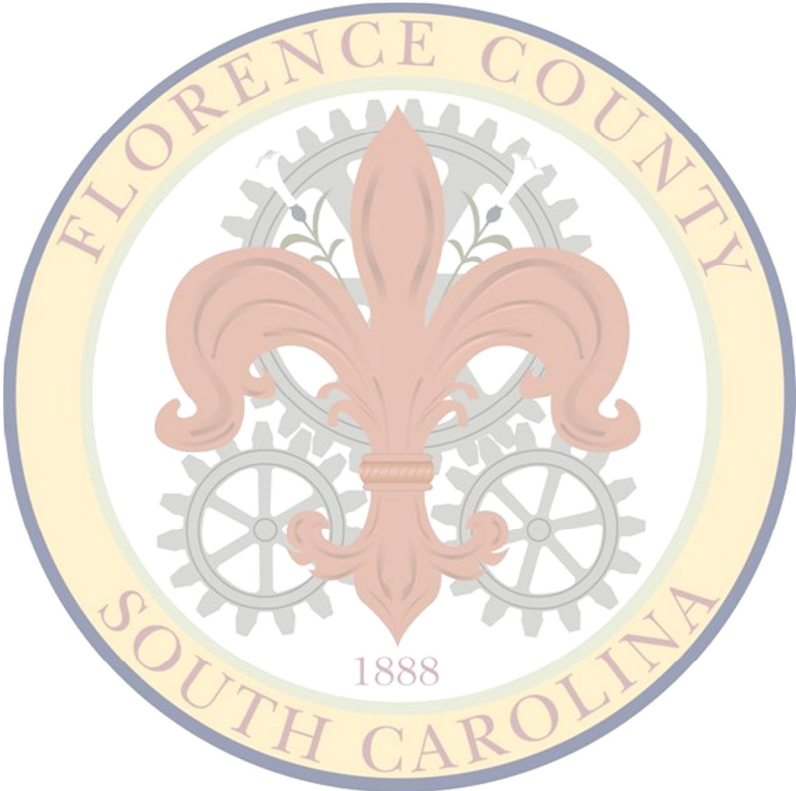


PRIORITY INVESTMENT ELEMENT



FLORENCE COUNTY COMPREHENSIVE PLAN

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Executive Summary

Florence County capital projects continue to complement the gamut of quality services to residents and businesses. Past and planned capital projects highlight the dedication of Florence County to core government services, as well as economic development, public safety, libraries, recreation and the arts. These steady investments continue to lay the foundation for further private investment throughout the County.

Florence County citizens overwhelmingly approved a one-cent capital projects sales tax to provide the match for State Infrastructure Bank funds of \$250,000,000 to widen six primary state arterial roads to four lanes. This 2006 bond referendum program has leveraged a unique opportunity from the State Infrastructure Bank. Altogether, this program may fund \$398 million for up to six major road improvements that will better connect County residents and further enhance the commerce and development of Florence County.

Over the next ten years, Florence County will likely invest over \$40 million on capital projects utilizing an active bonding program and by leveraging private donations, state funds and federal monies. Examples of the projects could include a museum, libraries, judicial facilities, an emergency medical services station, and upgrades to the Law Enforcement Center. These amenities will continue to provide a quality environment that spurs a wide range of residential, industrial and small business opportunities.

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Introduction

In 2007, the South Carolina Priority Investment Act was signed into law. According to a guide published by the SC American Planning Association “The intent of the Act is to preserve and enhance quality of life [...]by better planning and coordination of public infrastructure decisions and by encouraging the development of affordable housing and traditional neighborhood development” (TND). The Act allows local governments to identify Priority Investment Zones where market-based incentives may be made available or to relax or eliminate nonessential housing regulatory requirements in order to encourage these types of designs. The Priority Investment element is the ninth element required by the S.C. Comprehensive Planning Act of the State Code of Laws (Article 3 Section 6-29-510 (D)(9)).

This element of the Florence County Comprehensive Plan will highlight historical fiscal sources of federal, state and local funding for public infrastructure and facilities from the past five years and analyze potential sources and possible projects for the next ten years. This element is developed in concert with adjacent and relevant jurisdictions and agencies including counties, municipalities, public service districts and other public entities that are affected by or have planning authority over a public project identified in the element.

The goals and strategies in this element will serve to effectively guide resource development, foster a sound and stable financial standing for the community, promote the County’s ability to attract additional state, federal and private funding and to evaluate long term strategies.

The Florence County budget supports a variety of services that increase quality of life including law enforcement, zoning, emergency management, emergency medical services, judicial services, library and museum resources, recreational opportunities, road improvements, and a myriad of unfunded State mandates. This element will show how these services will be supported and how future public needs may be reduced if scattered development is minimized to focus growth where infrastructure and services are available or planned for the future.

Land Use and Transportation

The 2007 South Carolina Priority Investment Act (Title 6, Chapter 29) specifically addresses housing, transportation, capital improvement planning, intergovernmental coordination, encouragement towards traditional neighborhood design and facilitating the production of affordable housing. It encourages local governments to reevaluate comprehensive plans to limit the growth of sprawl and prioritize projects and funding while creating new opportunities for affordable housing. The combination of these uses and study of their potential location constitute land use and transportation planning policy.

