



# THE JUST HOME PROJECT CHARLESTON COUNTY

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# THE JUST HOME PROJECT

## Housing Investment Action Plan

### TABLE OF CONTENTS

IMPLEMENTATION PARTNERS.....	3
DEVELOPMENT PROCESS .....	3
TARGET COMMUNITY.....	5
BARRIER ANALYSIS.....	6
RESOURCES, SOLUTIONS, IMPLEMENTATION .....	12
IMPLEMENTATION PLAN .....	17
EVALUATION AND MEASUREMENT.....	17
BUDGET .....	20
DISCLAIMERS AND ACKNOWLEDGEMENT.....	20
APPENDIX A – IMPLEMENTATION PARTNER SCOPE OF WORK.....	21
APPENDIX B – TASK FORCE MEMBERS .....	22
APPENDIX C – TASK FORCE FACILITATED DISCUSSION AGENDA .....	23
APPENDIX D – FACILITATOR DISCUSSION GUIDE.....	24
APPENDIX E –JUST HOME PROJECT DIALOGUE SUMMARY.....	28
APPENDIX F – INVENTORY OF EXISTING SERVICES .....	31

## 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 ou 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 AI 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 AI 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 transportations 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,  $\frac{2}{5}$  organizations do not provide services to sex offenders,  $\frac{1}{5}$  do, and the remaining  $\frac{2}{5}$  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  $\frac{2}{5}$  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

<b>OPERATIONAL BUDGET</b>			
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
<b>SALARY/WAGES SUBTOTAL</b>			<b>\$236,250</b>
<b>FRINGE BENEFITS</b>			<b>\$ 94,500</b>
<b>SUBCONTRACTS</b>			<b>\$ 140,000</b>
PRI Management			\$ 75,000
Evaluation			\$ 50,000
Transportation			\$ 15,000
<b>IMPLEMENTATION PARTNER OPERATIONAL BUDGET</b>			<b>\$ 173,268</b>
<b>TOTAL</b>			<b>\$644,018</b>

## 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 Malcolm, Director of Mental Health, Charleston County Sherriff'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	
<p><b>Welcome &amp; Status Update</b></p> <ul style="list-style-type: none"> <li>-Everyday Democracy training opportunity</li> <li>-Gap analysis</li> <li>-Focus groups</li> <li>-Housing solutions</li> </ul>	15 min.	2:30-2:45
<p><b>Introductions</b></p>	15 min.	2:45-3:00
<p><b>Exercise 1: Gap Analysis</b></p> <ul style="list-style-type: none"> <li>-What services exist in Charleston County for the target population?</li> <li>-What barriers exist that prevent the target population from utilizing these services?</li> <li>-Is there a particular population that falling through existing gaps?</li> </ul>	25 min.	3:00-3:25
<p><b>Exercise 2: Visioning &amp; Solutions</b></p> <ul style="list-style-type: none"> <li>-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.)</li> <li>-Considering the framework provided, what areas should be altered? Are there steps that need to be added? Admission criteria?</li> <li>-What challenges has your organization faced in its efforts to provide services to the target population?</li> </ul>	30 min.	3:25-3:55
<p><b>Next Steps</b></p>	5 min.	3:55-4:00

### **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 – 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-minute, small group sessions. Locations included the Sheriff 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.

## APPENDIX F – 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)

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<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

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<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

