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PRIORITY INVESTMENT

The *South Carolina Priority Investment Act (PIA)* was signed into law in May 2007. The PIA amends *Title 6, Chapter 29 of the South Carolina Code of Laws*, also known as the *South Carolina Local Government Comprehensive Planning Enabling Act of 1994*. The legislation introduced the two new elements of *Transportation and Priority Investment* to the comprehensive planning process for South Carolina local governments. The Priority Investment Element facilitates the coordination of major capital improvements and provides direction for implementing recommended strategies of the other Plan elements that call for capital improvements. The Priority Investment Element encourages local governments to examine future capital improvement needs, as well as identify planned funding sources for these improvements in the coming decade.

In addition to encouraging local governments to plan for long-term capital improvement needs and financing, the Priority Investment Element encourages stronger intergovernmental planning and coordination. Specifically, the legislation calls for comprehensive plans to include: *“a priority investment element that analyzes the likely federal, state, and local funds available for public infrastructure and facilities during the next ten years, and recommends the projects for expenditure of those funds during the next ten years for needed public infrastructure and facilities such as water, sewer, roads, and schools. The recommendation of those projects for public expenditure must be done through coordination with adjacent and relevant jurisdictions and agencies.”*



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11.1. INTERGOVERNMENTAL COORDINATION

While many of the public facilities in Greenwood County are owned and maintained by the County and the City of Greenwood, many others are owned and maintained by entities such as towns, the State of South Carolina, the Greenwood County School Districts, Piedmont Technical College, and private utility providers. Many improvements to capital facilities throughout the County have been and will continue to be accomplished through coordination and cooperation with a number of public and private entities.

The South Carolina Priority Investment Act requires that the recommendation of capital improvement projects requiring public expenditure be done through “*coordination with adjacent and relevant jurisdictions and agencies.*” The Act defines adjacent and relevant jurisdictions and agencies as “*those counties, municipalities, public service districts, school districts, public and private utilities, transportation agencies, and other public entities that are affected by or have planning authority over the public project.*” Such coordination in Greenwood County entails written notification by the City/County Planning Commission or staff to adjacent jurisdictions and relevant agencies of proposed projects and the opportunity to provide comment. Adjacent and relevant jurisdictions and agencies identified as providing public facilities or related services within Greenwood County are listed in Table 11-1.

FIGURE 11-1. ADJACENT AND RELEVANT JURISDICTIONS AND AGENCIES

JURISDICTION/AGENCY	CAPITAL IMPROVEMENT/PUBLIC FACILITIES/SERVICES
State of South Carolina	<ul style="list-style-type: none"> • SC Department of Transportation (SCDOT) - responsible for construction, road maintenance, and improvements for State and Federal roads; statewide transportation planning • SC Department of Parks, Recreation and Tourism (SCPRT) – funding for recreation facilities; management of Lake Greenwood State Park • SC Department of Commerce – competitive Community Development Block Grant awards (CDBG) for non-entitlements (Greenwood County, City of Greenwood and Towns) • SC Department of Health and Environmental Control (SCDHEC) – septic tank permitting, water and air quality permitting and management • SC Department of Natural Resources (SCDNR) – wildlife management areas • SC Emergency Management Division (SCEMD) – Statewide mutual aid agreement for catastrophic disaster response and recovery
Upper Savannah Council of Governments	<ul style="list-style-type: none"> • Regional transportation planning • Local government assistance • Upper Savannah Aging and Disability Resource Center • Upper Savannah SC Works Workforce System • Community development – infrastructure improvements and affordable housing programs • Grants writing and administration
Upstate SC Alliance	<ul style="list-style-type: none"> • Recruitment of capital investment and job creation in 10-county region that includes Greenwood County
Greenwood Partnership Alliance	<ul style="list-style-type: none"> • Public/private partnership focused on the creation and retention of jobs and economic growth in Greenwood County • Certified Sites program
Lander University	<ul style="list-style-type: none"> • 4-year, public institution of higher education offering undergraduate and graduate degree programs • Emergency Management agreement with the County
Piedmont Technical College	<ul style="list-style-type: none"> • Greenwood County campus of the 2-year institution of higher education that is part of the SC Technical College System
Piedmont Agency on Aging (PAOA)	<ul style="list-style-type: none"> • Leading subcontractor of services to senior citizens in Greenwood County • Operator of Lifetime Discoveries childcare center • Provider of congregate meals at sites in Greenwood and Ninety Six and Meals on Wheels • Operates transportation fleet for seniors to congregate meal sites, doctor’s offices, grocery stores, banks, and other critical locations



JURISDICTION/AGENCY	CAPITAL IMPROVEMENT/PUBLIC FACILITIES/SERVICES
Greenwood County School Districts 50, 51 and 52	<ul style="list-style-type: none"> • PreK-12 Public Schools • Adult Education • Career and vocational education
McCormick County Water and Sewer Department	<ul style="list-style-type: none"> • Provider of water service within the Town of Troy
Greenwood County YMCA	<ul style="list-style-type: none"> • Nonprofit provider of recreation programs and services in Greenwood County
Federal Energy Regulatory Commission	<ul style="list-style-type: none"> • Oversight for Lake Greenwood and the Buzzard Roost Dam
USDA Forestry Service	<ul style="list-style-type: none"> • Management of the Sumter National Forest
National Park Service	<ul style="list-style-type: none"> • Operates the Ninety Six National Historic Site
MUNICIPALITIES AND NEIGHBORING CITIES AND COUNTIES	
City of Greenwood	<ul style="list-style-type: none"> • Participating County municipality • Joint City-County Planning, Engineering and Building Departments • Provider of law enforcement and fire service in the City • Management of parks and recreation facilities in the City
Town of Hodges	<ul style="list-style-type: none"> • County municipality
Town of Ninety Six	<ul style="list-style-type: none"> • Participating County municipality • Provider of law enforcement in the Town
Town of Troy	<ul style="list-style-type: none"> • Participating County municipality
Town of Ware Shoals	<ul style="list-style-type: none"> • Participating County municipality • Provider of public water service and wastewater treatment in the Town and surrounding unincorporated area • Provider of law enforcement in the Town
Neighboring Counties	<ul style="list-style-type: none"> • Abbeville County • Edgefield County • Laurens County • McCormick County • Newberry County • Saluda County
PRIVATE ORGANIZATIONS AND AGENCIES	
Self Regional Medical Center	<ul style="list-style-type: none"> • Major healthcare provider and the County's only hospital • Comprehensive Wellness Works Health and Fitness Center
Greenwood Commissioners of Public Works	<ul style="list-style-type: none"> • Provider of water service in the City of Greenwood, the Town of Hodges, and some unincorporated areas of the County • Provider of electricity within the City of Greenwood • Provider of natural gas in Greenwood County and surrounding counties
Ninety Six Commission of Public Works	<ul style="list-style-type: none"> • Provider of public water service and wastewater treatment in the Town of Ninety Six and nearby unincorporated areas
Greenwood Metropolitan District	<ul style="list-style-type: none"> • Public service district providing wastewater treatment in the City of Greenwood and surrounding unincorporated areas
Duke Energy	<ul style="list-style-type: none"> • Provider of electricity in the unincorporated areas of the County and towns, except for the Flatwood Road area near Abbeville County
Little River Electric Cooperative	<ul style="list-style-type: none"> • Provider of electricity in the Flatwood Road area near the Abbeville County border
Santee Cooper	<ul style="list-style-type: none"> • Operator of the Buzzard Roost Dam power generation facility



