

Herb Sass, Chair  
Joe Boykin  
Henry Darby  
Jenny Costa Honeycutt  
Larry Kobrovsky  
Kylon Jerome Middleton  
Brantley Moody  
Teddie Pryor  
Robert L Wehrman



Finance Committee Agenda  
March 16, 2023 at 5:00 PM  
4045 Bridge View Drive, North Charleston, SC 29405

- 1 APPROVAL OF MINUTES OF MARCH 2, 2023**
- 2 RESOLUTIONS**
  - 2A Women's History Month Resolution - Request to Adopt**
- 3 CONSENT AGENDA**
  - 3A 2023 SCDPS Body Armor Assistance Grant Program - Request to Approve**
- 4 BOARDS & COMMISSIONS**
  - 4A St. John's Fire District Commission -- Johns Island seat - Appointment (1)**
  - 4B Accommodations Tax Advisory Committee--Lodging Seat - Appointment (1)**
  - 4C Business License/User Fee Appeals Board - Appointment (1)**
  - 4D Historic Preservation Commission - Moody - Appointment (1)**
- 5 GREENBELT ITEMS**
  - 5A TST Update--Greenbelt Program - Presentation**
  - 5B Comprehensive Greenbelt Plan Five-Year Review - Request to Approve**
  - 5C Conversion Request: Portion of Ten Mile Community Heritage Farm - Request to Approve**
  - 5D Fort Pemberton Park Public Access Improvements Concept Plan - Request to Approve**
  - 5E Conversion Request: Town of Mt. Pleasant Billy Swails Parkway Extension - Request to Approve**
- 6 COMMUNITY DEVELOPMENT ITEMS**
  - 6A Just Home Project Housing Investment Action Plan - Request to Approve**
  - 6B HOME-ARP Allocation Plan - Request to Approve**
- 7 SHERIFF'S OFFICE FUNDING**
  - 7A Sheriff's Office Competitive Pay Funding - Recommendation**

Charleston County Council

Memorandum

To: Members of the Finance Committee

From: Committee Kristen Salisbury, Clerk of Council

Date: March 10, 2023

Subject: Minutes of March 2, 2023

At the Finance Committee meeting of March 16, 2023, the draft minutes of the Finance Committee meeting of March 2, 2023 will be presented for approval.



## A RESOLUTION OF CHARLESTON COUNTY COUNCIL

*Proclaiming March 2023 Women's History Month*

**WHEREAS**, women of every race, class, and ethnic background have made historic contributions to the growth and strength of our nation in countless recorded and unrecorded ways; **and**,

**WHEREAS**, women have played and continue to play critical economic, cultural, and social role in every sphere of the life of the nation by constituting a significant portion of the labor force working inside and outside of the home; **and**,

**WHEREAS**, women have played a unique role throughout the history of the nation by providing the majority of the volunteer labor force; **and**,

**WHEREAS**, women have been particularly important in the establishment of early charitable, philanthropic, and cultural institutions in our nation; **and**,

**WHEREAS**, women have served our country courageously in the military; **and**,

**WHEREAS**, women have been leaders in securing their own rights of suffrage and equal opportunity, which created a more fair and just society for all; **and**,

**WHEREAS**, the role of women throughout history should be valued and celebrated.

Now, therefore, be it resolved by **Charleston County Council** in meeting duly assembled, that March 2023 is designated as "Women's History Month" in Charleston County.

**CHARLESTON COUNTY COUNCIL**

Herbert R. Sass, III, Chairman  
March 21, 2023

**Committee Agenda Item**

**To:** Bill Tuten, County Administrator  
**From:** Sheriff Kristin Graziano **Dept.:** Sheriff  
**Subject:** 2023 SCDPS Body Armor Assistance Grant Program  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Grants	Gail Marion
Budget	Mack Gile
Legal	Edward L. Knisley
Administrator	Bill Tuten
Clerk	Kristen L. Salisbury

**Fiscal Impact:**

No match required.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

**Situation:**

The Charleston County Sheriff's Office would like to apply for the 2023 South Carolina Department of Public Safety's Office of Highway Safety and Justice Programs Body Armor Assistance Grant. The request is for reimbursement of previously purchased vests and carriers, and replacement vests and carriers, from July 1, 2022 to December 31, 2023. The requested amount is \$110,526. State-appropriated funds pay for up to 100% of allowable costs for body armor vests and carriers used in the ordinary course of police work. There is no cost match.

**Department Head Recommendation:**

Approve the Sheriff's request to apply for and, if awarded, accept up to \$110,526 for the SCDPS's state-appropriated Body Armor Assistance Grant to reimburse for previously purchased vests and carriers.

## Charleston County Council

## Memorandum

To: Finance Committee  
From: Kristen Salisbury, Clerk of Council  
Date: March 10, 2023  
Subject: St. John's Fire District Commission -- Johns Island seat

An announcement of vacancy for the St. John's Fire District was previously made.

Application for appointment was received from Bruce McGougan to fulfil the John's Island seat.

The St. John's Fire District Commission Board consists of nine members, appointed by the Governor upon recommendation by Charleston County Council, responsible for the oversight of all administrative and operational aspects of the St. John's Fire District special purpose district. The board has the authority to purchase, establish, enlarge, maintain, conduct, and operate the special purpose district as deemed necessary. The board meets to review operational, financial, and administrative activity reports.

The term for this seat expires in December 2025

**One vacancy, one application**  
**Bruce McGougan**

## Charleston County Council

## Memorandum

To: Finance Committee  
From: Kristen Salisbury, Clerk of Council  
Date: March 10, 2023  
Subject: Accommodations Tax Advisory Committee--Lodging Seat

An announcement of vacancy for the Accommodations Tax Advisory Committee was previously made.

Application for appointment was received from Erica Feaga to fulfil the Lodging seat.

The Charleston County Accommodations Tax Advisory Committee is a seven (7) member board appointed by Charleston County Council and charged by State Statute to make recommendations to Council on the expenditure of revenue generated from the state accommodations tax. The board shall consist of the following: two (2) representatives of the lodging industry whose business is located in Charleston County, a representative of the hospitality industry whose business is located in Charleston County, a representative of cultural organizations located in Charleston County, a representative who resides in Charleston County West of the Ashley (to include areas West Ashley, James Island, Johns Island, Wadmalaw Island, Hollywood, Ravenel, St. Paul's areas, Edisto Island), a representative who resides in Charleston County East of the Cooper (to include areas in Mt. Pleasant, Awendaw, McClellanville, South Santee), and a member at large who resides in any area of Charleston County.

The term for this seat expires March 2027.

**One vacancy, one application**  
**Erica Feaga**

## Charleston County Council

## Memorandum

To: Finance Committee  
From: Kristen Salisbury, Clerk of Council  
Date: March 10, 2023  
Subject: Business License/User Fee Appeals Board

An announcement of vacancies for the Business License/User Fee Appeals Board were previously made.

Application for appointment was received from LaTonya Dover. After this appointment, there will still be two (2) vacancies on this board.

The Business License/User Fee Appeals Board is a six member board that is charged by County Council to receive testimony and make written determinations concerning appeals of citizens and the business community aggrieved by any action taken by the Business License/User Fee Department. Half of the members of this board must be either CPAs or attorneys and other applicants are encouraged to have a strong legal and/or financial background. Meetings are scheduled in the evenings, after normal working hours, on an as-needed basis. All determinations made by this Board are final unless the decision of the Board is appealed to Council within ten days after service of the Board's decision. Terms of the Business License/User Fee Appeals Board are for four years.

The terms for these seats expire September 2026.

**One vacancy, one application**  
**Latonya Dover**

## Charleston County Council

## Memorandum

To: Finance Committee  
From: Kristen Salisbury, Clerk of Council  
Date: March 9, 2023  
Subject: Historic Preservation Commission - Moody

Mr. Moody's recommended appointee to the Historic Preservation Commission recently resigned. Mr. Moody has informed the Clerk of Council that he would like to recommend English Purcell for appointment to the Historic Preservation Commission.



## Charleston County Council

## Memorandum

To: Finance Committee  
From: Kristen Salisbury, Clerk of Council  
Date: March 10, 2023  
Subject: TST Update--Greenbelt Program

At the Finance Committee of March 16, 2023, the Greenbelt director will provide an update on the Greenbelt program that is funded through the Transportation Sales Tax.

**Committee Agenda Item**

**To:** Bill Tuten, County Administrator  
**From:** Eric Davis **Dept.:** Greenbelt Programs  
**Subject:** Comprehensive Greenbelt Plan Five-Year Review  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Deputy County Administrator	Christine O. Durant
Budget	Mack Gile
Legal	Kevin M. Deantonio
Administrator	Bill Tuten
Clerk	Kristen L. Salisbury

**Fiscal Impact:**

There is no fiscal impact associated with the recommendations found in the Comprehensive Greenbelt Plan Five-Year Review.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

**Situation:**

The Comprehensive Greenbelt Plan (Plan) was adopted by Charleston County Council on June 6, 2006, and along with associated ordinances guides the implementation of Charleston County Greenbelt Programs. Ordinance 1343 states that "the comprehensive greenbelts plan should be reviewed and revised every five (5) years." A major review and update was undertaken in 2017 in coordination with the passage of the 2nd Transportation Sales Tax. Topics and feedback raised by various stakeholders were considered at multiple GAB meetings throughout 2022. The Greenbelt Advisory Board Recommendations for Greenbelt Program Changes document (attached) summarizes the issues discussed, includes recommendations to improve the Greenbelt Plan and program, and is provided for County Council's consideration. Mr. Davis will present a summary of the recommendations. If approved, staff will work with the County Attorney's Office to prepare agenda items for future Council meetings to obtain required Council directives and ordinance amendments to implement the Five-Year Review recommendations.

**Department Head Recommendation:**

As recommended by the Greenbelt Advisory Board, approve the GAB Recommendations for Greenbelt Program Changes as attached.

# **Greenbelt Advisory Board Recommendations for Greenbelt Program Changes**

**February 24, 2023**

**Introduction:** The Comprehensive Greenbelt Plan (Plan) was adopted by Charleston County Council on June 6, 2006, and along with associated ordinances guides the implementation of Charleston County Greenbelt Programs. Ordinance 1343 states that “the comprehensive greenbelts plan should be reviewed and revised every five (5) years.” A major review and update was undertaken in 2017 in coordination with the passage of the 2<sup>nd</sup> Transportation Sales Tax. Unlike the 2017 update, the 2022 review constitutes an abbreviated process lacking the extensive input from the general public that has occurred at ten-year intervals.

In late 2021, staff compiled a list of Plan and program topics to be reviewed with the Greenbelt Advisory Board (GAB). Targeted feedback was solicited from organizations that have submitted grant applications in past years. These topics and feedback were considered at multiple GAB meetings throughout 2022. This report summarizes the issues discussed, includes recommendations to improve the Greenbelt Program and is provided for County Council's consideration.

## **1. Bonding of Greenbelt Portion of 2<sup>nd</sup> Transportation Tax Proceeds**

Proceeds from the 2<sup>nd</sup> Transportation Sales Tax have been allocated annually in a ‘Pay as you Go’ fashion since inception. Leading up to the Plan review, interest rates were at all-time lows and land values were increasing rapidly, which spurred questions from GAB members regarding whether all, or a portion of, future sales tax collections should be bonded to provide an immediate cash infusion to the program. Staff provided information regarding projected future land costs, interest rates, current available funding, and project demand.

***Recommendation:*** *There was no recommendation made to bond sales tax proceeds, but at the request of the GAB, staff will provide updated land cost, interest rate, allocation balances and project demand projections annually to the GAB for reconsideration of this topic.*

## **2. Forward Spending**

Municipalities and the urban unincorporated areas inside of the Urban Growth Boundary (UGB) are allocated urban funds annually based on individual percentages of population located inside the UGB. In some instances, these entities have been approved to spend Greenbelt funds in excess of their current available allocation balances as long as there is enough cash on hand among other allocations. This has been commonly referred to as ‘forward spending’ the entity’s allocation and/or ‘borrowing’ from other allocations. Concern has been raised that without limits, such forward spending could negatively impact other future projects whose allocations have been ‘borrowed’.

***Recommendation:*** *The GAB recommends to defer action on the forward spending for one year, and to test the impacts of the proposed policy on new projects during this time. To summarize, the Forward Spending Policy (attached) encourages the applicant to find its own bridge funding first and foremost. It also caps forward spending at 10% of the projected lifetime allocation balance for projects with an exceptional score, in addition to other requirements designed to avert the potentially adverse impacts of forward spending.*

### 3. Impervious Surfaces

While not prohibited on Greenbelt-funded properties, impervious surfaces like structures, sidewalks, and paved roads/parking lots can conflict with program objectives. Though rare, limitations on total impervious surface area have been implemented as part of application approvals. On the other hand, Greenbelt-funded conservation easements nearly always include impervious surface limitations. Blanket impervious surface limitations for fee simple projects would help ensure site development does not conflict with Greenbelt priorities and would also better define expectations for the grant awardee. Due to their nature, corridor and active park projects are not conducive to blanket impervious surface caps.

**Recommendation:** *The GAB recommends a tiered approach for standard impervious surface caps for fee simple, non-active, non-corridor projects where limits are based on a percentage of the property size. Smaller properties are afforded a higher percentage while larger properties are subject to a smaller percentage, as shown in the table below. Applicants may request a higher or lower percentage, which may be granted by County Council as a special condition to the award. Property size is calculated by subtracting open water and marsh features from the total subject property acreage.*

#### **Proposed Standard Impervious Surface (IS) Limits**

Fee Simple, Non-Active, Non-Corridor Projects

Property Size (Acres)		IS Cap (Acres)
1-	6%	0.06
25		1.50
25.1	3% (or no less than prior tier ceiling)	1.50
100		3.00
100.1	2% (no less than prior tier ceiling)	3.00
250		5.00
250.1	1.5% (no less than prior tier ceiling)	5.00
500		7.50
500.1	1% (no less than prior tier ceiling)	7.50
1000+		10.00

**Property Size = Total Acres (minus) Marsh (minus) Open Water Features**

### 4. Use and Improvement Changes After Award

Concern was voiced over the potential of uses or planned improvements changing after project award. While Ordinance 1424 addresses processes for gaining County Council approval of major changes to the grant agreement and original application, more minor changes are generally considered at the staff level. Some grant agreements are more specific than others regarding allowable uses and improvements, resulting in concern over gray areas.

**Recommendation:** *No GAB recommendation. Staff advised the issue can be addressed on an administrative level by updating the application to gain more comprehensive information*

*on site development and use plans during the application process. This more detailed information will be incorporated into the grant agreement. If approved, the impervious surface caps will also help address this issue.*

#### **5. Park Development and Public Access Deadlines**

As of January 2022, 54 of 115 fee simple projects had not opened to the public or implemented significant improvements as outlined in their application. Some of these awardees promised funding for the future improvements as part of their matching funds. There is no standard requirement for a grantee to implement public access or planned improvements by a set date.

***Recommendation:*** No GAB recommendation. Staff discussed with the GAB that each project is so unique that that a standard time requirement to implement public access or improvements would be problematic. Such concerns should be addressed as a special condition. Staff will make sure the GAB is aware when an applicant is proposing the cost of future improvements for matching funds so that any special conditions may be considered. Staff will also provide an annual report to the GAB providing information on park development and public access progress for all relevant projects.

#### **6. Noncompliance Enforcement**

Greenbelt Programs has a procedure in place to address noncompliance with grant agreements, which involves notifying grantees of violations, providing a deadline for correcting the issue, and following up. When violations are not addressed, they are elevated to County Council, which has the option to direct the County Attorney to seek compliance through the courts. Staff explored an intermediate approach similar to code enforcement ticketing for violations. After consultation with the County Attorney's Office, this is not a viable option as Greenbelt violations do not violate County code applying to all citizens.

***Recommendation:*** No GAB recommendation.

#### **7. Transfers and Conversions Procedures**

Following discussion with the County Attorney's Office, staff alerted the GAB to two articles of Ordinance 1424 that are inconsistent with the intent for the GAB to act as an advisory body. Article 5.G addresses procedures for removing a property from the Greenbelt Program. Article 5.I. guides the process for changing the type of Greenbelt uses from those for which the grantee was originally approved. Both articles require a two-thirds approval by the GAB and approval by County Council. Staff and the County Attorney's Office discussed with the GAB that as currently written, the ordinance allows the GAB to potentially take final decision making authority out of Council's hands. In keeping with the advisory nature of this body, the GAB should only make recommendations to Council for its consideration.

***Recommendation:*** The GAB recommends changing the ordinance language to require the GAB review the request and make a recommendation to Council by majority vote. Tie GAB votes would go to Council with no recommendation.

#### **8. Public Support Scoring Criteria**

Staff reported to the GAB the desire to 'clean up' the application scoring criteria related to public support for a project. The current criteria allow for 3 points for any support letters/emails,

2 points for results of a public hearing, and 1 point for 'other'. Staff recommends making a distinction between local grassroots organizations and regional/national advocacy organizations, with local feedback garnering more points. Staff also noted that the 'other' category is ill-defined and rarely awarded. The GAB discussed concerns that holding public meetings may impose an unfair hardship for some smaller nonprofit organizations, and staff suggested allowing points for favorable public meetings and/or well-vetted survey result as a solution.

***Recommendation:*** The GAB recommends adjusting the public support scoring criteria as outlined below.

*Level of Public Support – 6 points (Score for all that apply)*

- *Support Letters/Emails from Individuals/Grassroots Organizations – 3 points*
- *Favorable Results of Public Meeting/Survey – 2 points*
- *Support Letters/Emails from Regional/National Advocacy Organizations – 1 point*

#### **9. Funding and Leveraging Scoring Criteria**

Staff made the GAB aware of an application scoring issue related to funding and leveraging criteria. Primarily, project applications offering 25% and 74% match are awarded the same 6-point values. Current match scoring criteria is below:

- Over 100% 15 pts
- 75% - 100% 10 pts
- 25% - 74% 6 pts
- 5% - 24% 4 pts
- < 5% 0 pts

***Recommendation:*** The GAB recommends the below changes to the funding and leveraging scoring criteria:

- 100%+ 15 pts
- 75% - 100% 12 pts
- 50% - 74% 9 pts
- 25% - 49% 6 pts
- 5% - 24% 3 pts
- < 5% 0 pts

*Additionally, the GAB directed staff to include contact information for Greenbelt staff directly on the nearby landowner notification letters, which applicants are required by ordinance 1424 to distribute to all landowners within 300' of the subject property.*

#### **10. Urban Unincorporated Funding**

Due to prior forward spending, the Urban Unincorporated allocation currently has a negative balance. Based on current revenue projections, the balance will remain negative until approximately 2030 without a change to the allocation formulas or the infusion of other funding. It is important to note that the forward spending policy as recommended by the GAB has a provision that no forward spending is allowed for allocations with negative balances. Staff and the GAB discussed that in recent years, municipalities adjacent to urban

unincorporated areas have permitted their funding allocations to be utilized for projects located in urban unincorporated areas when they have considered it a good investment for their citizens.