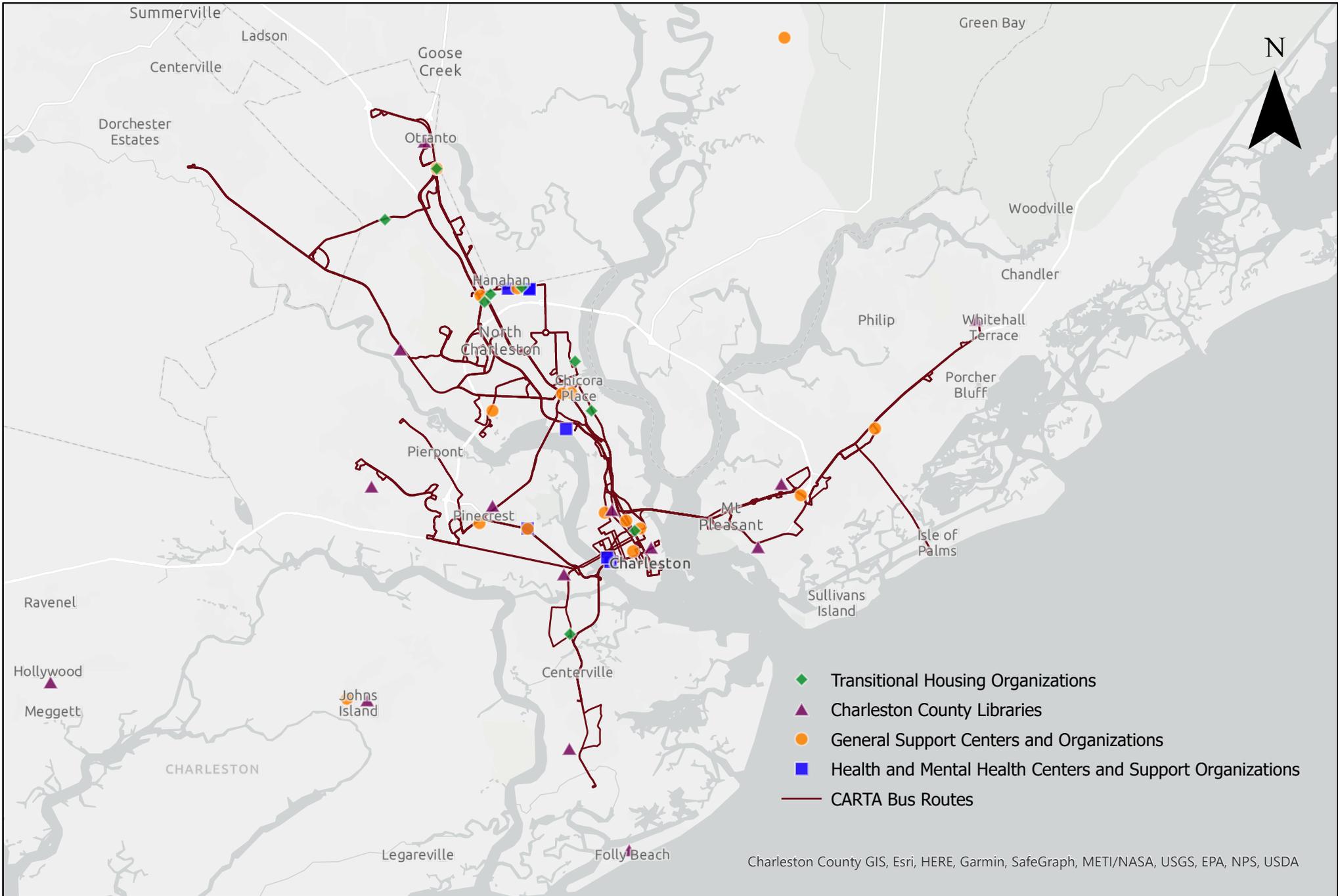
**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<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