11.2. CAPITAL IMPROVEMENTS

A *Capital Improvement Plan* (CIP) is an important tool available to local governments to guide and sustain positive growth. 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)* provides for the annual creation of a capital improvement budget and for the participation of the planning commission in the development of the capital improvement program.

The CIP identifies capital improvement needs over a five year period. A capital improvement involves a major, nonrecurring expenditure for long lived infrastructure facilities such as buildings, parks, land purchases, water facilities, sewers, and streets, as well as equipment like fire trucks, radios, police cars, telecommunications equipment, furniture and computers. Costs are estimated for each project as well as the overall timeline for completion. Projects are ranked in order of overall public need to identify funding priority and funding opportunities are identified. The capital planning process identifies needs, implementation strategies, and funding sources over a multiyear schedule to enable the local government to plan ahead for expenditures and to spread costs for expensive items over several years.

The CIP is developed by the local government staff and includes input from administration, as well as the finance and planning departments. To ensure that current and future needs are identified for the community, the CIP process includes development of a capital needs assessment that incorporates an analysis of recent and future population growth. Once developed, the CIP is reviewed and recommended by the Planning Commission to the County and City Councils for adoption.

11.2.1. GREENWOOD COUNTY CAPITAL IMPROVEMENT PROGRAM

Greenwood County updates their Capital Improvement Plan (CIP) each year during the annual budget cycle as part of the long-range budgeting process. The County assesses capital needs based on the population of the entire County, since many County services are provided within municipal limits as well as the unincorporated areas.

The 2017-2021 Greenwood County CIP identifies capital expenditures in a number of areas (Figure 11-2). Services that are currently scheduled for capital expenditures include detention center upgrades, courthouse modifications, expansion of the County garage, countywide oblique aerial photos, and a monument for the Hall of Heroes Plaza. The CIP also includes projects that will be funded through specifically allocated funds. Projects to be funded by the Lake Fund include a study of the topography under Lake Greenwood, a dock at Buzzard Roost, a water quality monitoring station, upgrades at the public ramp and access areas, riprap in several locations, and repair of the hydro discharge channel. A new Ware Shoals fire station will be funded through the Fire Fund and an EMS medic station through the EMS fund.



FIGURE 11-2. GREENWOOD COUNTY FIVE YEAR CAPITAL IMPROVEMENT PLAN*

CAPITAL IMPROVEMENTS BY DEPARTMENT	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
DETENTION CENTER					
Detention Center upgrades	15,000	331,000	55,000	---	---
ENGINEERING					
Courthouse modifications - Basement and 1st floor	---	35,000	---	---	---
GARAGE					
Garage building addition	---	120,000	---	---	---
IT					
Oblique aerial photos for entire county	---	120,000	---	---	---
VETERANS AFFAIRS					
Monument	25,000	---	---	---	---
GREENWOOD COUNTY AIRPORT - FUNDING TO BE PROVIDED BY AIRPORT IMPROVEMENT FUND					
Grant Match for Airport Capital Improvement Project	21,000	12,000	14,000	22,000	19,000
LAKE MANAGEMENT AND HYDRO - FUNDING TO BE PROVIDED BY LAKE FUND					
Upper Lake Greenwood Bathymetric Study	105,000	---	---	---	---
Buzzard Roost Dock	75,000	---	---	---	---
Water Quality Monitoring Station	55,000	---	---	---	---
Paving and Gravel at Public Ramp and 2 Access Areas	---	50,000	---	---	---
Riprap - County owned ramps and Sprayshed shoreline	---	---	11,000	21,000	---
Hydro discharge channel repair	412,000	---	---	---	---
Riprap at Dam	15,000	---	---	---	---
FUNDING TO BE PROVIDED BY FIRE FUND					
Ware Shoals Fire Station	400,000	---	---	---	---
FUNDING TO BE PROVIDED BY EMS FUND					
EMS Medic 10 Station	250,000	---	---	---	---

*2017 per adopted 2016-17 Budget, all other years are proposed
 SOURCE: GREENWOOD COUNTY, JUNE 2016

11.2.2. CITY OF GREENWOOD CAPITAL IMPROVEMENT PROGRAM

While the City of Greenwood does not currently have a capital improvement plan, a number of capital needs have been identified in the Capital Projects List (Figure 11-3). In addition, an expansion and upgrade of the Public Works City Shop is planned within the coming five years that would expand current bays or add new bays at an estimated cost of \$500,000 to \$1 million. Funding for this project is expected to come from capital improvement reserve funds or a general obligation bond.



