

## STATE LEVEL HISTORIC RESOURCE DOCUMENTATION

**Washington Village**  
Raymond and Day Streets  
Norwalk, Fairfield County  
Connecticut

Prepared For:

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**BL Project No. 13L3942**

February 7, 2014

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At the request of The Housing Authority of the City of Norwalk (“Client”), BL Companies has prepared a property specific state level documentation as well as an overall narrative history of public housing in Connecticut. The property in question is known as Washington Village and is located at Raymond and Day Streets, Fairfield County, Connecticut.

The Client’s project proposes demolition of Washington Village which is eligible for listing on the National Register of Historic Places (NRHP). Based on correspondence from the Connecticut State Historic Preservation Office (SHPO), Department of Economic and Community Development (DECD), the proposed demolition of this property will result in an adverse effect on Washington Village. This documentation serves to mitigate that adverse effect.

Washington Village is located at Raymond and Day Streets in Norwalk's South End. It is a complex of 11 red brick residential buildings that house 136-one, two and three bedroom apartment units and a community center.<sup>1</sup> Constructed in 1940, the two-story residential buildings are arranged in staggered parallel rows in a barrack-style family complex. They are comprised of first and second floor units with private entrances that are accessed from the courtyard or rear door, and there are no elevators.

Washington Village provides a good example of the "garden apartment" or "superblock" multi-family rental housing property type, which has roots in the English Garden City Movement and German Superblock concepts, respectively. These movements were developed in Europe in response to the need for massive housing after World War I and to the forces of urbanization and industrialization at the turn of the twentieth century.<sup>2</sup> The core idea was that multi-family housing units should be placed in a garden-like, open setting featuring common courtyards that would stimulate interaction between the residents and emphasize a sense of community for the new urban society.

The original flat roof of each of the 11 buildings has been replaced with a gable-end roof. Each original flat-roofed entry way was converted to a pedimented roof. Carriage or storage rooms within a number of the buildings were converted to boiler rooms and single-stack exterior chimneys were then added to the gable-end of these buildings. All of the original turn-crank casement windows have been replaced. It appears there are no changes to the original window fenestration. All residential buildings within the complex have been augmented with wrought iron handrails. Wheelchair ramps have been added to approximately one-quarter of the individual buildings in the Washington Village complex. Alterations to the property's original setting include; the addition of a wrought iron fence with concrete capped brick columns, the paving over of grassed common areas with concrete, and the addition of large concrete planters, concrete basketball hoops as well as concrete basins to contain garbage bins.

Washington Village and its immediate surroundings are located in the 100- and 500-year flood plains, and have experienced recurring flooding. The proposed project calls for the demolition of Washington Village, infrastructure improvements to raise the ground level to above base flood elevation, and the construction of new public housing.

Under President Roosevelt's aim of addressing public housing through initiatives of the New Deal, the year 1933 saw the formation of The Federal Emergency Administration of Public Works (PWA) and eventually the formation of a housing division to facilitate the construction of public housing to clear out slums, increase purchasing power of the poor and ultimately meet long-term housing needs with safe modern housing. In 1937 the United States Housing Act was passed in a federal commitment to supply adequate, affordable housing for America's poor. It paved the way for the creation of local housing authorities who carried with it not only the goals of the PWA, but design concepts of public housing projects.

As a building type, these early public housing projects were of like design and followed criteria used in early PWA housing projects in that they are typically brick, low scale, residential buildings with flat roofs and International-style architectural lines. Both the Garden City and European Modernists Movements influenced early PWA architecture.<sup>3</sup> They were often arranged around open areas or courts and recreational spaces with planned walkways and maintained community centers, storage areas, nursery schools and garages. While Housing Authority architects were free to experiment in their designs, many were uniform in the embracement of a superblock form, minimal building ground cover and the inclusion of community centers.<sup>4</sup> Many of Connecticut's early public housing projects fit the style and design of the early PWA criteria.