***Recommendation:*** No GAB recommendation.

**11. Small Landowner Program**

The Small Landowner Program was created in 2010 as part of the first Comprehensive Greenbelt Plan review. It allocated \$1.2M in rural funding to facilitate smaller size projects, which are defined as less than 30 acres. Since then, \$1,121,530 has been awarded to eligible projects leaving an allocation balance of \$78,470. The last small landowner award was made in 2011.

***Recommendation:*** No GAB recommendation. However, staff would like to note that by nature most urban unincorporated projects are small in size than 30 acres. A recapitalization of the Small Landowner Program might be a viable option to addressing concerns over the forward-spent urban unincorporated allocation.

## **GREENBELT PROGRAMS PROPOSED FORWARD SPENDING POLICY**

Greenbelt project funding awards are intended to be limited to the amount available in the relevant allocation for that project and cycle. However, unique circumstances could justify forward spending under one of the two methods outlined below.

### **Commitment of Future Allocations**

Applicants may be awarded funding in excess of their current available allocation under the following conditions:

1. The Subcommittee scores the project in the 'good' or higher range of the relevant project rating scale.
2. The applicant secures alternative funding and/or bridge financing for the project amount in excess of their available allocation amount for that cycle.
3. The applicant agrees that the alternative funding and/or bridge financing amount will be repaid to the applicant in subsequent allocation years until the full amount of awarded project funding is received.
4. New project applications from the applicant will not be considered until all outstanding annual payments are completed.

### **Borrowing from Other Allocations**

In exceptional circumstances, applicants may be awarded forward spending funding from their projected lifetime allocation balance under the following conditions:

1. The Subcommittee scores the project in the 'excellent' range of the relevant project rating scale.
2. Forward spending requests shall be capped at 10% of the projected lifetime allocation balance for the relevant allocation.
3. Applicant demonstrates proof of earnest efforts to secure other funding sources through grants, partnerships, 3rd party bridge funding, etc.
4. The requested forward spending funding will not adversely impact the availability of funding for other applicants whose project requests are within their available allocation. Forward spending awards under this method must be funded through unused funds from other allocations for that cycle.
5. Urban projects approved for forward spending must first draw the advanced funds from other urban allocations. Other urban allocations must be fully utilized prior to drawing funds from the rural allocation. Urban forward spending may not draw on rural allocation funds when the available rural balance is under \$6,000,000. Urban forward spending may not draw on rural allocation funds in an amount that will reduce the available rural balance to under \$6,000,000.
6. New project applications from the applicant will not be considered until their relevant current available allocation is no longer a negative amount.



7. Municipalities may designate funds from their own available allocations to be used in partnership with other Greenbelt applicants.
8. A recommendation to approve forward spending funding will require a supermajority vote of support from the GAB. A supermajority is considered 2/3 of the GAB members in attendance for the relevant meeting. County Council must approve all project awards.

### Committee Agenda Item

**To:** Bill Tuten, County Administrator  
**From:** Eric Davis **Dept.:** Greenbelt Programs  
**Subject:** Conversion Request: Portion of Ten Mile community Heritage Farm  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Deputy County Administrator	Christine O. Durant
Budget	Mack Gile
Legal	Kevin M. Deantonio
Administrator	Bill Tuten
Clerk	Kristen L. Salisbury

**Fiscal Impact:**

If approved, an amount later to be determined by an appraisal and survey will be paid into the urban unincorporated Greenbelt allocation.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

**Situation:**

In August of 2011 Council approved an award of \$1,072,700 to the Ten Mile Neighborhood Association for its Ten Mile Community Heritage Farm urban Greenbelt project. Greenbelt staff observed potential encroachments from an adjoining property owner during an annual monitoring visit. The encroachments include concrete paving of driveways and sidewalks (see attached maps) intended for the private use of the adjacent property owner and were confirmed by Public Works surveying. If left in place on the Greenbelt property, this would constitute a change in use from public greenspace to private residential use. The responsible party claimed confusion over the exact locations of property lines as the reason for the encroachment. Ordinance 1424 allows for three options to resolve this conversion scenario. 1. Require the paved areas to be demolished and restored; 2. Trade the converted area for new property of similar conservation and financial value to be incorporated into the Greenbelt Program; and/or, 3. Reimburse the original Greenbelt funding allocation for the converted area based on current fair market value. The Eligible Greenbelt Fund Recipient (Ten Mile Neighborhood Association) has proposed selling approximately 0.4 acres around the encroachments to the adjoining property owner. The house is located abnormally close to the parcel boundaries, is an oddly-shaped lot, and in the past, vehicles have driven through the park on Clarksville Ct. and onto private property. In one extreme incident a driver crashed a vehicle into the house at night thinking the road/driveway continued through to another subdivision. Ten Mile Neighborhood Association feels selling the acreage to the adjacent property owner would be the safest way to

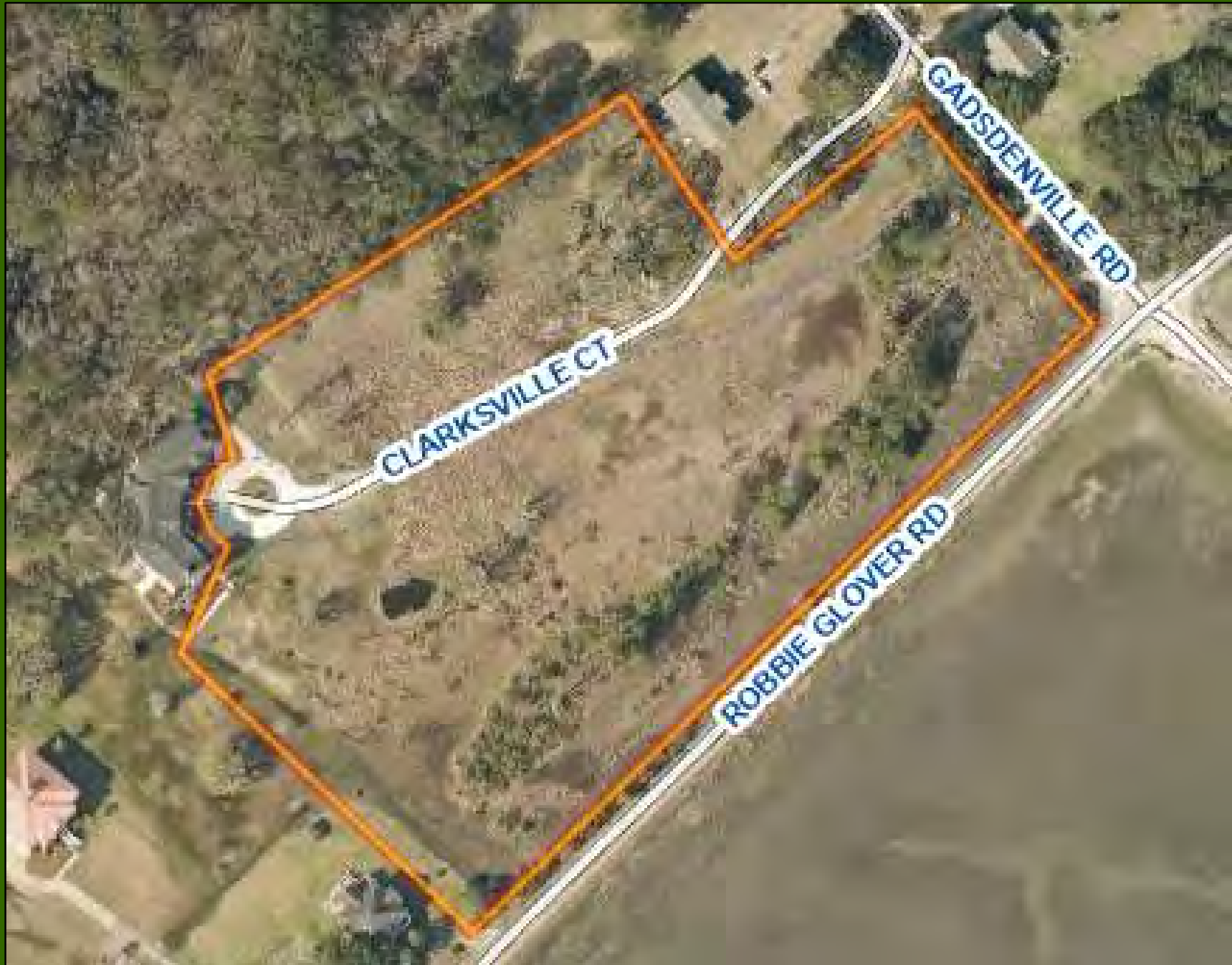
avoid future encroachments and trespass from both sides, and would result in a more natural boundary between the two parcels.

The Greenbelt Advisory Board voted unanimously at its February 8, 2023, meeting to recommend approval of this approach to County Council for the reasons proposed by the Association, with two special conditions: 1. That staff verify the validity of a new appraisal and survey to be funded by the encroaching property owner; and 2. That the encroaching property owner construct a gate, fencing, and or landscaping along their side of the new property line to clearly delineate the public park from private property. Should Council approve, the actual purchase price will be determined by the new appraisal and survey (appraised Greenbelt value per acre x exact acreage). Based on the appraisal submitted with the 2011 Greenbelt application, the cost of 0.4 acres would be \$64,000 in 2011 dollars. This figure would be expected to increase substantially with the new appraisal.

**Department Head Recommendation:**

As recommended by the Greenbelt Advisory Board, approve the sale and conversion of approximately 0.4 acres of Ten Mile Community Heritage Farm to the owner of the encroaching parcel, subject to the recommended special conditions.

# Subject Parcel



# Conversion Area



### Committee Agenda Item

**To:** Bill Tuten, County Administrator  
**From:** Eric Davis **Dept.:** Greenbelt Programs  
**Subject:** Fort Pemberton Park Public Access Improvements Concept Plan  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Deputy County Administrator	Christine O. Durant
Budget	Mack Gile
Legal	Kevin M. Deantonio
Administrator	Bill Tuten
Clerk	Kristen L. Salisbury

**Fiscal Impact:**

There is no fiscal impact associated with the request.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

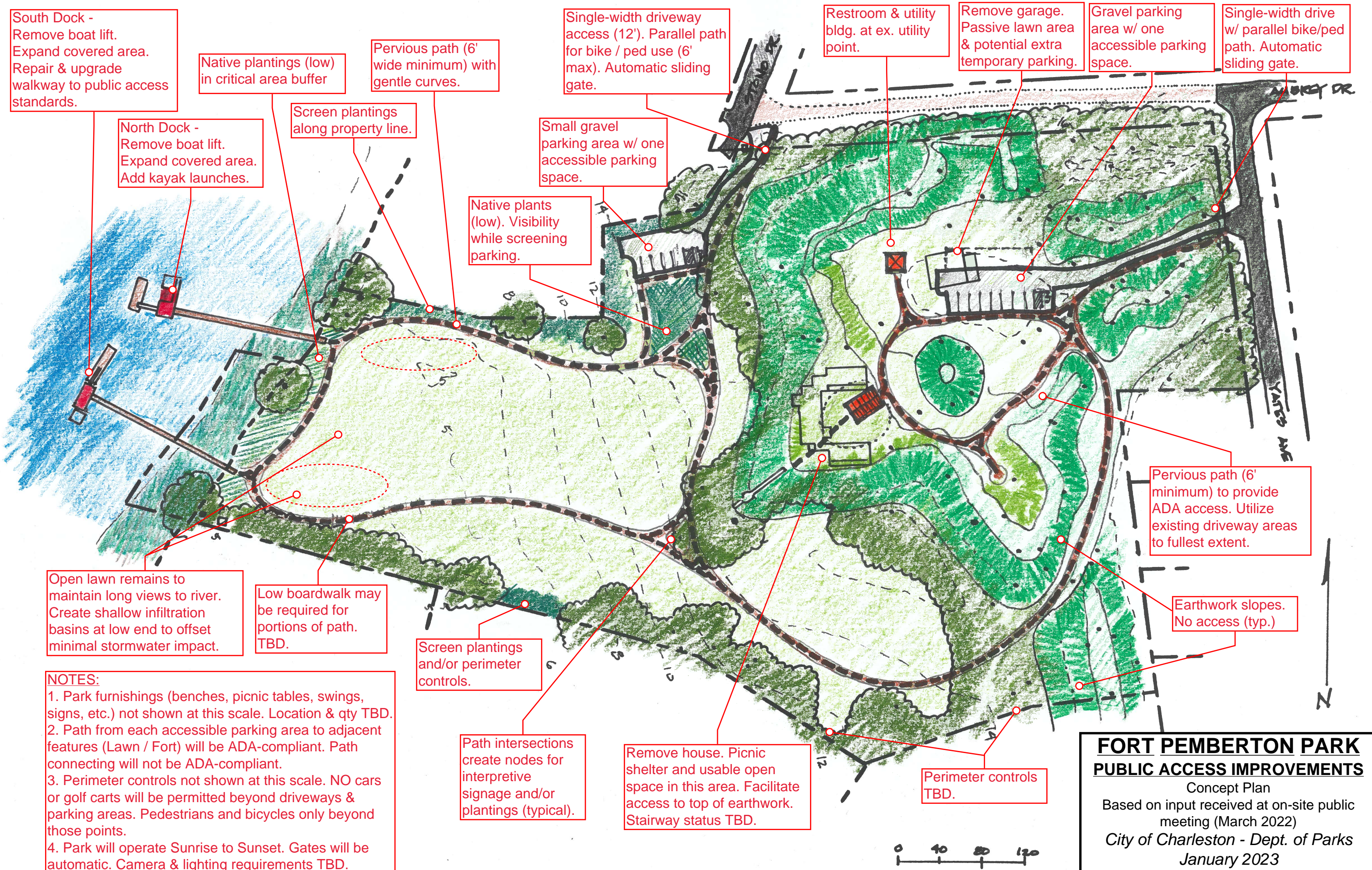
**Situation:**

In May of 2019 Council approved \$5,696,567 in Greenbelt funding for City of Charleston's Ft. Pemberton Park urban project. Of this amount, \$261,000 was awarded for minor improvements. Special conditions in the Council Directive and correlating grant agreement state that no Greenbelt funds for minor improvements will be distributed until a development plan is approved by County Council and the Eligible Greenbelt Fund Recipient submits a plan for pursuing permanent protections on the property to the GAB Subcommittee. The City's Ft. Pemberton Park Public Access Improvements Concept Plan (attached) was presented to the GAB at its meeting on February 8, 2023, meeting and was recommended for approval to Council by unanimous vote. The plan is accurately characterized as low-impact and protects the fort, reduces impervious surfaces, and maintains the viewshed between the river and the fort. City staff also discussed the plan for permanent protection, which includes an existing conservation easement held by the SC Battleground Preservation Trust and a Declaration of Covenants, Conditions, and Restrictions (attached) associated with a separate Land and Water Conservation Fund grant. In keeping with the special conditions stated above, the City will formally submit this plan to the Subcommittee at its next meeting on March 15, 2023.

**Department Head Recommendation:**

As recommended by the Greenbelt Advisory Board, approve Fort Pemberton Park Public Access Improvements Concept Plan.





South Dock -  
Remove boat lift.  
Expand covered area.  
Repair & upgrade  
walkway to public access  
standards.

North Dock -  
Remove boat lift.  
Expand covered area.  
Add kayak launches.

Native plantings (low)  
in critical area buffer

Pervious path (6'  
wide minimum) with  
gentle curves.

Single-width driveway  
access (12'). Parallel path  
for bike / ped use (6'  
max). Automatic sliding  
gate.

Restroom & utility  
bldg. at ex. utility  
point.

Remove garage.  
Passive lawn area  
& potential extra  
temporary parking.

Gravel parking  
area w/ one  
accessible parking  
space.

Single-width drive  
w/ parallel bike/ped  
path. Automatic  
sliding gate.

Screen plantings  
along property line.

Small gravel  
parking area w/ one  
accessible parking  
space.

Native plants  
(low). Visibility  
while screening  
parking.

Pervious path (6'  
minimum) to provide  
ADA access. Utilize  
existing driveway areas  
to fullest extent.

Earthwork slopes.  
No access (typ.)

Open lawn remains to  
maintain long views to river.  
Create shallow infiltration  
basins at low end to offset  
minimal stormwater impact.

Low boardwalk may  
be required for  
portions of path.  
TBD.

Screen plantings  
and/or perimeter  
controls.

Path intersections  
create nodes for  
interpretive  
signage and/or  
plantings (typical).

Remove house. Picnic  
shelter and usable open  
space in this area. Facilitate  
access to top of earthwork.  
Stairway status TBD.

Perimeter controls  
TBD.

**NOTES:**  
1. Park furnishings (benches, picnic tables, swings, signs, etc.) not shown at this scale. Location & qty TBD.  
2. Path from each accessible parking area to adjacent features (Lawn / Fort) will be ADA-compliant. Path connecting will not be ADA-compliant.  
3. Perimeter controls not shown at this scale. NO cars or golf carts will be permitted beyond driveways & parking areas. Pedestrians and bicycles only beyond those points.  
4. Park will operate Sunrise to Sunset. Gates will be automatic. Camera & lighting requirements TBD.

**FORT PEMBERTON PARK**  
**PUBLIC ACCESS IMPROVEMENTS**  
Concept Plan  
Based on input received at on-site public  
meeting (March 2022)  
City of Charleston - Dept. of Parks  
January 2023







First reading 1/09/2023 R.E. Committee, followed by City Council on 1/10/2023. Second & third reading occurred at 1/24/2023 meeting of City Council.

