

## Chapter 12: Priority Investment Element

### 12.1 Vision Statement

*“The Priority Investment Element of the Comprehensive Plan serves to identify the likely funds available for public infrastructure and recommends projects for expenditure.”*

The 2007 South Carolina Priority Investment Act requires that local Comprehensive Plans include a Priority Investment Element. The Priority Investment Element addresses the coordination of major capital improvements as well as intergovernmental coordination, and provides direction for implementing many of the recommended strategies described in other elements of this plan. The element must also discuss potential methods of funding for the projects, considering all likely federal, state, and local sources. The Priority Investment Act encourages local jurisdictions to examine their future need for capital improvements and public facilities and their likely ability to finance those public facilities over a five-year horizon. The purpose of the Priority Investment Element is to encourage more long-term thinking about public facility needs and financing and to encourage greater intergovernmental planning and coordination.

### 12.2 Public Policy

Greenwood County, as well as each local government within the County, is responsible for public services which are planned, developed, and managed through public dollars. Property taxes, fees, and assessments provide the bulk of the funds that local governments have available to provide these services. Many times there are more capital projects than there is enough money to meet the needs of the community. Therefore, local governments must be frugal with identifying a project's need as well as the overall benefit the project provides based on the cost: essentially merging the planning and financing functions together for the community's best interest.

### 12.3 Capital Improvements Program

A Capital Improvement Plan (CIP) is an important tool in the efforts made by local government to guide and sustain positive growth in Greenwood County. When combined with the Comprehensive Plan, the CIP forms a framework for implementing recommended changes in a fiscally responsible manner, providing the basis for multiyear scheduling of public physical improvements. The South Carolina Code of Laws (S.C. Code § 4-9-140) allows for the creation of Capital Improvement Programs for local planning efforts.

A CIP is developed through identification of needs over a five year period. Costs are determined for the project as well as the overall timeline for completion and payment for the project. The projects are ranked in order of overall public need to identify funding priority. With these priorities determined, funding opportunities are outlined. The capital planning process identifies needs, implementation strategies and funding sources over a multiyear schedule so that budgeting and funding cycles are not disrupted due to an overwhelmingly large budget need in a given year.

Typically the CIP is developed within the local government staff, either through the administration or combination of planning and financing departments. Once developed, the CIP is reviewed by the Planning Commission which makes a recommendation to the County and City Councils for adoption.

A Capital Improvement is defined as a major, nonrecurring expenditure that includes one or more of the five main categories. In order to plan for the proper timing and amount of expenditures, the CIP is based on current population numbers and the projected population growth. As the growth of the local population increases, so too should the services provided to the citizens. The primary focus of a needs assessment for capital projects is through the analysis of growth trends in the local population.

### 12.4. Funding Mechanisms

Once projects are determined, the next step in the process is to determine the best way to fund the purchase or construction of the capital item. There are various ways to fund capital improvement projects in South Carolina:

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- *Current revenue (pay-as-you-go)* – Pay-as-you-go is the financing of improvements from current revenues such as general taxation, fees, service charges, special funds, or special assessments.
- *Revenue funds* – Revenue funds are monies collected in advance of construction of a project which have been accumulated from surplus or earmarked operational revenues, funds in depreciation reserves, or the sale of capital assets.
- *General obligation bonds* – Bonds may be issued for a specific construction project with the local government pledged to pay interest and principal to retire the debt.
- *Revenue bonds* – These types of bonds are sold for revenue and financed through service charges or fees incurred from the development of the project.
- *Lease-purchase* – This option allows for local governments to enter into a lease for a specified period of time until the government has utilized the item or the government pays for the full value.
- *Authorities and special districts* – Special districts allow for the raising of revenue based on the use of the future project by a specified geographic area.
- *Special assessments* – Special assessments may be utilized for properties that have a direct benefit of the service provided by a capital project. Examples of this type of funding would be hospitality and accommodations taxes.
- *State and federal grants* – Grant funding for many projects is available through state, federal and private grant procedures that typically require a competitive application process.
- *Tax increment financing (TIF)* – TIF can be used to provide front-end funds in an area where large-scale redevelopment is feasible.
- *User fees* – User fees may be utilized or increased in order to offset costs that will be incurred through upgrades or new construction of capital facilities.
- *Impact fees and exactions* – Impact fees and exactions are used to exact additional charges and fees from land development to help pay for capital improvements. These fees are placed into a special fund for system-wide capital facilities and are determined by fiscal impact analysis on the future demand a proposed development will have on the local infrastructure system.