The first public housing project in the state of Connecticut broke ground in 1939 and took its first occupants in 1940. The housing project was called Yellow Mill Village and later renamed Father Panik Village in 1955 in honor of a Catholic priest from Saints Cyril and Methodius Church who campaigned for affordable housing.<sup>5</sup> It was located on the east side of Bridgeport on a 40-acre parcel of land that abutted Saints Cyril and Methodius Church to the northwest, with Crescent Avenue and the Metro North train tracks as its northern border, directly south of the former Remington Arms ammunition plant. The east end of the development stopped at the Yellow Mill River, and the western end stopped at Pembroke Street. Hamilton Street was the southern boundary.

Father Panik Village opened with 47, low-rise brick buildings containing 778 apartment units with an original population of 5,400 people, which would have made it the 51st largest town in the state at the time and was the sixth largest housing complex in the country.<sup>6</sup> Over time, Father Panik Village became little more than a slum known as a hotbed of drugs, gang violence and homicide. In 1987, it was labeled one of the worst managed housing complexes in the nation by Bridgeport's Mayor, Thomas W. Bucci.<sup>7</sup> The city demolished Father Panik Village in two phases razing 32 housing units in 1986 and the remaining 15 in 1993.

In the greater Hartford area, the first public housing projects were built in rural as well as urban areas. Each were constructed of the same design; composed of brick or wood low-rise housing and maintained public spaces and community facilities. These housing projects were known as Nelton Court; a 146-unit complex that broke ground in 1940,

Dutch Point Colony; a 222-unit complex, Bellevue Square; a 500-unit complex, and Charter Oak Terrace; a 1,000-unit complex all opened in 1941.<sup>8</sup>

Another early example of Connecticut's public housing fitting the PWA design criteria is Marina Village; a housing project located in Bridgeport's South End. The complex was constructed in 1940 and is composed of 37 red brick residential buildings that house 389 first and second floor apartment units with private entrances that are accessed from the courtyard or rear door. Like Father Panik and other public housing projects, Marina Village was beset with drug and gang activity. The complex is now considered threatened and has suffered significant damage from super storms Sandy and Irene. The majority of its buildings are now vacant and the complex currently has an application for demolition set forth by the City of Bridgeport.

Washington Village, located at Raymond and Day Streets in Norwalk's South End, is a complex of 14 red brick residential buildings constructed in 1940 that house 136-apartment units and a community center. The two-story residential buildings are arranged in staggered parallel rows in a barracks-style "garden apartment" or "superblock" multi-family rental housing property type, comprised of first and second floor units with private entrances that are accessed from the courtyard or rear door.

Architect Frank Harper Bissell (1891-1957) designed Washington Village. Bissell and Joel Barber (1876-1952) designed the Norwalk City Hall in 1912 from their New York architectural firm. Not long after the City Hall was completed, Bissell moved to Norwalk. Despite maintaining an office in New York, much of Bissell's work was in the Norwalk area, where in addition to Washington Village, he designed an addition to the public library, a firehouse, and two elementary schools.<sup>9</sup>

Today, Washington Village's overall layout and design reflect the original architectural plans dated December 8, 1939. While the plans clearly list Bissell as the Architect, as well as associate architects, mechanical engineers and landscape architects; the documents do not identify a building contractor.<sup>10</sup> The only evidence found of Caulway Incorporated as being the contractor for Washington Village was noted on the brass plaque mounted to the interior northwest entryway wall of the complex community center.

Washington Village was constructed on vacant land. The PWA acquired many of its sites through eminent domain until a lawsuit, *United States v. Certain Lands in the City of Louisville*, in 1935 changed all that and thereafter Housing Authority projects were constructed only on vacant land or on sites for which a clear title existed.<sup>11</sup> Construction on the Washington Village complex began in 1940 and the first residents took occupancy in 1941.<sup>12</sup>

Washington Village is an early example of public housing in Connecticut. And just as with other early examples of Connecticut Public Housing, it has fallen under the grip of crime, drug dealing and gang activity.<sup>13</sup> Furthermore, Washington Village and its immediate surroundings are located in the 100- and 500-year flood plains, and have

experienced recurring flooding not only to seasonal storms like hurricanes, but from heavy rains as well.<sup>14</sup> In October 2012, Hurricane Sandy caused widespread flooding in and around Washington Village, leading to substantial property loss and the temporary relocation of many residents whose first floor units flooded with as much as 15 inches of water.<sup>15</sup> Washington Village's structural deficiencies include, but are not limited to, frequent flooding of the crawlspaces and basements, leading to mold and poor air quality in the units.

