Greenville County, South Carolina

Recovery Plan

State and Local Fiscal Recovery Funds

July 2025

Greenville County, South Carolina

2025 Recovery Plan

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Executive Summary

In March 2021, as the COVID crises continued, the American Rescue Plan Act of 2021 (ARPA) established the Coronavirus State and Local Fiscal Recovery Funds (SLFRF) to provide state, local, and Tribal governments with the resources needed to respond to the pandemic and its economic effects and to build a stronger, more equitable economy during the recovery. The Coronavirus State and Local Fiscal Recovery Funds (SLFRF) delivers $350 billion to state, local, and Tribal governments across the country to support their response to and recovery from the COVID-19 public health emergency. The program ensures that governments have the resources needed to:

- Fight the pandemic and support families and businesses struggling with its public health and economic impacts,
- Maintain vital public services, even amid declines in revenue, and
- Build a strong, resilient, and equitable recovery by making investments that support long-term growth and opportunity.

Specifically, the ARPA provides that SLFRF funds may be used: (a) To respond to the public health emergency or its negative economic impacts, including assistance to households, small businesses, and nonprofits, or aid to impacted industries such as tourism, travel, and hospitality; (b) To respond to workers performing essential work during the COVID–19 public health emergency by providing premium pay to eligible workers; (c) For the provision of government services to the extent of the reduction in revenue due to the COVID–19 public health emergency relative to revenues collected in the most recent full fiscal year prior to the emergency; and (d) To make necessary investments in water, sewer, or broadband infrastructure.

In addition, Congress specified two types of ineligible uses of funds: funds may not be used for deposit into any pension fund or, for states and territories only, to directly or indirectly offset a reduction in net tax revenue resulting from a change in law, regulation, or administrative interpretation.

Greenville County was awarded $101,691,896 and the Greenville County has obligated 100% of the funding and expended $99,183,348 as of June 30, 2024.

Uses of Funds

Greenville County has proposed the use of ARPA funding into five tranches: Revenue Replacement, Premium Pay to Greenville County Essential Workers, Responding to Public Health and Economic Impacts of COVID-19, and Public Sector Capacity. As of July 2022, Greenville County Council has approved $56,609,404 for revenue replacement for 2020 and 2021.

Premium pay was authorized for employees performing essential work during the pandemic who have been, and continue to be, relied on to maintain operations of essential county services, including those who are critical to protecting the health and wellbeing of our community. Approximately 1600 full and part time employees will receive a one-time “bonus” of up to $3,500 for a total amount of approximately $5,690,000 obligated.

Responding to the Public Health and Economic Impacts of COVID-19 presented many challenges to Greenville County. First of all, Greenville County had many additional expenses related to the pandemic response. The majority of expenses were related to staffing and paid leave as well as for testing, treatment and insurance claims related to the coronavirus.

Due to the overwhelming demands of staff time for front-line workers during a pandemic, many staff were required to work overtime for their respective departments to keep up with demand and to keep all divisions functioning as close to capacity as possible. From March 3, 2021 through March 2022, $4,402,991 in overtime was paid to Sheriff, Detention, and EMS during this critical time to keep those divisions functioning at a capacity that was sustainable for operations.

Additional upgrades were needed in regards to technology for Greenville County operations to be able to continue as needed without any interruption during the pandemic. Some expenditures include upgrades to network infrastructure to be able to effectively handle additional remote workers and provide the cabling and security required to protect software and sensitive information. Additionally, hardware such as laptops, hotspots, printers, cameras and other technology were purchased for those employees who continued to work but needed to work remotely during all or some of the pandemic. Costs for these upgrades to networks, security, hardware and infrastructure was $4,392,233.

Greenville County granted Administrative Leave with Pay for employees who exhibited symptoms of COVID-19 and who were being tested, waiting for test results, receiving treatment or recovering from this illness from March 3, 2021 through March 7, 2022 at a cost of $1,180,342 which represents 46,888 leave hours. Greenville County never closed its doors and employees continued to work in-person and serve the needs of our citizens during a very difficult time.

Since March 3, 2021 of the pandemic through January 2022, Greenville County has incurred $1,085,804 in health care expenses related to COVID-19. These expenses were for testing, treatment, and insurance claims for employees covered under the County’s insurance plan. Greenville County Detention Services also incurred $313,042 in direct COVID-19 related medical expenses including PPE, testing, transport and treatment of inmates at the Greenville County Detention Center.

