 123,128 | 123,128 | — |
| Intergovernmental | — | — | — | 1,365 | 1,365 | — |
| Total expenditures | 925 | 925 | — | 124,493 | 124,493 | — |
| Revenues in excess of (less than) expenditures | (925) | (925) | — | (100,157) | (100,157) | — |
| **OTHER FINANCING SOURCES (USES):** | | | | | | |
| Transfers in | — | — | — | — | — | — |
| Transfers out | — | — | — | — | — | — |
| Other financing sources (uses), net | — | — | — | — | — | — |
| Revenues and other financing sources in excess of (less than) expenditures and other financing uses | (925) | (925) | — | (100,157) | (100,157) | — |
| Fund balance allocation | 925 | — | (925) | 100,157 | — | (100,157) |
| Fund balances – January 1 | — | 925 | 925 | — | 299,915 | 299,915 |
| Fund balances – December 31 | $ — | — | — | — | 199,758 | 199,758 |

*continued...*

*Budgets for capital projects funds are adopted on a multi-year basis and appropriated annually. Any unspent budget at the end of the year is rolled forward to the next year.*

# CAPITAL PROJECTS FUNDS SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET & ACTUAL (BUDGET BASIS) – *Continued*

| 2023 Sales Tax | | | Other Capital Projects | | |
|---|---|---|---|---|---|
| Budget | Actual | Variance-positive (negative) | Budget | Actual | Variance-positive (negative) |
| 247,542 | 247,542 | — | — | — | — |
| 26,662 | 26,662 | — | 400 | 400 | — |
| 14,612 | 14,612 | — | 20,309 | 20,309 | — |
| 441 | 441 | — | 2,051 | 2,051 | — |
| 289,257 | 289,257 | — | 22,760 | 22,760 | — |
| 110,683 | 110,683 | — | 106,069 | 106,069 | — |
| 60,885 | 60,885 | — | 249 | 249 | — |
| 171,568 | 171,568 | — | 106,318 | 106,318 | — |
| 117,689 | 117,689 | — | (83,558) | (83,558) | — |
| — | — | — | 86,465 | 86,465 | — |
| — | — | — | (31,589) | (31,589) | — |
| — | — | — | 54,876 | 54,876 | — |
| 117,689 | 117,689 | — | (28,682) | (28,682) | — |
| (117,689) | — | 117,689 | 28,682 | — | (28,682) |
| — | 278,828 | 278,828 | — | 571,331 | 571,331 |
| — | 396,517 | 396,517 | — | 542,649 | 542,649 |

*Budgets for capital projects funds are adopted on a multi-year basis and appropriated annually. Any unspent budget at the end of the year is rolled forward to the next year.*

# DEBT SERVICE FUND SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES BUDGET AND ACTUAL (BUDGET BASIS)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | The Exchange at Gwinnett Debt Service Fund | | |
|---|---|---|---|
| | Budget | Actual | Variance-positive (negative) |
| **REVENUES:** | | | |
| Taxes | $ — | — | — |
| Investment earnings | — | 192 | 192 |
| Total revenues | — | 192 | 192 |
| **EXPENDITURES:** | | | |
| Debt service | 2,727 | 2,719 | 8 |
| Total expenditures | 2,727 | 2,719 | 8 |
| Revenues (less than) expenditures | 2,727 | 2,527 | 184 |
| **OTHER FINANCING SOURCES:** | | | |
| Transfers in | 2,727 | 2,798 | 71 |
| Revenues and other financing sources in excess of expenditures and other financing uses | — | 271 | 271 |
| Fund balance allocation | — | — | — |
| Fund balances – January 1 | — | 1,584 | 1,584 |
| Fund balances – December 31 | $ — | 1,855 | 1,855 |

# GRANT FUNDS SCHEDULE OF REVENUES AND EXPENDITURES, BUDGET AND ACTUAL (BUDGET BASIS)

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | *CARES ACT* Grant Fund | | | Grant Fund | | |
|---|---|---|---|---|---|---|
| | Budget | Actual (non-GAAP budget basis) | Variance-positive (negative) | Budget | Actual (non-GAAP budget basis) | Variance-positive (negative) |
| **REVENUES:** | | | | | | |
| Intergovernmental revenues | $ — | — | — | 28,865 | 16,876 | (11,989) |
| Local revenues | — | — | — | — | — | — |
| Miscellaneous | — | — | — | — | 52 | 52 |
| Total revenues | — | — | — | 28,865 | 16,928 | (11,937) |
| **EXPENDITURES:** | | | | | | |
| Program expenditures | (2) | (2) | — | 28,865 | 21,290 | (7,575) |
| Total expenditures | (2) | (2) | — | 28,865 | 21,290 | (7,575) |
| Revenues in excess of (less than) expenditures | $ 2 | 2 | — | — | (4,362) | (4,362) |




# OTHER ENTERPRISE FUNDS

# ENTERPRISE FUNDS

## Other Enterprise Funds

**Airport Fund**

The Airport Fund includes the combined accounts of the Airport Enterprise Funds and the Airport Authority, which are used to account for the acquisition, construction, operations, and maintenance of the Gwinnett County Airport, Briscoe Field. Revenues are generally derived from the rental of space and facilities.

**Transit Fund**

The Transit Fund accounts for the acquisition, improvement, maintenance, and operations of the transit system. Revenues are derived from fares, federal and state grants, and local taxes.

# OTHER ENTERPRISE FUNDS COMBINING STATEMENT OF NET POSITION

**December 31, 2025**

*(in thousands of dollars)*

| | Airport | Transit | Total |
|---|---|---|---|
| **ASSETS:** | | | |
| Current assets: | | | |
| Cash and cash equivalents | $ 3,000 | 14,310 | 17,310 |
| Investments | 219 | 3,132 | 3,351 |
| Accounts receivable, net of allowance | 154 | – | 154 |
| Lease receivable | 1,119 | – | 1,119 |
| Due from other governments | – | 3,801 | 3,801 |
| Total current assets | 4,492 | 21,243 | 25,735 |
| Noncurrent assets: | | | |
| Investments | 471 | 6,746 | 7,217 |
| Lease receivable | 34,247 | – | 34,247 |
| Land and construction in progress | 12,363 | 18,070 | 30,433 |
| Other capital assets, net of depreciation | 23,376 | 15,896 | 39,272 |
| Total noncurrent assets | 70,457 | 40,712 | 111,169 |
| Total assets | 74,949 | 61,955 | 136,904 |
| **DEFERRED OUTFLOWS OF RESOURCES:** | | | |
| OPEB-related deferred outflows | 26 | 61 | 87 |
| Total deferred outflows of resources | 26 | 61 | 87 |

*continued...*

# OTHER ENTERPRISE FUNDS COMBINING STATEMENT OF NET POSITION – *Continued*

| | Airport | Transit | Total |
|---|---|---|---|
| **LIABILITIES:** | | | |
| Current liabilities: | | | |
| Accounts payable | 176 | 5,478 | 5,654 |
| Payroll payable | 25 | 51 | 76 |
| Accumulated leave benefits – current | 76 | 57 | 133 |
| Customer deposits payable | 2 | – | 2 |
| Due to others | – | 690 | 690 |
| Total current liabilities | 279 | 6,276 | 6,555 |
| Noncurrent liabilities: | | | |
| Accumulated leave benefits | 120 | 31 | 151 |
| Net OPEB liability | 14 | 32 | 46 |
| Total noncurrent liabilities | 134 | 63 | 197 |
| Total liabilities | 413 | 6,339 | 6,752 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | |
| Lease-related deferred inflows | 34,176 | – | 34,176 |
| OPEB-related deferred inflows | 34 | 79 | 113 |
| Total deferred inflows of resources | 34,210 | 79 | 34,289 |
| **NET POSITION:** | | | |
| Net investment in capital assets | 35,688 | 33,717 | 69,405 |
| Unrestricted | 4,664 | 21,881 | 26,545 |
| Total net position | $ 40,352 | 55,598 | 95,950 |

# OTHER ENTERPRISE FUNDS COMBINING STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN FUND NET POSITION

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Airport | Transit | Total |
|---|---|---|---|
| **OPERATING REVENUES:** | | | |
| Lease and rental income | $ 1,708 | – | 1,708 |
| User fees and charges | – | 2,038 | 2,038 |
| Miscellaneous | 4 | 135 | 139 |
| Total operating revenues | 1,712 | 2,173 | 3,885 |
| **OPERATING EXPENSES:** | | | |
| Depreciation and amortization | 976 | 3,047 | 4,023 |
| Transit operations | – | 30,003 | 30,003 |
| General and administrative | 1,890 | – | 1,890 |
| Total operating expenses | 2,866 | 33,050 | 35,916 |
| Operating (loss) | (1,154) | (30,877) | (32,031) |
| **OTHER FINANCING SOURCES (USES):** | | | |
| Intergovernmental | – | 6,433 | 6,433 |
| Investment and interest earnings | 333 | 1,186 | 1,519 |
| Gain on disposal of capital assets | – | 2 | 2 |
| Total non-operating revenues (expenses) | 333 | 7,621 | 7,954 |
| (Loss) before transfers and contributions | (821) | (23,256) | (24,077) |
| Capital contributions | 231 | 3,484 | 3,715 |
| Transfers in | 117 | 14,800 | 14,917 |
| Change in net position | (473) | (4,972) | (5,445) |
| Net position – January 1 | 40,825 | 60,570 | 101,395 |
| Net position – December 31 | $ 40,352 | 55,598 | 95,950 |

# DID YOU KNOW

*Information Technology Services blocked 26,734 malware emails, 106,697 phishing emails, and 7,108 suspicious events.*

# OTHER ENTERPRISE FUNDS COMBINING STATEMENT OF CASH FLOWS

**Year Ended December 31, 2025**
*(in thousands of dollars)*

| | Airport | Transit | Total |
|---|---|---|---|
| **CASH FLOWS FROM OPERATING ACTIVITIES:** | | | |
| Cash received from customers | $ 392 | 2,215 | 2,607 |
| Cash payments to suppliers for goods and services | (387) | (23,257) | (23,644) |
| Cash payments to employees for services | (816) | (1,687) | (2,503) |
| Cash payments for interfund services | (552) | (1,813) | (2,365) |
| Net cash flows (required) by operating activities | (1,363) | (24,542) | (25,905) |
| **CASH FLOWS FROM NONCAPITAL FINANCIAL ACTIVITIES:** | | | |
| Operating grants | – | 4,390 | 4,390 |
| Transfers from other funds | 117 | 14,800 | 14,917 |
| Net cash provided by noncapital activities | 117 | 19,190 | 19,307 |
| **CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES:** | | | |
| Capital grants received | 231 | 3,484 | 3,715 |
| Acquisition and construction of capital assets | (168) | (2,737) | (2,905) |
| Proceeds from the sale of capital assets | – | 3 | 3 |
| Receipts for lease receivables | 1,505 | – | 1,505 |
| Net cash provided by capital and related financing activities | 1,568 | 750 | 2,318 |
| **CASH FLOWS FROM INVESTING ACTIVITIES:** | | | |
| Proceeds from the sale of investments | 1,395 | 17,695 | 19,090 |
| Purchase of investments | (688) | (9,853) | (10,541) |
| Investment earnings | 276 | 779 | 1,055 |
| Net cash provided by investing activities | 983 | 8,621 | 9,604 |
| Net increase in cash and cash equivalents | 1,305 | 4,019 | 5,324 |
| Cash and cash equivalents at beginning of year | 1,695 | 10,291 | 11,986 |
| Cash and cash equivalents at end of year | $ 3,000 | 14,310 | 17,310 |

*continued...*

# OTHER ENTERPRISE FUNDS COMBINING STATEMENT OF CASH FLOWS – *Continued*

| | Airport | Transit | Total |
|---|---|---|---|
| **Reconciliation of operating (loss) to net cash (required) by operating activities:** | | | |
| **CASH FLOWS FROM OPERATING ACTIVITIES:** | | | |
| Operating (loss) | $ (1,154) | (30,877) | (32,031) |
| Adjustments to reconcile operating (loss) to net cash (required) by operating activities: | | | |
| Depreciation | 976 | 3,047 | 4,023 |
| **CHANGE IN ASSETS AND LIABILITIES:** | | | |
| Changes in net pension liability and related deferred inflows of resources | – | (411) | (411) |
| Changes in net OPEB liability and related deferred inflows of resources | (6) | (16) | (22) |
| Changes in net lease receivable and related deferred inflows of resources | (1,473) | – | (1,473) |
| Decrease in receivables | 153 | 42 | 195 |
| Increase in payables | 110 | 3,125 | 3,235 |
| Increase in other liabilities | 31 | 548 | 579 |
| Net cash (required) by operating activities | $ (1,363) | (24,542) | (25,905) |
| **NONCASH INVESTING, CAPITAL, AND FINANCING ACTIVITIES:** | | | |
| Increase in amounts due from other governments | – | 2,043 | 2,043 |
| Non-cash decrease in fair value of investments not classified as cash and cash equivalents | – | 407 | 407 |




# INTERNAL SERVICE FUNDS

# INTERNAL SERVICE FUNDS

**Group Self-Insurance Fund**

The Group Self-Insurance Fund accounts for all financial transactions related to the payment of premiums and benefits for active employees' health, disability, and life insurance. Revenues are received from employee and employer contributions.

**Risk Management Fund**

The Risk Management Fund accounts for all financial transactions related to the County's payment of workers' compensation claims and property, liability, and casualty insurance. Revenues are received from charges to the user departments based on the number of employees, prior claims, property, and liability coverage needs.

**Fleet Management Fund**

The Fleet Management Fund accounts for all financial transactions related to the maintenance of the County fleet. Revenues are derived from charges to the user departments for fuel, maintenance, repair, and insurance, plus a fixed flat rate surcharge per vehicle per month.

**Auto Liability Fund**

The Auto Liability Fund accounts for all financial transactions related to the County's property, liability, and casualty insurance coverage on vehicles. Revenues are contributions from other Gwinnett County funds and are based on the number of employees and actual third party automobile claims for County vehicles only.

**Administrative Support Fund**

The Administrative Support Fund accounts for the activities of all central support departments: Communications, County Administration (excluding Gwinnett Clean & Beautiful, Internal Audit, Assessors' Office, and Voter Registrations and Elections), Financial Services, Human Resources, Information Technology Services, Law, and Support Services. These activities are funded by indirect cost charges to all other funds receiving benefits.

# INTERNAL SERVICE FUNDS COMBINING STATEMENT OF NET POSITION

**December 31, 2025**

*(in thousands of dollars)*

| | Group Self-Insurance | Risk Management | Fleet Management | Auto Liability | Administrative Support | Total |
|---|---|---|---|---|---|---|
| **ASSETS:** | | | | | | |
| Current assets: | | | | | | |
| Cash and cash equivalents | $ 8,482 | 26,894 | 9,833 | 7,420 | 28,460 | 81,089 |
| Investments | 14,405 | 3,970 | 1,477 | 1,057 | 3,446 | 24,355 |
| Accounts receivable, net of allowance | 12 | – | 2,339 | – | 108 | 2,459 |
| Lease receivable | – | – | – | – | 530 | 530 |
| Inventories | – | – | 451 | – | 996 | 1,447 |
| Prepaid items | 450 | – | 87 | – | 7,791 | 8,328 |
| Total current assets | 23,349 | 30,864 | 14,187 | 8,477 | 41,331 | 118,208 |
| Noncurrent assets: | | | | | | |
| Investments | 31,032 | 8,553 | 3,182 | 2,278 | 7,423 | 52,468 |
| Lease receivable | – | – | – | – | 4,735 | 4,735 |
| Construction in progress | – | – | – | – | 69 | 69 |
| Other capital assets, net of depreciation | – | – | 71 | – | 43,265 | 43,336 |
| Total noncurrent assets | 31,032 | 8,553 | 3,253 | 2,278 | 55,492 | 100,608 |
| Total assets | 54,381 | 39,417 | 17,440 | 10,755 | 96,823 | 218,816 |
| **DEFERRED OUTFLOWS OF RESOURCES:** | | | | | | |
| OPEB-related deferred outflows | 63 | 25 | 165 | – | 2,496 | 2,749 |
| Total deferred outflows of resources | 63 | 25 | 165 | – | 2,496 | 2,749 |

*continued...*

# INTERNAL SERVICE FUNDS COMBINING STATEMENT OF NET POSITION – *Continued*

| | Group Self-Insurance | Risk Management | Fleet Management | Auto Liability | Administrative Support | Total |
|---|---|---|---|---|---|---|
| **LIABILITIES:** | | | | | | |
| Current liabilities: | | | | | | |
| Accounts payable | 2,063 | 1 | 2,221 | – | 4,283 | 8,568 |
| Payroll payable | 52 | 17 | 138 | – | 2,170 | 2,377 |
| Accumulated leave benefits – current | 71 | 35 | 233 | – | 4,626 | 4,966 |
| Estimated claims payable – current | 6,539 | 5,569 | – | 1,101 | – | 13,209 |
| Lease payable – current | – | – | – | – | 1,048 | 1,048 |
| Subscription payable – current | – | – | – | – | 6,133 | 6,133 |
| Unearned revenue | 15 | – | – | – | – | 15 |
| Total current liabilities | 8,740 | 5,622 | 2,592 | 1,101 | 18,260 | 36,316 |
| Noncurrent liabilities: | | | | | | |
| Accumulated leave benefits | 32 | 15 | 252 | – | 5,725 | 6,023 |
| Estimated claims payable | – | 12,496 | – | 2,772 | – | 15,268 |
| Lease payable – noncurrent | – | – | – | – | 3,654 | 3,654 |
| Subscription payable – noncurrent | – | – | – | – | 27,605 | 27,605 |
| Net pension liability | – | – | 1,543 | – | 15,183 | 16,726 |
| Net OPEB liability | 33 | 13 | 86 | – | 1,302 | 1,434 |
| Total noncurrent liabilities | 65 | 12,524 | 1,881 | 2,772 | 53,469 | 70,710 |
| Total liabilities | 8,805 | 18,146 | 4,473 | 3,873 | 71,729 | 107,026 |
| **DEFERRED INFLOWS OF RESOURCES:** | | | | | | |
| Lease-related deferred inflows | – | – | – | – | 5,035 | 5,035 |
| Pension-related deferred inflows | – | – | 332 | – | 3,268 | 3,600 |
| OPEB-related deferred inflows | 81 | 32 | 213 | – | 3,214 | 3,540 |
| Total deferred inflows of resources | 81 | 32 | 545 | – | 11,517 | 12,175 |
| **NET POSITION:** | | | | | | |
| Net investment in capital assets | – | – | 107 | – | 4,905 | 5,012 |
| Unrestricted | 45,558 | 21,264 | 12,480 | 6,882 | 11,168 | 97,352 |
| Total net position | $ 45,558 | 21,264 | 12,587 | 6,882 | 16,073 | 102,364 |