The original tenants who occupied Washington Village in 1941 held a variety of working class positions in Norwalk. With Washington Village's close proximity to Norwalk's central business district and railroad line, residents commuted to their jobs by foot, car or railroad.<sup>16</sup> Former early residents of these housing projects hold fond memories and recall these complexes as places of hope and happiness. Charter Oak was a place of pride and community; where families played together in the courtyard and neighbors gathered for afternoon tea.<sup>17</sup> "It (Washington Village) wasn't like public housing is today- it was a child's paradise. You could run around with your friends and play without fear."<sup>18</sup> Over time, these happy dreams and memories became nightmares with so many public housing projects being over-run with gangs, drugs, crime and violence. Downturn in local economies, changes in weak local governments as well as changes in federal housing policies took a toll resulting in these housing projects to be thought failures by the 1980s and many were demolished by the 1990s.<sup>19</sup>



## HISTORIC RESOURCES INVENTORY - BUILDING AND STRUCTURES

Please send completed form to: Stacey Vairo, National Register and State Register Coordinator,  
Connecticut Commission on Culture & Tourism, One Constitution Plaza, 2nd Floor, Hartford, CT 06103

\* Note: Please attach any additional or expanded information on a separate sheet.

### GENERAL INFORMATION

Building Name (Common) Washington Village  
 Building Name (Historic) Washington Village  
 Street Address or Location Raymond and Day Streets  
 Town/City Norwalk Village N/A County Fairfield  
 Owner(s) Housing Authority of the City of Norwalk  Public  Private

### PROPERTY INFORMATION

Present Use: Public Housing  
 Historic Use: Public Housing

Accessibility to public: Exterior visible from public road?  Yes  No  
 Interior accessible?  Yes  No If yes, explain Properties were occupied and not accessible.  
 Style of building Barracks Style / garden apartment / superblock Date of Construction 1940

Material(s) (Indicate use or location when appropriate):

- |  |   |   |                                       |  |
|--|---|---|---------------------------------------|--|
| <input type="checkbox"/> Clapboard             | <input type="checkbox"/> Asbestos Siding        | <input checked="" type="checkbox"/> Brick | <input type="checkbox"/> Wood Shingle | <input type="checkbox"/> Asphalt Siding  |
| <input type="checkbox"/> Fieldstone            | <input type="checkbox"/> Board & Batten         | <input type="checkbox"/> Stucco           | <input type="checkbox"/> Cobblestone  | <input type="checkbox"/> Aluminum Siding |
| <input type="checkbox"/> Concrete (Type _____) | <input type="checkbox"/> Cut Stone (Type _____) | <input type="checkbox"/> Other _____      |                                       |  |

### Structural System

- Wood Frame  Post & Beam  Balloon  Load bearing masonry  Structural iron or steel  
 Other \_\_\_\_\_

### Roof (Type)

- Gable  Flat  Mansard  Monitor  Sawtooth  
 Gambrel  Shed  Hip  Round  Other \_\_\_\_\_

(Material)

- Wood Shingle  Roll Asphalt  Tin  Slate  Asphalt Shingle  
 Built up  Tile  Other \_\_\_\_\_

Number of Stories: 2 Approximate Dimensions \_\_\_\_\_

Structural Condition:  Excellent  Good  Fair  Deteriorated

Exterior Condition:  Excellent  Good  Fair  Deteriorated

Location Integrity:  On original site  Moved When? \_\_\_\_\_

Alterations?  Yes  No If yes, explain: Roof line (from flat to gabled), entryway roof, chimney stacks, etc.

**FOR OFFICE USE:** Town # \_\_\_\_\_ Site # \_\_\_\_\_ UTM \_\_\_\_\_

District:  S  NR If NR, Specify:  Actual  Potential

**PROPERTY INFORMATION (CONT'D)**

**Related outbuildings or landscape features:**

- Barn   
  Shed   
  Garage   
  Carriage House   
  Shop   
  Garden  
 Other landscape features or buildings: A wrought iron fence with concrete capped brick columns, and a pavillion.