Land use planning is an important component to achieve the ideal economic, social, environmental and public health outcome for a community. Effective future land development can occur in a productive, efficient and sustainable manner with proper land use planning. Assessing the pros and cons about future decisions made in regards to land use is imperative.

The Priority Investment Act recommends that the local jurisdictions focus on the impact of regional land use patterns, for example, the regional transportation system should be able to meet future demands of the future land use. The Act supports incorporating scenario planning in the regional travel demand

model to measure the impact of land use decisions on the transportation system. This element attempts to combine land use and transportation decisions with the locations of the new and expanding capital project plans. The projects will be prioritized and zones of activity will be developed which will determine necessary transportation improvements and land use plans needed for support. This cyclical process will benefit from long-range planning.

Funding

Bonding Capacity

Bonds, grants and donations make up the majority of capital projects funding. This section highlights recent trends in bonding capacity as determined by State law.

Table 9-1. Historic Assessed Value and Potential Bonding Capacity.

	Fiscal Year (Values in \$1,000s)							
	2002	2003	2004	2005	2006	2007	2008	2009
Total Property Assessment	376,725	375,828	377,348	380,245	406,748	413,524	418,347	426,048
8% bonding capacity	30,138	30,066	30,188	30,420	32,540	33,082	33,468	34,084

Florence County has consistently utilized general obligation bonds (GOBs) for large projects. State law allows local governments to bond up to eight percent of property assessment values. The list of projects and the priority order is contained in the following section. Over the next ten years, eight new projects are anticipated with the total value in bonds to be considered at \$32.6 between fiscal years 2010/2011 and 2019/2020.

Access to Bonding Capacity

The County has the capability to utilize its full bonding potential and insure bonds only when needed for long term investment and capital improvement projects. Additionally, the County works with other entities that share its public protection mission for them to issue tax exempt bonds. Recently, the County Council approved selling almost a quarter billion in bonds for capital improvements by a regional hospital. As an example of a public private partnership, the hospital is responsible for paying the bonds, while the county's tax exempt status was utilized for more favorable lending terms.

Transportation Funding

Monies for roadway expansion projects come from a wide range of sources including federal grants, state infrastructure funds and local sales taxes. The Florence Area Transportation Study (FLATS) and the Pee Dee Council of Governments (PDCOG) are responsible for directing federal transportation funding while the capital project sales tax pays for specific arterial roadway projects in Florence County. Allocated federal funds, or guideshares, are specifically designated by the federal government to state governments. The SCDOT then apportions these dollars to metropolitan planning organizations such as FLATS and councils of governments like the PDCOG. Funding is often limited and alternative funding, including sales taxes, is often sought to further improve the roadway network. Due to the important role

roadways play in service to the residents, visitors and businesses of the Florence metro area, more funding is directly correlated to better economics.

Florence Area Transportation Study

The Florence Area Transportation Study (FLATS) encompasses transportation planning for the City of Florence, Town of Quinby and surrounding unincorporated areas of Florence and Darlington counties (refer to the Transportation Element of this Comprehensive Plan for more information). The FLATS service area obtains funding for road improvements through the current federal transportation authorization bill: Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). These funds are distributed by SCDOT's Guideshare Program and allocated through the FLATS Long Range Transportation Plan (LRTP).

Current annual funding includes \$2,294,446 of guideshare and \$117,000 of enhancement project monies. Local government must provide 20% of the total project cost of Enhancement projects. Recently, the South Carolina Department of Transportation (SCDOT) proposed an increase in FLATS Guideshare funding to \$2,666,880; however, this value must have SCDOT Commission approval before becoming effective.

The long range transportation plan (LRTP) is the FLATS comprehensive guide to developing a regional transportation system that accommodates current mobility needs of residents while anticipating future needs. The LRTP is a financially constrained plan, meaning it identifies projects and programs that can reasonably be implemented within the years of the plan. In response to federal mandates and the desires of local residents, this 2035 LRTP addresses all modes of transport including automobile, bicycle, pedestrian, transit, air, rail and freight movements.

Pee Dee Council of Governments

Similar to the FLATS, the Pee Dee Council of Governments (PDCOG) receives Guideshare funds from the federal transportation authorization, through SCDOT; but, its funds are directed to rural areas outside of the FLATS. The annual Guideshare is \$7,790,702 and covers roadway improvements in Chesterfield, Darlington, Dillon, Florence, Marion and Marlboro counties. A recent proposal raises this annual amount to \$9,340,228. Like the FLATS, the PDCOG prioritizes roadway improvements through a fiscally constrained LRTP.

