



COMMONWEALTH of VIRGINIA

Department of Historic Resources

Travis A. Voyles
Acting Secretary of Natural
and Historic Resources

2801 Kensington Avenue, Richmond, Virginia 23221

Julie V. Langan
Director

Tel: (804) 367-2323
Fax: (804) 367-2391
www.dhr.virginia.gov

April 14, 2023

Mayor Levar Stoney
Mayor's Office, City of Richmond
900 E. Broad Street, Suite 201
Richmond, VA 23219

**Re: High-Rise for the Elderly and Hermitage Road Warehouse Historic District 2023
Boundary Increase, City of Richmond**

Dear Mayor Stoney:

The Department of Historic Resources, Virginia's historic preservation office, has received completed nominations for the above referenced resources. The DHR is planning to present the proposed nominations to the Virginia State Review Board and the Virginia Board of Historic Resources for recommendation to the National Register of Historic Places and for inclusion in the Virginia Landmarks Register.

Because each of these resources is within your Certified Local Government, the Architectural Review Board (ARB) is entitled to a sixty-day comment period during which the ARB may review the draft nominations and relay any comments or concerns to the DHR. For your review and comment, **enclosed** is a copy of the draft nominations as they are to be presented to the Boards on **Thursday, June 15, 2023**. A copy of each nomination has also been sent to your local CLG coordinator. Your comments will be forwarded to the SHPO Director and the Boards along with the nominations for consideration. Should you have any questions regarding the nominations or the register process, please call me directly at 804-482-6445.

Sincerely,

Amanda S. Terrell
Director, Community Services Division

cc: Alex Dandridge, Lincoln Saunders

Enclosure

RECEIVED

APR 24 2023

Mayor's Office
City of Richmond

Western Region Office
962 Kime Lane
Salem, VA 24153
Tel: (540) 387-5443
Fax: (540) 387-5446

Northern Region Office
5357 Main Street
PO Box 519
Stephens City, VA 22655
Tel: (540) 868-7029
Fax: (540) 868-7033

Eastern Region Office
2801 Kensington Avenue
Richmond, VA 23221
Tel: (804) 367-2323
Fax: (804) 367-2391

COMMONWEALTH of VIRGINIA

Department of Historic Resources (DHR), 2801 Kensington Avenue, Richmond, Virginia 23221
(804) 482-6446; www.dhr.virginia.gov

Rights of Private Property Owners to Comment and/or Object to a Nomination for Listing in the Virginia Landmarks Register and/or the National Register of Historic Places

The Department of Historic Resources (DHR) is Virginia's State Historic Preservation Office (SHPO). DHR administers the Virginia Landmarks Register on behalf of the Commonwealth of Virginia and, as the SHPO, administers Virginia's participation in the National Register of Historic Places, which is managed by the National Park Service. DHR is your primary point of contact for all matters related to the Virginia Landmarks Register (VLR) and the National Register of Historic Places (NRHP).

Supporting and/or Commenting on a Nomination

A private property owner who supports a nomination for listing in either or both the VLR and the NRHP is invited to send a letter of support but is not required to do so in order for the nomination to proceed. Private property owners also are welcome to comment on a nomination even if they do not seek to go on record with either a vote of support for or an objection to a nomination. Copies of letters of support and/or comment are provided to the State Review Board (SRB) and the Board of Historic Resources (BHR) for review, along with the nomination to which they refer, and are included with the nomination if the SRB has recommended it to proceed to the NRHP.

Objecting to a Nomination

A private property owner has the right to object to listing in the VLR or the NRHP, or object to listing in both registers. For a private property that is being individually nominated, each owner or partial owner of the property may object to listing regardless of the portion of the property that party owns. For a historic district that is being nominated, each owner of private property in the district is counted as one individual regardless of how many properties that party owns, and regardless of whether the properties contribute to the significance of the district.

The private property owner's objection to listing must be provided to DHR in writing a minimum of 7 business days prior to the Board meeting. When objecting to listing in the VLR, any owner or partial owner of private property shall submit to DHR a written statement of objection that has been attested and notarized by a notary public, that references the subject property by address and/or parcel number, and that certifies that the party is the sole or partial owner of the private property, as appropriate. Only upon such submission shall such objecting owner be counted by DHR in determining whether a majority of private property owners has objected to a nomination of a property to the VLR.

When objecting to listing in the NRHP, the objecting private property owner must provide their objection in writing and include the same content as specified in the paragraph above; however, objection letters concerning NRHP listing, are not required to be notarized. In accordance with Section 1746 of Title 28 of the U.S. Code, a written objection should state "I declare (or certify, verify, or state) under penalty of perjury under the laws of the United States of America that the foregoing is true and correct. Executed on (date). (Signature)".

A property owner may submit a single written objection to listing in both the VLR and NRHP, but in order for the objection to be applied to the VLR listing, the letter must be notarized.

For an individually nominated private property or a historic district nomination, if a **majority** of the private property's owners object according to the process described above, the nomination will not proceed. In both types of cases, as the SHPO, DHR shall submit the nomination to the National Park Service's Keeper for a Determination of Eligibility of the property for the NRHP. If the property is then determined eligible, although not formally listed, Federal agencies will be required to allow for the Advisory Council on Historic Preservation to have an opportunity to comment before the agency may fund, license, or assist a project which will affect the property.

Letters of objection must be addressed to the State Historic Preservation Officer at the Department of Historic Resources, 2801 Kensington Avenue, Richmond, Virginia 23221.

Letters of objection received a minimum of 7 business days prior to the Board meeting will be copied to the members of the SRB and BHR for review, along with the nomination to which they refer. If, at the Board meeting, the nomination is approved to proceed to the NRHP, all letters of objection will be forwarded to the National Park Service to consider with their review of the nomination, along with any letters of support or comment that DHR has received. Letters of objection to listing in the NRHP may be submitted to DHR even after the Board meeting at which the nomination is approved. DHR will forward any letters of objection to the National Park Service. The National Park Service continues to accept letters of objection up to the date of listing in the NRHP. The National Park Service typically concludes review and approval of a nomination within approximately 55 days of receipt of the nomination from DHR.

High-Rise for the Elderly, City of Richmond, DHR #127-7673

The High-Rise for the Elderly (Frederic A. Fay Towers) is an 11-story International Style high-rise apartment building with a designed landscape located on an urban lot within the Gilpin Court Public Housing Complex in Richmond, Virginia. The boundary of the historic property encompasses approximately two-thirds of the block bound by N. 1st Street, E. Federal Street, St. James Street, and E. Hill Street; smaller scale multi-family housing buildings occupy the remainder of the block. Although the High-Rise for the Elderly shares a tax parcel with the smaller scale multi-family housing to the south, the resource's historic boundary includes the high-rise building and its designed landscape because their context and significance are different from the earlier complex. Accordingly, the historic boundary follows the west, north, and east parcel lines along St. James Street, E Hill Street, and N 1st Street, respectively, but the southern boundary runs from N 1st Street and St. James Street along the southside of the building's southern parking lot. The designed landscape includes a paved walk with mature ornamental plantings and a patio on the primary (east) elevation of the building. A large, stamped-concrete patio and grass lawn are located on the north side of the property. The property line along the north side of the property is lined with a brick wall. The west elevation is partially composed of a parking lot and a grass lawn. A concrete path winds around the landscaped portions of the building. To the south of the building is a large parking lot. Large mature trees are dispersed around the property. The High-Rise for the Elderly retains a high degree of the seven aspects of integrity (location, setting, design, materials, workmanship, feeling, and association) as a mid-20th century Modern high-rise public housing building designed specifically for housing elderly residents.

The High-Rise for the Elderly apartment building is eligible for listing in the National Register of Historic Places under Criteria A and C at the local level of significance. The property is locally significant under **Criterion A** in the area of **Community Planning and Development** as a representative example of the implementation of the Housing Act of 1959, which authorized Federal loans for the development of housing for the elderly. The Richmond Redevelopment and Housing Authority (RRHA) used the increased funding to construct the eleven-story building specifically to serve the city's aging population reliant on the support of public housing. The High-Rise for the Elderly was RRHA's first purpose-built high-rise apartment building, and was designed specifically with the needs of elderly residents in mind. Prior to its construction, RRHA operated large, low-density, multiple-building complexes with one-to-three-story buildings, and senior residents mostly resided in ground-floor, single-story units or in a smaller, three-story, 24-unit apartment building. With accessibility and safety as high priorities, the newly constructed high-rise building was equipped with elevators and an emergency alert system for each unit. The High-Rise for the Elderly is also locally significant under **Criterion C** in the areas of **Architecture** and **Landscape Architecture** as a representation of the work of prominent Virginia architect E. Tucker Carlton and landscape architect Kenneth R. Higgins. The High-Rise for the Elderly has a period of significance of 1971, the year the building was completed.

Legend



Feet

0 20 40 60 80
1:1,128 / 1"=94 Feet

Title: Frederick A. Fay Towers (127-7673)

Date: 5/24/2022

DISCLAIMER: Records of the Virginia Department of Historic Resources (DHHR) have been gathered over many years from a variety of sources and the representation depicted is a cumulative view of field observations over time and may not reflect current ground conditions. The map is for general information purposes and is not intended for engineering, legal or other site-specific uses. Map may contain errors and is provided "as-is". More information is available in the DHHR Archives located at DHHR's Richmond office.

Notice if AE sites: Locations of archaeological sites may be sensitive the National Historic Preservation Act (NHPA), and the Archaeological Resources Protection Act (ARPA) and Code of Virginia §2.2-3705.7 (10). Release of precise locations may threaten archaeological sites and historic resources.




Hermitage Road Warehouse Historic District 2023 Boundary Increase and Update, City of Richmond, DHR No. 127-7825

The Hermitage Road Warehouse Historic District was originally listed in the National Register of Historic Places in 2014 under Criteria A and C with a period of significance extending from 1913 when the first building was constructed until 1958, when I-95 was built and restricted the district from further eastward growth. The district represents an intact collection of warehouses and other industrial buildings associated with the industrial history of Richmond, specifically as it relates to local industry's twentieth century growth northwest of the city center and adjacent to the railroad. Additionally, the district features a cohesive group of mid-twentieth century warehouse buildings exhibiting architectural and engineering trends of the period. The original district contains a total of 21 resources, including 16 contributing buildings, 4 noncontributing buildings, and one noncontributing structure, within roughly 47 acres bounded by Hermitage Road to the west, I-95 to the east, Overbrook Road to the south, and Sherwood Avenue to the north. The proposed boundary increase consists of two discontinuous areas adjacent to the original district. The northern portion of the boundary increase includes a single property – the 20-acre Richmond Food Stores (Richfood) warehouse and production complex at 2901 Hermitage Road – and is bounded by Hermitage Road to the west, I-95 to the east, Robin Hood Road to the north, and Sherwood Avenue to the south. The second portion of boundary increase includes industrial properties to the west and south of the original district and is generally bounded by the present-day CSX railroad line to the south and west, Hermitage Road to the east, Rhoadmiller to the north. The boundary increase areas and resources within it generally adhere to the same development pattern and architectural character as those in the original historic district. Development consists of early- to mid-twentieth industrial buildings, most of which were designed in the industrial Commercial Style and retain a high level of integrity.

The Hermitage Road Warehouse Historic District 2023 Boundary Increase and Update shares much of the same locally significant historic and development patterns as the original district and represents additional industrial and commercial growth near the Seaboard Air Railroad transportation corridor in Richmond. Therefore, the increase areas are nominated under Criterion A in the areas of Transportation and Industry and under Criterion C in the area of Architecture. As in the original district, many properties included in the expansion area owe their existence and prosperity to the presence of the railroad. After the Seaboard Air Railroad connected to the Richmond, Fredericksburg, and Potomac (RF&P) Railroad in 1900, various industrial and commercial companies invested in warehouses and other industrial buildings in the vicinity of Hermitage Road near its intersection with the Seaboard Air Railroad. The new rail connection heralded more efficient transportation of materials and goods which, in turn, fed industrial growth. The first company to take advantage of the opportunities that the railroad afforded was the Richmond Foundry and Manufacturing Company, which constructed a factory at 2300 Hermitage Road in 1906. Another major corporation that set up shop within the expansion areas was the Richmond Food Stores company, which had a warehouse at 2522 Hermitage Road constructed in 1948 and would eventually own multiple complexes in the vicinity of the railroad. A variety of other smaller businesses and industries also developed properties within the two expansion areas to take advantage of proximity to the railroad, many along short spurs rail spurs. Together with the resources in the original Hermitage Road Warehouse District, the two increase areas reflect a significant aspect of Richmond's industrial history and architectural character as it relates to such.

