

United States Department of the Interior
National Park Service

**NATIONAL REGISTER OF HISTORIC PLACES
MULTIPLE PROPERTY DOCUMENTATION FORM**

VLR 3/7/7
NRHP 5/2/7

This form is used for documenting multiple property groups relating to one or several historic contexts. See instruction in How to Complete the Multiple Property Documentation Form (National Register Bulletin 16B). Complete each item by entering the requested information. For additional space, use continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items

New Submission Amended Submission

A. Name of Multiple Property Listing

127-6191

Federal Housing Administration-Insured Garden Apartments in Richmond, Virginia, 1942-1950, MPD

B. Associated Historic Contexts

(Name each associated historic context, identifying theme, geographical area, and chronological period for each.)

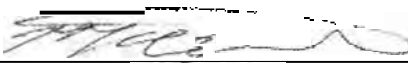
Early Development of the Apartment Building in the United States
The Development of the Suburban and Garden Apartments
Historic Development of Richmond, Virginia
Apartment Development in Richmond, Virginia 1942-1950

C. Form Prepared by

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D. Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this documentation form meets the National Register documentation standards and sets forth requirements for the listing and related properties consistent with the National Register criteria. This submission meets the procedural and professional requirements set forth in 36 CFR Part 60 and the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. (See continuation sheets for additional comments.)



Signature and title of certifying official



date

Virginia Department of Historic Resources

State or Federal agency and bureau

I hereby certify that this multiple property documentation form has been approved by the National Register as a basis for evaluating related properties for listing in the National Register.

Signature of the Keeper

Date of Action

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Provide the following information on continuation sheets. Cite the letter and the title before each section of the narrative. Assign page numbers according to the instructions for continuation sheets in *How to Complete the Multiple Property Documentation Form* (National Register Bulletin 16B). Fill in page numbers for each section in the space below.

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Paperwork Reduction Act Statement: This information is being collected for applications 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. 470 et seq.)

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of the Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

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E. Statement of Historic Contexts

INTRODUCTION

The apartment building as it exists today has evolved from its early beginnings in Europe to the numerous individual apartment houses and complexes located throughout the United States. The multi-family dwellings that had dominated the metropolitan landscape across the United States in the late 19th century were characterized as an “undesirable and makeshift habitation” that was appropriate for “individuals with transient habits.”¹ These apartment houses were typically one of two types: the ultra-luxurious design for the upper class or the tenement housing for the lower class. A majority of the apartments were primarily tenement housing and the horrific conditions of these dwellings soured the middle class against enthusiastically embracing apartment living. Architects and developers began to address this distorted view and developed new “purpose-built” apartments to entice the middle and upper classes to choose this housing option and to provide better housing for the less fortunate.

THE DEVELOPMENT OF THE SUBURBAN AND GARDEN APARTMENTS

The Early History of the Garden City Movement

The early beginnings of the Garden City Movement have been attributed to Sir Ebenezer Howard of England, and his 1898 book, To-morrow: A Peaceful Path to Real Reform. Howard’s writings emphasized the deterioration of the quality of life within the city boundaries and the need to “organize a migratory movement of population from our overcrowded centers to sparsely-settled rural districts.”² Howard established the Garden City Association in 1900 to promote his ideals, which had been embraced in England at the turn of the 20th century. Early examples of “Garden City” development in England include Letchworth (1903) and Welwyn (1919-1920) directly after World War I. Each of these developments had encompassed over 1,200 acres of land with additional acreage set aside for the establishment of a rural belt. The idea was to create residences overlooking natural greens and to provide citizens with above-standard housing.

Extensive plantings and parks areas were located throughout Letchworth and Welwyn in response to this ideal. The importance of the creation of not just housing, but educational facilities, shopping centers and recreation areas, were imperative to the success of the Garden City ideals. The hope was to avoid the problems of the past and the haphazard planning that had occurred in numerous cities. The Garden City movement came to be representative of the thought that, by taking a unified approach to the array of problems that have affected urban areas, significant improvements could begin to be made in rectifying or improving both the major and minor manifestations of such problems.

A different variety of the Garden City movement, the Zeilenbau, was being developed in Germany during the late 19th century. The Zeilenbau’s ideals abandoned the grid-street pattern and emphasized the development of the superblock. The superblock was designed to ensure that all dwellings would be located off major traffic streets, allowing each unit to have an “open vista in at least two major directions for every window and balcony, taking as much advantage as possible of light, sun, and cross ventilation.”³ Two distinctive flaws in the Zeilenbau’s scheme were the deficiency of parking facilities and access streets and the lack of courtyard areas. The Zeilenbau’s ideals were adapted for the needs of American residents and were extremely popular for low-

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income housing developments across the country.⁴ Successful examples of the superblock development include both large complexes such as the Carl Mackley Houses, Philadelphia, Pennsylvania (1933-34), and smaller complexes

The planning and architectural communities enthusiastically embraced the Garden City movement that had begun in England and Germany. This movement was transferred across the Atlantic Ocean and began to gain popularity in the United States in the 1920s. The housing constructed to accommodate the growing number of residents began to take a new form in the 1930s when multi-family housing was introduced on a large scale to Washington, D.C. suburbs.⁵

The National Movement of the “Garden City” Ideals and Suburban Apartment Designs

Throughout the United States’ metropolitan areas, “dwellings within reach of moderate incomes...was almost non-existent.”⁶ In order to combat this shortage, apartment buildings were constructed with great speed and in great numbers during the 1920s, 1930s, and 1940s.

In the United States, three types of housing were prevalent starting in the 1920s for multiple families: group dwellings, apartment houses and garden apartments. These building types accommodated the expanding urban and suburban population. The garden apartment complex would be comprised of three or more two- or three-story buildings with a central entrance, no lobby, and no elevators, arranged together in a landscaped setting.⁷ “Between 1935 and 1942, more than three hundred garden apartment complexes were built in Washington and its suburbs, constituting one of the most important collections of this type of apartment house in the United States.”⁸

Historically, standard urban lots typically resulted in narrow, deep buildings with dark side lots. Early suburban development often continued this pattern. Speculators subdivided land into rectangular lots that expanded the urban grids into the countryside with little concern for the existing landscape or the conservation of open space. The concepts of garden apartments and garden city planning provided developers with the framework to build more attractive and affordable apartment buildings, which were desperately needed in the 1930s and 1940s. These buildings enhancing the effectiveness of multiple dwellings, boasted various features including the avoidance of street frontage in order to embrace the courtyard, or the construction of garages at the outer rim of the apartment development. The designers and developers wanted to avoid the “admittedly wasteful” design of the typical grid-street system found in the cities and to re-open the development for the residents.⁹

During the 1920s, “the advent of [a] freestanding apartment house with large amounts of open space an integral part of the scheme” was a new design concept.¹⁰ The group dwellings were typically constructed in one of three designs; single-family row dwellings, one or two stories high; two-family (flat) dwellings with one unit over the other, or a combination of the two; and the “garden” apartment with three or more, one- to three-story buildings situated among landscaped courtyards and areas. The new “garden” apartments, such as the Park Avenue Community Group, Bronxville, New York (ca.1929) and Walter Reed (Commons of Arlington), South Walter Reed and 13th Street, Nauck, Arlington County, (1948) offered superior air circulation, more pleasing views, and enhanced light in each apartment. “Windows instead of looking into the adjoining house look out upon the broad planted central area.”¹¹ These apartments could provide “ready access to... outdoor garden...spaces; and...eliminate all internal halls.”¹²

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One reason for increased popularity of rental housing was the cost of home ownership. Eighty-five percent of the houses built in 1936 were priced for those in the upper ten percent income bracket.¹³ Not only were houses difficult for the average American to purchase, they were in short supply. Studies determined that the United States had a housing shortage of as many as 10,000,000 units.¹⁴ The stunted development of rental housing units during the Great Depression caused havoc on the residential sector and the construction of new rental units increased dramatically in the 1930s throughout metropolitan and suburban areas in the United States. One example of a large garden apartment complex constructed to combat the shortage for moderate-income families was Falkland, Silver Spring, Maryland (1937). Designed by Louis Justement, this development was located outside of Washington, D.C. and was constructed for an average room rental of \$14.50. The architect in his choice of a rolling and wooded site, placing the units in such a manner that many of the old-growth trees were preserved, achieved the garden city ideals. This complex, designed in the Colonial Revival style, was one of the earliest FHA-insured projects.