Ultimately, Greenwood County and City Councils are responsible for determining the most viable option for funding of a particular item. Much discussion and research is involved in identifying the best funding source of a necessary community project. However, there are some options that are potential sources for additional funding. While it is anticipated that the majority of local government funding sources for capital improvements will continue to be the same as in the past, local governments will need to be innovative and proactive in seeking new funding opportunities, especially those funding sources that bring in revenues from outside the city and county.

- *Hospitality Tax* – This is a tax on dining and beverages that helps fund special projects and general operations. The City of Greenwood currently has an hospitality tax of 2% that funds primarily the City Center Master Plan such as improvements to Maxwell Avenue, Long Alley, South Main Street gateway, Oregon Avenue, Main Street crosswalks, the Greenwood Library, Arts Center Courtyard and Theatre and Museum renovations. In 2009, the City of Greenwood received \$1.27 million from this source.
- *Accommodations Tax* – This is a tax on lodging that is restricted by state statute and may only be used for tourism-related projects. Both the City of Greenwood and Greenwood County currently have an accommodations tax of 3% and the State has identified 2% beyond this. The 3% local

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accommodations tax is utilized to fund the Greenwood Visitor's and Tourism Bureau. In 2010, the City of Greenwood received \$155,500 and Greenwood County received \$76,156 from this tax. The State's portion is collected by the State and remitted back to the City and County. Both the city and the county distribute funds to applicable tourism organizations on an application approval basis approved by County or City Council and a Council-appointed Accommodations Tax Advisory Committee to support festivals and other activities that encourage tourism activity. Historically these funds have been distributed to organizations such as the Festival of Flowers, Festival of Discovery, Museum, Theatre, and Arts Council. In 2009 the total amount of State Accommodations Tax remitted back to the City was \$118,000 with about \$62,000 of that being designated for festivals and activities in the City.

- *Guide Share* – Federal funding for transportation projects guided through a regional metropolitan planning organization if one was to be established for the Greenwood Area Transportation Study (GWATS) area.
- *Enhancements* – Federal funding for transportation enhancements, such as bicycle and pedestrian treatments, guided through the South Carolina Department of Transportation.
- *C-Funds* – State gas tax funds allocated to counties for transportation improvements. In FY2010, Greenwood County received nearly \$1.1 million for use by the Greenwood County Transportation Committee for roadway improvements for the county and its local governments.
- *Upper Savannah Bonding Program* – A transportation funding program operated through Upper Savannah Council of Governments for major improvements in the region.
- *South Carolina Infrastructure Bank* – The State bank assists in loans and financing for major infrastructure and transportation facilities.
- *Penny or Half Cent Sales Tax* – An additional sales tax which can be used to fund special projects for infrastructure and capital projects.
- *American Recovery and Reinvestment Act* – The American Recovery and Reinvestment Act contains a number of competitive grants to State and local governments.
- *Impact Fee Revenues* – Impact fees are assessments that are made traditionally when development occurs. As development begins to increase, funds would be provided to offset any service lag from this new development.
- *Municipal Improvement Districts* – A municipal improvement district could be used as a means to pay for additional capital improvements. Municipal Improvement District assessments can be applied by the City to commercial properties and can potentially be used in redevelopment areas. Municipal Improvement Districts may be used on residential parcels as well, with the consent of the property owner.
- *Tax Increment Financing (TIF) Districts* – TIFs are typically established for areas that are in need of development or redevelopment where additional capital projects are needed or encouraged. This funding mechanism is especially useful in downtown areas or mixed use districts.
- *Special Tax District* – This is an option widely used in both the City and County for sewer improvements for subdivisions and other special areas. An additional annual tax is levied on property for a special purpose where individual property owners are elected to a commission to oversee the spending of these funds.

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## 12.5 Greenwood County Capital Improvement Program (FY 2011 to FY 2015)

Each year during the annual budget cycle, Greenwood County updates their Capital Improvement Plan (CIP) for their long-range budgeting process. This advanced planning allows for the County to efficiently use public monies in a strategic manner. By placing funds on a timeframe, cost savings are maximized.

There are five categories identified in the 2004 Greenwood County CIP:

**Figure 12-1 CIP Categories**

1. Any acquisition of land for a public purpose;
2. Any construction of a new facility or an addition to, or extension of, such facility;
3. A nonrecurring rehabilitation or major repair of all or a part of a building, its grounds, or a facility, or of equipment, provided that the cost is \$25,000 or more and the improvement will have a useful life of 10 years or more;
4. Purchase of major equipment totaling \$25,000 or more;
5. Any planning, feasibility, engineering, or design study related to an individual capital improvement project or to a program that is implemented through individual capital improvement projects.