# INTERNAL SERVICE FUNDS COMBINING STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN FUND NET POSITION

## Year Ended December 31, 2025

*(in thousands of dollars)*

| | Group Self-Insurance | Risk Management | Fleet Management | Auto Liability | Administrative Support | Total |
|---|---|---|---|---|---|---|
| **OPERATING REVENUES:** | | | | | | |
| Charges to other funds | $ 80,417 | 19,014 | 19,043 | 4,501 | 134,466 | 257,441 |
| Lease and rent revenue | – | – | – | – | 530 | 530 |
| Employee contributions | 14,665 | – | – | – | – | 14,665 |
| Miscellaneous | 526 | 328 | 528 | – | 579 | 1,961 |
| Total operating revenues | 95,608 | 19,342 | 19,571 | 4,501 | 135,575 | 274,597 |
| **OPERATING EXPENSES:** | | | | | | |
| Vehicle maintenance and repair | – | – | 4,872 | – | – | 4,872 |
| Benefit claims | 57,237 | 6,562 | – | 1,738 | – | 65,537 |
| Insurance premiums | 34,660 | 6,624 | – | – | – | 41,284 |
| Depreciation and amortization | – | – | 13 | – | 14,201 | 14,214 |
| General and administrative | 16,644 | 2,394 | 8,493 | 142 | 120,859 | 148,532 |
| Total operating expenses | 108,541 | 15,580 | 13,378 | 1,880 | 135,060 | 274,439 |
| Operating income (loss) | (12,933) | 3,762 | 6,193 | 2,621 | 515 | 158 |
| **OTHER FINANCING SOURCES (USES):** | | | | | | |
| Investment and interest earnings | 2,504 | 1,188 | 434 | 403 | 1,258 | 5,787 |
| Interest expense | – | – | – | – | (1,249) | (1,249) |
| Gain on disposal of capital assets | – | – | 80 | – | 39 | 119 |
| Total non-operating revenues | 2,504 | 1,188 | 514 | 403 | 48 | 4,657 |
| Income (loss) before transfers | (10,429) | 4,950 | 6,707 | 3,024 | 563 | 4,815 |
| Transfers in | – | – | – | – | 562 | 562 |
| Transfers out | – | – | (2,389) | – | (227) | (2,616) |
| Change in net position | (10,429) | 4,950 | 4,318 | 3,024 | 898 | 2,761 |
| Net position – January 1 | 55,987 | 16,314 | 8,269 | 3,858 | 15,175 | 99,603 |
| Net position – December 31 | $ 45,558 | 21,264 | 12,587 | 6,882 | 16,073 | 102,364 |

# DID YOU KNOW

*277,802 residents were served through Gwinnett Community Resource Centers in 2025.*

# INTERNAL SERVICE FUNDS COMBINING STATEMENT OF CASH FLOWS

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Group Self-Insurance | Risk Management | Fleet Management | Auto Liability | Administrative Support | Total |
|---|---|---|---|---|---|---|
| **CASH FLOWS FROM OPERATING ACTIVITIES:** | | | | | | |
| Cash received from customers | $ 95,824 | 19,654 | 18,278 | 4,519 | 135,143 | 273,418 |
| Cash payments to suppliers for goods and services | (13,399) | (1,902) | (5,285) | (143) | (43,627) | (64,356) |
| Cash payments to employees for services | (1,868) | (645) | (4,793) | – | (74,773) | (82,079) |
| Cash payments for interfund services | (518) | (1,219) | (2,886) | (30) | (1,262) | (5,915) |
| Claims and premiums paid | (90,191) | (9,874) | – | (2,793) | – | (102,858) |
| Net cash flows provided/(required) by operating activities | (10,152) | 6,014 | 5,314 | 1,553 | 15,481 | 18,210 |
| **CASH FLOWS FROM NONCAPITAL FINANCING ACTIVITIES:** | | | | | | |
| Transfers from other funds | – | – | – | – | 562 | 562 |
| Transfers (to) other funds | – | – | (2,389) | – | (227) | (2,616) |
| Net cash provided/(required) by noncapital activities | – | – | (2,389) | – | 335 | (2,054) |
| **CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES:** | | | | | | |
| Proceeds from sale of capital assets | – | – | 80 | – | 39 | 119 |
| Acquisition and construction of capital assets | – | – | – | – | (1,740) | (1,740) |
| Lease payments | – | – | – | – | (987) | (987) |
| Subscription payments | – | – | – | – | (11,715) | (11,715) |
| Receipts for lease receivables | – | – | – | – | 503 | 503 |
| Net cash provided/(required) by capital and related financing activities | – | – | 80 | – | (13,900) | (13,820) |
| **CASH FLOWS FROM INVESTING ACTIVITIES:** | | | | | | |
| Proceeds from the sale of investments | 2,962 | 11,210 | 4,628 | 3,206 | 16,350 | 38,356 |
| Purchase of investments | (5,082) | (12,491) | (4,648) | (3,327) | (10,842) | (36,390) |
| Investment earnings | 2,452 | 980 | 258 | 349 | 958 | 4,997 |
| Net cash provided/(required) by investing activities | 332 | (301) | 238 | 228 | 6,466 | 6,963 |
| Net increase/(decrease) in cash and cash equivalents | (9,820) | 5,713 | 3,243 | 1,781 | 8,382 | 9,299 |
| Cash and cash equivalents at beginning of year | 18,302 | 21,181 | 6,590 | 5,639 | 20,078 | 71,790 |
| Cash and cash equivalents at end of year | $ 8,482 | 26,894 | 9,833 | 7,420 | 28,460 | 81,089 |

*continued...*

# INTERNAL SERVICE FUNDS COMBINING STATEMENT OF CASH FLOWS – *Continued*

| | Group Self-Insurance | Risk Management | Fleet Management | Auto Liability | Administrative Support | Total |
|---|---|---|---|---|---|---|
| **Reconciliation of operating income (loss) to net cash provided/required by operating activities:** | | | | | | |
| **CASH FLOWS FROM OPERATING ACTIVITIES:** | | | | | | |
| Operating income (loss) | $ (12,933) | 3,762 | 6,193 | 2,621 | 515 | 158 |
| Adjustments to reconcile operating income (loss) to net cash provided/(required) by operating activities: | | | | | | |
| Depreciation and amortization | – | – | 13 | – | 14,201 | 14,214 |
| **CHANGE IN ASSETS AND LIABILITIES:** | | | | | | |
| Changes in net pension liability and related deferred inflows of resources | – | – | 333 | – | 3,228 | 3,561 |
| Changes in net OPEB liability and related deferred inflows of resources | – | (6) | (24) | – | (546) | (576) |
| Changes in net lease asset, liability, and related deferred inflows of resources | – | – | – | – | (154) | (154) |
| Changes in net subscription asset and liability | – | – | – | – | (1,285) | (1,285) |
| (Increase) decrease in receivables | 224 | 312 | (1,293) | 18 | 85 | (654) |
| (Increase) in lease receivables | – | – | – | – | (517) | (517) |
| (Increase) decrease in inventories | – | – | 100 | – | (996) | (896) |
| (Increase) in prepaids | (122) | – | (3) | – | (474) | (599) |
| Increase (decrease) in payables | 1,564 | (129) | (84) | (1) | (15) | 1,335 |
| Increase (decrease) in other liabilities | 1,115 | 2,075 | 79 | (1,085) | 1,439 | 3,623 |
| Net cash provided/(required) by operating activities | $ (10,152) | 6,014 | 5,314 | 1,553 | 15,481 | 18,210 |
| **NONCASH INVESTING, CAPITAL, AND FINANCING ACTIVITIES:** | | | | | | |
| Subscription asset acquisition | – | – | – | – | 11,820 | 11,820 |
| Non-cash increase in fair value of investments not classified as cash and cash equivalents | (52) | 206 | 177 | 228 | (164) | 395 |
| Non-cash capital contributed from other funds | – | – | – | – | 562 | 562 |




# FIDUCIARY FUNDS

# FIDUCIARY FUNDS

## Trust Funds

**Defined Benefit Pension Plan**
The County established the Gwinnett County Defined Benefit Plan as a single-employer, locally-governed plan for the benefit of its employees and other eligible individuals as provided for in the Plan Document.

**Other Post-Employment Benefit (OPEB) Plan**
The trust was established by the Board of Commissioners to pre-fund medical and prescription drug benefits for retirees and other former employees (and their eligible dependents) who are eligible for such benefits under existing County policy.

## Custodial Funds

**Tax Commissioner**
To account for the collection of property taxes and motor vehicle tag and title fees, which are disbursed to various taxing units.

**Clerk of Court**
To account for the collection of various fines, forfeitures, jury fund receipts, real estate transfer taxes, fees, civil awards, etc., which are disbursed to other parties.

**Recorder's Court**
To account for the collection of various fines and forfeitures (mostly traffic violations), which are disbursed to other parties.

**Sheriff**
To account for the collection of cash bonds, fines, seizures, forfeitures, fifas, etc., which are disbursed to other parties.

**Probate Court**
To account for the collection of fees for firearms, licenses, certificates, marriage licenses, etc., which are disbursed to other parties.

**Corrections**
To account for funds being held on an inmate's behalf, which are disbursed to other parties on behalf of the inmate.

**Police**
To account for the collection of seizures, which are disbursed to other parties.

# PENSION AND OPEB TRUST FUNDS COMBINING STATEMENT OF FIDUCIARY NET POSITION

**December 31, 2025**
*(in thousands of dollars)*

| | | Pension | OPEB | Total |
|---|---|---|---|---|
| **ASSETS:** | | | | |
| Cash and cash equivalents | $ | 41,715 | 7,084 | 48,799 |
| Investments, at fair value: | | | | |
| U.S. treasury bonds | | 66,128 | 9,115 | 75,243 |
| Asset-backed securities | | 41,329 | 5,697 | 47,026 |
| U.S. governmental agencies | | 56,356 | 7,768 | 64,124 |
| Commercial mortgage-backed securities | | 31,045 | 4,279 | 35,324 |
| Futures contracts | | (78) | (11) | (89) |
| Corporate bonds | | 90,241 | 12,439 | 102,680 |
| Corporate equities | | 877,271 | 120,925 | 998,196 |
| International equities | | 232,332 | 32,025 | 264,357 |
| Preferred stock | | 1,442 | 199 | 1,641 |
| Global fixed income | | 50,425 | 6,951 | 57,376 |
| Total investments | | 1,446,491 | 199,387 | 1,645,878 |
| Securities lending collateral investment pool | | 37,991 | 5,237 | 43,228 |
| Contributions receivable from employer | | — | 876 | 876 |
| Prepaid benefit payments | | 9,180 | — | 9,180 |
| Total assets | | 1,535,377 | 212,584 | 1,747,961 |
| **LIABILITIES:** | | | | |
| Accounts payable | | 1,306 | 2,629 | 3,935 |
| Liability for securities lending agreement | | 37,991 | 5,237 | 43,228 |
| Total liabilities | | 39,297 | 7,866 | 47,163 |
| Net position – restricted for pension and OPEB | $ | 1,496,080 | 204,718 | 1,700,798 |

# PENSION AND OPEB TRUST FUNDS COMBINING STATEMENT OF CHANGES IN FIDUCIARY NET POSITION

**Year Ended December 31, 2025**

*(in thousands of dollars)*

| | Pension | OPEB | Total |
|---|---|---|---|
| **ADDITIONS:** | | | |
| Contributions: | | | |
| Employer | $ 46,098 | 5,960 | 52,058 |
| Employee | 4,613 | — | 4,613 |
| Total contributions | 50,711 | 5,960 | 56,671 |
| Investment income: | | | |
| Net increase in the fair value of investments | 124,482 | 17,742 | 142,224 |
| Securities lending income | 75 | 10 | 85 |
| Interest and dividends | 39,639 | 5,615 | 45,254 |
| Total investment income | 164,196 | 23,367 | 187,563 |
| Investment expense | (5,468) | (767) | (6,235) |
| Securities lending expense | (6) | (1) | (7) |
| Net investment income | 158,722 | 22,599 | 181,321 |
| Total additions | 209,433 | 28,559 | 237,992 |
| **DEDUCTIONS:** | | | |
| Benefits paid | 106,149 | 14,091 | 120,240 |
| Insurance premiums | — | 4,164 | 4,164 |
| Administrative expenses | 810 | 713 | 1,523 |
| Total deductions | 106,959 | 18,968 | 125,927 |
| Net increase in fiduciary net position | 102,474 | 9,591 | 112,065 |
| Net position – restricted for pension and OPEB | | | |
| Beginning of year | 1,393,606 | 195,127 | 1,588,733 |
| End of year | $ 1,496,080 | 204,718 | 1,700,798 |

# CUSTODIAL FUNDS COMBINING STATEMENT OF FIDUCIARY NET POSITION

**December 31, 2025**
*(in thousands of dollars)*

| | Tax Commissioner | Clerk of Court | Recorder's Court | Sheriff | Probate Court | Corrections | Police | Total |
|---|---|---|---|---|---|---|---|---|
| **ASSETS:** | | | | | | | | |
| Cash and cash equivalents | $ 33,128 | 113,098 | 2,158 | 1,283 | 1,269 | 29 | 1,915 | 152,880 |
| Taxes receivable | 76,771 | — | — | — | — | — | — | 76,771 |
| Total assets | $ 109,899 | 113,098 | 2,158 | 1,283 | 1,269 | 29 | 1,915 | 229,651 |
| **LIABILITIES:** | | | | | | | | |
| Due to others | $ 109,899 | 86,416 | 2,158 | (135) | 1,269 | — | — | 199,607 |
| Total liabilities | $ 109,899 | 86,416 | 2,158 | (135) | 1,269 | — | — | 199,607 |
| **NET POSITION:** | | | | | | | | |
| Restricted for individuals, organizations, and other governments | $ — | 26,682 | — | 1,418 | — | 29 | 1,915 | 30,044 |

# CUSTODIAL FUNDS COMBINING STATEMENT OF CHANGES IN FIDUCIARY NET POSITION

**Year Ended December 31, 2025**
*(in thousands of dollars)*

| | Tax Commissioner | Clerk of Court | Recorder's Court | Sheriff | Probate Court | Corrections | Police | Total |
|---|---|---|---|---|---|---|---|---|
| **ADDITIONS:** | | | | | | | | |
| Taxes collected for other agencies | $ 2,379,680 | — | — | — | — | — | — | 2,379,680 |
| Court fees collected for other agencies | — | 113,098 | 12,118 | — | 3,258 | — | — | 128,474 |
| Court individual cases | — | 69,721 | — | — | — | — | — | 69,721 |
| Sheriff fees collected | — | — | — | 13,848 | — | — | — | 13,848 |
| Sheriff inmate account deposits | — | — | — | 4,452 | — | — | — | 4,452 |
| Corrections inmate account deposits | — | — | — | — | — | 451 | — | 451 |
| Seized assets | — | — | — | 748 | — | — | 1,444 | 2,192 |
| Total additions | $ 2,379,680 | 182,819 | 12,118 | 19,048 | 3,258 | 451 | 1,444 | 2,598,818 |
| **DEDUCTIONS:** | | | | | | | | |
| Payments of court fees to other agencies | $ — | 113,098 | 12,118 | — | 3,258 | — | — | 128,474 |
| Payments to others | — | 51,891 | — | — | — | — | — | 51,891 |
| Payments of taxes to other agencies | 2,379,680 | — | — | — | — | — | — | 2,379,680 |
| Payments of Sheriff fees to agencies | — | — | — | 13,848 | — | — | — | 13,848 |
| Payments from inmates to others | — | — | — | 4,413 | — | 458 | — | 4,871 |
| Distribution of seized assets | — | — | — | 737 | — | — | 225 | 962 |
| Total deductions | $ 2,379,680 | 164,989 | 12,118 | 18,998 | 3,258 | 458 | 225 | 2,579,726 |
| Net increase (decrease) in fiduciary net position | — | 17,830 | — | 50 | — | (7) | 1,219 | 19,092 |
| Beginning of year | $ — | 8,852 | — | 1,368 | — | 36 | 696 | 10,952 |
| End of year | $ — | 26,682 | — | 1,418 | — | 29 | 1,915 | 30,044 |

# SUPPLEMENTAL OFFICIAL INCOME DISCLOSURE

**Year Ended December 31, 2025**
*(in thousands of dollars)*

| | Clerk of Superior Court* |
|---|---|
| **AMOUNT OF COLLECTION:** | |
| Fees collected for passport acceptance services | $ 434,998 |
| Total collections | 434,998 |
| **DISBURSEMENTS:** | |
| Payments of passport acceptance fees to individual – Tiana P. Garner | 245,250 |
| Transfer of passport acceptance fees to General Fund | 189,748 |
| Total disbursements | 434,998 |
| Net increase in net position | – |
| Beginning of year | – |
| End of year | $ – |

*Pursuant to the *Official Code of Georgia Annotated (O.C.G.A.) §36-81-12*, effective July 1, 2024, the County is required to report the supplemental official income and related expenditures of each County Officer as listed in the Constitution. The Clerk of Superior Court is the only officer having supplemental official income as defined in the legislation, and this financial statement is the Clerk of Superior Court's representation.

# DID YOU KNOW

*Gwinnett produced 29.8 billion gallons of drinking water and treated 22.2 billion gallons of reclaimed water in 2025.*




# STATISTICAL SECTION

# STATISTICAL SECTION

## (Unaudited)

This part of Gwinnett County's annual comprehensive financial report presents detailed information as a context for understanding what the information in the financial statements, note disclosures, and required supplementary information says about the government's overall financial health.

## Index


**Financial Trends**

These schedules contain trend information to help the reader understand how the County's financial performance and well-being have changed over time — S2 – S6

**Revenue Capacity**

These schedules contain information to help the reader assess the County's most significant local revenue source: property tax — S7 – S10

**Debt Capacity**

These schedules present information to help the reader assess the affordability of the County's current levels of outstanding debt and the County's ability to issue debt in the future — S11 – S15

**Demographic and Economic Information**

These schedules offer demographic and economic indicators to help the reader understand the environment within which the County's financial activities take place — S16 – S17

**Operating Information**

These schedules contain service and infrastructure data to help the reader understand how the information in the County's financial report relates to the services the County provides and the activities it performs — S18 – S20


*Unless otherwise noted, the information in these schedules is derived from the annual comprehensive financial reports for the relevant year.*

# NET POSITION BY COMPONENTS – LAST 10 FISCAL YEARS

## (accrual basis of accounting in thousands of dollars)

| | 2016[1] | 2017[2] | 2018 | 2019 | 2020 | 2021 | 2022 | 2023[3] | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| Governmental activities | | | | | | | | | | |
| Net investment in capital assets | $ 2,375,340 | 2,396,352 | 2,420,755 | 2,493,968 | 2,560,271 | 2,654,959 | 2,673,237 | 2,915,840 | 3,018,773 | 2,943,430 |
| Restricted | 626,890 | 840,078 | 764,072 | 755,674 | 847,761 | 862,719 | 1,005,091 | 1,121,724 | 1,219,724 | 1,345,706 |
| Unrestricted | 272,872 | 26,735 | 158,470 | 176,127 | 209,120 | 317,961 | 349,417 | 259,667 | 352,180 | 519,390 |
| Total governmental activities net position | 3,275,102 | 3,263,165 | 3,343,297 | 3,425,769 | 3,617,152 | 3,835,639 | 4,027,745 | 4,297,231 | 4,590,677 | 4,808,526 |
| Business-type activities | | | | | | | | | | |
| Net investment in capital assets | 2,949,587 | 3,059,003 | 3,240,775 | 3,463,383 | 3,648,790 | 3,746,909 | 3,874,921 | 3,999,293 | 4,194,596 | 4,423,147 |
| Restricted | 27,968 | 32,970 | 27,355 | 25,869 | 27,900 | 23,659 | 33,229 | 33,584 | 34,818 | 18,249 |
| Unrestricted | 324,551 | 356,063 | 345,627 | 320,905 | 313,912 | 390,865 | 413,723 | 437,378 | 440,733 | 473,437 |
| Total business-type activities net position | 3,302,106 | 3,448,036 | 3,613,757 | 3,810,157 | 3,990,602 | 4,161,433 | 4,321,873 | 4,470,255 | 4,670,147 | 4,914,833 |
| Primary government | | | | | | | | | | |
| Net investment in capital assets | 5,324,927 | 5,455,355 | 5,661,530 | 5,957,351 | 6,209,061 | 6,401,868 | 6,548,158 | 6,915,133 | 7,213,369 | 7,366,577 |
| Restricted | 654,858 | 873,048 | 791,427 | 781,543 | 875,661 | 886,378 | 1,038,320 | 1,155,308 | 1,254,542 | 1,363,955 |
| Unrestricted | 597,423 | 382,798 | 504,097 | 497,032 | 523,032 | 708,826 | 763,140 | 697,045 | 792,913 | 992,827 |
| Total primary government net position | $ 6,577,208 | 6,711,201 | 6,957,054 | 7,235,926 | 7,607,754 | 7,997,072 | 8,349,618 | 8,767,486 | 9,260,824 | 9,723,359 |