1.	37.567666	-77.464614
2.	37.563295	-77.460503
3.	37.564271	-77.460590
4.	37.564308	-77.459308
5.	37.565297	-77.459319
6.	37.565358	-77.460555
7.	37.567586	-77.460780
8.	37.570308	-77.460693
9.	37.573078	-77.460859
10.	37.571842	-77.457140
11.	37.570250	-77.457124

Esri, HERE, Garmin, (c) OpenStreetMap contributors

 Hermitage Road Warehouse Historic District Boundary Increase
 Hermitage Road Warehouse Historic District Existing Boundary
 Parcels

0 250 500 1,000 Feet

N

Hermitage Road Warehouse Historic District, Boundary Increase 2022 - Location Map

COMMONWEALTH of VIRGINIA

Department of Historic Resources (DHR), 2801 Kensington Avenue, Richmond, Virginia 23221

Key Points about the National and State Register Process for Property Owners

- Listing in the national and state registers is honorary. It recognizes a historic property's importance to its community, the State, and/or the Nation as well as encouraging good stewardship of the historic property.
- National and state register listings do not place restrictions on private property owners. Owners have no obligation to open their properties to the public, to restore them, or even to maintain them to a specific standard, if they choose not to do so.
- Under Federal and State laws, private property owners can do anything they wish with their Register-listed property, provided that no Federal or State license, permit, or funding is involved.
- If a listed property is destroyed or its integrity is greatly altered, it is removed from the registers.
- To ensure public participation in the nomination process, property owners and local officials are notified of proposed nominations to the National Register and Virginia Landmarks Register and are provided the opportunity to comment. In addition, once a nomination is submitted to the National Park Service, another public comment period is published in the *Federal Register*.
- Federal agencies whose projects affect a listed property must give DHR (Virginia's State Historic Preservation Office) an opportunity to comment on the project and its effects on the property. Further details are provided below.
- Federal and State Historic Rehabilitation Tax Credits for rehabilitation and other provisions are available, should a property owner choose to use them. Further details are provided below.
- Owners may also qualify for Federal and State grants for historic preservation when funding is available. Refer to the National Park Service website for Federal grant information (<https://www.nps.gov/orgs/1623/index.htm>). DHR administers several State grant programs (<https://www.dhr.virginia.gov/grants/>).
- Owners of properties that have been determined eligible for or listed in the Virginia Landmarks Register are eligible to consider perpetual legal protection of the property through the donation of a historic preservation easement. For more information, see <https://www.dhr.virginia.gov/easements/>.

National Register of Historic Places (NRHP)

Established under the National Historic Preservation Act of 1966 (NHPA), as amended, the national historic preservation program is a partnership between the Federal, State, Tribal, and local governments; private organizations; and the public. The Act and its provisions establish the framework within which citizens plan, identify, evaluate, register, and protect significant historic and archeological properties throughout the country. Central to this framework is the NRHP--the Nation's official list of historic properties worthy of preservation, administered by the National Park Service (NPS), U.S. Department of the Interior. Properties listed in the NRHP include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

Historic places are nominated to the NRHP by nominating authorities: the State Historic Preservation Officer (SHPO), appointed by the Governor of the State in which the property is located; the Federal Preservation Officer (FPO) for properties under Federal ownership or control; or by the Tribal Historic Preservation Officer (THPO) if the property is on tribal lands. Anyone can prepare a nomination to the NRHP, at which time the SHPO, FPO or THPO reviews the proposed nomination, and notifies property owners and local officials of the intent to nominate. Nominations submitted through the State must first be approved by a State Review Board (SRB) before being reviewed by the NPS. The members of the SRB, who are appointed by the SHPO, use the same criteria as the National Register to evaluate properties and then recommend them to the NPS for listing in the NRHP.

The NRHP continues to reflect the desire of Americans, as expressed in the NHPA, that "the historical and cultural foundation of the nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people."

Virginia Landmarks Register (VLR)

In 1966, the Virginia General Assembly established the Virginia Historic Landmarks Commission, now the Department of Historic Resources (DHR). DHR is the State Historic Preservation Office responsible for managing

the VLR, the state's official list of properties important to Virginia's history. The Historic Resources Board (HRB), appointed by the Governor of Virginia, is responsible for listing properties to the VLR. Just as the same evaluation criteria are used for the National and State registers, the same register form is also used for both the VLR and the NRHP. Nearly 2300 historic properties are listed in the VLR. This number does not include the tens of thousands of properties within each listed historic district.

Federal and State Historic Rehabilitation Tax Credits (voluntary program)

The Federal Historic Rehabilitation Tax Credit (HRTC) provides for a 20% Federal tax credit on eligible rehabilitation expenses for comprehensive work done to bring historic commercial, industrial, and rental residential buildings into new or continued use. All work that is completed must meet the Secretary of the Interior's *Standards for Rehabilitation*. This tax credit is governed by the following Federal Regulations: NPS Regulations 36 CFR § 67; Internal Revenue Code Regulations 26 U.S. Code § 47; IRS Regulations 26 CFR § 1.48-12; and Public Law No.: 115-97 (December 22, 2017).

Owners of properties listed in the VLR may be eligible for a 25% HRTC for the certified rehabilitation of income-producing and non-income-producing certified historic buildings such as commercial, industrial, or rental or non-rental residential buildings. Owners who rehabilitate an income-producing building listed in both the National and State registers may use both Federal and State HRTCs. The HRTCs are a voluntary program available if a property owner chooses to use them. Individuals should consult a knowledgeable tax legal/accounting professional and the appropriate local IRS office for assistance in determining the tax consequences of the above provisions. Refer also to the National Park Service website (<https://www.nps.gov/subjects/taxincentives/index.htm>) or to the Historic Rehabilitation Tax Credit Program on DHR's website (<https://www.dhr.virginia.gov/tax-credits/>).

Results of Federal and State Listing

Property owners, historic district sponsoring organizations, and/or local governments may purchase an attractive official plaque noting designation for properties in historic districts and individually listed properties. Owners of recognized historic properties are also eligible for the Virginia Preservation Easement Program, as well as technical assistance from the staff of DHR. Professional architects, architectural historians, and archaeologists are available to provide technical guidance in the care and maintenance of buildings and sites.

Planning for Federal, federally licensed, and federally assisted projects includes consideration of historic properties. Section 106 of the NHPA requires that Federal agencies allow the SHPO an opportunity to comment on all projects affecting historic properties either listed in or determined eligible for listing in the NRHP. The Advisory Council on Historic Preservation (www.achp.gov) oversees and ensures the consideration of historic properties in the Federal planning process. Buildings listed in the VLR may also be considered as part of a state-funded project, such as highway planning. Register listing also requires consideration in issuing a surface coal mining permit. In accordance with the Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201-1328; 91 Stat. 445), there must be consideration of historic values in the decision to issue a surface coal mining permit where coal is located. Staff at DHR are available to provide more information about these requirements.

Local governments may have laws to encourage the preservation of their historic places. Such programs are established at the local level and therefore are entirely separate from the Register process managed by DHR. Some local governments have enacted their own identification procedures; some use listing in the National and State registers as an indicator of historic significance. Local historic preservation programs can provide some protection against the possible harmful effects of State-funded, -licensed, or -assisted projects. Some provide limited financial assistance to owners in the form of grants, loans, or tax benefits. They may establish other protections or reviews for preservation purposes. Your local government's planning department can provide more information.

Websites with Additional Information

www.nps.gov/history - National Park Service's main website for Historic Preservation and History programs
<https://www.nps.gov/subjects/nationalregister/index.htm> National Register of Historic Places website
<https://ncshpo.org/resources/national-historic-preservation-act-of-1966/> - Provides the full text of the National Historic Preservation Act of 1966
www.dhr.virginia.gov - Department of Historic Resources (DHR) main website
www.dhr.virginia.gov/register/register.htm - Registers Homepage of DHR's website

United States Department of the Interior
National Park Service**National Register of Historic Places Registration Form**

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

1. Name of PropertyHistoric name: High-Rise for the ElderlyOther names/site number: Frederic A. Fay Towers; Fay Towers; DHR #127-7673Name of related multiple property listing: N/A

(Enter "N/A" if property is not part of a multiple property listing)

2. LocationStreet & number: 1202 N 1st StreetCity or town: Richmond State: VA County: Independent CityNot For Publication: N/A Vicinity: N/A**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this X nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property X meets does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

 national statewide X local

Applicable National Register Criteria:

X A B X C D

Signature of certifying official/Title:

Date

Virginia Department of Historic Resources

State or Federal agency/bureau or Tribal Government

In my opinion, the property meets does not meet the National Register criteria.

Signature of commenting official:

Date

Title :

State or Federal agency/bureau
or Tribal Government

High-Rise for the Elderly

Name of Property

City of Richmond, Virginia

County and State

4. National Park Service Certification

I hereby certify that this property is:

- ☐ entered in the National Register
☐ determined eligible for the National Register
☐ determined not eligible for the National Register
☐ removed from the National Register
☐ other (explain:) _____

Signature of the Keeper

Date of Action

5. Classification

Ownership of Property

(Check as many boxes as apply.)

Private:

☐

Public – Local

☒

Public – State

☐

Public – Federal

☐

Category of Property

(Check only one box.)

Building(s)

☒

District

☐

Site

☐

Structure

☐

Object

☐

High-Rise for the Elderly
Name of Property

City of Richmond, Virginia
County and State

Number of Resources within Property

(Do not include previously listed resources in the count)

Contributing	Noncontributing	
<u>1</u>	<u>0</u>	buildings
<u>1</u>	<u>0</u>	sites
<u>0</u>	<u>0</u>	structures
<u>0</u>	<u>0</u>	objects
<u>2</u>	<u>0</u>	Total

Number of contributing resources previously listed in the National Register 0

6. Function or Use

Historic Functions

(Enter categories from instructions.)

DOMESTIC/institutional housing (public housing)

Current Functions

(Enter categories from instructions.)

DOMESTIC/institutional housing (public housing)

High-Rise for the Elderly
Name of Property

City of Richmond, Virginia
County and State

7. Description

Architectural Classification

(Enter categories from instructions.)

MODERN MOVEMENT/International Style

Materials: (enter categories from instructions.)

Principal exterior materials of the property: BRICK, CONCRETE, GLASS

Narrative Description

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

The High-Rise for the Elderly (Frederic A. Fay Towers) is an 11-story International Style high-rise apartment building with designed landscape located on an urban lot within the Gilpin Court Public Housing Complex in Richmond, Virginia. The boundary of the historic property encompasses approximately two-thirds of the block bound by N 1st Street, E Federal Street, St. James Street, and E Hill Street; smaller scale multi-family housing buildings occupy the remainder of the block. Although The High-Rise for the Elderly shares a tax parcel with the smaller scale multi-family housing to the south, the resource's historic boundary excludes these buildings. The historic boundary follows the west, north, and east parcel lines along St. James Street, E Hill Street, and N 1st Street, respectively, but the southern boundary runs from N 1st Street and St. James Street along the southside of the building's southern parking lot. The 1971 building is situated within an associated designed landscape which includes a paved walk with mature vegetation and a landscaped patio on the primary (east) elevation of the building. A large stamped concrete patio and grass lawn is located on the north side of the property. The property line along the north side of the property is lined with a brick wall. The west elevation is partially composed of a parking lot and a grass lawn. A concrete path winds around the landscaped portions of the building. To the south of the building is a large parking lot. Large mature trees are

High-Rise for the Elderly
Name of Property

City of Richmond, Virginia
County and State

located on the property. The High-Rise for the Elderly retains a high degree of the seven aspects of integrity.

Narrative Description

Setting

The High-Rise for the Elderly is located in Richmond, Virginia and is part of a larger public housing complex known as Gilpin Court, which is owned and operated by the Richmond Redevelopment and Housing Authority and located within the greater Jackson Ward community. The high-rise apartment building and its associated designed landscape are surrounded by smaller scale multi-family housing buildings in the east end of Gilpin Court. The property shares a parcel with several multi-family housing buildings to the south, and is bounded on the west, north, and east by St. James Street, E Hill Street, and N 1st Street, respectively.

A. The High-Rise for the Elderly, 1971, Contributing Building

The High-Rise for the Elderly, constructed ca. 1971, is an 11-story International style apartment building with a concrete foundation, reinforced concrete block structure, and is faced with multi-toned running bond brick veneer. The building has an irregular footprint with opposite facing wings connected by a central core. The building has single-hung aluminum windows vertically separated by aggregate concrete panels that emphasize the height of the building. Concrete piers support an inset porch and create a weightless wing on the north side of the building. Concrete panels wrap the building creating a false watertable and cornice.

