United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, How to Complete the National Register of Historic Places Registration Form. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional certification comments, entries, and narrative items on continuation sheets if needed (NPS Form 10-900a).

1. Name of Property

<table>
<thead>
<tr>
<th>historic name</th>
<th>Drayton Arms Apartments</th>
</tr>
</thead>
<tbody>
<tr>
<td>other names/site number</td>
<td>Drayton Tower</td>
</tr>
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2. Location

<table>
<thead>
<tr>
<th>street &amp; number</th>
<th>102 E. Liberty Street</th>
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<tbody>
<tr>
<td>city or town</td>
<td>Savannah</td>
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<tr>
<td>state</td>
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<tr>
<td>code</td>
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<td>county</td>
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<td>code</td>
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<td>zip code</td>
<td>31401</td>
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3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,
I hereby certify that this **nomination** request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

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

| national | statewide | local |

Signature of certifying official/Title: Dr. David C. Crass/Historic Preservation Division Director/Deputy SHPO

Date: 26 Aug 2013

Historic Preservation Division, Georgia Dept. of Natural Resources
State or Federal agency/bureau or Tribal Government

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

Signature of commenting official

Date

Title
State or Federal agency/bureau or Tribal Government

4. National Park Service Certification

I hereby certify that this property is:

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

Signature of the Keeper

Date of Action: 10-16-13
United States Department of the Interior
National Park Service / National Register of Historic Places Registration Form
NPS Form 10-900 OMB No. 1024-0018

Drayton Arms Apartments
Name of Property

Drayton Arms Apartments
Name of Property

5. Classification

Ownership of Property (Check as many boxes as apply.)
- private
- public - Local
- public - State
- public - Federal

Category of Property (Check only one box.)
- x building(s)
- district
- site
- structure
- object

Number of Resources within Property
(Do not include previously listed resources in the count.)

<table>
<thead>
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<th>Contributing</th>
<th>Noncontributing</th>
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<tbody>
<tr>
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<td>objects</td>
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<tr>
<td>Total</td>
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</table>

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

N/A

6. Function or Use

Historic Functions
(Enter categories from instructions.)

DOMESTIC: multiple dwelling

COMMERCE/TRADE: business

Current Functions
(Enter categories from instructions.)

DOMESTIC: multiple dwelling

COMMERCE/TRADE: business

7. Description

Architectural Classification
(Enter categories from instructions.)

MODERN MOVEMENT: International Style

Materials
(Enter categories from instructions.)

foundation: Marble

walls: Limestone

roof: Synthetic

other: Glass
Drayton Arms Apartments
Name of Property
Chatham County, GA
County and State

Narrative Description

(Describe the historic and current physical appearance of the property. Explain contributing and noncontributing resources if necessary. Begin with a summary paragraph that briefly describes the general characteristics of the property, such as its location, setting, size, and significant features.)

Summary Paragraph

The Drayton Arms Apartments is a 12-story International-Style early modern skyscraper located in downtown Savannah at the corner of East Liberty and Drayton streets. Located in Savannah's National Historic Landmark District, the building represents a significant departure from Savannah's predominant 19th- and early 20th-century buildings. Completed in 1951, Drayton Arms is a cube of alternating bands of green-tinted Solex glass and white limestone spandrels. The reinforced-concrete building contains commercial spaces on the first floor with individual condominium and apartment units on the upper floors. The first-floor storefronts contain plate glass and marble panels. Each floor has continuous horizontal bands of aluminum-framed windows with unsupported corners. On the interior, the first floor retains its original lobby with flush wood panels and a kidney-shaped ceiling recess. The remainder of the first floor contains commercial spaces that mostly have concrete floors and exposed-concrete ceilings with large storefront windows. The upper floors are organized around a central elevator/stair core, which provides access to corridors and the individual units. Finishes throughout the upper floors include concrete floors, exposed-concrete ceilings, and gypsum-board walls. Kitchen and bathroom fixtures throughout are contemporary. The building is an excellent example of the International Style of architecture and retains many of the features and finishes that characterize the style. It is among the earliest and best examples of the International Style in Georgia.

Narrative Description

The following description was prepared by Cindy Hamilton, consultant, with editing by Lynn Speno, Historic Preservation Division. The draft May 8, 2012 "Drayton Arms Apartments" National Register of Historic Places Registration Form is on file at the Historic Preservation Division, Department of Natural Resources, Atlanta, Georgia.