Following the Depression, Franklin Delano Roosevelt's Works Project Administration inspired a major change in focus. Initiated in the early 1930s to assist the country's reclamation from the depths of depression, the agency developed programs designed to provide employment, housing, and improve societal problems. "Whether this new housing shall be aided by the Federal Government and whether it shall embody new standards of design is no longer a question. Housing...has a major place on the government's program for economic reconstruction."¹⁵ It met with tremendous success, carrying its director, Secretary of the Interior Harold Ickes, to even greater power.

Amendments to the National Housing Act were passed in 1938 and again in 1939, spurring increased use of FHA-backed financing for projects across the United States and in Arlington County.

Garden Apartments: The Federal Housing Authority Context¹⁶

In the aftermath of World War II, the percentage of Americans living in urban areas increased rapidly, but urban density was lower than ever, as cities spread outward and real estate development engulfed areas that had only recently been farmland. For many young families, "the quality of life in the city was perceived as declining, especially when the older housing stock there was contrasted with the green and private space of the suburban subdivision."¹⁷

Before the Federal Housing Administration (FHA) was established, the U.S. government played little or no role in the mortgage lending business. The stock market collapse in 1929, and the resulting economic depression, was to change that. The vast numbers of mortgage foreclosures by lenders – 1,000 a day in 1933 – precipitated a need for government intervention.¹⁸ The Federal Home Loan Bank act of 1932 was a first step towards strengthening the system.¹⁹ This was followed by National Recovery Act of 1933, which act "authorized the use of Federal funds through the Public Works Administration to finance low-cost and slum clearance housing and subsistence homesteads."²⁰ Also in 1933, Congress created the Home Owners Loan Corporation, a temporary agency established to finance home mortgages by naming the federal government as a second source of credit.²¹ While these efforts did not correct all deficiencies in the system, they provided the foundations for the Housing Act of 1934 and the establishment of the FHA.²²

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On June 27, 1934, President Roosevelt signed the Housing Act into law, at that time “the most significant piece of legislation in the history of American homeownership.”²³ By creating the FHA, the federal government became the guarantor of home mortgages provided by banks and savings-and-loan institutions. With the adoption of self-amortizing mortgages, the FHA extended the length of home mortgage loans from 8-10 years to 20-30 years, while simultaneously reducing both the size of the down payment (from approximately 50% to 10-20%) and that of the monthly payments.²⁴

In addition to establishing the FHA, the Housing Act contained four main provisions. These were 1) insurance against loss on property improvements for approximately sixteen months, 2) mutual mortgage insurance on houses and low-cost housing 3) the establishment of National Mortgage Associations with the authority to buy and sell FHA-insured mortgages, and 3) the creation of the Federal Savings and Loan Insurance Corporation to insure the accounts of savings-and-loan and building-and-loan associations.

The first provision of the National Housing Act provided insurance against loss on property improvement loans and was to operate for approximately a year and a half. The second provision -- mutual mortgage insurance on houses and low-cost housing -- was the heart of the program, as it was believed that the government insurance would pull money into the field of home financing by attracting private investment to houses and low-cost housing. In order to avoid risky investments, only first mortgages were permitted, and that amount had to be tied to an actual appraisal of the property. In addition, a mortgage insurance premium would be included within the borrower's regular mortgage payment and would be distributed to the FHA annually by the lender. Additional insurance was available on low-cost rental housing built by limited-dividend corporations.²⁵

The successful conversion to a peacetime economy was aided by government programs that promoted new housing and provided programs for returning veterans.²⁶ New government loan programs, and other programs for veterans, made home ownership possible for young workers who rented or lived with their families. These programs also made substantial rental housing available to those who could not afford to purchase homes of their own, even with the new government incentives. The FHA facilitated the loans and credit that developers used to put up urban rental apartments and suburban tract housing.

The FHA-backed individual home loans allowed millions of Americans to purchase their first homes. At the same time, however, the FHA appraisal system considered old neighborhoods with African-American or other ethnic populations as not worthy of its investment. These areas were colored in red, or “redlined”, and it was virtually impossible to borrow money to improve or rebuild in those neighborhoods. In addition, VHA and Veterans Administration (VA) policies in the late 1940s prohibited loan guarantees to African-Americans in white neighborhoods.

In the decades following the enactment of the National Housing Act, the percentage of homeowners increased from 44% to 63%, a change ascribed to a combination of the availability of FHA and VA funds.²⁷ The FHA provided only limited guarantees for the repair and expansion of existing dwellings, and the agency primarily subsidized the construction of new low-density, single family units, and new, low-density, garden- and low-rise apartment buildings.²⁸ As a result, the Housing Act of 1934 “encouraged new housing construction on the urban periphery, suburbanization, and population deconcentration. It thus fundamentally changed the morphology of American cities.”²⁹

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The first commitment by the FHA to insure a mortgage under Section 207 of the National Housing Act on a low-cost housing project was Colonial Village (1935, 1939, 1954-1955), in Arlington County. When completed in 1955, Colonial Village provided 974 rental units. The success of Colonial Village spurred the construction of other garden apartment complexes based on its design and ideals.³⁰ Between 1934 and 1940, the FHA had insured mortgages on 240 rental apartment complexes throughout the United States; 200 of those projects were garden apartment projects.³¹ None of these initial garden apartment complexes was located in Richmond, Virginia.

The FHA developed a set of standards to guide financing. These standards addressed seven specific issues:

1. Community: the proposed project area must currently support a “number of diverse sources of income for the families to be served and that there exists a need for the type of development contemplated.”³²
2. Neighborhood: the developers were required to provide “assurance[s] of continued harmonious land uses; [and] integration of the neighborhood and project.”³³
3. Site: the site must be free of topographical impediments, as well as free from noxious adjacent uses such as industrial production. Site coverage “for large-scale projects [was] limited to 20-25%.”³⁴
4. Buildings: The FHA preferred that buildings did not exceed three stories in height, they were to avoid narrow courts, and were to conform to local zoning and sanitary regulations.
5. Dwelling units: The preferred density was 20-25 families per acre for two-story apartments, and 30 families per acre for three-story apartments.
6. Services: The FHA recommended that apartment units include “economical layouts providing a maximum of cross ventilation, and privacy in sleeping quarters... kitchens average between 60 and 70 square feet ... dining rooms average 100 square feet.”³⁵ In addition, the FHA encouraged the construction of individual or grouped laundry facilities, the installation of underground electrical service, and the provision of adequate parking spaces for residents.
7. Cost: the FHA required that the project coordinate “rental levels with existing community levels; land values comparable to other local developments; reasonable expectation of long-term occupancy; sufficient sponsors’ equity in, and profit from, the project to insure satisfactory and continuing maintenance and management; experienced and reliable building contractor.”³⁶

Miles L. Colean, Deputy Administrator of the FHA in 1938, stated that the agency could:

begin to see a new expression of housing development in terms of comfort, amenity, and convenience, realistically related to considerations of cost and demand... The rental projects financed under the insured mortgage system of the Federal Housing Administration... illustrate these new standards. The openness of the planning... the park-like environment, combined with vision for competent and responsible management mean insurance against future slums. The contrast with multi-family structures typical of the Twenties is startling.³⁷

Virginia Context

The first garden apartment complex in the Virginia suburbs of Washington, D.C., was the ambitious and massive Colonial Village complex in Arlington, Virginia, begun in 1935. Colonial Village – extensive in scale – utilized less than 20% of the 40-acre site for buildings. The generous landscaping and park-like settings of the Colonial Village created a setting of generous open space, and much appreciated fresh air.³⁸

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Colonial Village was the first of many garden apartments to receive financial backing from the FHA. The enormous publicity generated by Colonial Village during the mid-1930s made it a model for dozens of similar developments that followed in the next decade, such as the huge Falkland garden apartments, built in 1936 in suburban Silver Spring, MD. While Colonial Village and Falkland were under construction, the federal government was building Washington's first "garden city," Greenbelt, Maryland.