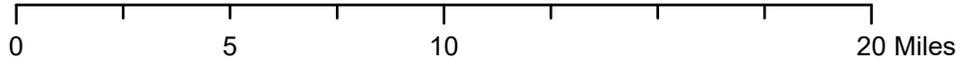
**JUST HOME PROJECT INVENTORY OF SERVICES  
CHARLESTON COUNTY**

<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

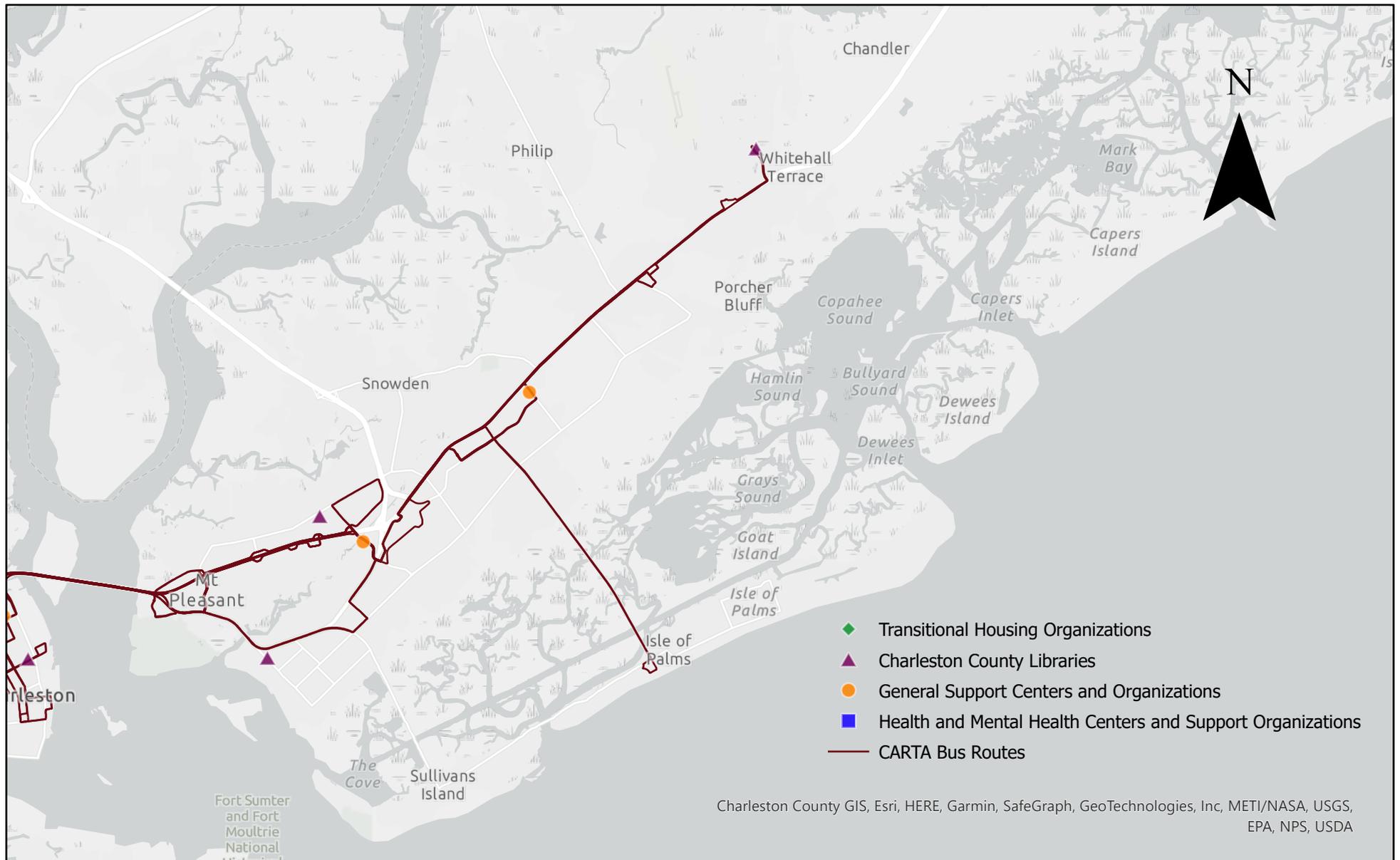
# Inventory of Services in Charleston County