Capital Project Sales Tax

On November 7, 2006, Florence County voters approved a one-cent Capital Project Sales Tax (CPST) for roads for up to seven years. The \$148 million sales tax amount may be collected for up to seven years until the total amount is realized. This sales tax is combined with a grant from the State Infrastructure Bank of \$250 million which will yield up to \$398 million for improvements to the following road projects in the order listed below:

- Pine Needles Road
- US 378
- US 76 (Palmetto Street)
- TV Road
- Pamplico Highway (SC 51)
- 301 Bypass (new construction)

Additional County Revenue Sources and Bond Projects

Other revenue sources for Florence County include the local accommodation tax. This three percent tax on hotel accommodations is generally used for supporting the operation and maintenance of tourism related structures and activities according to South Carolina Code of Laws Section 6-1-530. Some projects that are currently funded are the Civic Center and interchange beautification. For the fiscal year 2011, the local accommodation tax value was approximately \$2.4 million which includes funding from the City of Florence for the Civic Center Partnership. In 2006, the law was amended to allow 20% of the tax to be directed for police, fire, emergency medical service and emergency preparedness operations that directly serve tourist-related facilities.

Projects and Priorities

This section reviews priorities, lists values and shows temporal distribution of significant Florence County government capital projects from 2005-2020. Project descriptions begin below and may highlight project history, details, funding partners and building timeline.

Florence Civic Center

The Florence Civic Center was completed in 1993 as a joint venture between Florence County and the City of Florence. Florence County and the City of Florence have agreed to contribute a combined amount of about \$650,000 in capital improvement funds annually to share in the cost of this complex.

Detention Center

The current detention center, located in Effingham, opened its doors in 1994 and houses 522-beds and staffs ninety-eight employees. The detention center's \$13.5 million construction cost will continue to be paid through the 2017/18 fiscal year.

Doctors Bruce and Lee Foundation Library

The Doctors Bruce and Lee Foundation has been the major sponsor of county library construction. Both Foundation and County funds were utilized to construct the main library located at 509 South Dargan Street. Construction for this facility began in late 2002 with completion in 2004. The Doctors Bruce and Lee Foundation also led the community funding efforts for the construction of five new branch libraries within county municipalities: Lake City (2001); Pamplico (2008); Timmonsville (2009); Olanta (2010); and Johnsonville (2010). Funding for the later three were also partially funded with existing bond funds.

Lynches River Environmental Discovery Center

Formerly the Lynches River State Park, the South Carolina Department of Parks, Recreation & Tourism deeded the 676 acre park to Florence County on October 31, 2002. The Environmental Discovery Center was completed in 2007 to give visitors an in depth perspective on the park's habitats, plants and animals. The cost of this building was about \$1,000,000 paid by the following contributors:

- Doctors Bruce and Lee Foundation
- South Carolina Department of Parks and Recreation and Tourism
- The Land and Water Conservation Fund
- SC Department of Natural Resources
- U.S. Department of Agriculture

Animal Control Facility

The county's animal control facility, located in Effingham, opened in 2009 at a cost of about \$1,200,000 paid from existing bond funds.

Voter Registration

The Voter Registration and Elections Commission building construction began early in 2011 and is located behind the current Public Service Building facility on the northwest corner of Third Loop Road and Irby Street. The new facility will consolidate staff, voting machines, and records during voting days. The funding allocation of \$1.2 million for this project is supported by general obligation bonds, the first of 10 years of payments began in fiscal year 2010.

Pamplico Emergency Medical Service Station

A robust Emergency Medical Services (EMS) network of stations is necessary to provide adequate emergency services to the residents and visitors of Florence County. These EMS stations also supplement the local rescue squads. The most recent EMS stations were constructed in 2004 and are located on Old Ebenezer Road in Florence and Olanta Highway in Olanta. Building construction began in 2011 utilizing \$400,000 in general obligation bonds. The new location will be on Highway 51 South.

Museum

Construction is planned to begin in 2011 for the new Florence Museum at the corner of Dargan and Cheves Streets, with anticipated completion in 2014. The nearly \$12 million funding for the construction originates from multiple sources. Doctors Bruce and Lee Foundation, Florence County and the South Carolina legislature contributed equally to the cost. The County funding is provided through a local hospitality tax.

Lake City Library Expansion and Satellite Library

Florence County plans to support the expansion of the Lake City library in 2012 through the use of existing general obligation bond funds. In addition, a \$1 million satellite library center may be considered for the western Florence area in 2017.

Judicial Center

The City/County Complex was built to house a wide range of city and county supported agencies including circuit court, family court, court of appeals, district court and several state, county and city departments. At one time, the complex also housed the county detention center which since located in Effingham.

Multiple judicial expansion options exist ranging in cost from \$16 million to \$40 million. Improved accommodations could begin within five years. Options for the expansion include building a new facility or an addition or annex to the existing City/County Complex.

Southern Florence Recreational Parks

Due to the growing demand for outdoor recreation venues, Florence County may consider constructing additional recreational parks, subject to new state tax restrictions and reduced state funding. Funding of

\$1 million in general obligation bonds has been allocated for a southern Florence County recreational park.

Savannah Grove Park and Greenwood Ballfield Complex are two recently completed parks funded through the capacity of existing bonds from other projects. No additional bonding was necessary to cover these development costs. These projects are listed in Table 9.2.

Forensics Laboratory

Florence County may also consider construction on a new forensics laboratory near the Effingham detention center. The proposed \$1 million project would be a certified forensics laboratory which will also be supported in part by a SC Department of Public Safety Justice Assistance Grant and by a U.S. Department of Justice Edward Byrne Memorial Justice Grant. This lab could reduce the time necessary to process evidence through SLED's laboratory in Columbia. The new lab would dramatically reduce turnaround time on the substance analysis.