*1) 2016 balances for governmental activities have been restated to reflect the cumulative effect of a change in accounting procedure related to certain major road projects.*

*2) 2017 balances have been restated to reflect the cumulative effect of applying GASB Statement 75.*

*3) 2023 balances have been restated to reflect the cumulative effect of applying GASB Statement 101.*

# CHANGES IN NET POSITION – LAST 10 FISCAL YEARS
## (accrual basis of accounting in thousands of dollars)

| | 2016[1] | 2017[2] | 2018 | 2019 | 2020 | 2021 | 2022 | 2023[3] | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| **Expenses** | | | | | | | | | | |
| Governmental activities: | | | | | | | | | | |
| General government | $ 42,353 | 46,931 | 46,360 | 50,778 | 62,521 | 51,874 | 117,995 | 90,128 | 105,003 | 101,068 |
| Judiciary | 168,308 | 193,508 | 181,373 | 189,966 | 178,878 | 184,439 | 216,834 | 251,212 | 273,422 | 143,156 |
| Public safety | 279,861 | 313,118 | 287,516 | 313,878 | 298,990 | 293,592 | 353,082 | 379,659 | 395,750 | 628,294 |
| Public works | 112,796 | 115,428 | 110,798 | 124,018 | 132,300 | 128,785 | 161,216 | 191,795 | 213,664 | 192,136 |
| Health and welfare | 9,707 | 16,844 | 14,838 | 16,044 | 144,700 | 84,353 | 57,332 | 25,820 | 18,048 | 40,811 |
| Culture and recreation | 80,377 | 87,131 | 91,666 | 99,407 | 99,104 | 106,890 | 121,617 | 123,335 | 125,511 | 137,905 |
| Housing and development | 23,604 | 22,047 | 23,110 | 30,647 | 36,611 | 48,849 | 60,745 | 45,518 | 49,076 | 52,713 |
| Development authority | 4,586 | 5,246 | 4,571 | 6,868 | 7,328 | 7,971 | 7,619 | 9,870 | 7,625 | 6,754 |
| Tourism | 3,017 | 3,318 | 3,707 | 3,981 | 4,057 | 3,389 | 5,247 | 5,003 | 5,069 | 5,737 |
| Interest on long-term debt | 197 | 191 | 169 | 104 | 2,457 | 2,502 | 2,502 | 2,502 | 2,502 | 2,719 |
| Total governmental activities | 724,806 | 803,762 | 764,108 | 835,691 | 966,946 | 912,644 | 1,104,189 | 1,124,842 | 1,195,670 | 1,311,293 |
| Business-type activities: | | | | | | | | | | |
| Water and sewer | 227,738 | 241,795 | 239,520 | 254,803 | 258,744 | 289,746 | 324,026 | 376,916 | 359,138 | 351,593 |
| Airport | 1,286 | 1,372 | 1,753 | 1,645 | 1,713 | 2,059 | 2,452 | 2,639 | 2,836 | 2,889 |
| Economic development | — | — | 405 | 3,253 | 3,175 | 5,527 | 5,784 | 4,939 | 5,453 | 5,818 |
| Solid waste | 41,488 | 41,765 | 43,170 | 38,079 | 42,415 | 43,232 | 46,703 | 54,878 | 59,349 | 60,607 |
| Stormwater | 27,057 | 31,246 | 28,095 | 22,954 | 28,536 | 27,475 | 29,066 | 25,456 | 32,078 | 29,043 |
| Transit | 17,315 | 28,321 | 21,826 | 22,512 | 24,006 | 20,552 | 20,924 | 29,325 | 35,633 | 33,108 |
| Total business-type activities | 314,884 | 344,499 | 334,769 | 343,246 | 358,589 | 388,591 | 428,955 | 494,153 | 494,487 | 483,058 |
| Total primary government expenses | $ 1,039,690 | 1,148,261 | 1,098,877 | 1,178,937 | 1,325,535 | 1,301,235 | 1,533,144 | 1,618,995 | 1,690,157 | 1,794,351 |
| **Program revenues** | | | | | | | | | | |
| Governmental activities: | | | | | | | | | | |
| General government | $ 10,750 | 11,419 | 12,029 | 12,619 | 12,009 | 14,085 | 16,127 | 18,775 | 19,535 | 26,547 |
| Judiciary | 28,145 | 28,219 | 28,619 | 26,313 | 23,457 | 26,814 | 27,238 | 25,807 | 26,985 | 24,181 |
| Public safety | 37,394 | 38,203 | 39,790 | 46,799 | 40,719 | 42,428 | 48,678 | 53,453 | 53,904 | 56,279 |
| Public works | 7,239 | 7,593 | 7,826 | 7,770 | 8,543 | 8,991 | 9,839 | 9,799 | 10,033 | 10,505 |
| Health and welfare | 11 | 151 | 162 | 156 | 90 | 38 | 51 | 90 | 98 | 415 |
| Culture and recreation | 5,105 | 5,155 | 5,205 | 5,385 | 1,901 | 3,750 | 4,598 | 5,751 | 6,278 | 6,049 |
| Housing and development | 10,174 | 9,737 | 10,385 | 10,970 | 11,052 | 14,022 | 13,551 | 13,191 | 18,609 | 11,925 |
| Tourism | — | — | — | — | 1,524 | — | — | — | — | — |
| Operating grants and contributions | 8,783 | 8,846 | 10,572 | 9,388 | 173,177 | 47,056 | 49,943 | 47,992 | 47,947 | 59,175 |
| Capital grants and contributions | 33,742 | 23,365 | 38,019 | 44,781 | 37,420 | 77,515 | 88,487 | 61,515 | 80,902 | 76,830 |
| Total governmental activities program revenues | 141,343 | 132,688 | 152,607 | 164,181 | 309,892 | 234,699 | 258,512 | 236,373 | 264,291 | 271,906 |

*continued...*

# CHANGES IN NET POSITION – LAST 10 FISCAL YEARS
## (accrual basis of accounting in thousands of dollars) – *continued*

| | 2016[1] | 2017[2] | 2018 | 2019 | 2020 | 2021 | 2022 | 2023[3] | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| Business-type activities: | | | | | | | | | | |
| Charges for services: | | | | | | | | | | |
| Water and sewer | 318,056 | 311,565 | 316,082 | 337,573 | 336,881 | 359,965 | 374,871 | 397,707 | 425,573 | 440,547 |
| Airport | 922 | 1,001 | 989 | 1,072 | 957 | 1,114 | 1,694 | 1,455 | 1,677 | 1,712 |
| Economic development | — | — | 106 | 2,859 | 2,096 | 6,382 | 6,326 | 5,612 | 2,539 | 1,899 |
| Solid waste | 43,219 | 43,725 | 44,438 | 40,454 | 42,745 | 43,879 | 45,320 | 49,145 | 56,571 | 60,984 |
| Stormwater | 31,587 | 31,902 | 29,365 | 30,111 | 29,778 | 30,835 | 31,271 | 31,649 | 32,178 | 33,323 |
| Transit | 3,655 | 2,966 | 3,279 | 3,661 | 1,140 | 1,526 | 1,777 | 2,287 | 2,340 | 2,173 |
| Operating grants and contributions | 5,340 | 7,422 | 7,623 | 6,852 | 13,588 | 5,426 | 8,803 | 8,766 | 10,067 | 6,433 |
| Capital grants and contributions | 76,259 | 73,333 | 70,672 | 86,633 | 94,425 | 90,672 | 90,575 | 102,366 | 118,677 | 106,136 |
| Total business-type activities program revenues | 479,038 | 471,914 | 472,554 | 509,215 | 521,610 | 539,799 | 560,637 | 598,987 | 649,622 | 653,207 |
| Total primary government program revenues $ | 620,381 | 604,602 | 625,161 | 673,396 | 831,502 | 774,498 | 819,149 | 835,360 | 913,913 | 925,113 |
| Net (expense)/revenue | | | | | | | | | | |
| Governmental activities | (583,463) | (671,074) | (611,501) | (671,510) | (657,054) | (677,945) | (845,677) | (888,469) | (931,379) | (1,039,387) |
| Business-type activities | 164,154 | 127,415 | 137,785 | 165,969 | 163,021 | 151,208 | 131,682 | 104,834 | 155,135 | 170,149 |
| Total primary government net expenses $ | (419,309) | (543,659) | (473,716) | (505,541) | (494,033) | (526,737) | (713,995) | (783,635) | (776,244) | (869,238) |
| **General revenues and other changes in net position** | | | | | | | | | | |
| Governmental activities: | | | | | | | | | | |
| Taxes: | | | | | | | | | | |
| Property taxes | 392,669 | 425,472 | 446,359 | 485,073 | 557,777 | 607,889 | 680,675 | 769,162 | 817,000 | 862,969 |
| Sales taxes | 150,031 | 151,800 | 162,436 | 172,255 | 183,774 | 210,096 | 236,257 | 237,600 | 242,671 | 247,542 |
| Other taxes | 75,392 | 79,539 | 80,968 | 87,980 | 90,030 | 88,915 | 106,108 | 117,223 | 115,288 | 119,059 |
| Investment income | 1,301 | 5,662 | 12,028 | 18,908 | 10,478 | (1,275) | 24,884 | 54,603 | 59,138 | 53,648 |
| Other miscellaneous | 7,656 | 10,910 | 9,462 | 7,986 | 18,140 | 11,830 | 11,724 | 10,147 | 12,155 | 11,997 |
| Transfers | (10,459) | (14,246) | (19,621) | (18,220) | (11,762) | (21,023) | (21,865) | (19,400) | (21,427) | (37,979) |
| Total governmental activities | 616,590 | 659,137 | 691,632 | 753,982 | 848,437 | 896,432 | 1,037,783 | 1,169,335 | 1,224,825 | 1,257,236 |
| Business-type activities: | | | | | | | | | | |
| Investment income | 791 | 4,269 | 8,315 | 12,211 | 5,662 | (1,400) | 6,893 | 24,963 | 23,330 | 24,237 |
| Gain on disposal of capital assets | — | — | — | — | — | — | — | — | — | 12,321 |
| Transfers | 10,459 | 14,246 | 19,621 | 18,220 | 11,762 | 21,023 | 21,865 | 19,400 | 21,427 | 37,979 |
| Total business-type activities | 11,250 | 18,515 | 27,936 | 30,431 | 17,424 | 19,623 | 28,758 | 44,363 | 44,757 | 74,537 |
| Total primary government $ | 627,840 | 677,652 | 719,568 | 784,413 | 865,861 | 916,055 | 1,066,541 | 1,213,698 | 1,269,582 | 1,331,773 |
| Changes in net position | | | | | | | | | | |
| Governmental activities | 33,127 | (11,937) | 80,131 | 82,472 | 191,383 | 218,487 | 192,106 | 280,866 | 293,446 | 217,849 |
| Business-type activities | 175,404 | 145,930 | 165,721 | 196,400 | 180,445 | 170,831 | 160,440 | 149,197 | 199,892 | 244,686 |
| Total primary government $ | 208,531 | 133,993 | 245,852 | 278,872 | 371,828 | 389,318 | 352,546 | 430,063 | 493,338 | 462,535 |

*1) 2016 balances for governmental activities have been restated to reflect the cumulative effect of a change in accounting procedure related to certain major road projects.*
*2) 2017 balances have been restated to reflect the cumulative effect of applying GASB Statement 75.*
*3) 2023 balances have been restated to reflect the cumulative effect of applying GASB Statement 101.*

# FUND BALANCES, GOVERNMENTAL FUNDS – LAST 10 FISCAL YEARS

## (modified accrual basis of accounting in thousands of dollars)

| | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| General fund | | | | | | | | | | |
| Nonspendable | $ 5,115 | 1,872 | 1,836 | 1,424 | 2,354 | 3,166 | 2,715 | 3,472 | 3,993 | 5,596 |
| Assigned | 28,478 | 36,424 | 42,188 | 41,968 | 18,864 | 20,730 | 6,025 | 39,156 | 25,309 | – |
| Unassigned | 115,467 | 115,871 | 115,218 | 132,929 | 152,071 | 190,121 | 220,697 | 196,038 | 196,914 | 223,107 |
| Total general fund | 149,060 | 154,167 | 159,242 | 176,321 | 173,289 | 214,017 | 229,437 | 238,666 | 226,216 | 228,703 |
| All other governmental funds | | | | | | | | | | |
| Nonspendable | 896 | 592 | 808 | 1,097 | 816 | 719 | 1,259 | 1,368 | 1,375 | 2,874 |
| Restricted | 585,678 | 796,424 | 890,799 | 904,290 | 977,631 | 978,991 | 1,092,948 | 1,199,391 | 1,296,704 | 1,356,309 |
| Committed | 247 | 301 | 329 | 329 | 384 | 483 | 482 | 643 | 878 | 776 |
| Assigned | 239,828 | 111,989 | 99,757 | 110,991 | 127,633 | 162,719 | 179,696 | 265,136 | 316,318 | 325,253 |
| Total all other governmental funds | 826,649 | 909,306 | 991,693 | 1,016,707 | 1,106,464 | 1,142,912 | 1,274,385 | 1,466,538 | 1,615,275 | 1,685,212 |
| **Total** | $ 975,709 | 1,063,473 | 1,150,935 | 1,193,028 | 1,279,753 | 1,356,929 | 1,503,822 | 1,705,204 | 1,841,491 | 1,913,915 |

# CHANGES IN FUND BALANCES, GOVERNMENTAL FUNDS – LAST 10 FISCAL YEARS (modified accrual basis of accounting in thousands of dollars)

| | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| **Revenues:** | | | | | | | | | | |
| Taxes | $ 615,229 | 653,669 | 688,991 | 742,144 | 818,265 | 906,956 | 1,011,271 | 1,110,963 | 1,169,951 | 1,227,190 |
| Permits and licenses | 9,402 | 9,362 | 10,096 | 10,404 | 10,467 | 13,007 | 11,851 | 11,675 | 14,285 | 15,028 |
| Intergovernmental | 39,489 | 28,919 | 40,291 | 40,595 | 202,820 | 125,573 | 131,394 | 82,246 | 93,668 | 105,831 |
| Charges for services | 74,739 | 76,921 | 80,119 | 88,035 | 78,853 | 85,598 | 93,247 | 98,360 | 101,559 | 103,605 |
| Fines and forfeitures | 15,144 | 14,188 | 13,592 | 11,539 | 9,484 | 9,962 | 14,919 | 16,059 | 18,197 | 15,693 |
| Investment income, earnings (losses) | 3,920 | 8,148 | 18,839 | 29,965 | 16,818 | (2,131) | (15,566) | 76,681 | 79,780 | 79,287 |
| Miscellaneous | 7,668 | 10,982 | 9,494 | 8,003 | 18,244 | 13,345 | 11,671 | 10,081 | 12,116 | 11,877 |
| Total revenues | 765,591 | 802,189 | 861,422 | 930,685 | 1,154,951 | 1,152,310 | 1,258,787 | 1,406,065 | 1,489,556 | 1,558,511 |
| **Expenditures:** | | | | | | | | | | |
| General government | 27,072 | 25,681 | 32,206 | 28,526 | 43,642 | 39,891 | 57,466 | 44,391 | 60,520 | 53,923 |
| Judiciary | 144,553 | 151,156 | 160,985 | 170,505 | 175,007 | 188,948 | 214,160 | 245,197 | 268,498 | 136,298 |
| Public safety | 214,729 | 219,514 | 238,247 | 253,485 | 274,000 | 294,063 | 325,464 | 349,623 | 377,038 | 570,200 |
| Public works | 22,014 | 24,080 | 25,586 | 29,164 | 30,558 | 32,985 | 35,039 | 41,073 | 43,383 | 45,590 |
| Health and welfare | 7,490 | 11,970 | 11,701 | 13,215 | 13,055 | 28,391 | 14,616 | 22,223 | 13,807 | 37,093 |
| Culture and recreation | 47,317 | 51,015 | 56,215 | 60,272 | 63,024 | 71,103 | 74,790 | 85,092 | 89,615 | 91,282 |
| Housing and development | 9,705 | 10,248 | 10,791 | 15,044 | 23,496 | 32,566 | 33,169 | 27,769 | 35,752 | 34,055 |
| Development authority | 7,696 | 9,068 | 6,634 | 11,050 | 12,025 | 26,263 | 21,434 | 26,114 | 33,391 | 26,738 |
| Tourism | 3,017 | 3,318 | 3,707 | 3,981 | 4,057 | 3,389 | 5,247 | 5,003 | 5,069 | 5,737 |
| Grant programs | 15,111 | 10,182 | 13,036 | 15,627 | 12,455 | 46,654 | 55,563 | 18,179 | 17,745 | 21,111 |
| *CARES Act* grant programs | – | – | – | – | 129,226 | 28,012 | – | – | – | – |
| Capital outlay | 183,346 | 145,837 | 186,621 | 267,530 | 285,601 | 231,841 | 248,000 | 295,188 | 329,650 | 370,257 |
| Debt service: | | | | | | | | | | |
| Principal | 3,690 | 3,865 | 3,960 | 4,150 | – | – | – | – | – | – |
| Interest | 498 | 402 | 289 | 104 | 1,390 | 2,502 | 2,502 | 2,502 | 2,502 | 2,719 |
| Issuance cost | – | – | – | – | 1,049 | – | – | – | – | – |
| Intergovernmental | 35,947 | 35,788 | 38,394 | 40,795 | 43,360 | 49,457 | 53,143 | 57,873 | 63,305 | 65,627 |
| Total expenditures | 722,185 | 702,124 | 788,372 | 913,448 | 1,111,945 | 1,076,065 | 1,140,593 | 1,220,227 | 1,340,275 | 1,460,630 |
| Excess of revenues over expenditures | 43,406 | 100,065 | 73,050 | 17,237 | 43,006 | 76,245 | 118,194 | 185,838 | 149,281 | 97,881 |
| **Other financing sources/(uses):** | | | | | | | | | | |
| Transfers in | 69,670 | 71,954 | 81,678 | 66,170 | 133,261 | 83,691 | 85,873 | 140,832 | 151,184 | 102,523 |
| Transfers out | (76,012) | (84,255) | (91,919) | (83,805) | (143,739) | (103,703) | (106,206) | (159,150) | (171,092) | (133,412) |
| Issuance of lease obligation | – | – | – | – | – | – | – | 887 | 2,128 | – |
| Issuance of subscription obligation | – | – | – | – | – | – | – | 16,902 | 754 | 5,360 |
| Lease payable-Development Authority | – | – | 24,653 | 42,491 | 16,299 | 20,943 | 49,032 | 16,073 | 4,032 | 72 |
| Bond issuance | – | – | – | – | 38,485 | – | – | – | – | – |
| Discount on bond issuance | – | – | – | – | (587) | – | – | – | – | – |
| Total other financing sources/(uses) | (6,342) | (12,301) | 14,412 | 24,856 | 43,719 | 931 | 28,699 | 15,544 | (12,994) | (25,457) |
| Net change in fund balances | $ 37,064 | 87,764 | 87,462 | 42,093 | 86,725 | 77,176 | 146,893 | 201,382 | 136,287 | 72,424 |
| Debt service as a percentage of noncapital expenditures | 0.8% | 0.8% | 0.7% | 0.7% | 0.2% | 0.3% | 0.3% | 0.3% | 0.2% | 0.2% |

