



# Application for SPECIAL USE PERMIT

Department of Planning and Development Review  
Land Use Administration Division  
900 E. Broad Street, Room 511  
Richmond, Virginia 23219  
(804) 646-6304  
<http://www.richmondgov.com/>

Application is hereby submitted for: (check one)

- special use permit, new
- special use permit, plan amendment
- special use permit, text only amendment

### Project Name/Location

Project Name: CARITAS Center Date: 8/29/2016

Property Address: 2220 Stockton Street Tax Map #: S0000403015

Fee: \$2,400.00 Total area of affected site in acres: 5.13  
(See page 3 for fee schedule, please make check payable to the "City of Richmond")

### Zoning

Current Zoning: M-1

Existing Use: Vacant Industrial

Is this property subject to any previous land use cases?

- Yes No
- If Yes,  please list the Ordinance Number:

### Proposed Use

(Please include a detailed description of the proposed use in the required applicant's report)  
Multi-family apartment and social service uses

Applicant/Contact Person: T. Preston Lloyd, Jr.

Company: Williams Mullen

Mailing Address: 200 South 10th Street, Suite 1600

City: Richmond State: VA Zip Code: 23219

Telephone: ( 804 ) 420-6615 Fax: ( )

Email: plloyd@williamsmullen.com

Property Owner: BL Plant, LLC

If Business Entity, name and title of authorized signee: Louis Salomonsky, Manager

(The person or persons executing or attesting the execution of this Application on behalf of the Company certifies that he or she has or have been duly authorized and empowered to so execute or attest.)

Mailing Address: c/o Historic Housing LLC, 1553 East Main Street

City: Richmond State: VA Zip Code: 23219

Telephone: ( 804 ) 237-8247 Fax: ( )

Email: HLSalomonsky@swa-co.com

Property Owner Signature: T. Preston Lloyd, Jr. Acting under Special Land Use POA

The names, addresses, telephone numbers and signatures of all owners of the property are required. Please attach additional sheets as needed. If a legal representative signs for a property owner, please attach an executed power of attorney. **Faxed or photocopied signatures will not be accepted.**

**NOTE:** Please attach the required plans, checklist, and a check for the application fee (see Filing Procedures for special use permits)

# WILLIAMS MULLEN

Direct Dial: 804.420.6615  
plloyd@williamsmullen.com

August 28, 2016

## VIA EMAIL AND HAND DELIVERY

City of Richmond Department of Planning and Development Review  
City Hall, 900 East Broad Street, Room 511  
Richmond, Virginia 23219  
Attn: Ms. Lory Markham

### **Re: Special Use Permit Application for "CARITAS Center", 2220 Stockton Street (S0000403015)**

Ladies and Gentlemen:

This firm is counsel to CARITAS Center, LLC (the "Applicant"), which is the contract purchaser of approximately 5.13 acres located in the City of Richmond, Virginia (the "Property"), being presently owned by BL Plant, LLC. On behalf of the Applicant, we enclose an application to permit the special use of the Property as described herein, together with the materials listed below on Exhibit A, which are incorporated herein by reference (collectively, the "Application"). This letter will also serve as the Applicant's Report.

#### **I. EXISTING CONDITION & PROPOSED USE**

The Application proposes the adaptive reuse use of a vacant 120,000 sq. ft. warehouse building in South Richmond, being presently zoned M-1, for the following integrated uses, all as shown on the enclosed Floor Plans:

- **The Women's Healing Place:** an in-residence peer-based substance abuse recovery program for women, comprised of no greater than 200 total beds (exclusive of multifamily units described below), and to be operated by CARITAS, an existing 501(c)(3) organization based in the City of Richmond, of which approximately twelve (12) beds will be operated as part of the CARITAS program known as a "Sobering Up Center", together with accompanying medical and social services;
- **Furniture Bank:** approximately 52,000 sq. ft. to be used for the collection, cleaning, repair, storage, distribution and retail sale of furniture and essential household goods, which is to be operated by CARITAS in connection with program participants from the Women's Healing Place;
- **Rental housing units:** no greater than fifty-two (52) multifamily dwellings units, of which approximately thirty-four (34) will be utilized by Women's Healing Place program graduates (not to be included in the program beds cited above) and the balance will be available for lease by the general public as affordable housing;

- **Offices and Programmatic Space:** approximately 25,000 sq. ft. of general office and programmatic space to be occupied by CARITAS for administration offices and the CARITAS Works program (described below);
- **Commercial:** approximately 8,200 sq. ft. to be leased to non-profit tenant(s);
- **Laundromat:** approximately 800 sq. ft. to be operated as a self-service laundry with equipment available to residents, program participants, and the general public; and
- **Emergency Shelter:** an emergency shelter facility and related services for homeless women, comprised of no greater than forty-two (42) beds, and operated daily by CARITAS.

## **II. CARITAS: Richmond's Proven and Trusted Leader in Providing Effective Services for the Homeless**

Founded in Richmond in 1988, the organization now known as CARITAS is metro Richmond's largest homeless services organization, serving nearly 5,000 unduplicated clients annually through its four flagship programs with the help of approximately 18,000 volunteers. The programs administered by CARITAS have evolved and grown to fill gaps in the network of services provided to the chronically homeless and medically vulnerable in our community. This includes the following integrated programs, further operational details of which are available upon request:

1. **Emergency Shelter:** CARITAS operates the largest and most inclusive emergency shelter in Central Virginia, providing food, shelter and a pathway back to self-sufficiency.
2. **The Healing Place (THP):** CARITAS operates this long-term recovery program for addicted men. This nationally recognized model has proven successful in Richmond, where 70% of program graduates remain sober one year after completing the program.
3. **Furniture Bank:** CARITAS operates the only such facility in Central Virginia, which serves more than 800 families annually. Donated furniture and household goods are sorted, cleaned, repaired, and distributed free of charge to individuals and families who are re-establishing housing through its partners, of which the City of Richmond is the largest. Equipped with basic household goods, these families can dedicate their resources to breaking the cycle of homelessness and poverty. When appropriate, surplus, large or non-essential items are sold online or through a retail storefront known as the Gathered Goods Marketplace to help contribute funds to the CARITAS family of programs.
4. **WORKS:** CARITAS operates this 5-week intensive job-readiness program that prepares men with significant barriers to employment to rejoin the workforce so that they can live independently and thrive in the community. Establishment of the CARITAS Center will permit the expansion of this highly successful program to women.

