

# WILLIAMS MULLEN

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March 29, 2019

*As amended October 17, 2019 and January 9, 2020*

## 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: Matthew Ebinger

Re. Special Use Permit Application for The Salvation Army "Center of Hope"  
1900 Chamberlayne Ave (Tax Map Parcel N0000478031)

Ladies and Gentlemen:

This firm is counsel to The Salvation Army Central Virginia (the "Applicant"), which is the contract purchaser of approximately 2.31 acres of land located in the City of Richmond, Virginia (the "Property") presently owned by Eternity Church. 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 of a building on the Property comprised of 47,584 sq. ft., of which 39,874 sq. ft. is conditioned space and 7,710 sq. ft. is heated warehouse space. The property is zoned M-1, situated on 2.31 acres.

The Applicant proposes to relocate entirely from its current 2 West Grace Street location to establish a "Center of Hope." The 1900 Chamberlayne site will become The Salvation Army Central Virginia Area Command's regional headquarters for social services and administration, comprised of the following uses:

- Offices, Programmatic and Supportive Services Space: approximately 14,330 sq. ft. of general office use, supportive services and programmatic space to be occupied for administration of The Salvation Army Central Virginia Area Command;
- Emergency Housing Program: an in-residence, case-managed service program for single adults and families with up to a maximum of 97 beds of "group home"<sup>1</sup> use, comprised of not greater than 8-beds per room as generally shown on the Concept Plan; of the total, *it is projected that* approximately 72 beds will be for men, 24 beds will be for women and families, and one room will be for overnight staff; and

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<sup>1</sup> As such term is defined in Sec. 30-1220(39) of the Code of the City.

- ~~• Emergency Cold Weather Overflow Shelter: an emergency overnight “shelter”<sup>2</sup> use and related services with up to a maximum of 100-30 beds for use exclusively during periods of cold weather, to be administered according to operating guidelines that shall be subject to review and approval by the City’s Department of Social Services and in consultation with the Greater Richmond Continuum of Care.~~

The Property is located within an area colloquially known as “lower Chamberlayne”, a portion of the Chamberlayne Industrial Area that is designated on the City’s zoning map as M-1 (Light Industrial) District. The Applicant’s proposed uses are consistent with the VUU Chamberlayne Neighborhood Plan, adopted by City Council on February 8, 2016 (the “Plan”), which includes this area. The Plan’s Future Land Use Map designates the Property as “Community Commercial” and recommends as follows: “A new mixed-use area in the lower Chamberlayne area will provide new housing options and ... office uses.” The proposed mix of residential housing, supportive services and administrative offices directly aligns with the Plan’s vision for this corridor. The only immediately adjacent uses presently include a retail bank branch and a light industrial property (Talley’s Sign Co.). The Property is otherwise bounded by School Street, Sledd Street and Chamberlayne Avenue, offering a buffer that separates this use. While the programmatic aspects of the proposed use will be fully self-contained within the Property, the physical separation provided by the road grid ensures that the Property will not conflict with any established residential uses in the vicinity. Further, the proposed special use of the Property is consistent with other institutional uses in the area, most notably Virginia Union University. The University’s widely recognized social services degree program offers a potential opportunity for future partnerships with the Applicant, which are currently being discussed.

## **II. THE SALVATION ARMY: AN EXPERIENCED LEADER IN PROVIDING HOUSING CRISIS ASSISTANCE**

Established in Richmond in 1885, The Salvation Army Central Virginia Area Command is one Richmond’s longest, continuously serving and most recognized human services organizations, serving nearly 10,000 unduplicated individuals annually through the support of donors and volunteers. The Salvation Army (TSA) is dedicated to assisting persons who experience a financial or housing crisis, or families who face significant obstacles in escaping poverty. The Salvation Army Central Virginia Area Command was previously headquartered on Broad Street where City Hall exists today, prior to moving to its current 2 West Grace Street location in the early 1970s.

The programs administered by TSA have evolved to fill gaps in community services provided to families and individuals who live below the poverty line. Below are the social service programs that TSA provides today at its Grace Street property. These services will comprise the core programs at the proposed Center of Hope. Further operational details are available upon request.

1. **Pathway of Hope.** This program offers critical services and long-term case management in a family client’s journey to stability. Professional case managers support Pathway of Hope families up to three years to overcome barriers in their journey from barely surviving to thriving. Case managers

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<sup>2</sup> As such term is defined in Sec. 30-1220(97) of the Code of the City.

assist with transportation, housing, employment barriers, and life skills. Pathway of Hope also provides cash assistance for critical needs like child care, car repair, tuition, purchase of a computer, etc.