Emergency Management Department (EMD) Radio System Digital Upgrade

Over the last several years Florence County has seen the commercial television and cellular industry forced to transition from traditional analog networks to a more efficient digital architecture. Although the County has upgraded the capacity and coverage area of its current radio system, the technology of the analog radio system has not been upgraded in 20 years. This analog radio system is the primary communications means for the 27 emergency first response agencies (Sheriff, municipal Police Departments, Fire Departments, EMS and Rescue Squads) operating county-wide. With the life cycle of much of the communications infrastructure coming to an end, Florence County will need to migrate toward a digital radio system within the next 2-3 years. It is estimated that such a transition would take 12 to 18 months to complete and cost estimates range from \$12 to \$15 million.

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Table 9-2. Current & Possible General Obligation & Local Hospitality Tax Bond Projects.

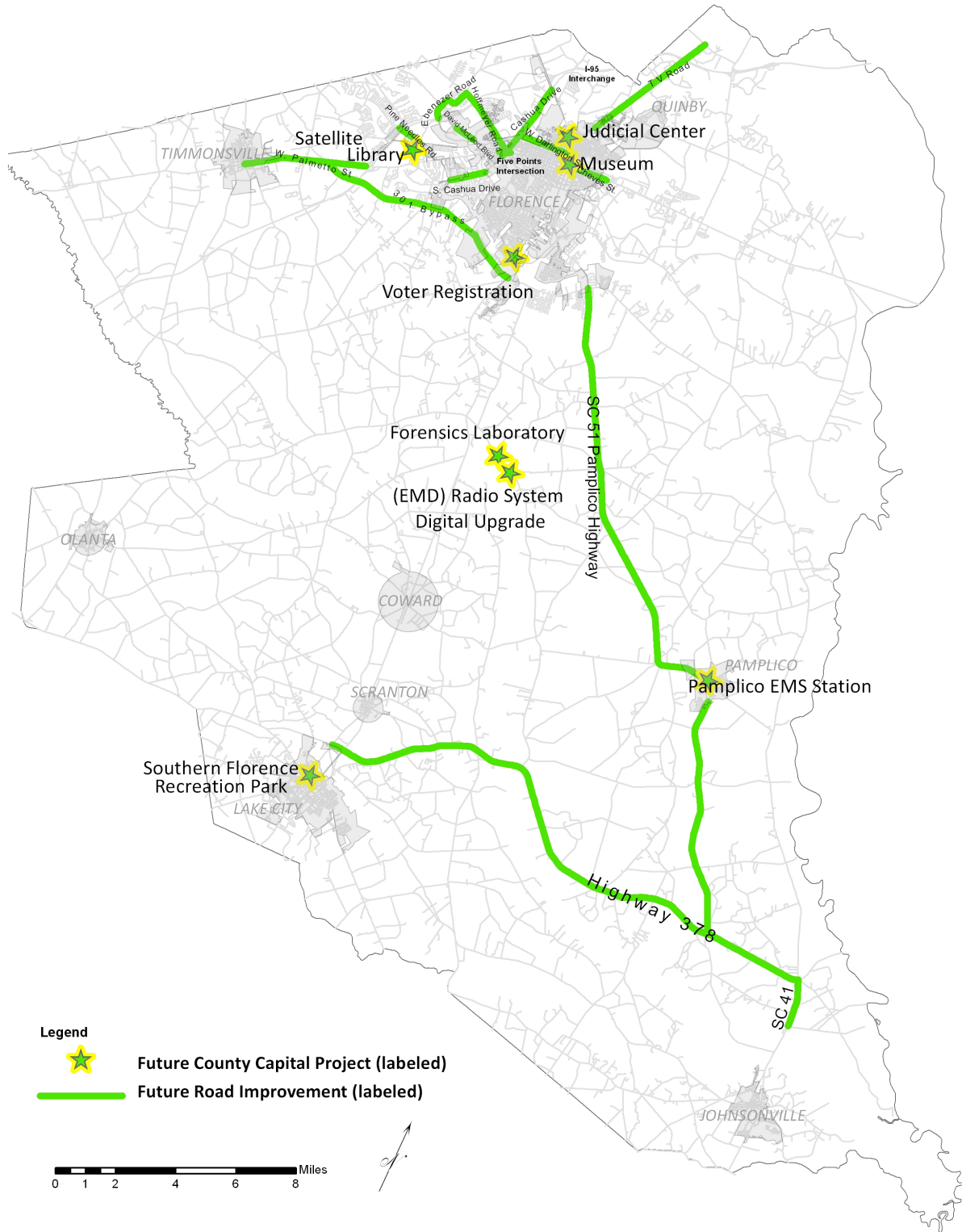
Priority	Project	Total Cost (\$M)	Fiscal Year (in \$1,000's)									
			2010/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20
c	Civic Center	6	600	600	600	600	600	600	600	600		
c	Detention Center	13.5	1,568	1,568	1,568	1,568	1,568	1,568	1,568	1,568		
c	Doctors Bruce and Lee Foundation Library	17	410	410	410	410	410	410	410	410	410	410
c	Animal Control	1.2	<i>funding from existing bonds</i>									
c	Lake City Library Expansion	0.5	<i>funding from existing bonds</i>									
c	Savannah Grove and Greenwood Parks	2.2	<i>funding from existing bonds</i>									
c	Johnsonville, Olanta, Timmonsville, Libraries	3.6 ^D	<i>funding from donation and existing bonds</i>									
c	Voter Registration	1.2	120	120	120	120	120	120	120	120	120	120
1	EMS Station	0.4	40	40	40	40	40	40	40	40	40	40
2	Museum	12 ^E			300	300	300	300	300	300	300	300
3	Judicial Center	16					1,000	1,000	1,000	1,000	1,000	1,000
4	Satellite Library	1							100	100	100	100
5	Southern Florence County Active Recreation Park	1	100	100	100	100	100	100	50	50		
6	Forensics Lab	1			200	200	200	200	200			
7	Radio System Digital Upgrade	12			1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
	Total	88.6	2,838	2,838	4,338	4,338	5,338	5,338	5,388	5,188	2,970	2,970