### **NOTICE OF MEETING**

A meeting of the Committee on Real Estate will be held beginning at 3:30 p.m. Monday, January 9, 2023, **Conference Call: 1-929-205-6099; Access Code: 835 678 884**. The agenda will be as follows:

### **AGENDA**

Invocation – Councilmember Shahid

### **Approval of Minutes:**

December 5, 2022

- a. Authorization for the Mayor to execute Declaration of Covenants, Conditions and Restrictions encumbering Fort Pemberton in connection with acceptance of grant funds from National Park Service. The property is owned by the City of Charleston. (TMS# 343-05-00-107, 343-05-00-111, 343-05-00-114) [Ordinance]
- b. Authorization for the Mayor to execute a Quit Claim Deed conveying any interest the City may have in approximately 0.077 acres, representing a portion of the former Lot 136 in Maryville and being a portion of TMS# 418-00-00-006, to Bubsy, LLC. (822 5<sup>th</sup> Avenue, Charleston, SC 29407) [Ordinance]
- c. Authorization for the Mayor to execute on behalf of the City a utility easement, approved as to form by the Office of Corporation Counsel, to Dominion Energy South Carolina, Inc., encumbering a portion of the City's real property designated as Charleston County TMS# 460-14-00-001, 460-14-00-010, 460-14-00-012, 460-14-00-013, 460-14-00-015 and 460-14-00-016, shown on reference drawing D-84545, to permit installation of electric service upgrades near Charleston Marina. [Ordinance]
- d. Authorization for the Mayor to execute a Memorandum of Understanding on behalf of the City of Charleston granting authority to SMH Charleston City Marina, LLC to appeal tax year 2022 valuations in its name. The property is owned by the City of Charleston. (TMS# 460-14-00-001)
- e. Approval of an Agreement to Buy and Sell Real Estate. The property is owned by John DeSteffano and Lynn S. DeSteffano IRA. (1819 Wallace Lane, Charleston, SC 29407) (TMS# 351-02-00-021) [Ordinance]



- f. Authorization for the Mayor to execute on behalf of the City a Permanent Right-of-Way and Utility Easement, which grants to the College of Charleston the authority to connect its property located at 176 Lockwood to the City-owned sewer on the adjacent parcel. The property is owned by the City of Charleston. (99 West Edge) (TMS# 460-00-00-013)
- g. Please consider the following annexations:
  - (i). 222 Island Drive (.9 acre) (TMS# 349-14-00-021), West Ashley, (District 11). The property is owned by Peter Green.
  - (ii). 1888 Raoul Wallenberg Boulevard (.35 acre) (TMS# 353-13-00-031), West Ashley, (District 7). The property is owned by Debbie Floyd.
  - (iii). 3111 Maybank Highway (26.53 acres) (TMS# 313-00-00-063 and 313-00-00-064), Johns Island, (District 3). The property is owned by the City of Charleston.
- h. Authorization for the Mayor to execute a Deed of Modification and Release of Prior Deed Restrictions enacted by Ordinance 2001-066 in 2001 against 334 Calhoun St. The property is owned by Charleston County. (TMS# 460-14-00-019) [Ordinance] Executive Session pursuant to S.C. Code Ann. Sec. 30-4-70(a)(2) to receive legal advice regarding the item, if needed. Council may or may not take action following executive session. (***Exhibit to be distributed under separate cover by the Legal Department***)
- i. Executive session for discussion of negotiations incident to proposed sales of property pursuant to S.C. Code Ann. 30-4-70(a)(2).

In accordance with the Americans with Disabilities Act, people who need alternative formats, ASL (American Sign Language) Interpretation or other accommodation please contact Janet Schumacher at (843) 577-1389 or email to [schumacherj@charleston-sc.gov](mailto:schumacherj@charleston-sc.gov) three business days prior to the meeting.

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**COMMITTEE ON REAL ESTATE**  
**GENERAL FORM**

TO: Committee on Real Estate DATE: December 14, 2022

FROM: Magalie Creech DEPT: Legal

ADDRESS: Fort Pemberton

TMS: 343-05-00-107, 343-05-00-111, and 343-05-00-114

PROPERTY OWNER: City of Charleston

Authorize Mayor to execute Declaration of Covenants, Conditions and Restrictions encumbering Fort Pemberton in connection with acceptance of grant funds from National Park Service

ACTION REQUEST: grant funds from National Park Service

**ORDINANCE:** Is an ordinance required? Yes ☒ No ☐

**COORDINATION:** The request has been coordinated with:

*All supporting documentation must be included*

	<u>Signature</u>	<u>Attachments</u>
Department Head		<input type="checkbox"/>
Legal Department	<u>[Signature]</u>	<input checked="" type="checkbox"/>
Chief Financial Officer	<u>[Signature] Deputy CFO for Army Whelan CFO</u>	<input type="checkbox"/>
Director Real Estate Management	<u>[Signature] Deputy CFO</u>	<input type="checkbox"/>
		<input type="checkbox"/>

**FUNDING:** Was funding needed? Yes ☐ No ☒

If yes, was funding previously approved?\* Yes ☐ No ☐

\*If approved, provide the following: Dept/Div. \_\_\_\_\_ Acct: \_\_\_\_\_

Balance in Account \_\_\_\_\_ Amount needed for this item \_\_\_\_\_

**NEED:** Identify any critical time constraint(s).



Ratification  
Number \_\_\_\_\_

# AN ORDINANCE

TO AUTHORIZE THE MAYOR TO EXECUTE ON BEHALF OF THE CITY OF CHARLESTON RESTRICTIVE COVENANTS ENCUMBERING FORT PEMBERTON IN CONNECTION WITH ITS ACCEPTANCE OF GRANT FUNDS FROM THE NATIONAL PARK SERVICE.

BE IT ORDAINED BY THE MAYOR AND COUNCILMEMBERS OF CHARLESTON, IN CITY COUNCIL ASSEMBLED:

Section 1. The City acquired approximately 8.72 acres of real property identified as TMS# 343-05-00-107, 343-05-00-111, and 343-05-00-114 commonly known as Fort Pemberton, in the City of Charleston, Charleston County, South Carolina by deed dated July 30, 2019 and recorded in Book 0812 at Page 729 in the Charleston County Register of Deeds Office on July 31, 2019 (the Property).

Section 2. The City is the Eligible Greenbelt Fund Recipient as set forth in the "Greenbelt Grant Agreement for Fort Pemberton," attached as Exhibit B to City's vesting deed to the Property.

Section 3. In addition to the greenbelt funding issued pursuant to the Greenbelt Funds Agreement, the City has accepted a grant from the National Park Service and as a condition thereto agrees to give the U.S. Secretary of the Interior approval authority over any future sale or transfer of the Property.

Section 4. The Mayor is hereby authorized to execute the attached Declaration of Covenants, Conditions and Restrictions, marked as Exhibit A, attached hereto and incorporated by reference herein, from the City Council of Charleston, South Carolina, to give the U.S. Secretary of the Interior approval authority over any future sale or transfer of the Property as more specifically stated therein.

Section 5. This Ordinance shall become effective upon ratification.

Ratified in City Council this \_\_\_\_ day of  
\_\_\_\_\_ in the year of Our Lord, 2023, in the  
247th Year of the Independence of the United States  
of America.

By: \_\_\_\_\_  
John J. Tecklenburg, Mayor

ATTEST: By: \_\_\_\_\_  
Jennifer Cook  
Clerk of Council

STATE OF SOUTH CAROLINA )  
 )  
COUNTY OF CHARLESTON )

**DECLARATION OF COVENANTS,  
CONDITIONS AND RESTRICTIONS**

**THIS DECLARATION OF COVENANTS, CONDITIONS AND RESTRICTIONS** (this “**Declaration**”) is made and entered into this \_\_\_ day of January, 2023, by **THE CITY OF CHARLESTON**, a South Carolina municipal corporation (the “**Declarant**”), having an address of 80 Broad Street, Charleston, SC 29401.

WITNESSETH:

**WHEREAS**, the Declarant is the owner of approximately 8.72 acres of real property identified as TMS# 343-05-00-107, 343-05-00-111, and 343-05-00-114 commonly known as Fort Pemberton, in the City of Charleston, Charleston County, South Carolina, more particularly described on Exhibit A, attached hereto and incorporated herein by reference (the “**Property**”); and

**WHEREAS**, the Declarant is the Eligible Greenbelt Fund Recipient as set forth in the “Greenbelt Grant Agreement for Fort Pemberton,” attached as Exhibit B to Declarant’s vesting deed to the Property (the “**Greenbelt Funds Agreement**”);

**WHEREAS**, in addition to the greenbelt funding issued pursuant to the Greenbelt Funds Agreement, Declarant has accepted a grant from the National Park Service and as a condition thereto agrees to give the U.S. Secretary of the Interior approval authority over any future sale or transfer of the Property as more specifically stated herein; and

**NOW, THEREFORE**, the Declarant hereby declares that all of the Property shall be held, mortgaged, transferred, sold, conveyed, leased, occupied and used subordinate and subject to the following easements, restrictions, covenants, charges, liens and conditions which are hereby imposed for the purposes set forth herein, said easements, restrictions, covenants, charges, liens and conditions shall touch, concern and run with the title to the Property and shall be binding on all parties having any right, title or interest in the Property. This Declaration shall also bind the respective heirs, devisees, fiduciary representatives, successors, successors in title and/or assigns, and shall inure to the benefit of any party which purchases, takes or holds any interest in the Property.

Section 1. The Property has been acquired or developed with Federal financial assistance provided by the National Park Service of the Department of the Interior in accordance with the Land and Water Conservation Fund Act of 1965, as amended. Pursuant to a requirement of that law, this Property may not be converted to other than public outdoor recreation uses (whether by transfer, sale or in any other manner) without the express written approval of the Secretary of the Interior. The Secretary shall approve such conversion only if he finds it to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon which conditions as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

**Notices to Declarant:**

The City of Charleston  
Attn: Clerk of Council  
City Hall  
80 Broad Street  
Charleston, SC29401

The City of Charleston  
Attn: Corporation Counsel  
Legal Department  
50 Broad Street  
Charleston, SC 29401

Section 2. This Declaration shall not be construed to create and shall not create any rights enforceable by the general public or others who are not (a) the Declarant; or (b) the Secretary of the Interior.

Section 3. This Declaration shall be construed and enforced in accordance with the laws of the State of South Carolina.

Section 4. Any action or proceeding to enforce or interpret this Declaration and any action or proceeding arising from or relating to this Declaration or its breach shall be brought exclusively in the federal or state courts located in Charleston County, South Carolina, and the Declarant consents to the exercise of personal jurisdiction over it by any such courts for purposes of any such action or proceeding.

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]



## EXHIBIT A

### Description of Property

ALL that lot, piece or parcel of land, situate, lying and being on James Island, Charleston County, South Carolina, containing 6.80 acres, more or less, and shown and designated as Lot B-1 on a plat by George D. Sample, P.E. and L.S. No. 3357, dated June 11, 1976, bearing the legend "Plat of Subdivision of a Tract of Land Owned by John F. Reynolds, located on James Island, Charleston County, State of South Carolina. Lot B-1 about to be conveyed to William B. Crymes and Freddie H. Crymes," which plat is recorded in Plat Book AG at Page 77 in the ROD Office for Charleston County, South Carolina, and is specifically incorporated herein by reference, and made a part and parcel thereof.

Lot B-1 having the buttings, boundings, measurements, courses and distances as will more fully be shown by reference to said plat.

TMS No. 343-05-00-114

ALSO

ALL that certain lot, piece or parcel of land, situate, lying and being on James Island, Charleston County, South Carolina, and shown and designated as containing 0.569 acres on a plat dated May 26, 1977, by Joel P. Porcher, P.E. & L.S., which plat is recorded in the ROD Office for Charleston County, South Carolina in Plat Book AH at page 87, and is incorporated herein by specific reference thereto.

Said lot of land containing 0.569 acres being bounded to the North on Aubrey Drive, to the East and South by property formerly of William B. Crymes and Freddie H. Crymes; and to the West on the property formerly of Maud C. Thomson.

TMS No. 343-05-00-107

BEING the same properties conveyed to Fort Pemberton, LLC by deed of William B. Crymes and Freddie H. Crymes dated November 3, 2005 and recorded November 4, 2005 in Book Z560 at Page 358 in the ROD Office for Charleston County. Thereafter, Fort Pemberton, LLC conveyed a One Percent (1 %) interest to Peter J. Evans by deed dated May 29, 2008 and recorded June 5, 2008 in Book 1661 at page 857 in the ROD Office for Charleston County.

Together with all right, title and interest, if any, in and to that certain piece or parcel of marsh land, some of which may lie above the mean highwater mark and some of which may lie below the mean highwater mark, situate, lying and being on James Island, Charleston County, South Carolina, between Lot B-1, above described and the low water mark of the Stono River.



### Committee Agenda Item

**To:** Bill Tuten, County Administrator  
**From:** Eric Davis **Dept.:** Greenbelt Programs  
**Subject:** Conversion Request: Town of Mt. Pleasant Billy Swails Parkway Extension  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Deputy County Administrator	Christine O. Durant
Budget	Mack Gile
Legal	Kevin M. Deantonio
Administrator	Bill Tuten
Clerk	Kristen L. Salisbury

**Fiscal Impact:**

If approved, \$94,461 of the Rifle Range Road Park project's award will be refunded to the Town of Mt. Pleasant's urban greenbelt allocation.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

**Situation:**

In November of 2010 Council awarded \$4,657,161 to the Town of Mt. Pleasant for its Rifle Range Road Property Acquisition urban greenbelt project. A portion of the planned Billy Swails Boulevard Extension will cross the greenbelt-funded property as indicated on the attached maps. The road delineation is the result of the NEPA process and was largely driven by an effort to minimize wetland impacts. This constitutes a conversion of use from a public park to transportation infrastructure. Ordinance 1424 allows for the Eligible Greenbelt Fund Recipient (the Town) to compensate the Greenbelt Program for the conversion on a current, fair market price basis. This has been standard procedure for previous conversions for transportation infrastructure. Greenbelt funds constituted 23% of the total purchase price. A recent appraisal valued the property at \$185,000/acre. Greenbelt value per acre is therefore \$42,550 (23% of \$185,000). Exactly 2.22 acres of 180.5 total acres will be converted to a non-greenbelt use. Therefore, the Town proposes to pay \$94,461 (2.22 acres x \$42,550) back into its urban greenbelt allocation for the conversion. A cash contribution calculation slide is attached. The GAB voted unanimously to recommend approval for the conversion at its February 8, 2022, meeting.

**Department Head Recommendation:**

Approve the conversion request for the Town of Mt. Pleasant Billy Swails Parkway Extension as recommended by the Greenbelt Advisory Board and accept \$94,461 back into the urban greenbelt allocation.

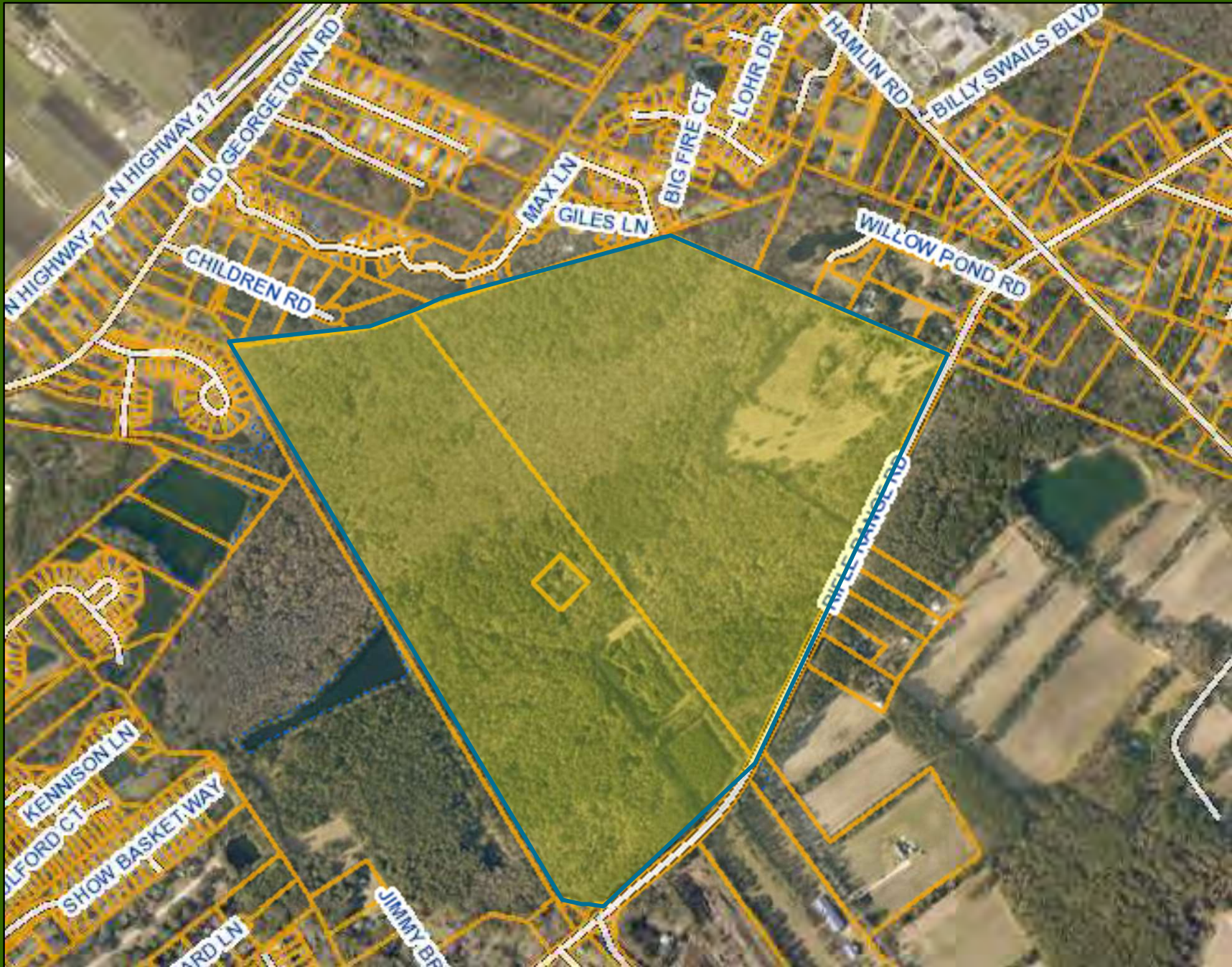


# Cash Contribution Calculation

- Value Per Acre = \$ 185,000
- GB % of Purchase Price = x 23%
- GB Value Per Acre = \$ 42,550
- GB Acres Converted = x 2.22
- *Cash Contribution to GB* = \$ 94,461