In connection with administering its programs, CARITAS owns or leases the following properties, all of which are located in the City:

- 1532 High Street (approx. 6,300 sq. ft.): comprised of CARITAS Administrative Offices, CARITAS day shelter for families, and case management offices for social services, operated by Special Use Permit issued pursuant to Ord. No. 2005-21-24, approved by City Council on March 29, 2005.
- 1125 Commerce Road (approx. 80,000 sq. ft.): comprised of CARITAS Furniture Bank, Gathered Goods Marketplace, Works Program classrooms, dress clothing closet, and 5,000 sq. ft. of space subleased to Homeward, Central Virginia's coordinating body for homeless services.
- 700 Dinwiddie Avenue (approx. 23,000 sq. ft.): comprised of The Healing Place, with up to 178 men in-residence, which includes an up-to 30-bed Emergency Shelter, operated by Special Use Permit issued pursuant to Ord. No. 2003-323-282, approved by City Council on October 13, 2003.
- 15 units of housing within two (2) miles of The Healing Place for men who are transitioning out of or are alumni of The Healing Place.

### **III. From Successes Have Come Challenges: Growing Capacity While Enhancing Effectiveness**

The programs offered by CARITAS have demonstrated their effectiveness in reducing homelessness, which beyond its moral implications relieves a tremendous financial burden otherwise borne by the community. As a result of this success, the organization faces two challenges.

First, the community's need for these programs outpaces the organization's current physical capacity. CARITAS now has the opportunity to replicate The Healing Place concept in order to serve women. Virginia is in the midst of an opiate epidemic.<sup>1</sup> A feasibility study conducted in May of 2009 determined that more than 200 women within the Richmond area homeless services system are in need of addition recovery services annually. The only local option for this population is the Richmond Behavioral Health Authority, which has a 2-3 month waiting period. As a result, CARITAS sends five to ten women a month to similar recovery programs in Kentucky and Raleigh, NC. Because the program works best in a single-sex environment, creating this program requires additional space that is not collocated with the existing facilities that are already at capacity. Offering a permanent location with medical and housing-focused case-management staff embedded within the facility offers considerable benefit to clients in a crisis.

Second, if the organization grows, doing so through increased decentralization will increase costs for transportation and management, thus diverting precious resources from supporting the programs themselves, while decreasing the effectiveness of the related services that benefit from physical proximity. By consolidating these various programmatic functions under one roof, CARITAS proposes to enhance the cost and operational effectiveness of all of its programs, which interrelate in providing services to the chronically homeless and medically vulnerable population. For example, the various separate physical locations of (i) a Shelter, (ii) The Healing Place, (iii) Furniture Bank/Gathered Goods Marketplace, and (iv) THP alumni housing present significant challenges to the organization's effective oversight and management of these inter-related and often interdependent programs.

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<sup>1</sup> For the first time in Virginia's history, deaths from overdoses were higher than vehicle fatalities in 2015.

CARITAS desires to ensure that upon graduation from The Healing Place program, participants will enter safe and stable housing with the tools they need to remain productive, contributing members of our community. By owning multifamily units which can be occupied by program graduates in immediate proximity to the programmatic space, CARITAS will enhance the effectiveness of its addiction recovery program. From an administrative perspective, consolidation of programs into space owned by the organization mitigates the current risk imposed because several properties are leased rather than owned. Leasing reduces the incentive for significant capital investment in facilities by the organization and increases the risk that programs may have to be relocated or even discontinued upon the conclusion of the lease term. Finally, the proposed project offers the capacity for CARITAS to generate income to partially support its programs through ancillary services, such as the laundry facility, leasing of office and/or commercial space and the non-programmatic affordable housing units.

CARITAS has determined that it can meet these dual challenges by owning and operating the Property in the manner outlined above. Doing so will facilitate growth in an efficient and cost effective manner, while providing adequate incentive for the organization to continue to invest in quality housing and services for its clients.

#### **IV. CARITAS Has a Proven Track Record of Mitigating Impacts on the Surrounding Community**

At the time that City Council first considered issuing an SUP for The Healing Place in 2003, the concept was unproven in Richmond. Following over a decade of operations at its Dinwiddie Avenue and High Street locations, The Healing Place and emergency shelters have demonstrated their compatibility with the surrounding neighborhood and have been warmly embraced by the Richmond community. CARITAS is committed to continuing to operate these programs with the same commitment to safe, quality management and consideration for the surrounding community, the success of which is fundamental to the organization's continuing ability to support its programs. In addition, CARITAS offers the following specific examples of policies and procedures to protect the health, safety and welfare of the communities in the vicinity of the Property.

##### **A. Hours of Operation**

Emergency Shelter: the hours of occupancy will be between 3:30 p.m. and 7:30 a.m., or as otherwise may be approved by the Director of Planning.

Furniture Bank: in order to mitigate noise to residents, deliveries by trucks will not be accepted during the hours of 8pm to 7:30am, Monday-Sunday.

##### **B. Staff**

During operation, the Emergency Shelter will have no fewer than two (2) trained, professional staff. All professional staff are subject to background checks and, in the case of the Sobering Up Center, are subject to regulation by the Commonwealth.

##### **C. Safety**

The Healing Place and the Emergency Shelter require participants to agree to adhere to certain specified rules, which are enforced by staff and, in the case of THP, additionally by other program participants in order to foster a community of accountability and mutual support. The current rules for the Emergency Shelter, which are enclosed with this Application for informational purposes, include

dischargeable offences for which there is a zero tolerance policy, such as violence, threats and theft. In addition, the various programs will be self-contained within a single building with controlled access, limiting public access to sensitive programmatic areas. This provides greater security for the residents and program participants.