^C complete

^D County bonding about \$1.045M

^E County bonding about \$4M

Figure 9-1. Future Project Locations.



Roadway Projects

Due to residential, commercial and industrial dependence on the transportation system, significant funds from multiple sources have focused efforts to continuously renew and expand the existing roadway network. Federal, state and local monies have been directed to projects that are key in providing efficient and effective means to access jobs, recreation and homesteads. The following table shows the various roadway projects with anticipated funding by the respective agency.

Table 9-3. Recent and Proposed Transportation Projects.

Fiscal Year	Project Name	Cost (\$ million)	Funding Source
2008	Pine Needles Road	17.7	CPST
2010	SC41, Johnsonville	6.5	PDCOG
2011	US Hwy. 378	122.5	CPST
2011	South Cashua Drive	12.2	FLATS
2011	US 76 West Palmetto St.	31.6	CPST
2012	TV Road	34.5	CPST
2012	SC51 Pamplico Highway	25.8	CPST
2013	Cashua Drive	3.5	FLATS
2014	301 Bypass	73.4	CPST, Other ^F
2015	Cheves Street	0.6	FLATS
2015	Five Points Intersection	0.6	FLATS
2017	Ebenezer Road	1.1	FLATS
2020	David McLeod Blvd.	0.9	FLATS
2020	Hoffmeyer Road	1.7	FLATS
2020	W. Darlington St.	6.6	FLATS
2020	I-95 Interchange	2.7	FLATS
Total		341.9	

^F The anticipated funding for this project will not be able to satisfy the entire project through the one-cent capital projects sales tax (a.k.a. Florence Forward) so additional funding will be necessary for the project.