# ASSESSED VALUE AND ESTIMATED VALUE OF TAXABLE PROPERTY – LAST 10 FISCAL YEARS

| Fiscal Year Ended Dec. 31, | Real Property | | | Personal Property | | Less: Tax Exemptions | Total Taxable Assessed Value | Total Direct Tax Rate | Total Actual Taxable Value | Assessed Value as a Percentage of Actual Value |
|---|---|---|---|---|---|---|---|---|---|---|
| | Residential Property | Commercial Property | Other Real Property | Motor Vehicle | Other* | | | | | |
| 2016 | 19,585,024,960 | 7,387,717,040 | 157,454,560 | 961,326,070 | 4,309,871,780 | 4,856,760,519 | 27,544,633,891 | 13.176 | 68,861,584,728 | 40% |
| 2017 | 21,620,691,612 | 7,811,774,198 | 151,797,560 | 688,112,200 | 4,535,140,350 | 5,641,260,810 | 29,166,255,110 | 13.51 | 72,915,637,775 | 40% |
| 2018 | 23,515,611,592 | 8,165,176,416 | 145,987,480 | 500,284,080 | 4,613,616,127 | 6,271,577,373 | 30,669,098,322 | 13.319 | 76,672,745,805 | 40% |
| 2019 | 25,679,948,762 | 9,129,442,334 | 130,833,560 | 392,149,700 | 4,895,898,853 | 7,216,872,968 | 33,011,400,241 | 13.319 | 82,528,500,603 | 40% |
| 2020 | 27,559,453,782 | 10,135,252,032 | 138,093,118 | 309,788,180 | 5,113,058,655 | 7,980,824,985 | 35,274,820,782 | 14.71 | 88,187,051,955 | 40% |
| 2021 | 29,198,702,648 | 10,528,046,400 | 127,633,160 | 246,953,080 | 5,278,174,531 | 8,435,762,259 | 36,943,747,560 | 14.71 | 92,359,368,900 | 40% |
| 2022 | 37,909,242,457 | 12,102,244,296 | 123,673,040 | 216,436,480 | 5,748,018,720 | 13,608,654,024 | 42,490,960,969 | 14.71 | 106,227,402,423 | 40% |
| 2023 | 44,222,448,946 | 13,686,587,516 | 178,965,390 | 210,166,380 | 6,600,268,420 | 16,952,929,870 | 47,945,506,782 | 14.71 | 119,863,766,955 | 40% |
| 2024 | 46,899,484,042 | 15,541,370,446 | 177,121,720 | 185,931,600 | 6,860,328,770 | 17,840,330,965 | 51,823,905,613 | 14.71 | 129,559,764,033 | 40% |
| 2025 | 50,839,552,472 | 16,738,849,940 | 172,249,120 | 159,912,540 | 6,778,537,100 | 19,597,524,725 | 55,091,576,447 | 14.71 | 137,728,941,118 | 40% |

Source: General Fund information from Gwinnett County Budget Division and Gwinnett County Tax Commissioner

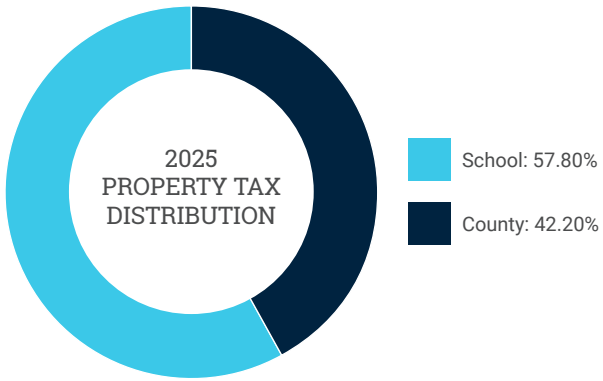
** Includes mobile homes, heavy equipment, and utilities*

Public Utility was included in real property values for all tax years prior to 2011. Starting in 2011 going forward Public Utility will be included in Personal Property

# DIRECT AND OVERLAPPING PROPERTY TAX RATES – LAST 10 FISCAL YEARS
## (Rate per $1,000 of Assessed Value)

| | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| General Fund | 6.826 | 7.40 | 7.209 | 7.209 | 6.95 | 6.95 | 6.95 | 6.95 | 6.95 | 6.95 |
| Fire and EMS District | 3.20 | 3.20 | 3.20 | 3.20 | 3.20 | 3.20 | 3.20 | 3.20 | 3.20 | 3.20 |
| Police Services District | 1.60 | 1.60 | 1.60 | 1.60 | 2.90 | 2.90 | 2.90 | 2.90 | 2.90 | 2.90 |
| Development and Enforcement District | 0.36 | 0.36 | 0.36 | 0.36 | 0.36 | 0.36 | 0.36 | 0.36 | 0.36 | 0.36 |
| Recreation District | 0.95 | 0.95 | 0.95 | 0.95 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 |
| Economic Development | – | – | – | – | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 |
| G.O. Bond Fund II | 0.24 | – | – | – | – | – | – | – | – | – |
| **Total County Tax** | 13.176 | 13.51 | 13.319 | 13.319 | 14.71 | 14.71 | 14.71 | 14.71 | 14.71 | 14.71 |
| | | | | | | | | | | |
| School M & O | 19.80 | 19.80 | 19.80 | 19.70 | 19.70 | 19.70 | 19.20 | 19.20 | 19.10 | 18.70 |
| School Bonds | 2.05 | 2.05 | 1.95 | 1.90 | 1.90 | 1.65 | 1.45 | 1.45 | 1.45 | 1.45 |
| **Total School Tax** | 21.85 | 21.85 | 21.75 | 21.60 | 21.60 | 21.35 | 20.65 | 20.65 | 20.55 | 20.15 |
| | | | | | | | | | | |
| State Government | – | – | – | – | – | – | – | – | – | – |
| **Total Property Tax** | 35.026 | 35.36 | 35.069 | 34.919 | 36.31 | 36.06 | 35.36 | 35.36 | 35.26 | 34.86 |

Source: Budget Division – Tax Levy Resolution



# PRINCIPAL PROPERTY TAX PAYERS – CURRENT YEAR AND NINE YEARS AGO

| | 2025 | | | 2016 | | |
|---|---|---|---|---|---|---|
| **Taxpayer** | **Taxable Assessed Value[1]** | **Rank** | **Percentage of Total Taxable Assessed Value[2]** | **Taxable Assessed Value** | **Rank** | **Percentage of Total Taxable Assessed Value** |
| GEORGIA POWER | $ 285,290,509 | 1 | 0.21% | $ 140,192,440 | 1 | 0.54% |
| PUBLIX SUPER MARKETS DISTRIBUTION CTR | 181,737,933 | 2 | 0.13% | 130,516,467 | 4 | 0.50% |
| AMAZON.COM SERVICES INC | 154,096,970 | 3 | 0.11% | 1,194,840 | – | 0.00% |
| PROGRESS RESIDENTIAL BORROWER LLC | 147,223,920 | 4 | 0.11% | 62,148,480 | – | 0.24% |
| MALL OF GEORGIA BOULEVARD LLC | 140,188,640 | 5 | 0.10% | 108,346,120 | 3 | 0.42% |
| JACKSON E M C | 106,087,400 | 6 | 0.08% | 71,269,240 | 6 | 0.28% |
| AH4R PROPERERTIES LLC | 82,569,280 | 7 | 0.06% | 28,424,400 | – | 0.11% |
| FKH SFR PROP CO D LP | 77,776,800 | 8 | 0.06% | 30,915,280 | – | 0.12% |
| WMCI ATLANTA II LLC | 75,046,921 | 9 | 0.05% | 815,560 | – | 0.00% |
| CF ARAPAIMA ATL LLC | 70,441,800 | 10 | 0.05% | – | – | 0.00% |

Sources: 1) Tax Assessors' Office.
2) The final tax digest dated 02/17/2026, which is the state certified digest updated with additional adjustments made during the year.

# PROPERTY TAX LEVIES AND COLLECTIONS – LAST 10 FISCAL YEARS

| Fiscal Year Ended Dec. 31, | Taxes Levied for the Fiscal Year[1] | Collected within the Fiscal Year of the Levy | | Collections in Subsequent Years | Total Collections to Date | |
|---|---|---|---|---|---|---|
| | | Amount | Percentage of Levy[2] | | Amount | Percentage of Levy[2] |
| 2016 | 936,315,103 | 911,155,811 | 97.8% | 25,159,292 | 936,315,103 | 100.0% |
| 2017 | 1,017,916,080 | 990,547,713 | 97.4% | 27,365,957 | 1,017,913,670 | 100.0% |
| 2018 | 1,072,617,360 | 1,044,486,574 | 97.3% | 27,580,402 | 1,072,066,976 | 99.9% |
| 2019 | 1,160,987,005 | 1,127,335,834 | 97.3% | 32,679,116 | 1,160,014,950 | 99.9% |
| 2020 | 1,285,386,751 | 1,200,911,661 | 94.4% | 82,532,231 | 1,283,443,892 | 99.8% |
| 2021 | 1,319,386,501 | 1,280,129,324 | 97.0% | 36,400,576 | 1,316,529,900 | 99.8% |
| 2022 | 1,573,841,406 | 1,487,708,307 | 96.2% | 81,460,351 | 1,569,168,658 | 99.7% |
| 2023 | 1,703,747,196 | 1,628,600,917 | 95.7% | 66,653,366 | 1,695,254,283 | 99.5% |
| 2024 | 1,898,239,463 | 1,819,543,528 | 96.0% | 61,521,187 | 1,881,064,715 | 99.1% |
| 2025 | 1,982,120,148 | 1,880,871,338 | 94.9% | – | 1,880,871,338 | 94.9% |

*(1) Reflects original digest net of all digest corrections to date.*

*(2) 2025 property tax due date was 11/15/25 due to legislative changes to HB581. Percentage collected represents a shorter time frame of collections than previous years.*

*Includes all rolls, tax only.*

*No Street Lights, Speed Humps, Stormwater, or Solid Waste.*

# RATIOS OF OUTSTANDING DEBT BY TYPE – LAST 10 FISCAL YEARS

## (in thousands of dollars except Population and Net Bonded Debt Per Capita)

| Fiscal Year Ended Dec. 31, | Population[1] | Governmental Activities | | | | |
|---|---|---|---|---|---|---|
| | | Intergovernmental Payable[2] | Subscription Payable | Lease Payable[2] | Economic Development Contract Payable[2] | Tax Allocation District Revenue Bonds[2] |
| 2016 | 904,962 | 81,435 | – | – | – | – |
| 2017 | 918,186 | 78,175 | – | – | – | – |
| 2018 | 927,337 | 99,399 | – | – | – | – |
| 2019 | 936,250 | 137,934 | – | – | – | – |
| 2020 | 958,378 | 150,123 | – | – | 67,685 | 37,916 |
| 2021 | 965,458 | 164,151 | – | – | 64,880 | 37,948 |
| 2022 | 979,814 | 206,358 | – | 4,733 | 62,015 | 37,983 |
| 2023 | 992,058 | 215,501 | 66,021 | 4,973 | 59,095 | 38,016 |
| 2024 | 1,009,864 | 207,595 | 52,676 | 7,873 | 56,115 | 38,050 |
| 2025 | 1,018,099 | 197,980 | 50,614 | 6,175 | 53,075 | 37,806 |

| Fiscal Year Ended Dec. 31, | Business–Type Activities | | Subscription Payable[2] | Total Primary Government | Percentage of Personal Income[4] | Per Capita |
|---|---|---|---|---|---|---|
| | Revenue Bonds[2] | Notes Payable[2] | | | | |
| 2016 | 709,546 | 42,691 | – | 833,672 | 2.34% | 921.22 |
| 2017 | 638,230 | 39,983 | – | 756,388 | 2.04% | 823.79 |
| 2018 | 600,816 | 37,192 | – | 737,407 | 1.89% | 795.19 |
| 2019 | 534,153 | 34,316 | – | 706,403 | 1.72% | 754.50 |
| 2020 | 663,693 | 31,352 | – | 950,769 | 2.15% | 992.06 |
| 2021 | 614,749 | 28,299 | – | 910,027 | 1.88% | 942.59 |
| 2022 | 544,333 | 25,152 | – | 880,574 | 1.74% | 898.72 |
| 2023 | 471,836 | 21,920 | – | 877,362 | 1.63% | 884.39 |
| 2024 | 415,168 | 18,672 | 4,558 | 800,707 | 1.39% | 793.32 |
| 2025 | 335,030 | 15,261 | 4,829 | 700,770 | Not yet available | 688.76 |

Sources:

1) U.S. Census Bureau midyear population estimates. Estimates for 2016 – 2025 reflect county population estimates released November 2025 (new estimate for 2025; revised estimates for 2021 – 2024).
2) Debt information from Annual Comprehensive Financial Report financial statements and Note 10 to the Financial Statements. General Obligation Bond Debt were reported net of amounts in the debt service fund available to repay the principal.
3) Total taxable assessed value used in this calculation obtained from the Gwinnett County Tax Commissioner.
4) Personal income data from the U.S. Bureau of Economic Analysis, website visited May 21, 2026 (personal income data last updated February 5, 2026 – new statistics for 2024, revised statistics for 2020 – 2023). Per capita personal income calculated based on the U.S. Census Bureau's midyear population estimates.

# LEGAL DEBT MARGIN INFORMATION – LAST 10 FISCAL YEARS
## (in thousands of dollars)

| | Fiscal Year Ended December 31, | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
| Debt limit | $ 2,754,463 | 2,916,626 | 3,066,910 | 3,301,140 | 3,513,538 | 3,694,375 | 4,249,096 | 4,794,551 | 5,182,391 | 5,509,158 |
| Total net debt applicable to limit | – | – | – | – | – | – | – | – | – | – |
| Legal debt margin | 2,754,463 | 2,916,626 | 3,066,910 | 3,301,140 | 3,513,538 | 3,694,375 | 4,249,096 | 4,794,551 | 5,182,391 | 5,509,158 |
| Total net debt applicable to the limit as a percentage of debt limit | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |

**Legal debt margin calculation for fiscal year 2025**

| | | |
|---|---|---|
| Assessed value | | $ 55,091,576 |
| Debt limit (10%) of assessed value | | 5,509,158 |
| Debt applicable to limit: | | |
| General obligation bonds | – | |
| Less: amount set aside for repayment of general obligation debt | – | |
| Total net debt applicable to limit | | – |
| Legal debt margin | | $ 5,509,158 |

# PLEDGED-REVENUE COVERAGE – WATER AND SEWERAGE – LAST 10 FISCAL YEARS

(in thousands of dollars)

| Fiscal Year | Operating Revenue | Less: Operating Expenses[1] | Plus (Minus): Investment Income and Other[2] | Net Revenue Available | Debt Service | | | Coverage | Required Coverage |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | Principal | Interest | Total | | |
| 2016 | 318,056 | 120,834 | 272 | 197,494 | 65,430 | 24,006 | 89,436 | 2.21 | 1.2 |
| 2017 | 311,565 | 117,633 | 3,281 | 197,213 | 67,940 | 21,100 | 89,040 | 2.21 | 1.2 |
| 2018 | 316,082 | 121,595 | 6,454 | 200,941 | 69,900 | 18,960 | 88,860 | 2.26 | 1.2 |
| 2019 | 337,573 | 143,144 | 9,056 | 203,485 | 56,300 | 16,909 | 73,209 | 2.78 | 1.2 |
| 2020 | 336,881 | 154,586 | 3,878 | 186,173 | 55,330 | 15,202 | 70,532 | 2.64 | 1.2 |
| 2021 | 359,965 | 167,902 | (1,184) | 190,879 | 60,780 | 17,988 | 78,768 | 2.42 | 1.2 |
| 2022 | 374,871 | 195,049 | (7,157) | 172,665 | 61,605 | 15,981 | 77,586 | 2.23 | 1.2 |
| 2023 | 397,707 | 217,189 | 18,906 | 199,424 | 64,755 | 14,244 | 78,999 | 2.52 | 1.2 |
| 2024 | 425,573 | 228,519 | 16,781 | 213,835 | 66,830 | 12,168 | 78,998 | 2.71 | 1.2 |
| 2025 | 440,547 | 230,736 | 18,192 | 228,003 | 68,985 | 10,014 | 78,999 | 2.89 | 1.2 |

*Notes: 1) Operating expenses other than interest on debt, depreciation, and amortization.*

*2) Excludes gain or loss on capital assets.*

# SUMMARY OF COUNTY DIRECT AND OVERLAPPING DEBT BY CATEGORY
## (in thousands of dollars)

| Jurisdiction | Gross Outstanding | Estimated Percentage Applicable[1] | Estimated Share of Overlapping Debt |
|---|---|---|---|
| **Direct debt:** | | | |
| Gwinnett County TAD bonds payable | $ 37,806 | 100% | $ 37,806 |
| Gwinnett County economic development contract payable | 53,075 | 100% | 53,075 |
| Gwinnett County intergovernmental payable | 197,980 | 100% | 197,980 |
| Gwinnett County lease payable | 6,175 | 100% | 6,175 |
| Gwinnett County subscription payable | 50,614 | 100% | 50,614 |
| Total direct debt | 345,650 | | 345,650 |
| **Overlapping debt:** | | | |
| Gwinnett County School District:[2] | | | |
| General obligation bonds | 1,124,506 | 100% | 1,124,506 |
| Certificates of participation | – | 100% | – |
| Total Gwinnett County School District | 1,124,506 | | 1,124,506 |
| Municipalities within Gwinnett County:[3] | | | |
| Auburn: General obligation bonds payable | 11,542 | 3% | 346 |
| Financed purchases payable | 27 | 3% | 1 |
| Total Auburn | 11,569 | | 347 |
| Braselton: Revenue bonds payable | 19,230 | 30% | 5,769 |
| Buford: General obligation bonds payable | 11,572 | 84% | 9,720 |
| Intergovernmental contract payable | 38,635 | 84% | 32,453 |
| Total Buford | 50,207 | | 42,173 |
| Duluth: Financed purchases payable | 80 | 100% | 80 |
| Lawrenceville: Revenue bonds | 36,377 | 100% | 36,377 |
| Financed purchases payable | 1,656 | 100% | 1,656 |
| Total Lawrenceville | 38,033 | | 38,033 |
| Lilburn: Note payable | — | 100% | — |

*continued...*

# SUMMARY OF COUNTY DIRECT AND OVERLAPPING DEBT BY CATEGORY

## (in thousands of dollars) – *continued*

| Jurisdiction | Gross Outstanding | Estimated Percentage Applicable[1] | Estimated Share of Overlapping Debt |
|---|---|---|---|
| Loganville: Note payable | 1,043 | 22% | 229 |
| Peachtree Corners: Revenue bond payable | 19,695 | 100% | 19,695 |
| Total Peachtree Corners | 19,695 | | 19,695 |
| Snellville: Revenue bonds | — | 100% | — |
| Notes payable | — | 100% | — |
| Total Snellville | — | | — |
| Sugar Hill: Landfill closure/postclosure | 187 | 100% | 187 |
| Suwanee: General obligation bonds payable | 3,855 | 100% | 3,855 |
| Revenue bonds payable | 23,605 | 100% | 23,605 |
| Note payable | 1,040 | 100% | 1,040 |
| Total Suwanee | 28,500 | | 28,500 |
| Total municipalities within Gwinnett County | 168,544 | | 135,013 |
| Subtotal, overlapping debt | 1,293,050 | | 1,259,519 |
| Total direct and overlapping debt | $ 1,638,700 | | $ 1,605,169 |

*Note: Overlapping governments are those that coincide, at least in part, with geographic boundaries of the county. This schedule estimates the portion of the outstanding debt of those overlapping governments that is borne by the property taxpayers of Gwinnett County. This process recognizes that, when considering the government's ability to issue and repay long-term debt, the entire debt burden borne by the property taxpayers should be taken into account. However, this does not imply that every taxpayer is a resident, and therefore responsible for repaying the debt, of each overlapping government.*

*1) Based upon the percentage of the municipality's population within Gwinnett County (Source: U.S. Census Bureau's July 1, 2025 population estimates).*

*2) Based upon the Gwinnett County Board of Education's Comprehensive Annual Financial Report for the fiscal year ended June 30, 2025.*

*3) Based upon individual city's audit information for the fiscal year ended 2024.*

# DEMOGRAPHIC AND ECONOMIC STATISTICS – LAST 10 FISCAL YEARS

| Year | Population[1] | Personal Income (amounts expressed in thousands)[2] | Per Capita Personal Income | Unemployment Rate[3] |
|---|---|---|---|---|
| 2016 | 904,962 | $ 35,555,218 | $ 39,289 | 4.8% |
| 2017 | 918,186 | $ 37,145,476 | $ 40,455 | 4.3% |
| 2018 | 927,337 | $ 39,039,180 | $ 42,098 | 3.6% |
| 2019 | 936,250 | $ 41,046,926 | $ 43,842 | 3.1% |
| 2020 | 958,378 | $ 44,191,469 | $ 46,111 | 6.3% |
| 2021 | 965,458 | $ 48,330,816 | $ 50,060 | 3.5% |
| 2022 | 979,814 | $ 50,495,048 | $ 51,637 | 2.7% |
| 2023 | 992,058 | $ 53,765,153 | $ 54,196 | 2.8% |
| 2024 | 1,009,864 | $ 57,512,524 | $ 56,951 | 3.2% |
| 2025 | 1,018,099 | Not available | Not available | 3.2% |

Sources:

1) U.S. Census Bureau midyear population estimates. Estimates for 2016 – 2025 reflect county population estimates released March 2026 (new estimate for 2025; revised estimates for 2022 – 2024).
2) Personal income data from the U.S. Bureau of Economic Analysis, website visited May 21, 2026.
3) U.S. Bureau of Labor Statistics, website visited May 21, 2026.