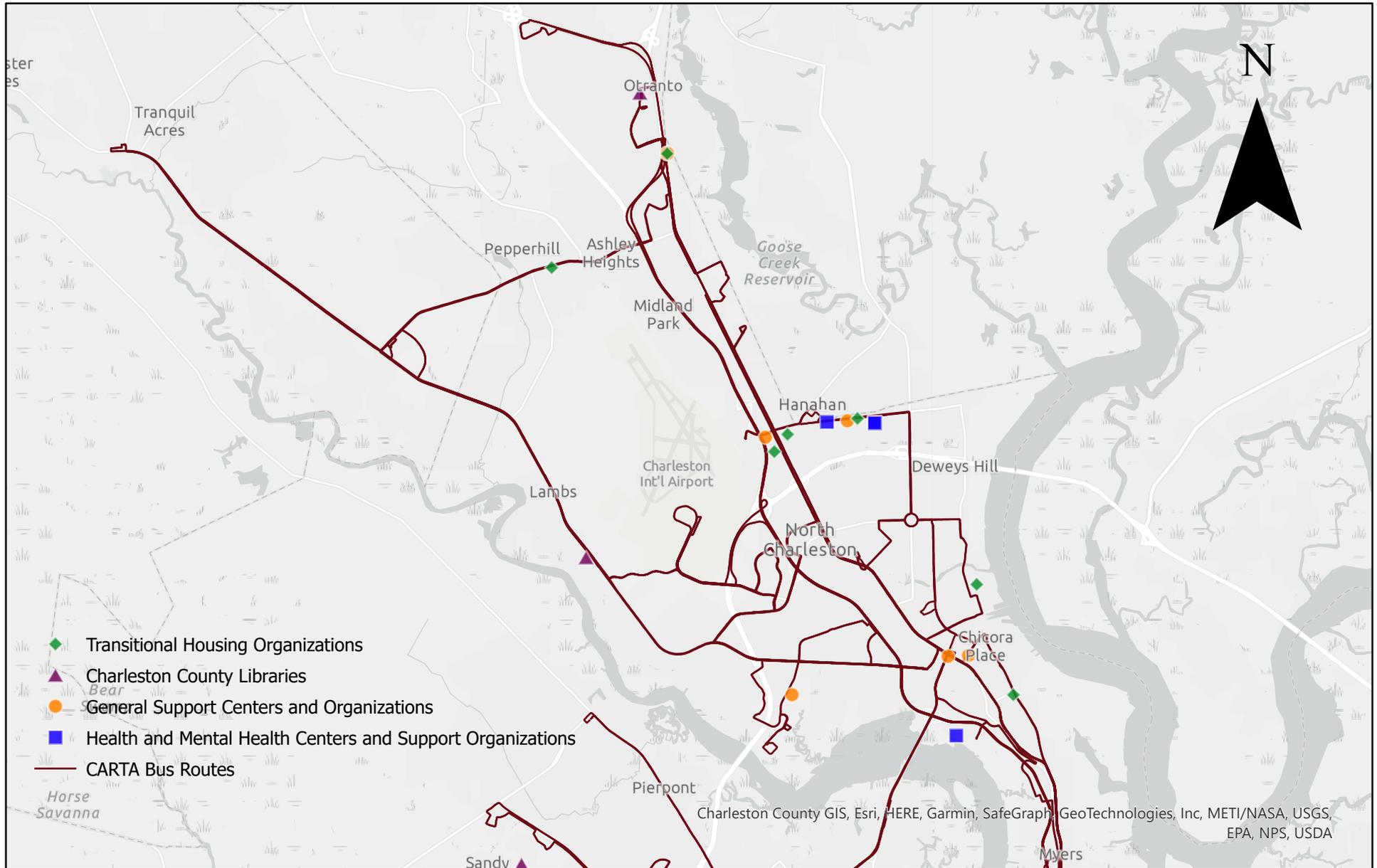
Charleston County GIS, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, EPA, NPS, USDA