Greenville County will allocate $10 million of the ARPA funds toward Affordable Housing. The County will partner with Greenville County Redevelopment Authority (GCRA) and the City of Greenville to oversee and administer the allocated funding and work collaboratively with others in the affordable housing arena. The $10 million will be divided into three tranches of funding – Production, Preservation, and a Signature Project.

GCRA will look to ”**Produce**” ($2 million) single family detached homes that target households between 50-80% AMI with an emphasis on “shovel ready” projects. Priority will be given to projects that will use ARPA funding to leverage funding for other sources. Emphasis will be placed on projects in non- incorporated areas of Greenville County. Another component of production will be on single family attached homeownership projects (townhomes). Like the detached home projects, the AMI targets would be 50-80% and those that can leverage additional funding. Ideal projects would have between 10-50 units. Finally, production of additional multi-family rental units targeting family AMI of 30-80% and are shovel ready in non-incorporated areas of the county. As of July 2024, $2,048,841 was spent on a Fairview Townhome project in the City of Greer that removed an abandoned trucking terminal and replaced that structure with a 33-unit townhouse project that will provide affordable home ownership opportunities for low to moderate income families. The first phase of 14 units is complete and the second phase should begin by the end of 2024.

In addition, in 2024, $2 million of the $10 million approved for Affordable Housing was given to the City of Greenville to produce affordable housing units within the City near Unity Park. The City has partnered with Greenville Housing Fund to develop the site and oversee the compliance of units within the AMI structure.

Secondly, ARPA funds would be used for "**Preservation**" ($2 million) of existing affordable housing developments. Many developments in Greenville County have expiring tax credits which allow them to then be sold or turned into market rate (or higher) units. These funds would be used to rehab existing affordable housing units so they can remain affordable to residents. Monies would also be set aside for low-interest loans to landlords so they could repair issues within the development such as the roof, heating and air, or other mechanical or structural issues.

As of July 2024, nearly $2 million dollars were spent on home preservation so far in Greenville County. A housing project named Harmony Ridge was purchased to acquire a 40-unit senior apartment community in Travelers Rest, South Carolina in order to preserve the property as affordable housing for seniors and make much needed repairs. The population living in these apartments are low-income seniors, many with disabilities. Our goal in purchasing Harmony Ridge is to maintain the affordability of the building to keep those living in Harmony Ridge in place and prevent displacement. ARPA funds were needed to purchase the building under a qualified contract, if funding wasn't available, Harmony Ridge would have been converted to market rate apartments at 60% higher rents then currently in place. This likely would have resulted in mass displacement and/or eviction, furthering the negative economic impact many residents faced within this apartment community

Another $978,664 was used to provide necessary repairs to 69 homes which allowed seniors to "age in place" in their homes which were suffering from maintenance issues as well as accessibility challenges. By preserving and repairing these units, replacement costs were avoided which allowed GCRA to further leverage dollars to extend services to a greater number of qualified seniors.

Finally, a “**Signature Project**” ($3 million) would proposed that offers a mixed type of affordable housing within the development – rental and homeownership. As of July 2024, 11 acres of land was purchased by Greenville County with ARPA funding for $2.493 million that will be donated to GCRA for affordable housing development. GCRA is currently working on plans as to what will be built on the property.

As Sanitary Sewer upgrades are one of the explicit spending categories for ARPA, Greenville County Council has approved a $3,000,000 allocation to be used as a local match for MetroConnects Sewer. Greenville County has numerous mill communities with dilapidated infrastructure for waste management. The ARPA funding will serve as a match for the South Carolina Infrastructure Investment Program. The grant requires a 25% local match for a $10 million grant for sanitary sewer replacement in the Mills Mill community which is in a qualified census tract (QCT) under their Community Impact Grant and a 15% match for a $10 million grant for sanitary sewer replacement in Dunean Mill, another QCT, under the Regionalization Solutions Grant. These projects include approximately 30,000 linear feet of sewer mains and 320+ sewer services combined.

The 100-year-old failing sanitary sewer systems in the Mills and Dunean Mill Villages are beyond their useful life. These projects will provide a higher level of sewer service and remove excessive rainwater entering the sewer system contributing to potential downstream sanitary sewer overflows, which are in direct violation of the Clean Water Act. While the projects do not directly benefit the climate and clean energy initiatives, they do improve the quality of life and environmental health in the underserved communities. The goals of the projects are to replace the 100-year-old deteriorating clay pipe sewer system in the Mills and Dunean Mill Villages, remove excessive rainwater entering the sanitary sewer system, prevent downstream sanitary sewer overflows, improve overall operation, while providing additional capacity for future redevelopment projects. The funds will also be used to resurface the roads where the sewer system is relocated to the South Carolina Department of Transportation (SCDOT) and County roadways. In an effort to engage the community, flyers were mailed out prior to the start of the project and community meetings were held as well as a ribbon-cuttings once work is complete. The work began in 2023 and will take approximately 18 months to complete.