**Surrounding Environment:**

- Open land   
  Woodland   
  Residential   
 Commercial   
 Industrial   
 Rural  
 High building density   
 Scattered buildings visible from site

• Interrelationship of building and surroundings:

The buildings are set on the site in staggered parrallel organization around open areas/courts.

• Other notable features of building or site (*Interior and/ or Exterior*)

Architect Frank Harper Bissell Builder Caulway Incorporated

• Historical or Architectural importance:

The Washington Village Housing Project meets the criteria/building type of a public housing project constructed after the United States Housing Act of 1937. These early public housing projects typically exemplify the "garden apartment" or "superblock" multi-family rental housing property type. They are usually constructed of brick, are low scale, residential buildings with minimal ground cover, flat roofs, International-style architectural lines arranged around open areas or courts and recreational spaces with planned walkways and maintained community centers, storage areas, nursery schools and garages.

• Sources:

Photographer Kara A. Briggs Date 01/23/2014  
 View See attached Photo Log Negative on File No  
 Name Kara A. Briggs Date February 7, 2014  
 Organization B.L. Companies  
 Address 1100 First Avenue, Suite 104, King of Prussia, PA 19406

• Subsequent field evaluations:

The buildings lack architectural integrity due to alterations and additions of new materials.

**Threats to the building or site:**

- None known   
  Highways   
  Vandalism   
 Developers   
 Renewal   
 Private  
 Deterioration   
 Zoning   
 Other \_\_\_\_\_   
 Explanation \_\_\_\_\_

- <sup>1</sup> Surhone, Lambert M. Washington Village (Norwalk, Connecticut). Beau-Bassin, Mauritius: Betascript Publishing, 2011.
- <sup>2</sup> Toft, Carolyn H. National Register of Historic Places Inventory-Nomination Form, "Neighborhood Gardens Apartments," September 1985.
- <sup>3</sup> National Park Service. National Register of Historic Places Multiple Property Documentation Form, "Public Housing in the United States, 1933-1949." 2004.
- <sup>4</sup> National Park Service. Public Housing in the United States.
- <sup>5</sup> Rierden, Andi. "The Last Farewell to Father Panik Village". The New York Times. October 17, 1993.
- <sup>6</sup> "History of the Bridgeport Housing Authority" <http://www.bridgeporthousing.org/about/history.shtml>. Accessed January 24, 2014.
- <sup>7</sup> McCarthy, Peggy. "Father Panik Village: High Hopes are Now Despair." <http://www.nytimes.com/1987/08/02/nyregion/father-panik-village-high-hopes-are-now-despair-l-by-peggy-mccarthy.html>. Accessed January 25, 2014.
- <sup>8</sup> Albert, Nancy O. A Tale of Two Cities: The Rise and Fall of Public Housing. Hog River Journal, Vol. 1/No. 2, Winter 2003.
- <sup>9</sup> National Park Service. National Register of Historic Places Registration Form: Norwalk City Hall. Washington, D.C. 1995.
- <sup>10</sup> Washington Village Building Plans. <http://www.norwalkha.org/building-better-neighborhoods.php>. Accessed January 23, 2014.
- <sup>11</sup> Fisher, Robert Moore. Twenty Years of Public Housing: Economic Aspects of the Federal Program. New York: Harper and Brothers, 1959.
- <sup>12</sup> Interview with Greg Lickwola, Construction Manager: Housing Authority of the City of Norwalk, January 23, 2014.
- <sup>13</sup> Norwalk Housing Authority. *South Norwalk CNI Implementation Grant Application: Narrative Exhibit D: Housing Strategy*, 2013.
- <sup>14</sup> Interview with Marcus A. Bordiere, Clerk of the Works: Housing Authority of the City of Norwalk. January 23, 2014.
- <sup>15</sup> Norwalk Housing Authority. *South Norwalk CNI Implementation Grant Application: Narrative Exhibit G: Housing Strategy*, 2013.
- <sup>16</sup> Interview with former Washington Village resident Robert Pappolla (1940-1950). January 24, 2014.

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<sup>17</sup> Radcliffe, David. Charter Oak Terrace: Life, Death and Rebirth of a Public Housing Project. Hartford: Southside Media, 1998.