D. Parking, Transportation & Access

No fewer than 141 parking spaces shall be provided on site. This meets the requirements of the off-street parking regulations set forth in the City Code, as more particularly detailed on the exhibit entitled "Site Plan", being Sheet A.100 of the Concept Plan. In addition, The Healing Place program participants are not permitted to have vehicles, thus lessening the number of cars that will require parking on-site.

Access will be only via the points shown on the enclosed Concept Plan and will not connect with the street grid of the residential neighborhood located to the West of the Property. The present wall or a fence shall be maintained along the western boundary of the Property and the adjacent residential properties and public rights of way.

Public transportation via GRTC is available to/from the Property via Route 72/73.

**V. FINDINGS OF FACT**

Based on the foregoing, the proposed use on the Property meets the criteria set forth in the Charter of the City of Richmond that the Application (i) is not detrimental to the safety, health, morals and general welfare of the community involved; (ii) will not tend to create congestion in streets, roads, alleys and other public ways and places in the area involved; (iii) will not create hazards from fire, panic or other dangers; (iv) will not tend to cause overcrowding of land and an undue concentration of population; (v) will not adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage disposal, transportation or other public requirements, conveniences and improvements; or (vi) will not interfere with adequate light and air.

The Applicant notes that the renovation and development of the Property will be funded in part by historic tax credits, which are subject to the requirements of the Department of the Interior/National Park Service and the Virginia Department of Historic Resources, as addressed by the Resolution of the Planning Commission of the City adopted June 4, 2012. Specifically, six (6) of the proposed fifty-two (52) dwelling units do not contain windows that penetrate an exterior wall of the building but rather rely on other sources of natural light (the "Light Challenged Units"). However, the proposed floorplan reflects the minimum number of Light Challenged Units as is necessary to promote the preservation of the historic building. Eliminating the Light Challenged Units from the design is not feasible, as doing so would present an insufficient number of units for The Healing Place alumni to reside at the facility, thus potentially requiring the leasing of additional off-site apartments, which CARITAS desires to avoid for the operational reasons stated above. Furthermore, reducing the number of rental units would jeopardize the financial viability of the non-profit's purchase and occupancy of the Property. As a non-profit organization, CARITAS is not developing the property with the same incentives utilized by a for-profit real estate developer, who must provide investors with a minimum rate of return, but rather has modeled the cost and revenue projections on the basis of ensuring the long-term financial viability of

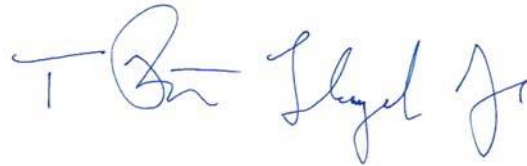
the organization in meeting its mission. Finally, all of the proposed Light Challenged Units are 1-bedroom configuration, with an average floor area of nine hundred (900) square feet. The project proposes eleven (11) 1-bedroom units with windows, of which the average floor area is approximately six hundred (600) square feet. The average floor area of the Light Challenged Units is approximately equivalent to the average floor area of the 2-bedroom units proposed within the building. Accordingly, the use of the Property as proposed by the Application meets the standard set forth in the Planning Commission windowless dwelling unit resolution.

#### **IV. SUMMARY**

The proposed use of the Property offers a rare opportunity to revitalize a vacant and blighted industrial property in a transitional area, while providing a hub of positive activity and vital community resource (i.e. Furniture Bank, Gathered Goods Marketplace, access to meals, emergency shelter, jobs training program, laundromat). Further, the proposed use will create much needed affordable housing and new opportunities for employment. CARITAS has been a trusted partner with the City in addressing some of the most intractable manifestations of poverty and substance abuse in this community. The Applicant has discussed this proposal with the elected Council representative from this district in order to coordinate outreach to nearby residents. The Applicant is committed to working with property owners in the vicinity of the Property to address any questions or concerns that they may have.

Thank you for your consideration of this matter. Please feel free to contact the undersigned at 804.420.6615 or [plloyd@williamsmullen.com](mailto:plloyd@williamsmullen.com), should you have any questions or require additional materials.

Sincerely,

A handwritten signature in blue ink, appearing to read "T. Preston Lloyd, Jr.", written in a cursive style.

T. Preston Lloyd, Jr.

Enclosures

cc: Karen Stanley, CEO, CARITAS  
Louis Salomonsky, Historic Housing LLC  
Mark A. Olinger, Director of Planning and Development Review for the City of Richmond

# WILLIAMS MULLEN

Direct Dial: 804.420.6615  
plloyd@williamsmullen.com

November 7, 2016

City of Richmond  
Department of Planning  
& Development Review  
900 E. Broad Street, Suite 511  
Richmond, VA 23219  
Attn: Lory Markham

Re. CARITAS Center LLC | SUP Application for 2220 Stockton St.  
Applicant's Response to Comments from City Staff

Dear Ms. Markham:

We write in response to your letter dated October 12, 2016, providing comments to the captioned application for special use permit. The following responses are numbered consistent with the matters addressed in the letter.

## **LAND USE ADMINISTRATION**

1. Management Program.
  - a. In connection with the request for details concerning the proposed management entity, CARITAS, we enclose the following:
    - i. Values statement for CARITAS;
    - ii. FY2015 Annual Report for CARITAS;
    - iii. Current Organizational Chart for CARITAS;
    - iv. Current roster of Board of Directors for CARITAS;
    - v. Bylaws for CARITAS;
  - b. Description of on-site programs for The Healing Place: See attached Exhibit A (Program Description).
  - c. Description of off-site programs for The Healing Place: See attached Exhibit A (Program Description).
  - d. Operational Details: See attached Exhibit B (Operational Description).
  - e. Operational details for on-site programs including:
    - i. Hours of operation: The Women's Healing Place will be open 24 hours a day, year-round. The remainder of the building will operate under normal business hours Monday - Friday with the Furniture Bank opening no more than 2 Saturdays per month for volunteer opportunities.
    - ii. The Women's Healing Place will have about 4 full-time staff that will work a normal Monday-Friday work week and significantly more hourly staff to man the 24-hour Sobering Up Center and the Overnight Shelter. Qualifications will vary depending on position to include a certified substance abuse counselor, a nurse overseeing the Sobering Up Center and several trained professional case managers working with the clients in the Overnight Shelter.