NINETY SIX FIRE STATION - PROTOTYPE FOR THE PROPOSED WARE SHOALS FIRE STATION



11.3. PROPOSED CAPITAL PROJECT SALES TAX PLAN

Article 3, Section 4-1-300 of the South Carolina Code of Laws, commonly known as the Capital Project Sales Tax Act, outlines the procedures that a county must follow to levy a one percent tax on sales to fund capital related projects. Such a tax is subject to a public referendum and must be for specific purposes and for a limited amount of time. In November 2015, the Greenwood County Council began the process by creating a six member Capital Sales Tax Project (CPST) Commission, with members appointed by the County and City Councils. The Commission must consider all proposals for funding capital projects under this process and formulates the CPST referendum question that will appear on the ballot. All meetings of the Commission are open to the public. The scheduled date for the public referendum on the CPST is November 8, 2016.

Greenwood County voters have been supportive of the sales tax referendum process. A similar referendum was approved in November 2007 that funded the construction of the new Greenwood County Library and planned refurbishments at the Buzzard Roost Dam on Lake Greenwood. The five-year sales tax generated approximately \$43 million and ended on June 30, 2012.

The capital sales tax, also called a *penny tax*, has been adopted by a number of South Carolina counties as a key source of funding for capital projects. Through the process outlined in the State legislation, capital projects are identified and vetted, ensuring that they address important community needs. Funding is provided by residents and visitors to the County through an extra \$0.01 tax on items purchased within the County. As the economic center of the six-county region, a penny sales tax ensures that everyone who uses



County roads and shops in County businesses contributes to the needs of the community. This eases the burden on County taxpayers.

Advantages of the CPST program include: local tax dollars are kept and invested in Greenwood County; visitors and commuters to the County contribute to funding of projects through the sales tax; the tax is limited to a maximum period of eight years; selected projects reflect the needs of the County and municipalities; money raised through the CPST may only be spent on specific projects that are approved by the voters through the referendum; and the ballot question formed by the CPST Commission and placed before voters cannot be modified.

Five funding focus areas were established for the CPST: economic development, infrastructure, parks and recreation, public safety, and quality of life. A five-member committee was formed for each area, with members appointed based on knowledge of the subject area. Submissions for inclusion in the CPST were identified by the most appropriate subject area and sent to the appropriate subject area committee. The individual committees reviewed submissions and developed a recommended priority list for funding. The subject area recommendations were sent to the CPST Commission for review and consolidated into a detailed recommendation list of all capital projects that was sent to the City and County Councils to be added to the November referendum question. It is important to note that the projects included in the Capital Projects List have been carefully vetted and have been deemed important to the future of Greenwood County by the subject area committees and the CPST Commission. As such, if they are not funded through the CPST referendum, other sources of funding should be considered for these projects.

Per *Article 3, Section 4-1-300* of the *SC Code of Laws*, projects submitted for funding under the CPST by counties and municipalities may include:

- a. Highways, roads, streets, bridges, and public parking garages and related facilities;
- b. Courthouses, administration buildings, civic centers, hospitals, emergency medical facilities, police stations, fire stations, jails, correctional facilities, detention facilities, libraries, coliseums, educational facilities under the direction of an area commission for technical education, or any combination of these projects;
- c. Cultural, recreational, or historic facilities, or any combination of these facilities;
- d. Water, sewer, or water and sewer projects;
- e. Flood control projects and storm water management facilities;
- f. Beach access and beach renourishment;
- g. Jointly operated projects of the county, a municipality, special purpose district, and school district, or any combination of those entities, for the projects delineated in sub-items (a) through (f); and
- h. Any combination of the projects described in sub-items (a) through (g).

The 27 public infrastructure and facilities needs identified by Greenwood County in the Proposed 2016 Capital Project List are provided in Figure 11.3.



FIGURE 11.3. PROPOSED 2016 CAPITAL PROJECTS LIST

PROJECT	AMOUNT	JURISDICTION	PROJECT DESCRIPTION
Upstate Center for Manufacturing Excellence	\$6,099,696	County	Construction of the Upstate Center for Manufacturing Excellence on the campus of Piedmont Technical College
County-wide Park Improvements	\$5,578,754	County	Construction or improvement of public parks in Hodges and Troy, Grace Street Park, Emma Gaskins Magnolia Park and a new public park in the area of Foundry Road in Greenwood, bike and pedestrian trail improvements in and around the City of Greenwood and Ninety Six Town Park in Ninety Six
Public Safety Radio System	\$4,858,409	County	Implementation of a countywide public safety radio system
Benjamin E. Mays Site	\$646,592	City of Greenwood	Expansion of the Benjamin E. Mays Historical Site
Fire Service Master Plan	\$14,242,921	County	Implementation of the Fire Service Master Plan adopted by Greenwood County Council, including but not limited to, renovation and equipping of existing fire stations, construction and equipping of new fire stations, and construction of a public safety training facility
Lake Greenwood Master Plan	\$810,000	County	Implementation of the Lake Greenwood Master Plan to possibly include, but not be limited to, the construction of public access areas, restroom facilities and refuse collection facilities, and landscaping and signage at entry ways
Ware Shoals Sewer	\$1,569,339	Town of Ware Shoals	Replacement of certain sewer lines and the construction or refurbishment of a pump station in the area of the Carnell Bridge in Ware Shoals
Ninety Six Water	\$671,456	Town of Ninety Six	Replacement of water lines in the area of Pinehaven, Saluda and Wingard Streets in Ninety Six
Parks and Recreation Projects	\$10,723,817	County	Renovation and expansion of athletic facilities of Greenwood County, including but not limited to, Wilbanks Sports Complex in Greenwood, Young Park in Ware Shoals, and J.C. "Fox" Boozer Complex in Ninety Six
North Greenwood Industrial Park	\$8,456,666	County	Development of the North Greenwood Industrial Park
Ninety Six Storm Drainage	\$1,105,446	Town of Ninety Six	Replacement of the storm water drainage system in the area of the Ninety Six Mill Village
Promised Land Trail	\$66,236	County	Construction of a pedestrian trail in the Promised Land community
Cokesbury College Restrooms	\$33,163	County	Construction of restroom facilities at Cokesbury College
Brewer Center Renovation	\$27,636	City of Greenwood	Renovation of the Brewer Center in Greenwood
Law Enforcement Records Management	\$1,326,535	County	Purchase of a records management system for the Greenwood County Sheriff's Office and the Greenwood Police Department
Watershed Management Plan	\$1,747,000	County	Modeling and study of flooding within watersheds of Greenwood County
SC Highway 246 Improvements	\$11,942,770	County	Widening of SC Highway 246 from its intersection with US Highway 221 to Emerald Road
Katherine Hall Improvements	\$3,397,273	Town of Ware Shoals	Rehabilitation of Katherine Hall in Ware Shoals
Greenwood County Detention Center	\$429,939	County	Repair and maintenance of the Greenwood County Detention Center
Solicitor Case Management System	\$208,898	County	Purchase of a case management system for the Eighth Circuit Solicitor's Office
Greenwood Genetic Center Fiber Optic	\$358,283	City of Greenwood	Installation of fiber optic cable and related equipment on the campus of the Greenwood Genetic Center
Carolina Avenue Connector	\$2,447,774	City of Greenwood	Construction of the Carolina Avenue Connector, a new road with related infrastructure between South Main Street and the campus of the Greenwood Genetic Center on Liner Circle in Greenwood
Arts Center and Federal Building	\$685,987	City of Greenwood	Renovation of the Arts Center at the Federal Building in Greenwood, including but not limited to replacement of the roof and certain flooring and painting of the exterior
Railroad Historical Center	\$1,221,806	City of Greenwood	Construction of exhibition hall replicating former Southern Passenger Depot for the Railroad Historical Center
Greenwood Fire Department	\$1,468,664	City of Greenwood	Purchase of a platform fire truck and related equipment for the City of Greenwood Fire Department
Harris Landing Water Line	\$1,223,887	County	Placement of lines for water service and fire suppression in the Harris Landing area
US Highway 25 S Water Line	\$4,895,548	County	Placement of lines for water services and fire suppression in the US Highway 25 South area