If the population of Washington, D.C. and its suburbs had increased dramatically in the years prior to World War I, it increased tremendously after the war. The first increase was attributed to the tripling of the federal work force between 1916 and 1918. By 1920, the majority of Americans lived in urban and suburban settings, with the suburban population growing at a much faster rate.³⁹ Although the Depression slowed the rapid building rate, by 1934-1935 the rise in construction of new housing units, specifically apartment buildings, was attributed to the influx of new federal workers under Franklin D. Roosevelt's New Deal programs. Arlington County became one of the fastest developing counties in the Washington, D.C. metropolitan area.⁴⁰ The extensive housing shortage in Washington, D.C. led to the construction of 176 new apartment buildings or complexes to be constructed in Arlington County between 1934 and 1954.⁴¹

Richmond Context

Richmond never adopted the garden apartment model on a large scale. Most residents occupied the large number of single-family dwellings that engulfed the landscape of the West End of Richmond and eastern Henrico County, or rented accommodations in the many two- and especially three-story walk-up apartment units that were erected on vacant lots throughout the Fan and near West End.

While the population of the greater Richmond area (the City of Richmond, Chesterfield County, and Henrico County) increased in the post-war period, the population of the City of Richmond declined, both in its relative share of the population, and in absolute numbers.

Between 1940 and 1950, the population of Richmond increased from 193,042 to 230,310, a dramatic increase of 19.3 %. However, in the next decade, between 1950 and 1960, the population of Richmond actually decreased from 230,310 to 219,958, a loss of 4.5% of its population. This dramatic increase followed by population loss had a marked effect on apartment construction in Richmond, with a great many apartments created in the aftermath of World War II, but with comparatively few new ones built after the mid-1950s. For example, in 1947 there were 334 apartment buildings in the city of Richmond, ranging from the Abbey Court at 411 North Boulevard to the York at 2904 Park Avenue.⁴² By 1956, there were 369 apartment buildings in the city of Richmond, an increase of only 10%.⁴³

Few garden apartments survive in Richmond: the fate of Keswick Gardens, a complex that stood at the intersection of Monument Avenue and Willow Lawn until its demolition in the summer of 2005 is typical. That fate will soon be shared by the Kent Road Apartments, a garden apartment complex dating to the late 1940s, that is slated for demolition and replacement in 2007.

Six apartment buildings or complexes were built in Richmond during the 1940s with FHA funding. Each of these projects was significantly smaller than Chamberlayne Gardens and only two can, by any measure, be described as garden apartments.

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The first FHA-sponsored apartment building designed for Richmond (and one of three sited on Chamberlayne Avenue, all begun in 1945) was Brookfield Gardens (FHA project VA 051-60019), designed by architect Samuel N. Mayo, with associated architects Holden, McLaughlin, & Assoc. Architects, New York, built on the block bounded by Chamberlayne Avenue, Bacon Street, School Street, and Hickory Street.⁴⁴ The next FHA-sponsored project was Chamberlayne Gardens, (FHR project VA 051-60020), built to the north of Brookfield Gardens.⁴⁵ The third FHA project in north Richmond and located on Chamberlayne Avenue was the Wicker Apartments (FHA project VA 051-60022) designed by architect W.H. Pringle and built at 33905 – 3921 Chamberlayne Avenue, to the south of Chamberlayne Gardens.

Three additional FHA-sponsored apartment complexes or buildings were built in Richmond in the post-WW II year. All were located near each other in the near West End, and all were built between 1946 and 1948. The Willa Apartments (FHA project VA 051-40016), designed by architect E. Tucker Carlton and built in 1946, consisted of four buildings with two-bedroom apartments.⁴⁶ The next year the Hanover Arms Apartments (FHA project VA 051-40039), . Designed by Marcellus Wright & Sons, Architects, and located at 3513 – 1583 Hanover Avenue, were begun. It was a larger project – twelve buildings with one-bedroom apartments..⁴⁷ The last of the post-WW II FHA-sponsored apartment buildings constructed in Richmond was the Old-Colony apartments (FHA project VA 051-00083.), located at 3313-3327 Cutshaw Avenue and designed by E. Tucker Carlton.⁴⁸

Six apartment buildings or complexes were built in Richmond during the 1940s with FHA funding. Only five of these complexes survive – Brookfield Gardens, the oldest, was demolished, most likely in the 1970s. Chamberlayne Gardens is the oldest surviving FHA-funded apartment complex in Richmond.

Chamberlayne Gardens is also by far the largest of the FHA apartments. It covers two full city blocks; the next largest, the Wicker Apartments (now Bellevue Gardens) covers 2/3-3/4 of one city block. The Hanover Arms occupies approximately half of a city block. The two remaining FHA apartments contain approximately sixteen apartments each, and are very small in comparison to the others. Chamberlayne Gardens is the only FHA apartment in Richmond to have a complete city block (in this case two city blocks) to itself. In every other case, the FHA apartments shared the site with other houses and apartments. Of the six FHA apartments constructed, only two – Chamberlayne Gardens and the Wicker Apartments - are large scale garden apartments. The Hanover Arms apartments can be classified as garden apartments, though on a smaller scale.

In terms of architectural quality, design, and physical integrity, the only FHA apartment complex to approach the quality of Chamberlayne Gardens is Hanover Arms, which may be considered potentially eligible for listing. None of the other FHA-funded apartment complexes appear to be eligible for listing: the Wicker Apartments, the Willa Apartments, and the Old-Colony Apartments are much less interesting in design and scale, and all appear to have lost significant physical integrity. The universe of potentially-eligible FHA-funded post-WW II apartments is a very small one.

With property values rising, garden apartments simply have too high a ratio of land to floor plate to make reuse economically feasible. In most cases, demolition and build-out to existing zoning will yield a far higher economic return. It is essential to the preservation of at least the most significant of FHA-funded garden apartment complexes that they be listed on the Virginia Landmarks Register and the National Register of Historic Places, and historic rehabilitation tax credits be utilized for their rehabilitation. It is only with tax

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credit financing that, in most cases, a financial argument can be built to justify preservation of these resources. Without tax credits, it is generally not economically feasible to retain and rehabilitate these resources.

Between 1942 and 1950 the Federal Housing Authority insures 43 mortgages for multi-family apartments in Richmond, with a total value of \$31,365,200. Mortgages were issued to 21 individual corporations in Richmond, and to a total of 123 such corporations in Virginia as a whole.⁴⁹ (This figure does not include Arlington County, Fairfax County, Prince William County and the Eastern Shore of Virginia, as these areas came under the jurisdiction of another office that was not audited.)⁵⁰ In 1954, 46 U.S. corporations – including four Richmond-based corporations – were found by the I.R.S. to have received FHA-backed mortgages in excess of construction costs. The names of these firms were not released.⁵¹

Three Richmond projects received FHA mortgages between 1942 and 1945: McGuire Park, Brookfield Gardens (which was never built), and Chamberlayne Gardens.⁵² Forty Richmond projects received FHA loans between 1946 and 1950.⁵³

FHA Mortgages for Multi-Family Housing in Richmond, 1942-1945.⁵⁴

NAME	LOCATION	ADDRESS	NO. OF APTS.	MORTGAGE AMT.
Chamberlayne Apts.	Richmond	4301-27 Chamberlayne Ave	60	\$315,900
McGuire Park	Richmond	807-26 E. 45 th	80	\$367,200
Brookfield Gardens	Richmond	Not built	188	\$506,000
Totals			328	\$1,189,100