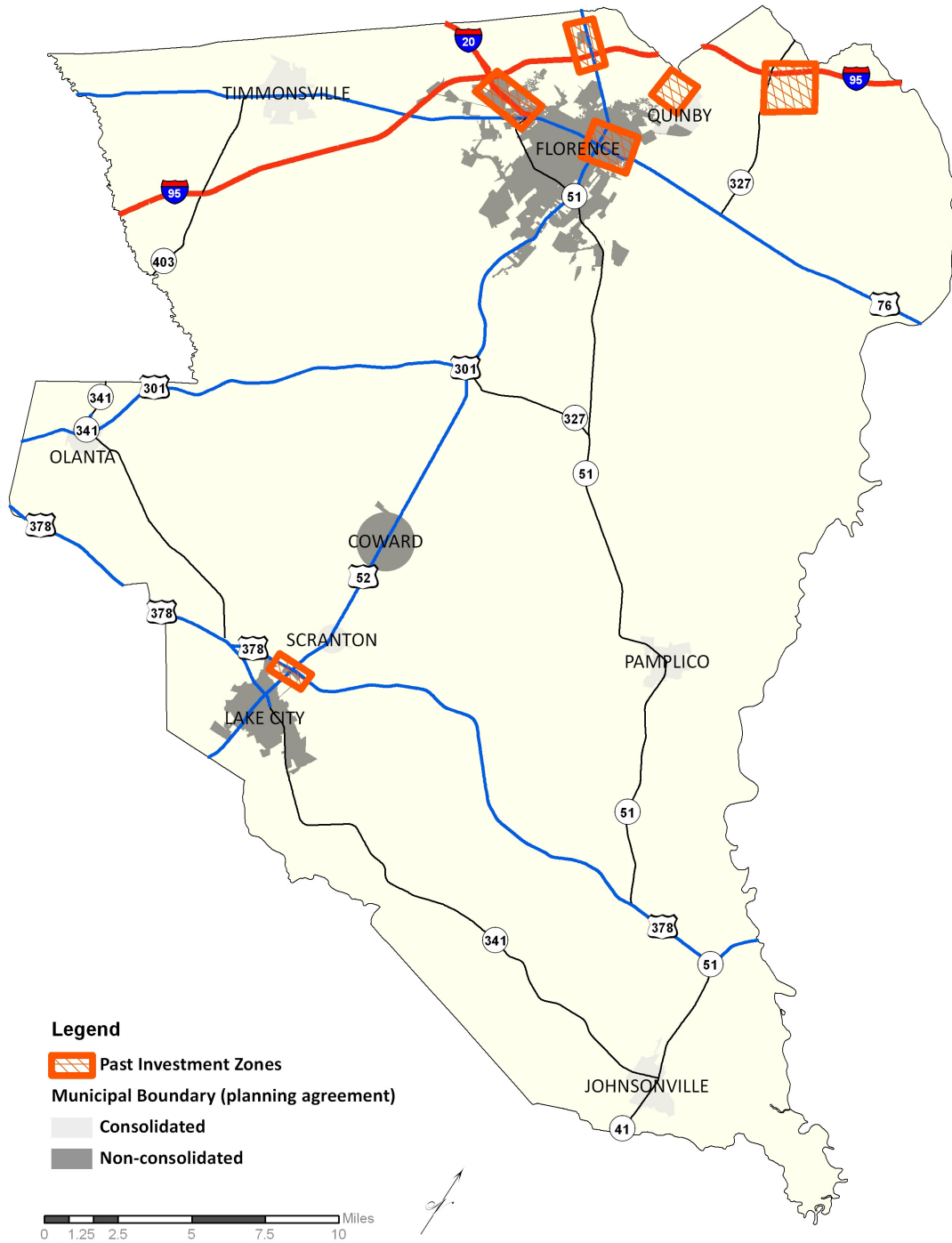
Building Permits

Although not shown in the preceding tables nor sponsored by county funds, building activities by private, public and non-profit entities represent areas of long-term capital investments. Generally, the specific locations of these permits are a result of an anticipated or expanded need for a business, commercial facility or non-profit organization. Tracking the location and value of building permits offers an opportunity to analyze development choices and how private expenditures may relate to public capital improvements.

As part of the analysis for this document, private building activity, represented by permit information, and county capital projects will be compared over a period of time. The resulting trend would then be applied to the next ten years and may show what private investments may be anticipated.

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Figure 9-2. Past Investment Zones.



Priority Investment Zones

State law prescribes using priority investment zones to indicate areas of significant capital investment and serve as a tool to coordinate investments from multiple stakeholders. Together with information from the Land Use and Transportation elements of this Comprehensive Plan, these zones could help direct development resources to particular areas to maximize use of existing services. In general, these locations of investment may be determined from their proximity to existing services such as utilities.

Incorporating affordable housing plans within these zones can provide adequate access of new developments to county residents regardless of socioeconomic condition, although the role of directly providing affordable housing is assumed by various housing authorities and private investors.

Past Investment Areas

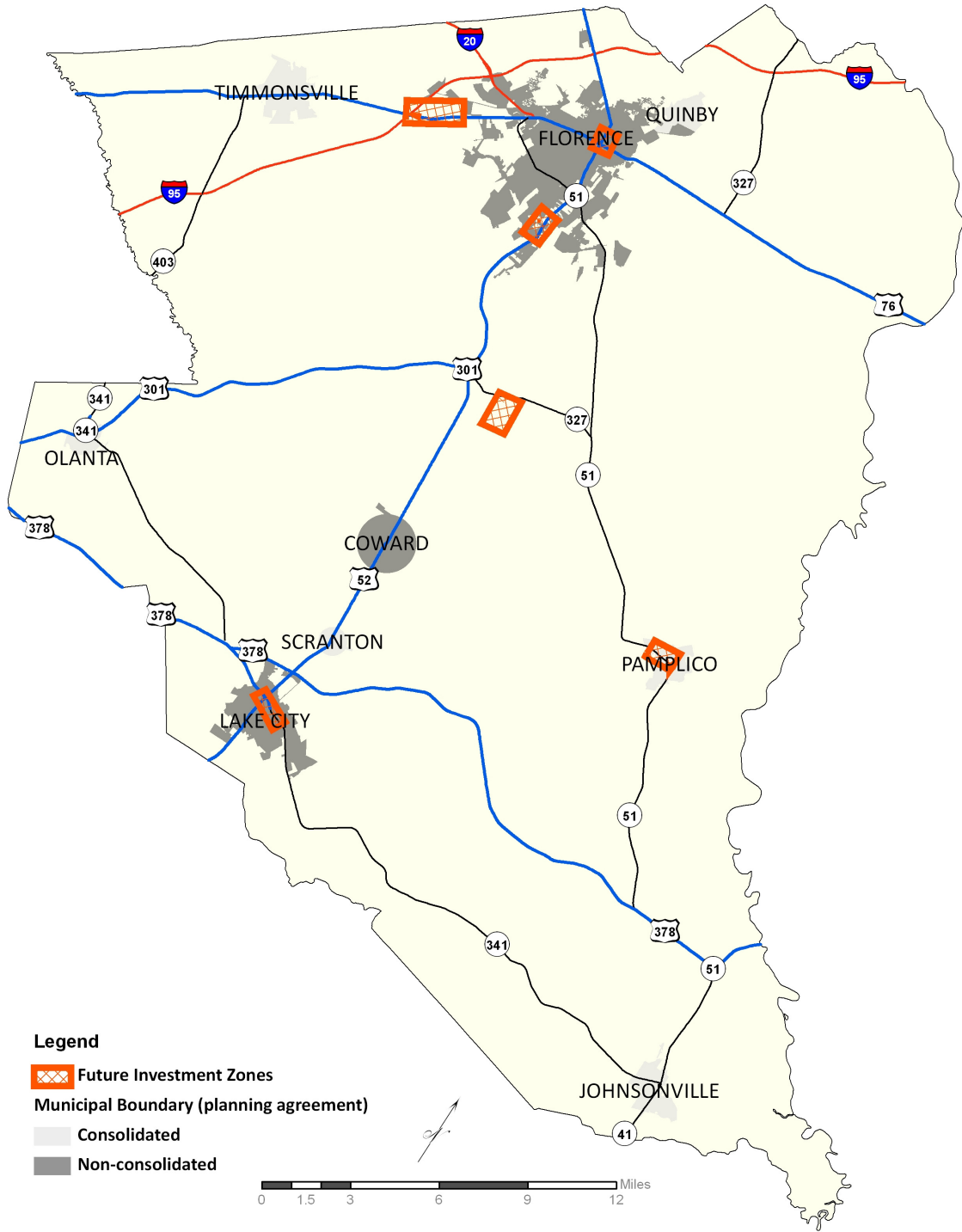
From the analysis of permits and capital project spending since 2006, publicly sponsored capital projects were included in the vicinity of past investment zones. Six zones show significant capital investment activity. Half of these investment zones highlighted in Figure 9-2 closely relate to the location of recent County-sponsored public projects. For example, the Civic Center which is a joint venture with the City of Florence correlates with significant private development in the David McLeod Boulevard corridor. Furthermore, two county-sponsored commercial buildings relate closely to investment zones on US 52 and SC 378.