- iii. There will be two types of supervision at The Healing Place: full or part-time staff and peer mentors. The model of The Healing Place calls for peer accountability and peer role modelling which is a major tenant in the program. Peer mentors are graduates of the program who live on property and act as “assistant staff.” They work with clients coming behind them in the program and have a supervisory role within the facility.
  - iv. When a client decides that they want to live a sober life and commits to beginning the program of The Healing Place, she will go through a thorough orientation which includes signing a contract and paperwork that includes the rules and guidelines of the program.
  - v. Clients are expected to follow the rules and guidelines that they agreed to. If a client does not follow the rules, one of two things may happen. The issue may be brought before the “Community” process which occurs Monday, Wednesday or Friday at 9AM where issues and concerns are addressed by their peers, facilitated by the Program Director and consequences for the client’s behavior action are determined. If the behavior is egregious, a clinical decision may be made by the Program Director and therefore, would not be addressed in the community process.
  - vi. See v above.
  - vii. See v above.
  - viii. Security is performed by clients in The Healing Place as one of the “jobs.” Security 1 will be posted at the client entrance of the building and Security 2 will be at another designated area in the building. These two positions can communicate with walkie-talkies and make regular rounds both inside and outside of the building. Two additional two-way radios are on the same signal and are located in the Sobering Up Center and in the Workroom where the Peer Mentors are stationed.
  - ix. Karen J. Stanley, CEO, will be the main contact person in case of emergency. Direct line is (804) 887-1577 or email is [kstanley@caritasva.org](mailto:kstanley@caritasva.org).
- f. Annual Budget: See attached.

## 2. Private Incarceration Domiciliary Facility.

The Sheriff’s Office of Chesterfield County desires to refer non-violent offenders with an underlying addiction issue to The Healing Place to obtain help in lieu of a conventional correctional facility where their illness will not be treated. Accordingly, the Applicant proposes that the SUP Ordinance permit the following: For so long as The Healing Place operates at the Property, the Property may be used as a Private Incarceration Domiciliary Facility, as defined in the Code, for not greater than ten (10) persons at any given time, provided that all such persons must be actively enrolled in the residential recovery program and monitored with an ankle bracelet.

3. Social Service Delivery Use.

Social Service Delivery use shall be permitted to allow all alumnae of the program who are not currently in-residence to receive treatment and other services, as more particularly described in the Program Description attached as Exhibit A (see "After Care").

4. Confirm definitions of units and beds.

- a. Dwelling Units. The Applicant proposes up to 40 dwelling units, as substantially shown and labeled on the Plans. The Applicant further proposes that any such dwelling unit may be converted to use as a group home operated by CARITAS (a "Transition Unit", see item 4(b)(iii) below), provided that any dwelling unit used as a group home shall contain not greater than 3 persons per unit (except in the 3-bedroom unit which may house five people).
  - b. Group Home. In addition to the foregoing, the Applicant proposes not greater than twelve (12) units that may only be used only as group home units, which will be located on the second floor of The Healing Place as substantially shown and labeled on the Plans. These units shall contain no greater than the following number of beds:
    - i. 4 x Peer Mentor Units, each comprised of not greater than 4 beds,
    - ii. 1 x Peer Mentor Unit, comprised of not greater than 2 beds; and
    - iii. 7 x Transition Units, each comprised of not greater than 3 beds.
  - c. Shelter. In addition to the foregoing, the Applicant proposes rooms for shelter use, which will be located in the building as substantially shown and labeled on the Plans, as follows:
    - i. On the first floor of The Healing Place, shelter use shall be permitted in the following: (A) one room for the emergency shelter operated by CARITAS, which shall contain not greater than not greater than 42 beds; (B) one room for the sobering up center operated by The Healing Place, which shall contain not greater than 12 beds, (C) two rooms for the "Off The Street (OTS)" phases of The Healing Place program, which together shall contain not greater than 36 beds; and (D) six rooms for the "Phase" phase of The Healing Place Program, which collectively shall contain not greater than 40 beds.
    - ii. On the second floor of The Healing Place, shelter use shall be limited to a single room (the "Works Staging Room") comprised of not greater than 8 beds.
5. See item 4(b) above.
  6. See item 4(c) above.
  7. See revised plans, enclosed.
  8. We no long desire to pursue this condition as a component of the Ordinance.
  9. See revised plans, enclosed.

Comments to Plans:

- Site Plan (A.100):
  - Accessible sidewalk added in locations surrounding building where space allows.

- Emergency vehicle turn radius to be shown on final civil plans at time of building permit review.
- First Floor (A.201.1-3)
  - Direct connection from building to parking lot located immediately adjacent to 22<sup>nd</sup> Street is presently available through existing southeast entrance beneath canopy. This allows direct access from Emergency Shelter and The Healing Place to green-space area located along eastern side of building.
  - Proposed relocation of courtyard within The Healing Place portion of building not feasible due to present condition/location of light shaft within 3-story portion of structure.
  - Proposed relocation of restroom facilities adjacent to north entrance to The Healing Place not feasible due to present location of water/sewer hookups and inability to lower windows to eye level due to NPS regulations.
- Second Floor (A.202.1-3)
  - Common areas not added within corridors adjacent to dwelling units due to inconsistency with programmatic requirements of The Healing Place.
  - Proposed relocation of courtyard within The Healing Place portion of building not feasible due to present condition/location of light shaft within 3-story portion of structure.