# PRINCIPAL EMPLOYERS – CURRENT YEAR AND NINE YEARS AGO

| | 2025 | | | 2016 | | |
|---|---|---|---|---|---|---|
| **Employer** | **Employees** | **Rank** | **Percentage of Total County Employment** | **Employees** | **Rank** | **Percentage of Total County Employment** |
| Gwinnett County Public Schools | 29,909 | 1 | 5.9% | 20,359 | 1 | 4.6% |
| Gwinnett County Government* | 6,390 | 2 | 1.3% | 4,893 | 2 | 1.1% |
| Publix** | 2,838 | 3 | 0.6% | 3,474 | 5 | 0.8% |
| Northside Hospital, formerly Gwinnett Health Care System** (includes Gwinnett Women's Pavilion) | 2,929 | 4 | 0.6% | 4,300 | 3 | 1.0% |
| Walmart** | 2,636 | 5 | 0.5% | 3,714 | 4 | 0.8% |
| Primerica** | 2,000 | 6 | 0.4% | 1,658 | 10 | 0.4% |
| U.S. Postal Service | 1,940 | 7 | 0.4% | 2,286 | 6 | 0.5% |
| State of Georgia (includes Georgia Gwinnett College) | 1,885 | 8 | 0.4% | 2,101 | 7 | 0.5% |
| Kroger** | 1,527 | 9 | 0.3% | 2,020 | 8 | 0.5% |
| The Home Depot | 1,169 | 10 | 0.2% | – | – | – |
| Scientific Atlanta, A Cisco Company | — | — | — | 1,838 | 9 | 0.4% |

Sources: Data Axle through ArcGIS Business Analyst. 2016 principal employers obtained from page S-15 of Gwinnett County's 2016 Annual Comprehensive Financial Report. Percentage of total county employment from the United States Department of Labor and the U.S. Bureau of Labor Statistics's labor force data for annual averages of 2016 and 2025 (website visited June 9, 2026).

** Based on total authorized positions as of December 31, 2025 and December 31, 2016.*

*** Full-time equivalent employees.*

# FULL-TIME EQUIVALENT COUNTY EMPLOYEES BY FUNCTION – LAST 10 FISCAL YEARS

| | Fiscal Year Ended December 31, | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Function** | **2016** | **2017** | **2018** | **2019** | **2020** | **2021** | **2022** | **2023** | **2024** | **2025** |
| General Government | 648 | 673 | 637 | 660 | 719 | 768 | 823 | 916 | 951 | 969 |
| Public Safety: | | | | | | | | | | |
| Police | 1,104 | 1,063 | 1,129 | 1,152 | 1,193 | 1,226 | 1,256 | 1,258 | 1,277 | 1,285 |
| Fire | 898 | 916 | 952 | 961 | 1,008 | 1,011 | 1,018 | 1,044 | 1,056 | 1,059 |
| Corrections | 136 | 136 | 136 | 136 | 136 | 136 | 138 | 139 | 139 | 139 |
| Sheriff | 714 | 722 | 722 | 777 | 820 | 820 | 840 | 847 | 852 | 852 |
| Public Works: | | | | | | | | | | |
| Transportation | 147 | 153 | 156 | 164 | 167 | 175 | 186 | 201 | 210 | 216 |
| Water Resources | 598 | 620 | 631 | 644 | 648 | 649 | 664 | 664 | 669 | 670 |
| Judicial | 449 | 453 | 517 | 541 | 496 | 504 | 517 | 560 | 575 | 599 |
| Culture and Recreation | — | — | — | — | — | — | — | — | — | 222 |
| Health and Welfare | 270 | 318 | 338 | 350 | 355 | 367 | 396 | 366 | 371 | 178 |
| Housing and Development | 78 | 83 | 90 | 115 | 128 | 130 | 151 | 180 | 193 | 201 |
| **Total** | **5,042** | **5,137** | **5,308** | **5,500** | **5,670** | **5,786** | **5,989** | **6,175** | **6,293** | **6,390** |

*Source: County Administration, Financial Planning and Analysis*

# OPERATING INDICATORS BY FUNCTION – LAST 10 FISCAL YEARS

| Function | Fiscal Year Ended December 31, 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| **Police** | | | | | | | | | | |
| General calls | 414,866 | 382,755 | 377,414 | 364,785 | 341,150 | 331,647 | 305,819 | 327,925 | 331,015 | 318,804 |
| Traffic calls | 143,734 | 129,674 | 133,216 | 144,496 | 122,301 | 108,778 | 86,869 | 104,123 | 104,752 | 119,797 |
| Officers/1,000 population | 0.85 | 0.88 | 0.89 | 0.93 | 0.93 | 0.81 | 0.82 | 0.83 | 0.82 | 0.89 |
| **Fire** | | | | | | | | | | |
| Calls answered | 78,661 | 79,651 | 83,170 | 84,587 | 84,572 | 96,272 | 100,352 | 101,423 | 106,066 | 107,658 |
| Inspections | 16,903 | 17,257 | 17,966 | 19,367 | 20,151 | 19,680 | 22,696 | 25,505 | 25,000 | 22,862 |
| **Transportation** | | | | | | | | | | |
| Street resurfacing (miles) | 130 | 170 | 140 | 144 | 95 | 94 | 123 | 166 | 172 | 206 |
| **Transit** | | | | | | | | | | |
| Total passengers | 1,496,422 | 1,419,121 | 1,514,914 | 1,550,568 | 924,774 | 829,141 | 768,103 | 1,177,142 | 1,391,620 | 1,261,728 |
| **Parks and recreation** | | | | | | | | | | |
| Classes/programs/camps/events | 7,459 | 7,967 | 7,794 | 7,803 | 4,413 | 5,249 | 6,096 | 6,682 | 7,052 | 2,250 |
| Number of facility & pavilion rentals | 12,099 | 11,126 | 11,201 | 12,227 | 5,840 | 12,087 | 15,271 | 23,349 | 24,155 | 26,790 |
| Number of pool admissions & passes | 439,434 | 439,063 | 445,045 | 479,542 | 56,286 | 152,648 | 341,687 | 488,309 | 466,257 | 520,983 |
| **Health and human services** | | | | | | | | | | |
| Number of senior citizens' one-way passenger trips | 78,833 | 57,654 | 65,332 | 59,601 | 22,643 | 35,494 | 56,413 | 70,691 | 72,597 | 70,831 |
| **Water** | | | | | | | | | | |
| Plant capacity (mgd) | 248 | 248 | 248 | 248 | 248 | 248 | 248 | 248 | 248 | 248 |
| Average daily consumption (mgd) | 71.3 | 64.5 | 65.2 | 67.2 | 66.2 | 66.1 | 69.4 | 70.0 | 73.1 | 73.0 |
| Maximum daily pumpage (mgd) | 98.0 | 86.0 | 83.0 | 98.0 | 89.0 | 87.0 | 90.0 | 90.0 | 94.0 | 105 |
| Water meters installed | 3,650 | 3,566 | 3,143 | 3,283 | 3,896 | 4,720 | 3,958 | 4,220 | 3,958 | 3,000 |
| Miles of water mains installed | 18 | 26 | 19 | 26 | 147 | 33 | 33 | 46 | 21 | 25 |
| Number of customers | 236,950 | 243,948 | 247,188 | 250,434 | 252,138 | 265,534 | 269,480 | 273,527 | 277,485 | 280,485 |
| **Sewer** | | | | | | | | | | |
| Average annual daily flow (mgd) | 52.0 | 54.0 | 58.0 | 58.0 | 58.0 | 59.0 | 59.1 | 59.4 | 60.3 | 61.0 |
| Number of customers | 167,907 | 170,525 | 173,653 | 176,830 | 178,502 | 191,144 | 194,937 | 198,882 | 202,768 | 205,655 |
| Miles of sewer mains installed | 28 | 26 | 23 | 25 | 37 | 26 | 38 | 51 | 36 | 42 |

*Source: County operating departments*

# CAPITAL ASSET STATISTICS BY FUNCTION – LAST 10 FISCAL YEARS

| Function | Fiscal Year Ended December 31, 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|---|---|---|
| **Police precincts/facilities** | 11 | 11 | 11 | 12 | 12 | 12 | 12 | 12 | 13 | 13 |
| **Fire stations** | 31 | 31 | 31 | 30 | 30 | 30 | 31 | 31 | 31 | 31 |
| **Transportation** | | | | | | | | | | |
| Miles County-maintained roads | 2,568 | 2,572 | 2,606 | 2,650 | 2,653 | 2,698 | 2,704 | 2,724 | 2,735 | 2,745 |
| Street lights maintained | 48,209 | 48,819 | 49,886 | 50,842 | 51,780 | 52,758 | 53,499 | 54,378 | 55,207 | 56,152 |
| Traffic signals maintained | 713 | 720 | 725 | 732 | 743 | 749 | 754 | 761 | 770 | 781 |
| **Transit** | | | | | | | | | | |
| Transit buses | 81 | 82 | 90 | 85 | 88 | 90 | 92 | 116 | 103 | 73 |
| **Parks and recreation** | | | | | | | | | | |
| Acreage total | 9,646 | 9,875 | 9,908 | 9,908 | 9,908 | 9,908 | 9,908 | 10,131 | 10,131 | 10,081 |
| Competition & leisure/play pools | 17 | 17 | 17 | 17 | 17 | 17 | 17 | 17 | 17 | 17 |
| Sports fields | 179 | 182 | 183 | 182 | 182 | 182 | 182 | 182 | 182 | 182 |
| Tennis courts | 53 | 59 | 59 | 59 | 59 | 59 | 59 | 57 | 57 | 57 |
| Playgrounds | 72 | 75 | 75 | 77 | 77 | 77 | 77 | 78 | 78 | 81 |
| Libraries | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 |
| Library circulation | 5,083,935 | 4,650,830 | 4,417,868 | 4,523,798 | 3,087,491 | 3,507,662 | 3,795,532 | 3,632,737 | 3,632,889 | 3,925,310 |
| **Water** | | | | | | | | | | |
| Miles of water mains | 3,743 | 3,769 | 3,788 | 3,812 | 3,959 | 3,990 | 4,023 | 4,069 | 4,090 | 4,115 |
| Fire hydrants | 43,241 | 43,647 | 43,984 | 44,376 | 45,777 | 46,220 | 47,079 | 47,402 | 47,811 | 48,400 |
| Raw water storage (mgd) | 45 | 45 | 45 | 45 | 45 | 45 | 45 | 45 | 45 | 45 |
| **Sewer** | | | | | | | | | | |
| Miles of sewer mains | 2,750 | 2,776 | 2,799 | 2,832 | 2,869 | 2,898 | 2,937 | 2,988 | 3,024 | 3,066 |
| Treatment capacity (mgd) | 100.5 | 100.5 | 100.5 | 100.5 | 100.5 | 100.5 | 100.5 | 98.0 | 98.0 | 98.0 |
| **Stormwater** | | | | | | | | | | |
| Miles of pipe | 1,422 | 1,448 | 1,457 | 1,474 | 1,507 | 1,534 | 1,538 | 1,561 | 1,600 | 1,516 |

*Source: County operating departments*

# DID YOU KNOW

*In 2025, Fire and Emergency Services installed 3,683 smoke alarms, 1,483 carbon monoxide alarms, and completed 22,862 fire inspections.*



# SINGLE AUDIT SECTION

# SINGLE AUDIT SECTION

## December 31, 2025

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# SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS – Year ended December 31, 2025

| Title | Assistance Listing No. | Grantor Program Number | State/Local Pass-Through Entity | Federal Expenditures | Subrecipient Expenditures |
|---|---|---|---|---|---|
| **U.S. Department of Agriculture** | | | | | |
| Watershed Rehabilitation Program | 10.916 | NR224310XXXXC015 | | 61,240 | – |
| SUBTOTAL | | | | **61,240** | **–** |
| TOTAL U.S. DEPARTMENT OF AGRICULTURE | | | | **61,240** | **–** |
| **U.S. Department of Housing and Urban Development** | | | | | |
| Community Development Block Grants Cluster | 14.218 | B-18-UC-13-0004 | | 11,816 | 9,740 |
| Community Development Block Grants Cluster | 14.218 | B-19-UC-13-0004 | | 100,000 | 100,000 |
| Community Development Block Grants Cluster | 14.218 | B-20-UC-13-0004 | | 100,000 | 100,000 |
| Community Development Block Grants Cluster | 14.218 | B-21-UC-13-0004 | | 179,573 | 169,135 |
| Community Development Block Grants Cluster | 14.218 | B-22-UC-13-0004 | | 1,295,918 | 1,187,908 |
| Community Development Block Grants Cluster | 14.218 | B-23-UC-13-0004 | | 1,556,708 | 797,465 |
| Community Development Block Grants Cluster | 14.218 | B-24-UC-13-0004 | | 2,723,686 | 2,554,220 |
| SUBTOTAL – Community Development Block Grants Cluster | | | | **5,967,701** | **4,918,468** |
| Emergency Solutions Grant Program | 14.231 | E-23-UC-13-0004 | | 83,735 | 83,735 |
| Emergency Solutions Grant Program | 14.231 | E-24-UC-13-0004 | | 180,879 | 180,879 |
| SUBTOTAL – Emergency Solutions Grant Program | | | | **264,614** | **264,614** |
| Home Investment Partnerships Program | 14.239 | M18-UC130210 | | 220,976 | 220,976 |
| Home Investment Partnerships Program | 14.239 | M18-UC130210 | | 97,499 | 97,499 |
| Home Investment Partnerships Program | 14.239 | M18-UC130210 | | 179 | 179 |
| Home Investment Partnerships Program | 14.239 | M20-UC130210 | | 50,000 | 50,000 |
| Home Investment Partnerships Program | 14.239 | M21-UC130210 | | 18,687 | 18,687 |
| Home Investment Partnerships Program | 14.239 | M21-UP130210 (COVID-19) | | 5,935,969 | 5,935,969 |
| Home Investment Partnerships Program | 14.239 | M22-UC130210 | | 490,000 | 490,000 |
| Home Investment Partnerships Program | 14.239 | M23-UC130210 | | 767,185 | 662,680 |
| Home Investment Partnerships Program | 14.239 | M24-UC130210 | | 785,143 | 654,189 |
| Home Investment Partnerships Program | 14.239 | M24-UC130210 | | 8,850 | 8,850 |
| SUBTOTAL – Home Investment Partnerships Program | | | | **8,374,488** | **8,139,029** |
| TOTAL U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT | | | | **14,606,803** | **13,322,111** |

*continued...*

# SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS – Year ended December 31, 2025 *(continued)*

| Title | Assistance Listing No. | Grantor Program Number | State/Local Pass-Through Entity | Federal Expenditures | Subrecipient Expenditures |
|---|---|---|---|---|---|
| **U.S. Department of Justice** | | | | | |
| Equitable Sharing Program – Sheriff Special Fund | 16.922 | GA0670000 | | 27,735 | – |
| Equitable Sharing Program – DA Fed Justice Asset Sharing Program | 16.922 | GA067015A | | 11,199 | – |
| Equitable Sharing Program – Sheriff Special Fund | 16.922 | GA0670200 | | 47,470 | – |
| **SUBTOTAL – Equitable Sharing Program** | | | | **86,404** | – |
| **TOTAL U.S. DEPARTMENT OF JUSTICE** | | | | **86,404** | **–** |
| **U.S. Department of Transportation** | | | | | |
| Airport Improvement Program | 20.106 | AP024-9076-43(135) | Georgia Department of Transportation | 55,698 | – |
| **SUBTOTAL – Airport Improvement Program** | | | | **55,698** | **–** |
| Highway Planning and Construction | 20.205 | PI 0006921 | Georgia Department of Transportation | 376,540 | – |
| Highway Planning and Construction | 20.205 | PI 0007535 | Georgia Department of Transportation | 725,314 | – |
| Highway Planning and Construction | 20.205 | PI 0016069 | Georgia Department of Transportation | 739,522 | – |
| Highway Planning and Construction | 20.205 | PI 0018004 | Georgia Department of Transportation | 750,474 | – |
| Highway Planning and Construction | 20.205 | PI 0019215 | Georgia Department of Transportation | 340,318 | – |
| Highway Planning and Construction | 20.205 | PI0019637 | Georgia Department of Transportation | 377,666 | – |
| Highway Planning and Construction | 20.205 | UP2453 | Georgia Department of Transportation | 186,024 | – |
| **SUBTOTAL – Highway Planning and Construction** | | | | **3,495,858** | **–** |
| Highway Research and Development Program | 20.200 | UP2460 | | 192,358 | – |
| Highway Research and Development Program | 20.327 | 69A36524420320RCEGA | | 188,100 | – |
| **SUBTOTAL – Highway Research and Development Program** | | | | **380,458** | **–** |
| Federal Transit-Formula Grant | 20.507 | GA-2018-015-00 | | 113,242 | – |
| Federal Transit-Formula Grant | 20.507 | GA-2022-023-00 | | 110,812 | – |
| Federal Transit-Formula Grant | 20.507 | GA-2023-005-00 | | 8,165 | – |
| Federal Transit-Formula Grant | 20.507 | GA-2023-005-00 | | 6,780,042 | – |
| Federal Transit-Formula Grant | 20.507 | GA-2023-009-00 | | 886,959 | – |