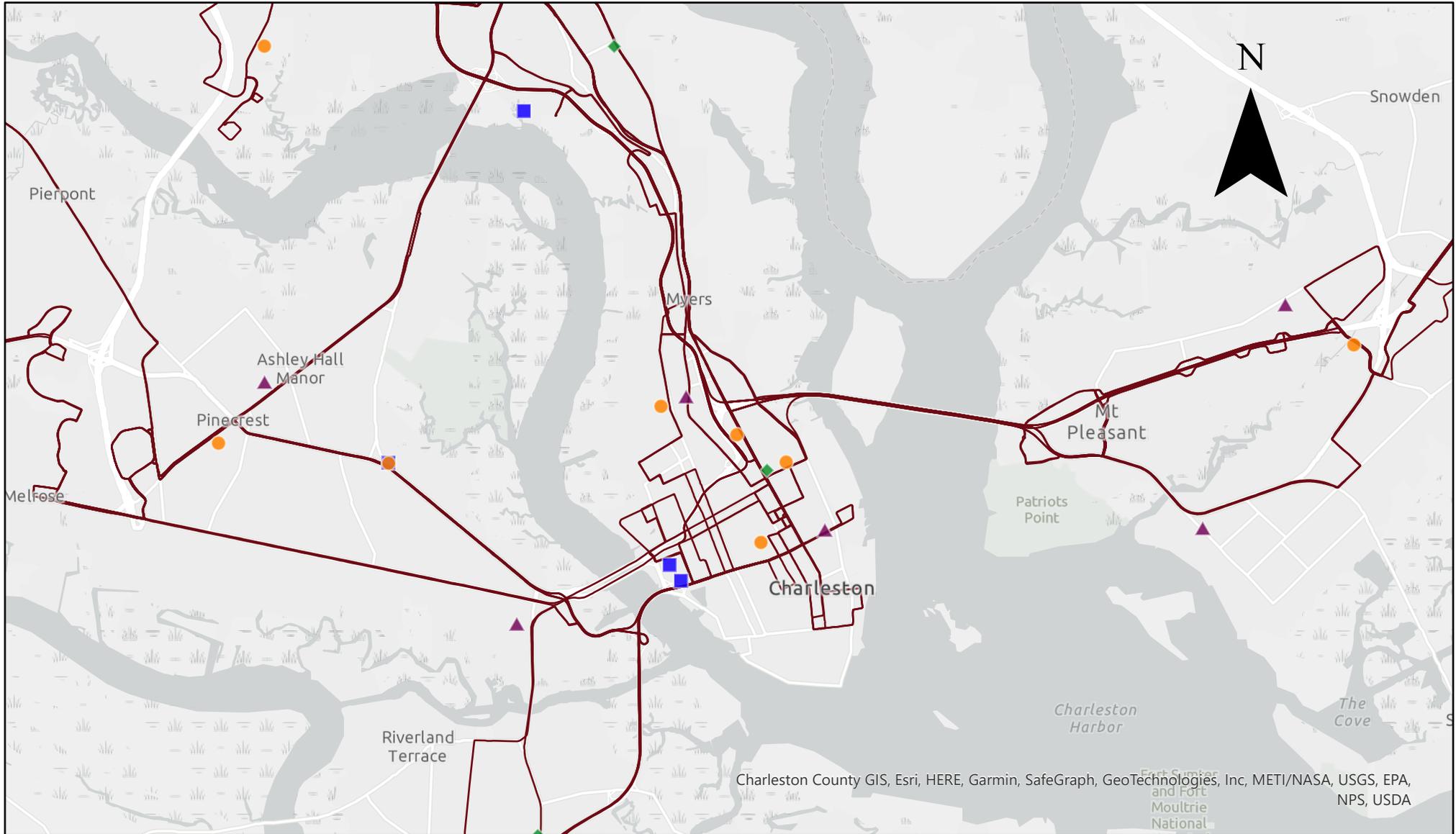
# Inventory of Services in Mt. Pleasant in Charleston County