#### **PUBLIC WORKS**

1. *Dedication of Everett Street and Stockton Street to public use.* Following careful review and consideration, the Applicant is unable to comply with this request. The dedication of portions of right of way to public use within a matter of feet from the existing structure is not feasible for several reasons, including the following:
  - a. Doing so would eliminate substantial portions of parking required for the proposed use.
  - b. As further described in the Operational Description (Exhibit B), the programmatic aspects of the proposed use require careful control of what individuals may enter the Property and at what times. The dedication of public right of way in close proximity to the use will eliminate this required aspect of control, thus creating an unacceptable adverse impact on the security of the site.
2. New curb, gutter, sidewalk, ADA facilities and facility entrances will meet applicable standards, as will be confirmed at time of construction plan review.
3. Parking along public right-of-way of Stockton Street.
4. Dumpsters relocated, as shown on revised plans, enclosed.
5. Noted.
6. Noted.

#### **WATER RESOURCE**

No comments.

#### **PUBLIC UTILITIES.**

No comments. Other issues to be addressed at time of construction plan review.

November 7, 2016  
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**FIRE & EMERGENCY SERVICES.**

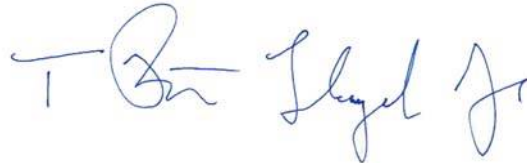
No comments. Other issues to be addressed at time of construction plan review.

**BUILDING PERMITS & INSPECTIONS.**

1. Noted.
2. Noted.
3. Revised plans enclosed.

Thank you for your ongoing assistance with the proposal and please contact the undersigned with any questions.

Very truly yours,

A handwritten signature in blue ink, appearing to read "T. Preston Lloyd, Jr.", with a stylized flourish at the end.

T. Preston Lloyd, Jr.  
On behalf of the Applicant

cc. Karen Stanley, CARITAS  
H. Louis Salomonsky

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## EXHIBIT A

### **Program Description For The Healing Place**

The Healing Place is a program based on peer counselling, peer accountability and peer role modelling. Programs include a Sobering Up Center (previously referred to as a social detoxification unit by the Commonwealth), an overnight shelter, a long-term residential recovery program and a free clinic. The primary program is the Residential Recovery Program, and the majority of beds (78 beds) will be designated for this purpose. The other programs serve as an outreach to those who would benefit most from the services provided by The Healing Place.

#### **Sobering Up Center**

The sobering up center will offer a safe and secure place for someone to “sober up” from alcohol and some drugs. It is a non-medical facility and cannot be utilized when medical supervision is necessary. However, for the vast majority of alcoholics and drug addicts it represents an alternative to more costly options.

The Healing Place for men has a great partnership with local hospitals who have been pleased with this resource because it alleviates some of the pressure on their emergency room, and it costs much less than an overnight stay in the hospital. It is also the primary source for entrants into the recovery program, in that sense, represents our outreach effort. Plans are to have a capacity for 12 beds surrounding a nurse’s station.

#### **Overnight Shelter**

The overnight shelter is also an outreach effort, yet will be an integral part of our existing shelter system. The reason for providing this program in conjunction with the recovery program and within the same setting is so that the active alcoholic or addict has an opportunity to come into contact with some of his peers who are now in recovery. Plans are for 42 beds in the overnight shelter.

#### **Long-Term Residential Recovery**

The residential recovery program is defined as a social model recovery program within a shelter setting. It is divided into three phases; Off-the-Street (OTS), Recovery, and Transition. Clients must successfully complete each phase in order to complete the program. There are very visible differences that clients are able to see as they progress through the program which requires a very specific layout of the facility.

- 1. *Off-the-Street (OTS)*** - The first phase is also sometimes called the “motivational phase”, and lasts 4-8 weeks. In order to begin this first phase of the program, they must sign a contract that states they are willing to work a program of recovery. This is in exchange for the services provided to them. They will be required to attend classes three times a day as well as AA and NA meetings, and they are required to abide by the rules of the

community. Those who demonstrate sufficient willingness and desire will move on to the Recovery phase upon completion.

- 2. Recovery** - Recovery which is also called “Phase,” is the main educational part of the program. Clients begin to work closely with the staff and peer mentors (clients in the transitional part of the program) to complete a curriculum called Recovery Dynamics. Recovery Dynamics is based on the 12-Step program outlined in Alcoholics Anonymous. Toward the later portion of this phase of recovery, peer mentors begin teaching classes from Recovery Dynamics to those just entering “Phase”. Clients will continue to attend three classes a day and they will now begin volunteering part of their time toward the daily maintenance of the building and the community. Jobs are assigned in the kitchen, laundry, maintenance, or security, and those in this phase are required to attend Community meetings three times a week. Community meetings are an important element in the recovery phase because they give participants an opportunity to address personal issues and problems, and resolve conflicts that might come up in the community in these meetings. Every participant is required to attend, and to vote on issues discussed. By giving clients the authority and responsibility for self-governance, they become engaged members of a community in which they begin to identify. This is critical to the process which leads to achieving a sober life style and returning to the larger community. Completion of this phase takes 3 to 6 months.
- 3. Works** – At the end of “Phase,” a group of clients move to a specified room and begins the 5-week intensive job-readiness program called “Works.” This program builds confidence and character by honing soft skills and providing the necessary tools to obtain and maintain employment. Elements of the program include: 25 hours of computer skills, Myers-Briggs testing and evaluation, the development of an elevator speech, personal statement and resume, phone interview training, and the finale of mock interview day. Interview appropriate attire is given to each client and dress clothes are worn each day to class. Ninety percent of the men that have been through Works find employment in less than 30 days and we feel confident that the women will be just as successful. Clients are followed and supported for two years after completion of the program.