Future Priority Investment Zones

Anticipating similar relationships between county and private investment as seen since 2006, future county projects are anticipated to leverage significant private investment over the next ten years. Based on location and value of future planned capital projects, **Figure 9-3** displays six priority investment zones anticipated to improve private investments while expanding needed public services.

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Figure 9-3. Future Priority Investment Zones.



In order to facilitate future investment composition, State law directs this document to consider the incorporation of affordable housing and traditional neighborhood design. In order for these elements to be present, appropriate zoning policies may be used to facilitate the implementation of these goals. Future land use designations show how different uses of the county landscape utilize existing natural and provided infrastructure to support different uses (see the Land Use element for more information).

Potential Funding

Many funding opportunities exist to leverage local bonding capacity. Most recently, the federal government has utilized economic stimulus policy to address national economic conditions. Although Florence County is not considering impact fees, it should be noted that some South Carolina jurisdictions do utilize impact fees to offset the negative impacts of new development on the overall tax burden. Recent erosion of tax digests due to emerging state tax policies has greatly increased the negative impact of many types of development. Impact fees offset costs often associated with new infrastructure (roads, parks, police, fire, etc.) necessary to support more development. According to the American Planning Association (APA), development fees defray these infrastructure improvement costs from the existing taxpayer to the developer. According to the 1998 APA Policy Guide on Impact Fees, "...others may instead bear the incidence of the fee (these may include the original landowner, the developer, or the consumer)." The publication goes on to state that this fee transmission did not decrease development, although the economics in the late 1990's were much more positive than 2008-2010. Generally, impact fees are directed by capital improvement plans that prioritize projects.

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Goals and Implementation Strategies

GOAL 1

Provide a safe, healthy, livable and beautiful community that retains its unique identity and heritage.

Implementation Strategy: *Seek better alternatives and new ideas that improve the quality of life for Florence County residents. Increase regular public outreach and dialogue among residents and professional organizations.*

Time Frame: *Continuous*

GOAL 2

Explore and evaluate alternative methods of obtaining revenue, leveraging existing funds and obtaining grant monies to fund capital improvements and new infrastructure.

Implementation Strategy: *Seek funding opportunities regularly through federal, state and local granting agencies and non-profit organizations. Coordinate grant applications with participating entities, while controlling or reducing recurring costs.*

Time Frame: *Continuous*

GOAL 3

Continue coordination with SCDOT and PDCOG to enhance transportation planning in Florence County.

Implementation Strategy:

- *Identification of roadway improvements in future updates of the FLATS Plan and the six-year Transportation Improvement Plan (TIP) that support the development pattern in the Florence County Comprehensive Plan,*
- *Follow long-term planning for state highways that supports the goals of the Florence County Comprehensive Plan,*
- *Design state highways to support the goals of the Florence County Comprehensive Plan, and*
- *Seek funding to enhance transit use according to the FLATS Long-Range Transportation Plan.*

Time Frame: *Continuous*

GOAL 4

Establish a process by which multi-jurisdictional agreements can be made between the County and adjacent jurisdictions and agencies, school boards, fire districts, etc. to ensure coordinated land use planning and provision of services with efficiency.