Greenville County Council voted to provide $13,500,000 to Prisma Health for the reopening of the North Greenville Hospital Emergency Room. The emergency room was closed in 2020 and used as a COVID hospital during the pandemic. However, once the need for COVID quarantining was over, the residents in the northern section of Greenville County were left without an emergency room and the closest level 2 hospital was anywhere from 30 minutes to 1 hour away. This area of Greenville is also a more rural area without public transportation or easy access to high level health care. The APRA funds will be used so that Prisma Heath can reopen the emergency room so that it will be fully staffed and meet the need of the citizens in the northern section of Greenville County.

During the pandemic, it became obvious that upgrades were needed to the existing Emergency Operations Center. County Council voted to spend $1,522,854 towards the project. A new site was acquired, new infrastructure, technology, and radios are all needed to make this new center one that can react and respond to any potential threat or action. The new center will be online in Q1 of 2024.

Regular updates will be given to County Council with the understanding that the specific funding amounts between the tranches may shift as need and opportunities change.

Promoting equitable outcomes

Greenville County Redevelopment Authority will provide Greenville County a report on the affordable housing projects funded by ARPA. The projects will be focused on those families below 80% AMI in both home ownership and rental. They projects will be spread throughout Greenville County, many of which will be in qualified census tracks.

The Sanitary Sewer improvements will all be done in the mills communities which are located in qualified census tracks and represent populations that were disproportionately impacted by the pandemic. Regular communication and community awareness campaigns are being done in those neighborhoods to keep residents aware of the upcoming improvements.

Community Engagement

Greenville County Council and staff have been in discussion with leaders from the Affordable Housing field, hospital leadership, and community partners to learn more about the needs that have been exacerbated by the COVID-19 pandemic. These conversations continue to transpire as new needs arise.

Labor Practices

As of July 2023, Greenville County does not have any infrastructure projects that are being pursued, however if developed they will include labor standards promoting local hiring, minority partnerships and community benefit agreements.