<sup>18</sup> Pappolla. January 24, 2014.

<sup>19</sup> Albert. A Tale of Two Cities: The Rise and Fall of Public Housing.

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**Secondary Sources**

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“Neighborhood Gardens Apartments,” September 1985.

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## **APPENDICES**

Appendix A Site Location Map

Appendix B Photograph Log

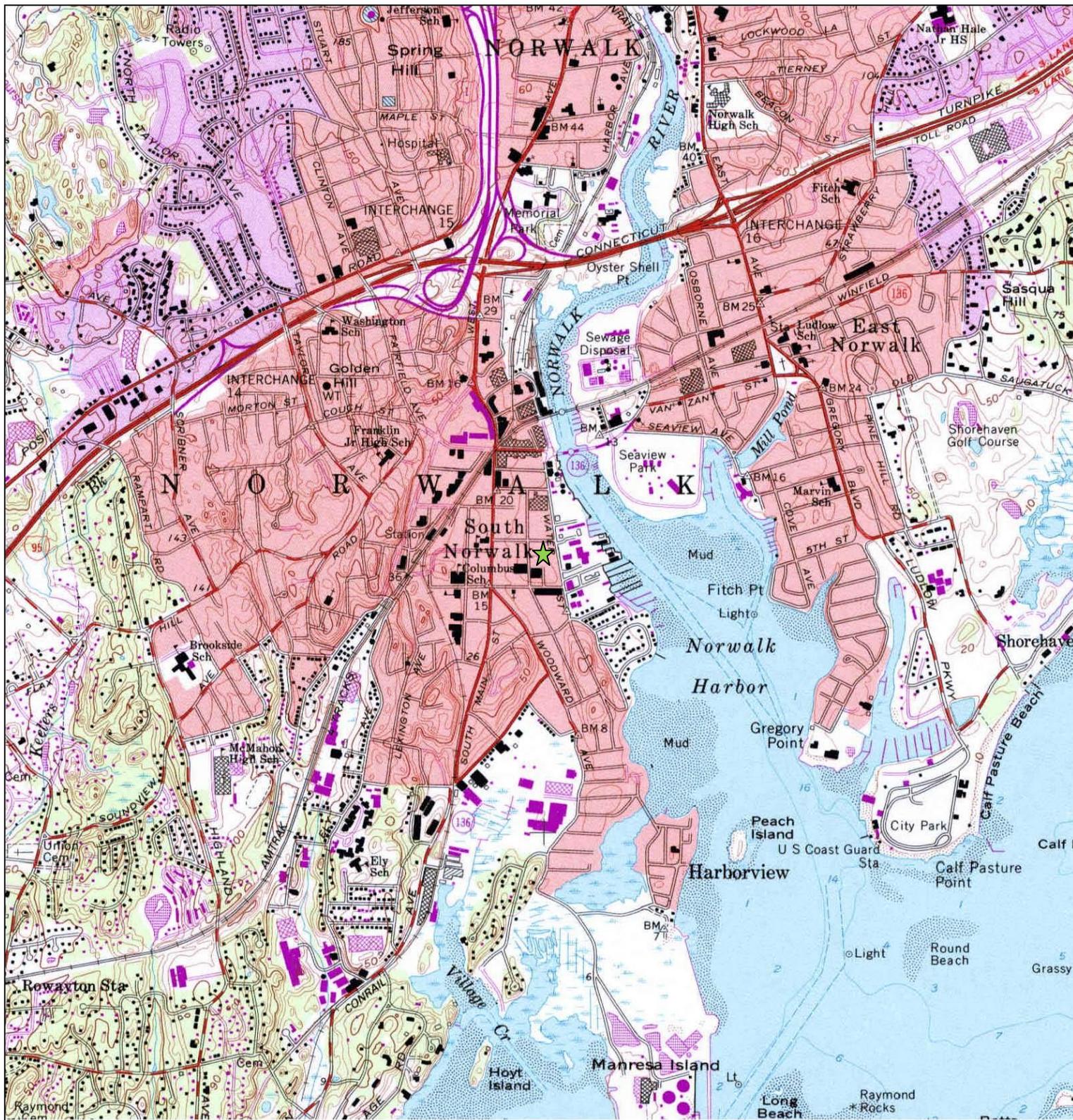
Appendix C Photographic Site Plan

Appendix D Electronic Images on CD-ROM

## **APPENDIX A**

### **Site Location Map**

# Historical Topographic Map



<p>N</p>	<p><b>TARGET QUAD</b></p>	<p><b>SITE NAME:</b> Washington Village, Norwalk, Connecticut</p>	<p><b>CLIENT:</b> BL Companies</p>
	<p>NAME: NORWALK SOUTH</p>	<p><b>ADDRESS:</b> Raymond and Day Streets</p>	<p><b>CONTACT:</b> Kara Briggs</p>
	<p>MAP YEAR: 1984</p>	<p><b>LAT/LONG:</b> 41.0944 / -73.4161</p>	<p><b>INQUIRY#:</b> 3829931.4</p>
	<p>PHOTOREVISED FROM :1960</p>		<p><b>RESEARCH DATE:</b> 01/14/2014</p>
	<p>SERIES: 7.5</p>		
	<p>SCALE: 1:24000</p>		

## **APPENDIX B**

### **Photograph Log**



1. Looking northwest towards the Washington Village from Water Street.



2. Looking north towards Washington Village from Water Street. Detail view of added wrought iron fence with concrete capped brick columns, and changes to the residential buildings: altered main roof line, altered entry way roof, replacement windows and added entryway railings.