11.4. FUNDING SOURCES

A number of public infrastructure and facilities needs have been identified for Greenwood County for the coming decade through the development of the required elements of the Comprehensive Plan, the County *Capital Improvement Plan*, and the *Capital Projects List*. These capital improvements include those that will be funded and accomplished by the County or its municipalities, as well as projects that will be funded and accomplished by other public and private entities such as the State of South Carolina through transportation funding, the Greenwood County School Districts, and local institutions of higher education. In today's challenging economic climate, Greenwood County and its municipalities must continue to be innovative and proactive in exploring new partnerships and funding sources to meet capital needs, while ensuring that the most critical needs are met.

Ultimately, the Greenwood County and City of Greenwood Councils are responsible for determining the most viable option for funding of a particular capital improvement. Extensive discussion and research is involved in identifying the best funding source for each necessary community project. There are a number of options available to fund capital improvement projects in South Carolina that include:

- *Current revenue (pay-as-you-go)* – the financing of improvements from current revenues such as general taxation, fees, service charges, special funds, or special assessments.
- *Revenue funds* – monies collected in advance of the construction of a project that have been accumulated from surplus or earmarked operational revenues, funds in depreciation reserves, or the sale of capital assets.
- *General obligation bonds* – bonds that may be issued for a specific construction project for which the local government has pledged to pay interest and principal to retire the debt.
- *Revenue bonds* – bonds that are sold for revenue and financed through service charges or fees incurred from the development of the project.
- *Lease-purchase* – enables 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* – mechanisms for raising revenue based on the use of the future project within a specified geographic area. This option is widely used in both the City and County for sewer improvements for subdivisions and other areas. An additional annual tax is levied on property for a special purpose, with individual property owners elected to a commission to oversee the spending of the funds.
- *Municipal Improvement Districts* – assessments can be applied by a city to commercial properties and could be used for redevelopment projects and on residential redevelopment as well, with the consent of the property owner.
- *Special assessments* – may be utilized for properties that have a direct benefit of the service provided by a capital project.
 - *Hospitality Tax* – applied to dining and beverage purchases to fund special projects and general operations. The City of Greenwood currently has a hospitality tax of 2% that recently funded the



construction of the \$2.5 million Farmer's Market and street improvements in the Riley/Magnolia area. Ongoing projects funded by the hospitality tax include operating support for the Arts Center, Community Theatre and Museum, along with façade upgrades to the Arcade in the Uptown district. The City of Greenwood received \$1.93 million in hospitality taxes in 2015.

- *Accommodations Tax* – applied to lodging, but may only be used for tourism-related projects per State law. Both the City of Greenwood and Greenwood County currently have an accommodations tax of 3%, with an additional 2% applied by the State. The 3% local accommodations tax is used to fund the Greenwood Visitor's and Tourism Bureau, while the 2% State portion is collected by the State and remitted back to cities and counties. In 2015, the City of Greenwood received \$190,784 and Greenwood County received \$122,929 in accommodations taxes. Both the City and the County distribute their accommodations tax funds to applicable tourism organizations to support festivals and other activities that encourage tourism. Applications for funding are considered and approved by County or City Council and a Council-appointed Accommodations Tax Advisory Committee. Historically these funds have been distributed to organizations such as the Festival of Flowers, Festival of Discovery, Museum, Theatre, and Arts Council. In 2015, \$136,411 in State Accommodations Tax was remitted back to the City, with approximately \$57,330 of the total designated for festivals and activities in the City.
- *Grants* – funding for many types of projects is available through state, federal, and private grants that typically include a competitive application process.
- *Tax Increment Financing (TIF)* – can be used to provide front-end funds in an area where large-scale redevelopment is feasible. This funding mechanism can be especially useful in downtown areas or mixed use districts.
- *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* – 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 that a proposed development will have on the local infrastructure system.
- *Guide Share* – a Federal program that provides funding for transportation projects that are administered through a regional metropolitan planning organization. The Greenwood Area Transportation Study (GWATS) area has future potential for this status.
- *Upper Savannah Bonding Program* – a transportation program administered by the Upper Savannah Council of Governments that provides funding for major improvements in the region.
- *South Carolina Infrastructure Bank* – provides assistance through loans and financing for major infrastructure and transportation facilities.
- *Capital Improvements Sales Tax (Penny Sales Tax)* – an additional sales tax that can be used to fund special projects for infrastructure and capital projects as detailed in Section 11.3.



11.5. TRANSPORTATION AND ROADS

Planning to meet current and future transportation needs is accomplished through programs at the state, regional and local levels in South Carolina. For Greenwood County, transportation planning and funding allocations are provided by the South Carolina Department of Transportation (SCDOT), the Upper Savannah Council of Governments (USCOG), and the Greenwood County Transportation Committee.