*Source: Greenwood County Capital Improvement Program, 2004*

The Greenwood County CIP utilizes the population of the entire county rather than limiting the review to the unincorporated portion since many county services are provided within municipal limits.

The 2010 Greenwood County CIP proposal for Fiscal Years 2011 – 2015 identifies numerous capital expenditures in various areas of local government services. Services that are scheduled for capital expenditures include emergency medical services, fire services, lake management, planning, public safety, public works, sheriff, and buildings and grounds. Highlights in this five-year capital plan include nearly \$70.1 million in improvements ranging from facility upgrades and equipment purchases to long-range planning projects and feasibility studies.

Nearly 64% of the \$70.1 million is identified for special projects outlined for implementation through the Planning Department for park and open space improvements based on the 2009 County Parks and Open Space Master Plan. County Fire Services and Sheriff’s Department items account for nearly 20% of the total amount identified. Beyond this, the next largest individual expenditures include \$5.5 million for construction at the Greenwood County Detention Center for expansion and compliance issues and \$2.75 million for a Public Safety Division Center.

**Figure 12-2 Greenwood County CIP Budget by Department**

Department	Special Projects & Facilities	Equipment & Vehicles	Total Identified
Planning	\$44,821,000	\$0	\$44,821,000
County Fire Services	\$890,000	\$6,368,539	\$7,258,539
Sheriff’s Department	\$5,500,000	\$715,200	\$6,215,200
Public Safety	\$2,750,000	\$0	\$2,750,000
Solid Waste & Recycling	\$268,000	\$2,226,500	\$2,494,500

*Source: Greenwood County Treasurer’s Office, 2010.*

**Figure 12-3 Greenwood County Debt Limit**

Jurisdiction	Total Assessed Value of Property	State Limit	Debt Limit
Greenwood County	\$250,768,578	8%	\$7,297,800

*Source: Greenwood County Treasurer’s Office, June 30, 2010.*

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Figure 12-4 Five Year Capital Improvement Plan (Special Projects and Facilities)

Department/Description	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015
<b>Road Improvements</b>	<b>44,000</b>				
Highway 225 Project (Match)	44,000				
<b>Sheriff's Department</b>	<b>5,500,000</b>				
Detention Center Construction & Related	5,500,000				
<b>County Fire Services</b>	<b>890,000</b>				
Town of Ninety Six Fire Station	325,000				
Eddy Road Fire Station	275,000				
Highway 25 North Fire Station	275,000				
Site Acquisition for Bradley Area	15,000				
<b>Public Safety</b>				<b>2,750,000</b>	
Public Safety Division Center				2,750,000	
<b>Radio Shop</b>					<b>250,000</b>
Radio Shop Building					250,000
<b>Courthouse Renovations</b>	<b>27,000</b>	<b>180,000</b>	<b>120,000</b>	<b>30,000</b>	<b>400,000</b>
Lighting & Air Lock Renovation	27,000				
Elevator, Lighting and Safety		180,000			
Ceiling, Lighting and Sidewalks			120,000		
Courtroom Improvements				30,000	
Reroof					400,000
<b>Building/Grounds Maintenance</b>	<b>524,500</b>	<b>385,000</b>		<b>220,000</b>	
County Building Improvements & Renovation	336,000				
Brewer Complex Plumbing and Electrical	125,000				
Park Plaza Parking Lot Rehab	45,000				
DSS Building Roof Project	18,500				
Courthouse Parking Lot Construction		210,000			
Health Department Reroof		150,000			
Law Enforcement Center Parking Lot		25,000			
Park Plaza Reroof				220,000	
<b>Lake Management</b>	<b>15,000</b>	<b>25,000</b>	<b>60,000</b>		
Shed at Spray Shed Road Maint. Area	15,000				
Float Dock at Spray Shed Road Maint. Area		25,000			
Shed at Buzzard Roost Dam			15,000		
Boat Dock at Buzzard Roost Ramp			45,000		
<b>Emergency Medical Services</b>	<b>150,000</b>				
Bucklelevel Road EMS Station	150,000				
<b>Planning</b>		<b>30,134,000</b>	<b>85,000</b>	<b>77,000</b>	<b>14,525,000</b>
Park/Trail Standardization & Signage Guide		25,000			
Greenwood Recreation Center Master Plan		25,000			
West Cambridge Trail Ext, Phase 1		80,000			
Cokesbury & RL Stevens Master Plan		30,000			
District Park Acquisition & Development		25,000,000			
Cokesbury Park Acquisition & Development		300,000			
Magnolia Park Improvements		3,000			
Fox Boozer Park Improvements		103,000			
Recreation Center Mast Plan Implementation		4,500,000			
RL Stevens Park Improvements		58,000			
Rock Creek Trail Connector		10,000			
Ware Shoals Park & Young Park Improvements			10,000		
Rock Creek Hiking Trail Extension			40,000		
Johnny Williams Park Improvements			35,000		
Brewer Recreation Center Improvements				37,000	
Ninety Six Park & Stockman Park Improvements				40,000	
Mathews Mill Park					225,000
Parkland Nature Park					1,800,000
Buzzard Roost Park					12,500,000
<b>Parks and Recreation</b>	<b>831,500</b>				
Farmer's Market Relocation	100,000				
Humane Society/Animal Control Facility Relocation	500,000				
Wilbanks Sports Complex Site Work	231,500				
<b>Solid Waste and Landfill</b>	<b>268,000</b>				
Wash Pad/Concrete Pads	68,000				
Heavy Equipment Maintenance Building	200,000				
<b>Information Technology</b>	<b>900,000</b>				
Tax System and Accounting Software	900,000				
<b>Total Governmental Funds Needed</b>	<b>\$9,150,000</b>	<b>\$30,724,000</b>	<b>\$265,000</b>	<b>\$3,077,000</b>	<b>\$15,175,000</b>