The primary façade, or east elevation, has a central entrance with a flat concrete canopy with lettering "Frederic A. Fay Towers" over an aluminum storefront. Aluminum storefront entrances are also located near the garden on the south end of the east elevation, and along inset porch. The south elevation also consists of a secondary storefront entrance and overhead garage doors leading to the building's workshop. The west elevation has a central covered entrance, with a modern aluminum storefront and ADA access ramp, as well as large openings to the mechanical areas located on the rear of the building. Although typical institutional heating and cooling units are present along the wall at floor level in each living unit, window air-conditioning units were installed as needed to maintain the livability of units and are visible on the exterior.

The first floor is dedicated to community spaces, offices, and mechanical rooms. The front entrance opens into a small vestibule before continuing into the main lobby. The focal point of the lobby is a brick and stone fountain and planter with an engraving of Frederic A. Fay, for whom the building is named. The lobby also consists of the mailroom. The elevator lobby is located to the south of the main lobby and is also the location of the rear entrance. The south end of the first floor is largely composed of mechanical equipment, a laundry area, staff offices, and a workshop. The north end of the first floor includes a large open dining space and lounge, as well as the kitchen. The main lobby floors are finished with square terrazzo; the remainder of the first floor is surfaced with a mix of linoleum vinyl tile or unfinished concrete. In primary spaces, walls are finished with gypsum board, while secondary spaces retained painted exposed concrete block walls. A dropped ceiling grid and acoustical ceiling tiles are located throughout the first

High-Rise for the Elderly
Name of Property

City of Richmond, Virginia
County and State

floor; secondary spaces, mechanical rooms, and the workshop have exposed ceiling structure, plumbing, and electrical conduit.

The floor plan remains consistent from the second to the eleventh floor with a central elevator and stair lobby, and central corridors that run the lengths of each wing of the building. Tile wainscoting covers the lower half of the walls in each elevator lobby. All floors have square vinyl tile floor coverings. In the lobbies and corridors, the floor coloring alternates between orange and white on the even floors and green and white on the odd floors. Individual units have neutral vinyl tile. Walls are primarily covered in painted gypsum board. The corridors feature dropped acoustical tile ceiling grids, while the units have finished, textured ceilings. Each of the units has a wooden door with simple bronze-colored hardware and matching door-knockers. Over each door is a triangular-shaped light that served a key purpose for the residents of the building—to alert neighbors and staff in the event of an emergency. Each of the units consists of a simple layout including one bedroom (or efficiency), living area, bathroom, and kitchen.

B. Designed Landscape, 1971, Contributing Site

Surrounding the High-Rise for the Elderly is an historic landscape designed by prominent local landscape architect Kenneth R. Higgins. Designed in conjunction with the high-rise apartment building, the associated designed landscape includes winding concrete walkways, iron benches with wood seating, concrete patios on the north and east elevations, circular concrete planter wells, a brick pier with concrete planter urn on the east patio, a square brick planter with wooden seating on the east patio, a low stepped brick wall along the property's northeast corner, parking lots to the northwest and south of the building, and chain link fencing enclosing the area north of the southern parking lot. Lamps have been relocated and received replacement components through the years, and metal fencing encloses the south parking lot. Mature hedges, which are shown as part of the historic design on a 1970 rendering, obscure the chain link fencing, and mature trees and plantings are located throughout the site.

Integrity Assessment

The High-Rise for the Elderly retains a high degree of architectural integrity associated with its period of significance. It retains its **location** on N 1st Street in Gilpin Court. The designs by both E. Tucker Carlton and landscape architect Kenneth Higgins remain remarkably intact. The landscaped areas and mature vegetation planned by Higgins also preserves integrity of **setting**. Very few material changes have been made over time, and are primarily limited to those that caused later safety or hazard concerns such as asbestos. Other material changes were due to wear and tear or necessary upgrades over time such as appliances, cabinetry, and fixtures. Notable materials that have been preserved include the exterior brick and concrete, aluminum storefront and windows, main entry lobby and corridor flooring, wooden doors, and in many units the metal accordion closet doors. The building retains integrity of **workmanship** as well, due to the high integrity of its **design** and **materials**. The building retains its **feeling** as a high-rise apartment building for seniors, and its **association** with its areas and period of significance.

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8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- ☒ A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- ☐ B. Property is associated with the lives of persons significant in our past.
- ☒ C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- ☐ D. Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark "x" in all the boxes that apply.)

- ☐ A. Owned by a religious institution or used for religious purposes
- ☐ B. Removed from its original location
- ☐ C. A birthplace or grave
- ☐ D. A cemetery
- ☐ E. A reconstructed building, object, or structure
- ☐ F. A commemorative property
- ☐ G. Less than 50 years old or achieving significance within the past 50 years

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Areas of Significance

(Enter categories from instructions.)

COMMUNITY PLANNING AND DEVELOPMENT

ARCHITECTURE

LANDSCAPE ARCHITECTURE

Period of Significance

1971

Significant Dates

N/A

Significant Person

(Complete only if Criterion B is marked above.)

N/A

Cultural Affiliation

N/A

Architect/Builder

Carlton, E. Tucker, Architect

Higgins, Kenneth R., Landscape Architect

Basic Construction Company (Newport News), General Contractor

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Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

The High-Rise for the Elderly apartment building is eligible for listing in the National Register of Historic Places under Criteria A and C at the local level of significance. The property is locally significant under **Criterion A** in the area of **Community Planning and Development**, as a representative example of the implications of the Housing Act of 1959, which authorized Federal loans for the development of housing for the elderly. The Richmond Redevelopment and Housing Authority (RRHA) used the increased funding to construct the eleven-story building specifically to serve the city's aging population reliant on the support of public housing. The High-Rise for the Elderly was RRHA's first purpose-built high-rise apartment building, and was designed specifically with the needs of elderly residents in mind. Prior to its construction, RRHA operated large multi-building complexes with one-to-three-story buildings, and senior residents mostly resided in ground-floor, single-story units or in a smaller, three-story, 24-unit apartment building. With accessibility and safety as high priorities, the building was equipped with elevators and an emergency alert system for each unit. The High-Rise for the Elderly is also locally significant under **Criterion C** in the areas of **Architecture** and **Landscape Architecture** as a representation of the work of prominent Virginia architect, E. Tucker Carlton, and landscape architect, Kenneth R. Higgins. The High-Rise for the Elderly has a period of significance of 1971, the year the building was completed.

Narrative Statement of Significance (Provide at least one paragraph for each area of significance.)

Criterion A: Community Planning and Development

The High-Rise for the Elderly is eligible for the National Register of Historic Places at the local level under **Criterion A** in the area of **Community Planning and Development** as a representative of the local implications of the Housing Act of 1959, which authorized Federal loans for the development of housing for the elderly, and as the Richmond Redevelopment and Housing Authority's first purpose-built high-rise apartment building designed specifically with the needs of elderly residents in mind.

Richmond Redevelopment and Housing Authority (RRHA) and Frederic A. Fay

On October 3, 1940, Richmond's City Council established the Housing Authority of the City of Richmond as a "political sub-division of the Commonwealth" upon the recommendation and approval of the mayor.¹ The Richmond Housing Authority was provided with the powers granted to local authorities under the provisions of the 1938 Virginia Housing Authority Law.² On October 4, 1940, Mayor Ambler appointed members to the Board of Commissioners of the Richmond Housing Authority. Chairman of the board, William Shands Meacham, had previously

¹ Richmond Housing Authority, *1940-1941 Annual Report*, 9.

² Richmond Housing Authority, *1940-1941 Annual Report*, 9.

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served as the associate director of the Richmond Times Dispatch, a former editor of the Danville Register, and for many years was "active in promoting sociological reforms in Virginia," and "considered an authority on social trends."³

The first Executive Director of the Richmond Housing Authority was Thomas L. Cockrell of Richmond. Previously an engineer and Chief of the City Bureau of Sewers and Structures, Cockrell was appointed Executive Director of the Housing Authority effective December 1, 1940, earning a salary of \$4,500 a year.⁴ Aligned with the Housing Authority's mission, Cockrell's duties centered on taking "direct charge" of the slum-clearance projects in Richmond.⁵ During his tenure, Cockrell oversaw the construction of Gilpin Court, the city's first public housing project. Cockrell continued as Executive Director until September 1, 1944 when he resigned from the position.⁶

Thomas L. Cockrell was succeeded as executive director by Frederic A. Fay in 1950. Fay previously served as the technical advisor and assistant director of the Portsmouth Redevelopment and Housing Authority in Virginia. Fay served RRHA for thirty years, retiring in 1980. He remains the longest serving executive director in the history of RRHA.⁷ During his time as executive director, Fay was responsible for most of the post-Gilpin Court public housing, slum clearance, and redevelopment in Richmond, and oversaw the construction and operation all of the "Big 6" complexes consisting of more than 3,000 housing units. Fay also served as President of the National Association of Housing and Redevelopment Officials on October 26, 1965.⁸

Early Public Housing in Richmond

By 1900, Richmond contained almost 16,000 persons per square mile, which made it the most crowded southern city.⁹ In addition to population density and the associated overcrowding, the city was experiencing mass amounts of physical deterioration throughout its residences. Early city planning, however, was less concerned with housing than regulating the city's physical development.¹⁰ Before 1940, the majority of Richmond's planning focused on pushing urban settlement into the surrounding suburbs, and utilizing the city core for economic development. Two primary factors contributed to the problems occurring within Richmond's city center

³ "Housing Reforms in Richmond Led by W.S. Meacham." *Danville Bee* (October 5, 1940), pg 10.

⁴ "T.L. Cockrell Named Head of Housing," *Northern Neck News* (November 22, 1940).

⁵ "T.L. Cockrell Named Head of Housing," *Northern Neck News* (November 22, 1940).

⁶ "A Loss to Public Housing," *Northern Neck News*, (August 25, 1944).

⁷ Richmond Redevelopment and Housing Authority, *1969-1970 Annual Report*, 27; Richmond Redevelopment and Housing Authority, *1980 Annual Report*

⁸ Richmond Redevelopment and Housing Authority, *1969-1970 Annual Report*, 29.

⁹ Christopher Silver, *Twentieth-Century Richmond: planning, politics, and race* (Knoxville: University of Tennessee Press, 1984), 63.

¹⁰ Silver, *Twentieth-Century Richmond: planning, politics, and race*, 103.

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housing in the early twentieth century. The first was the continuous migration of the city's middle class into the city's suburbs. As Richmond continued to annex and consolidate land, those who were able moved out into the city's suburbs. By 1940, most residents who remained in the core of the city were considered "too poor to get out."¹¹ Previously middle-class neighborhoods saw homes converted into rental units for lower-income residents. Absentee landlords allowed properties to fall into disrepair, which led to poor housing conditions in low-income neighborhoods. The second problem was the creation of a housing market that was racially segregated and restrictive.¹² Restrictive zoning ordinances passed during the first quarter of the twentieth century resulted in more deeply segregated neighborhoods and intensified the concentration of African-American residents to lower-income neighborhoods where poor housing conditions were prevalent.

Segregation in the city had been firmly established prior to 1900 with the largest concentration of the African-American population located in Jackson Ward. Jackson Ward was the center of Richmond's African-American community life. Home to a diverse collection of businesses, churches, and social and educational institutions, Jackson Ward was described by some as "the most progressive Negro business center in the nation."¹³ However, Jackson Ward also had a high concentration of poverty, and many residences in poor physical condition. In 1900, most of the streets in Jackson Ward were unpaved, residences were often overcrowded due to high rental rates for modest income households, and many homes were in deteriorated condition due largely to neglect by absentee property owners who used the properties as investments.¹⁴

In order to address the poor housing conditions in the city, on October 30, 1940, only weeks after the Richmond Housing Authority was established, the United States Housing Authority (USHA) allotted \$1,977,000.00 for two "slum clearance" projects in Richmond. The amount provided by USHA covered ninety-percent of the costs for the two developments, one intended for white residents only, while the other was designated for African-American residents.¹⁵ This USHA program had a dual focus to construct "decent, safe and sanitary dwellings," and to eliminate "a substantially equivalent number of unsafe or insanitary dwelling units."¹⁶ It was determined that the first of the two projects to be undertaken would be for African-American residents.¹⁷ The Richmond Housing Authority commenced its first redevelopment project in Jackson Ward. The project was designated for African American residents, a decision that perpetuated existing racial segregation in the city for decades to come.

¹¹ Silver, *Twentieth-Century Richmond: planning, politics, and race*, 29.

¹² Silver, *Twentieth-Century Richmond: planning, politics, and race*, 102.

¹³ Christopher Silver, *Twentieth-Century Richmond: planning, politics, and race*, 32.

¹⁴ Silver, *Twentieth-Century Richmond*, 31.

¹⁵ Richmond Housing Authority, *1940-1941 Annual Report*, 10.

¹⁶ Richmond Housing Authority, *1940-1941 Annual Report*, 11.

¹⁷ Richmond Housing Authority, *1940-1941 Annual Report*.