11.5.1. REGIONAL RURAL TRANSPORTATION PROGRAM

Roads and transportation-related facilities are a core resource for local governments. As the designated transportation agency for the Upper Savannah Region, the USCOG is responsible for carrying out the rural transportation planning process for Abbeville, Edgefield, Greenwood, Laurens, McCormick and Saluda Counties. As the designated transportation agency, the primary responsibilities of the USCOG are to:

- Develop a *Long Range Transportation Plan* (LRTP) to provide the 25-year transportation vision for the rural area;
- Develop a *Rural Planning Work Program* (RPWP), which identifies in a single document the annual transportation planning activities that are to be undertaken in support of the goals, objectives and actions established in the Long-Range Transportation Plan.

The primary transportation issues in Greenwood County as noted in the *2006 Long Range Multi-modal Transportation Plan* and detailed in the Greenwood County Transportation Element include:

- Seventeen bridges in need of attention, including replacement, widening and raising, maintenance repairs, and rehabilitation.
- Identification of five intersection and safety projects, with four additional projects recommended by SCDOT staff for inclusion in the upcoming LRTP update.
- Four improvement projects recommended based on increased travel demand.

Six projects are included in the 2015 Rural Planning Work Program (RPWP) for the Upper Savannah region and include the coordination and provision of transit related planning assistance to local governments, defining and prioritizing transportation improvement needs, consultation with local elected officials on transportation needs and priorities, implementation of the *Federal Moving Ahead for Progress in the 21st Century Act* (MAP-21), creation of a public involvement plan for use in planning for transportation projects, and update of the *Long Range Transportation Plan*. The budget for the 2015-2016 RWTP was \$210,800, of which \$170,000 was expected to be provided by SCDOT and \$40,800 by local match funding.

The *South Carolina Statewide Transportation Improvement Program* (STIP) is the State's six-year transportation improvement program for all projects or program areas receiving federal funding, including bridge replacements, congestion mitigation and air quality, interstate maintenance and upgrades, roadway resurfacing, safety, primary and secondary road system upgrades, transportation alternatives, and federal lands projects. The *2010-2015 Statewide Transportation Improvement Program* (STIP) for the Upper



Savannah region was most recently amended in March 2015. The STIP outlines a six-year program of federally funded transportation capital projects. Figure 9-14 in the Transportation Element lists 15 STIP Greenwood County projects, totaling \$2,603,000 for FY 2014, \$7,701,000 for FY 2015, and \$5,479,000 for FY 2016. These projects include engineering design, environmental analysis, right-of-way acquisition, and construction, as well as mass transit capital improvements for the Piedmont Agency on Aging and the Burton Center.

11.5.2. SCDOT TRANSPORTATION ALTERNATIVES PROGRAM

Greenwood County and its municipalities are eligible for transportation enhancement funding under the *Transportation Alternatives Program* (TAP) administered by SCDOT. TAP projects are federally-funded, community-based projects that provide opportunities for local governments to pursue non-traditional transportation related activities such as pedestrian and bicycle facilities and pedestrian streetscaping projects that might not otherwise be possible. TAP provides funding on a reimbursement basis as part of the Federal-aid Highway Program funded through the MAP-21 program. Transportation Alternatives funds generally account for 80% of the total project cost, with local governments required to provide a 20% match.

Available program funding from SCDOT is provided in three population-based divisions. Urbanized areas with a population of more than 200,000, also known as a Transportation Management Area (TMA), are eligible to compete for a share of \$2.94 million designated for urbanized areas of the State. Jurisdictions with populations less than 200,000 and greater than 5,000 have a designated funding pool of \$1.798 million. The SCDOT has designated \$2.549 million for areas with a population less than 5,000. Greenwood County and the City of Greenwood, with populations of 69,727 and 23,334, respectively, are currently eligible in the second category, while the County's towns are eligible under the third category.

Projects proposed by governmental bodies located in areas outside of Transportation Management Areas (TMAs) such as Greenwood County and its municipalities are considered under the statewide program, with distribution of funds determined by the SCDOT Commission. Such projects are limited to a maximum of \$400,000.

11.5.3. C-FUND ALLOCATION

At the local level, C-Funds are available for construction, improvements, or maintenance on the State highway system; local paving or improvements to county roads; street and traffic signs; and other road and bridge projects. Resurfacing, sidewalk construction, and drainage improvements may also be accomplished with C-Funds. C-Funds are derived from a statewide 2.66 cent per gallon user tax on gasoline sales that are deposited in the County Transportation Fund and allocated to the counties through a formula based on vehicles registered and miles of road within each county. At least 25% of the allocated C-Funds must be spent on SC DOT roads. Each county has a *County Transportation Committee* with its members appointed by the county legislative delegation. The Greenwood County Transportation Committee has the authority to decide which transportation projects will be funded. The C-Fund apportionment for Greenwood County was \$1.03 million in FY 2016. In 2016, SCDOT also appropriated a one-time apportionment of nearly \$3.3 million for required spending on secondary roads in Greenwood County.



11.6. PUBLIC K-12 SCHOOLS AND HIGHER EDUCATION INSTITUTIONS

Public infrastructure and facilities needs related to education are addressed by public and private entities including the three Greenwood County school districts, Lander University and Piedmont Technical College.

Greenwood School District 50 has directed the majority of its capital facility funds to the upgrade and improvement of existing facilities. The School District is nearing completion of a three-phase District Capital Improvement Plan to address its long-range needs and assess the need for new facilities. Construction was launched in 2001 for three middle schools to replace two aging buildings. Of the nine elementary schools, six were renovated with major improvements and three were constructed on new sites. Both high schools are also scheduled to add new tennis courts in the next few years. Based on current growth rates, the District projects a need for 15 to 25 additional classrooms over the next twenty years.

In *Greenwood School District 51*, long-range plans are in the preliminary stages, while the District works with the State Board of Education to develop student enrollment projections. Facility plans for the next twenty years will focus on upgrades and maintenance to existing facilities. However, the feasibility and cost-effectiveness of facility renovations to older structures must be weighed with respect to the construction of new facilities. A strategic plan for the reuse of any obsolete structures should accompany the construction of replacement facilities.