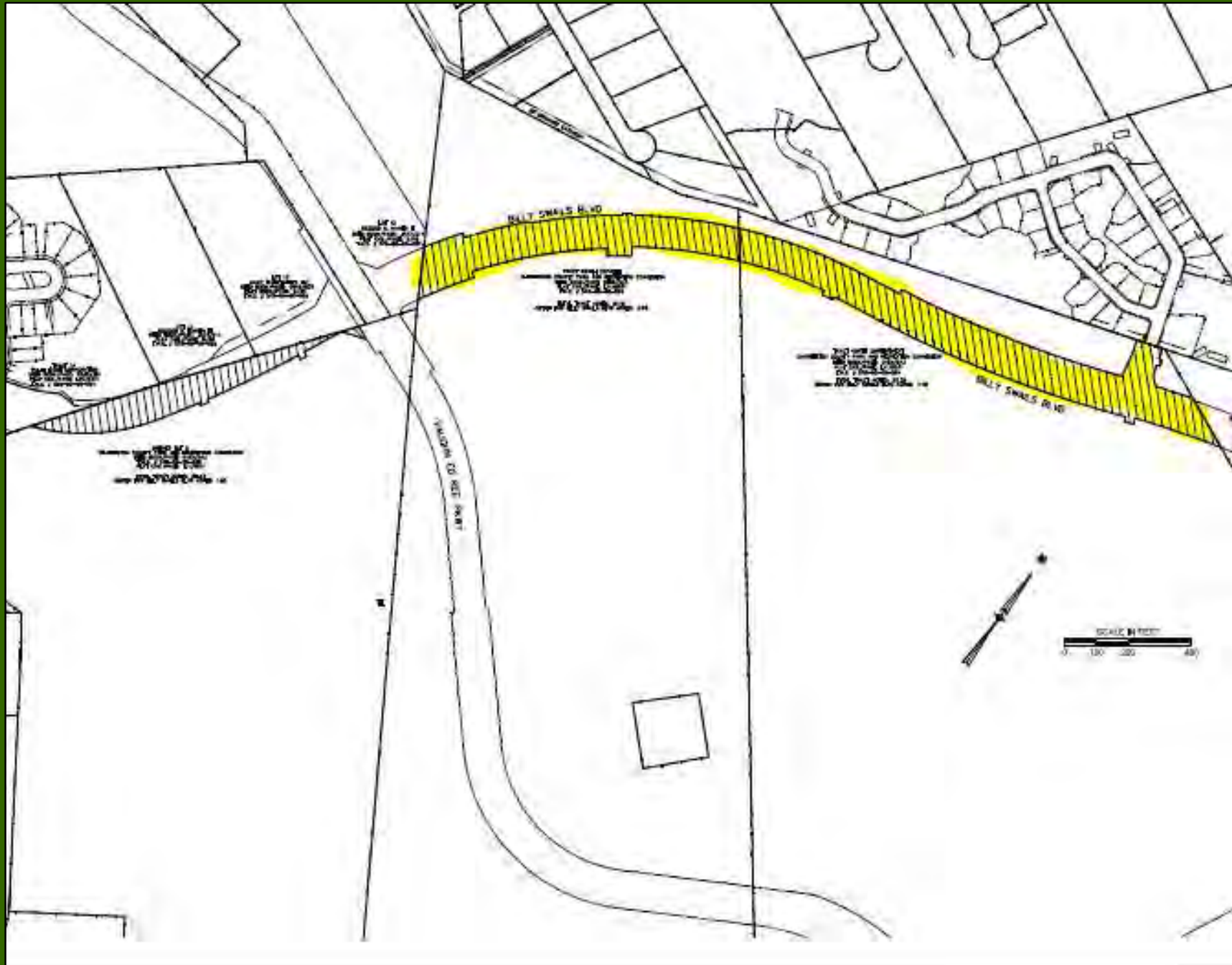


# Subject Parcels





# Conversion Area



### Committee Agenda Item

**To:** Bill Tuten, County Administrator  
**From:** LoElla Smalls **Dept.:** Community Services  
**Subject:** Just Home Project Housing Investment Action Plan  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Deputy County Administrator	Christine O. Durant
Grants	Gail Marion
Budget	Mack Gile
Legal	Edward L. Knisley
Administrator	Bill Tuten
Clerk	Kristen H. Wurster

**Fiscal Impact:**  
 No fiscal impact.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

**Situation:**

On April 6, 2022, Council approved the County's acceptance of the MacArthur Foundation's Equitable Housing Demonstration Project planning grant, now referred to as the Just Home Project (JHP) – see attachment A. A total of four sites were chosen nation-wide to participate in this demonstration grant, the other three being San Francisco, CA, Minnehaha, SD, and Tulsa, OK. The JHP aims to break the cycle of jail incarceration and housing instability through the creation of innovative, community-driven solutions with the goal of reducing homelessness, recidivism, and racial inequities present in the justice system.

During the planning period of the Just Home Project, the Community Services Directorate partnered with the Charleston County Criminal Justice Coordinating Council (CJCC), the Charleston Center, College of Charleston, South Carolina Community Loan Fund, and more than thirty other local organizations to produce a Housing Investment Action Plan (HIAP) – see Attachment B. This team worked closely with the MacArthur Foundation's technical assistance partner, the Urban Institute, to establish a community engagement plan, theory of change, and final narrative for how implementation funds will be spent.

The County's HIAP is largely based on lessons learned through community engagement activities, including facilitated roundtables with service providers and a dialogue series with 30 individuals directly impacted by the homelessness-jail cycle. Dialogue sessions with impacted individuals were held in the Sheriff Al Cannon Detention Center, One80 Place, and Neighbors

Together. Major themes learned through these discussions have directly informed the strategies included in the County HIAP. A complete draft of the HIAP was submitted to the MacArthur Foundation in December 2022 and received approval from the MacArthur Foundation February 7, 2023.

The Just Home Project offers implementation funds in two forms: grant funding for operations and Program Related Investment (PRI) funds for housing development. Charleston County has been offered \$644,018 that will be managed by Community Development staff. PRI funding will be managed directly by the South Carolina Community Loan Fund, who will make executive decisions concerning housing development. The amount of PRI funding to be received will range from \$1.5-\$5 million with the final amount being dependent upon an underwriting process to be conducted by the MacArthur Foundation.

Based on justice system data collected and analyzed by the CJCC, the planning team determined the best use of to be an extension of the CJCC's Most Visible Persons (MVP) pilot program. The MVP program aims to pull individuals out of the homelessness-jail cycle, focusing on "frequent flyers" or individuals that are booked into the Sheriff Al Cannon Detention Center four or more time in one year. Other eligibility requirements do not allow individuals with major misdemeanors, felonies, or charges that include violence against another person to participate in the program.

For the period of July 1, 2021 to June 30, 2022, the MVP population in Charleston County was estimated to be 100 individuals with a total of 509 bookings on 817 charges. The most common charges include trespassing, disorderly conduct, and shoplifting – crimes that are often symptomatic of homelessness. MVP eligible persons are often found to suffer from co-occurring disorders such as substance use and mental illness. A barrier analysis completed for the HIAP identified transitional housing to be a major service gap for this population. Due to the nature of these individuals' needs, the HIAP proposes pairing transitional housing with a wraparound service program tailored to each participant.

Throughout the planning period the County has acted as the lead planning agency for the creation of the HIAP. In the implementation period, the County will act as a fiscal agent. The first step of the Just Home Project will be to issue a Request for Proposals (RFP) to identify an implementation partner to act as the primary service provider of the Just Home Project. This partner must be experienced in working with justice-involved individuals and transitional housing programs. The chosen organization will be granted operational funds to staff that will provide program management and case management the same site where housing is provided.

The remaining funds will be utilized to compensate the South Carolina Community Loan Fund for their services provided as the PRI partner and the College of Charleston to act as the Evaluation Partner. Additionally, the proposed budget within the HIAP sets aside funding to provide opportunities for the Sheriff's Office to increase reentry staff if desired to provide support for the JHP population in more than just one point of the homelessness-jail cycle.

The implementation period of the Just Home Project will last for 18 months. During this time, Charleston County will be responsible for financial reporting and coordination with the Urban Institute. As the program develops, plans for sustainability will be made a priority with the goal of supporting the implementation partner in the receipt of additional grant funding.

The Just Home Project is vital to addressing racial disparities experienced by People of Color in Charleston County. The MVP population has an overwhelming majority of Black or

African American individuals, which is 60% compared to a much lower ratio in the Charleston County population (25%). Through the provision of low-barrier housing and supportive services, the Just Home Project aims to reduce this population of individuals being booked so frequently into the Sheriff Al Cannon Detention Center. In addition, this demonstration project will address chronic homelessness and recidivism, while providing a blueprint for similar programs to be established in our region and throughout the country. Secondary benefits may also include financial gains through reduced policing, jail bookings, and fewer resources for a smaller jail population.

**Department Head Recommendation:**

- Approve Community Services Directorate participation in the implementation period of the Just Home Project.
- Approve the acceptance of \$644,014 in grant funds from the MacArthur Foundation.
- Approve Housing Investment Action Plan as attached.



## **JUST HOME PROJECT**

**Charleston County Community Services:**

**Housing Investment Action Plan**

December 16, 2022

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## IMPLEMENTATION PARTNERS

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Charleston County has made it a priority to create its Housing Investment Action Plan through a collaborative approach. All decision-making efforts made during the planning period have been led by its team of core partners after consulting with the Just Home Project Task Force and those with lived experience. The Just Home Project Task Force is collective of local governments, agencies, and nonprofit organizations with a vested interest in addressing the cycle of homelessness and incarceration (full list in Appendix B).

During the implementation period, decision-making will be led by the Implementation Partner. The Implementation Partner will be fully responsible for executing the plan laid out in this document. Guidance on attainment of goals and outcomes will be coordinated by the Evaluation Partner. Charleston County will continue to provide technical assistance throughout the implementation period to ensure this issue is addressed holistically, with the goal of bolstering the existing network of service providers. Please see the list of core partners provided below. A list of Task Force members can be found in Appendix B.

### *Core Partners*

- Chelsea Diedrich, Charleston County Community Services – *Project Lead*
- Ellen Steinberg, Adina Gross, & Susanne Grose, Charleston County Criminal Justice Coordinating Council (CJCC)
- Dr. Chanda Funcell, Charleston County Dept. of Alcohol and Other Drug Abuse Services (DAODAS)
- Deborah McKetty, South Carolina Community Loan Fund – *PRI Partner*
- Dr. Kendra Stewart, Joseph P. Riley Center for Livable Communities – *Evaluation Partner*
- [Implementation Partner]<sup>1</sup>

## DEVELOPMENT PROCESS

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Charleston County's Just Home Project has been planned to be an extension of the CJCC's Most Visible Persons (MVP) pilot program, which has provided a foundational understanding of the cycle of homelessness and incarceration in the Charleston community. The objective of this pilot is to help build infrastructure necessary to identify, engage, and provide wraparound services to individuals being booked five or more times annually into the Sherriff Al Cannon Detention Center (SACDC). The MVP program utilizes a housing-first approach paired with case management with the goal of addressing underlying issues such as mental health challenges and substance use disorders. Partners engaged in the MVP initiative include DAODAS, Charleston Center, City of Charleston, Charleston County CJCC, Lowcountry Continuum of Care, One80 Place, Origin SC, Court of General Sessions, Magistrate/Municipal Courts, SC Department of Probation, Parole, and Pardon, and the Charleston Police Department.

With the foundation for the target population already being identified through the work laid out by the MVP program, Charleston County's first step in the development process was to assemble a Just Home

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<sup>1</sup> Charleston County is currently in the process of selecting an implementation partner to act as the service provider of its Just Home Project. A Request for Proposals (RFP) will be issued outlining the scope of work and inviting interested/qualified organizations to apply. Applicants will need to have demonstrated previous successful work in the criminal justice field, as well as have the capacity to staff and support the program described in this plan. The scope of work to be included in the RFP is provided in Appendix A.

Project Task Force (JHPTF). This collective includes leadership from approximately 30 local governments, agencies, nonprofit organizations. The first phase of assembling the JHPTF included initial one-on-one conversations to recruit and learn from leaders listed in Appendix B, followed by the first convening of the group on July 12, 2022. The purpose of this gathering was to facilitate discussion among those with first-hand knowledge of homelessness and criminal justice-related challenges experienced in the Charleston community (see agenda provided in Appendix C). This meeting focused on two areas: an analysis of existing barriers and service gaps, as well as a visioning exercise to learn what participants thought was needed most by the target population. The final consensus reached among the JHPTF during this meeting was that transitional beds was the greatest need. Participants agreed that having warm beds immediately available for individuals being released from jail or those experiencing homelessness could make a major impact and prevent more people from falling back into the homelessness-incarceration cycle.

The next step in the development process of this HIAP is to supplement what has been learned from the JHPTF with knowledge and input from those with lived experience. To achieve this goal, Charleston County's JHP core partners planned to host 'focus group' style dialogues both in the SACDC and in the community. These dialogues will be hosted by volunteer JHPTC members that either have experience working with the target population or have experienced incarceration or homelessness. To ensure that these dialogues are meaningful and sensitive to the diverse backgrounds of potential participants, Everyday Democracy was hired to provide facilitator training and technical support. Technical support offered by Everyday Democracy includes guidance on overall community engagement plan, support with development of the discussion guide (Appendix D) to be used for dialogues, and support with analysis of the qualitative data collected through dialogues.

Data shared by the CJCC indicates that there are 100 individuals, who have been booked 4 times or more into the SACDC 07/1/21 thru 06/30/22, once MVP criteria was applied, it reduced that number to 62 eligible candidates. These criteria have been expanded to four or more bookings in the past year and limit charges to misdemeanors and low-level felonies that did not involve the infliction of violence upon another human being. Considering this to be the approximate size of the JHP's target community, core partners have set the goal of engaging in dialogue with 30 individuals with lived experience. Dialogues will be hosted for 90 minutes among eight individuals, led by two co-facilitators and a notetaker. Two sessions have been planned to be held within the SACDC with individuals who meet the MVP criteria and have volunteered to participate. Additionally, two sessions will be held at One80 Place with individuals recruited through Charleston County Mental Health Court, Homeless Court, and through One80 Place's daily lunch program. Participants within the jail will be compensated with a certificate of participation in supporting the work of criminal justice reform, while community participants will be compensated with resource backpacks (\$100 in value).

A deeper analysis of barriers and service gaps was completed by Kit Kelly and Joey Morris who were hired through the College of Charleston's master's in public administration program to assist with the writing of the HIAP. Kelly and Morris utilized existing data and outside resources to support what was learned through community engagement efforts. Additionally, they completed an inventory of existing services available to the target population provided in Appendix E. This inventory took into account potential limitations that might be encountered by the target population, including a spatial analysis that pairs location of services with the availability of public transit. Findings from these two efforts have informed the *Theory of Change* and *Existing Barriers to Housing Stability* sections of this HIAP.

## TARGET COMMUNITY

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The target community for Charleston County's Just Home Project is men that are booked into the Sheriff Al Cannon Detention Center four or more time in one year on charges that do not include violence against another person or high-level felonies. This target population was chosen so the JHP could act as an extension of the Charleston County CJCC's Most Visible Persons pilot program, which has already conducted extension research and outreach to understand the target population and best ways to engage with individuals meeting these criteria.

The objective of the MVP pilot is to help build the infrastructure necessary to identify, engage, and provide wrap-around services to these individuals coming into the most frequent contact with the local criminal justice system. To reach this group, the program originally identified a target population of individuals with five or more bookings into the Sheriff Al Cannon Detention Center (SACDC) in one year. When the program was created in 2020, this population was estimated to be approximately 56 individuals with a total of 394 bookings and 567 charges. Additional eligibility limitations require that individuals do not have high-level misdemeanors or felonies, or charges that involve violence inflicted on another person

In order to increase expand the population that both the MVP program and JHP aim to support, the target community has been adjusted to individuals with four more bookings into the SACDC annually. Recent data show that for the period running July 1, 2021 to June 30, 2022, this population grew to 100 persons booked a total of 509 times on 817 different charges. Based on charges, 62 individuals in this group were deemed eligible while the remaining 38 individuals were flagged ineligible due to the serious nature of their offenses. Demographics of the 100 individuals booked five or more times in the past year are provided below:

- 86% Male; 14% Female
- 60% Black; 39% White; 1% Asian.

By utilizing the methods established by the MVP program and focusing on men which make up the majority of this group, Charleston County's JHP will target those coming into the most frequent contact with the criminal justice system. It should be noted that CJCC leaders have acknowledged several difficulties experienced when engaging with potential MVP participants. It has been reported that women are much more likely to consent than men. Other engagement challenges experienced by staff include: overall distrust displayed by clients, rapidity with which individuals cycle through the jail system, and potential for eligibility to change with new charges.

A desired outcome of the dialogues planned to be held with impacted individuals (described in the previous section) is to build relationships that can be fostered throughout the implementation period. It is important that persons with lived experience continue to be involved in the shaping and administration of the Just Home Project to ensure its effectiveness in delivering services to this target population. These relationships will likely help the Charleston County JHP to establish peer mentor groups and make reflections upon program impact.

### *Community Engagement*

A top priority of Charleston County's Just Home Project is to ensure that its mission, strategies, and goals are all informed by those that have lived experience. To begin this process, Charleston County hosted a dialogue series with impacted individuals to learn more about their experiences and their knowledge of

barriers facing the target population in the Charleston region. Everyday Democracy was contracted to train facilitators and a dialogue discussion guide was developed collaboratively with Just Home Project Task Force members (Appendix D). Dialogues were led by co-facilitators, each team including at least one individual with lived experience. A total of four, 90-minute, dialogues were held with a total of 32 participants. Two were completed with current residents of the Sherriff Al Cannon Detention Center, one was hosted at One80 Place, and one was hosted at Neighbors Together.

Compensation was a key component of the JHP dialogue series. Due to procurement procedures, direct payment was not allowed, so resource backpacks were assembled to compensate participants. Charleston County staff consulted the Task Force to collect a list of useful items that would be valuable to those currently cycling in and out of the jail system. Each backpack was valued as approximately \$120 and included winter hats, socks, a flashlight, can opener, emergency blanket, hygiene products, bus passes, etc. (full list of items available in Appendix F). Those that participated at One80 Place and Neighbors Together received their backpack following the dialogue, those that participated in the SACDC were provided with instructions on how to pick up their compensation from the CJCC upon release.