Source: Greenwood County Treasurer's Office, 2010.

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**Figure 12-5 Five Year Capital Improvement Plan (Equipment and Vehicles)**

Department/Description	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015
<b>Sheriff's Office</b>		<b>178,800</b>	<b>178,800</b>	<b>178,800</b>	<b>178,800</b>
Patrol Cars & Related Equipment		178,800	178,800	178,800	178,800
<b>County Fire Services</b>		<b>2,845,231</b>	<b>1,154,754</b>	<b>1,386,754</b>	<b>981,800</b>
Brush Trucks with Skid Unit		203,631	135,754	135,754	
Emergency Rescue / Services Apparatus		910,600	231,000	463,000	
Firefighting Pumper Apparatus		1,182,000	788,000	788,000	394,000
Pumper/Ladder Fire Truck		549,000			587,800
<b>Emergency Preparedness</b>	<b>28,000</b>				
Vehicle	28,000				
<b>Radio Shop</b>		<b>30,000</b>		<b>25,000</b>	
Bucket Truck		30,000			
Vehicle				25,000	
<b>Road Maintenance</b>		<b>513,400</b>	<b>261,800</b>	<b>248,400</b>	<b>156,000</b>
Road/Shoulder Maintenance		73,000			
Loader/Backhoe		75,000	84,700		
Trucks		57,750		95,450	
Dump Trucks		249,900	177,100	123,050	
Mowing Equipment		57,750			
Tractor/Bush Hog				29,900	
Motor Grader					156,000
<b>Lake Management</b>	<b>50,000</b>				<b>25,000</b>
Tractor	50,000				
Spray Boat					25,000
<b>911 Emergency Communications</b>	<b>100,000</b>	<b>100,000</b>	<b>130,000</b>		
Software Systems/Upgrades	100,000	30,000	115,000		
Computer Systems		70,000	15,000		
<b>Emergency Medical Services</b>	<b>160,000</b>	<b>327,000</b>	<b>230,000</b>		
Ambulance Remount	160,000	80,000			
Ambulance Purchase		222,000	230,000		
Vehicle		25,000			
<b>Solid Waste and Landfill</b>	<b>425,000</b>	<b>1,091,000</b>	<b>162,000</b>	<b>147,000</b>	<b>26,000</b>
Dozer	200,000				
Trucks	180,000			26,000	26,000
Compactor Wheels	45,000				
Compactor		580,000			
Mulcher		27,000			
Excavator		220,000			
Roll-off Trucks		154,000	162,000		
Stationary Waste Compactors		110,000			
Motor Grader				121,000	
<b>Recycling</b>	<b>55,000</b>	<b>76,000</b>	<b>85,500</b>	<b>79,000</b>	<b>80,000</b>
Recycling Truck	55,000	76,000		79,000	80,000
Horizontal Baler			85,500		
<b>Total Governmental Funds Needed</b>	<b>\$818,000</b>	<b>\$5,161,431</b>	<b>\$2,202,854</b>	<b>\$2,064,954</b>	<b>\$1,447,600</b>

Source: Greenwood County Treasurer's Office, 2010.