FHA Mortgages for Multi-Family Housing in Richmond, 1946-1950.⁵⁵

NAME	LOCATION	ADDRESS	NO. OF APTS.	MORTGAGE AMT.
Bonhaven Apts. (Pike Corporation)	Richmond	256 Atwell Drive	132	\$900,300
Bremo Court	Richmond	Not listed	20	\$162,000
Bruce Apts.	Richmond	Not listed	34	\$146,000
Carver Manor	Richmond	Not listed	34	\$144,000
Malvern Manor / Cary-Malvern	Richmond	1 N. Malvern Avenue	276	\$2,204,600
Colony Apts.	Richmond	3313 Cutshaw Avenue	16	\$129,600
Crestview Apts., Nos. 1 and 3	Richmond	Horsepen Road	248	\$2,322,100
George Arthur Apts.	Richmond	Not listed	18	\$151,000
Glenwood Farms Nos. 1 and 2	Richmond	2709 Byron	394	\$3,055,700
Hammond Court	Richmond	2907-27 Chamberlayne Ave	62	\$524,000
Hanover Arms Apts.	Richmond	3513 Hanover Avenue	42	\$310,000
Hilliard Road Apts., Nos. 1 and 2	Richmond	2809 Hilliard Road	212	\$1,510,000
Holly Springs Apts.	Richmond	Not listed	122	\$873,000

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Kensington Place, Inc.	Richmond	3501 Kensington Ave et al	106	\$853,200
Keswick Gardens	Richmond	5200-40 Wythe Avenue	202	\$1720,000
Laburnum Manor Nos. 1 and 2	Richmond	20-108 E. Laburnum Avenue	490	\$3,561,400
Lewis Gardens, Sections I - V	Richmond	Not listed	536	\$3,884,400
Old Brook Corp.	Richmond	Not listed	60	\$351,100
Robinson Park	Richmond	Not listed	14	\$56,000
Suburban Apts.	Richmond	4901 Suburban Avenue	468	\$2,293,299
Third Virginia Apts.	Richmond	2602 Kensington Avenue	18	\$112,500
Fourth Virginia Apts.	Richmond	2700 Kensington Avenue	12	\$108,000
Fifth Virginia Apts.	Richmond	2606 Park Avenue	24	\$194,400
Sixth Virginia Apts.	Richmond	2607 Park Avenue	8	\$64,800
Watkins Corp.	Richmond	Not listed	96	\$618,000
Westminster Apts.	Richmond	4300 Chamberlayne Avenue	16	\$126,000
Westmoreland Apts.	Richmond	2327 Floyd Avenue	16	\$126,800
Willa Apts.	Richmond	3300 W. Grace	16	\$125,100
Totals			3,692	\$26,177,699

FHA-Sponsored Multi-Family Housing in Richmond: 1946-1950

In June of 1946, the Chamberlayne Gardens project was announced, containing six new apartment buildings with a total of 96 dwelling units. To be constructed by Watkins Corporation around the north end of Chamberlayne Avenue, the six buildings were planned to be two-story brick frame structures estimated at a total construction cost of \$375,000. They were to be built at 4801-18 Old Brook Rd.; 900-02 Westbrook Ave.; and at 901-03 Watkins Ave.⁵⁶

By late summer of 1946, the Federal Housing Administration began approval of its first apartment buildings in the Richmond area. Virginia Apartments, a 12-unit apartment house, was to be built on Park Avenue between Robinson and Mulberry Streets by Muhleman and Kayhoe, Inc. and was to be owned and operated by Fourth Virginia Apartments Corporation. The three-story walk-up structures were to contain 12 apartments of five rooms each⁵⁷ and be financed by the People's Life Insurance Company of Virginia through a \$90,000 mortgage insured by the FHA under Title VI of the National Housing Act.⁵⁸ The Act, recently revived by the Veterans Emergency Housing Act, led for a sharp increase in the post-war demand for new rental housing. As noted by David W. Carter, State Director of the FHA, housing applications had increased by 20% during the two months preceding the August 14, 1946 approval of the Virginia Apartments.⁵⁹

Also in August, plans were beginning to take shape for Malvern Manor, a 54-family apartment housing project on both sides of Malvern Avenue between Cary Street and Grove Avenue. The project, costing \$270,000, was made possible by the amendment to the city zoning ordinance approved by City Council in 1945 that permitted to the development of "Community units" of 10 acres for housing projects.⁶⁰ As a housing project, Malvern Manor was not required to comply with all the provisions of the zoning ordinance, but did require compliance

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with the city building code and the approval of the City Planning Commission and City Council.⁶¹ The project was completed and ready for occupation by summer 1947, and although applications were received from prospective renters, none of the units had been allocated at that time, and the rental had not yet been determined.⁶²

In early December of that year, it was reported that plans for the Wicker Apartments / Bellevue Gardens apartment complex were well underway with half of the units already occupied before the completion date on December 15.⁶³ The majority of the apartments were three or three-and-a-half room units and several were as big as five and six-room units. The rent ranged between \$57.50 and \$78.50, with hot-water heat, water and janitorial services furnished.⁶⁴ It was reported on a local news channel that plans for the apartments were completed a year before, but because of the housing boom, construction was delayed as both material and labor were difficult to obtain.⁶⁵

With the turn of a new year came the announcement of another new apartment project. Hammond Court, a 62-unit apartment building on the 2900 block of Chamberlayne Avenue, began construction in January with the first units scheduled for completion by July 1, 1947.⁶⁶ The \$525,000 apartment project will comprise 11 brick buildings arranged in three courts facing Chamberlayne Avenue. Of the 62 units, 54 were to be five-room apartments, with two bedrooms, living room, dining room and kitchen, and eight were to be three-room units with one bedroom, living room, and kitchen-dinette. The five-room units were to rent for \$95 per month and the three-room units were to rent for \$75.⁶⁷ Nine of the buildings containing the larger apartments will be three-story structures and two containing the three-room units will be two-story buildings.⁶⁸ The architects', E. Tucker Carlton, plans for the project provide for basements under three of the buildings, and playground space and parking areas to the rear of the tract. Hammond Court Construction Company was the contractor.⁶⁹

Also in January, construction began on Wicker Apartments, a new 68-unit rental housing project in the 4200 block of Chamberlayne Avenue and Old Brook Road. Completion of the first units was scheduled for June according to an announcement by Earl H. Wicker, owner and builder.⁷⁰ The new project, embracing eight apartment buildings, was estimated at a construction cost of \$419,000, according to a building permit issued by the city building commissioner's office.⁷¹ Two of the buildings will be at 4201-4203 Chamberlayne Ave., with one fronting on a court and the other fronting on the avenue. Two basements had been dug, and bricklaying had started as of the announcement.⁷² Plans of the project, drawn by W.H. Pringle, showed three types of structures in the group of buildings and space allotted for playgrounds. The buildings were to be two-story brick structures with slate roofs. The 68-family units included 12 one-bedroom apartments to rent at \$77.50 per month, 48 two-bedroom units to rent at \$82.50, and eight three-bedroom units at \$98.⁷³

By February 1947, the Virginia Apartments were nearing completion and were partially occupied. The project had expanded to include 18 units, 12 of which were two-bedroom units in the west wing and six of which were one-bedroom units in the east wing. With the total construction cost approximately \$110,000, rent levels were set by the FHA at \$91 for the larger units and \$81 for the smaller units.⁷⁴ The first of the FHA apartments announced in Richmond, this complex included the masonry construction, community facilities, shared playground and off-street parking found in other such apartment buildings.⁷⁵

In the fall of 1947, the Hanover Arms project, termed one of the most up-to-date in the area, was announced. The 42-family apartment project built on the south side of Hanover Avenue between Nansemond and

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Thompson Streets was designed by Marcellus Wright & Son and built by the Wise Contracting Company for Carroll N. Mumford. Work was to begin about November 1 and to finish early in the summer of 1948 with an estimated cost at \$320,000.⁷⁶ The complex boasted a shared playground and fenced yard, with off-street parking. Apartment units had aluminum windows and a 200-cubic foot storage area as well as closet space. For the first time in this area permission was obtained for 'California-type' gas-heating units. These units which were installed in the walls of the principal rooms use city gas and are regulated individually.⁷⁷