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This inaugural Richmond Housing Authority project was bounded “on the east by the west of St. Paul’s Street, on the north by the south lines of Coutts and Calhoun Streets, on the west by the east side of Chamberlayne Parkway, and on the south by the north lines of Charity Street and a line connecting same between Hickory and St. Peter’s Streets.”¹⁸ The project was named “Gilpin Court,” after Charles Sidney Gilpin, a Richmond native and former resident of Jackson Ward. Prior to clearance, this area was composed primarily of residential buildings. Interspersed within the homes and flats were a handful of business and religious buildings, including two churches and the Hickory Hill Mission operated by the Women’s American Baptist Home Missions Society.¹⁹ Approximately 220 families lived in the 150 buildings in the redevelopment area; 70 percent of the families rented their living space.²⁰ RRHA purchased approximately 92 parcels, and another 94 parcels were acquired through condemnation. Efforts to relocate the 220 families that had resided in the Gilpin Court area began April 1, 1941; by October 15, 1941, the site was cleared.²¹ Gilpin Court, Phase 1 was completed in 1942, and until 1946 was home to African American residents working in industries that supported American military efforts during World War II. Following the war, Gilpin Court was opened to all low-income African American residents. However, due to war-time restrictions, very few residents who had been relocated from Jackson Ward in 1941 moved back into Gilpin Court after the war.

During the first two decades following World War II, RRHA constructed five additional public housing complexes, as well as an expansion of Gilpin Court. By 1962, the housing authority operated Gilpin Court, Creighton Court (1952), Hillside Court (1952), Fairfield Court (1958), Whitcomb Court (1958), and Mosby Court (1962). All of these developments, with the exception of Hillside Court (constructed specifically for white occupants), had a high percentage of African American residents due to urban renewal and transportation planning initiatives that concentrated on and largely displaced the city’s Black neighborhoods.

President Eisenhower’s 1954 State of the Union address notably acknowledged that African Americans continued to lack access to decent housing in good neighborhoods, and he expressed a desire to end direct federal support to projects that purposefully excluded minorities.²² Between 1957 and 1968, Congress worked to adopt laws that prohibited second-class citizenship for African Americans in many areas, including public transportation, voting, and employment, but not in housing.²³ It wasn’t until the passage of the Civil Rights Act of 1968 that the government

¹⁸ Richmond Housing Authority, *1940-1941 Annual Report*, 18.

¹⁹ Charles H. Fleet, “Property Line Map: Chamberlayne Parkway,” Housing Division, Public Works Administration, 1935; 1925 Sanborn Maps

²⁰ Richmond Housing Authority, *1940-1941 Annual Report*, 18.

²¹ Richmond Housing Authority, *1940-1941 Annual Report*, 19.

²² Arnold R. Hirsch, “Searching for a ‘Sound Negro Policy’: A Racial Agenda for the Housing Acts of 1949 and 1954,” *Housing Policy Debate* (Volume 11, Issue 2), 2000. 420.

²³ Richard Rothstein, *The Color of Law: A Forgotten History of How our Government Segregated America*. Liveright Publishing Corporation: New York (2017), 177.

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addressed long-standing inequities in public housing by officially banning housing discrimination. In the same year, the Architectural Barriers Act (ABA) of 1968 was passed as the first federal measure to ensure accessibility to buildings for people with disabilities, requiring buildings designed, built, or altered with federal money or leased by federal agencies be accessible.²⁴

Accessible Housing for the Elderly and the Development of Fay Towers

Housing for the nation's aging population was first included in Federal legislation in 1954. The Housing Act of 1959 later authorized direct Federal loans for private nonprofits to develop and provide rental housing for the elderly. The 1959 Act also authorized a new FHA mortgage insurance program for privately owned nursing homes.²⁵ Unlike many public housing development projects, which were often topics of public controversy due to required zoning exemptions and racial and social prejudice among neighboring communities, housing for the elderly generally received less opposition.²⁶ In addition to this general community support, Federal funding and legislation for elderly housing coupled with the Architectural Barriers Act of 1968 and the Fair Housing Act of 1968 paved the way for increased attention to the development of senior housing. Unlike RRHA's earlier housing projects, The High-Rise for the Elderly was also designed and constructed after the Civil Rights Act of 1964/1968 and the Fair Housing Act of 1968, and as such, was not designed to be racially segregated.

Aligned with a nationwide focus to provide low-income elderly housing, RRHA constructed its first high rise apartment building, an eleven-story, 200-unit tower specifically for senior citizens in 1971.²⁷ Although located within Gilpin Court, the high-rise was known as the High-Rise for the Elderly, and was later renamed Frederic A. Fay Towers in 1985 after RRHA's former executive director Frederick A. Fay.²⁸ The High-Rise for the Elderly was not only the housing authority's first high-rise, but it was also the first purpose-built structure for senior residents. Prior to the construction of the High-Rise for the Elderly, RRHA operated large complexes with one-to-three-story buildings. Senior residents, or those requiring additional accessibility considerations, lived in ground-floor, single-story units within these large complexes. Prior to the opening of the High-Rise for the Elderly, RRHA also operated a small 24-apartment building located at 2700 Idlewood Avenue, which had been repurposed for senior housing. Also, in 1971, a small, two-story 24-unit apartment building at Twelfth and Decatur Streets was completed and

²⁴ Pub. L. 90-480 (42 U.S.C. §§4151 et seq.)

²⁵ *A Chronology of Housing Legislation and Selected Executive Actions, 1892-1992*. U.S. Government Printing Office, Washington (1994), 79-87.

²⁶ Adam Bickford and Douglas S. Massey, "Segregation in the Second Ghetto: Racial and Ethnic Segregation in American Public Housing, 1977," *Social Forces*, June 1991, Vol. 69, No. 4 (June 1991), 1014.

²⁷ Richmond Redevelopment and Housing Authority, *1970 Annual Report*, 12; Richmond Redevelopment and Housing Authority, *1971 Annual Report*, 4.

²⁸ "Ex-RRHA head to be honored," *Richmond Times Dispatch* (July 7, 1985).

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also served as additional senior housing. In total, RRHA operated 248 units of senior housing by 1971, and had plans to continue expanding.²⁹ Later senior housing included a mixture of high- and low-rise buildings, as well as scattered site units, and by 1979, RRHA operated nearly 600 housing units dedicated to low-income senior citizens.³⁰

The High-Rise for the Elderly is notable as RRHA's first high rise, and as the authority's first purpose-built senior residence. Equipped with an elevator, ground-floor mailroom, laundry area, trash shoot on each floor, and a ground-floor mailroom, lounge, and cafeteria, the High-Rise for the Elderly offered senior residents increased accessibility and activities that increased overall quality of life. The building included a mixture of unit sizes including 120 efficiency and 80 one-bedroom apartments and each unit was equipped with an emergency alert system that could be triggered from inside the apartment. The system would trigger an audio alarm, and a light over the door would turn on indicating the location of the resident in need of assistance. Residents also formed a "buddy system" to check in on each other periodically.³¹ RRHA also offered services to residents such as transportation to nearby markets so that residents could purchase essential goods, and hosted group activities in the common areas.

²⁹ Richmond Redevelopment and Housing Authority, *1971 Annual Report*, 8.

³⁰ Richmond Redevelopment and Housing Authority, *1979 Annual Report*.

³¹ "Richmond Redevelopment and Housing Authority High Rise for the Elderly," *Virginia Record*, August 1972.

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Figure 1: The rendering of The High-Rise for the Elderly, drawn by architect E. Tucker Carlton, was published in RRHA's 1970 Annual Report. Courtesy of RRHA.

Criterion C: Architecture/Landscape Architecture

The High-Rise for the Elderly is also locally significant under **Criterion C for Architecture and Landscape Architecture** for its design by prominent local architect E. Tucker Carlton, and landscape architect Kenneth R. Higgins. As with their other public housing developments, RRHA hired a team of local and regional experts to design the High-Rise for the Elderly, including architect, E. Tucker Carlton, engineers, Austin Brockenbrough & Associates, Hankins, Anderson & Moncrief, and William T. St. Clair, and landscape architect Kenneth R. Higgins.³² In addition to designing works throughout the City of Richmond and the larger region, E. Tucker Carlton and Kenneth R. Higgins also worked together and separately on other commissions for RRHA; Carlton and Higgins both worked on the Gilpin Court Extension (1968), and Carlton designed Whitcomb Court (1957). The designs of both the high-rise apartment building and the

³² E. Tucker Carlton, et. al., Fay Tower, Richmond, VA: Project No. 7-9, 1968.

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associated designed landscape have remained largely unchanged since their design and construction in the early 1970s.

Eugene Tucker Carlton (1900-1975)

Eugene (E.) Tucker Carlton was born in 1900 in Roanoke, Virginia. He studied electrical engineering at Virginia Military Institute and formed an independent architectural practice in 1939. Carlton's works included a wide range of types, such as single-family dwellings, dormitories, military apartments, commercial buildings, and a few institutional buildings; however, he was possibly best known for his work as a prolific designer of residential apartments and Federal Housing Administration (FHA)-funded housing developments in Richmond during the mid-twentieth century. Between 1945 and 1950, thirteen FHA-insured garden apartments were constructed in Richmond; of these thirteen developments, Carlton is credited with designing at least seven.³³ Throughout his career many of his works, especially his residential apartment buildings, were designed in the Colonial or Classical Revival style. Although the High-Rise for the Elderly departed from Carlton's most common designs and styles, it was not his first modern-style high-rise. Carlton's first, and only other currently identified modern style high-rise, was the Carlton Terrace Apartments, a ten-story, 150-unit International Style apartment building designed with modern amenities that opened in Roanoke, Virginia in 1950. Unlike the High-Rise for the Elderly, which was purpose built solely for low-income senior citizens, Carlton Terrace Apartments included a mixture of commercial and office space in addition to its residential units.³⁴

In 1968, Carlton founded the architecture firm of Carlton, Taylor & Clark. Within the same year his firm designed multiple low-rent apartment buildings for RRHA, including the High-Rise for the Elderly. Although the firm designed Gaskins Village, an apartment development in Henrico County, in 1969, the High-Rise for the elderly may have been one of the last designs credited to Carlton during his career.³⁵ In addition to architecture, Carlton also had a prominent career in the Virginia Legislature as a member of the House of Delegates from 1956 to 1962.³⁶

Kenneth R. Higgins, Landscape Architect

Kenneth R. Higgins was born in Holyoke, Massachusetts in 1915, and studied horticulture and landscape architecture at the University of Massachusetts, Amherst. There he trained under Frank Waugh, and graduated with a BS in 1937 and a BLA in 1938. During World War II he

³³ Holly Springs Apartments, National Register Nomination (2019): Section 8, page 13.

³⁴ "Carlton Terrace Building and Hall's Produce, Roanoke, Virginia," Photo Record, O. Winston Link Museum, History Museum of Western Virginia. Accessed January 26, 2023.
<https://hswv.pastperfectonline.com/Photo/3189F232-4B69-47FC-8A1B-572146302465>.

³⁵ Holly Springs Apartments, National Register Nomination (2019): Section 8 page 22.

³⁶ Virginia Death Records, Ancestry.Com; American Architects Direction, 1956, 1962, and 1970,
<https://aiahistoricaldirectory.atlassian.net/wiki/spaces/AHDAA/pages/36865143/ahd1006775> (accessed 26 Oct 2020).

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was stationed in Virginia, where he met his wife Mary Douthat Smith and settled in Richmond, Virginia. From 1946 to 1948, Higgins worked for Charles F. Gillette, a prominent landscape architect responsible for most of designs for RRHA's early public housing. Gillette and Higgins worked together on various projects including the University of Richmond campus. Higgins then went to work for the Public Housing Administration (PHA) Richmond Field office from 1948 to 1951, where he influenced landscape design and site development for city wide, while also carrying out the standards established by the PHA. In 1952, Higgins established a private firm.

According to the Cultural Landscape Foundation, Higgins' designs are characterized by their low-maintenance plantings and "sensitivity to historic resources."³⁷ Higgins' intentional selection of low-maintenance plantings in his designs remains visible in the High-Rise for the Elderly's landscape through his use of hedges and trees that required only regular pruning as their primary form of maintenance. Higgins' choices for the design of the High-Rise for the Elderly's landscape were also likely influenced by his time working for the PHA Richmond Field office. In addition to advising on alterations to the historic urban landscapes within Richmond, one of Higgins' best-known projects was his participation in Richmond City Planning's James River Park System project.³⁸ Other Richmond projects included rehabilitating the grounds of the John Marshall House and the Monumental Church.³⁹ Higgins was active in several organizations including the Association for the Preservation of Virginia Antiquities (now known as Preservation Virginia), the Monument Avenue Commission, and the Potomac Chapter of the American Society of Landscape Architects.⁴⁰

³⁷ "Kenneth R. Higgins," The Cultural Landscape Foundation, <https://tclf.org/pioneer/kenneth-r-higgins> (accessed 26 Oct 2020).