**Figure 12-6 Five Year Capital Improvement Plan (Total)**

Description	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015
Special Projects and Facilities	\$9,150,000	\$30,724,000	\$265,000	\$3,077,000	\$15,175,000
Equipment and Vehicles	\$818,000	\$5,161,431	\$2,202,854	\$2,064,954	\$1,447,600
<b>Total Governmental Funds Needed</b>	<b>\$9,968,000</b>	<b>\$35,885,431</b>	<b>\$2,467,854</b>	<b>\$5,141,954</b>	<b>\$16,622,600</b>

Source: Greenwood County Treasurer's Office, 2010.

## 12.6 City of Greenwood Capital Improvement Program (FY 2011 to FY 2015)

The City of Greenwood identifies their capital projects on a continual basis as new projects are identified and implemented. This fiscal planning allows for the City to efficiently use public monies in a strategic manner and allocate projects by cost across a timeframe. This provides for an even cost ratio between each of the budget years.

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The City of Greenwood CIP utilizes the population of the municipality. The CIP proposal for Fiscal Years 2011 – 2015 identifies numerous capital expenditures. Projects identified range from improvements to the Uptown area to stormwater improvements to a new fire station. This five-year capital plan includes more than \$7.1 million in improvements.

More than 26% of the \$7.1 million is identified for special projects for the Uptown area with \$1 million each for a new fire station, stormwater improvements and brownfield cleanup and redevelopment. Road paving projects are estimated at close to \$1 million over the next five years.

**Figure 12-7 Five Year Capital Improvement Plan (Special Projects and Facilities)**

Project Description	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015
Farmer's Market and Railroad Museum	50,000	500,000	500,000		
Fire Station 4					1,000,000
Stormwater Improvements		600,000	400,000		
Brownfield Clean Up/Redevelopment		500,000	500,000		
Road Paving Projects	185,000	200,000	200,000	200,000	200,000
S Greenwood Green Space (Foundry Road Site)			500,000	200,000	
Edgefield/Main Corridor Plan	10,000	60,000	70,000	80,000	90,000
Additional Parking in Uptown		190,000		100,000	
Uptown-Lander Streetscape Connections			70,000	80,000	90,000
New Storage Building			200,000		
Future Seaboard Project					100,000
Wireless in Uptown	75,000				
Oak Street Improvements		60,000			
Court Street Improvements	50,000				
Washington Street Improvements	50,000				
Marion Street Improvements	50,000				
<b>Total Governmental Funds Needed</b>	<b>\$470,000</b>	<b>\$2,110,000</b>	<b>\$2,440,000</b>	<b>\$660,000</b>	<b>\$1,480,000</b>

*Note: Many projects listed will be leveraged by grant funding from various sources.  
Source: City of Greenwood Administration Office, 2010.*

**Figure 12-8 City of Greenwood Debt Limit**

Jurisdiction	Total Assessed Value of Property	State Limit	Debt Limit
City of Greenwood	\$41,649,830	8%	\$3,331,986

*Source: City of Greenwood Treasurer's Office, June 30, 2010.*

## 12.7 Priority Investment Areas

An important part of the Priority Investment equation is location. Need is a driving force for public project improvements. However, location of a public investment can have a significant effect on the land use makeup and future development demand of a given area. For instance, a public athletic complex placed on a major highway corridor will attract ancillary businesses and service retail to nearby areas. New water and sewer lines extended into a rural area will attract commercial and residential uses at high densities. Therefore, public projects must be guided to areas that currently have adequate infrastructure to handle the proposed service capacity or will have the ability to upgrade the service capacity within one to two years. A public project may look financially feasible at the outset. However, Greenwood County must be proactive in identifying the total cost to the community. For instance, locating a detention center on a large vacant property ten miles away from the center of the county may appear to be financially feasible. Once you evaluate the costs in transporting prisoners, travel costs of sheriff's officers, infrastructure costs and the like, the overall long-term feasibility of the proposal is not cost-efficient.

Another example includes outdated zoning codes that allow for and encourage high density residential housing in outlying areas underserved by public infrastructure and services. Residential development should be evaluated on the overall community costs which include extension of water and sewer lines, increased fire service, emergency medical service and police protection, increased enrollment in public schools, increased transportation usage and road maintenance costs, increased solid waste collection service and the like. In the equation, services utilized by the development must be compared to the taxes generated from the development in order to offset a net loss. If a loss is incurred, these expenses are

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borne by existing residential, commercial or industrial development. This relationship can be shown in the following equation:

$$\text{Cost Benefit} = \frac{\text{Net Benefit Received from the Proposed Development}}{\text{Net Cost of Service to the Proposed Development}}$$

Where: <1 = a net community loss  
1.0 = breakeven  
>1 = a net community gain

It is important to identify that full benefits and costs must be determined beyond direct numerical inputs. Affordable housing may have extensive costs to the community beyond the direct tax benefit from the development. However, inclusion of the benefit that affordable housing provides to attract an industrial workforce or to maintain a skilled workforce may outweigh the identified costs.