### **Transition**

Upon completion of the recovery phase, the client will enter into “transition” during which time, she will find full time employment but continue to live on-site and pay weekly rent. Clients are required to save some of their earnings to help pay for a down-payment on their own apartment and, after a minimum of 90 days, are eligible to become alumnae. At this point in their journey, the client is required to develop a plan of action for her departure that includes the description of a support network for maintaining long-term sobriety.

**After Care:** The primary focus of The Healing Place program is development of a personal program for long-term sobriety. Therefore, after-care is an important element. Clients are encouraged to remain close to The Healing Place community and to attend weekly meetings

provided for graduates of the program. Graduates also have access to the medical clinic if they are uninsured and the Career Development Manager of Works is always available if needed. To be eligible to receive these services graduates must remain clean and sober and they must attend one meeting a week at The Healing Place.

The philosophy and the principles on which this program is based are the same principles outlined in the book of Alcoholics Anonymous. In short, it is a non-traditional program of recovery that is based on the principle of empowerment and personal responsibility. Sobriety is the primary focus throughout the program, and sobriety is ultimately the responsibility of the individual. The focus is on changing one's habits and developing new habits that will allow the client to become self-sufficient and economically stable. The relationship between the individual and the community enables this change to take place.

#### **V. Collaboration – Other Program Support**

- 1. Medical Support.** The Healing Place partners with many providers in the Richmond community. The Daily Planet acts as our primary care provider for the men's facility and plan on doing so for the women as well. They provide weekly on-site visits by a nurse practitioner for sick and well care, do all Tb testing and provide necessary referrals for specialists. Clinicians run a weekly co-occurring mental health group. Men are assisted each Friday with dental care off-site at their Grace Street facility. In the fall, the Health Department comes on-site to give staff and clients flu shots. Referrals are made to the Richmond Behavioral Health Authority for mental health services and Fan Free Clinic does HIV testing and education. The VCU Wellness Center offers smoking cessation classes on a quarterly basis.
- 2. Existing Social Service Agencies.** The current homeless services system will be intricately involved with The Healing Place for Women as it is with CARITAS and The Healing Place for Men. Additional services from organizations such as the YWCA may be included for women who have been domestic violence victims.
- 3. Off Site Classroom.** As part of the motivation phase of the program, clients will be required to attend two classes held during the day, Monday through Friday, at a location off site from The Healing Place. Clients will be required to walk to and from the location for the 8 weeks they are in OTS. The tentative plan is for the men from The Healing Place on Dinwiddie Avenue to walk to The Healing Place for Women and the women to walk to The Healing Place on Dinwiddie Avenue. The reasons for an off-site location are twofold. First, it provides the clients with an opportunity to get exercise, and second, it builds community and demonstrates their willingness to work towards a sober life style.

# WILLIAMS MULLEN

Direct Dial: 804.420.6615  
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August 28, 2016

## VIA EMAIL AND HAND DELIVERY

City of Richmond Department of Planning and Development Review  
City Hall, 900 East Broad Street, Room 511  
Richmond, Virginia 23219  
Attn: Ms. Lory Markham

### **Re: Special Use Permit Application for "CARITAS Center", 2220 Stockton Street (S0000403015)**

Ladies and Gentlemen:

This firm is counsel to CARITAS Center, LLC (the "Applicant"), which is the contract purchaser of approximately 5.13 acres located in the City of Richmond, Virginia (the "Property"), being presently owned by BL Plant, LLC. On behalf of the Applicant, we enclose an application to permit the special use of the Property as described herein, together with the materials listed below on Exhibit A, which are incorporated herein by reference (collectively, the "Application"). This letter will also serve as the Applicant's Report.

#### **I. EXISTING CONDITION & PROPOSED USE**

The Application proposes the adaptive reuse use of a vacant 120,000 sq. ft. warehouse building in South Richmond, being presently zoned M-1, for the following integrated uses, all as shown on the enclosed Floor Plans:

- **The Women's Healing Place:** an in-residence peer-based substance abuse recovery program for women, comprised of no greater than 200 total beds (exclusive of multifamily units described below), and to be operated by CARITAS, an existing 501(c)(3) organization based in the City of Richmond, of which approximately twelve (12) beds will be operated as part of the CARITAS program known as a "Sobering Up Center", together with accompanying medical and social services;
- **Furniture Bank:** approximately 52,000 sq. ft. to be used for the collection, cleaning, repair, storage, distribution and retail sale of furniture and essential household goods, which is to be operated by CARITAS in connection with program participants from the Women's Healing Place;
- **Rental housing units:** no greater than fifty-two (52) multifamily dwellings units, of which approximately thirty-four (34) will be utilized by Women's Healing Place program graduates (not to be included in the program beds cited above) and the balance will be available for lease by the general public as affordable housing;



- **Offices and Programmatic Space:** approximately 25,000 sq. ft. of general office and programmatic space to be occupied by CARITAS for administration offices and the CARITAS Works program (described below);
- **Commercial:** approximately 8,200 sq. ft. to be leased to non-profit tenant(s);
- **Laundromat:** approximately 800 sq. ft. to be operated as a self-service laundry with equipment available to residents, program participants, and the general public; and
- **Emergency Shelter:** an emergency shelter facility and related services for homeless women, comprised of no greater than forty-two (42) beds, and operated daily by CARITAS.