A theming session was led by Everyday Democracy with the facilitators and notetakers for all four sessions. A summary of key themes and points of consensus can be found in Appendix F. These lessons have been used to inform this planning process and to ensure that the Just Home Project implements as community-informed project. A key theme that emerged in all four sessions was a desire for additional opportunities to participate in the planning process. The Just Home Project team aims to maintain a high level of engagement with the target community throughout the entire implementation period. It is important that this engagement is conducted in a way that has a goal in mind. The goal for this engagement will be to inform evaluation methods. Charleston County's Just Home Project partner plans to conduct interview with eligible participants to determine what they feel are the appropriate measures of success. More information on this process is provided in the evaluation partner section of this plan.

## BARRIER ANALYSIS

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The Just Home Project aims to build upon services that are already present within the region and expand upon their scope. This work will be conducted with the collaboration of several local partners, some of whom are listed in the Implementation Partners section of the HIAP. It is important for service providers to identify the barriers present that can prevent members of the target population from receiving services as well as existing barriers that prevent services from being effectively provided. This section will identify both societal barriers that the scope of the project can do little to directly influence and policy barriers that the project will have a greater chance to influence.

### *Societal Barriers*

Societal Barriers are those that exist due to the compounding nature of society. They include the social norms, individual perspectives, historical trends, culture, climate dispositions, and policy of a given region. They can develop as a result of policy barriers and gaps in services to affected communities but include the cultural circumstances of a region as well. In the context of Charleston County's Just Home Project, some of these impediments will include racial economic inequity, housing and income gaps, and racial inequity in the criminal justice system. Societal barriers most commonly impact minority communities and can perpetuate many cycles of poverty, including the homelessness/incarceration cycle. While the Just

Home Project may not have the capacity to directly alleviate these obstacles, it is important for service providers to recognize them and create strategies that could reduce or eliminate these barriers in the long term. Societal Barriers can be viewed as context for the living conditions that certain communities within the region are experiencing. As such, they can inform administrators where there are gaps in services and provide guidance on which communities require assistance, which policies have contributed to the present barriers, and how best to serve the target population.

### *Economic Racial Inequity*

According to the College of Charleston's State of Racial Disparities for 2000-2015, the Black population in Charleston County earns about 60% of what the median income of their White counterparts is.<sup>2</sup> This represents a significant economic disparity between the two communities. Evidence of this disparity is further represented in the City of North Charleston, which has a greater population of minority groups. Twenty one percent of residents in this area of the County are experiencing poverty compared to 13% in the City of Charleston. The College of Charleston uses data from the US Census Bureau, which uses poverty thresholds to determine whether a family unit is in poverty. Several factors contribute to this calculation including total family income and the number of individuals in the family unit.<sup>3</sup> These statistics represent the presence of significant economic disparities when comparing individuals who identify as White and those who identify as Black. Conversations with Task Force members also revealed that racial inequalities permeate all the barriers present in this document.

### *Housing and Income Gap*

The City of Charleston was recently identified as the number one city destination in the U.S. Travel + Leisure Magazine for the tenth year running, attracting multitudes of tourists and wealthy migrants from across the nation to enjoy its beautiful landscape and culture-rich downtown. The County's Housing Our Future Snapshot completed an in-depth analysis of how regional growth has impacted housing. The report found that home values grew 78% in the past decade, compared to 77% in the United States and 26% in South Carolina, emphasizing that this rate has far outpaced the slow-moving rate of household income growth.

These rising home prices are driven by a rapidly changing community. This assumption is supported by the fact that a significant number of households moving to the County are migrating from areas with typically high costs of living - New York City ranked number one among regions from which new transplants are moving. Further, the Housing Our Future Snapshot found that the income group with the highest representation among new households was those earning \$200,000+ annually. The continuous increase of affluent households in Charleston County worsens the housing challenges that low-income households already face by reducing the already sparse inventory of homes available.

### *Racial Inequity in the Criminal Justice System*

The criminal justice system plays a key role in the homelessness-incarceration cycle as it is the institution with the authority to detain individuals impacted by this issue. Studies have shown that while being homeless does not significantly increase an individual's likelihood of being incarcerated, being

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<sup>2</sup><https://rsji.cofc.edu/resources/disparities-report/>

<sup>3</sup> <https://www.census.gov/topics/income-poverty/poverty/guidance/poverty-measures.html>

incarcerated makes it more likely that an individual will become homeless.<sup>4</sup> This presents a barrier for members of minority populations as the annual per capita arrest rates in Charleston County for Black men were approximately five times higher than White men between 2015 and 2019.<sup>5</sup> Further, 63% of the individuals cycling in and out of the Sheriff Al Cannon Detention Center (SACDC) in 2020 were Black, an overrepresentation considering that Black individuals only make up 26% of the Charleston County population.<sup>6</sup>

There are efforts that can be taken to minimize this disparity. Police departments in the County have a policy of deflection which encourages the transportation of individuals exhibiting mental health crises to service centers as opposed to detaining them. The Town of Mount Pleasant and City of Charleston police departments utilize this strategy as well as the Charleston County Sheriff's Office. The exercise of this policy is at the discretion of the individual officer. Deflection occurs when the officer deems that the individual may benefit from local services rather than citation or arrest. Officers partner with tele-health services and Mobile Crisis Clinicians, the Charleston-Dorchester Mental Health Facility, and the Tri-County Crisis Stabilization Center (TCSC) to provide services to victims of mental health crises. Officers also consider the wishes of the victim to be the most important factor when deflecting.

This policy has the potential to limit the number of individuals being introduced into the homelessness/incarceration cycle as it prevents victims of mental health crises from being booked and reintroduced to the criminal justice system. As with any policy, there are gaps present that prevent officers from providing adequate service. One gap that has begun to be filled is the purchase of iPads that make the deflection process easier and quicker. iPads can be used to contact Mobile Crisis and perform a tele-health assessment. Purchasing more iPads would allow more officers to effectively deflect victims by quickly performing a mental health assessment themselves. Previously officers had to wait for Mobile Crisis to arrive on scene. Officers also now have the authority to transport victims directly to the TCSC themselves which streamlines the process. An area in which the policy could be improved is officer training. The Justice System Partners Report recommends that the policy could be benefited by providing officers with “language tools” to better inform victims about the goals of the policy.<sup>7</sup>

### *Policy Barriers*

Policy Barriers exist due to currently operating government policy and the availability of services provided by non-profit organizations. These barriers can be perpetuated by restrictions imposed on service providers, the logistics of running a program, or a complete lack of service. These barriers have a significant likelihood of being directly addressed by the Just Home Project. It is important for administrators to understand the Policy Barriers that exist, as they may reveal gaps that the project will work to fill. With an understanding of these barriers, administrators can enact strategies that improve upon the services available in the area.

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<sup>4</sup> Moschion, Julie, and Guy Johnson. “Homelessness and Incarceration: A Reciprocal Relationship?” *Journal of Quantitative Criminology* 35, no. 4 (2019): 855–87. <https://doi.org/10.1007/s10940-019-09407-y>.

<sup>5</sup> <https://charleston-disparity-in-prosecution.org/>

<sup>6</sup> <https://cjcc.charlestoncounty.org/files/CJCC-2020-ANNUAL-REPORT.pdf>

<sup>7</sup> Magnuson, Shannon, Amy Dezember, and Brian Lovins. “Examining the Impacts of Arrest Deflection Strategies on Jail Reduction Efforts.” Charleston, SC: Justice System Partners, 2022. <https://safetyandjusticechallenge.org/wp-content/uploads/2022/05/SJC-ISLG-DeflectionCharlestonCounty.pdf>.



These barriers exist at multiple stages of the homelessness/incarceration cycle and relate to:

- Reentry
- Transportation
- Communication
- Employment
- Service Restrictions
- Location

### *Reentry Barriers*

Reentry into society from prison or jail can be a disorienting experience for individuals, especially when they have not been properly prepared.<sup>8</sup> Individuals face many obstacles in this process that can lead them to become trapped in the homelessness and incarceration cycle. Studies have shown that participation in job coaching programs can make individuals up to three times more likely to be successful in the labor market.<sup>9</sup> Rehabilitation facilities can employ case managers for the purpose of helping incarcerated individuals navigate the reentry transition process. The SACDC has established the position of reentry specialist in its effort to facilitate this process. However, this position has been vacant for approximately one year, leaving detainees with little to no support upon release. Legal services can assist re-entering persons in obtaining identification, birth certificates, duplicate Social Security cards, restoring or initiating Social Security benefits, modifying child support obligations, or other civil legal needs. Barriers encountered during the reentry process have a more profound impact on the Black community as they are more likely to be incarcerated than their White counterparts. This makes it more likely that individuals who identify as Black are disproportionately more likely to be introduced to the cycle of homelessness and incarceration.

### *Transportation Barriers*

Charleston County is serviced by the Charleston Area Regional Transportation Authority (CARTA). This is a public bus organization that provides transportation for paying patrons. Although CARTA services most of the City of Charleston and the City of North Charleston, the County as a whole received a 2.5 out of ten AllTransit performance score for the availability of public transportation.<sup>10</sup> CARTA has routes that operate in West Ashley, James Island, and Mt. Pleasant however, these routes are not as extensive as those operating within Charleston and North Charleston. CARTA also operates the DASH shuttle which is free to use and makes getting around in the City of Charleston easier, however it does not operate beyond the peninsula or provide access to the rest of the county.

CARTA is the primary public transportation system in the county, and individuals rely on this system to move between the towns and cities within Charleston County. While there are other public transportation options, such as TriCounty Link, without access to a bus stop, residents must own or have access to a vehicle in order to move within the county. This presents a serious barrier to members of the

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<sup>8</sup> Anthony C. Thompson. 2008. *Releasing Prisoners, Redeeming Communities : Reentry, Race, and Politics*. New York: NYU Press.

<https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,sso&db=e900xww&AN=224679&site=ehost-live&scope=site>.

<sup>9</sup> Hoven, Hanno, Rebecca Ford, Anne Willmot, Stephanie Hagan, and Johannes Siegrist. "Job Coaching and Success in Gaining and Sustaining Employment Among Homeless People." *Research on Social Work Practice* 26, no. 6 (2016): 668–74. <https://doi.org/10.1177/1049731514562285>.

<sup>10</sup> <https://alltransit.cnt.org/metrics/?addr=Charleston+County>

target population who are unable to access CARTA and are unable to get to service centers. There is also a lack of bike paths within the County, as well as a need for greater sidewalk connectivity. This further prevents individuals from traveling within the County without an automobile.

A lack of transportation can also present a serious barrier to individuals during the reentry process. Without adequate access to transportation, recently released individuals may have no way to get from the jail to the nearest service area. The attached series of maps show the existing routes that CARTA operates on as well as already existing services for members of the homeless community in Charleston County. This map will be used to influence site selection for the Just Home Project to ensure that it is located in an area that allows access to existing services, jobs, and other resources. To overcome this barrier even further, the Just Home Project will offer on-site services as much as possible to reduce the overall need for transportation for program participants.

### *Communication Barriers*

The ability to communicate via the internet is an important tool in modern society. Not only is this how employers often facilitate their hiring process, but access to the internet also provides the opportunity to access pertinent information. This information includes the available local services, job opportunities and listings, and connections to community members. Libraries are often the most accessible technology hub for individuals without personal access to computers. The Charleston County Public Library typically requires a library card to use the computer, however a guest pass can be given to individuals at the librarians discretion. While the use of this facility is available to those experiencing homelessness, individuals planning for reentry cannot utilize this option. Residents of SACDC do not have access to the internet which presents a significant barrier when planning for reentry. Additional barriers are presented in means through which detainees can get in contact with the Lowcountry Continuum of Care. Contact must be made via telephone and often requires several rounds of back-and-forth coordination, which may not be possible for those in the detention center.

### *Employment Barriers*

Stable employment is a key milestone that individuals attempting to escape the homelessness and incarceration cycle must achieve. There are many barriers that exist that can prevent individuals from achieving this milestone. A lack of transportation, as discussed above, can be a difficult obstacle to overcome. Lack of access by bus requires individuals to have a personal vehicle in numerous areas of the county; this can be an insurmountable barrier to many folks experiencing homelessness.

Additionally, many job applications require the applicant to provide a permanent address. This requirement can present a major hurdle for members of the homeless community in attaining employment. This is compounded by communication barriers that contribute to Employment obstacles. Individuals without access to a cell phone or the internet can have a difficult time finding employment and communicating with employers.

Finally, having a criminal record can also present a barrier to employment. Some employers may require a clean background check in order to proceed with the hiring process. This can be a time-consuming endeavor and individuals trying to exit the homelessness/incarceration cycle could benefit from information regarding which employers will hire individuals with criminal records.

This is an important barrier to address since studies have shown that individuals who have been previously incarcerated and have stable employment are less likely to be rearrested.<sup>11</sup> It is also recommended that employment-based reentry programs have a dual focus on the employment and employability of recently released individuals. Programs that do not offer skill development often struggle to retain participants and keep them out of jail. The Just Home Project will prioritize education, vocational training, and job placement in its provision of wraparound services to help overcome this barrier.

### *Service Restrictions*

Service restrictions are conditions that an organization adopts in regard to the circumstances of individuals that they provide services to. These classifications can include criminal status, gender, medical condition, and familial status. Restrictions can also include the logistics of the organization, such as the time frames of when new service recipients can be accepted into the program. While organizations like One80 Place have 74 beds available for single men, women, and veterans, the majority of organizations in the county are restricted to providing beds for men. There seems to be a gap within the region for service providers providing women with a place to sleep. In addition, the majority of organizations limit their intake process during the week and do not accept new service recipients over the weekend. This is compounded by the fact that some organizations require a lengthy interview process before accepting individuals. This can make it difficult for people who are planning for reentry when they do not have access to the internet.

Criminal status is one of the main reasons why an individual may not be eligible for service at several organizations. Of the data collected,  $\frac{1}{5}$  organizations do not provide services to sex offenders,  $\frac{1}{5}$  do, and the remaining  $\frac{3}{5}$  depend upon circumstances. For victims of substance abuse,  $\frac{3}{5}$  of the organizations researched do offer services, and the remaining  $\frac{2}{5}$  depends upon the circumstances. For those convicted of a violent crime,  $\frac{1}{5}$  of the organizations do not provide services,  $\frac{2}{5}$  of the organizations do, and the remaining  $\frac{3}{5}$  depend upon the circumstances. Finally, for those suffering from mental illness,  $\frac{2}{5}$  of the organizations provide services, and  $\frac{3}{5}$  of the organizations depend upon circumstances. Some of these circumstances might rule potential participants ineligible based on use of psychotropic medications.

While there are gaps in services for all of the categories identified, victims of substance abuse are most likely to be able to acquire services from an already existing organization, and there is only one organization that will not provide services to those convicted of a violent crime. The gap widens for those suffering from mental illnesses as a large portion of the organizations makes determinations on a case-by-case basis, but Charleston County provides free mental health services to this community as a part of the police-led deflection policy. These services are provided by organizations such as the TCSC and Mobile Crisis. The largest gap in the community exists for sex offenders, with only one organization identifying that it does provide services and two organizations stating that it will under the right circumstances.

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<sup>11</sup> Apel, Robert. "Transitional Jobs Program Putting Employment-Based Reentry Programs into Context." *Criminology & Public Policy* 10, no. 4 (2011): 939–42. <https://doi.org/10.1111/j.1745-9133.2011.00781.x>.

Service to individuals in this population may or may not be addressed by Charleston County's Just Home Project. This will be entirely dependent on the location of housing.

### *Location Barriers*

The location of the service area implemented by the Just Home Project faces a few barriers that must be considered when deciding where to locate the site. One primary barrier is that if the project plans to accommodate sex offenders, care must be taken to understand the restrictions placed upon them by the law. In the State of South Carolina, the standard is that any individual on the sex offender registry must remain at least 1,000 feet from any area that is frequented by individuals under the age of 18. There are also restrictions requiring that these individuals remain at least 1,000 feet from any location that sells sexually explicit materials or offers sexually explicit content as entertainment.

Other location barriers may not be required by law but should be considered for the purpose of the program's success and the individuals involved. The neighborhood where the program is located should be safe and conducive to healthy growth and rehabilitation. As discussed in the Just Home Project dialogue series, having housing in a safe location is vital to the success of our target community. While studies show that many individuals reentering society may desire a new community without the negative features of their pre-incarceration neighborhood, many identified being separated from loved ones as a barrier to reintegrating into society.<sup>12</sup> As such, it is important that barriers to transportation are addressed so that individuals can properly and safely reintegrate into their communities. It is also important for the location to be adequately complemented by local services. The distance to these services should also take into consideration transportation barriers.

### *Conclusion*

The Just Home Project faces many barriers in its initiative to break the cycle of homelessness and incarceration. Understanding these barriers is the first step in combatting this cycle and providing effective services to its victims. While there are many services that support members of the target population in the area, individuals may face difficulty when looking for the service that is best suited to their needs. While organizations like the Continuum of Care act as a central hub of information and referral that attempts to connect individuals with the relevant service provider, residents of SACDC may face challenges in connecting with the Continuum of Care. Transportation barriers and communication barriers present a major hurdle for individuals approaching reentry, and there are many other barriers present for them once they are released.

## RESOURCES, SOLUTIONS, IMPLEMENTATION

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### *PRI Request & Narrative*

Charleston County is requesting \$5 million in Program Related Investment funds from the MacArthur Foundation to support the development of transitional housing units. PRI funds will be taken on by the South Carolina Community Loan fund who will work with the County and Implementation partner to identify a developer and site for the project. PRI funds will be loaned to the selected developer at a slightly

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<sup>12</sup> Maier, Katharina. "'Mobilizing' Prisoner Reentry Research: Halfway Houses and the Spatial-Temporal Dynamics of Prison Release." *Theoretical Criminology* 25, no. 4 (2021): 601–18. <https://doi.org/10.1177/1362480619896371>.

higher interest rate to cover interest costs incurred from the original loan. Ideally, the PRI funding will act as gap financing for an existing plan for affordable or market rate housing units. The loan to the developer will require that a deed restriction is set into place to protect the Just Home Project's right to operate on the selected site for 99 years.