In the Land Use Element, areas were identified for future development potential. This was based upon existing infrastructure levels within the County. As future development is encouraged within these areas, so should public investment to mirror the growth and provide cost efficient service.

Tier 1 and Tier 2 areas identified in Figure 12-5 represent areas with the highest levels of existing infrastructure. Tier 1 areas are served or are within 2,500 feet of water and sewer infrastructure and public road improvements. Tier 2 areas are served by two of the three infrastructure levels.

Therefore, future public projects should be evaluated and prioritized based on the overall community cost benefit as well as encouraged in priority investment areas. The CIP process for all local governments should be modified to incorporate these two items in the scoring of projects within the prioritization phase.

In order for this process to be successful and for the community to receive the most benefit from the process, coordination between agencies must be better integrated. Public schools, local governments, state agencies, and public utilities would be best served to coordinate their long-range plans through a composite committee made up of representatives from each group or through a review procedure where multiple agencies can review and comment on future planning efforts prior to funding.

## 12.8 Intergovernmental Cooperation

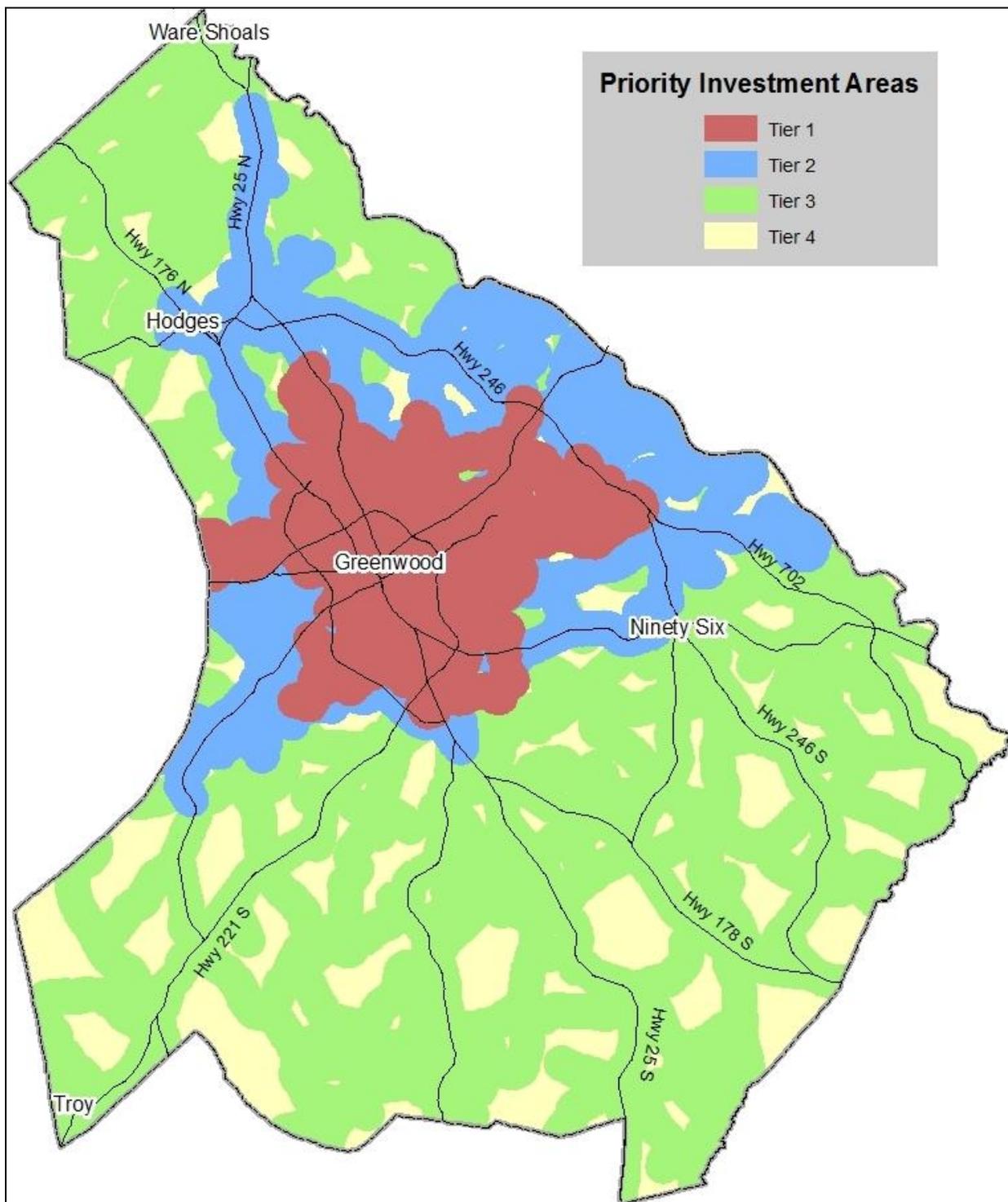
Greenwood County, for years, has worked closely with the city, towns and communities within the Lakelands across a range of issues. Partnerships between local governments in Greenwood County are a benefit that many take for granted, yet yield much cost-savings and better services to the average citizen.