Drayton Arms Apartments is located in Savannah's downtown National Historic Landmark District and is set amongst 19th-century buildings that are predominantly three stories in height. The building occupies a rectangular city block bounded by E. Liberty Street to the south, Drayton Street to the west, E. Perry Lane to the north and Floyd Street to the east. Located to the west across Drayton Street, is the eight-story, Italian Renaissance Revival DeRenne Apartments constructed in 1920. Located to the south, a landscaped median divides East Liberty Street. On the south side of East Liberty Street is a three-story early 20th-century brick commercial building and a modern mid-rise brick hotel. Located to the east of Drayton Arms Apartments, across Floyd Street, is a c.1930s former automobile garage that has been converted for use as a restaurant. Located directly to the north of the building, across E. Perry Lane, is a former service station and a large surface parking lot.

The Drayton Arms Apartments is a 12-story reinforced-concrete building constructed on a concrete foundation with a raised mechanical penthouse centered on the roof above the service core (photograph 1). The floor slabs are only two-and-a-half-inch thick spanning between four-inch thick waffle grids. According to period newspaper accounts, the system employed was unique and resulted in a building that weighed half the amount of a typical reinforced-concrete structure. The lightweight concrete floors were essential to the building's innovative cantilever design that allowed the building to have curtain walls uninterrupted by columns. The building's concrete floors span 30 feet between the central service core and the exterior columns and are then cantilevered seven feet to the curtain wall. The central service core houses the building's elevator bank, stairs, and mechanical rooms. The corridors and apartment walls are formed by concrete structural walls. The exterior walls are non-structural and are constructed of terra-cotta block bulkheads with large aluminum-framed windows that rise to the ceiling (photograph 12).

The building is an early example of the Modern Movement in Georgia. The exterior of the International Style rectangular building exemplifies the form, functionality, use of modern materials, and lack of ornamentation that is characteristic of the style. With alternating bands of green-tinted Solex glass and white limestone spandrels, the building evoked a modern aesthetic when it was completed in 1951. The south elevation contains the building's main entrance and storefronts (photograph 2). At the main entrance, a projecting cantilevered concrete canopy provides covered access to the adjacent curved driveway (photograph 3). Above the storefronts, a horizontal band of pink marble and matching vertical marble panels flank the main entrance. The entrance has paired double-leaf glass entrance doors set within polished stainless-
Drayton Arms Apartments  Chatham County, GA

Name of Property  County and State

Steel frames. Within the main entrance, an interior entrance vestibule has similar doors. The interior vestibule has marble-clad columns, plaster ceiling with recessed lighting fixtures, terrazzo floor, and glazed double-leaf doors at the east and west ends.

A painted, cantilevered concrete overhang extends along the entire south elevation providing shelter to the multiple storefronts with aluminum frames, large plate-glass display windows, and glazed doors with stainless-steel frames. The display windows are raised upon painted concrete bulkheads (photographs 2 and 3).

On the east, west, and north elevations, the walls at the ground floor are constructed of painted concrete. The ground floor at the east and west elevations features bands of fully glazed storefronts that are splayed 10 degrees. The storefronts feature the same concrete bulkheads, large plate-glass display windows, and glass doors as the south elevation (photographs 4 and 6).

On the north elevation, there are aluminum-framed display windows within the easternmost and westernmost bays. The remainder of the north elevation's ground floor is utilitarian in character and features single metal doors, an overhead metal door, and mechanical louvers (photograph 5).

Above the ground floor, the shaft of the building steps back at the east and west elevations. On each elevation, the shaft of the tower contains horizontal alternating bands of green-tinted Solex glass and white limestone spandrels. On the north and south elevations, the windows have a tripartite configuration with a center inoperable unit flanked by operable units. On the east and west elevations, the windows have a banked configuration of four units and every other unit is operable. The single-glazed windows are green-tinted Solex glass which was an early energy efficiency measure to control heat gain.

Terra-cotta block bulkheads support the windows and are finished on the exterior with smooth limestone panels. The windows contain an upper and lower awning unit with a centered fixed-glass panel. The windows are secured directly to the concrete floor structure above. The windows throughout have slate sills.

The building contains a flat roof that is surrounded by a low parapet. A two-story brick penthouse is located at its center. The penthouse is brick with infilled window openings and mechanical and telecommunications equipment on its roof.

**Interior**

The first floor of Drayton Arms Apartments contains the building's entrance lobby, elevator lobby, corridors, retail space, and mechanical rooms. The lobby contains terrazzo flooring, flush wood-paneled walls that span from floor to ceiling, and a kidney-shaped ceiling recess (photograph 7). The elevator lobby also contains a terrazzo floor and plaster ceiling. The walls in the elevator lobby are flush wood paneling above white marble wainscoting. The two passenger elevator cabs and one freight elevator contain stainless-steel doors and surrounds (photograph 8).