³⁸ "Kenneth R. Higgins," The Cultural Landscape Foundation.

³⁹ "Kenneth R. Higgins," The Cultural Landscape Foundation.

⁴⁰ "Kenneth R. Higgins," The Cultural Landscape Foundation.

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Previous documentation on file (NPS):

☐ preliminary determination of individual listing (36 CFR 67) has been requested
☐ previously listed in the National Register
☐ previously determined eligible by the National Register
☐ designated a National Historic Landmark
☐ recorded by Historic American Buildings Survey # _____
☐ recorded by Historic American Engineering Record # _____
☐ recorded by Historic American Landscape Survey # _____

Primary location of additional data:

☒ State Historic Preservation Office
☐ Other State agency
☐ Federal agency
☒ Local government
☐ University
☒ Other

Name of repository: Richmond Redevelopment and Housing Authority; Library of Virginia; Virginia Department of Historic Resources

Historic Resources Survey Number (if assigned): DHR #127-7673

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10. Geographical Data

Acreage of Property 2.14

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates

Datum if other than WGS84: _____
(enter coordinates to 6 decimal places)

1. Latitude: 37.553189 Longitude: -77.433961

Or

UTM References

Datum (indicated on USGS map):

☐ NAD 1927 or ☐ NAD 1983

1. Zone:	Easting:	Northing:
2. Zone:	Easting:	Northing:
3. Zone:	Easting:	Northing:
4. Zone:	Easting :	Northing:

Verbal Boundary Description (Describe the boundaries of the property.)

The boundary of the High-Rise for the Elderly includes 2.14 acres within the City of Richmond, Virginia. The rectangular boundary encompasses the north half of the block bounded on the west by Saint James Street, on the north by E Hill Street, on the east by N 1st Street, and on the south by E Federal Street. The boundary follows the parcel lines on the north, east, and west; the southern boundary stretches from N 1st Street to Saint James Street along the southern side of the property's south parking lot. The historic boundary does not include the multi-family residential buildings located in the southern half of the tax parcel. The true and correct historic boundaries are shown on the attached scaled Sketch Map.

Boundary Justification (Explain why the boundaries were selected.)

The High-Rise for the Elderly boundary follows the historic boundary of the apartment building and its associated historic site. The boundary includes The High-Rise for the Elderly building and the landscape architect designed site that surrounds the building. The boundary intersects the current tax parcel to exclude multi-family housing buildings that are associated with the Gilpin Court Public Housing Development, but are not historically associated with

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City of Richmond, Virginia
County and State

the construction of The High-Rise for the Elderly. The property's historic setting and all known associated resources have been included within the historic boundary.

11. Form Prepared By

name/title: Kayla Halberg and Ashlen Stump
organization: Commonwealth Preservation Group
street & number: 536 W 35th Street
city or town: Norfolk state: VA zip code: 23508
e-mail: admin@commonwealthpreservationgroup.com
telephone: 757-923-1900
date: February 2, 2023

Additional Documentation

Submit the following items with the completed form:

- **Maps:** A USGS map or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: The High-Rise for the Elderly

City or Vicinity: Richmond

County: n/a

State: VA

Photographer: Kayla Halberg

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Name of Property

City of Richmond, Virginia
County and State

Date Photographed: April 2022

Description of Photograph(s) and number, include description of view indicating direction of camera:

1 of 30.

Photo Number of 30	Description	Camera Direction	Date	Photographer
1	Exterior main entrance, east elevation	W	04/2022	KH
2	East elevation	N	04/2022	KH
3	South elevation	N	04/2022	KH
4	Southwest oblique	NE	04/2022	KH
5	Northwest oblique	S	04/2022	KH
6	North patio and site	W	04/2022	KH
7	Exterior porch along south elevation	W	04/2022	KH
8	East garden patio	S	04/2022	KH
9	Interior first floor; Main lobby	W	04/2022	KH
10	Interior first floor; Main lobby	NE	04/2022	KH
11	Interior first floor; Mail area	W	04/2022	KH
12	Interior first floor; Community room	NE	04/2022	KH
13	Interior first floor; Community room	S	04/2022	KH
14	Interior first floor; Prep kitchen window	W	04/2022	KH
15	Interior first floor; Prep kitchen	W	04/2022	KH
16	Interior first floor; Office	N	04/2022	KH
17	Interior first floor; Office	W	04/2022	KH
18	Interior first floor; Workshop	SW	04/2022	KH
19	Interior first floor; Workshop	NE	04/2022	KH
20	Typical floor finish	N/A	04/2022	KH
21	Typical elevator lobby on even numbered floors.	W	04/2022	KH
22	Typical upper floor corridor	N	04/2022	KH
23	Typical unit entry and kitchen	E	04/2022	KH

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24	Typical efficiency unit	W	04/2022	KH
25	Typical efficiency unit	S	04/2022	KH
26	Typical efficiency unit	W	04/2022	KH
27	Typical galley kitchen	W	04/2022	KH
28	Typical one-bedroom unit	N	04/2022	KH
29	Typical elevator lobby on odd numbered upper floors	W	04/2022	KH
30	Typical central stair access.	W	04/2022	KH

Historic Images Log

Figure Number	Caption
1	The rendering of The High-Rise for the Elderly, drawn by architect E. Tucker Carlton, was published in RRHA's 1970 Annual Report. Courtesy of RRHA.

Paperwork Reduction Act Statement: This information is being collected for nominations to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 460 et seq.). We may not conduct or sponsor and you are not required to respond to a collection of information unless it displays a currently valid OMB control number.

Estimated Burden Statement: Public reporting burden for each response using this form is estimated to be between the Tier 1 and Tier 4 levels with the estimate of the time for each tier as follows:

Tier 1 – 60-100 hours
Tier 2 – 120 hours
Tier 3 – 230 hours
Tier 4 – 280 hours

The above estimates include time for reviewing instructions, gathering and maintaining data, and preparing and transmitting nominations. Send comments regarding these estimates or any other aspect of the requirement(s) to the Service Information Collection Clearance Officer, National Park Service, 1201 Oakridge Drive Fort Collins, CO 80525.

Virginia Dept. of Historic Resources



Virginia Cultural Resource Information System

Legend

Location Map:

High-Rise for the Elderly

127-7673

1202 N 1st Street

Richmond, VA 23219

Lat: 37.553189

Lon: -77.433961



Feet

0 20 40 60 80

1:1,128 / 1"=94 Feet



Title: High-Rise for the Elderly (127-7673)

Date: 5/24/2022

DISCLAIMER: Records of the Virginia Department of Historic Resources (DHR) have been gathered over many years from a variety of sources and the representation depicted is a cumulative view of field observations over time and may not reflect current ground conditions. The map is for general information purposes and is not intended for engineering, legal or other site-specific uses. Map may contain errors and is provided "as-is". More information is available in the DHR Archives located at DHR's Richmond office.

Notice if AE sites: Locations of archaeological sites may be sensitive the National Historic Preservation Act (NHIPA), and the Archaeological Resources Protection Act (ARPA) and Code of Virginia §2.2-3705.7 (10). Release of precise locations may threaten archaeological sites and historic resources.

Legend

Sketch Map & Photo Key

High-Rise for the Elderly

127-7673

1202 N 1st Street

Richmond, VA 23219

C = Contributing



Photo Number & Direction



Resource Boundary
(white line on map)



Feet

0 20 40 60 80

1:1,128 / 1"=94 Feet



Title: High-Rise for the Elderly (127-7673)

Date: 5/24/2022

DISCLAIMER: Records of the Virginia Department of Historic Resources (DHR) have been gathered over many years from a variety of sources and the representation depicted is a cumulative view of field observations over time and may not reflect current ground conditions. The map is for general information purposes and is not intended for engineering, legal or other site-specific uses. Map may contain errors and is provided "as-is". More information is available in the DHR Archives located at DHR's Richmond office.

Notice if AE sites: Locations of archaeological sites may be sensitive the National Historic Preservation Act (NHPA), and the Archaeological Resources Protection Act (ARPA) and Code of Virginia §2.2-3705.7 (10). Release of precise locations may threaten archaeological sites and historic resources.















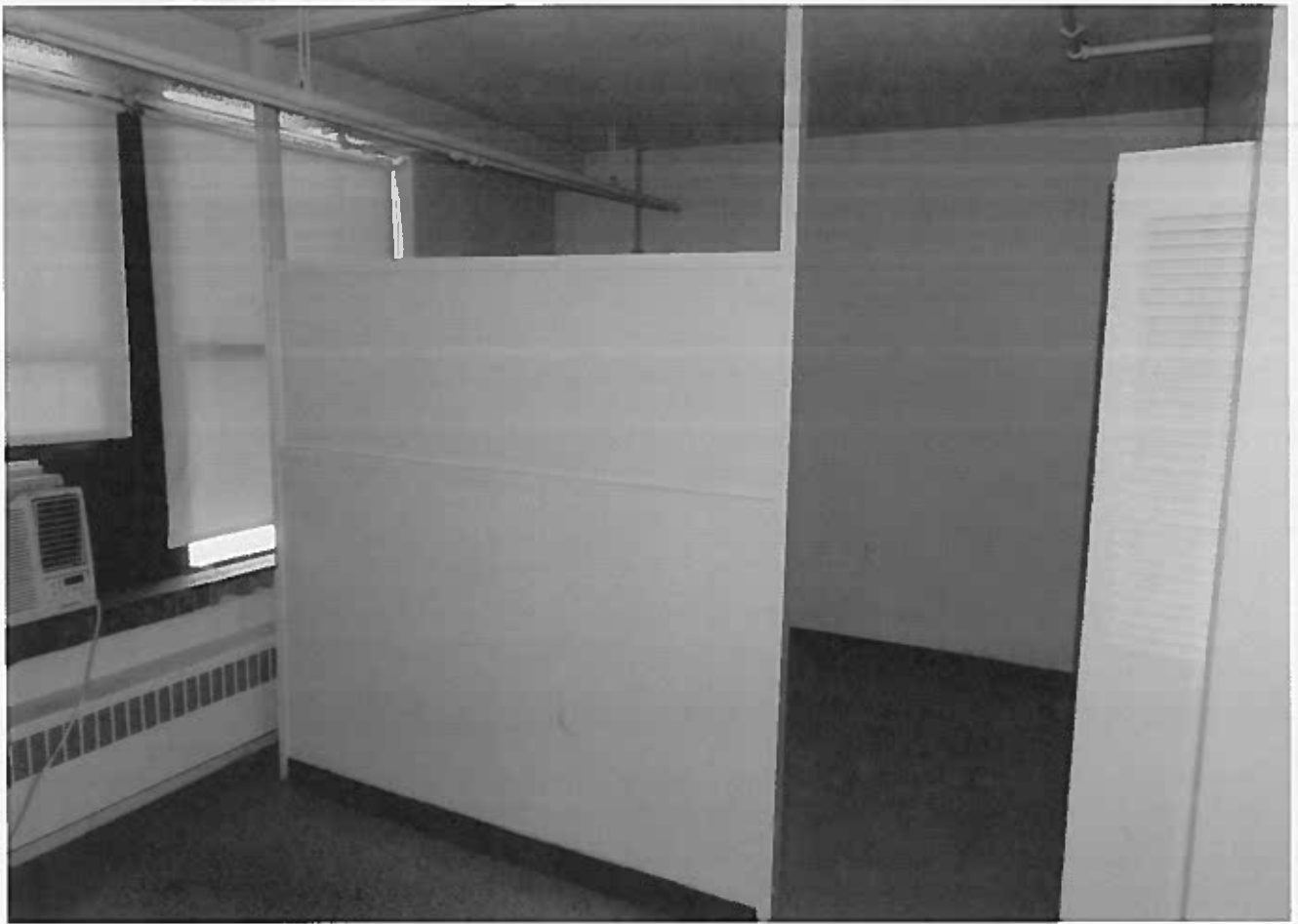
















United States Department of the Interior
National Park Service**National Register of Historic Places Registration Form**

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

1. Name of PropertyHistoric name: High-Rise for the ElderlyOther names/site number: Frederic A. Fay Towers; Fay Towers; DHR #127-7673Name of related multiple property listing: N/A

(Enter "N/A" if property is not part of a multiple property listing)

2. LocationStreet & number: 1202 N 1st StreetCity or town: Richmond State: VA County: Independent CityNot For Publication: N/A Vicinity: N/A**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this X nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property X meets does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

 national statewide X local

Applicable National Register Criteria:

X A B X C D

Signature of certifying official/Title:

Date

Virginia Department of Historic Resources

State or Federal agency/bureau or Tribal Government

In my opinion, the property meets does not meet the National Register criteria.