3. Looking northeast toward the Washington Village from Day Street.



4. Looking south into Washington Village from Raymond Street.



5. Detail view of altered roofline, altered entry way roof and added fence feature.



6. Looking northwest into the Washington Village Complex from an unnamed alleyway north of Concord Street. Detail of altered rooflines, added concrete trash bin basins, concrete basketball hoop, an added fence feature and playground equipment.



7. Looking south towards one of the residential buildings. Detail of former carriage room door, now a converted boiler room with altered entry way roof line and added exterior chimney stack.



8. Detail view of replacement windows, added entry way hand railings and altered entry way roofline.



9. Looking southeast towards the community center and former central boiler room. Detail of building additions, added wheelchair ramp and oversized concrete planters.



10. Looking northeast toward the community center. Detail of original main roofline, original roofline to the former boiler room, and added smoke stack.



11. Looking east toward the community center wall. Detail view of ghost marks from the former boiler room smoke stack.



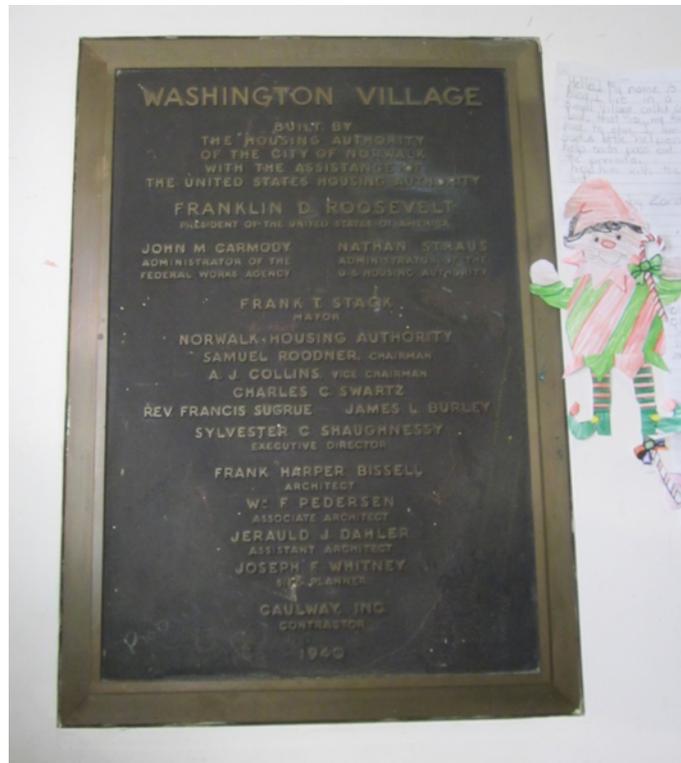
12. Looking northwest towards the main entrance of the community center.