Greenwood School District 52 recently replaced the original Edgewood Middle School with a new middle school facility. Further study is underway to assess the feasibility and need for a future elementary school to accommodate 375 to 700 students. The community needs assessment will also determine the future use and adaptability of the structures and sites of these vacated facilities.

The *2011 Lander University Campus Master Plan* is a 10-year plan that is organized in three phases. The first phase was completed in 2014 and included construction of a residence hall and campus gateway. Phase II is scheduled for 2014-2018 and includes construction of the Athenaeum (University/Student Center), a 500-700 bed residence hall, a new student wellness center, new academic buildings as determined by feasibility studies, and demolition of obsolete buildings. Phase III is planned for 2018 to 2025 and will include construction of new academic buildings as determined by earlier feasibility studies and demolition of obsolete buildings.

In addition to ongoing maintenance needs for capital facilities, *Piedmont Technical College* has several capital projects planned over the next five years. PTC's top priority is the construction of the new Upstate Center for Manufacturing Excellence planned for FY 2017-2018 at an estimated cost of \$12,305,000 that will consolidate and replace current facilities. Additional projects include the renovation of two former Industrial shop buildings to create an HVAC Training Center planned for FY 2018-2019 at an estimated cost of \$1.25 million, renovation of the James C. Self Conference Center planned for FY 2018-2019 at an estimated cost of \$1.3 million, and construction of an Ammonia Training Facility planned for FY 2019-2020 at an estimated cost of \$2.5 million. Much of the funding for these projects is expected to come from State Appropriation Funding, which requires a 20% match. Nearly \$6.1 million for the Upstate Center for Manufacturing Excellence is also included in the County's Capital Projects List (Figure 11-3).



11.7. PRIORITY INVESTMENT AREAS

Location is an important component of the priority investment equation. Need is a driving force for public project improvements. However, location of a public investment can have a significant impact on the types of land use and the future development demand in an area. For instance, a public athletic complex placed on a major highway corridor will attract ancillary businesses and service retail to nearby areas. Similarly, when new water and sewer lines are extended into rural areas they become more attractive for commercial and industrial development, as well as higher density residential development.

To encourage sustainable growth, public projects should be guided to areas that have adequate infrastructure to handle the proposed service capacity, or that will be able to upgrade service capacity within one to two years. It is critical that Greenwood County be proactive in identifying the total cost of all proposed public projects. For example, the location of a new detention center on a large vacant property ten miles away from the center of the County may seem financially feasible due to lower land costs and availability. However, a location far from existing County facilities and infrastructure can create additional costs in transporting prisoners and travel costs for personnel. Extension of water and sewer lines to serve a remote site may not be cost-effective in the long-term.

Outdated zoning codes that allow for and encourage high density residential housing in outlying areas can generate considerable community costs for public infrastructure and services. Residential development proposals should be evaluated on the overall costs to the community to include the extension of water and sewer lines; expanded service areas for fire, EMS, and police protection; increased enrollment in public schools; increased road usage and maintenance costs; and expanded solid waste collection service areas. Services to be utilized by the proposed development must be comparable to the taxes generated from the development in order to offset a net loss. If a loss is incurred to support new development, existing residences and commercial and industrial development must often make up the difference. This relationship is quantified 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: < 1.0 = a net community loss
1.0 = breakeven
> 1.0 = a net community gain

It is important that full benefits and costs are determined beyond direct numerical inputs. Affordable housing may have extensive costs to the community beyond the direct tax benefit from the development. However, consideration of the economic benefit that affordable housing provides in attracting and maintaining a skilled workforce may outweigh the identified costs.

The Land Use Element identified areas of future development potential based on proximity to existing critical infrastructure including water and sewer service and public roads. Tier 1 and Tier 2 areas identified in Figure 11-4 represent areas with the highest levels of access to existing infrastructure. Tier 1 areas are served or are within 2,500 feet of water and sewer infrastructure and public roads, while Tier 2 areas are served by two of the three infrastructure types. Future development within these areas must be supported with public investments to provide cost efficient services. Future public projects should be evaluated and prioritized based on a community cost-benefit analysis and encouraged in priority investment areas.



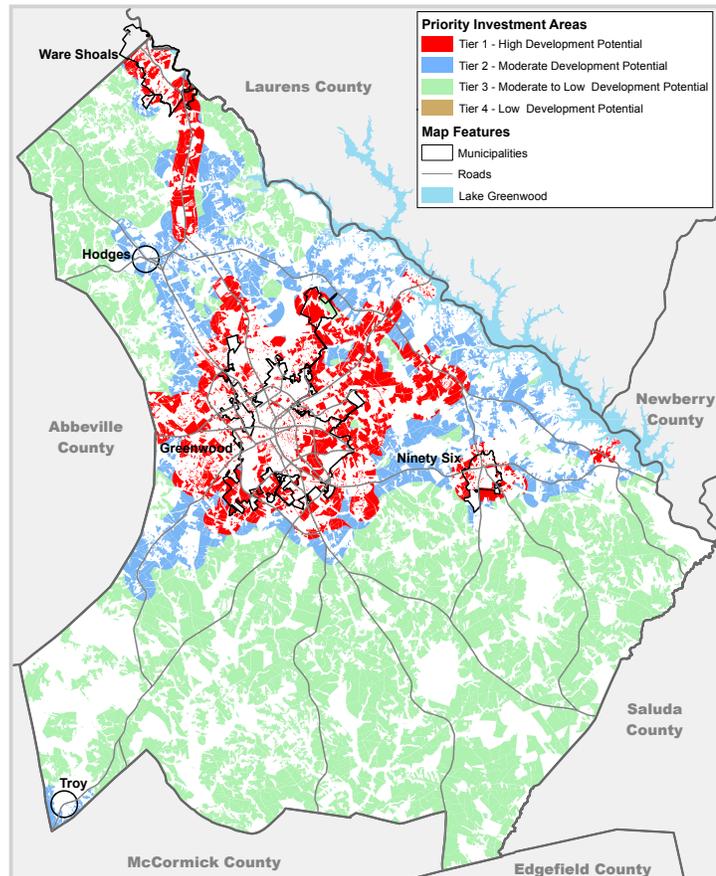
The CIP process for local governments in Greenwood County should incorporate these two development potential criteria in the scoring of projects during the prioritization phase.