By June 1948, construction of a \$1,000,000 apartment development known as Kensington Place, which occupies an entire city block in the West End, was scheduled to begin. The 106 apartment units, in 19 separate buildings, are located between Kensington and Stuart Avenues and between Thompson and Nansmond Streets and were designed by E. Tucker Carlton. Of brick construction, the 19 buildings will include some two-story, some two-and-a-half story and some three story structures, served by two central heating plants with a total of 474 rooms. The architecture was described as being an application of Colonial detail to modern design. The individual apartments included three and one-half, and five-room units. Included in the smallest units were to be one bedroom, living-room, kitchen and bath. The next larger size was to include, in addition, a dinette. Approximately 70 percent of the 106 units will be of five rooms, including two bedrooms, living-room, dining-room, kitchen and bath. The three and one-half-room apartments constitute the top floor of the two and one-half story buildings and are of the Williamsburg type, with sloping ceilings and dormer windows. Gas refrigerators and stoves were installed in each apartment. Heat from an oil system, hot water and janitor service were provided. Automatic laundry equipment was installed in the basements for the use of the occupants and locker space was also provided in the basement and an additional service stairway for each unit. Rentals for the three sizes were set at \$62.50, \$67.50 and \$90 per month, respectively.⁷⁸

In April 1948, Keswick Gardens, an \$810,000 apartment project for Monument Avenue just beyond the city limits, was approved.⁷⁹ The 18-unit project was built between Willow Run and Byrd Avenue in the Keswick Gardens subdivision and contained 202 family units as stated by the permit application. Keswick Gardens, Inc., of Arlington, was listed as the builder and E. Tucker Carlton, of Richmond, was the architect of the three-story high brick apartment dwellings.⁸⁰

Also in 1948, a 16-family apartment project of four two-story buildings, dubbed Westminster Apartments, became underway on the southwest corner of the 4300 block of Chamberlayne Avenue. Occupancy was scheduled to begin in late summer. Two of the buildings front Chamberlayne and two front Westminster Avenue. Each has four apartments with living room, dinette, kitchen, bath and two bedrooms with a parking area provided in the rear. The project was built by Edward G. Taylor, contractor, for the Westminster Corporation. E. Tucker Carlton was the architect and Rose and Lafoon Company was the rental agent.⁸¹

By December 1948, 21 of the 42 Hanover Farms units had been rented according to Howard W. Taylor, realtor for the project. The individual units were to rent for \$75 for four rooms, and \$90 per month for the five-room apartments.⁸² The builders said that work on the project had progressed slowly but the work which was begun in the latter part of 1947 had been sped up on the line of three- and four-family dwellings. They were expected to be ready for occupancy within the next month, the realtor said.⁸³

By the end of 1948 yet another apartment complex was being planned for the Richmond area. Crestview Apartments, a \$3.5 million project built on the north side of Horsepen Road in Crestview Extended, contained

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494 units and was to be built by the Duke Construction Company.⁸⁴

In July of 1949, it was reported that Hanover Arms would feature individual gas-fired wall heating units.⁸⁵ Because of the use of the wall heating units, no chimneys were included in the building.⁸⁶ The units have been designed with alternate flat and sloping roofs. Each apartment has a picture window, and all windows have aluminum frames. Steel bar joists and concrete floor and ceiling slabs make the construction fire resistant. Floor plans are staggered, eliminating the row type of apartment units. Rear yards, however, are laid out in a single group, with one play area and a special parking and garbage disposal areas.⁸⁷

Also in 1949 it was announced that playground facilities for both children and adults will be featured at Laburnum Manor, a 210-unit apartment project nearing completion in the 100 and 200 blocks of East Laburnum Ave. The apartments, all furnished with electric stoves, refrigerators, and hot water heaters, were to be in the medium-rent class according to E.H. Wicker, contractor for the project.⁸⁸ Each apartment was to have separate front and rear entrances, and some of the units were to be on two levels. The project covers 26 acres and includes 25 buildings, each with two to 14 living units.⁸⁹ Outside finish of the buildings was to be brick veneer, wood shingles and clapboard. Two of the buildings were to be used as laundry centers for Laburnum Manor residents. A number of bedrooms in the apartment will vary from one to three. The windows are steel casement, and interior doors of hollow-core hardwood construction. Each building is to be equipped with a separate oil heater.⁹⁰ The playground areas were to include horseshoe pitching lots, tennis courts, a softball diamond, swings and slides. Off-street parking was to be provided in the front of the buildings.⁹¹ A shopping center is also planned at the corner of Alma Avenue and Laburnum Avenue.⁹² The apartments were to be ready for occupancy in April or May of 1949, and an additional 260 units were to be started in the spring. E. Tucker Carleton was the architect for the project, and Alfred L. Blake & Son was to be the rental agent.⁹³

In 1950, Suburban Apartments, a 468-family apartment project was approved for Staples Mill Road. The permit for the 74 apartment buildings and five accessory buildings, all estimated to cost \$1,404,000 was issued to Suburban Apartments, Inc. The buildings will be erected south of Bethlehem Road.⁹⁴

The FHA ended the apartment loans program in 1950. Between 1946 and 1950 the FHA made 123 mortgages throughout the state, with some projects having more than one mortgage (not including Arlington County, Fairfax County, Prince William County, and the Eastern Shore of Virginia), for a total of \$78,627,800. This covered 10,814 apartment units, at an average cost of \$7,270 for each unit.⁹⁵

In April 1951, The Richmond Redevelopment and Housing Authority reported on Richmond ex-GI's. They are becoming fathers so fast they are getting too big for their apartments. The evidence consists of about 15 unrented one-bedroom apartments in the veteran's emergency housing project near Byrd Airport in Sandston. Project rules say that if a veteran and his wife have more than one child, they must move to a larger apartment. The result, according to project records, is that two- and three-bedroom apartments are at a premium. Mostly they are occupied by graduates of one-bedroom apartments. When the Virginia Air National Guard was called to active duty, 32 one-bedroom apartments were vacated at one fell swoop. So far, the project rental office files have produced only 17 replacements who could qualify. Up until this year, the low-rent apartments in all categories had hardly gone without a tenant for as much as one day. As soon as one family moved out, another moved in, sometimes almost simultaneously. Now the project has relaxed its rules. A veteran can get a one-bedroom apartment even if he has no children.⁹⁶

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By 1954, apartment construction slowed considerably, in spite of a roughly forty percent rise in residential construction.⁹⁷ “At present, only two brick apartment dwellings are under construction in the Richmond area. And neither builder – Nathan Webber & Sons, nor E. Carlton Wilton – considers apartment construction the major factor in his business.”⁹⁸ The Richmond News-Leader reported that, although residential construction was proceeding at a rapid pace, multiple dwelling building had “slackened considerably.”⁹⁹ Young married couples, however, were seen as the basis for any remaining demand for apartments.¹⁰⁰

The post-World War II apartment building boom appeared to be finished. By 1955 the Richmond news reported significant vacancy problems in most of the large apartment buildings. A survey showed that many big apartment projects are 10 to 30 percent empty, a record pace in new home construction is pulling away many apartment dwellers, and apartment managers are becoming more lenient in remodeling and renting. In sharp contrast, however, a minority reported that they were filled to capacity or near capacity. The explanation was the same from every quarter: The housing boom and low-financing on new homes. The Chamber of Commerce also released figures strongly backing that contention. Home construction in the Richmond area, said the chamber, soared to an all-time record during the first six months of 1955. Residential permits were valued at \$25,594,054, more than \$5,000,000 higher than at the same time a year ago. Permits were issued for 2,647 homes so far in 1955, 600 more than last year at the same time.¹⁰¹ Increased availability of affordable loans, low down payments, and single-family housing stock combined to lure residents away from apartment living to the growing suburbs.¹⁰² The manager of an East End project, which reported more than 100 vacancies in about 525 units said, “Hundreds of new homes are going up within walking distance of here. The monthly payments are lower than the rents we have to charge. It’s the same everywhere.” The manager stated that about 75 percent of the tenants she lost moved to new homes in the \$9,500 to \$12,500 price bracket.¹⁰³ Some managers readily admitted they were willing to make repairs and redecorate some units in order to rent them cheaper.”¹⁰⁴ “The trend away from big apartments – and the survey did not deal with small and downtown apartments – was reflected in the moving business. A man who rents about 40 trucks on an hourly basis said he never has any left after 9 A.M. on a Saturday. Many of them go out again in the afternoon too, he added. He also noted that the mileage rates were higher this year than ever before because of movement into the outlying subdivisions.”¹⁰⁵

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F. Associated Property Types

NAME OF PROPERTY TYPES: APARTMENTS (DOMESTIC AND MULTIPLE DWELLINGS)

The variety of forms commonly associated with FHA-insured apartment buildings in Richmond was general small in scale and dispersed across the landscape; the apartments constructed were two and three stories tall, and the type includes garden apartment complexes and low-rise apartments. Between the years 1942 and 1950, the apartment buildings within the boundaries of the survey area ranged from two to three stories in height and from individual buildings to complexes 490 apartments. In comparison with Arlington County, the scale of FHA-insured apartment buildings was much smaller.