Signature of commenting official:

Date

Title :

State or Federal agency/bureau
or Tribal Government

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4. National Park Service Certification

I hereby certify that this property is:

- ☐ entered in the National Register
☐ determined eligible for the National Register
☐ determined not eligible for the National Register
☐ removed from the National Register
☐ other (explain:) _____

Signature of the Keeper

Date of Action

5. Classification

Ownership of Property

(Check as many boxes as apply.)

Private:

☐

Public – Local

☒

Public – State

☐

Public – Federal

☐

Category of Property

(Check only one box.)

Building(s)

☒

District

☐

Site

☐

Structure

☐

Object

☐

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Number of Resources within Property

(Do not include previously listed resources in the count)

Contributing	Noncontributing	
<u>1</u>	<u>0</u>	buildings
<u>1</u>	<u>0</u>	sites
<u>0</u>	<u>0</u>	structures
<u>0</u>	<u>0</u>	objects
<u>2</u>	<u>0</u>	Total

Number of contributing resources previously listed in the National Register 0

6. Function or Use

Historic Functions

(Enter categories from instructions.)

DOMESTIC/institutional housing (public housing)

Current Functions

(Enter categories from instructions.)

DOMESTIC/institutional housing (public housing)

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7. Description

Architectural Classification

(Enter categories from instructions.)

MODERN MOVEMENT/International Style

Materials: (enter categories from instructions.)

Principal exterior materials of the property: BRICK, CONCRETE, GLASS

Narrative Description

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

The High-Rise for the Elderly (Frederic A. Fay Towers) is an 11-story International Style high-rise apartment building with designed landscape located on an urban lot within the Gilpin Court Public Housing Complex in Richmond, Virginia. The boundary of the historic property encompasses approximately two-thirds of the block bound by N 1st Street, E Federal Street, St. James Street, and E Hill Street; smaller scale multi-family housing buildings occupy the remainder of the block. Although The High-Rise for the Elderly shares a tax parcel with the smaller scale multi-family housing to the south, the resource's historic boundary excludes these buildings. The historic boundary follows the west, north, and east parcel lines along St. James Street, E Hill Street, and N 1st Street, respectively, but the southern boundary runs from N 1st Street and St. James Street along the southside of the building's southern parking lot. The 1971 building is situated within an associated designed landscape which includes a paved walk with mature vegetation and a landscaped patio on the primary (east) elevation of the building. A large stamped concrete patio and grass lawn is located on the north side of the property. The property line along the north side of the property is lined with a brick wall. The west elevation is partially composed of a parking lot and a grass lawn. A concrete path winds around the landscaped portions of the building. To the south of the building is a large parking lot. Large mature trees are

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located on the property. The High-Rise for the Elderly retains a high degree of the seven aspects of integrity.

Narrative Description

Setting

The High-Rise for the Elderly is located in Richmond, Virginia and is part of a larger public housing complex known as Gilpin Court, which is owned and operated by the Richmond Redevelopment and Housing Authority and located within the greater Jackson Ward community. The high-rise apartment building and its associated designed landscape are surrounded by smaller scale multi-family housing buildings in the east end of Gilpin Court. The property shares a parcel with several multi-family housing buildings to the south, and is bounded on the west, north, and east by St. James Street, E Hill Street, and N 1st Street, respectively.

A. The High-Rise for the Elderly, 1971, Contributing Building

The High-Rise for the Elderly, constructed ca. 1971, is an 11-story International style apartment building with a concrete foundation, reinforced concrete block structure, and is faced with multi-toned running bond brick veneer. The building has an irregular footprint with opposite facing wings connected by a central core. The building has single-hung aluminum windows vertically separated by aggregate concrete panels that emphasize the height of the building. Concrete piers support an inset porch and create a weightless wing on the north side of the building. Concrete panels wrap the building creating a false watertable and cornice.

The primary façade, or east elevation, has a central entrance with a flat concrete canopy with lettering "Frederic A. Fay Towers" over an aluminum storefront. Aluminum storefront entrances are also located near the garden on the south end of the east elevation, and along inset porch. The south elevation also consists of a secondary storefront entrance and overhead garage doors leading to the building's workshop. The west elevation has a central covered entrance, with a modern aluminum storefront and ADA access ramp, as well as large openings to the mechanical areas located on the rear of the building. Although typical institutional heating and cooling units are present along the wall at floor level in each living unit, window air-conditioning units were installed as needed to maintain the livability of units and are visible on the exterior.

The first floor is dedicated to community spaces, offices, and mechanical rooms. The front entrance opens into a small vestibule before continuing into the main lobby. The focal point of the lobby is a brick and stone fountain and planter with an engraving of Frederic A. Fay, for whom the building is named. The lobby also consists of the mailroom. The elevator lobby is located to the south of the main lobby and is also the location of the rear entrance. The south end of the first floor is largely composed of mechanical equipment, a laundry area, staff offices, and a workshop. The north end of the first floor includes a large open dining space and lounge, as well as the kitchen. The main lobby floors are finished with square terrazzo; the remainder of the first floor is surfaced with a mix of linoleum vinyl tile or unfinished concrete. In primary spaces, walls are finished with gypsum board, while secondary spaces retained painted exposed concrete block walls. A dropped ceiling grid and acoustical ceiling tiles are located throughout the first

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floor; secondary spaces, mechanical rooms, and the workshop have exposed ceiling structure, plumbing, and electrical conduit.

The floor plan remains consistent from the second to the eleventh floor with a central elevator and stair lobby, and central corridors that run the lengths of each wing of the building. Tile wainscoting covers the lower half of the walls in each elevator lobby. All floors have square vinyl tile floor coverings. In the lobbies and corridors, the floor coloring alternates between orange and white on the even floors and green and white on the odd floors. Individual units have neutral vinyl tile. Walls are primarily covered in painted gypsum board. The corridors feature dropped acoustical tile ceiling grids, while the units have finished, textured ceilings. Each of the units has a wooden door with simple bronze-colored hardware and matching door-knockers. Over each door is a triangular-shaped light that served a key purpose for the residents of the building—to alert neighbors and staff in the event of an emergency. Each of the units consists of a simple layout including one bedroom (or efficiency), living area, bathroom, and kitchen.

B. Designed Landscape, 1971, Contributing Site

Surrounding the High-Rise for the Elderly is an historic landscape designed by prominent local landscape architect Kenneth R. Higgins. Designed in conjunction with the high-rise apartment building, the associated designed landscape includes winding concrete walkways, iron benches with wood seating, concrete patios on the north and east elevations, circular concrete planter wells, a brick pier with concrete planter urn on the east patio, a square brick planter with wooden seating on the east patio, a low stepped brick wall along the property's northeast corner, parking lots to the northwest and south of the building, and chain link fencing enclosing the area north of the southern parking lot. Lamps have been relocated and received replacement components through the years, and metal fencing encloses the south parking lot. Mature hedges, which are shown as part of the historic design on a 1970 rendering, obscure the chain link fencing, and mature trees and plantings are located throughout the site.

Integrity Assessment

The High-Rise for the Elderly retains a high degree of architectural integrity associated with its period of significance. It retains its **location** on N 1st Street in Gilpin Court. The designs by both E. Tucker Carlton and landscape architect Kenneth Higgins remain remarkably intact. The landscaped areas and mature vegetation planned by Higgins also preserves integrity of **setting**. Very few material changes have been made over time, and are primarily limited to those that caused later safety or hazard concerns such as asbestos. Other material changes were due to wear and tear or necessary upgrades over time such as appliances, cabinetry, and fixtures. Notable materials that have been preserved include the exterior brick and concrete, aluminum storefront and windows, main entry lobby and corridor flooring, wooden doors, and in many units the metal accordion closet doors. The building retains integrity of **workmanship** as well, due to the high integrity of its **design** and **materials**. The building retains its **feeling** as a high-rise apartment building for seniors, and its **association** with its areas and period of significance.

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8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- ☒ A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- ☐ B. Property is associated with the lives of persons significant in our past.
- ☒ C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- ☐ D. Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark "x" in all the boxes that apply.)

- ☐ A. Owned by a religious institution or used for religious purposes
- ☐ B. Removed from its original location
- ☐ C. A birthplace or grave
- ☐ D. A cemetery
- ☐ E. A reconstructed building, object, or structure
- ☐ F. A commemorative property
- ☐ G. Less than 50 years old or achieving significance within the past 50 years

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Areas of Significance

(Enter categories from instructions.)

COMMUNITY PLANNING AND DEVELOPMENT

ARCHITECTURE

LANDSCAPE ARCHITECTURE

Period of Significance

1971

Significant Dates

N/A

Significant Person

(Complete only if Criterion B is marked above.)

N/A

Cultural Affiliation

N/A

Architect/Builder

Carlton, E. Tucker, Architect

Higgins, Kenneth R., Landscape Architect

Basic Construction Company (Newport News), General Contractor

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Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

The High-Rise for the Elderly apartment building is eligible for listing in the National Register of Historic Places under Criteria A and C at the local level of significance. The property is locally significant under **Criterion A** in the area of **Community Planning and Development**, as a representative example of the implications of the Housing Act of 1959, which authorized Federal loans for the development of housing for the elderly. The Richmond Redevelopment and Housing Authority (RRHA) used the increased funding to construct the eleven-story building specifically to serve the city's aging population reliant on the support of public housing. The High-Rise for the Elderly was RRHA's first purpose-built high-rise apartment building, and was designed specifically with the needs of elderly residents in mind. Prior to its construction, RRHA operated large multi-building complexes with one-to-three-story buildings, and senior residents mostly resided in ground-floor, single-story units or in a smaller, three-story, 24-unit apartment building. With accessibility and safety as high priorities, the building was equipped with elevators and an emergency alert system for each unit. The High-Rise for the Elderly is also locally significant under **Criterion C** in the areas of **Architecture** and **Landscape Architecture** as a representation of the work of prominent Virginia architect, E. Tucker Carlton, and landscape architect, Kenneth R. Higgins. The High-Rise for the Elderly has a period of significance of 1971, the year the building was completed.

Narrative Statement of Significance (Provide at least one paragraph for each area of significance.)

Criterion A: Community Planning and Development

The High-Rise for the Elderly is eligible for the National Register of Historic Places at the local level under **Criterion A** in the area of **Community Planning and Development** as a representative of the local implications of the Housing Act of 1959, which authorized Federal loans for the development of housing for the elderly, and as the Richmond Redevelopment and Housing Authority's first purpose-built high-rise apartment building designed specifically with the needs of elderly residents in mind.

Richmond Redevelopment and Housing Authority (RRHA) and Frederic A. Fay

On October 3, 1940, Richmond's City Council established the Housing Authority of the City of Richmond as a "political sub-division of the Commonwealth" upon the recommendation and approval of the mayor.¹ The Richmond Housing Authority was provided with the powers granted to local authorities under the provisions of the 1938 Virginia Housing Authority Law.² On October 4, 1940, Mayor Ambler appointed members to the Board of Commissioners of the Richmond Housing Authority. Chairman of the board, William Shands Meacham, had previously

¹ Richmond Housing Authority, *1940-1941 Annual Report*, 9.

² Richmond Housing Authority, *1940-1941 Annual Report*, 9.

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served as the associate director of the Richmond Times Dispatch, a former editor of the Danville Register, and for many years was "active in promoting sociological reforms in Virginia," and "considered an authority on social trends."³

The first Executive Director of the Richmond Housing Authority was Thomas L. Cockrell of Richmond. Previously an engineer and Chief of the City Bureau of Sewers and Structures, Cockrell was appointed Executive Director of the Housing Authority effective December 1, 1940, earning a salary of \$4,500 a year.⁴ Aligned with the Housing Authority's mission, Cockrell's duties centered on taking "direct charge" of the slum-clearance projects in Richmond.⁵ During his tenure, Cockrell oversaw the construction of Gilpin Court, the city's first public housing project. Cockrell continued as Executive Director until September 1, 1944 when he resigned from the position.⁶

Thomas L. Cockrell was succeeded as executive director by Frederic A. Fay in 1950. Fay previously served as the technical advisor and assistant director of the Portsmouth Redevelopment and Housing Authority in Virginia. Fay served RRHA for thirty years, retiring in 1980. He remains the longest serving executive director in the history of RRHA.⁷ During his time as executive director, Fay was responsible for most of the post-Gilpin Court public housing, slum clearance, and redevelopment in Richmond, and oversaw the construction and operation all of the "Big 6" complexes consisting of more than 3,000 housing units. Fay also served as President of the National Association of Housing and Redevelopment Officials on October 26, 1965.⁸

Early Public Housing in Richmond

By 1900, Richmond contained almost 16,000 persons per square mile, which made it the most crowded southern city.⁹ In addition to population density and the associated overcrowding, the city was experiencing mass amounts of physical deterioration throughout its residences. Early city planning, however, was less concerned with housing than regulating the city's physical development.¹⁰ Before 1940, the majority of Richmond's planning focused on pushing urban settlement into the surrounding suburbs, and utilizing the city core for economic development. Two primary factors contributed to the problems occurring within Richmond's city center

³ "Housing Reforms in Richmond Led by W.S. Meacham." *Danville Bee* (October 5, 1940), pg 10.