A narrow U-shaped corridor wraps around the building's central service core and provides internal access to each of the first floor commercial spaces, which are located around the perimeter of the building. The corridor contains concrete floors, unornamented plaster walls, and gypsum-board ceilings. Typical finishes within the commercial spaces include painted concrete floors, painted gypsum-board demising walls, exposed and painted concrete ceiling structure, and a combination of exposed and finished concrete columns. Mechanical systems and sprinkler piping are exposed throughout the commercial spaces.

While the floor plans on the upper floors vary to some degree, most floors retain the rectangular-shaped central service core, which contains the elevator shafts (photograph 23 on floor 12), two stair towers (photograph 15 on floor 4), and storage rooms. Both stairs are utilitarian in character with metal pipe guardrails and poured concrete landings, treads, and risers. Surrounding the service core are corridors that access the apartment spaces that line the perimeter (photograph 13 on floor 3, photograph 16 on floor 5, and photograph 22 on floor 10). Most of the floors have 13 individual units, but other floors have less. Finishes throughout the upper floors include concrete floors, exposed-concrete ceilings, and gypsum-board walls (photograph 17 on floor 5, photograph 20 on floor 9, and photograph 24 on floor 12). Kitchen and bathroom fixtures throughout are contemporary (photograph 11 on floor 2, photograph 19 on floor 7, and photograph 18 on floor 7).

The exterior of the building retains its original appearance including its use of alternating horizontal bands of limestone with Solex glass. On the interior, the main lobby and elevator lobby remain largely intact from the period of construction. The remainder of the first floor has been continuously used as commercial space throughout the building's history and the
spaces have been finished to meet the needs of changing tenants. The upper floors retain much of their historic fabric including concrete floors, walls, and central service core. The building retains its integrity of design, features, and characteristics of a mid-century modern apartment building.
Name of Property: Drayton Arms Apartments

8. Statement of Significance

Applicable National Register Criteria

(Enter categories from instructions.)

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

1951

Significant Dates

1951 – date of construction

Criteria Considerations

Property is:

A Owned by a religious institution or used for religious purposes.

B removed from its original location.

C a birthplace or grave.

D a cemetery.

E a reconstructed building, object, or structure.

F a commemorative property.

G less than 50 years old or achieving significance within the past 50 years.

Period of Significance (justification)

The period of significance is the date of construction of the building, 1951.

Criteria Considerations (explanation, if necessary)

N/A
Drayton Arms Apartments
Name of Property

Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance and applicable criteria.)

The Drayton Arms Apartments is significant under National Register Criterion C at the state level of significance in the area of architecture as one of the earliest and most important examples of the Modern Movement in Georgia. Designed by the prominent local architectural firm of Cletus W. Bergen and William P. Bergen Architects, and completed in 1951, the building is an exemplar of modernism with its basic geometric form, emphasis on modern materials, and lack of ornament or references to past architectural styles. The building held the distinction of being the second tallest building in Savannah and the first building in the state to be fully air-conditioned. Three innovative technologies that were incorporated into the design make the building significant: building-wide air-conditioning, a revolutionary reinforced-concrete structural system, and heat-absorbing window glass. The building is significant under National Register Criterion A in the area of politics/government as an example of the Federal Housing Administration's Section 608 postwar mortgage program that financed single-family and multi-family housing projects at a time of severe housing shortages in the country. The program operated from 1942-1954. The design and construction of Drayton Arms Apartments were a result of the program's financing guidelines, which dictated specific architectural requirements and provided incentives for the construction of efficiency units, in addition to larger one-bedroom units, in higher-priced neighborhoods.

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

The following was written by Cindy Hamilton, consultant, with editing by Lynn Speno, Historic Preservation Division. The draft May 6, 2012 “Drayton Arms Apartments” National Register of Historic Places Registration Form is on file at the Historic Preservation Division, Department of Natural Resources, Atlanta, Georgia.

Drayton Arms Apartments is significant under National Register Criterion C in the area of architecture at the state level of significance as one of Georgia's best and earliest examples of the Modern Movement and as the work of the prominent local architectural firm of Cletus W. Bergen and William P. Bergen Architects. The Bergens, Savannah natives, and graduates of Georgia Institute of Technology (Georgia Tech), transitioned to modern design after the Second World War upon William Bergen's return from Europe. Drayton Arms Apartments' emphasis on basic geometry, modern materials, and lack of ornament in an innovative design, made the building one of Georgia's best and earliest examples of the International Style. Bergen's design for Drayton Arms is exceptionally significant for three innovative technologies that were incorporated into the design: building-wide air-conditioning, a revolutionary reinforced-concrete structural system, and heat-absorbing window glass. The use of these three innovations was critical to the final design and completion of the building in 1951. The lightweight, cantilevered slabs of reinforced concrete provided the means for the exterior to act as a curtain wall. Air-conditioning allowed the use of large expanses of glass that would otherwise not have been practical in a humid Southern environment. Also, the use of tinted, heat-absorbing glass ameliorated the effects of the sun, helping to keep the interior cool. The building retains its original design with minimal alterations.