The FHA-insured apartment complex resources of Richmond, Virginia, include buildings designed and constructed specifically to function as multiple dwellings. These buildings are between two and three stories tall, contain at least sixteen self-sufficient apartment units and were constructed between 1942 and 1950. These buildings retain sufficient integrity and historic characteristics to enable identification with the property type. The characteristics include the primary façade appearance, significant character-defining features, the complex design, if applicable, and preferably, though not necessarily, the basic configuration of the original floor plan outlining the public halls and apartment units. Analyzed by form, there are two sub-types of this property type in Richmond representing different approaches in use.

- A. Garden Apartment Complex
- B. Individual Low-Rise Apartment Building

A. Name of Property Subtype: Garden Apartment Complex

The sub-type known as the garden apartment is composed of individual buildings forming a group of at least three buildings designed and constructed specifically to function as a multiple dwelling. These small buildings were designed to contain at least four self-sufficient dwelling units. Each building is at least two and no more than three stories high and has a single main public entrance. The building can also be designed as a row house at least two and no more than three stories high. The buildings do not have an elevator. The group is designed and sited to relate to the surrounding landscape. These garden apartments were constructed in Richmond between 1942 and 1950 and were designed to provide moderate-income housing for veterans returning from World War II and other working individuals and families seeking independent rental housing in Richmond.

The garden apartment design is significant for its role in providing a new type of housing for residents within Richmond. The design of the garden apartment complex and its relationship to the surrounding landscape represented a distinctly mid-20th century idea of multi-residential living. The small mass, low height and moderate density of each building within the complex set within a landscaped environment separated them from more urban forms of the property type. This sub-type resulted from changing social ideals calling for a healthier approach to residential patterns. Developed after the general acceptance of multiple presentations of the same building design and the growing interest in more suburban environments, the garden apartment allowed for several buildings to be grouped in a pleasing aesthetic plan intended to provide a more hospitable and healthier

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life for the occupants. A majority of these complexes were designed in the Colonial Revival style with isolated examples designed in the Art Deco style. The sub-type played a major role in the development of public housing ideals of the 1930s through the 1940s and is a critical component of the apartment building type in Richmond.

Garden apartment buildings may be listed on the National Register under Criteria A and C. The significance of this sub-type is that it is a representation of the leading model promoted by the Federal Housing Administration during the 1930s through the 1950s. The FHA and developers constructed these building types in an attempt to house many veterans returning from World War II and other working individuals and families seeking independent rental housing.

The FHA-insured garden apartment complexes include:

Chamberlayne Apartments, 4301-27 Chamberlayne Ave., (60 units)
McGuire Park, 807-26 E. 45th, (80 units)
Bonhaven Apartments, 256 Atwell Drive, (132 units)
Malvern Manor / Cary-Malvern, 1 N. Malvern Avenue, (276 units)
Glenwood Farms, Nos. 1 and 2, 2709 Byron, (394 units)
Hammond Court, 2907-27 Chamberlayne Avenue, (62 units)
Hanover Arms Apartments, 3513 Hanover Avenue, (42 units)
Hilliard Road Apartments., Nos. 1 and 2, 2809 Hilliard Road, (212 units)
Kensington Place, 3501 Kensington Avenue et al, (106 units)
Laburnum Manor Nos. 1 and 2, 20-108 E. Laburnum Avenue, (490 units)
Wicker Apts./Bellevue Gardens, 4101 Chamberlayne Ave.

Several FHA-insured garden complexes have been demolished, these include:

Brookfield Gardens, Chamberlayne Avenue, Bacon Street, School Street, and Hickory Street
Crestview Apartments, 248 apartments
Keswick Gardens, 5200-40 Wythe Avenue, (202 units)
Suburban Apartments, 4901 Suburban Avenue, (468 units)

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B. Name of Property Subtype: Individual Low-Rise Apartment Building

The sub-type known as the low-rise apartment building is composed of one or two buildings designed and constructed specifically to function as a multiple dwelling. These small buildings were designed to contain at least three self-sufficient dwelling units. The low-rise apartment building is at least two and no more than three stories high with a single main public entrance. The buildings do not have an elevator. This sub-type is designed to take advantage of a limited site size in comparison with the complex layout of the garden apartment. These low-rise apartment buildings were constructed in Richmond between 1942 and 1950 and were designed to provide moderate-income housing for veterans returning from World War II and other working individuals and families seeking independent rental housing in Richmond.

The low-rise apartment building design is significant for its role in providing an efficient use of land in locations already served by public transportation and utilities, directly affecting pattern of population growth. The small mass, low height and moderate density of the building and its location within an established neighborhood identified them with the more urban forms of the property type. A majority of the buildings were designed in the Colonial Revival style with isolated examples designed in the Art Deco style.

Low-rise apartment building may be listed on the National Register under Criteria A and C. The significance of this sub-type is that it is an individual representation of the large scale complexes constructed within the context of the testing ground for the Federal Housing Administration during the 1930s through the 1950s. The FHA and developers constructed these building types in an attempt to house the many moderate-income housing for veterans returning from World War II and other working individuals and families seeking independent rental housing in Richmond.

Individual low-rise apartment buildings include:

Colony Apartments, 3313 Cutshaw Avenue, (16 units)
Virginia Apartments, 2602, 2602, 2607, 2700 Kensington Avenue, (62 units)
Westminster Apartments, 4300 Chamberlayne Avenue, (16 units)
Westmoreland Apartments, 2327 Floyd Avenue, (16 units)
Willa Apartments, 300 W. Grace, (16 units)

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G. Geographical Data

EXTANT RESOURCES

RESOURCE NAME	ADDRESS	BUILDING FORM AND SUB-TYPE
Chamberlayne Apts.	4301-27 Chamberlayne Ave.	Garden Apartment Complex (60 units)
McGuire Park	807-26 E. 45 th	Garden Apartment Complex (80 units)
Bonhaven Apts	256 Atwell Drive	Garden Apartment Complex (132 units)
Malvern Manor / Cary-Malvern,	1 N. Malvern Avenue	Garden Apartment Complex (276 units)
Colony Apts.	3313 Cutshaw Avenue	Individual Low Rise Buildings (16 units)
Glenwood Farms, Nos. 1 and 2,	2709 Byron	Garden Apartment Complex (394 units)
Hammond Court	2907-27 Chamberlayne Avenue	Garden Apartment Complex (62 units)
Hanover Arms Apts.	3513 Hanover Avenue	Garden Apartment Complex (42 units)
Hilliard Road Apts., Nos. 1 and 2,	2809 Hilliard Road	Garden Apartment Complex (212 units)
Kensington Place	3501 Kensington Avenue et al	Garden Apartment Complex (106 units)
Laburnum Manor Nos. 1 and 2,	20-108 E. Laburnum Avenue	Garden Apartment Complex (490 units)
Suburban Apts.	4901 Suburban Avenue	Garden Apartment Complex (468 units)
Virginia Apts.	2602, 2602, 2607, 2700 Kensington Avenue	Individual Low Rise Buildings (62 units)
Westminster Apts.	4300 Chamberlayne Avenue	Individual Low Rise Buildings (16 units)
Westmoreland Apts.	2327 Floyd Avenue	Individual Low Rise Buildings (16 units)
Wicker Apts./Bellevue Gardens,	4101 Chamberlayne Ave.	Garden Apartment Complex
Willa Apts.	3300 W. Grace	Individual Low Rise Buildings (16 units)

DEMOLISHED RESOURCES

RESOURCE NAME	ADDRESS	BUILDING FORM AND SUB-TYPE
Brookfield Gardens	Chamberlayne Ave., Bacon St., School St., and Hickory St.	Garden Apartment Complex (unknown)
Crestview Apartments,	Horsepen Road	Garden Apartment Complex (248 units)
Keswick Gardens	5200-40 Wythe Avenue	Garden Apartment Complex (202 units)

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H. Summary of Identification and Evaluation Methods

This MPD was undertaken at the request of the Department of Historic Resources in order to facilitate the individual nomination of the Chamberlayne Gardens Apartments in Richmond, Virginia. The project evaluated information about apartment complexes in Richmond financed by the Federal Housing Authority, including garden apartments and individual low-rise apartments, for the period 1942-1950. This project was not supported by Cost Share funding, City or Richmond funding, nor did it receive any public support. It was an entirely privately-funded effort to secure the individual listing of the Chamberlayne Gardens apartments so that they might be rehabilitated for the benefit of the low- and moderate-income residents who live there.