2. **Emergency Housing**. This program provides a temporary housing solution to single men and women and families with children facing a housing crisis. The inclusive housing program provides meals and wrap-around services that include case management, employment counseling and housing navigation to enable residents to become permanently housed. Residents enter the program exclusively through a screened intake process, with typical stays in the facility ranging from 15 to 40 days (but in no instance less than one week). Residents are accountable to written rules of conduct that ensure safety and promote a healthy shared residential community.

3. **Family Services**. This program offers families a place to turn to avoid a housing crisis, when faced with insurmountable bills or disconnect notices. Through generous community support and specialized assistance programs like Dominion EnergyShare, TSA Family Services helps families remain stably housed by providing financial utility assistance (heating and cooling), rent or mortgage assistance, and referral services.

In addition to presently administering these programs at its 2 West Grace facility, TSA also owns and operates the following other properties in the City:

- **2 West Grace Street** (approx. 15,000 sq. ft.): Comprised of TSA administrative offices, emergency housing, crisis family assistance and long-term case management.
- **3701 R Street** (approx. 37,000 sq. ft.): Comprised of The Salvation Army Boys & Girls Club out-of-school time program to promote academic success and social emotional development of youth 6 to 18 years old. Programming include aquatics, health living skills, tutoring, mentoring, STEM learning, the arts, sports and recreation, and community meeting space.
- **5327 Orcutt Lane** (approx. 20,000 sq. ft.): Comprised of The Salvation Army Richmond Citadel Corps for Christian worship and social ministries, offering weekly Sunday worship in addition to community outreach, music ministries, and spiritual development for youth and adults.
- **2601 Hermitage Road** (approx. 50,000 sq. ft.): Comprised of The Salvation Army Adult Rehabilitation Center and Family Store. The 90-bed facility offers a six-month residential rehabilitation program to help men overcome substance abuse addiction. Through a work program, ARC clients support Family Store operations making furniture pick-ups, stocking stores, repairing donated items, and cooking resident meals. Clients receive regular counseling and spiritual support.
- **20 West Grace**: A surface level parking lot leased and managed by CityParking.

**III. FROM SUCCESSES HAVE COME CHALLENGES:  
GROWING CAPACITY WHILE ENHANCING EFFECTIVENESS**

The Applicant has successfully provided temporary, emergency housing for families and individuals in crisis for over 30 years at 2 West Grace Street, located in the heart of downtown. During this period, this location has increased its capacity from a total of 40 to 55 beds. Despite that increase, and factoring in the other emergency housing service providers in the Richmond region, TSA and its peer care providers still face a substantial gap in meeting the needs of the community.

The need for additional capacity for those in housing crisis is well known. Last year's Point-in-Time Count from January 2018 identified 104 persons in the Richmond area in housing crisis. Richmond's emergency overnight housing facilities had no available space to house them. The greatest need is for beds to house single adult men. The Applicant's proposes to increase the number of single men it can house from 33 to approximately 72. The imminent closure of CARITAS' emergency program for housing families will cause the City to lose capacity for housing family members in crisis. TSA proposes to increase its capacity to address this need from 17 to 24 family members. By increasing capacity to address these two key categories of need, TSA will also simultaneously lessen the burden currently being met by the City's temporary cold weather overflow facility.

~~The proposed adaptive re-use of this Property will enable the Applicant to support the City's critical need for finding a new location for its existing permanent cold weather overflow program for those in housing crisis. By siting the cold weather overflow program in the Center of Hope, persons who rely upon this service may also receive additional crisis management support, if desired, to provide to them opportunities to become housed and stable. Persons in housing crisis will have access the City's cold weather overflow facility when the temperature is 40 degrees or below.~~

The building located on the Property is a single level facility, which increases the ease of access for homeless individuals with physical disabilities who require walkers, crutches, or wheelchairs. The TSA's current facility on Grace Street houses program residents on the second floor of the building, which does not have an elevator.

As the site of the TSA's proposed Center of Hope, the Applicant seeks to realize a Salvation Army national plan to centralize services at a single location. The proposed Center of Hope will provide in-residence case management, family services, classes, counseling, and fellowship and spiritual support. The increased office footprint will enable TSA to provide on-site housing and employment specialists to facilitate residents' transition to stable housing and employment; counseling and alcohol/drug intervention; classes and trainings.