To ensure the success of this process as well as optimum benefits for the community, coordination between agencies must be fully integrated. Coordination of public school, local government, state agency, and public utility long range plans can best be accomplished through the formation of a review committee that includes representatives from each of these groups, or through a review procedure that enables multiple agencies to review and comment on future planning efforts prior to funding.

Greenwood County will continue to coordinate major capital improvements with other nearby governmental jurisdictions where appropriate through mechanisms such as joint funding of capital improvements, shared use agreements, and shared maintenance or operations agreements. Coordination will also include consultation with relevant local government jurisdictions during the development of each Comprehensive Plan update and during the development of the annual Capital Improvement 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 as appropriate in the planning stages as Greenwood County implements specific capital improvements. The County will assist other local government agencies in the implementation of their CIPs when these projects are consistent with the City/County Comprehensive Plan.

Greenwood County will also seek to coordinate the provision of public services with other local governments, state agencies, and other local partners where such coordination will provide cost savings and/or quality improvements. For services such as emergency preparedness, coordination of local government efforts with state agencies is essential to effective action. The coordination of public services and operations will also be promoted internally among County departments.

FIGURE 11-4. GREENWOOD COUNTY PRIORITY INVESTMENT AREAS



SOURCE: GREENWOOD CITY/COUNTY PLANNING DEPARTMENT, JUNE 2016



11.8. 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 on the annual budget. Expansion of capital improvements is often associated with increased operations and long-term maintenance costs. However, these factors should be weighed against the long-term maintenance costs of not replacing, maintaining or renovating an existing facility. In addition, some public service facilities must be staffed on a part-time or full time basis, which can result in long-term budgetary impacts on the County's General Fund. The County intends to continue to carefully examine the long-term budgetary impacts of planned capital improvements prior to engagement of construction of a project or purchase of equipment or land.

The anticipated costs of the projects identified in the CIP may exceed the revenues needed to fund these capital projects. The County should proactively identify or explore development of additional sources of revenue to fund the gap between anticipated revenue and identified requests. While the County should be able to fund a large portion of its future growth-related infrastructure requirements from growth-related revenue increases, this may not always be the case. As traditional methods of infrastructure financing become less feasible, local governments have turned to methods that place more of the financial burden of growth-related infrastructure on developers and new residents moving into the community. Negotiated development exactions may be used in the development or annexation approval process to assist in funding infrastructure and public services for a new development. These development exactions can take several forms. One example of a commonly used measure is asking a developer to provide land within a large development for the location of a necessary public facility such as a park, fire station, or school.

Impact fees are another alternative funding option. Impact fees are similar to negotiated exactions in that the developer provides assistance in financing public infrastructure needed to serve the new development. However, impact fees differ from negotiated exactions in that they are not voluntary, but are instead consistently imposed by the local government in a manner similar to other fees. The *South Carolina 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, parks, libraries, recreational facilities, and capital equipment of more than \$100,000 in cost.

11.9. COORDINATION AND NOTIFICATION

Greenwood County has a rich history of working closely with the City of Greenwood and the towns and communities in the Lakelands on a range of issues. Partnerships among local governments in the County yield significant cost-savings and enhanced services for residents. For many years, local land use planning and policy has been conducted through a joint partnership between the City of Greenwood and Greenwood County. This collaboration is based on an intergovernmental agreement established in the early 1990s that established joint planning, engineering, and building services across jurisdictional lines. The partnership was later extended to include the Towns of Ninety Six and Ware Shoals. The successful program provides continuity to the development community in the permitting process and has served as a model for other local governments. The partnership has also resulted in savings in both time and money for developers and individual property owners through the consistent application of regulations and the elimination of service duplication.



Similar examples of intergovernmental cooperation include the location of the City Detective Division within the Greenwood County Detention Center, mutual aid agreements between the City of Greenwood Fire Department and County Fire Services, combined support of major projects such as the Greenwood County Library Main Branch, the county-wide recycling service, and development and maintenance of county-wide parks.

These partnerships and the cooperative nature of the intergovernmental relationships should be encouraged, strengthened, and continued into the future, as should coordination of additional existing services and planning for future services.

The success of the strong partnership between Greenwood County and the City of Greenwood is bolstered by regular combined quarterly meetings of both councils to discuss local matters of interest, a practice that produces substantial benefits for Greenwood County taxpayers.

GREENWOOD COUNTY LIBRARY MAIN BRANCH



As required by the provisions of the *South Carolina Priority Investment Act*, Greenwood County will notify and coordinate with adjacent jurisdictions and relevant agencies when recommending projects for the expenditure of funds for public infrastructure and facilities. The County consulted municipalities, adjacent jurisdictions, and relevant agencies throughout the development of the *Priority Investment Element* for Greenwood County (Figure 11-1). These consultations addressed the public capital facilities and past, current, and future capital facilities projects that currently serve or are planned to serve the residents and employers of Greenwood County. A draft of the *Priority Investment Element* was also sent to each identified jurisdiction and agency for review and comment prior to adoption. In addition, existing plans from other jurisdictions or agencies that impact the provision of capital facilities and related services for County residents were consulted and have been incorporated by reference in the appropriate elements of the Comprehensive Plan.

Members of the Transportation Element Committee and representatives from adjacent and relevant jurisdictions and agencies as identified in Figure 11-1 were included in the Priority Investment Element Committee. In addition to providing capital improvement programming and project details, committee members conducted the initial review and revision of the *Priority Investment Element*.

11.10. CONCLUSION

Community investment in quality public services is a necessary government function. As growth continues in Greenwood County, more services are required to meet the needs of the citizenry. As funding sources decline, priorities must be made to identify and prioritize local projects that provide the most benefit to the community. Investments should be directed not only to areas designated for future growth, but also to maintain existing capital facilities to meet current and projected demand.