Research into the history of Richmond was conducted prior to, in conjunction with, and after the completion of the on-site survey. Published and unpublished materials, including archival resources at the Library of Virginia were consulted, including historic maps, photographs. The archives of the Richmond Times-Dispatch (which include the archives of the now-defunct Richmond Times-Leader) were particularly helpful. Research included the examination of general histories of Richmond for an understanding of the city's development, research into the influence of the Federal Housing Administration.

The survey identified two subtypes of apartment resources within Richmond that were constructed between 1942 and 1950 that were constructed using FHA funding. These resources included the Garden Apartment Complex and the Individual Low-Rise Apartment Building. The architectural and physical features of the surviving properties were considered in developing the outlines of potential registration requirements.

General Eligibility Statement

In terms of architectural quality, design, and physical integrity, the only FHA apartment complexes to approach the quality of Chamberlayne Gardens are Malvern Manor and Hanover Arms, which may be considered potentially eligible for listing. Few of the other FHA-funded apartment complexes appear to be eligible for listing: the Wicker Apartments, the Willa Apartments, and the Old-Colony Apartments are much less interesting in design and scale, and all appear to have lost significant physical integrity. The universe of potentially-eligible FHA-funded apartments built between 1942 and 1950 is a very small one.

Few garden apartments survive in Richmond: the fate of the Keswick Gardens, which stood at the intersection of Monument Avenue and Willow Lawn until the summer of 2005 is typical. Likewise, the demolition of the large garden apartment complex on Staples Mill Road in 2004 exemplifies the fate of most of these garden apartment complexes. That fate will soon be shared by the Kent Road Apartments, a garden apartment complex dating to the late 1940s; it is slated for demolition and replacement.

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APPENDIX 1:

FHA Mortgages for Multi-Family Housing in Virginia (other than Richmond), 1942-1945.¹⁰⁶

NAME	LOCATION	NO. OF APTS.	MORTGAGE AMT.
Ashland Manor	Ashland	32	\$241,000
Greenwood Apts.	Bedford	12	\$72,000
Hampton Ridge Apts.	Bedford	8	\$35,000
Strickler Apts.	Blacksburg	12	\$72,000
Winway Apts.	Blacksburg	30	\$222,000
College Terrace Apts.	Bluefield	30	\$228,000
Lee Garden Apts.	Bristol	52	\$421,200
University Circle	Charlottesville	19	\$137,700
University Manor Corp.	Charlottesville	69	\$547,200
Colonial Court Apts.	Colonial Heights	64	\$494,000
Beverstone Corp.	Danville	12	\$97,200
Riverview Apts.	Danville	17	\$123,300
Lucas Apts.	Fredericksburg	24	\$172,800
University Apts.	Fredericksburg	10	\$70,000
Applewood Apts.	Front Royal	20	\$121,300
Cherrywood Apts	Front Royal	20	\$121,300
Oakwood Apts.	Front Royal	20	\$121,300
Forest View Apts.	Halifax	8	\$62,000
Pine Chapel Village, Sections 1-4	Hampton	500	\$3,712,500
Sinclair Farms, Nos. 1 and 2	Hampton	270	\$1,932,600
Madison Terrace Apts.	Harrisonburg	42	\$307,000
Highland Manor	Highland Springs	34	\$204,000
Mansion Hill Apts.	Hopewell	56	\$415,800
Nelson Apts.	Lexington	44	\$308,000
Chestnut Hill Apts., Inc.	Lynchburg	21	\$170,000
Langhorne Road Apts.	Lynchburg	100	\$728,000
Lexington Apts.	Lynchburg	20	\$144,000
Hughes Apts.	Martinsville	14	\$106,200
Monroe Arms	Martinsville	8	\$54,000
Roberta-Allen Apts.	Narrows	30	\$210,000
Chesapeake Manor	Norfolk	332	\$1,755,800
Chester Corp.	Norfolk	124	\$984,400
Elmore Place Apts.	Norfolk	96	\$647,700
Huntington Place	Norfolk	140	\$963,000
Kingsley Lane Apts.	Norfolk	32	\$264,600
Lafayette Shore, Section 5	Norfolk	172	\$1,22,700
Lakewood Drive	Norfolk	112	\$762,000

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NAME	LOCATION	NO. OF APTS.	MORTGAGE AMT.
Marberry Apts.	Norfolk	16	\$129,600
Marshall Manor	Norfolk	204	\$1,101,600
Martin Apts.	Norfolk	16	\$129,600
Meadowbrook Gardens	Norfolk	100	\$813,600
Norway Place	Norfolk	124	\$848,000
Ocean Air Apts, No. 1 and No. 4	Norfolk	212	\$1,696,400
Riverpoints Apts.	Norfolk	220	\$1,740,000
Riverside, Inc.	Norfolk	108	\$835,200
Sewell Park Apts.	Norfolk	224	\$776,703
Sussex Development Corp.	Norfolk	132	\$1,047,600
Sussex Estates	Norfolk	10	\$860,000
Sussex Housing Corp.	Norfolk	68	\$550,800
Carroll Arms Apts.	Petersburg	138	\$676,000
Churchill Apts.	Petersburg	84	\$642,600
Powhatan Apts.	Rankling	14	\$95,800
Carver Terrace Apts.	Roanoke	28	\$118,300
English Garden, Section II	Roanoke	32	\$244,800
English Gardens Apts.	Roanoke	52	\$424,800
Greenwood Homes, Inc.	Roanoke	9	\$79,800
Longview Apts.	Roanoke	18	\$145,800
Roanoke Apts.	Roanoke	225	\$1,691,000
Round Hill Apts.	Roanoke	12	\$90,000
Stonewall Jackson	Roanoke	60	\$482,400
Waldorf Development Corp.	Roanoke	14	\$106,200
Carlton Terrace Apts.	Roanoke	150	\$1,787,800
Blair Apts.	Salem	35	\$248,800
Elizabeth Heights Apts.	Salem	24	\$163,800
Grove Apts.	South Boston	11	\$66,000
Parkwood Apts.	Staunton	53	\$401,400
Triangle Apts.	Triangle	40	\$287,500
Mayflower Apts.	Virginia Beach	271	\$2,546,400
Ocean Lake Apts.	Virginia Beach	108	\$575,000
River Drive Apts.	Warwick	208	\$1,684,800
Warwick Gardens	Warwick	268	\$1,763,200
Warwick Gardens No. 2	Warwick	293	\$2,025,200
Jefferson Apts.	Waynesboro	20	\$153,000
Wayne-Wood Apts.	Waynesboro	20	\$150,000
Williamsburg Apts.	Williamsburg	811	\$896,400
Holliday Apts.	Winchester	48	\$340,000
Totals		7,184	\$46,667,503

Average investment per unit outside of Richmond, 1942-45: \$7,574.