*continued...*

# SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS – Year ended December 31, 2025 *(continued)*

| Title | Assistance Listing No. | Grantor Program Number | State/Local Pass-Through Entity | Federal Expenditures | Subrecipient Expenditures |
|---|---|---|---|---|---|
| Federal Transit-Formula Grant | 20.507 | GA-2023-010-00 | | 377,001 | – |
| Federal Transit-Formula Grant | 20.507 | GA-2023-026-00 | | 1,002,446 | – |
| State of Good Repair Grants Program | 20.525 | GA-2023-015-00 | | 242,408 | – |
| Federal Transit-Formula Grant | 20.525 | GA-2024-005-00 | | 164,273 | – |
| **SUBTOTAL – Federal Transit Cluster** | | | | **9,685,348** | **–** |
| New Freedom Program | 20.521 | 82521 | | 188,259 | – |
| **SUBTOTAL – Highway Safety Cluster** | | | | **188,259** | **–** |
| Safe Streets and Roads for All (SS4A) Grants Program | 20.939 | 693JJ32440067 | | 130,722 | – |
| **SUBTOTAL** | | | | **130,722** | **–** |
| Strengthening Mobility and Revolutionizing Transportation (SMART) Grants Program | 20.941 | 69A3552341004-SMARTFY22N | | 903,112 | – |
| **SUBTOTAL** | | | | **903,112** | **–** |
| **TOTAL U.S. DEPARTMENT OF TRANSPORTATION** | | | | **14,839,455** | **–** |
| **U.S. Department of Treasury** | | | | | |
| ESP-DOT-Sheriff Special Treasury Fund | 21.016 | Sheriff Special Treasury Fund | | 5,600 | – |
| **SUBTOTAL** | | | | **5,600** | **–** |
| Emergency Rental Assistance | 21.023 | ERA2-0376 (COVID-19) | | 5,257,374 | 5,257,374 |
| **SUBTOTAL** | | | | **5,257,374** | **5,257,374** |
| Coronavirus State and Local Fiscal Recovery Fund | 21.027 | SLT-2103 (COVID-19) | | 42,695,724 | 9,359,866 |
| Coronavirus State and Local Fiscal Recovery Fund | 21.027 | GA-0010434 (COVID-19) | State of Georgia, Governor's Office of Planning and Budget | 14,306,015 | – |
| Coronavirus State and Local Fiscal Recovery Fund | 21.027 | ARPA-PUB SAF-COM VIO RED (COVID-19) | State of Georgia, Governor's Office of Planning and Budget | 613,361 | – |

*continued...*

# SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS – Year ended December 31, 2025 *(continued)*

| Title | Assistance Listing No. | Grantor Program Number | State/Local Pass-Through Entity | Federal Expenditures | Subrecipient Expenditures |
|---|---|---|---|---|---|
| Coronavirus State and Local Fiscal Recovery Fund | 21.027 | 2023_ARPA_3Y043 (COVID-19) | Judicial Council of Georgia | 83,343 | – |
| Coronavirus State and Local Fiscal Recovery Fund | 21.027 | 2024-25_ ARPA_3Y043 (COVID-19) | Judicial Council of Georgia | 1,686,050 | – |
| **SUBTOTAL** | | | | **59,384,493** | **9,359,866** |
| **TOTAL U.S. DEPARTMENT OF TREASURY** | | | | **64,647,467** | **14,617,240** |
| | | | | | |
| **U.S. Department of Health and Human Services** | | | | | |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG1910 | Atlanta Regional Commission | 1 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG1910 | Atlanta Regional Commission | 4 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2009 | Atlanta Regional Commission | 2 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2110 | Atlanta Regional Commission | 349 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2211 | Atlanta Regional Commission | 3,893 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2310 | Atlanta Regional Commission | 40,869 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2407 | Atlanta Regional Commission | 93,055 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2508 | Atlanta Regional Commission | 144,866 | – |
| Special Programs for the Aging – Title III, Part B-Supportive Services and Senior Center | 93.044 | AG2608 | Atlanta Regional Commission | 50,569 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG1910 | Atlanta Regional Commission | 4,046 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2009 | Atlanta Regional Commission | 3,213 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2110 | Atlanta Regional Commission | 7,196 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2211 | Atlanta Regional Commission | 272,517 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2310 | Atlanta Regional Commission | 312,834 | – |

*continued...*

# SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS – Year ended December 31, 2025 *(continued)*

| Title | Assistance Listing No. | Grantor Program Number | State/Local Pass-Through Entity | Federal Expenditures | Subrecipient Expenditures |
|---|---|---|---|---|---|
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2340 | Atlanta Regional Commission | 76,029 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2407 | Atlanta Regional Commission | 480,700 | – |
| Special Programs for the Aging – Title III, Part C-Nutrition Services | 93.045 | AG2508 | Atlanta Regional Commission | 198,745 | – |
| Nutrition Services Incentive Program | 93.053 | AG2110 | Atlanta Regional Commission | 137,537 | – |
| Nutrition Services Incentive Program | 93.053 | AG2211 | Atlanta Regional Commission | 167,985 | – |
| Nutrition Services Incentive Program | 93.053 | AG2310 | Atlanta Regional Commission | 140,576 | – |
| Nutrition Services Incentive Program | 93.053 | AG2310 | Atlanta Regional Commission | 67,007 | – |
| Nutrition Services Incentive Program | 93.053 | AG2407 | Atlanta Regional Commission | 53,379 | – |
| Nutrition Services Incentive Program | 93.053 | AG2407 | Atlanta Regional Commission | 56,410 | – |
| **SUBTOTAL – Aging Cluster** | | | | **2,311,782** | **–** |
| National Family Caregiver Support | 93.052 | AG2211 | Atlanta Regional Commission | 4,953 | – |
| National Family Caregiver Support | 93.052 | AG2407 | Atlanta Regional Commission | 4,878 | – |
| National Family Caregiver Support | 93.052 | AG2508 | Atlanta Regional Commission | 40,417 | – |
| National Family Caregiver Support | 93.052 | 082609 | Atlanta Regional Commission | 2,871 | – |
| **SUBTOTAL** | | | | **53,119** | **–** |
| Injury Prevention and Control Research and State and Community Based Programs | 93.136 | AU-02001 | Georgia Department of Public Health | 23,726 | – |
| **SUBTOTAL** | | | | **23,726** | **–** |
| Substance Abuse and Mental Health Services | 93.243 | 1H79T1086252-01 | | 265,813 | 265,813 |
| **SUBTOTAL** | | | | **265,813** | **265,813** |
| Child Care and Development Fund | 93.575 | 97397; 132507 | Georgia Department of Early Care and Learning | 5,172 | – |
| **SUBTOTAL – CCDF Cluster** | | | | **5,172** | **–** |

*continued...*

# SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS – Year ended December 31, 2025 *(continued)*

| Title | Assistance Listing No. | Grantor Program Number | State/Local Pass-Through Entity | Federal Expenditures | Subrecipient Expenditures |
|---|---|---|---|---|---|
| Social Services Block Grant | 93.667 | AG2110 | Atlanta Regional Commission | 2 | – |
| Social Services Block Grant | 93.667 | AG2110 | | 2,444 | – |
| Social Services Block Grant | 93.667 | AG2310 | Atlanta Regional Commission | 1 | – |
| Social Services Block Grant | 93.667 | AG2407 | Atlanta Regional Commission | 3,970 | – |
| Social Services Block Grant | 93.667 | AG2508 | Atlanta Regional Commission | 3,960 | – |
| Social Services Block Grant | 93.667 | AG2608 | Atlanta Regional Commission | 194 | – |
| Social Services Block Grant | 93.667 | AG2211 | Atlanta Regional Commission | 24,073 | – |
| Social Services Block Grant | 93.667 | AG2310 | Atlanta Regional Commission | 7,593 | – |
| Social Services Block Grant | 93.667 | AG2211 | Atlanta Regional Commission | 20,238 | – |
| **SUBTOTAL** | | | | **62,475** | **–** |
| **TOTAL U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES** | | | | **2,722,087** | **265,813** |
| | | | | | |
| **Executive Office of the President** | | | | | |
| High Intensity Drug Trafficking Area | 95.001 | G23GA0009A | | 540,493 | – |
| High Intensity Drug Trafficking Area | 95.001 | G24GA0009A | | 947,063 | – |
| **SUBTOTAL** | | | | **1,487,556** | **–** |
| **TOTAL EXECUTIVE OFFICE OF THE PRESIDENT** | | | | **1,487,556** | **–** |
| | | | | | |
| **U.S. Department of Homeland Security** | | | | | |
| Hazard Mitigation Grant Program | 97.039 | HMPG-4501-0025 | Georgia Emergency Management and Homeland Security Agency | 112,800 | – |
| **SUBTOTAL** | | | | **112,800** | **–** |
| | | | | | |
| Emergency Management Performance Grants | 97.042 | OEM24-069 | Georgia Emergency Management and Homeland Security Agency | 16,617 | – |
| **SUBTOTAL** | | | | **16,617** | **–** |
| **TOTAL U.S. DEPARTMENT OF HOMELAND SECURITY** | | | | **129,417** | **–** |
| | | | | | |
| **TOTAL FEDERAL ASSISTANCE** | | | | **98,580,429** | **28,205,164** |

# NOTES TO SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS

## Basis of Presentation and Accounting

The accompanying schedule of expenditures of federal awards presents the activity of all federal financial assistance programs of Gwinnett County, Georgia, with the exception of the Gwinnett County Board of Health. The County reporting entity is defined in ***Note 1*** to the County's financial statements. Federal financial assistance received directly from federal agencies and federal assistance passed through other government agencies are included on the schedule.

The accompanying schedule of expenditures of federal awards is presented using the modified accrual basis of accounting for governmental fund types and the accrual basis of accounting for proprietary fund types as more fully described in ***Note 1*** to the County's financial statements.

The County has elected not to utilize the federal de minimus indirect cost rate.

MAULDIN & JENKINS
CPAs & ADVISORS

# 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*

**The Board of Commissioners of Gwinnett County**
**Lawrenceville, Georgia**

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, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of Gwinnett County, Georgia (the "County") as of and for the year ended December 31, 2025, and the related notes to the financial statements, which collectively comprise the County's basic financial statements, and have issued our report thereon dated September 25, 2026. Our report includes a reference to other auditors. Other auditors audited the financial statements of the Gwinnett County Board of Health, as described in our report on the County's financial statements. This report does not include the results of the other auditor's testing of internal control over financial reporting or compliance and other matters that are reported on separately by those auditors.

**Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the County'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 County's internal control. Accordingly, we do not express an opinion on the effectiveness of the County's internal control.

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. 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 of those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses or significant deficiencies may exist that were not identified.

**Report on Compliance and Other Matters**

As part of obtaining reasonable assurance about whether the County'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*.

**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.

Mauldin & Jenkins, LLC

Atlanta, Georgia
September 25, 2026

MAULDIN & JENKINS
CPAs & ADVISORS

# INDEPENDENT AUDITOR'S REPORT ON COMPLIANCE FOR EACH MAJOR FEDERAL PROGRAM AND REPORT ON INTERNAL CONTROL OVER COMPLIANCE AS REQUIRED BY THE UNIFORM GUIDANCE

**The Board of Commissioners of Gwinnett County**
**Lawrenceville, Georgia**

**Report on Compliance for Each Major Federal Program**

***Opinion on Each Major Federal Program***

We have audited Gwinnett County, Georgia's (the "County") compliance with the types of compliance requirements identified as subject to audit in the OMB *Compliance Supplement* that could have a direct and material effect on each of the County's major federal programs for the year ended December 31, 2025. The County's major federal programs are identified in the Summary of Auditor's Results Section of the accompanying Schedule of Findings and Questioned Costs.

In our opinion, the County complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on each of its major federal program for the year ended December 31, 2025.

***Basis for Opinion on Each Major Federal Program***

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States; and the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Our responsibilities under those standards and the Uniform Guidance are further described in the Auditor's Responsibilities for the Audit of Compliance section of our report.

We are required to be independent of the County and to meet our other ethical responsibilities, in accordance with 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 opinion on compliance for each major federal program. Our audit does not provide a legal determination of the County's compliance with the compliance requirements referred to above.

***Responsibilities of Management for Compliance***

Management is responsible for compliance with the requirements referred to above and for the design, implementation, and maintenance of effective internal control over compliance with the requirements of laws, statutes, regulations, rules, and provisions of contracts or grant agreements applicable to the County's federal programs.

***Auditor's Responsibilities for the Audit of Compliance***

Our objectives are to obtain reasonable assurance about whether material noncompliance with the compliance requirements referred to above occurred, whether due to fraud or error, and express an opinion on the County's compliance based on our audit. 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, *Government Auditing Standards*, and the Uniform Guidance will always detect material noncompliance when it exists. The risk of not detecting material noncompliance resulting from fraud is higher than for that resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Noncompliance with the compliance requirements referred to above is considered material if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the County's compliance with the requirements of each major federal program as a whole.

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

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material noncompliance, 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 County's compliance with the compliance requirements referred to above and performing such other procedures as we considered necessary in the circumstances.
- Obtain an understanding of the County's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not for the purpose of expressing an opinion on the effectiveness of the County's internal control over compliance. Accordingly, no such opinion is expressed.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

**Report on Internal Control Over Compliance**

A *deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal program on a timely basis. A *material weakness in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material noncompliance with a type of compliance requirement of a federal program will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the Auditor's Responsibilities for the Audit of Compliance section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

The purpose of this report on internal control over compliance is solely to describe the scope of our testing of internal control over compliance and the results of that testing based on the requirements of the Uniform Guidance. Accordingly, this report is not suitable for any other purpose.

Mauldin & Jenkins, LLC

Atlanta, Georgia
September 25, 2026

# GWINNETT COUNTY, GEORGIA

## SCHEDULE OF FINDINGS AND QUESTIONED COSTS
## FOR THE YEAR ENDED DECEMBER 31, 2025

**(1) Summary of Auditor's Results**

**Financial Statements**

(a) The type of auditor report issued on whether the financial statements audited were prepared in accordance with GAAP: **unmodified**

(b) Internal control over financial reporting:
Material weaknesses identified: **no**
Significant deficiencies identified: **none reported**

(c) Noncompliance material to the financial statements noted: **no**

**Federal Awards**

(d) Internal control over major federal programs:
Material weaknesses identified: **no**
Significant deficiencies identified: **no**

(e) The type of report issued on compliance for major federal programs: **unmodified**

(f) Any audit findings disclosed that are required to be reported in accordance with 2 CFR 200.516(a): **no**

(g) Major Programs:

**U.S. Department of Treasury - Coronavirus State and Local Fiscal Recovery – Assistance Listing Number: #21.027**
**U.S. Department of Transportation – Federal Transit Cluster – Assistance Listing Numbers: #20.507 and #20.525**
**U.S. Department of Transportation – Highway Planning and Construction Program – #20.205**

(h) Dollar threshold to distinguish between Type A and Type B programs: **$2,957,413**

(i) Audit qualified as a low-risk auditee under the Uniform Guidance: **yes**

# GWINNETT COUNTY, GEORGIA

## SCHEDULE OF FINDINGS AND QUESTIONED COSTS
## FOR THE YEAR ENDED DECEMBER 31, 2025

**(2) Findings Relating to the Financial Statements Reported in Accordance with *Government Auditing Standards***

**None.**

**(3) Findings and Questioned Costs Relating to Federal Awards**

**None.**

# GWINNETT COUNTY, GEORGIA

## SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS
## FOR THE YEAR ENDED DECEMBER 31, 2025

**Finding: None**

# DID YOU KNOW

*In 2025, Gwinnett County conducted 50 mobile food distributions, providing 486,007 pounds of food to 85,686 residents in 21,840 households.*



# DISCLOSURE SECTION

# DISCLOSURE SECTION
## (UNAUDITED)

## CONTINUING ANNUAL AND EVENT DISCLOSURES

The following disclosures comply with amendments of the Securities and Exchange Commission *Rule 15c2-12 (b) (5) (i) (A)* to *(D)*. Effective in 1995, the amendments required municipal bond underwriters to gain reasonable assurance from bond issuers that they will provide continuing annual information and notices of material events for disclosure to the secondary bond market.

The following table provides a summary of continuing bond disclosure requirements. All disclosure filings described below are filed via the Electronic Municipal Market Access platform.

| | **Annual Financial Information SEC *Rule 15c2-12 (9b) (5) (I) (A)*** | **Audited Annual Financial Statements SEC *Rule 15c2-12 (B) (5) (I) (B)*** | **Notice Of Material Events SEC *Rule (B) (5) (I) (C)*** | **Notice of Failure to Provide Annual Information SEC *Rule (B) (5) (I) (D)*** |
|---|---|---|---|---|
| Nationally Recognized Municipal Securities Information | X | X | | |
| Municipal Securities Rulemaking Board | | | X | X |

## AGREEMENT AND AFFECTED BOND ISSUE

In respective Bond Resolutions, the County and the Water and Sewerage Authority (the "Authority") agreed to provide continuing disclosure of (a) annual information and (b) notices of material events upon issuing its:

- *Water and Sewerage Authority Refunding Bonds, Series 2016A*
- *Water and Sewerage Authority Refunding Bonds, Series 2019*
- *Water and Sewerage Authority Refunding Bonds, Series 2020*

# DESCRIPTION OF THE WATER AND SEWERAGE SYSTEM

## The Water System

The water system consists primarily of the intake and treatment facilities near Lake Lanier, transmission mains, distribution mains, booster stations, storage tanks, and administration and operations facilities. Lanier Filter Plant and most of the water system facilities and pipes were constructed after 1970. Shoal Creek Filter Plant was completed in 2004 and has operated continuously since that time. Potable water production is split between the two facilities.

### Source of Water

The Gwinnett County Department of Water Resources, or GCDWR, obtains its water supply needs from two raw water intake facilities located at Lake Sidney Lanier, a 38,000-acre lake located just north of the County. Withdrawal from Lake Lanier is regulated through permits issued by the Georgia Environmental Protection Division, or EPD.

Lake Lanier is a very dependable and high-quality water supply source with approximately 350 billion gallons of water stored in the dedicated U.S. Army Corps of Engineers (USACE) Conservation Pool located at Buford Dam. The mean sea level (MSL) of the Conservation Pool is controlled by USACE and fluctuates between elevation 1,035 to 1,071 feet. The dependability of the Lake Lanier water supply is further enhanced by the large amount (up to 50 million gallons [MG]) of high-quality reclaimed water that is returned to the lake each day by GCDWR. Extensive efforts by Gwinnett County on the water conservation front have pushed per capita water use rates lower than the national average, and available supply will meet projected Gwinnett County water demands even further into the future. Having raw water intakes at two different locations in Lake Lanier and two separate water production plants indicate GCDWR is well positioned with regard to reliability of both water supply and water production.

Georgia EPD has issued a Raw Water Withdrawal Permit (Permit No. 069-1290-06) to GCDWR that allows for withdrawal of water from Lake Lanier up to a monthly average rate of 112 million gallons per day (mgd). The permitted rate is sufficient to satisfy Gwinnett County raw water demands as evidenced by maximum monthly withdrawal rates in 2021, 2022 and 2023 of 85 mgd, 88.5 mgd and 86.5 mgd respectively. The current Raw Water Withdrawal Permit has an expiration date of February 17, 2035.

USACE issued a Record of Decision and Final Water Control Manual in 2017 which concluded that it was appropriate to reallocate an amount of storage in Lake Lanier to water supply to meet the projected water demands of Gwinnett County through the year 2050. On September 26, 2022, the State of Georgia and Gwinnett County signed a Lake Lanier Water Storage Agreement that secures a future water supply source for Gwinnett County.

### Water Production Facilities

GCDWR water production facilities at Lake Lanier include two raw water intake structures with pump stations, four raw water force mains, a surge tank, a raw water distribution structure, a raw water reservoir, two water filtration plants, and two finished water pump stations.