13. Detail of the community center date stone.



14. Looking northeast towards the courtyard Pavillion.

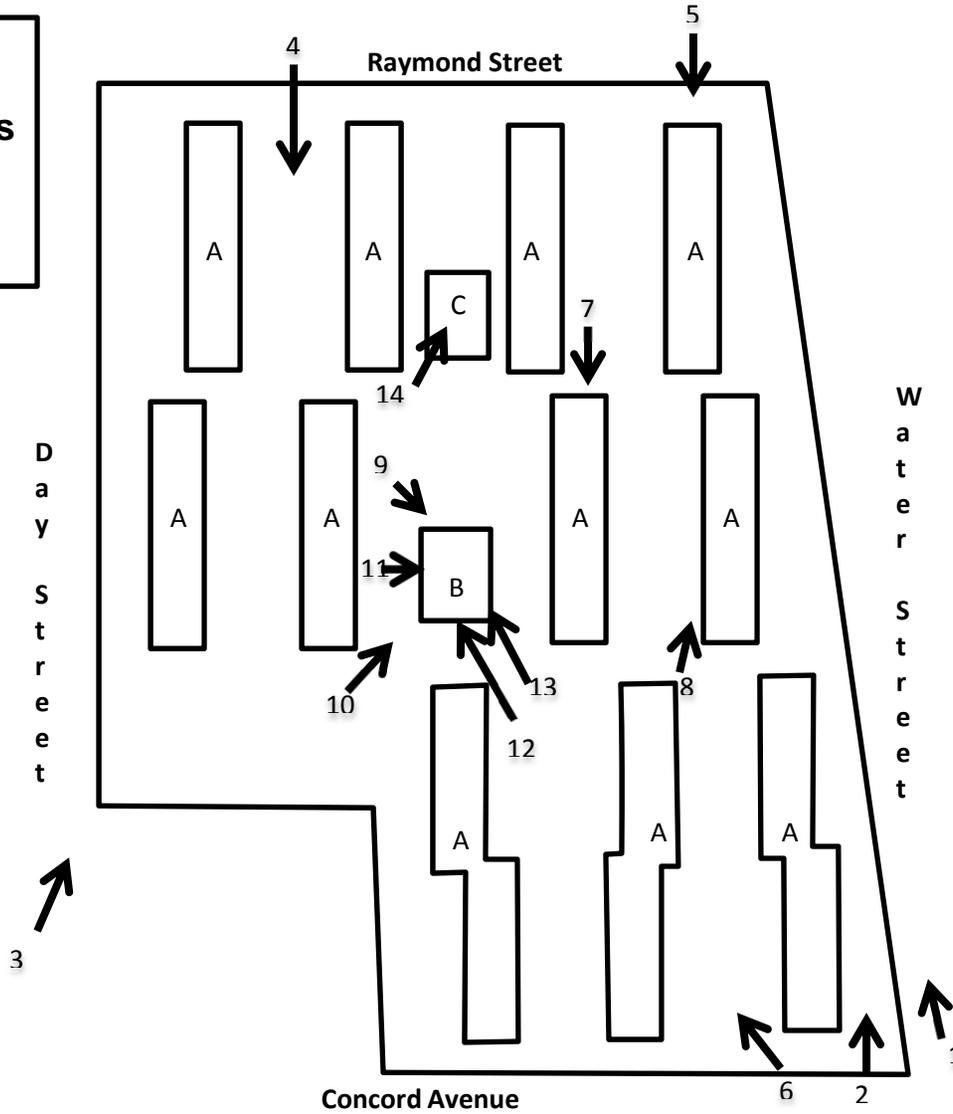
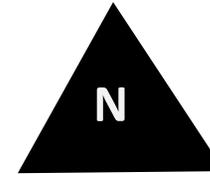


15. Detail of plaque within the Community Center.

## **APPENDIX C**

### **Photographic Site Plan**

**Key to Photographs**  
*(Not to Scale)*



**Key to Structures**  
 A = 1-11 Housing Buildings  
 B = Community Center  
 C = Pavilion

## **APPENDIX D**

### **Electronic Images on CD-ROM**