Implementation Strategy: *Prepare and discuss the importance of coordinating building capital projects for each entity and show the fiscal benefits to siting new developments near existing infrastructure and utility support.*

Time Frame: *Long-term*

GOAL 5

Consider implementing an expanded Capital Improvement Plan separately from the budget process that might include funding options in coordination with the land use and transportation elements of the Comprehensive Plan.

Implementation Strategy: *Develop a process to draft a very long term Capital Improvement Plan for consideration as a planning guidance tool.*

Time Frame: *Long-term*

GOAL 6

Develop and update priority investment zones for areas within Florence County that facilitate increasing more affordable, workforce and/or senior housing development.

Implementation Strategy:

- *Consider 'areas of need' inventory;*
- *Design policies to enhance the ability of cities, towns and housing authorities to develop affordable housing;*
- *Review traditional neighborhood designs as options for property development within PIZs;*
- *Consider mixed-use approach for new and existing developments;*
- *Facilitate an increasingly diverse range of single and multi-family housing;*
- *Implement zoning and permitting schemes that promote these type developments.*

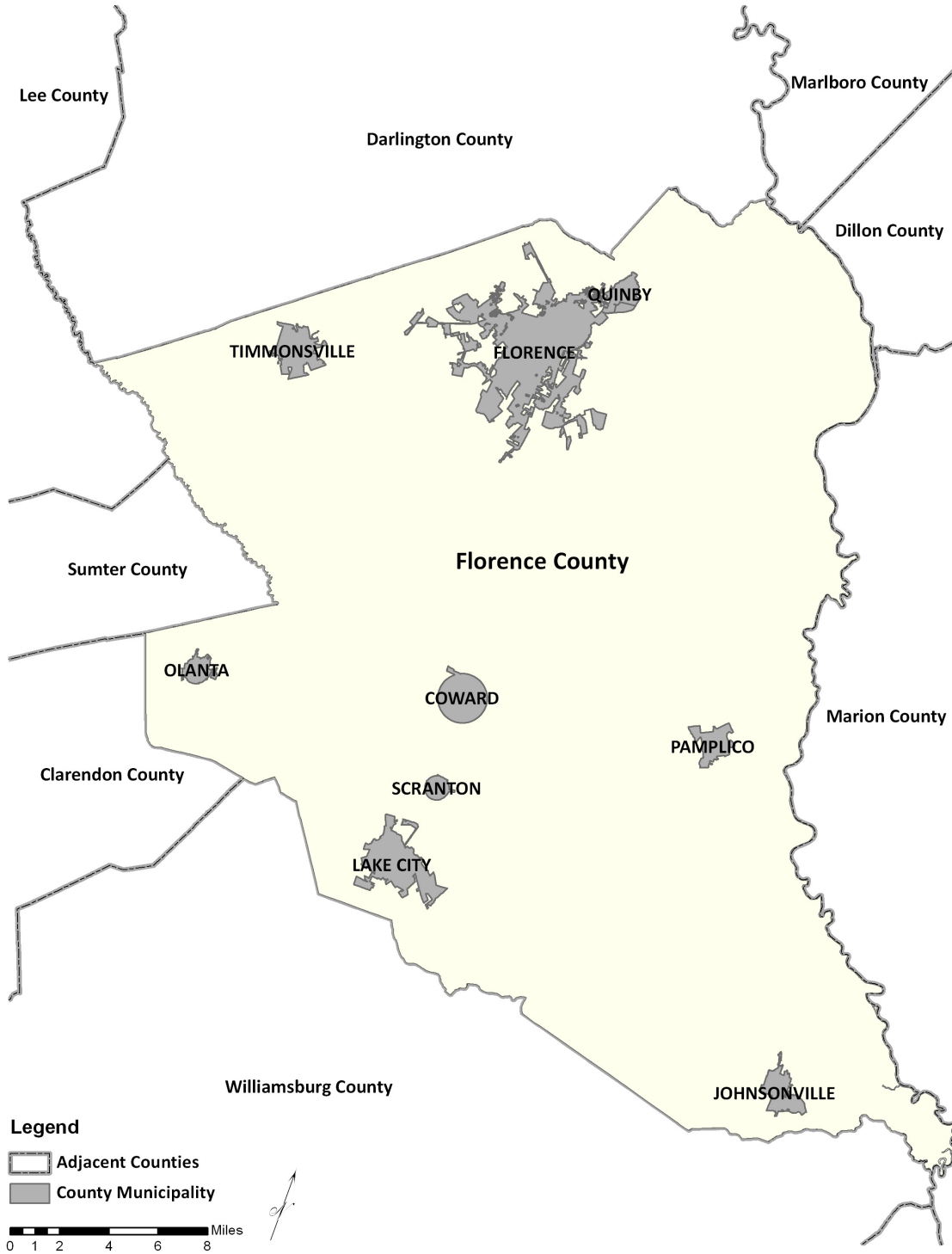
Time Frame: *Long-term*

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Appendices

Appendix A: Adjacent and Surveyed Florence County Jurisdictions



Appendix B:

Element Adoption Date

Florence County Council.....April 19, 2012; Ordinance #18-2011/12