⁴ "T.L. Cockrell Named Head of Housing," *Northern Neck News* (November 22, 1940).

⁵ "T.L. Cockrell Named Head of Housing," *Northern Neck News* (November 22, 1940).

⁶ "A Loss to Public Housing," *Northern Neck News*, (August 25, 1944).

⁷ Richmond Redevelopment and Housing Authority, *1969-1970 Annual Report*, 27; Richmond Redevelopment and Housing Authority, *1980 Annual Report*

⁸ Richmond Redevelopment and Housing Authority, *1969-1970 Annual Report*, 29.

⁹ Christopher Silver, *Twentieth-Century Richmond: planning, politics, and race* (Knoxville: University of Tennessee Press, 1984), 63.

¹⁰ Silver, *Twentieth-Century Richmond: planning, politics, and race*, 103.

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housing in the early twentieth century. The first was the continuous migration of the city's middle class into the city's suburbs. As Richmond continued to annex and consolidate land, those who were able moved out into the city's suburbs. By 1940, most residents who remained in the core of the city were considered "too poor to get out."¹¹ Previously middle-class neighborhoods saw homes converted into rental units for lower-income residents. Absentee landlords allowed properties to fall into disrepair, which led to poor housing conditions in low-income neighborhoods. The second problem was the creation of a housing market that was racially segregated and restrictive.¹² Restrictive zoning ordinances passed during the first quarter of the twentieth century resulted in more deeply segregated neighborhoods and intensified the concentration of African-American residents to lower-income neighborhoods where poor housing conditions were prevalent.

Segregation in the city had been firmly established prior to 1900 with the largest concentration of the African-American population located in Jackson Ward. Jackson Ward was the center of Richmond's African-American community life. Home to a diverse collection of businesses, churches, and social and educational institutions, Jackson Ward was described by some as "the most progressive Negro business center in the nation."¹³ However, Jackson Ward also had a high concentration of poverty, and many residences in poor physical condition. In 1900, most of the streets in Jackson Ward were unpaved, residences were often overcrowded due to high rental rates for modest income households, and many homes were in deteriorated condition due largely to neglect by absentee property owners who used the properties as investments.¹⁴

In order to address the poor housing conditions in the city, on October 30, 1940, only weeks after the Richmond Housing Authority was established, the United States Housing Authority (USHA) allotted \$1,977,000.00 for two "slum clearance" projects in Richmond. The amount provided by USHA covered ninety-percent of the costs for the two developments, one intended for white residents only, while the other was designated for African-American residents.¹⁵ This USHA program had a dual focus to construct "decent, safe and sanitary dwellings," and to eliminate "a substantially equivalent number of unsafe or insanitary dwelling units."¹⁶ It was determined that the first of the two projects to be undertaken would be for African-American residents.¹⁷ The Richmond Housing Authority commenced its first redevelopment project in Jackson Ward. The project was designated for African American residents, a decision that perpetuated existing racial segregation in the city for decades to come.

¹¹ Silver, *Twentieth-Century Richmond: planning, politics, and race*, 29.

¹² Silver, *Twentieth-Century Richmond: planning, politics, and race*, 102.

¹³ Christopher Silver, *Twentieth-Century Richmond: planning, politics, and race*, 32.

¹⁴ Silver, *Twentieth-Century Richmond*, 31.

¹⁵ Richmond Housing Authority, *1940-1941 Annual Report*, 10.

¹⁶ Richmond Housing Authority, *1940-1941 Annual Report*, 11.

¹⁷ Richmond Housing Authority, *1940-1941 Annual Report*.

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This inaugural Richmond Housing Authority project was bounded “on the east by the west of St. Paul’s Street, on the north by the south lines of Coutts and Calhoun Streets, on the west by the east side of Chamberlayne Parkway, and on the south by the north lines of Charity Street and a line connecting same between Hickory and St. Peter’s Streets.”¹⁸ The project was named “Gilpin Court,” after Charles Sidney Gilpin, a Richmond native and former resident of Jackson Ward. Prior to clearance, this area was composed primarily of residential buildings. Interspersed within the homes and flats were a handful of business and religious buildings, including two churches and the Hickory Hill Mission operated by the Women’s American Baptist Home Missions Society.¹⁹ Approximately 220 families lived in the 150 buildings in the redevelopment area; 70 percent of the families rented their living space.²⁰ RRHA purchased approximately 92 parcels, and another 94 parcels were acquired through condemnation. Efforts to relocate the 220 families that had resided in the Gilpin Court area began April 1, 1941; by October 15, 1941, the site was cleared.²¹ Gilpin Court, Phase 1 was completed in 1942, and until 1946 was home to African American residents working in industries that supported American military efforts during World War II. Following the war, Gilpin Court was opened to all low-income African American residents. However, due to war-time restrictions, very few residents who had been relocated from Jackson Ward in 1941 moved back into Gilpin Court after the war.

During the first two decades following World War II, RRHA constructed five additional public housing complexes, as well as an expansion of Gilpin Court. By 1962, the housing authority operated Gilpin Court, Creighton Court (1952), Hillside Court (1952), Fairfield Court (1958), Whitcomb Court (1958), and Mosby Court (1962). All of these developments, with the exception of Hillside Court (constructed specifically for white occupants), had a high percentage of African American residents due to urban renewal and transportation planning initiatives that concentrated on and largely displaced the city’s Black neighborhoods.

President Eisenhower’s 1954 State of the Union address notably acknowledged that African Americans continued to lack access to decent housing in good neighborhoods, and he expressed a desire to end direct federal support to projects that purposefully excluded minorities.²² Between 1957 and 1968, Congress worked to adopt laws that prohibited second-class citizenship for African Americans in many areas, including public transportation, voting, and employment, but not in housing.²³ It wasn’t until the passage of the Civil Rights Act of 1968 that the government

¹⁸ Richmond Housing Authority, *1940-1941 Annual Report*, 18.

¹⁹ Charles H. Fleet, “Property Line Map: Chamberlayne Parkway,” Housing Division, Public Works Administration, 1935; 1925 Sanborn Maps

²⁰ Richmond Housing Authority, *1940-1941 Annual Report*, 18.

²¹ Richmond Housing Authority, *1940-1941 Annual Report*, 19.

²² Arnold R. Hirsch, “Searching for a ‘Sound Negro Policy’: A Racial Agenda for the Housing Acts of 1949 and 1954,” *Housing Policy Debate* (Volume 11, Issue 2), 2000. 420.

²³ Richard Rothstein, *The Color of Law: A Forgotten History of How our Government Segregated America*. Liveright Publishing Corporation: New York (2017), 177.

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addressed long-standing inequities in public housing by officially banning housing discrimination. In the same year, the Architectural Barriers Act (ABA) of 1968 was passed as the first federal measure to ensure accessibility to buildings for people with disabilities, requiring buildings designed, built, or altered with federal money or leased by federal agencies be accessible.²⁴

Accessible Housing for the Elderly and the Development of Fay Towers

Housing for the nation's aging population was first included in Federal legislation in 1954. The Housing Act of 1959 later authorized direct Federal loans for private nonprofits to develop and provide rental housing for the elderly. The 1959 Act also authorized a new FHA mortgage insurance program for privately owned nursing homes.²⁵ Unlike many public housing development projects, which were often topics of public controversy due to required zoning exemptions and racial and social prejudice among neighboring communities, housing for the elderly generally received less opposition.²⁶ In addition to this general community support, Federal funding and legislation for elderly housing coupled with the Architectural Barriers Act of 1968 and the Fair Housing Act of 1968 paved the way for increased attention to the development of senior housing. Unlike RRHA's earlier housing projects, The High-Rise for the Elderly was also designed and constructed after the Civil Rights Act of 1964/1968 and the Fair Housing Act of 1968, and as such, was not designed to be racially segregated.

Aligned with a nationwide focus to provide low-income elderly housing, RRHA constructed its first high rise apartment building, an eleven-story, 200-unit tower specifically for senior citizens in 1971.²⁷ Although located within Gilpin Court, the high-rise was known as the High-Rise for the Elderly, and was later renamed Frederic A. Fay Towers in 1985 after RRHA's former executive director Frederick A. Fay.²⁸ The High-Rise for the Elderly was not only the housing authority's first high-rise, but it was also the first purpose-built structure for senior residents. Prior to the construction of the High-Rise for the Elderly, RRHA operated large complexes with one-to-three-story buildings. Senior residents, or those requiring additional accessibility considerations, lived in ground-floor, single-story units within these large complexes. Prior to the opening of the High-Rise for the Elderly, RRHA also operated a small 24-apartment building located at 2700 Idlewood Avenue, which had been repurposed for senior housing. Also, in 1971, a small, two-story 24-unit apartment building at Twelfth and Decatur Streets was completed and

²⁴ Pub. L. 90-480 (42 U.S.C. §§4151 et seq.)

²⁵ *A Chronology of Housing Legislation and Selected Executive Actions, 1892-1992*. U.S. Government Printing Office, Washington (1994), 79-87.

²⁶ Adam Bickford and Douglas S. Massey, "Segregation in the Second Ghetto: Racial and Ethnic Segregation in American Public Housing, 1977," *Social Forces*, June 1991, Vol. 69, No. 4 (June 1991), 1014.

²⁷ Richmond Redevelopment and Housing Authority, *1970 Annual Report*, 12; Richmond Redevelopment and Housing Authority, *1971 Annual Report*, 4.

²⁸ "Ex-RRHA head to be honored," *Richmond Times Dispatch* (July 7, 1985).

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also served as additional senior housing. In total, RRHA operated 248 units of senior housing by 1971, and had plans to continue expanding.²⁹ Later senior housing included a mixture of high- and low-rise buildings, as well as scattered site units, and by 1979, RRHA operated nearly 600 housing units dedicated to low-income senior citizens.³⁰

The High-Rise for the Elderly is notable as RRHA's first high rise, and as the authority's first purpose-built senior residence. Equipped with an elevator, ground-floor mailroom, laundry area, trash shoot on each floor, and a ground-floor mailroom, lounge, and cafeteria, the High-Rise for the Elderly offered senior residents increased accessibility and activities that increased overall quality of life. The building included a mixture of unit sizes including 120 efficiency and 80 one-bedroom apartments and each unit was equipped with an emergency alert system that could be triggered from inside the apartment. The system would trigger an audio alarm, and a light over the door would turn on indicating the location of the resident in need of assistance. Residents also formed a "buddy system" to check in on each other periodically.³¹ RRHA also offered services to residents such as transportation to nearby markets so that residents could purchase essential goods, and hosted group activities in the common areas.

²⁹ Richmond Redevelopment and Housing Authority, *1971 Annual Report*, 8.

³⁰ Richmond Redevelopment and Housing Authority, *1979 Annual Report*.

³¹ "Richmond Redevelopment and Housing Authority High Rise for the Elderly," *Virginia Record*, August 1972.

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Figure 1: The rendering of The High-Rise for the Elderly, drawn by architect E. Tucker Carlton, was published in RRHA's 1970 Annual Report. Courtesy of RRHA.

Criterion C: Architecture/Landscape Architecture

The High-Rise for the Elderly is also locally significant under **Criterion C for Architecture and Landscape Architecture** for its design by prominent local architect E. Tucker Carlton, and landscape architect Kenneth R. Higgins. As with their other public housing developments, RRHA hired a team of local and regional experts to design the High-Rise for the Elderly, including architect, E. Tucker Carlton, engineers, Austin Brockenbrough & Associates, Hankins, Anderson & Moncrief, and William T. St. Clair, and landscape architect Kenneth R. Higgins.³² In addition to designing works throughout the City of Richmond and the larger region, E. Tucker Carlton and Kenneth R. Higgins also worked together and separately on other commissions for RRHA; Carlton and Higgins both worked on the Gilpin Court Extension (1968), and Carlton designed Whitcomb Court (1957). The designs of both the high-rise apartment building and the

³² E. Tucker Carlton, et. al., Fay Tower, Richmond, VA: Project No. 7-9, 1968.

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associated designed landscape have remained largely unchanged since their design and construction in the early 1970s.