11.11. GOALS, OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION

GOALS/OBJECTIVE/STRATEGIES	ACCOUNTABLE AGENCY	TIMEFRAME
GOAL 11.1. IDENTIFY AND PLAN FOR LONG RANGE CAPITAL PROJECT NEEDS		
OBJECTIVE 11.1.1. DETERMINE NEEDS BASED ON THE PROVISION OF ADEQUATE SERVICES		
<i>STRATEGY 11.1.1.1.</i>		
Continue to update the five-year CIP in conjunction with the annual budget process.	Local Governments	On-going
<i>STRATEGY 11.1.1.2.</i>		
Monitor the capital needs of all departments and the overall needs of the County.	Local Governments	On-going
<i>STRATEGY 11.1.1.3.</i>		
Identify and develop priorities to complete capital projects and achieve and maintain desired levels of service.	Local Governments	On-going
<i>STRATEGY 11.1.1.4.</i>		
Identify the total cost in planning for capital projects to include staffing, operation and maintenance.	Local Governments	On-going
<i>STRATEGY 11.1.1.5.</i>		
Utilize cost-benefit analysis in planning for capital projects to determine community loss and gain.	Local Governments	On-going
<i>STRATEGY 11.1.1.6.</i>		
Incorporate project review guidelines to give priority to projects in priority investment areas.	Local Governments	On-going
OBJECTIVE 11.1.2. ESTIMATE PROJECT COSTS AND IDENTIFY POSSIBLE FUNDING SOURCES FOR IMPLEMENTATION		
<i>STRATEGY 11.1.2.1.</i>		
Develop a comprehensive funding strategy to finance needed capital improvements and meet State Priority Investment requirements.	Local Governments	On-going
<i>STRATEGY 11.1.2.2.</i>		
Consider the cost of maintenance and operation in all capital projects.	Local Governments	On-going
<i>STRATEGY 11.1.2.3.</i>		
Consider the costs associated with deferred maintenance or postponement of capital project implementation.	Local Governments	On-going
<i>STRATEGY 11.1.2.4.</i>		
Explore the use of a local option sales tax, hospitality tax, accommodations tax, impact fees, tax increment financing, negotiated development exactions, and other alternatives for funding capital projects.	Local Governments	On-going
OBJECTIVE 11.1.3. CONTINUE TO EXPLORE AND EVALUATE ALTERNATIVE METHODS OF SECURING REVENUE AND LEVERAGING EXISTING FUNDS TO MEET PUBLIC INFRASTRUCTURE AND FACILITIES NEEDS		
<i>STRATEGY 11.1.3.1.</i>		
Seek additional funding opportunities from federal, state, and local granting agencies and private sources for needed public infrastructure and facilities needs.	Local Governments	On-going
<i>STRATEGY 11.1.3.2.</i>		
Leverage existing resources to provide matching funds for grant opportunities.	Local Governments	On-going
<i>STRATEGY 11.1.3.3.</i>		
Seek opportunities to partner with appropriate agencies and jurisdictions on grant and other funding opportunities to strengthen proposals and reduce overhead costs and duplication of effort.	Local Governments Relevant Agencies/Jurisdictions	On-going



GOALS/OBJECTIVE/STRATEGIES	ACCOUNTABLE AGENCY	TIMEFRAME
OBJECTIVE 11.1.4. IMPLEMENT A CAPITAL PROJECT PLAN		
<i>STRATEGY 11.1.4.1.</i>		
Maintain a list of capital projects planned or under construction.	Local Governments	On-going
<i>STRATEGY 11.1.4.2.</i>		
Conduct a cost-saving analysis for capital projects implemented versus no action or deferred maintenance.	Local Governments	On-going
<i>STRATEGY 11.1.4.3.</i>		
Provide media information on the status and schedule of large scale capital projects.	Local Governments	On-going
GOAL 11.2. COLLABORATE AND PARTNER WITH OTHER LOCAL GOVERNMENTS AND RELEVANT AGENCIES TO MEET PUBLIC INFRASTRUCTURE AND FACILITIES NEEDS		
OBJECTIVE 11.2.1. SEEK PARTNERSHIPS TO MAXIMIZE COST-SAVINGS AND EFFICIENCY		
<i>STRATEGY 11.2.1.1.</i>		
Seek partnership opportunities among the County’s municipalities and adjacent and relevant jurisdictions and agencies to meet public infrastructure and facilities needs.	Local Governments	On-going
<i>STRATEGY 11.2.1.2.</i>		
Coordinate capital projects with all adjacent and relevant agencies and jurisdictions.	Local Governments	On-going
<i>STRATEGY 11.2.1.3.</i>		
Explore cost saving opportunities with other local governments.	Local Governments	On-going
<i>STRATEGY 11.2.1.4.</i>		
Explore the development of an interagency committee to review and approve planned capital facilities.	Local Governments	On-going
<i>STRATEGY 11.2.1.5.</i>		
Explore joint funding of capital improvements, shared use agreements, and shared maintenance and operations agreements.	Local Governments	On-going
<i>STRATEGY 11.2.1.6.</i>		
Support and participate in the efforts of adjacent and relevant jurisdictions and agencies in planning for future public infrastructure and facilities needs.	Local Governments	On-going
GOAL 11.3. COORDINATE WITH ADJACENT JURISDICTIONS AND RELEVANT AGENCIES IN PLANNING FOR CAPITAL IMPROVEMENTS		
OBJECTIVE 11.3.1. NOTIFY AND COORDINATE WITH ADJACENT AND RELEVANT JURISDICTIONS AND AGENCIES WHEN RECOMMENDING PROJECTS FOR THE EXPENDITURE OF FUNDS FOR PUBLIC INFRASTRUCTURE AND FACILITIES		
<i>STRATEGY 11.3.1.1.</i>		
Coordinate with adjacent and relevant jurisdictions and agencies on updates to the Greenwood County Priority Investment Element.	Local Governments	On-going
<i>STRATEGY 11.3.1.2.</i>		
Notify and coordinate with appropriate adjacent and relevant jurisdictions and agencies when recommending public infrastructure and facilities projects that require the expenditure of public funds.	Local Governments	On-going
<i>STRATEGY 11.3.1.3.</i>		
Consider relevant existing plans from adjacent jurisdictions and agencies when considering and recommending public infrastructure and facilities projects that require the expenditure of public funds.	Local Governments	On-going



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