Charleston County is requesting the full \$5 million from the MacArthur Foundation due to the high cost of property in the region. Having more capital to fund the creation of transitional housing will allow for the Just Home Project team to truly prioritize the need for a location that is not in a high crime area and close to public transit access points. Both of these criteria are a direct response to feedback gained through community engagement activities with service providers and impacted individuals. It is important that Charleston County and its partners have sufficient leverage to choose a property that won't have to sacrifice these priorities.

Once a developer is selected, it will also be necessary to identify a property manager. Depending on the developer, they may also fill this role. If that is not that case, the developer, SCCLF, and the County will work together to identify a property manager that will be sensitive to the needs of the target community. The property manager will need to maintain a clear line of communication with the implementation partner to ensure that all residents have safe accommodations and are living together cohesively.

### *Developer & Site Selection*

The selection of the site will be a decision made by the South Carolina Community Loan Fund, with guidance provided by Charleston County. The County's Real Estate Manager will assist Community Services staff with identifying potential development projects that might require gap financing. The strategy to supplement an existing project with PRI funds removes the need for the Just Home Project to take on the responsibility of hiring professionals to design site plans as well as streamlines the process of acquiring property. This approach of providing gap financing also directly responds to Charleston County's Housing Our Future Plan, which identifies "establish[ing] new gap financing sources for affordable housing development" as a strategy in its near-term implementation considerations.

When looking for a developer that best suits the needs of the Just Home Project, it is important that a set list of criteria are establish to guide the decision of the Just Home Project team. These criteria have been chosen as a result of what has been learned through community engagement activities and the barrier analysis. While it is important to understand that it may be possible to find a partner and site that meets all of the items below, each need is listed in priority order to better guide the decision-making process.

1. The project site should be located in an area that provides a feeling of safety (low-crime; community acceptance).
2. The developer has a site plan that allows for a flex-space to be used for on-site service provision.
3. The project site is located near public transit access points.
4. Includes a plan that allows for the dedication of at least ten units to be used by the Just Home Project.

### *PRI Partner*

Charleston County has partnered with South Carolina Community Loan Fund (SCCLF) to manage PRI capital for the Just Home Project. Established in 2004, South Carolina Community Loan Fund's mission is:

*“To advance equitable access to capital to build assets and benefit the communities and people most in need of economic opportunity. Acknowledging that the need for our work is rooted in generations of injustice and disinvestment, we focus on serving people of color, women, low-income individuals, and those in rural communities”*

This mission directly aligns with the goals of the Just Home Project, which “aims to break the cycle of jail incarceration and housing instability through community-driven solutions, with an explicit goal to reduce the harms and negative outcomes disproportionately experienced by people of color”. Charleston County seeks to expand SCCLF’s efforts in creating equitable economic opportunities for marginalized peoples by bringing them in as a partner and leveraging these new funds to take a housing-first approach in establishing long-term solutions to the homelessness-jail cycle.

South Carolina Community Loan Fund’s four core functions are: lending, technical assistance, advocacy and policy change, and assessment and knowledge sharing. Financing offered by this organization concentrates in the following areas: affordable housing, healthy food retail, small businesses, and community facilities. Over the past 18 years, SCCLF has provided 300+ loans for a total value greater than \$65 million. According to the organization’s website, these loans resulted in the creation and/or retainment of 3,737 jobs, 2,340 housing units, 27 community facilities, 35 small businesses, and eleven health food outlets. In 2020 alone over \$10 million in financing was provided, some of which was used by Community First Land Trust to establish affordable housing in Charleston County. With a total of \$36.4 million in total assets in 2020, SCCLF proves to have the capacity to manage PRI investment funds.

South Carolina Community Loan Fund has twelve key staff members led by President Deborah McKetty, CEO Nathaniel Barber, and a 16-member board. Additional guidance is also provided by its Housing Loan Committee and Commercial Loan Committee. SCCLF has expanded its reach to all corners of the state with offices in Charleston, Columbia, and Spartanburg.

### *Grant Funding Request & Narrative*

Charleston County is requesting \$775,000 in operational funds from the MacArthur Foundation. This money will be used to support the work of the Just Home Project from multiple angles. Charleston County’s JHP core partners believe that in order to make an impact, improvements need to be made on both sides of the cycle – in the jail and in the services provided in the community. A concern that partners would like to use grant funds to address is the understaffing of the Sherriff Al Cannon Detention Center. While there is an established position of Reentry Specialist, it has been vacant for over one year, leaving those with little to no guidance upon release. In addition to advocating for the filling of this position, core partners would like to utilize a portion of grant funding to support the creation of another reentry-related position focused on case management.

In September 2022, the Charleston County Sherriff’s Office created and filled the position of Director of Mental Health, hiring Mr. William Malcom. Mr. Malcom plans to focus much of his efforts on supporting the ‘frequent flyer population’ cycling through SACDC, one strategy being through the hiring of more supportive staff with a focus on mental health. The Just Home Project budget has set aside a portion of grant dollars to fund this staffing need. Based on standard salaries for licensed mental health professionals in the state of South Carolina, approximately \$92,000 of grant funds would be dedicated to covering one year’s pay plus fringe costs.

It will be important for Charleston County Community Services to leverage the relationship that the CJCC and DAODAS has with the Sheriff's Department to influence the filling of vacant and new positions. Bringing Mr. Malcom into the fold of planning for the Just Home Project has supported this agenda, however the Implementation partner will need to work with County Staff to develop additional strategies that encourage staffing changes that prioritize reentry.

In addition to provided case management support prior to release, the implementation budget also addresses transportation. A major challenge expressed by service providers is that oftentimes their potential clients do not have the ability to get from the jail to the location of their organization. Some service providers provide their own transportation to clients; however, this is typically limited to working hours. For those being released outside of these hours, a workaround has been to provide clients with rideshare vouchers (i.e. Uber, Lyft). The issue with this solution is that it required individuals to have a working and fully charged smartphone.

To address the transportation barrier, a portion of the budget will be used to establish an account with a local cab company. Estimating a trip from SACDC to the proposed site to be approximately \$15 and knowing that the eligible MVP participants totaled 509 bookings in the past year, a total of \$15,000 will be reserved for transportation needs during the 18-month implementation period. Note that additional funds have been added to this amount to provide resources for any other trips needed by JHP participants. Ideally pre-release coordination with SACDC staff can be made to allow JHP participants to utilize transportation via the account established with a local cab company upon release.

The Just Home Project budget also sets aside funds for the Implementation Partner to hire additional staff. This will be split into the following two positions: Program Coordinator (full-time) and Case Manager (part-time). The total amount of grant funding required to support these staff positions for the 18-month implementation period is \$194,250. The case manager will work one on one with program participants to determine their immediate needs for wraparound services and a long term plan for their next step after their transition facilitated by the Just Home Project. The Program Coordinator will be responsible for working with the case manager to determine the needs of current program participants, and then coordinating necessary services on-site or transportation and appointments for services off-site. Once the Implementation Partner is identified, County staff will work with them to tailor a more specific job descriptions to meet both the needs of the organization and the JHP.

To measure outcomes and success of program strategies, the College of Charleston's Joseph P. Riley, Jr. Center for Livable Communities will be contracted as an evaluation partner. This is a key component of Charleston County's Just Home Project to ensure it is meeting the needs of the target community through engagement with key stakeholders with emphasis placed on those participating in the program. The estimate cost of the Riley Center's evaluation services is \$50,000.

Grant funding will also be set aside to compensate South Carolina Community Loan Fund for their services as the PRI partner for the Charleston County Just Home Project. This organization has various representatives involved throughout the planning period of this grant but will be dedicating staff to the management of loan funds during the implementation period. The cost of their services has been estimated to be \$200,000 to cover approximately three years of fund management until PRI resources are fully deployed.

Staffing, transportation, and operational cost line items will be awarded to the Implementation Partner as a subgrant to be granted in full upon selection. The grant agreement for this award will include a schedule that specifies dates for outcome and financial reporting. The remaining \$169,250 of Charleston grant funding request will be utilized for materials to support the operations of the Implementation Partner. This might include telephones, office hardware/software, office supplies, outreach materials, and any other needs for community engagement activities. The Implementation Partner will be required to submit a proposed budget for operational costs after being selected to be approved by County staff.

### *No-Cost Strategies*

There are a number of no-cost strategies that can be implemented to reduce the jail population and racial disparities within the community. Charleston County staff will work with the Implementation Partner to provide guidance in the procurement of these services based on the needs of program participants. The strategies listed below should not require any allocation of PRI or operational funds. In addition to strategies described above, the Implementation Partner will:

- Work with One80 Place Legal Services team to provide a weekly legal clinic for individuals within the target community. The legal clinic will be hosted on-site and will not require clients to be Just Home Project participants.
- Partner the Charleston Center and South Carolina Department of Mental Health to provide mental health services and medication management.
- Coordinate healthcare services either through the utilization of MUSC's telehealth program or by partnering with Fetter Health to weekly on-site visits with a healthcare professional.
- Strengthen the network of service providers in the area by hosting monthly meeting to discuss best practices and opportunities for collaboration.
- Connect participants with available job training programs to aid individuals with gaining and maintaining employment.
- Support local efforts to establish a low-barrier housing collective that engages with landlords and reduces stigma around tenants with criminal records.
- Host community outreach events that aim to reduce NIMBYism related to programs that service those that are homeless and/or have criminal records.
- Establish a relationship with the Lowcountry Food Bank to procure food donations to feed program participants and offer a limited food pantry on-site.
- Work with the Charleston County Public Defender's Office to provide expungement for program participants when possible.

### *Impact*

By implementing strategies that intervene and provide support on both ends of the homelessness and incarceration cycle, Charleston County aims to reduce jail population and racial disparities within the community. Providing transitional housing upon release from jail will give participants the time needed to determine the next appropriate step for their rehabilitation, such as finding an affordable home, being accepted into another reentry program, or moving into permanent supportive housing. The case manager will be able to provide guidance and support as individuals navigate this transition. In addition, providing services on-site and rides to the housing site eliminates the transportation barrier. Having standardized time for services to be offered will provide consistent support and eliminate the need for individuals to



be responsible for procuring healthcare, legal, and other services from multiple providers in varying locations. If the Charleston County Just Home Project can be successful in executing this plan, then the target community, which is disproportionately made up of black males, will have a better chance of housing security and lower chance of rearrest.

### *Challenges*

Outside of the barrier already discussed in this report, the following challenges should be considered during for the implementation of this plan. Specific solutions will be developed further for the final draft of the HIAP.

- Difficulty or pushback in encouraging new hires within the Sheriff's Office;
- Bureaucratic red tape involved in purchasing a property, which will require Council approval;
- Lack of qualified applicants in the solicitation for an implementation partner;
- Pushback from City of North Charleston Council on the establishment of homeless-related services within their jurisdiction, a challenge recently experience by a nonprofit organization on the JHP Task Force;
- Cost of development and building materials outweighing resources available;
- Establishing a program that can be sustained by the implementation partner past the conclusion of the JHP implementation period; and
- Managing residents that currently reside on at the project site and ensuring no displacement is experienced.

## IMPLEMENTATION PLAN

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It is important that the implementation plan be developed as a collaborative effort between the original core partners and the Implementation Partner once selected. The development of a strategic plan for the Just Home Project will be the first order of business once an Implementation Partner has been identified. Everyday Democracy has been contracted to provide facilitation once this selection has been made to lead the group in determining the program's strategies and goals collectively, under the guidance of this document. This facilitated conversation must also include individuals with lived experience. The final strategic plan will be developed and approved alongside the final budget for operational costs created submitted by the Implementation Partner. This process must include individuals with lived experience and will prioritize the themes that emerged from the dialogue series

## EVALUATION AND MEASUREMENT

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### *Introduction of Evaluation Partner*

The Joseph P. Riley, Jr. Center for Livable Communities is a strategic initiative of the College of Charleston whose mission is to leverage the intellectual resources of the College to support the economic and cultural vibrancy of the City of Charleston and other communities throughout South Carolina and beyond. Over the past several years, the Riley Center has been successful at providing a vast array of support to communities and nonprofit organizations throughout South Carolina and the southeastern United States. More information on the Riley Center can be found on our website at: <http://riley.cofc.edu>.

With access to the resources of the College of Charleston's School of Humanities and Social Sciences, as well as nationally renowned fellows and executives in residence, the Riley Center seeks to be a leader in livable community research, education and practice. The Riley Center defines "livable communities" as those which are economically and culturally vibrant, with equitable access for all residents to education, jobs, healthcare, and housing as well as diverse opportunities in arts, culture, and recreation.

The Riley Center achieves its mission by connecting community needs with faculty, staff and student expertise. The Center has five core competencies under which it offers a variety of services. These five areas are:

1. Nonprofit and Local Government Governance and Leadership Support
2. Health and Sustainability
3. Public Safety
4. Education, Arts and Culture
5. Urban Design, Planning and Housing

### *Professional Services*

The Riley Center offers a variety of professional services tailored to fit the needs of the client. Services include:

- Strategic planning, program evaluation and policy analysis
- Leadership training and professional development
- Meeting and focus group facilitation
- Board training and team development
- Grant writing and research support
- Surveys, data collection and data analysis

### *Proposed Evaluation Approach and Process*

The Riley Center proposes to design and conduct a program evaluation of the Just Home Project. Through the work of Riley staff— Dr. Kendra Stewart and Ali Moriarty, — in addition to graduate students, quantitative and qualitative data will be collected and analyzed into a formal report. At the completion of the project, the Just Home Project will have 1) a program logic model that connects specific outcome indicators and measures to the Just Home Project's theory of change; 2) an analysis of the Just Home Project's program outputs and progress toward achieving its intended outcomes; and 3) a complete report including recommendations and any additional data that is identified as useful in informing future programming as well as project scalability.

### *Phase 1: Logic Model Creation*

During this phase, we will meet with representatives from all stakeholder groups, including clients, to document the Just Home Project's theory of change and develop a logic model which includes both output and outcome measures. Outcome measures will be further classified as short-term and long-term. Since this evaluation is related to a demonstration project, we will focus primarily on short-term outcome measures, or those measures which can be utilized to indicate progress during the first 1-2 years of programming.

We will treat stakeholder meetings as opportunities to collect qualitative data that can better enable the Just Home Project to understand the experiences of its clients as well as their definitions of success. In addition to incorporating widely accepted measures and indicators of progress within the target population, measures and indicators will be co-created along with impacted people who are representative of the target population. During this phase we will utilize the scripts from previously conducted interviews with impacted people who are being targeted by this project.

### *Phase 2: Data Collection*

During this phase, we will collect existing quantitative data that could be relevant to the project, including data provided by Charleston's Criminal Justice Coordinating Council (CJCC) related to recidivism rates in the Charleston County Detention Center. We will collaborate with Just Home, CJCC, and other community partners to determine additional existing quantitative data sources that could be useful for the purposes of this evaluation.

We will also work with Just Home to develop a system for collecting key output measures that will give us a sense of program activities and client interest and engagement. These measures will enable us to examine important programmatic factors relevant to scalability and connect program activities to outcome indicators.

To gauge the impact of Just Home's programming on clients, we will apply their feedback from phase 1 with other indicators of progress toward the creation of a survey to be administered to clients as well as to other populations that are deemed relevant (ex., loved ones, case workers, etc.). We will collect additional qualitative data through focus groups and in-depth interviews to gain better insight into trends, client experiences, and Just Home's role in transforming the lives of the people it serves.

### *Phase 3: Analysis and Reporting*

During this phase, we will analyze survey data collected and conduct statistical tests if necessary. Additionally, we will analyze qualitative data collected in interviews and focus groups. We will produce a comprehensive report documenting our process and findings.

### *Phase 4: Presentation and Feedback*

During this phase, we will present findings to Just Home and other invited stakeholders and integrate their feedback into a report.

## BUDGET

OPERATIONAL BUDGET			
Title	Employer	Type	Annual Salary
Reentry Specialist	SACDC	Full-Time	\$65,000
Program Coordinator	Implementation Partner	Full-Time	\$65,000
Case Manager	Implementation Partner	Part-Time	\$55,000
SALARY/WAGES SUBTOTAL			\$236,250
FRINGE BENEFITS			\$ 94,500
SUBCONTRACTS			\$ 140,000
PRI Management			\$ 75,000
Evaluation			\$ 50,000
Transportation			\$ 15,000
IMPLEMENTATION PARTNER OPERATIONAL BUDGET			\$ 173,268
TOTAL			\$644,018

## DISCLAIMERS AND ACKNOWLEDGEMENT

All information and applications submitted to Urban shall become the property of the Urban to be used for its internal purposes. Information submitted by applicants may be shared with third parties engaged to assist Urban with the selection process for these awards.

Any work developed under this project (Work Product) would be owned by your organization. The project is expected to further charitable purposes and benefit the public and any Work Product must be broadly available and licensed accordingly. Sites would also be expected to grant both MacArthur and Urban a non-exclusive, transferable, perpetual, irrevocable, royalty-free, paid-up, worldwide license to use, display, perform, reproduce, publish, copy, and distribute, for non-commercial purposes, the Work Product arising out of or resulting from your organization's use of these funds, including to sublicense to third parties the same rights.

## APPENDIX A – IMPLEMENTATION PARTNER SCOPE OF WORK

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### *Background*

Charleston County Government will be issuing a solicitation to identify an implementation partner for the Just Home Project. The implementation partner will be the official ‘service provider’ for the Just Home Project. The Just Home Project operational funds will be managed by Charleston County, who will provide cost reimbursement for previously approved expenses outlined in the project budget. Additionally, Charleston County Community Services will provide the same level program monitoring that it does for its annual HUD-funded urban entitlement program and technical assistance support when needed.

Solicitation for the implementation partner will be done in the form of a Request for Proposals in compliance with the Charleston County Procurement Ordinance. The RFP will be open for two weeks and advertised both locally and state-wide. A scoring committee of qualified County staff will be responsible for evaluating applications with the final decision being made by Just Home Project core partners.

### *Implementation Partner Requirements*

Charleston County has identified a set of criteria that applicants must meet to be selected as the implementation partner. Note that while applicant organizations can be faith-based, they must agree to administering the Just Home Project as a secular program. Applicants must:

- Be a 501(c)(3) organization and provide IRS certification;
- Provide approval from Board of Directors;
- Include evidence of success in providing services to the target community, attaching a report of outcomes of previous or current programming;
- Demonstrate that they have the personnel capacity to onboard and manage two additional staff members;
- Provide evidence of financial capacity that will allow program to operate under a cost-reimbursement model; and
- Submit three references that substantiate performance capacity and qualifications sufficient to manage the Just Home Project.