### Raw Water Intake and Distribution Systems

The Wayne Mason Raw Water Intake and Pump Station, constructed in 1976, is located on the shore of Lake Lanier and has access to deep water in the main body of the lake. This intake consists of three 72-inch-diameter fiberglass pipes of varying lengths, arranged to withdraw water from approximately 10, 24, and 45 feet below normal water surface elevation of the lake (i.e., 1,071 feet above mean sea level). A project is currently underway to replace the intake pipes and upgrade the pump station. The Shoal Creek Raw Water Intake and Pump Station, constructed in 2004, uses a 10-foot-diameter tunnel below the lake bottom to withdraw water from an elevation of 1,025 feet above mean sea level.

The Wayne Mason Water Intake and Pump Station has six 30-million-gallons-per-day (mgd) pumps, allowing for a firm pumping capacity of 150 mgd. Two raw water force mains, 48 inches and 72 inches in diameter, follow a parallel route 2.9 miles to the Lanier Filter Plant. These mains are protected using a steel hydro-pneumatic surge tank, which prevents water column separation in the event of a power failure or emergency pump shutdown.

The Shoal Creek Raw Water Intake and Pump Station has four 30-mgd pumps dedicated to Shoal Creek Filter Plant, and four 50-mgd pumps dedicated to Lanier Filter Plant. This design greatly improves the reliability of the water system by having backup pumping capability for both water production facilities. Two 72 inch-diameter raw water mains carry water to Shoal Creek Filter Plant.

Construction of the raw water distribution structure was finished in 2005. This structure allows distribution of water from either raw water pump station to either or both water production facilities. This allows flexibility to maintain operations at both filter plants in the event of an outage at either of the raw water intake pump stations.

### Water Filtration Plants

The following table presents the current permitted treatment capacity for the Lanier Filter Plant and the Shoal Creek Filter Plant.

## Current Water System Capacity

| Water Filtration Plants | Permitted Treatment Capacity (mgd) |
|---|---|
| Lanier Filter Plant | 150 |
| Shoal Creek Filter Plant | 98 |
| **Total Water System Treatment Capacity** | **248** |

The Lanier Filter Plant is located on a 94-acre site north of the city of Buford and, as listed in the table above, has a permitted treatment capacity of 150 mgd. Plant components consist of:

- Raw water storage reservoir (37 million gallons)
- Ozone disinfection facilities
- Pre-treatment facilities (rapid mix and flocculation)
- Filtration facilities
- Clearwells
- High service pump station
- Chemical storage, handling, and feed systems
- Residuals (solids) handling facilities

High service pumping to the water distribution system is accomplished with seven variable speed pumps, four at 50 mgd serving the Central Pressure Zone and three at 25 mgd serving the North Pressure Zone. The plant is operated through the use of an integrated Supervisory Control and Data Acquisition, or SCADA, computer system, which controls both the filter plant and the tanks and pump stations within the distribution system.

Shoal Creek Filter Plant went into operation in September 2004. Shoal Creek Filter Plant sits on an 88-acre site approximately 3 miles west of the Lanier Filter Plant. Shoal Creek Filter Plant duplicates the processes employed at Lanier Filter Plant, with the exception of the residuals handling process in which all filter backwash water from Shoal Creek Filter Plant is pumped to Lanier Filter Plant for handling. With Shoal Creek Filter Plant's capacity of 98 mgd, the total GCDWR water system capacity is 248 mgd. Having two raw water intake systems and two water filtration plants provides redundancy and reliability of the overall water system.

## Potable Water Distribution System

GCDWR's distribution system uses transmission mains, distribution mains, booster pump stations, and storage facilities to provide water to its customers.

## Transmission Mains

The transmission system includes approximately 177 miles of transmission mains. The first major transmission main loop for the County was completed in 1980 and consisted of approximately 84 miles of 36- and 48-inch pipe. This loop around the county made it possible to reliably serve the entire area with water in the event of a major transmission main break. Large diameter pipes branch off this loop to provide water service to all populated areas within the county, and also connect to wholesale customers neighboring the county. Because of continued growth, another 48-inch transmission main was installed along Peachtree Industrial Boulevard in the western portion of the county. Connections between the third main and original transmission system provide greater flexibility and reliability of the water distribution system. Over time, additional improvements to the system have included: a 78-inch transmission main from the Lanier Filter Plant to the 48-inch loop near Lawrenceville, a 54-inch transmission main connecting Shoal Creek Filter Plant to Lanier Filter Plant, and a 60-inch transmission main from Shoal Creek Filter Plant to the dual 48-inch transmission mains on Peachtree Industrial Boulevard. These connections and extensions reinforce the county loop system and add reliability.

## Distribution Mains

The distribution main system includes approximately 4,100 miles of pipe including transmission mains. Pipe consists of various materials and sizes and distributes water from the transmission main system to customers.

## Booster Pumps and Pressure Zones

Booster pump stations raise water pressure in local areas to acceptable levels. They are used to provide service to customers in hilltop areas above the system delivery gradient or where limitations in transmission and storage capacity make delivery pressures too low. Currently, the water distribution system has nine booster stations. While booster stations raise water pressure above the standard system gradient, topography dictates that other areas (considerably below the system delivery gradient) are relieved of excess pressure. This pressure management is accomplished by creating special zones that are isolated under normal circumstances by pressure-reducing valves.

To optimize service delivery, the County has established two separate pressure zones based on topography: North and Central. Each of these pressure zones has one or more sub-pressure zones to serve higher or lower elevation areas. The North Pressure Zone is served by three high service pumps at Lanier Filter Plant. This Zone feeds the Upper North Sub-Pressure Zone which consists of the highest elevations in Gwinnett County and is served by the Bogan Road Pump Station. The Sunny Hill Booster Pump Station was completed in 2020 and provides a redundant feed to the North Pressure Zone, allowing the North Pressure Zone to be served by both filter plants.

Potable water is delivered to the Central Pressure Zone from four high service pumps at Lanier Filter Plant and three high service pumps at Shoal Creek Filter Plant through the GCDWR transmission mains. The South Sub-Pressure Zone is a region with elevations lower than the rest of Gwinnett County. The Central Zone feeds the South Sub-Pressure Zone through eight pressure-reducing valves, which were upgraded in 2014. The Central Pressure Zone also feeds the Knob Hill and Walton Court Sub-Pressure Zones which are higher elevation areas needing booster pumps.

## Storage Facilities

Water system storage is provided in either ground storage or elevated tanks. The finished water clearwells at Lanier Filter Plant and Shoal Creek Filter Plant provide 38 and 20 million gallons of water, respectively, for a total of 58 million gallons. Ground storage tanks (5- or 10-million-gallon capacity) are located near the cities of Norcross, Buford, Grayson, Snellville, and Lilburn. An elevated water storage tank is located in Snellville near the Knob Hill subdivision. The total finished water storage is 119 million gallons.

### Vulnerability Assessment

The *Public Health, Security, and Bioterrorism Preparedness and Response Act* of 2002 (PL107-188) required community water systems serving more than 100,000 persons to conduct vulnerability assessments and prepare specific Emergency Response Plans. The Vulnerability Assessment, also known as the Risk and Resiliency Assessment Report, and the Emergency Response Plan were completed in 2003. Both documents were updated in 2013 and in 2020. Additional security upgrades are factored into future capital improvement planning based on the results of the updated 2020 Vulnerability Assessment. For example, additional security cameras were added at both water filtration plants, as well as an improved security system with card reader access on gates and doors.

### Historical and Current Water Production Flows

Historical information and data regarding the growth of the water system from 2020 to 2025 are listed in the table below. These data include levels of infrastructure, plant capacity, storage capacity, and production volumes.

## Water System Growth, 2020 to 2025

| System Parameters | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|
| County Population | 957,062 | 966,874 | 983,656 | 1,008,402 | 1,001,757 | 1,037,017 |
| Number of Customers (end of year) | 252,138 | 265,534 | 269,480 | 273,527 | 277,485 | 280,485 |
| Plant Capacity (mgd) | 248 | 248 | 248 | 248 | 248 | 248 |
| Average Daily Consumption (mgd) | 66.2 | 66.1 | 69.4 | 70.0 | 73.9 | 73.4 |
| Maximum Daily Production Rate (mgd) | 89 | 87 | 90 | 90 | 100 | 105 |
| Miles of Water Mains in Service | 3,960 | 3,990 | 4,023 | 4,069 | 4,090 | 4,115 |
| Fire Hydrants in Service | 45,777 | 46,220 | 47,079 | 47,402 | 47,811 | 48,400 |

As of December 31, 2025, the water system had 280,485 retail customers. The water system provides treated water to both retail and wholesale customers within and adjacent to Gwinnett County.

The water system provides water at retail rates directly to customers residing in unincorporated areas of the county, as well as to many customers within incorporated areas. As municipalities within the county annex contiguous areas, water and sewer service remains with GCDWR, and the residents of the contiguous areas continue to purchase water at retail rates. GCDWR provides direct retail service to the residents of Berkeley Lake, Dacula, Duluth, Grayson, Lawrenceville, Lilburn, Mulberry, Norcross, Peachtree Corners, Snellville, Sugar Hill and Suwanee, along with a portion of the residents of Buford and Loganville.

The County purchased Duluth's water system in December 1991, Grayson's water system in May 1993, Sugar Hill's water and sewer system in December 1995, Dacula's water system in May 1996, Norcross' water system in 2013, Lawrenceville's water system in 2020, and Suwanee's water system in 2021.

The City of Buford has its own raw water intake in Lake Lanier and its own water filtration plant. GCDWR also sells water on a wholesale basis to Auburn, Braselton, Loganville, and the Walton County Water and Sewerage Authority.

The table below shows the average daily consumption, in mgd, of water billed by GCDWR during the years 2016 through 2025.

## Average Daily Consumption of Water Billed by the Water System

| Year | Gwinnett County Consumption (mgd) | | Out-of-County Consumption (mgd) | Total Average Daily Consumption (mgd) |
|---|---|---|---|---|
| | Retail | Wholesale | Wholesale | |
| 2016 | 68.90 | 2.15 | 0.22 | 71.27 |
| 2017 | 62.40 | 1.87 | 0.21 | 64.48 |
| 2018 | 63.30 | 1.68 | 0.18 | 65.16 |
| 2019 | 64.70 | 2.39 | 0.11 | 67.20 |
| 2020 | 64.06 | 2.16 | 0.01 | 66.23 |
| 2021 | 65.74 | 0.32 | 0.01 | 66.07 |
| 2022 | 69.11 | 0.29 | 0.00 | 69.40 |
| 2023 | 69.71 | 0.31 | 0.00 | 70.02 |
| 2024 | 73.08 | 0.83 | 0.00 | 73.91 |
| 2025 | 72.77 | 0.64 | 0.00 | 73.41 |

### Non-revenue Water

Non-revenue water is due to water system losses, fire flow, meter underreporting, and other causes. In 2010, non-revenue water was approximately 11 percent of the volume of water produced. On June 1, 2010, the Governor signed the *Georgia Water Stewardship Act* of 2010 (SB 370). This act states that all water providers in the state of Georgia with a population "equal to or greater than 3,300" must implement a water loss control program and conduct an annual water system audit using American Water Works Association's Free Water Audit Software. Non-revenue water was calculated at 9.6 percent by volume for 2025. GCDWR continues with a task force that is working toward minimizing non-revenue water by focusing on all areas of possible water loss and finding methods to track and account for water not currently metered. These efforts include: (1) tracking water use through hydrants by County departments, contractors, and for County projects; (2) testing and replacing water meters; and (3) reducing the overall pressures in certain portions of its service area by creating new pressure zones in the higher-pressure areas of Gwinnett County. In 2021 the water audit software was updated to exclude percent by volume as a metric for water loss.

## Water Use: 10 Largest Retail Water Customers – 2025

The following tables show the 10 largest retail and wholesale customers of the water system during the 12 months ended December 31, 2025. Total Gwinnett County water usage during the 12 months ending December 31, 2025 was 26.8 billion gallons, generating $211,230,390 in usage revenues (excluding late fees). No single retail customer accounted for more than 0.67 percent of total water system usage in 2025, and the 10 largest retail customers together accounted for 2.67 percent of such consumption. Gwinnett County generated $28,356,808 in conservation tier charge revenue from water customers who exceeded consumption of 7,999 gallons in any given month.

| Customer | Thousands of Gallons-Per-Year | MGD | Total Revenues Received |
|---|---|---|---|
| Publix | 180,709.3 | 0.50 | $ 1,043,819 |
| Gwinnett County Jail | 100,719.0 | 0.28 | 581,776 |
| Northside Hospital Inc. | 80,280.8 | 0.22 | 463,148 |
| Suzanna's Kitchen #2 | 60,137.3 | 0.16 | 341,822 |
| OFS Brightwave Solutions Inc. | 54,580.9 | 0.15 | 315,365 |
| Suzanna's Kitchen #1 | 49,887.1 | 0.14 | 288,220 |
| Ole Mexican Foods Inc. | 48,888.0 | 0.13 | 282,208 |
| Suniva Inc. | 47,965.7 | 0.13 | 280,942 |
| Phillips State Prison | 47,372.1 | 0.13 | 273,152 |
| Quality Technology | 43,742.3 | 0.12 | 252,725 |
| **TOTAL** | **714,282.5** | **1.96** | **$ 4,123,177** |

## Water Use: Wholesale Water Customers – 2025

| Customer | Thousands of Gallons-Per-Year | MGD | Total Revenues Received |
|---|---|---|---|
| City of Braselton | 190,689.0 | 0.52 | $ 1,102,182 |
| Walton County | 31,247.9 | 0.09 | 180,613 |
| City of Buford | 9,187.5 | 0.03 | 53,104 |
| City of Auburn | 1,228.9 | 0.00 | 7,101 |
| City of Loganville | 4.0 | 0.00 | 22 |
| Barrow County | 2.4 | 0.00 | 14 |
| Rockdale County | 1.6 | 0.00 | 9 |
| **TOTAL** | **232,361.3** | **0.64** | **$ 1,343,045** |

## Retail Monthly Meter Charges

**Current Water Rates:** Presented below are the major rate categories currently in effect. The previously adopted rates approved on December 18, 2018, were replaced on October 27, 2020. This rate resolution approved water and sewer rates from 2021 through 2031 with increases in 2021, 2023, 2025, 2027, 2029, and 2031 (see schedules that follow). Water rates are fixed by the County and are subject to change, as the County deems advisable. Rates set by the County are not subject to approval by any outside agency.

| Meter Size | Base Water Fee |
|---|---|
| ¾″ | $ 7.50 |
| 1″ | 16.50 |
| 1½″ | 27.00 |
| 2″ | 52.50 |
| 3″ | 144.00 |
| 4″ | 210.00 |
| 6″ | 400.00 |
| 8″ | $ 750.00 |

## Retail Monthly Water Charges

Volume Charge: All accounts shall be charged the following volume charge for water that passes through the water meter:

| Current Jan 1, 2021 | Effective Jan 1, 2023 | Effective Jan 1, 2025 | Effective Jan 1, 2027 | Effective Jan 1, 2029 | Effective Jan 1, 2031 |
|---|---|---|---|---|---|
| Tier 1: $5.29/1,000 gal | Tier 1: $5.53/1,000 gal | Tier 1: $5.78/1,000 gal | Tier 1: $6.04/1,000 gal | Tier 1: $6.32/1,000 gal | Tier 1: $6.37/1,000 gal |
| Tier 2: $7.935/1,000 gal | Tier 2: $8.295/1,000 gal | Tier 2: $8.67/1,000 gal | Tier 2: $9.06/1,000 gal | Tier 2: $9.48/1,000 gal | Tier 2: $9.555/1,000 gal |
| Tier 3: $10.58/1,000 gal | Tier 3: $11.06/1,000 gal | Tier 3: $11.56/1,000 gal | Tier 3: $12.08/1,000 gal | Tier 3: $12.64/1,000 gal | Tier 3: $12.74/1,000 gal |

*Note: Water charges are based on a three-tier system to promote conservation. Tier 1 rates are applied to consumption less than 8,000 gallons, Tier 2 rates are applied to consumption 8,000 – 12,000 gallons, and Tier 3 rates are applied to consumption greater than 12,000 gallons.*

All irrigation and builder accounts are billed at 2.0 times the Tier 1 volumetric rate for all water passing through the water meter per billing period as follows:

| Current Jan 1, 2021 | Effective Jan 1, 2023 | Effective Jan 1, 2025 | Effective Jan 1, 2027 | Effective Jan 1, 2029 | Effective Jan 1, 2031 |
|---|---|---|---|---|---|
| $10.58/1,000 gal | $11.06/1,000 gal | $11.56/1,000 gal | $12.08/1,000 gal | $12.64/1,000 gal | $12.74/1,000 gal |



## Fire Protection

The fee for fire protection taps is $2.00 per inch of fire service pipe diameter. Also, water that passes through the fire protection meter for purposes other than fire suppression is billed for water and sewer; the water volumetric rate applicable to non-fire-related water usage shall be 3.0 times the Tier 1 rate. Each private line is equipped with an approved detector meter at the customer's expense.

## Connection Charge

Charges for connecting new services to the water system:

| Meter Size | Charge per Connection |
|---|---|
| ¾" | $ 1,397 |
| 1" | 1,569 |
| 1½" | 3,381 |
| 2" | 3,639 |
| 3" | 1,535 |
| 4" | 1,830 |
| 6" | 3,145 |
| 8" | 4,140 |
| 10" | Varies* |
| 12" | Varies* |

## Water System Development Charges

| Water Meter Size | January 1, 2021 – 2031 |
|---|---|
| ¾" | $ 1,128 |
| 1" | 3,610 |
| 1½" | 8,573 |
| 2" | 15,679 |
| 3" | 39,142 |
| 4" | 62,830 |
| 6" | 125,434 |
| 8" | 200,671 |
| 10" | Varies* |
| 12" | Varies* |

** Determined by the Department of Water Resources*



# The Sewerage System

The sewerage system consists of the wastewater collection, conveyance and treatment systems which include three Water Reclamation Facilities (WRFs) that are wholly owned by the Water and Sewerage Authority. The WRFs provide advanced treatment under some of the most stringent environmental requirements in the state of Georgia.

A GCDWR laboratory providing chemical and microbiological analyses ensures the WRFs deliver consistent reporting and monitoring to the regulators. Additional laboratory services include monitoring and enforcement of industrial pretreatment requirements, and ambient water quality monitoring of the streams and rivers within Gwinnett County, as needed. Separate process control laboratories are also maintained at each WRF to monitor plant performance and provide data for process control decisions.

## Wastewater Collection and Conveyance System

GCDWR has approximately 3,066 miles of gravity sewers ranging in size from 8 to 72 inches in diameter, 211 active pump stations, and approximately 284 miles of wastewater force mains. These gravity sewers and pump stations collect and convey wastewater to the WRFs from the water customers who are served by the sewer system. Not all water customers are connected to sewer; these customers own and operate onsite wastewater management systems (i.e., septic tank systems). As a result of rapid growth and development, particularly in the 1980s and 1990s, a number of residential subdivisions were constructed without sewer service in various locations across Gwinnett County.

The GCDWR wastewater conveyance system has the ability to shift portions of the wastewater flows from WRF to WRF in order to provide flexibility in operating the WRFs, as well as to provide conveyance system redundancy in the event of pump station outages. All pump stations have remote telemetry capability, which reports power outages, high water level alarms, and other problems to a central control center that is staffed continuously. All pump stations have backup telemetry as well. The telemetry system is monitored by a computer system that periodically queries the current status of the stations and verifies the ability of the pump stations to call in alarms.