For many years, land use policy has been reflective in a joint partnership between the City of Greenwood and Greenwood County. This history of collaboration is based on an intergovernmental agreement established in the early 1990s that provided for joint planning, engineering and building services across jurisdictional lines. This program has been a successful model for other local governments and provides the development community a level of continuity between jurisdictions. This partnership has also provided cost-savings to the property owner as there is not duplication of services. This partnership has also been extended to the Towns of Ninety Six and Ware Shoals who also participate in this program.

Many other examples of intergovernmental cooperation are seen between the City Detective Division which is housed in a portion of the Greenwood County Detention Center, service agreements between the City of Greenwood Fire Department and county fire services, mutual support of major projects such as the Greenwood County Library Main Branch, county-wide recycling service, and county-wide park maintenance and development.

The partnerships that have been forged and the cooperative nature of these organizations should be encouraged and continued into the future. Planning for future services and coordination of existing services should continue and be strengthened. With the councils of Greenwood County and the City of Greenwood agreeing to meet on a quarterly basis to discuss local matters, the benefits are immense.

Figure 12-9 Greenwood County Priority Investment Areas



*\*Note: Greenwood County does not have GIS data on Town of Ware Shoals water and sewer infrastructure and the future capacity of the Town may warrant development beyond the area identified here.  
Source: Greenwood County Planning Department, 2010.*

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The County will seek to coordinate major capital improvements with other nearby governmental jurisdictions where possible. Coordination may include techniques such as joint funding of capital improvements, shared use agreements, or shared maintenance or operations agreements. Coordination should also include consultation with relevant local government jurisdictions during the development of each Comprehensive Plan update and during the development of the annual Capital Improvements Program. Opportunities for shared uses, co-location of facilities, and land swaps between governmental entities should also be explored. Other relevant governmental agencies will be consulted in the planning stages as Greenwood County implements specific capital improvements, and the County will assist other local government agencies in the implementation of their CIPs so long as these are consistent with the County Comprehensive Plan.

Greenwood County will seek to coordinate the provision of public services with other local government jurisdictions where such coordination will provide cost savings and/or quality improvements. The County will also seek to coordinate the provision of public services and operations amongst its various departments. In other cases, such as emergency preparedness, coordination of local government with state agencies is essential to effective action. The County will continue to work with state, counties and local partners to enhance the effectiveness of services to the public.

## **12.9 Capital Improvements Plan Implementation and Funding Gap**

Before Greenwood County develops a major capital improvement, the County estimates the impacts of the continued operations and maintenance of the proposed facility or piece of equipment to the annual budget. Expansion of capital improvements is often associated with increased operations and long-term maintenance costs. This should be compared to the long-term maintenance costs of not replacing, maintaining or renovating an existing capital facility. In addition, some public service facilities need to be staffed on a part-time or full time basis which has long-term budgetary impacts to the County's general fund. The County intends to engage in forward-looking planning efforts to understand the long-term budgetary impacts of its planned capital improvements prior to engagement of construction of a project or purchase of equipment or land.

The projects identified within the CIP indicate that the needs of the County may exceed the ability of anticipated revenues to fund these needs. Developing or identifying additional sources of revenue would be an option the County could explore to fund the gap between anticipated revenue and the identified requests. The County should be proactive in determining the best funding source for implementation of these projects in advance of their proposed funding dates.