The need for these services in the Richmond community is compelling. In 2016, 24.6% of Richmond adults and 39% of children lived in poverty. The City's Office of Community Wealth Building established a goal of moving 1000 adults net annually to above the poverty line by 2020. TSA, through its Pathway of Hope program, is working to guide Richmond families out of poverty. Pathway of Hope actively works with Richmond residents to help them overcome barriers that keep them in poverty and

help facilitate their move to stability and prosperity. Beyond the in-residence services, Pathway of Hope provides long-term case management to program participants to help them meet their financial and family goals.

Research and data consistently report that individuals experiencing a housing crisis who receive wraparound services while residing in temporary emergency housing have better permanent housing outcomes and remain stable for longer periods of time. Providing these services tailored to each family's circumstances is a core competency for TSA and forms the foundation for its vision for The Center of Hope and relocating its operations to the Property. Doing so would afford the necessary space to centralize its services, increase residential capacity to more adequately address the present community need, increase and expand the services to the residents and the broader community, ~~provide a permanent home for a Cold Weather Overflow Facility~~, and provide the administrative space needed to co-locate all of the services that support the residents successful exit to permanent housing and stability. Each of these elements will ultimately have a direct benefit to the Richmond community and all of its citizens.

Finally, this location provides ease of access to those who need the services. About 85-90% of residents and about 50% of participants of our services have no personal transportation. A GRTC route passes right by the proposed location on Chamberlayne and allows residents and participants the transportation to get to the emergency housing program when referred, get to their jobs, go on housing and employment searches, get to DMV to get identification, and to keep the appointments necessary to help them reach the primary goal of securing housing, and access Family Services.

#### **IV. THE SALVATION ARMY HAS A PROVEN TRACK RECORD OF INTEGRATING WITH THE SURROUNDING COMMUNITY**

TSA's longevity as a proven service provider and leader in this space is bolstered by its reputation as a good neighbor, as evidenced by the growth and development of the restaurants on W. Grace Street and recent residential and commercial development in the immediate vicinity. Its programs have existed in harmony with diverse residential and commercial uses in the vicinity of its location through decades of population growth and redevelopment in surrounding Jackson and Monroe Wards, where new restaurants, small businesses, and housing are thriving. TSA has positive relationships with neighboring business owners because it operates its program with attention to safety and the well-being not only of its residents but also its neighbors. In addition, TSA 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. Curfew. Program residents have a curfew of 8:00 p.m., which requires them to be in the building, where they are supervised by a trained housing monitor 24-hours. Except for residents who work the 2nd or 3rd shift, all program residents are required to be in the building from 8pm until the morning, when they either go to work, school, etc.

B. Staff. The residential facility is staffed and monitored 24 hours a day, 365 days a year, by no fewer than two (2) trained housing monitors during the evening, night, and weekend shifts, in addition to the case managers, housing director, and counselor during the weekdays.

C. Safety. All residents who wish to enter and remain in the program, must agree to adhere to the policies and procedures outlined in TSA's Handbook, which are enclosed with this Application for informational purposes. Staff enforce these policies to provide a safe, supportive environment for all participants. Safety is important for the community as well as for the residents. Therefore, TSA controls access to the building and throughout the building. Security cameras operate 24/365 the monitor activity in the building and on the grounds of the facility. This discourages loitering and provide additional security for the staff, residents, and community.

D. Parking. The Property is programmed for 93 parking spaces. Only 10-15% of emergency housing program residents own cars.

#### **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.

#### **VI. SUMMARY**

The adaptive reuse of this Property will enable the Applicant to increase its capacity to provide vital services to an at-risk population within the Richmond community, while doing so in a manner that is fully compatible with the dynamic character of the Chamberlayne Road corridor. TSA has been a trusted partner with the City in addressing some of the most intractable manifestations of poverty and the causes of housing crisis for the vulnerable in this community. The Applicant has discussed this proposal with the elected Council representative from this district and is proceeding with outreach to nearby residents, community associations and stakeholders. 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. The proposal is supported by the City's Office of Community Wealth Building and the Greater Richmond Continuum of Care.

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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, reading "T. Preston Lloyd, Jr." in a cursive style.

T. Preston Lloyd, Jr.

Enclosures

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APPLICATION MATERIALS

In connection with the proposed Special Use Permit Application for The Salvation Army “Center of Hope” | 1900 Chamberlayne Ave (Tax Map Parcel N0000478031), the following application materials are enclosed:

1. Special Use Permit Application form;
2. Survey of present conditions, prepared by Parker Design Group, dated November 29, 2018 (3 x 11” x 17” sets);
3. Land Use Special Power of Attorney from Eternity Church;
4. Conceptual architectural elevation and floor plan prepared by Cornerstone Architects (collectively, the “Conceptual Plan”); and
5. Check made out to City of Richmond in the amount of \$2,400.00.