Table of Expenses by Expenditure Category

Name	Project_Identification_Number_c	Adopted_Budget_c	Project_Expenditure_Category_c	Sub_Category_c	Total_Obligations_c	Total_Expenditures_c	Project_Description_c	Number_of_Subawards_c	Number_of_Expenditures_c	Completion_Status_c
North Greenville Hospital Emergency Room Reopening	NGH	$13,500,000	3-Public Health-Negative Economic Impact Public Sector Capacity	34-Public Sector Capacity Effective Service Delivery	$13,500,000	$13,500,000	These funds will be used to reopen Prisma Health's North Greenville Emergency Department so that it will be fully staffed and equipped Prisma closed the emergency department in 2020 to be converted into a COVID-19 positive hospital The emergency room was not subsequently reopened due to prevailing economic conditions	1	2	Completed
MetroConnects Sewer	Metro Sewer	$3,000,000	5-Infrastructure	518-Water and Sewer Other	$3,000,000	$3,000,000	'3,000,000 will serve as a match for the South Carolina Infrastructure Investment Program SCIIP for distributing state ARPA funds will require a 25-local match for a 10 million grant for sanitary sewer replacement in Mills Mill under their Community Impact Grant and a 15 match for a 10 million grant for sanitary sewer replacement in Dunean Mill under their Regionalization Solutions Grant Our funding will serve as a portion of the local match'	1	2	Completed
Emergency Operations Center	11	$1,522,854	3-Public Health-Negative Economic Impact Public Sector Capacity	34-Public Sector Capacity Effective Service Delivery	$1,522,854	$1,522,854	Greenville County will rehouse and upgrade our current Emergency Operations Center to be better equipped and responsive for today's environment	1	1	Completed
Lost Revenue Replacement Year ending 122121	Greenville County 21	$23,843,564	6-Revenue Replacement	61-Provision of Government Services	$23,843,564	$23,843,564	Revenue Replacement for provision of government services for year ending 123121	0	0	Completed
Lost Revenue Replacement Year ending 122120	Greenville County	$32,760,840	6-Revenue Replacement	61-Provision of Government Services	$32,760,840	$32,760,840	Revenue Replacement for year ending 123120 using 52 growth adjustment	0	0	Completed
Premium Pay	10	$5,690,125	4-Premium Pay	41-Public Sector Employees	$5,690,125	$5,690,125	Premium Pay for essential employees and front line workers who worked at Greenville County from March 2020 to December 2021 and are still employed	1	2	Completed
Pandemic Leave	9	$1,180,342	3-Public Health-Negative Economic Impact Public Sector Capacity	31-Public Sector Workforce Payroll and Benefits for Public Health Public Safety or Human Services Workers	$1,180,342	$1,180,342	'Administrative Leave with pay was granted to employees who displayed symptoms, tested positive, quarantined due to exposure, or were receiving treatment from Covid 19 from March 2020 to March 2021'	1	1	Completed
Detention Center	5	$313,042	1-Public Health	14-Prevention in Congregate Settings Nursing Homes Prisons Jails Dense Work Sites Schools Child care facilities etc	$313,042	$313,042	'Greenville County Detention Services incurred 313,042 in direct Covid-19 medical expenses including PPE, Testing, Treatment and Transport of inmates at the Detention Center'	1	1	Completed
Technology Upgrades	4	$4,392,333	3-Public Health-Negative Economic Impact Public Sector Capacity	34-Public Sector Capacity Effective Service Delivery	$4,392,333	$4,392,333	Technology upgrades to infrastructure and equipment to improve response and be more reactive to real and potential threats such as the pandemic or cyper security attacks	1	1	Completed
Overtime for Essential Workers	6	$4,402,991	3-Public Health-Negative Economic Impact Public Sector Capacity	31-Public Sector Workforce Payroll and Benefits for Public Health Public Safety or Human Services Workers	$4,402,991	$4,402,991	'Overtime paid to Detention, Emergency Management and Sheriff's Office employees from March 2021 to March 2022'	1	1	Completed
Medical Expenses	3	$927,874	1-Public Health	16-Medical Expenses including Alternative Care Facilities	$927,874	$927,874	Greenville County is self-insured and had 927,874 in Covid-19 related medical claims for employees from March 3, 2020 to March 7, 2021	1	1	Completed
Vaccination Program	1	$44,670	1-Public Health	11-COVID-19 Vaccination	$44,670	$44,670	Vaccine program for Greenville County First Responders and front line and essential employees	0	1	Completed
Covid-19 Testing	2	$113,261	1-Public Health	12-COVID-19 Testing	$113,261	$113,261	'Covid 19 Testing provided for all emergency personnel, front line workers, essential staff and other employees from March 3, 2020 to March 7,2021'	1	1	Completed
GCRA Affordable Housing	8	$10,000,000	2-Negative Economic Impacts	215-Long-Term Housing Security Affordable Housing	$10,000,000	$10,000,000	Greenville County is allocating 10 millions of ARPA funding for Affordable Housing Greenville County has partnered with the Greenville County Redevelopment Authority to oversee and administer the allocated funding and work collaboratively with other non-profits in the affordable housing arena The 10 million will be divided into three tranches of funding Production of multi-family and single family affordable housing units, preservation of current affordable housing units, and potentially a signature project that will be located in a qualified census track and would include new infrastructure as well as new multi-family units	1	2A7A12C1A1	Completed
					$101,691,896	$101,691,896				

Use of Evidence

Some of the most severe impacts of the pandemic fell on low-income and underserved communities in Greenville County. The goals of the Affordable Housing project is to increase inventory of affordable housing units, preserving existing units, and supporting an affordable housing development in Greenville County. Research has shown that Greenville County needs an additional 15,000 units of affordable housing to meet the current need. Greenville County Redevelopment Authority (GCRA) is continually working on adding additional units and protecting existing units. The ARPA funds will be used toward preservation of existing affordable housing units and the creation of addition units throughout Greenville County. GCRA uses evidence-based research, historical information, income-based screening, and in-person interviews to ensure that any affordable housing project will be serving the targeted populations of below 80% AMI and those considered disproportionately impacted by the pandemic.

The rehabilitation work and new sewer infrastructure being done by MetroConnects with ARPA funding is critical for the 100-year-old deteriorating clay pipe sewer systems in the mills communities. These communities are located in Qualified Census Tracks and serve the most underserved in our community. The projects will provide a higher level of sewer service and remove excess rainwater enter the sewer system contributing to potential downstream sanitary sewer overflow, which are a direct violation of the Clean Water Act. The new sewer system will improve the quality of life and environmental health in the underserved communities.

Performance Report

As of July 2022, $10 million in ARPA funds have been allocated for affordable housing with a preliminary plan for how they be spent. Greenville County is partnering with the Greenville County Redevelopment Authority to manage and oversee the administration of the program.

Ineligible Activities: Tax Offset Provision (States and Territories Only)

None.