# Inventory of Services in North Charleston in Charleston County



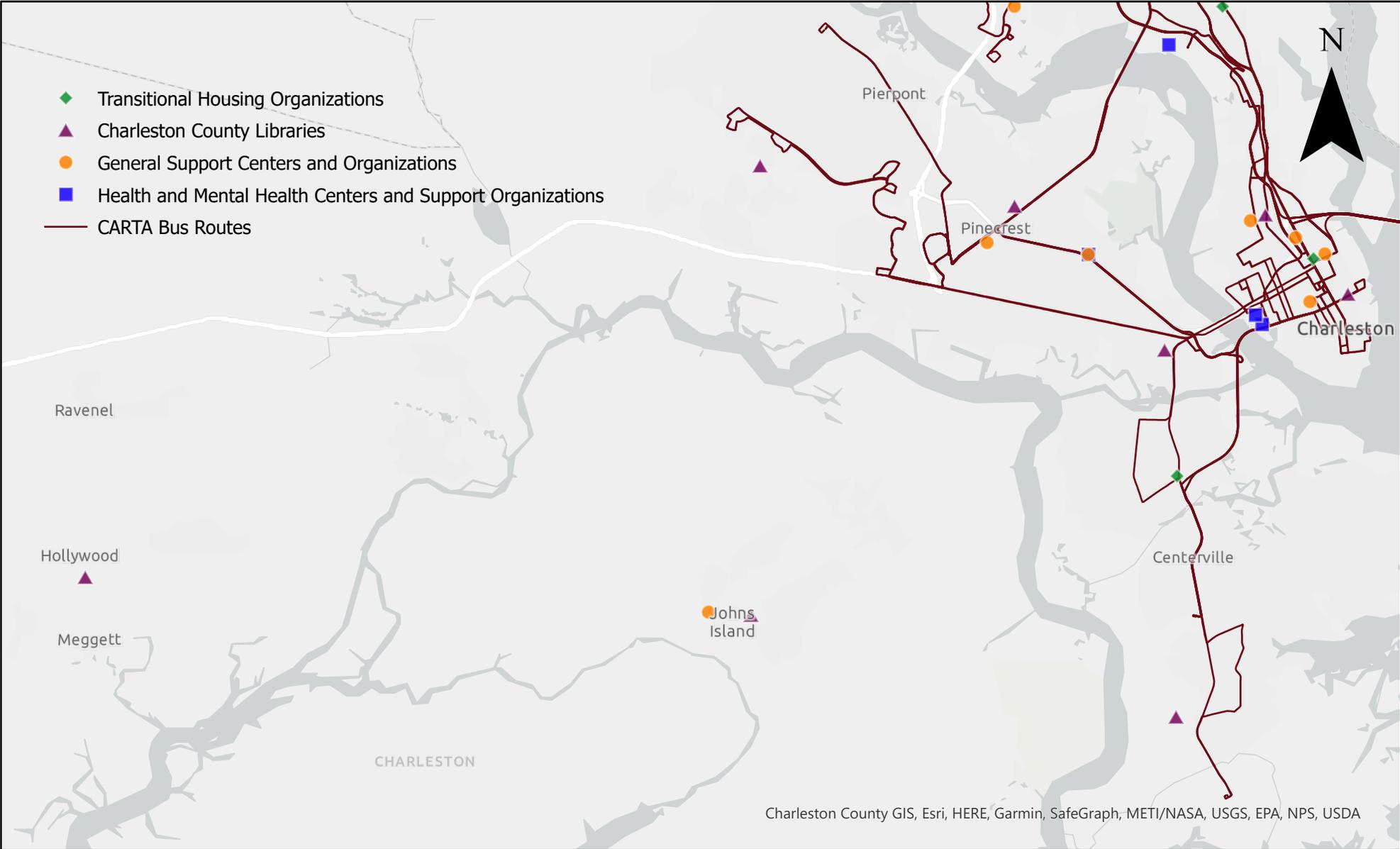
# Inventory of Services of Downtown Charleston in Charleston County



0 1.25 2.5 5 Miles

- ◆ Transitional Housing Organizations
- ▲ Charleston County Libraries
- General Support Centers and Organizations
- Health and Mental Health Centers and Support Organizations
- CARTA Bus Routes

# Inventory of Services in West Ashley, Johns Island, and James Island in Charleston County



Charleston County GIS, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, EPA, NPS, USDA