### *Scope of Work*

The implementation partner will be responsible for the day-to-day operations of the Just Home Project. This includes:

- Coordinating on-site services with community partners;
- Providing case management to Just Home Project clients (i.e. referrals to other programs or permanent supportive housing, connecting with job programs, assistance with scheduling of appointments with health professionals, etc.);
- Organize integrative community programming that engages with all site residents;
- Conducting outreach to raise awareness of the Just Home Project;
- Maintaining strong relationships with other reentry service providers to support referral services and sharing of best practices;
- Submitting progress reports to Charleston County Community Services staff;
- Coordinating with Lowcountry Food Bank for donations to feed clients.

## APPENDIX B – TASK FORCE MEMBERS

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- Emily Beck, Homelessness Coordinator, City of Charleston
- Dr. Marion Platt, Executive Director, Star Gospel Mission
- David Truluck, Executive Director, Shield Ministries
- Deputy Monique Martinez, CCSO
- Radia Baxter, Director of Education & Programs, CCSO
- Craig Logan, Housing Fellow, Charleston Metro Chamber of Commerce
- Lea Ann Adkins, Paralegal, One80 Place
- Marie Elana Roland, CEO, Navigation Center
- Kiersten Jordan, Housing Stability Case Manager, Origins SC
- Pamela Dempsey, Housing Stability Case Manager, Origins SC
- Jonathan Apgar, Clinical Services Manager, Charleston Center
- Dennis Puebla, Director of Special Operations, SCDMH
- Marielayna Rossillo, Program Manager, Lowcountry Continuum of Care
- Ocassama Moore, Executive Director, Liberating Lives
- Patsy Gardner, Executive Director, Second Chance Resource Center
- Calvin Whitfield, Executive Director, Joy to Jesus Ministries
- Nadine Carmon, Executive Director, Break the Cycle
- Ramona Stillwagon, Executive Director, Unchained
- Meredith Miller, Veterans Justice Outreach Coordinator, VAMC Charleston
- Bill Stanfield, Executive Director, Metanoia
- Dr. Chanda Funcell, Director, Charleston Center
- Susanne Grose, Systems Utilization Manager, Charleston County CJCC
- Adina Gross, Communications & Outreach Coord, Charleston County CJCC
- Sally Eisenberg, Mitigation Investigator, Charleston County Public Defender's Office
- Teneal Behrens, Sentencing Specialist, Charleston County Public Defender's Office
- Darrell Davis, Director, Charleston County Housing & Neighborhood Revitalization Department
- Darlene Schultz, CEO, Georgia Works
- Daniel Stern, Charleston Executive Director, Shelters to Shutters
- Bryan Cordell, Executive Director, Sustainability Institute
- Brandon Lilienthal, Homelessness Coordinator, City of North Charleston
- Gwen Write, Project Manager, Everyday Democracy
- Marla Robertson, Program Coordinator, College of Charleston
- William Malcom, Director of Mental Health, Charleston County Sheriff's Office
- Suzanne Young, Program Director, Neighbors Together

## APPENDIX C – TASK FORCE FACILITATED DISCUSSION AGENDA

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### Charleston County Just Home Project

#### Steering Committee Meeting 1

July 12, 2022

2:30-4:00pm

Agenda Item	Time	
<b>Welcome &amp; Status Update</b> -Everyday Democracy training opportunity -Gap analysis -Focus groups -Housing solutions	15 min.	2:30-2:45
<b>Introductions</b>	15 min.	2:45-3:00
<b>Exercise 1: Gap Analysis</b> -What services exist in Charleston County for the target population? -What barriers exist that prevent the target population from utilizing these services? -Is there a particular population that falling through existing gaps?	25 min.	3:00-3:25
<b>Exercise 2: Visioning &amp; Solutions</b> -If this were your program, what type of housing solutions would you implement? (i.e. Co-ed vs single-sex; sober vs tolerant of addictive behaviors; short-term vs long term; rural vs urban location; etc.) -Considering the framework provided, what areas should be altered? Are there steps that need to be added? Admission criteria? -What challenges has your organization faced in its efforts to provide services to the target population?	30 min.	3:25-3:55
<b>Next Steps</b>	5 min.	3:55-4:00

## APPENDIX D – FACILITATOR DISCUSSION GUIDE

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### Background: Information for Facilitators

#### The JUST HOME Program

The Just Home Project, a national program led by the MacArthur Foundation and Urban Institute, is designed to advance community-driven efforts to break the link between housing instability and jail incarceration. Charleston County, SC, along with Minnehaha County, SD, City and County of San Francisco, CA, and Tulsa County, OK, was selected to receive a planning grant from MacArthur to address this crisis in their community. At the completion of the planning process, each community is eligible to receive additional grant funds and program-related investments from MacArthur to implement their plan and establish housing for populations that are not being served by existing resources.

With technical assistance and coordination from Urban, the Just Home Project encourages sites to design innovative programs that develop new models for addressing this serious and persistent problem. Resources provided through this grant and the subsequent opportunity to receive investment financing from the MacArthur Foundation, will allow the communities to tackle this problem collaboratively by bringing together government officials involved with criminal justice and housing, non-profit partners, and impacted community members to create effective approaches to combat this issue.

#### What is the relationship between housing instability and incarceration?

One in four people had periods of homelessness in the year before their incarceration, and the problem has worsened due to the COVID-19 pandemic.

Even before the COVID-19 crisis, Black and Latinx communities were disproportionately impacted by both the criminal justice system and housing instability

People who have been incarcerated face significant barriers to finding and maintaining stable housing, and incarceration can lead to job loss or other financial problems that threaten their ability to pay for housing.

People with a history of justice involvement have limited access to housing assistance through government programs and often face discriminatory screening practices when applying for housing. And experiencing chronic homelessness can increase the chances that a person becomes involved with the justice system due to the criminalization of sleeping, sitting, and asking for money or resources in public spaces. Local data framing the issue:

- In 2021, there were 1,048 familiar faces who cycled through the jail three or more times in a two-year period (decreased 71% from 2014).
- In 2021, there were 6.5 Black adults incarcerated for every 1 white adults.
- The most frequently occurring charge for familiar faces 2019, 2021, and 2021 was trespassing, which is regularly accompanied by shoplifting, disorderly conduct, and public

intoxication charges. These types of charges are often symptomatic of underlying issues such as homelessness, mental health, and/or substance abuse.



# Discussion Protocol: Individuals Detained in the Local Jail

## Part 1: Welcome, Introductions, and Overview (20 Minutes)

### Introduction

- *Welcome participants, ask them to take a seat, and encourage them to talk with each other until the session is ready to begin.*
- *Begin by introducing yourself as the Facilitator and explain your role. Next, allow your co-facilitator and note taker to introduce themselves and explain their role.*
- *Ask each participant to give their name and their hope for the day.*

### Overview

Charleston County has recently received grant funding to create The Just Home Program, which will serve criminal justice-involved individuals. The Just Home Program will specifically be aimed at providing housing and/or other support services to those that bounce back and forth between homelessness and jail. Before creating a plan for how funds will be used, Charleston County staff and its partners are hosting dialogues with local residents that have lived experience with these circumstances. The knowledge gained through these dialogues will be used to help the Just Home Project team determine how these grant funds will best serve the needs of the community. Your participation will hopefully help us to prevent future arrests and provide housing and/or needed support to those impacted by this issue.

### Timeline

The Just Home Project is still in its planning stages and hopes its program fully established by 2024. Information about resources currently available will be provided to participants at the end of this discussion.

### Goals

Today we will be discussing your experiences with homelessness and the local criminal justice system. We will also be asking questions that help us to learn about the needs of being released from jail and of those seeking housing with a criminal record. We hope that this will provide an opportunity for participants to tell their own story and help us create a program based on the actual needs of those we hope to serve. We do not wish to assume what your needs are and hope that you will feel comfortable sharing those with us today.

### Defining Homelessness

Before beginning our dialogue, it is important that we are all on the same page when it comes to the definition of homelessness. For our discussion, homelessness could mean going without housing for more than one year or more or losing housing for short periods of time. The reasons for homelessness might be by choice or it might be the result of losing a job, dealing with health or substance abuse challenges, family or relationship dynamics, etc. Homelessness may take different forms as well, for example sleeping in the park, sleeping in your car, couch surfing, etc.

### Expectations

Thank you for volunteering for today's dialogue, this meeting will last approximately 90 minutes. We'd like to stress that you are not required to answer every question and invite you to contribute to the

conversation only when you feel comfortable doing so. Everything said today will remain anonymous and no names will be used in our final report.

### Compensation

To thank you for your time spent supporting the Just Home Project planning process, each individual will be compensated with a certificate of participation and a resource backpack to be collected after release. Resource backpacks will contain basic necessities such as toothbrushes, deodorant, soap, razors, etc. At the end of today's discussion, we will provide you with instructions for where/when the backpacks can be picked up.

### Establish Ground Rules

*Before beginning the dialogue, ask the group to come up with some ground rules. The purpose of these is to help the group have a productive conversation where everyone's voice is heard. Provide examples and ask if the group has other ground rules they want to add.*

Sample ground rules:

- *Share airtime - every person gets a chance to speak.*
- *All ideas get should be considered.*
- *No put downs - it's ok to disagree about the issues, but don't make it personal.*
- *Be respectful of one another.*
- *If anyone feels triggered by the conversation and would like to take a break, please feel free to step out of the room. A co-facilitator will join you and discuss whether or not you'd like to rejoin the group. As a reminder, this is a voluntary activity.*
- *Avoid identifying people by their circumstances.*

## Part 2: Facilitated Dialogue (60 minutes)

### Activity (5 minutes)

1. Before asking questions, we'd like to set the stage for today's discussion by first giving you the opportunity to rate how each of the factors on the board contribute to someone experiencing homelessness. You have each been given ten stickers. Please distribute these stickers into the categories that you believe play the biggest role in leading to homelessness.
  - Poverty
  - Unemployment, education, vocational training
  - Mental health and the lack of needed services/supports
  - Substance abuse and the lack of needed services/supports
  - Lack of affordable housing
  - Racial inequality

*Facilitate discussion about what stands out in the results of the activity. Is there major consensus in one area? Is there a factor that the group seems to be divided on?*

### Discussion Questions

2. Do you think there is a relationship between homelessness and jail detention? Can you provide examples of this link from your own experiences?
3. How does where you live impact your life? What is the connection between the place you've lived and your experience with homelessness and/or the criminal justice system?
4. Describe housing you've had in the past. Did you live with others? Did you feel that it was a safe and healthy environment?
4. Describe your previous experiences with being released from jail.

*Probe further if specific services are mentioned. Where did you go? Who were you with? Follow-Up: Ask participants to reflect on services received, if they thought they were effective, if they felt respected, if they stopped receiving services voluntarily, why.*

5. Envision the perfect reentry program. What resources would be most beneficial? If it involves housing, what does that look like?
6. Is there anything we didn't ask that you think is important for us to know?

### **Part 3: Reflections and Closing**

- *Let people know that this is the closing discussion. Invite them to reflect on the session.*

*Go around the room and ask each participant to share one word that describes how they felt about participating in the dialogue.*

- *Invite the group to choose a few key points to keep in mind. What are some key points that we discussed? What are some challenges that need to be addressed? [Facilitator note capture the key ideas from this discussion on chart paper]*
- *Thank everyone for coming. Remind them that their input will be used for a future reentry program.*
- *Remind the participants about compensation – provide reentry resource packet; inform of MVP program, who can be contacted.*

## APPENDIX E – INVENTORY OF EXISTING SERVICES

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See next page.

**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<b>Organization</b>	<b>Service Type(s)</b>	<b>Location</b>	<b>Other Restrictions/Notes</b>
Bounce Back Inc	Homeless	North Charleston	Provides transitional housing, "Clearinghouse establishment providing advisers, referral consultants, motivational seminars, workshops, information, and assistance to support our clients"
Break the Cycle Foundation	Faith-based general/homeless (no shelter)	North Charleston	Supports homeless couples and their children, food and housing services
Charleston Area Urban League	Homeless	Charleston	Supports and advocates for direct services and referrals for African Americans and all other underserved groups; Housing resources and advocacy, rental assistance
Charleston County Public Library	Library	Charleston County	
Delancey Street Foundation	Transitional	North Charleston	Residential education homes, organization is run by residents; Supports folks by providing opportunities for residents to gain skills
East Cooper Community Outreach	General/homeless (no shelter)	Mt Pleasant	Provide various temporary services and items such as food assistance, clothing, furniture, financial aid, dental and medical support; Offers SNAP and Medicaid enrollment support
Father to Father	General/homeless (no shelter)	North Charleston	Provides services to help fathers develop understanding, skills, and confidence for responsible parenting; Provide job-seeking and referral services
Florence Crittenton	Homeless	SC	Provide services to pregnant, parenting, and young women in foster care. Also supports families with housing first model
Lowcountry Continuum of Care	Referral network	Charleston County	Network of providers to help coordinate housing and support services for homeless folks and those at risk of homelessness; Related to HUD Continuum of Care Program
Lowcountry Veterans	Veterans/homeless	Charleston	Provide transitional housing, food, transportation services; focuses on drug and alcohol free environments
Metonia	Housing	North Charleston	Focuses on long-term housing, builds for folks to rent or to sell to folks; conducts background checks but those do not necessarily disqualify applicants (focus on the stability of the community to make decisions)

**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<b>Organization</b>	<b>Service Type(s)</b>	<b>Location</b>	<b>Other Restrictions/Notes</b>
National Alliance on Mental Illness	Mental health	Charleston	Provides education, resources, and advocacy in the Charleston area; Networks of mental health services
Neighbors Together	General/homeless (no shelter)	North Charleston	Offers services in food, health, economic mobility, rent and utility support, clothing, and hygiene products
North Charleston Community Interfaith Shelter	Faith-based homeless	North Charleston	Home ownership training and temporary housing
One80 Place	Homeless	Charleston	Low barrier shelter, often at capacity; focuses rehousing people. Provides legal services for obtaining IDs, VA and SSA benefits,culinary training program, community kitchen, meals for clients, 24-hour computer lab.
Origin	General/homeless (no shelter)	North Charleston	Provides counseling, advocacy, and education for folks needing financial and housing assistance

**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<b>Organization</b>	<b>Service Type(s)</b>	<b>Location</b>	<b>Other Restrictions/Notes</b>
Our Lady of Mercy Community Outreach	Faith-based general/homeless (no shelter)	James Island/Charleston	Provides various services for healthcare, dental, women's health, financial literacy classes, child learning center, ESL, GED, after school program, emergency financial aid, food and clothing, free lunch, senior food boxes, and workforce development
Oxford House	Transitional	Charleston County	Call different locations to see if beds are available; Group admission decisions take place on Sunday nights; YA will need to interview. \$200 deposit and \$130 per week rent
Palmetto Lowcountry Behavioral Health	Mental health	Charleston	They will contact your health insurance provider prior to service to verify eligibility and determine benefits
Rising Winds- Benjamin's Way	Faith-based addiction recovery	Charleston and North Charleston	12-step program, no admission fee
SC Community Loan Fund	Finance	SC	Finance community projects in SC
SC Department of Mental Health	Mental health	SC	Supports those who are recovering from mental illness; A statewide network of centers, clinics, hospitals, and nursing home



**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<b>Organization</b>	<b>Service Type(s)</b>	<b>Location</b>	<b>Other Restrictions/Notes</b>
Second Chance Resource Center	Transitional	North Charleston	Serves former felons, their families, and folks struggling with substance abuse; Education, case management, job readiness, tutoring and mentoring, financial literacy, art and historic preservation education; Focuses on re-entry by working with community partners
Shalom Recovery	Addiction recovery	North Charleston	Payment required
Shelters to Shutters	Service referral	Charleston	No felony convictions, unknown if they accept people with convicted sex offenses, folks with mental illnesses or substance abuse problems need to be in a program for one year/actively working in treatment during STS program; screening process to get into program, get referred to apartment industry partners for housing and employment opportunities
Shield Ministries	Faith-based homeless	North Charleston	Accepts sex offenders and other folks with living restrictions if court ordered into the program; Accepts people who do not require assistance with daily living activities and are compliant with mental health treatment; Will accept folks suffering from addiction if they have done 28 days of in-patient treatment program; barriers relate to restrictions put on people, usually at capacity; Focuses on supporting men in handling re-entry barriers; Crisis management, regulatory compliance, workforce development, life skill education

**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<b>Organization</b>	<b>Service Type(s)</b>	<b>Location</b>	<b>Other Restrictions/Notes</b>
Star Gospel Mission	Faith-based homeless	Charleston	Usually at capacity with a waitlist, accept men with treated mental illnesses and accept men with violent crime convictions on a case by case basis; barriers in capacity, facility size, and number of staff
Steve Austin Facility	Homeless	North Charleston	Transitional housing for men
The Navigation Center	Homeless	Charleston	Provides assistance in finding housing, long-term case management, employment support, partnerships for healthcare services, gap services such as financial aid, also supports veterans
Tri-County Stabilization Center	Mental health	Charleston	Beds are likely for patients seeking treatment
Turn 90	General/homeless (no shelter)	North Charleston	Supports men coming out of prison, focusing on men with the highest risk of being re-arrested; Cognitive behavior classes with transitional work in a single location; Graduates of the Turn 90 program deliver the services to current participants; Paid for time working in screen-printing on site; Case management; Job placement for graduates
VA Charleston Health Care	Health care	Charleston	Provides care for veterans and their families; Mental health services

## APPENDIX F – Just Home Project Dialogue Summary

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### *Overview*

This document provides a summary of the key findings from engaging with 32 impacted individuals through a series of facilitated dialogue sessions. Participants consisted of individuals who have experienced both homelessness and incarceration. The dialogues were designed to learn from these community members to help inform efforts aimed at “breaking” links between housing and jail incarceration that can be incorporated into the development of the Housing Investment Action Plan. This dialogue series follows Everyday Democracy’s “Dialogue to Change” approach that is founded upon the belief that through small group conversations - people and institutions can use an equity lens, connect across difference, share honestly, consider diverse views, and work together to identify and offer actions toward change.