## **II. CARITAS: Richmond's Proven and Trusted Leader in Providing Effective Services for the Homeless**

Founded in Richmond in 1988, the organization now known as CARITAS is metro Richmond's largest homeless services organization, serving nearly 5,000 unduplicated clients annually through its four flagship programs with the help of approximately 18,000 volunteers. The programs administered by CARITAS have evolved and grown to fill gaps in the network of services provided to the chronically homeless and medically vulnerable in our community. This includes the following integrated programs, further operational details of which are available upon request:

1. **Emergency Shelter:** CARITAS operates the largest and most inclusive emergency shelter in Central Virginia, providing food, shelter and a pathway back to self-sufficiency.
2. **The Healing Place (THP):** CARITAS operates this long-term recovery program for addicted men. This nationally recognized model has proven successful in Richmond, where 70% of program graduates remain sober one year after completing the program.
3. **Furniture Bank:** CARITAS operates the only such facility in Central Virginia, which serves more than 800 families annually. Donated furniture and household goods are sorted, cleaned, repaired, and distributed free of charge to individuals and families who are re-establishing housing through its partners, of which the City of Richmond is the largest. Equipped with basic household goods, these families can dedicate their resources to breaking the cycle of homelessness and poverty. When appropriate, surplus, large or non-essential items are sold online or through a retail storefront known as the Gathered Goods Marketplace to help contribute funds to the CARITAS family of programs.
4. **WORKS:** CARITAS operates this 5-week intensive job-readiness program that prepares men with significant barriers to employment to rejoin the workforce so that they can live independently and thrive in the community. Establishment of the CARITAS Center will permit the expansion of this highly successful program to women.

In connection with administering its programs, CARITAS owns or leases the following properties, all of which are located in the City:

- 1532 High Street (approx. 6,300 sq. ft.): comprised of CARITAS Administrative Offices, CARITAS day shelter for families, and case management offices for social services, operated by Special Use Permit issued pursuant to Ord. No. 2005-21-24, approved by City Council on March 29, 2005.
- 1125 Commerce Road (approx. 80,000 sq. ft.): comprised of CARITAS Furniture Bank, Gathered Goods Marketplace, Works Program classrooms, dress clothing closet, and 5,000 sq. ft. of space subleased to Homeward, Central Virginia's coordinating body for homeless services.
- 700 Dinwiddie Avenue (approx. 23,000 sq. ft.): comprised of The Healing Place, with up to 178 men in-residence, which includes an up-to 30-bed Emergency Shelter, operated by Special Use Permit issued pursuant to Ord. No. 2003-323-282, approved by City Council on October 13, 2003.
- 15 units of housing within two (2) miles of The Healing Place for men who are transitioning out of or are alumni of The Healing Place.

### **III. From Successes Have Come Challenges: Growing Capacity While Enhancing Effectiveness**

The programs offered by CARITAS have demonstrated their effectiveness in reducing homelessness, which beyond its moral implications relieves a tremendous financial burden otherwise borne by the community. As a result of this success, the organization faces two challenges.

First, the community's need for these programs outpaces the organization's current physical capacity. CARITAS now has the opportunity to replicate The Healing Place concept in order to serve women. Virginia is in the midst of an opiate epidemic.<sup>1</sup> A feasibility study conducted in May of 2009 determined that more than 200 women within the Richmond area homeless services system are in need of addition recovery services annually. The only local option for this population is the Richmond Behavioral Health Authority, which has a 2-3 month waiting period. As a result, CARITAS sends five to ten women a month to similar recovery programs in Kentucky and Raleigh, NC. Because the program works best in a single-sex environment, creating this program requires additional space that is not collocated with the existing facilities that are already at capacity. Offering a permanent location with medical and housing-focused case-management staff embedded within the facility offers considerable benefit to clients in a crisis.

Second, if the organization grows, doing so through increased decentralization will increase costs for transportation and management, thus diverting precious resources from supporting the programs themselves, while decreasing the effectiveness of the related services that benefit from physical proximity. By consolidating these various programmatic functions under one roof, CARITAS proposes to enhance the cost and operational effectiveness of all of its programs, which interrelate in providing services to the chronically homeless and medically vulnerable population. For example, the various separate physical locations of (i) a Shelter, (ii) The Healing Place, (iii) Furniture Bank/Gathered Goods Marketplace, and (iv) THP alumni housing present significant challenges to the organization's effective oversight and management of these inter-related and often interdependent programs.

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<sup>1</sup> For the first time in Virginia's history, deaths from overdoses were higher than vehicle fatalities in 2015.

CARITAS desires to ensure that upon graduation from The Healing Place program, participants will enter safe and stable housing with the tools they need to remain productive, contributing members of our community. By owning multifamily units which can be occupied by program graduates in immediate proximity to the programmatic space, CARITAS will enhance the effectiveness of its addiction recovery program. From an administrative perspective, consolidation of programs into space owned by the organization mitigates the current risk imposed because several properties are leased rather than owned. Leasing reduces the incentive for significant capital investment in facilities by the organization and increases the risk that programs may have to be relocated or even discontinued upon the conclusion of the lease term. Finally, the proposed project offers the capacity for CARITAS to generate income to partially support its programs through ancillary services, such as the laundry facility, leasing of office and/or commercial space and the non-programmatic affordable housing units.

CARITAS has determined that it can meet these dual challenges by owning and operating the Property in the manner outlined above. Doing so will facilitate growth in an efficient and cost effective manner, while providing adequate incentive for the organization to continue to invest in quality housing and services for its clients.

#### **IV. CARITAS Has a Proven Track Record of Mitigating Impacts on the Surrounding Community**

At the time that City Council first considered issuing an SUP for The Healing Place in 2003, the concept was unproven in Richmond. Following over a decade of operations at its Dinwiddie Avenue and High Street locations, The Healing Place and emergency shelters have demonstrated their compatibility with the surrounding neighborhood and have been warmly embraced by the Richmond community. CARITAS is committed to continuing to operate these programs with the same commitment to safe, quality management and consideration for the surrounding community, the success of which is fundamental to the organization's continuing ability to support its programs. In addition, CARITAS offers the following specific examples of policies and procedures to protect the health, safety and welfare of the communities in the vicinity of the Property.

##### **A. Hours of Operation**

Emergency Shelter: the hours of occupancy will be between 3:30 p.m. and 7:30 a.m., or as otherwise may be approved by the Director of Planning.

Furniture Bank: in order to mitigate noise to residents, deliveries by trucks will not be accepted during the hours of 8pm to 7:30am, Monday-Sunday.

##### **B. Staff**

During operation, the Emergency Shelter will have no fewer than two (2) trained, professional staff. All professional staff are subject to background checks and, in the case of the Sobering Up Center, are subject to regulation by the Commonwealth.