Eugene Tucker Carlton (1900-1975)

Eugene (E.) Tucker Carlton was born in 1900 in Roanoke, Virginia. He studied electrical engineering at Virginia Military Institute and formed an independent architectural practice in 1939. Carlton's works included a wide range of types, such as single-family dwellings, dormitories, military apartments, commercial buildings, and a few institutional buildings; however, he was possibly best known for his work as a prolific designer of residential apartments and Federal Housing Administration (FHA)-funded housing developments in Richmond during the mid-twentieth century. Between 1945 and 1950, thirteen FHA-insured garden apartments were constructed in Richmond; of these thirteen developments, Carlton is credited with designing at least seven.³³ Throughout his career many of his works, especially his residential apartment buildings, were designed in the Colonial or Classical Revival style. Although the High-Rise for the Elderly departed from Carlton's most common designs and styles, it was not his first modern-style high-rise. Carlton's first, and only other currently identified modern style high-rise, was the Carlton Terrace Apartments, a ten-story, 150-unit International Style apartment building designed with modern amenities that opened in Roanoke, Virginia in 1950. Unlike the High-Rise for the Elderly, which was purpose built solely for low-income senior citizens, Carlton Terrace Apartments included a mixture of commercial and office space in addition to its residential units.³⁴

In 1968, Carlton founded the architecture firm of Carlton, Taylor & Clark. Within the same year his firm designed multiple low-rent apartment buildings for RRHA, including the High-Rise for the Elderly. Although the firm designed Gaskins Village, an apartment development in Henrico County, in 1969, the High-Rise for the elderly may have been one of the last designs credited to Carlton during his career.³⁵ In addition to architecture, Carlton also had a prominent career in the Virginia Legislature as a member of the House of Delegates from 1956 to 1962.³⁶

Kenneth R. Higgins, Landscape Architect

Kenneth R. Higgins was born in Holyoke, Massachusetts in 1915, and studied horticulture and landscape architecture at the University of Massachusetts, Amherst. There he trained under Frank Waugh, and graduated with a BS in 1937 and a BLA in 1938. During World War II he

³³ Holly Springs Apartments, National Register Nomination (2019): Section 8, page 13.

³⁴ "Carlton Terrace Building and Hall's Produce, Roanoke, Virginia," Photo Record, O. Winston Link Museum, History Museum of Western Virginia. Accessed January 26, 2023.
<https://hswv.pastperfectonline.com/Photo/3189F232-4B69-47FC-8A1B-572146302465>.

³⁵ Holly Springs Apartments, National Register Nomination (2019): Section 8 page 22.

³⁶ Virginia Death Records, Ancestry.Com; American Architects Direction, 1956, 1962, and 1970,
<https://aiahistoricaldirectory.atlassian.net/wiki/spaces/AHDAA/pages/36865143/ahd1006775> (accessed 26 Oct 2020).

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was stationed in Virginia, where he met his wife Mary Douthat Smith and settled in Richmond, Virginia. From 1946 to 1948, Higgins worked for Charles F. Gillette, a prominent landscape architect responsible for most of designs for RRHA's early public housing. Gillette and Higgins worked together on various projects including the University of Richmond campus. Higgins then went to work for the Public Housing Administration (PHA) Richmond Field office from 1948 to 1951, where he influenced landscape design and site development for city wide, while also carrying out the standards established by the PHA. In 1952, Higgins established a private firm.

According to the Cultural Landscape Foundation, Higgins' designs are characterized by their low-maintenance plantings and "sensitivity to historic resources."³⁷ Higgins' intentional selection of low-maintenance plantings in his designs remains visible in the High-Rise for the Elderly's landscape through his use of hedges and trees that required only regular pruning as their primary form of maintenance. Higgins' choices for the design of the High-Rise for the Elderly's landscape were also likely influenced by his time working for the PHA Richmond Field office. In addition to advising on alterations to the historic urban landscapes within Richmond, one of Higgins' best-known projects was his participation in Richmond City Planning's James River Park System project.³⁸ Other Richmond projects included rehabilitating the grounds of the John Marshall House and the Monumental Church.³⁹ Higgins was active in several organizations including the Association for the Preservation of Virginia Antiquities (now known as Preservation Virginia), the Monument Avenue Commission, and the Potomac Chapter of the American Society of Landscape Architects.⁴⁰

³⁷ "Kenneth R. Higgins," The Cultural Landscape Foundation, <https://tclf.org/pioneer/kenneth-r-higgins> (accessed 26 Oct 2020).

³⁸ "Kenneth R. Higgins," The Cultural Landscape Foundation.

³⁹ "Kenneth R. Higgins," The Cultural Landscape Foundation.

⁴⁰ "Kenneth R. Higgins," The Cultural Landscape Foundation.

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9. Major Bibliographical References

Bibliography (Cite the books, articles, and other sources used in preparing this form.)

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Richmond Redevelopment and Housing Authority, *1969-1970 Annual Report*

Richmond Redevelopment and Housing Authority, *1971 Annual Report*

Richmond Redevelopment and Housing Authority, *1979 Annual Report*

Richmond Redevelopment and Housing Authority, *1980 Annual Report*

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Secondary Sources

Bickford, Adam and Douglas S. Massey. "Segregation in the Second Ghetto: Racial and Ethnic Segregation in American Public Housing, 1977." *Social Forces*, Vol. 69, No. 4. June 1991.

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Holly Springs Apartments. National Register Nomination. 2019.

"Kenneth R. Higgins." The Cultural Landscapes Foundation. <https://tclf.org/pioneer/kenneth-r-higgins>. Accessed 26 October 2020.

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Previous documentation on file (NPS):

☐ preliminary determination of individual listing (36 CFR 67) has been requested
☐ previously listed in the National Register
☐ previously determined eligible by the National Register
☐ designated a National Historic Landmark
☐ recorded by Historic American Buildings Survey # _____
☐ recorded by Historic American Engineering Record # _____
☐ recorded by Historic American Landscape Survey # _____

Primary location of additional data:

☒ State Historic Preservation Office
☐ Other State agency
☐ Federal agency
☒ Local government
☐ University
☒ Other

Name of repository: Richmond Redevelopment and Housing Authority; Library of Virginia; Virginia Department of Historic Resources

Historic Resources Survey Number (if assigned): DHR #127-7673

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10. Geographical Data

Acreage of Property 2.14

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates

Datum if other than WGS84: _____
(enter coordinates to 6 decimal places)

1. Latitude: 37.553189 Longitude: -77.433961

Or

UTM References

Datum (indicated on USGS map):

☐ NAD 1927 or ☐ NAD 1983

1. Zone:	Easting:	Northing:
2. Zone:	Easting:	Northing:
3. Zone:	Easting:	Northing:
4. Zone:	Easting :	Northing:

Verbal Boundary Description (Describe the boundaries of the property.)

The boundary of the High-Rise for the Elderly includes 2.14 acres within the City of Richmond, Virginia. The rectangular boundary encompasses the north half of the block bounded on the west by Saint James Street, on the north by E Hill Street, on the east by N 1st Street, and on the south by E Federal Street. The boundary follows the parcel lines on the north, east, and west; the southern boundary stretches from N 1st Street to Saint James Street along the southern side of the property's south parking lot. The historic boundary does not include the multi-family residential buildings located in the southern half of the tax parcel. The true and correct historic boundaries are shown on the attached scaled Sketch Map.

Boundary Justification (Explain why the boundaries were selected.)

The High-Rise for the Elderly boundary follows the historic boundary of the apartment building and its associated historic site. The boundary includes The High-Rise for the Elderly building and the landscape architect designed site that surrounds the building. The boundary intersects the current tax parcel to exclude multi-family housing buildings that are associated with the Gilpin Court Public Housing Development, but are not historically associated with

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the construction of The High-Rise for the Elderly. The property's historic setting and all known associated resources have been included within the historic boundary.

11. Form Prepared By

name/title: Kayla Halberg and Ashlen Stump
organization: Commonwealth Preservation Group
street & number: 536 W 35th Street
city or town: Norfolk state: VA zip code: 23508
e-mail: admin@commonwealthpreservationgroup.com
telephone: 757-923-1900
date: February 2, 2023

Additional Documentation

Submit the following items with the completed form:

- **Maps:** A USGS map or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: The High-Rise for the Elderly

City or Vicinity: Richmond

County: n/a

State: VA

Photographer: Kayla Halberg

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Name of Property

City of Richmond, Virginia

County and State

Date Photographed: April 2022

Description of Photograph(s) and number, include description of view indicating direction of camera:

1 of 30.

Photo Number of 30	Description	Camera Direction	Date	Photographer
1	Exterior main entrance, east elevation	W	04/2022	KH
2	East elevation	N	04/2022	KH
3	South elevation	N	04/2022	KH
4	Southwest oblique	NE	04/2022	KH
5	Northwest oblique	S	04/2022	KH
6	North patio and site	W	04/2022	KH
7	Exterior porch along south elevation	W	04/2022	KH
8	East garden patio	S	04/2022	KH
9	Interior first floor; Main lobby	W	04/2022	KH
10	Interior first floor; Main lobby	NE	04/2022	KH
11	Interior first floor; Mail area	W	04/2022	KH
12	Interior first floor; Community room	NE	04/2022	KH
13	Interior first floor; Community room	S	04/2022	KH
14	Interior first floor; Prep kitchen window	W	04/2022	KH
15	Interior first floor; Prep kitchen	W	04/2022	KH
16	Interior first floor; Office	N	04/2022	KH
17	Interior first floor; Office	W	04/2022	KH
18	Interior first floor; Workshop	SW	04/2022	KH
19	Interior first floor; Workshop	NE	04/2022	KH
20	Typical floor finish	N/A	04/2022	KH
21	Typical elevator lobby on even numbered floors.	W	04/2022	KH
22	Typical upper floor corridor	N	04/2022	KH
23	Typical unit entry and kitchen	E	04/2022	KH

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24	Typical efficiency unit	W	04/2022	KH
25	Typical efficiency unit	S	04/2022	KH
26	Typical efficiency unit	W	04/2022	KH
27	Typical galley kitchen	W	04/2022	KH
28	Typical one-bedroom unit	N	04/2022	KH
29	Typical elevator lobby on odd numbered upper floors	W	04/2022	KH
30	Typical central stair access.	W	04/2022	KH

Historic Images Log

Figure Number	Caption
1	The rendering of The High-Rise for the Elderly, drawn by architect E. Tucker Carlton, was published in RRHA's 1970 Annual Report. Courtesy of RRHA.

Paperwork Reduction Act Statement: This information is being collected for nominations to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.). We may not conduct or sponsor and you are not required to respond to a collection of information unless it displays a currently valid OMB control number.

Estimated Burden Statement: Public reporting burden for each response using this form is estimated to be between the Tier 1 and Tier 4 levels with the estimate of the time for each tier as follows:

Tier 1 – 60-100 hours
Tier 2 – 120 hours
Tier 3 – 230 hours
Tier 4 – 280 hours

The above estimates include time for reviewing instructions, gathering and maintaining data, and preparing and transmitting nominations. Send comments regarding these estimates or any other aspect of the requirement(s) to the Service Information Collection Clearance Officer, National Park Service, 1201 Oakridge Drive Fort Collins, CO 80525.

Virginia Dept. of Historic Resources



Virginia Cultural Resource Information System

Legend

Location Map:

High-Rise for the Elderly

127-7673

1202 N 1st Street

Richmond, VA 23219

Lat: 37.553189

Lon: -77.433961



Feet

0 20 40 60 80

1:1,128 / 1"=94 Feet



Title: High-Rise for the Elderly (127-7673)

Date: 5/24/2022

DISCLAIMER: Records of the Virginia Department of Historic Resources (DHR) have been gathered over many years from a variety of sources and the representation depicted is a cumulative view of field observations over time and may not reflect current ground conditions. The map is for general information purposes and is not intended for engineering, legal or other site-specific uses. Map may contain errors and is provided "as-is". More information is available in the DHR Archives located at DHR's Richmond office.

Notice if AE sites: Locations of archaeological sites may be sensitive the National Historic Preservation Act (NHPA), and the Archaeological Resources Protection Act (ARPA) and Code of Virginia §2.2-3705.7 (10). Release of precise locations may threaten archaeological sites and historic resources.

Legend

Sketch Map & Photo Key

High-Rise for the Elderly
127-7673
1202 N 1st Street
Richmond, VA 23219

C = Contributing

 Photo Number & Direction

 Resource Boundary
(white line on map)



Feet

0 20 40 60 80
1:1,128 / 1"=94 Feet



Title: High-Rise for the Elderly (127-7673)

Date: 5/24/2022

DISCLAIMER: Records of the Virginia Department of Historic Resources (DHR) have been gathered over many years from a variety of sources and the representation depicted is a cumulative view of field observations over time and may not reflect current ground conditions. The map is for general information purposes and is not intended for engineering, legal or other site-specific uses. Map may contain errors and is provided "as-is". More information is available in the DHR Archives located at DHR's Richmond office.

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