All pump stations are continuously monitored through SCADA, routinely visited and checked by maintenance personnel, and maintained via preventive maintenance work performed on a scheduled frequency. Information gathered is entered into a Computerized Maintenance Management System (CMMS). SCADA alarms are investigated and needed repairs are promptly accomplished. Rights-of-way and easements are maintained for access to collection and conveyance system piping and to all pump stations. All pump stations have standby generators for emergency use. GCDWR owns extra portable generators that can be transported to pump stations in power outage situations should a standby generator fail.

GCDWR manages a Georgia EPD-approved industrial pretreatment program. This program protects the collection, conveyance and treatment facilities from adverse discharges from industrial and commercial facilities. The program protects workers from undesired exposure, protects the collection and conveyance system from chemicals that could harm the system or present explosive conditions, and protects the WRFs from chemicals that could upset or harm the treatment processes or pass through the WRFs untreated.

## Water Reclamation Facilities

The three WRFs owned, operated, and maintained by GCDWR include F. Wayne Hill Water Resources Center, Yellow River Water Reclamation Facility, and Crooked Creek Water Reclamation Facility. As stated, the WRFs provide advanced treatment under some of the most stringent environmental requirements in the state of Georgia. The table below presents the permitted capacity for each treatment facility and the 2025 average treated flows.

## Water Reclamation Facility Permitted Capacity and 2025 Treated Flow

| Water Reclamation Facilities | Permit (mgd) | Maximum Monthly Flow (mgd) | Average Daily Flow (mgd) |
|---|---|---|---|
| F. Wayne Hill Water Resources Center | 60.00 | 40.48 | 37.54 |
| Crooked Creek Water Reclamation Facility | 16.00 | 9.27 | 8.50 |
| Yellow River Water Reclamation Facility | 22.00 | 16.01 | 14.71 |
| **Total System** | **98.00** | **65.76** | **60.75** |

### F. Wayne Hill Water Resources Center

The F. Wayne Hill Water Resources Center, FWHWRC, started operation in early 2001. In late 2005, construction was completed on an additional 40 mgd of treatment capacity at the facility. The additional capacity brings the total water reclamation capacity of FWHWRC to 60 mgd. FWHWRC meets one of the strictest overall treatment requirements in the southeast, producing high-quality reclaimed water that is clean enough to discharge to a drinking water supply source (i.e., Lake Lanier). FWHWRC is permitted to discharge up to 40 mgd into Lake Lanier and 20 mgd into the Chattahoochee River at a location below Buford Dam.

In August 2011, GCDWR completed a Gas-to-Energy Facility for processing fats, oils, and grease and high-strength industrial waste at FWHWRC. In June 2015, a Nutrient Recovery Facility began operations at FWHWRC, recovering phosphorus for beneficial reuse as a fertilizer additive. This facility produces about 1 ton per day of a slow-release fertilizer additive.



## Yellow River Water Reclamation Facility

In early 2007, construction began at the Yellow River Water Reclamation Facility, YRWRF, to consolidate wastewater flows from several smaller, aging wastewater treatment facilities in the Yellow River drainage basin and treat that flow at one facility capable of producing an effluent that exceeds current Georgia EPD standards. As a way to control costs to its customers, GCDWR chose to consolidate operations in the Yellow River drainage basin to a single site rather than upgrade and rehabilitate each of the smaller individual sites. Consolidating operations into a single site resulted in reduced capital costs for construction as well as reduced long-term operating costs. YRWRF reconstruction went into operation in June 2011, at which time the permitted capacity increased from 13.5 to 22.0 mgd. YRWRF discharges treated wastewater to the Yellow River.

## Crooked Creek Water Reclamation Facility

Several Crooked Creek Water Reclamation Facility, CCWRF, improvement projects started in 2009 to improve efficiency, provide reliable treatment, and expand treatment capacity. Improvements completed in 2011 include a new influent pump station with in-line grinders and new headworks with band screens and vortex grit removal. A new administration and maintenance building and new effluent filters were completed in 2014. A major renovation began in 2017 and was completed in 2021. This renovation included new bioreactors, electrical facilities, standby generators, SCADA system, clarifiers and solids handling facilities. CCWRF is permitted to discharge 16.0 mgd of treated wastewater to the Chattahoochee River.

## Wastewater System Collection and Conveyance Flows

Historical information and data regarding the growth of the wastewater collection and conveyance system (i.e., sewer system) from 2020 to 2025 are presented in the table below. The data presented include levels of infrastructure, permitted capacity, storage capacity, and flow rates.

| System Parameters | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|
| Number of Customers (end of year) | 178,502 | 191,144 | 194,937 | 198,882 | 202,768 | 205,655 |
| Permitted Capacity (mgd) | 98 | 98 | 98 | 98 | 98 | 98 |
| Average Annual Day Flow Treated (mgd) | 58 | 59 | 59 | 59 | 60 | 66 |
| Sewer Mains in Service (miles) | 2,870 | 2,899 | 2,937 | 2,988 | 3,024 | 3,066 |

As of December 31, 2025, the sewer system had 205,655 retail customers. Residents of Lilburn, Snellville, Berkeley Lake, Grayson, Duluth, Dacula, Lawrenceville, Mulberry, Norcross, Peachtree Corners, Suwanee, and Sugar Hill who are connected to the sewer system receive their service directly from GCDWR. A portion of the residents of Buford are served by the City of Buford's wastewater treatment system, while others are served by GCDWR. A portion of the residents of Loganville are served by the City of Loganville's wastewater treatment system. Braselton has its own wastewater treatment system.

## 10 Largest Retail Sewerage Customers – 2025

The following tables show the 10 largest retail and wholesale customers of the sewerage system during the 12 months ended December 31, 2025. Total Gwinnett County sewer usage during the 12 months ending December 31, 2025, was 20.4 billion gallons, generating $210,037,445 in usage revenues (excluding late fees). No single retail customer accounted for more than 0.69 percent of total sewerage system usage in 2025, and the 10 largest retail customers together accounted for 3.04 percent of such consumption. In addition to retail customers, the County also provided service to one municipal customer on a wholesale basis: DeKalb County. DeKalb County produced 0.36 mgd of wastewater in 2025 and was billed $1,343,048, accounting for 0.64 percent of the total sewerage system consumption.

| Customer | Thousands of Gallons-Per-Year | MGD | Total Revenues Received |
|---|---|---|---|
| Publix | 139,836.2 | 0.38 | $ 1,318,656 |
| Gwinnett County Jail | 93,890.1 | 0.26 | 885,384 |
| Northside Hospital, Inc. | 66,647.9 | 0.18 | 628,490 |
| Ole Mexican Foods Inc. | 48,824.7 | 0.13 | 460,417 |
| Suniva Inc. | 48,778.8 | 0.13 | 459,984 |
| Phillips State Prison | 47,257.6 | 0.13 | 445,639 |
| Suzanna's Kitchen #2 | 45,045.2 | 0.12 | 424,777 |
| Suzanna's Kitchen #1 | 43,494.1 | 0.12 | 410,150 |
| KRE Rose Owner LLC | 42,309.6 | 0.12 | 398,717 |
| BMF IV GA Parc 980 LLC | 42,191.4 | 0.12 | 396,828 |
| **TOTAL** | **618,275.6** | **1.69** | **$ 5,829,042** |

**Current Sewerage Rates:** The schedule presented below shows sanitary sewer rates. The previously adopted rates approved on December 18, 2018, were replaced on October 27, 2020. This rate resolution approved water and sewer rates from 2021 through 2031 with increases in 2021, 2023, 2025, 2027, 2029, and 2031 (see schedules that follow). The sewer rates are fixed by the County and are subject to change, as the County deems advisable. Rates set by the County are not subject to approval by any outside agency.

## Volume Sewer Charge

The following volumetric sewer charge shall apply to all water consumed.

| Current Jan 1, 2021 | Effective Jan 1, 2023 | Effective Jan 1, 2025 | Effective Jan 1, 2027 | Effective Jan 1, 2029 | Effective Jan 1, 2031 |
|---|---|---|---|---|---|
| $8.63/1,000 gal | $9.02/1,000 gal | $9.43/1,000 gal | $9.86/1,000 gal | $10.31/1,000 gal | $10.41/1,000 gal |

*Note: In addition to the water base fee, all retail sewer accounts paid a base sewer fee of $5.00 per billing period through December 31, 2022. Starting January 1, 2023, the base sewer fee increased to $7.50, with the exception of multi-family housing on a master meter. The base fee is separate from the volume charge for either water or sewer usage. Where one meter serves more than one unit, the monthly meter fee is $10.00 per unit per billing period. Multi-family housing on water-only accounts shall be charged a base charge of $7.50 per unit per billing-period. Base fees are effective until modified by the Board of Commissioners.*






## Industrial Surcharge

As computed for specific conditions of discharge:

## Sewer System Development Charge

| Water Meter Size | January 1, 2021 – 2031 |
|---|---|
| ¾" | $ 4,147 |
| 1" | 13,270 |
| 1½" | 31,517 |
| 2" | 57,643 |
| 3" | 143,901 |
| 4" | 230,988 |
| 6" | 461,146 |
| 8" | 737,751 |
| 10" | Varies* |
| 12" | Varies* |

**System development charges for meters larger than 8" will be determined by the Department of Water Resources to reflect anticipated average daily wastewater flows; insufficient data are available to develop equivalent flow factor for these large meters.*

# ANNUAL FINANCIAL INFORMATION

SEC *Rule 15c2-12(b)(5)(i)(A)* requires annual financial information and operating data that are generally consistent with the presentation included in the Official Statement for each bond issue. The table on the following page provides a summary of combined operating results:

# GWINNETT COUNTY WATER AND SEWERAGE SYSTEM AND AUTHORITY SUMMARY OF COMBINED OPERATING RESULTS

*(in thousands of dollars)*

| | 2025 | 2024 | 2023 | 2022 | 2021 |
|---|---|---|---|---|---|
| **Operating Revenues:** | | | | | |
| Residential and commercial service | $ 419,805 | $ 409,345 | $ 386,223 | $ 363,171 | $ 346,961 |
| Wholesale service | 2,578 | 2,913 | 1,483 | 1,610 | 2,027 |
| Public fire protection charges to other funds | 781 | 760 | 757 | 744 | 730 |
| Connection charges | 6,440 | 6,198 | 3,266 | 2,951 | 1,926 |
| Miscellaneous | 10,943 | 6,357 | 5,978 | 6,395 | 8,321 |
| Total operating revenues | 440,547 | 425,573 | 397,707 | 374,871 | 359,965 |
| **Operating Expenses:** | | | | | |
| Water production | 23,087 | 21,497 | 20,078 | 18,354 | 15,631 |
| Distribution and collection | 51,324 | 57,949 | 53,051 | 47,559 | 42,177 |
| Engineering | 27,946 | 10,412 | 9,758 | 8,822 | 8,209 |
| Reclamation | 87,393 | 67,144 | 58,179 | 54,338 | 44,629 |
| Depreciation | 118,320 | 109,772 | 106,452 | 104,667 | 97,972 |
| General and administrative | 40,986 | 71,516 | 76,123 | 65,976 | 57,286 |
| Total operating expenses | 349,056 | 338,290 | 323,641 | 299,716 | 265,904 |
| Operating income | 91,491 | 87,283 | 74,066 | 75,155 | 94,061 |
| **Non-operating Revenues (Expenses):** | | | | | |
| Investment earnings | 18,191 | 16,781 | 18,906 | (7,157) | (1,184) |
| Interest expense | (1,561) | (7,351) | (8,930) | (9,734) | (13,223) |
| Gain (loss) on disposal of fixed assets | 12,577 | (11,841) | (45,398) | (1,443) | (11,478) |
| Income before operating transfers and contributions | 29,207 | 84,872 | 38,644 | 56,821 | 68,176 |
| Capital contributions | 102,360 | 103,982 | 84,540 | 80,818 | 69,251 |
| Transfers in | — | — | — | — | — |
| Transfers out | (562) | — | — | — | — |
| Increase in net position | 222,496 | 188,854 | 123,184 | 137,639 | 137,427 |
| Net position, January 1 | 3,887,127 | 3,698,273 | 3,575,089 | 3,438,171 | 3,300,744 |
| **Net position, December 31** | **$ 4,109,623** | **$ 3,887,127** | **$ 3,698,273** | **$ 3,575,810** | **$ 3,438,171** |

# SECURITY FOR THE BONDS

## General

The Series 2016A, 2019, and 2020 Bonds are limited, special obligations of the Authority. The County and the Authority have entered into a Lease Agreement (the "Lease") dated November 1, 1985, and subsequently amended by the Amended and Restated Lease Contract in 1997 and supplemented by the Supplemental Lease Contract (the "Supplemental Lease") dated as of October 1, 2004, by which the Authority leased to the County all of its water and sewer facilities (collectively referred to as the "System"). Facilities acquired after November 1, 1985, are part of the System. The Lease is in effect until all revenue bonds are paid in full, but no later than October 1, 2054. The County manages and operates the System under the terms of the Lease and pledges the County's full faith and credit and taxing power as security for the revenue bonds issued by the Authority.

All bonds issued after execution of the Supplemental Lease are expressly junior and subordinates to the pledge of the net revenues with respect to bonds issued prior to that date. Lease payments equal to the debt service of all first and second lien bonds are to be paid directly by the County, on behalf of the Authority, into the Sinking Fund. There are no first lien bonds outstanding. The revenues of the Authority representing the lease payments from the County, as provided in the lease, have been pledged to the payment of the principal and interest on the Series 2016A, 2019, and 2020 Bonds, and any additional bonds or obligations issued therewith.

In March 2016, the Authority and the Gwinnett County Board of Commissioners approved a resolution to provide for the issuance of Revenue Refunding Bonds, Series 2016A (the "Series 2016A Bonds") pursuant to and in conformity with the terms and conditions of a Trust Indenture dated as of October 1, 2004, between the Authority and the Bank of New York Mellon Trust Company, N.A., as Trustee. As supplemented, to finance, in whole or in part, the cost of acquiring by redemption, payment or otherwise all of the Gwinnett County Water and Sewerage Authority Revenue Bonds, Series 2008 maturing on and after August 1, 2019, and paying expenses necessary to accomplish same. This authorized the execution and delivery of a Supplemental Lease Contract with Gwinnett County, Georgia, in connection to provide for the redemption of the Series 2008 Bonds to be refunded.

The Water and Sewerage Authority issued $128,540,000 in refunding bonds ("2009 A&B Refunding Bonds") on September 26, 2019. The 2019 Refunding Bonds were issued to: 1) refund the 2009A and 2009B Bonds and 2) pay costs related to the issuance of the Bonds. The 2009 A&B Refunding Bonds were issued at a true interest cost of 2.00 percent and resulted in net present value savings of $11.8 million, or 10.3 percent of the refunded par amount.

The Water and Sewerage Authority issued $176,895,000 in revenue bonds ("Series 2020 Bonds") on December 15, 2020. The 2020 Revenue Bonds were issued to supplement other available funds for financing needed capital projects. The 2020 Revenue Bonds were issued at a true interest cost of 1.79 percent.

## Revenue Fund and Lease Payments

All revenue derived from ownership and operation of the System or from properties in connection therewith shall be collected by the County and deposited promptly into the Revenue Fund created pursuant to the Lease. The County shall first pay from the Revenue Fund the reasonable and necessary costs of operating and maintaining the System in accordance with sound business practices, but before making provisions for depreciation, interest expense, and amortization. The net revenues remaining in the Revenue Fund after the payment of such operating expenses, as provided in the Lease and the Supplemental Lease, are pledged to the payment of interest and principal of outstanding first and second lien debt. Net revenues remaining after the payment of debt service are paid to the Renewal and Extension Fund for the funding of capital projects.

The Lease requires the County to revise and adjust, as often as it shall appear necessary, the schedule of rates, fees, and charges for water and sewerage services and facilities to produce funds sufficient to operate and maintain the System on a sound business-like basis and to make the lease payments as required. Pursuant to the Lease, the County has covenanted that such rates, fees, and charges shall be maintained at such level so as to produce net revenues equal to at least 1.2 times the debt service requirement in the then current year and, taking into account amounts on deposit therein, to create and maintain by the end of each year a balance in the Renewal and Extension Fund of not less than $3,000,000.

## Additional Bonds

As stated in the Supplemental Lease, the Authority will not issue additional bonds under the first lien debt after October 1, 2004. However, the Supplemental Lease does not restrict the issuance of additional second lien bonds. The following conditions must be met before the issuance of additional bonds:

(a) None of the outstanding first and second lien bonds are in default as to payment of principal and interest; the Authority remains in compliance with the Lease as supplemented and amended; the County is in compliance with the Lease and has consented in writing to the issuance of such additional bonds.

(b) All of the payments to the Sinking Fund for both first and second lien bonds are currently being made in full as required.

(c) A firm of independent certified public accountants shall have certified that based on net revenues for a period of 12 full consecutive calendar months out of 18 consecutive calendar months preceding the month of adoption of the proceedings for the issuance of such additional bonds, the debt service coverage ratio for each full Sinking Fund year subsequent to issuance of the proposed additional bonds shall not be less than 1.10.

(d) If such proposed additional bonds are issued to finance a capital project, the Authority shall have received a report of the Consulting Engineers setting forth the description of the project and projected future debt service coverage ratios.

(e) All procedures relating to authorization of additional bonds and subsequent validation proceedings are followed.

# ANNUAL DEBT SERVICE REQUIREMENTS

Debt service requirements on the Water and Sewerage Authority Revenue Bonds, Series 2016A, 2019, and 2020 are as follows:

| Bond Year Ending December 31 | Second Lien | | |
|---|---|---|---|
| | Debt Service Requirements 2016A | Debt Service Requirements 2019 | Debt Service Requirements 2020 |
| 2026 | 15,988,991 | 16,690,000 | 8,290,795 |
| 2027 | 15,987,027 | 16,688,250 | 8,293,295 |
| 2028 | 15,990,752 | 15,287,250 | 8,290,045 |
| 2029 | – | 18,065,250 | 8,290,795 |
| 2030 | – | – | 8,289,795 |
| 2031 – 2035 | – | – | 41,451,025 |
| 2036 – 2040 | – | – | 41,452,248 |
| 2041 – 2045 | – | – | 41,460,780 |
| 2046 – 2050 | – | – | 41,455,170 |
| **Total** | **47,996,770** | **66,730,750** | **207,273,948** |

# AUDITED ANNUAL FINANCIAL STATEMENTS

The Financial Section of this Annual Comprehensive Financial Report contains the County's Financial Statements with related Independent Auditors' Report. The County also has separately issued financial statements for the Water and Sewerage Authority, with related Independent Auditors' Report. These statements are consistent with the financial statements contained in the Official Statements in compliance with SEC *Rule 15c2-12(b)(5)(i)(A) and (B)*.

# OTHER INFORMATION

Other relevant information is located in the Statistical Section of this Annual Report.

Gwinnett

# Gwinnett
COUNTY GOVERNMENT

Gwinnett Justice & Administration Center
75 Langley Drive | Lawrenceville, Georgia
**GwinnettCounty.com**

The County maintains several online resources to provide residents and businesses with detailed information about Gwinnett's financial operations.

Visit the Citizen Finance Guide to learn more.

Guide to the Budget

Where Your Property Taxes Go

SPLOST

Financial Reports: Archive

**PREPARED BY:**
Department of Financial Services

**EDITING, LAYOUT, DESIGN, & PHOTOGRAPHS:**
Communications Department

**CREATED:**
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*We would like to express our appreciation to department directors and elected officials, Financial Services staff, Communications staff, and staff members in other departments for their exceptional contributions to the preparation of this document.*

Questions about this document?
Contact the Department of Financial Services at 770.822.7850