### *Process*

1. Development of a discussion guide informed by Task Force members, including those with lived experience;
2. Specialized facilitator training for individuals to support and lead the dialogues;
3. Holding four small group dialogues both in the jail and in the community;
4. Collecting the notes and data from the dialogue sessions; and
5. Analyzing the information to identify emerging themes and suggestions that will be used to inform the Housing Investment Action Plan.

### *Results*

There was a total of four (4), 90-minutes, small group sessions. Locations included the Sherriff Al Cannon Detention Center and two local nonprofit organizations that provide supportive services to the target population (One80 Place and Neighbors Together). The small, diverse dialogue groups, guided by trained volunteer facilitators with lived experience and scribes, addressed a set of broad, open-ended questions and one activity to learn from the knowledge that participants have of the jail-homelessness cycle.

Data analyzed from each of the four sessions suggests that participants hold strong ideas about the connection between homelessness and incarceration. They welcomed the opportunity to engage in robust discussions about this issue. Their comments and responses varied by individuals’ specific lived experiences, level of knowledge about different systems (i.e., criminal justice, housing, supports and resources, etc.), and overall understanding of the local justice system, and ways in which it may have impacted their lives or the life of someone they know.

### *Key Themes*

The theming process, carried out by facilitators and notetakers, followed Everyday Democracy’s qualitative analysis method using the raw data captured throughout the dialogues. Reoccurring comments, responses and concerns were aligned to reveal patterns and identify broad themes and priorities as expressed by the dialogue participants. These themes reflected participant perceptions and/or lived experiences relevant to the questions asked in the discussion materials. Collectively, three major themes emerged, listed below in no order:

1. Self-Accountability – Many participants expressed feelings of responsibility for choices that had perpetuated their experience with the jail-homelessness cycle. However, there was also discussion which emphasized the need for stronger and safer education programs to equip individuals with the tools to make the right choices.
2. Awareness of Challenges Imposed by the Jail-Homelessness Cycle – Participants acknowledged systemic barriers brought on by the jail-homelessness cycle. Many acknowledged that due to their criminal record limiting them from both housing and employment, they had no choice but to turn back to crime. One individual expressed the feeling that no amount of effort could allow them to exit the cycle, stating: “They keep moving the finish line”.
3. Education and Awareness – There is a significant need to ensure that individuals are aware of available resources and supports that will help them on their journey towards self-sufficiency. Consensus was reached around the notion that services are difficult to access, due to awareness, transportation, entry requirements, scheduling requirements, etc. On group even discussed how they felt a notable contrast between being in jail, where they felt they had access to services, versus after release where they felt services were not as easily acquired.
4. Importance of Safety – Across all four groups the theme of safety and needing to feel safe emerged. This topic manifested in both tangible and conceptual ways. Participants talked about how the location of housing options impacts their ability to exit the jail-homelessness cycle. Several participants referenced that the majority of shelter or transitional housing options in the region are located in high-crime areas, putting them in a place where they are more susceptible to past negative relationships and behaviors. The topic of safety also emerged when discussing mental health. Culturally, some participants expressed that mental illness was not acknowledged in their homes, limiting their ability to get the appropriate supports. Others felt that they felt like a burden to their families and chose homelessness to prevent that feeling.
5. Supportive Services – Throughout the dialogues, participants discussed supportive services that they thought would be most helpful to support their exiting of the jail-homelessness cycle. These services include: mental health and substance use support, education and job training connections, and expungement efforts. All of these services highlight that challenges that may have led these individuals to get caught in the cycle in the first place.
6. Need for a Grace Period – Participants expressed the need for a grace period after release from jail. They discussed the difficulties of immediately being responsible for jail/court-related fees and other expenses when no resources are available to them.

### *Ideas for Action*

Ideas for action were offered by dialogue participants in each session. These included:

- Provide low-barrier transitional housing that houses program participants as they establish a means of income and a long-term housing plan.
- Utilize dialogue feedback as a guide for Just Home Project Site selection. The themes above should be translated into a prioritized list of criteria that Charleston County and its partners will look for when selecting a housing site. These criteria should include close proximity to public transportation nodes and a location in a safe area that fosters rehabilitation.
- Ensure that wraparound services provided to program participants match what was discussed during dialogue sessions. In addition to the provision of health and educational services, special attention should be placed on services that reduce barriers that keep the target community

cycling through jail and homelessness (i.e. 'moving the finish line'). For example, prioritizing the need for expungement efforts and working with business/landlords to minimize criminal record limitations for employment and housing.

- Establish a positive relationship with the friends, family, and community of impacted individuals that reduces stigma surrounding mental illness, substance use disorders, and homelessness.
- Increase awareness of existing supportive services among the target population and surrounding community.
- Provide services at the same location as transitional housing to reduce the transportation barrier.
- Establish strong relationships with other service providers to support continuity of care for transient individuals.
- Create a peer-supportive program that promotes a self-accountability system among program participants.

### *Conclusion*

The dialogues created a open forum for individuals to share ideas and perspectives about their experience with the jail-homelessness cycle, what they believe and understand of the challenges they face, and what help is needed to become reestablished in the community. In all four dialogue sessions, a great deal of interest was expressed in future engagement opportunities. The Just Home Project aims to prioritize the needs of the target community as described by their own voices and to continue elevated those voices throughout the implementation period to cultivate change in the Charleston community.

**COUNCIL ACTION**

**22 - 80**

DATE: April 6, 2022

TO: County Administrator

FROM: Clerk of Council

RE: Equitable Housing Demonstration Project  
Participation & Grant

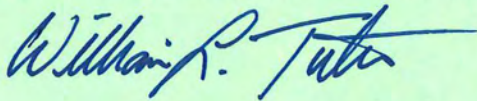
- Request to Accept

At a meeting of County Council held on April 05, 2022, Council voted to:

1. Approve Community Services Directorate's participation in the Equitable Housing Demonstration Project.
2. Approve the acceptance of approximately \$150,000 in grant funds from the MacArthur Foundation to support the planning phase of the EHDP.

COUNCIL ACTION

FROM THE OFFICE OF THE COUNTY ADMINISTRATOR

A handwritten signature in blue ink, reading "William R. Tuttle". The signature is written in a cursive style with a long horizontal flourish extending to the right.

RECOMMENDATION OF: Finance Committee

COMMITTEE MET: March 31, 2022

SUBJECT: Equitable Housing Demonstration Project Participation & Grant -Request to Accept

COMMITTEE REPORTS:

That it considered the information furnished by County Administrator Bill Tuten and Community Services Director Jean Sullivan regarding a request to accept the Equitable Housing Demonstration Project Participation & Grant. It was stated that the Community Development Department received special approval from the County Administrator to submit a proposal to the MacArthur Foundation/Urban Institute to participate in the Equitable Housing Demonstration Project (EHDP). This proposal was submitted on behalf of the Community Services Directorate on February 9, 2022. On March 4, 2022, the Community Development Department received confirmation that Charleston County has been selected as a finalist to participate in the EHDP. This was an invite-only opportunity for which Charleston County was selected based on the success of previously implemented programs the initial submission of its letter of intent making a case for the needs of this region. Applying to receive this funding from the MacArthur Foundation was an incredibly competitive process through which only four finalists were chosen out of over 20 applicants that were pre selected to be considered.

The MacArthur Foundation's goal for the EHDP is to support community-driven efforts that aim to break the cycle of jail incarceration and housing instability, with a focus on reducing the harms and negative outcomes disproportionately experienced by people of color. The EHDP will consist of a 6-month planning period (March 2022 - August 2022) followed by an 18-month implementation period (September 2022 - February 2024). During the planning period, Charleston County will receive technical assistance from the Urban Institute to produce a Housing Investment Action Plan (HIAP) which will act as a guide for spending and investing funds received.

For the planning phase, Charleston County expects to receive approximately \$150,000 in grant funds from the MacArthur Foundation. At the completion of the HIAP, the County can expect to receive \$620,000 - \$775,000 in grant funds to support the implementation phase. There is also potential for Charleston County's EHDP to be supported by \$1.5 - \$5 million in Program-Related Investment (PRI) capital made to a designated Community Development Financial Institution (CDFI) partner. The intent for funds received from the MacArthur Foundation will be to build a program that offers rapid re-housing and case management for wraparound services to individuals that bounce back and forth between homelessness and incarceration. Desired outcomes for this program will be to decrease jail population, lessen recidivism, and reduce the racially disparate footprint that the criminal justice system has on the Charleston community.

Charleston County will engage community partners in both the planning and implementation phases of the EHDP. While the program will be led by the Community Services Directorate and Charleston County's Criminal Justice Coordinating Council (CJCC), written commitment of support has already been received from One80 Place, Origin SC, South Carolina Department of Mental Health, Star Gospel Mission, Joseph P. Riley Jr. Center for Livable Communities, Lowcountry Continuum of Care, and the Navigation Center. The Community Services Directorate has approached South Carolina Community Loan Fund to request their support in managing any PRI capital received through this program and is optimistic that this organization will soon agree to fill this role as a CDFI partner.

Specific outcomes of the EHDP for Charleston County will be dependent on the total grant and PRI funds provided by the MacArthur Foundation at the completion of the 6-month planning period. The finalized HIAP and expected outcomes will be presented to Council for approval in August 2022.

COMMITTEE RECOMMENDS:

That Council:

1. Approve Community Services Directorates participation in the Equitable Housing Demonstration Project.
2. Approve the acceptance of ~\$150,000 in grant funds from the MacArthur Foundation to support the planning phase of the EHDP.



### Committee Agenda Item

**To:** Bill Tuten, County Administrator  
**From:** LoElla Smalls **Dept.:** Community Services  
**Subject:** HOME-ARP Allocation Plan  
**Request:** Request to Approve  
**Committee:** Finance Committee **Date:** March 16, 2023

Department	Coordinated with:
Deputy County Administrator	Christine O. Durant
Grants	Gail Marion
Budget	Mack Gile
Legal	Edward L. Knisley
Administrator	Bill Tuten
Clerk	Kristen L. Salisbury

**Fiscal Impact:**  
 No fiscal impact.

**Funding:** Was funding previously approved? N/A

If yes, please provide the following:	Org	Object	Balance in Account	Amount Needed for item

**Situation:**

As part of the American Rescue Plan Act, the U.S. Department of Housing and Urban Development (HUD) awarded Charleston County \$2,940,411 in HOME-ARP funding for administration through the HOME Investment Partnership Program (HOME). Charleston County was eligible for this opportunity due to its qualification to receive HOME funds for its annual Urban Entitlement Program. HUD executed an award agreement on November 29, 2021. The HOME-ARP program aims to provide homelessness assistance and supportive services through eligible activities to qualifying populations.

Qualifying populations include:

- 1) Those that are homeless (as defined in 24CFR 91.5);
- 2) Those at risk of homelessness (as defined in CFR 91.5);
- 3) Those fleeing or attempting to flee domestic violence, dating violence, sexual assault, stalking, or human trafficking (as defined by HUD); or
- 4) Other populations where providing supportive services or assistance would prevent a family's homelessness or would serve those with the greatest risk of housing instability; OR
- 5) Veterans and families that include a veteran family member meeting the criteria in one of the four preceding categories.

Eligible activities include:

- 1) Development and support of affordable rental housing;

- 2) Tenant-based rental assistance (TBRA);
- 3) Provision of supportive services; and
- 4) Acquisition and development of non-congregate shelter.

#### ALLOCATION PLAN:

The HOME-ARP Allocation Plan determines which eligible activities will be funded. Implementing the plan results in a major amendment to Charleston County's Program Year 2021 Annual Action Plan. The amendment will not change the existing document but will supplement the established plan.

#### Community Engagement:

Charleston County is required to submit a HOME-ARP Allocation Plan prior to utilizing HOME-ARP funds. This plan is required to be based on consultation with public housing authorities, continuums of care, and other service providers that address the needs of the qualifying populations. To satisfy this consultation need, Community Development engaged with more than twenty organizations through interviews and roundtables to learn more about the needs of the Charleston County community through their lens. Through these community engagement events, staff heard that housing should be the top priority when considering the four eligible activities. Key lessons learned through this process are summarized below:

- There is a general consensus that other services cannot be effective without the availability of affordable housing.
- When considering the amount of funding available through HOME-ARP, public housing authorities agreed it would not be enough to impact one project. The plan would be most effective by bridging their funding gap by supporting existing affordable housing projects.
- Representatives from the Lowcountry Continuum of Care and One80 Place noted that TBRA would not be an effective use of funds due to the massive ERA Program recently administered by the County. Considering that they are also establishing 70 units for transitional housing, they agreed that producing affordable housing would be the most effective use of funds.
- The stance of the Charleston Metro Chamber of Commerce is that the best approach to address the affordable housing crisis would be any program that increases the inventory or supply of units.
- In a service provider roundtable, major barriers unique to the Charleston region include an over-saturated housing market leading to unaffordable rent prices and extremely low-quality affordable rentals (often located in flood zones).
- A group of affordable housing developers agreed that there is a great need to increase the quantity of rental homes in Charleston County.

An administered community survey supplemented what was learned from service providers with the input of Charleston County citizens. This survey received over 1,200 responses between March and June 2022. In addition, this survey was marketed at community engagement events and promoted on the County's website. Several findings from this survey are summarized below and have been used to inform the HOME-ARP Allocation Plan:

- Housing assistance was ranked as the number one service need among County residents (followed by: transportation, education, life skills education, childcare, mental health, employment assistance, financial assistance, food assistance, substance abuse, outpatient health, and legal needs).
- When asked to divide a pot of \$1,000 among five strategic issues (improved access to affordable housing, improvement of infrastructure, availability of behavioral health support, support for small businesses, and non-profit capacity building), respondents consistently dedicated the majority of funds (avg. 30%) to improved access to affordable housing.

- Approximately 64% of respondents identified insufficient affordable housing stock as Charleston County's greatest affordable housing challenge. Staff compared this data to supportive services and poor quality of existing affordable housing, which ranked as the number one issue by only 18% of respondents.
- When asked to divide a pot of \$1,000 among housing-related services, the average respondent dedicated nearly 60% of funds to creating affordable housing through either new construction or the rehabilitation/conversion of existing structures.

#### Gap Analysis:

In addition to community engagement, the HOME-ARP allocation plan is also informed by a gap analysis that looks at size and demographics of qualifying populations and available services. The 2022 Point-In-Time Count counted 325 individuals homeless in Charleston County, 45% of which were unsheltered at the time. There is also a great need for housing among those at-risk of homelessness, with 29% of renter households making less than 50% of the area median income (AMI). According to Census data, 90% of these households are cost-burdened (spending more than 30% of annual income on housing costs). This great need for affordable rental housing is exacerbated by the overwhelming response to the ERA Program, in which 4,532 tenants were assisted through \$37 million in rental and utility payments.

#### HOME-ARP ACTIVITIES:

Considering feedback from service providers and citizens paired with the data presented above, Charleston County proposes that 85% of funds be dedicated to developing affordable rental housing and 15% of funds be dedicated to program administration and planning. HOME-ARP funds may be used to pay for up to 100% of the following eligible costs associated with the development of rental affordable:

- Development hard costs,
- Refinancing,
- Acquisition,
- Related soft costs,
- Costs relating to payment of loans, and
- Operating cost assistance.

HOME-ARP activities will be administered by sub-grantees selected through a Request for Applications (RFA) in compliance with Charleston County Procurement Department procedures. For-profit and non-profit developers with experience in affordable housing development will be invited to apply for HOME-ARP dollars for new construction or rehabilitation of affordable rental housing designated to be leased to members of the qualifying populations previously identified. All units produced through HOME-ARP must follow grant guidelines for the entire 15-year compliance period.

#### Eligible Activity Allocation:

- Supportive services – 0%
- Acquisition & development of non-congregate shelters – 0%
- Development of affordable rental housing – 85%, \$2,499,349.35
- Non-profit operating – 0%
- Non-profit capacity building – 0%
- Administration & planning – 15% (max allowed), \$444,061.65
- TOTAL ALLOCATION: \$2,940,411

#### Methods:

Two methods are proposed to facilitate funding of affordable rental housing projects through the RFA: gap financing and infill development. The Housing & Neighborhood Revitalization Department has already established these two programs utilizing ARPA funds. Community Development proposes using the existing structure of these programs as the vehicle through which to get money into the hands of local organizations.

- Gap Financing: Funding of projects in development stages.
- Infill Development: Returning vacant houses/lots to inventory.

**Outcomes:**

Outcomes will depend upon the type of development projects and supplemental funding organizations bring to the table. Staff looked at three proposals received for the Gap Financing and Infill Program issued by the Housing and Neighborhood Revitalizations Department to calculate an average cost for a unit in the projected outcomes. Based on this calculation, these funds are estimated to produce approximately 14 affordable rental housing units.

**Department Head Recommendation:**

Approve the HOME-ARP Allocation Plan as an amendment to the Program Year 2021 Annual Action Plan.



**COUNCIL ACTION**

**21 -332**

DATE: November 19, 2021  
TO: County Administrator  
FROM: Clerk of Council  
RE: Community Services | HOME Investment Partnerships - American Rescue Plan (HOME-ARP) funding - Request to Accept

At a meeting of County Council held on November 18, 2021, Council voted to accept the HOME-American Rescue Plan (HOME-ARP) Funding totaling \$2,940,411 for staff to begin the planning process and authorize the creation of an FTE for this expanded program with the understanding that the County is under no obligation to continue the position after funding ends.

COUNCIL ACTION  
FROM THE OFFICE OF THE COUNTY ADMINISTRATOR

A handwritten signature in blue ink, appearing to read "William R. Tatro", with a long horizontal flourish extending to the right.

## Charleston County Council

## Memorandum

To: County Council  
From: Kristen Salisbury, Clerk of Council  
Date: March 10, 2023  
Subject: Sheriff's Office Competitive Pay Funding

In December 2022, Sheriff Graziano and her staff presented information to County Council regarding the Sheriff's Office Competitive Pay Plan. In subsequent meetings in December 2022, January and February 2023, County Council discussed various plans to fund any deficit the Sheriff's Office budget may experience due to the increased salaries of Sheriff's Office employees.

At the Finance Committee of March 16, 2023, the committee will consider a proposal from Councilmember Joe Boykin to appropriate transfers within the fiscal year 2023 budget up to \$3.8 million on an ongoing basis, as needed and as requested by the Charleston County Sheriff, in support of the Sheriff's Office Competitive Pay Plan to be used to cover any deficits in the event the Sheriff spends the entire allocation of her fiscal year 2023 budget.