##### **C. Safety**

The Healing Place and the Emergency Shelter require participants to agree to adhere to certain specified rules, which are enforced by staff and, in the case of THP, additionally by other program participants in order to foster a community of accountability and mutual support. The current rules for the Emergency Shelter, which are enclosed with this Application for informational purposes, include

dischargeable offences for which there is a zero tolerance policy, such as violence, threats and theft. In addition, the various programs will be self-contained within a single building with controlled access, limiting public access to sensitive programmatic areas. This provides greater security for the residents and program participants.

D. Parking, Transportation & Access

No fewer than 141 parking spaces shall be provided on site. This meets the requirements of the off-street parking regulations set forth in the City Code, as more particularly detailed on the exhibit entitled "Site Plan", being Sheet A.100 of the Concept Plan. In addition, The Healing Place program participants are not permitted to have vehicles, thus lessening the number of cars that will require parking on-site.

Access will be only via the points shown on the enclosed Concept Plan and will not connect with the street grid of the residential neighborhood located to the West of the Property. The present wall or a fence shall be maintained along the western boundary of the Property and the adjacent residential properties and public rights of way.

Public transportation via GRTC is available to/from the Property via Route 72/73.

**V. FINDINGS OF FACT**

Based on the foregoing, the proposed use on the Property meets the criteria set forth in the Charter of the City of Richmond that the Application (i) is not detrimental to the safety, health, morals and general welfare of the community involved; (ii) will not tend to create congestion in streets, roads, alleys and other public ways and places in the area involved; (iii) will not create hazards from fire, panic or other dangers; (iv) will not tend to cause overcrowding of land and an undue concentration of population; (v) will not adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage disposal, transportation or other public requirements, conveniences and improvements; or (vi) will not interfere with adequate light and air.

The Applicant notes that the renovation and development of the Property will be funded in part by historic tax credits, which are subject to the requirements of the Department of the Interior/National Park Service and the Virginia Department of Historic Resources, as addressed by the Resolution of the Planning Commission of the City adopted June 4, 2012. Specifically, six (6) of the proposed fifty-two (52) dwelling units do not contain windows that penetrate an exterior wall of the building but rather rely on other sources of natural light (the "Light Challenged Units"). However, the proposed floorplan reflects the minimum number of Light Challenged Units as is necessary to promote the preservation of the historic building. Eliminating the Light Challenged Units from the design is not feasible, as doing so would present an insufficient number of units for The Healing Place alumni to reside at the facility, thus potentially requiring the leasing of additional off-site apartments, which CARITAS desires to avoid for the operational reasons stated above. Furthermore, reducing the number of rental units would jeopardize the financial viability of the non-profit's purchase and occupancy of the Property. As a non-profit organization, CARITAS is not developing the property with the same incentives utilized by a for-profit real estate developer, who must provide investors with a minimum rate of return, but rather has modeled the cost and revenue projections on the basis of ensuring the long-term financial viability of

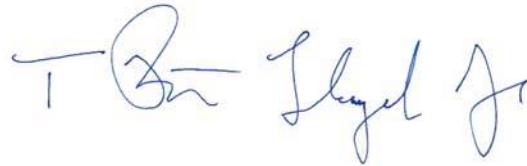
the organization in meeting its mission. Finally, all of the proposed Light Challenged Units are 1-bedroom configuration, with an average floor area of nine hundred (900) square feet. The project proposes eleven (11) 1-bedroom units with windows, of which the average floor area is approximately six hundred (600) square feet. The average floor area of the Light Challenged Units is approximately equivalent to the average floor area of the 2-bedroom units proposed within the building. Accordingly, the use of the Property as proposed by the Application meets the standard set forth in the Planning Commission windowless dwelling unit resolution.

#### **IV. SUMMARY**

The proposed use of the Property offers a rare opportunity to revitalize a vacant and blighted industrial property in a transitional area, while providing a hub of positive activity and vital community resource (i.e. Furniture Bank, Gathered Goods Marketplace, access to meals, emergency shelter, jobs training program, laundromat). Further, the proposed use will create much needed affordable housing and new opportunities for employment. CARITAS has been a trusted partner with the City in addressing some of the most intractable manifestations of poverty and substance abuse in this community. The Applicant has discussed this proposal with the elected Council representative from this district in order to coordinate outreach to nearby residents. The Applicant is committed to working with property owners in the vicinity of the Property to address any questions or concerns that they may have.

Thank you for your consideration of this matter. Please feel free to contact the undersigned at 804.420.6615 or [plloyd@williamsmullen.com](mailto:plloyd@williamsmullen.com), should you have any questions or require additional materials.

Sincerely,

A handwritten signature in blue ink, appearing to read "T. Preston Lloyd, Jr.", written in a cursive style.

T. Preston Lloyd, Jr.

Enclosures

cc: Karen Stanley, CEO, CARITAS  
Louis Salomonsky, Historic Housing LLC  
Mark A. Olinger, Director of Planning and Development Review for the City of Richmond

EXHIBIT A  
APPLICATION MATERIALS

In connection with the proposed Special Use Permit Application for 2220 Stockton Street (Tax Map No. S0000403015), the following application materials are enclosed:

1. Special Use Permit Application form;
2. Survey of present conditions, prepared by The Orin Group, LLC, dated July 31, 2008, as last revised December 4, 2008 (3 x 11" x 17" sets);
3. Land Use Special Power of Attorney from BL Plant, LLC;
4. Conceptual architectural elevations and floor plans prepared by Walter Parks Architects, labeled sheets A.100 ("Parking Exhibit"), A.201.1, A201.2, A.201.3, A.202.1, A.202.2, A.202.3, A.203.1, A3.01-05, North West Elevation and South West Elevation (6 x full-size sets and 3 x 11" x 17" sets) (collectively, the "Conceptual Plan"); and
5. Overnight Rules; and
6. Check made out to City of Richmond in the amount of \$2,400.00.