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APPENDIX 2:

FHA Mortgages for Multi-Family Housing in Virginia (other than Richmond), 1946-1950.¹⁰⁷

NAME	LOCATION	NO. OF APTS.	MORTGAGE AMT.
Armstrong Gardens No. 1	Hampton	48	\$520,700
South Hampton Apts. Nos. 1 and 2	Hampton	400	\$1,750,000
Seven Oaks Apts.	Newport News	220	\$932,000
Bondale Apts.	Norfolk	200	\$925,000
Colonial Manor Apts.	Norfolk	168	\$555,000
Talbot Park Apts.	Norfolk	296	\$1,100,000
Portsmouth Gardens	Portsmouth	136	\$475,000
Carver Homes	Portsmouth	180	\$480,000
Howard Apts. Nos. 1 and 2	Portsmouth	115	\$297,200
Lee Hall Apts.	Portsmouth	250	\$1,194,500
Newport Homes	Portsmouth	250	\$960,000
Huntington Court	Warwick	200	\$910,000
Totals		2,463	\$10,099,400

Average investment per unit outside Richmond, 1946-50: \$4,100.

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³ Arlington County Historical Affairs & Landmark Review Board, "Buckingham Community: Its Background." Hearing Handout, July 22, 1991, p. 2.

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⁵ C.B. Rose, Jr., *Arlington County, Virginia: A History*. (Baltimore, Maryland: Port City Press, 1976), p. 176.

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⁷ James M. Goode, *Best Addresses*. (Washington, D.C.: Smithsonian Institution Press, 1988), p. 173.

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⁹ Charles F. Lewis, "A Moderate Rental Housing Project in Pittsburgh," *The Architectural Record*, Volume 70, Number 4, October 1931, p. 222.

¹⁰ Goode, p. 173.

¹¹ Henry Wright, "Housing-Where, When, and How?" *AR* 68 (July 1933), p. 82.

¹² *Ibid*.

¹³ "New Virginia Project Result of U.S. Home Shortage," *The Washington Post*, May 16, 1937. p. 1.

¹⁴ *Ibid*.

¹⁵ Henry Wright, "Housing-Where, When, and How?" p. 78.

¹⁶ The discussion of the Federal Housing Authority was based upon the excellent discussion of the Federal Housing Authority in National Register Nomination, Multiple Property Document, "Garden Apartments, Apartment Houses and Apartment Complexes in Arlington County, Virginia: 1934-1954," Virginia Department of Historic Resources Archives File 000-8825, Richmond.

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- ²⁰ Ibid.
- ²¹ Biles, Vol 1, p. 361.
- ²² National Register Nomination, Multiple Property Document, "Garden Apartments, Apartment Houses and Apartment Complexes in Arlington County, Virginia: 1934-1954," Virginia Department of Historic Resources Archives File 000-8825, Richmond.
- ²³ Biles, Vol 1, p. 361.
- ²⁴ Ibid.
- ²⁵ NRN, MPD File 000-8825, Richmond.
- ²⁶ Tyler-McGraw, p. 282.
- ²⁷ Biles, Vol 1, p. 361.
- ²⁸ Ibid.
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- ³¹ "Garden Apartments," The Architectural Forum, Volume 72, Number 5, May 1940, p. 309.
- ³² "Multiple Housing Under FHA: Government Housing Standards," The Architectural Record, Volume 84, Number 3, September 1938, p. 97.
- ³³ Ibid.
- ³⁴ Ibid.
- ³⁵ Ibid.
- ³⁶ Ibid.
- ³⁷ Ibid, p. 96.
- ³⁸ Goode, p. 325. The best description of the Virginia context (Arlington County) is NRN, MPD File 000-8825, Richmond.
- ³⁹ Gwendolyn Wright, Building the Dream: A Social History of Housing in America, (Cambridge, Massachusetts: The MIT Press, 1981), p. 195.
- ⁴⁰ Goode, p. 324.
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- ⁴² Richmond City Directory, 1947, s.v. "Apartment Buildings."
- ⁴³ Richmond City Directory, 1956, s.v. "Apartment Buildings."
- ⁴⁴ Brookfield Gardens, Permit Number: 27194, Brookfield Gardens, Address: Property bounded by Chamberlayne, Bacon, School and Hickory Sts., 1945 Control Number: 2354. Drawn by: Samuel N. Mayo, Architect, Richmond, Virginia; Holden, McLaughlin & Assoc., Assoc. Architects, NY; Contractor: Allen Saville, Inc., Richmond, Virginia; Commissioned by: Brookfield Gardens; Notes: Part of the Federal Housing Administration (Project 051-60019).
- ⁴⁵ Three sets of architectural drawings for Chamberlayne Gardens survive. The first is: Chamberlayne Gardens, Permit Number: 27863, Chamberlayne Gardens, Address: 4315-27 Chamberlayne Ave.; 4314-26 Old Brook Rd., 1946 Control Number: 2547. Drawn by: Bernard B. Spigel, Architect, Norfolk, Virginia; Contractor: Old Brook Corp.; Commissioned by: Old Brook Corp. City of Richmond, Bureau of Permits and Inspections, Building permits, architectural blueprints and specifications, 1907-1949, Library of Virginia. The second is: Chamberlayne Gardens, Permit Number: 27161, Chamberlayne Gardens, Address: 4301 Chamberlayne Ave., 1945 Control Number: 2357. Drawn by: Bernard B. Spigel, Architect, Norfolk, Virginia; Commissioned by: Chamberlayne Gardens [Part of Federal Housing Administration (Project VA 051-60020)]. City of Richmond, Bureau of Permits and Inspections, Building permits, architectural blueprints and specifications, 1907-1949, Library of Virginia. The third and final is: Chamberlayne Gardens,

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Permit Number: 28128, Chamberlayne Gardens, Chamberlayne Ave., Address: 4801-19 Chamberlayne Ave.; 4800-18 Old Brook Rd.; 900-02 Westbrook Ave.; 901-03 Watkins Rd., 1946 Control Number: : 2475. Drawn by: Bernard B. Spigel, Architect, Dickson Building, Norfolk, Virginia; Commissioned by: Watkins Corp. City of Richmond, Bureau of Permits and Inspections, Building permits, architectural blueprints and specifications, 1907-1949, Library of Virginia.

⁴⁶ Willa Apartments, Permit Number: 28995, Willa Apartments, FHA Project No. VA-051-40016, Address: 3300-04 W. Grace; 1000 N. Tilden, 1947 Control Number: 2822 Drawn by: E. Tucker Carlton, Architect; Contractor: B. O. Williams, Building Contractor; Commissioned by: Willa Corp.; [Four buildings with two-bedroom apartments.] City of Richmond, Bureau of Permits and Inspections, Building permits, architectural blueprints and specifications, 1907-1949, Library of Virginia.

⁴⁷ Hanover Arms Apartments, Permit Number: 28914, Hanover Arms Apartments, FHA Project No. 051-40039, Address: 3513-83 Hanover Ave., 1947 Control Number: 2833. Drawn by: Marcellus Wright & Son, Architects, Richmond, Virginia; Contractor: N/A; Commissioned by: Hanover Arms Apartments. [Twelve buildings with one bedroom apartments.] City of Richmond, Bureau of Permits and Inspections, Building permits, architectural blueprints and specifications, 1907-1949, Library of Virginia.

⁴⁸ Old-Colony Apartments, Permit Number: 29699, Old-Colony Apartments, 3313-27 Cutshaw Avenue, Address: 3313-19 Cutshaw Ave., 1948 Control Number: 3026. Drawn by: E. Tucker Carlton, 1009 E. Main Street, Richmond, Virginia; Contractor: W. L. Petway; Commissioned by: Colony Apartment Corp. [FHA Project No. VA-051-00083.] City of Richmond, Bureau of Permits and Inspections, Building permits, architectural blueprints and specifications, 1907-1949, Library of Virginia.

⁴⁹ "Second List Out for Va. Projects", Richmond Times-Dispatch, 21 April 1954.

⁵⁰ "Four Are Firms Cited in FHA Deal, Internal Revenue Lists No Names," Richmond Times-Dispatch, 17 April 1954.

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⁵⁶ "Six New Apartment Houses to be Built on Chamberlayne," Richmond News-Leader 26 June 1946.

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⁷⁶ "Work to Begin on 42-Family Project To Begin About November 1," Richmond News-Leader 22 October 1947.

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- 102 Ibid.
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