While the County should be able to fund a large portion of its growth-related infrastructure requirements from growth related revenue increases, this may not always be the case in the future. As traditional methods of infrastructure finance become less feasible, local governments have turned to methods that place more of the financial burden of growth-related infrastructure on developers and ultimately on the new residents moving to their community. Negotiated development exactions may be used in the development or annexation approval process to assist in funding infrastructure for public services to a new development. The assistance may come in one of several forms. The developer may provide land within the development for the location of a public facility such as a park, fire station or school.

Impacts fees are another option for alternative funding. Impact fees are similar to negotiated exactions in that the developer provides assistance in financing public infrastructure required to serve the new development. They differ from negotiated exactions in that they are not voluntary, but are instead imposed by the local government in a manner similar to other fees. The SC Development Impact Fee Act permits the assessment of fees on public facilities including water and wastewater, solid waste and recycling, roads, streets, bridges, storm water, public safety facilities, capital equipment over \$100,000, parks, libraries and recreational facilities.

## **12.10 Conclusion**

Community investment in services is a necessary government function. As growth continues, more services are required to meet the needs of the citizenry. As funding sources decline, priorities must be made to identify and prioritize projects that provide the most benefit. Investment should be directed in areas designated for future investment based on existing infrastructure and future demand.



# The Greenwood City/County Comprehensive Plan

## Goals, Objectives, and Strategies for Implementation

Goals/Objectives/Strategies	Accountable Agency	Time Frame for Completion
<b>Goal 12.1. – Identify Long Range Capital Project Needs in Relation to Funding</b>		
<b>Objective 12.1.1. Determine Needs Based on Adequate Services to the Public</b>		
<u>Strategy 12.1.1.1.</u> Provide an annual five-year CIP procedure in the annual budget process	Local Governments	Ongoing
<u>Strategy 12.1.1.2.</u> Monitor the capital needs of all departments and the overall needs of the County	Local Governments	On-going
<u>Strategy 12.1.1.3.</u> Identify and develop priorities to complete capital projects and achieve and maintain desired levels of service	Local Governments	2011
<u>Strategy 12.1.1.4.</u> Identify Total Cost in project planning	Local Governments	2011
<u>Strategy 12.1.1.5.</u> Use cost-benefit analysis in project planning to determine community loss and gain	Local Governments	2011
<u>Strategy 12.1.1.6.</u> Incorporate project review guidelines to give priority to projects in priority investment areas	Local Governments	2011
<b>Objective 12.1.2. Identify Funding Amounts and Sources for Implementation of Capital Projects</b>		
<u>Strategy 12.1.2.1.</u> Develop a comprehensive funding strategy to finance needed capital improvements and meet the Priority Investment Element	Local Governments	Ongoing
<u>Strategy 12.1.2.2.</u> Consider cost of maintenance and operation in all projects	Local Governments	Ongoing
<u>Strategy 12.1.2.3.</u> Consider the costs associated with deferred maintenance or postponement of capital project implementation	Local Governments	Ongoing
<u>Strategy 12.1.2.4.</u> Identify and pursue state and federal grants and other funding for capital improvements	Local Governments	Ongoing
<u>Strategy 12.1.2.5.</u> Consider local option sales tax, hospitality tax, accommodations tax impact fees, tax increment financing and negotiated development exactions as funding sources	Local Governments	Ongoing
<u>Strategy 12.1.2.6.</u> Identify alternative funding sources for project categories	Local Governments	Ongoing
<b>Objective 12.1.3. Implement Capital Project Plan</b>		
<u>Strategy 12.1.3.1.</u> Maintain a list of capital projects under construction or purchased	Local Governments	On-going
<u>Strategy 12.1.3.2.</u> Track the cost-savings of capital items implemented versus no action or deferred maintenance	Local Governments	2011
<u>Strategy 12.1.3.3.</u> Provide media information on large scale projects' construction status and opening schedules	Local Governments	2011
<b>Goal 12.2. – Collaborate with Other Local Governments and Agencies for Services</b>		
<b>Objective 12.2.1. Partner with Others for Cost-Savings and Efficiency</b>		
<u>Strategy 12.2.1.1.</u> Develop partnerships on a regional and countywide basis when appropriate	Local Governments	Ongoing
<u>Strategy 12.2.1.2.</u> Coordinate projects with all adjacent and relevant agencies and jurisdictions	Local Governments	2011
<u>Strategy 12.2.1.3.</u> Explore cost-savings opportunities with local governments	Local Governments	Ongoing
<u>Strategy 12.2.1.4.</u> Consider an interagency review committee in the review and approval process of facility planning	Local Governments	2011
<u>Strategy 12.2.1.5.</u> Explore joint funding of capital improvements, shared use agreements, and shared maintenance or operations agreements	Local Governments	Ongoing

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