The Modern Movement is generally defined as a progressive movement from 1920 to 1970 that sought to characterize the tenets of design in a forward-looking vocabulary while breaking from the traditions of the past. The Modern Movement emphasized new technologies, materials, and philosophical ideals.

The origins of the Modern Movement can be traced to the late 19th century and the emergence of what would become known as the Chicago School of Architecture. The Chicago School refers to a group of Chicago architects active in the late 19th century who utilized new technologies to "perfect" the commercial skyscraper. These architects synthesized steel structural framing, plate-glass windows, masonry curtain walls, and electric elevators into a composition that became the archetype for the first generation of modern high-rise buildings. The Chicago School buildings generally had a columnar organization with a base, shaft, and cornice composition. The interior steel skeleton allowed for unlimited exterior ornamentation, which was applied to the skeleton and was purely ornamental in character. The ornamentation utilized on these early skyscrapers ranged from traditional Neoclassical elements to innovative patterned terra-cotta elements. Architects associated with the Chicago School included: William Holabird, Martin Roche, Daniel Burnham, John Root, Dankmar Adler, and Louis Sullivan.1

Through the first decades of the 20th century, the skyscraper generally retained a similar form to the Chicago School though heights rose significantly. Ornamentation remained in vogue and the use of Neoclassical embellishment continued through the 1930s. During the 1920s, high-rise buildings in the United States began to utilize Art Deco ornamentation but this was merely applied to traditional steel-skeleton buildings.

During this same period, architecture in Europe evolved into what became known as modernism. While the Chicago School and later American works remained heavily embellished with applied ornamentation that concealed the building’s structure, modernism developed a divergent ethos where architecture exemplified honesty and integrity.2 Whereas the Chicago School masked structure with ornamentation, modernism emphasized transparency, materials, and truth in design.

The inter-war period was generally a period of evolving style in the United States, and a period of architectural innovation in Europe. The innovation in Europe was led by developments at the Bauhaus, an avant garde German art and architecture school, which continued the evolution of modernism. While American architects adopted European-inspired Art Deco ornamentation, the Bauhaus architects sought to redefine design. Whereas American architecture of the era generally relied on applied ornamentation and was focused on improving the traditional steel high-rise structure, the Bauhaus examined idealized theories and engineered a new aesthetic that emphasized function, mass production, and embraced new technologies.

The Bauhaus was the forerunner of the International Style of architecture, which became popular in the 1920s and 1930s in Europe and, after the Second World War, in the United States in the 1940s-1960s. The International Style emphasized simplification of form, cubic forms, honest expression of structure, limited ornamentation, horizontal composition, and the use of modern materials including glass, steel, and concrete. In the United States, the first major commercial building to wholly embrace the International Style was the Philadelphia Savings Fund Society building constructed from 1929 to 1932 and designed by Philadelphia architects George Howe and William Lescaze.3 During the 1930s, the International Style became more popular in the United States as leading architects including Walter Gropius and Ludwig Mies van der Rohe fled Germany to teach architecture in the United States. Although World War II halted nearly all commercial construction, the postwar economic boom proved the catalyst for corporate growth. During this postwar period, the International Style was integrated into the Modern Movement.

The Modern Movement is more aptly described as an amalgam of multiple architectural trends than as a homogenous school of design. The postwar era was a transitional period in economics, materials, corporate culture, and urban sociology that heavily influenced the architecture of the period. Advances in materials and manufacturing processes during the war and economic prosperity following the war led to a construction boom. Much of the postwar real estate boom included high-rises that were constructed as symbols of progress and utilized modern materials, sleek designs, and uniformity as testament to postwar corporate ideals.4 The principles of International Style architecture were ideally suited to the modern American corporate ethos.

Although practitioners throughout the country adopted the modernist style, significant architectural leaders in the International Style-inspired real estate boom of the period included: Skidmore, Owings and Merrill (SOM), Ludwig Mies van der Rohe, Pietro Belluschi, and Harrison and Abramovitz. SOM, Mies van der Rohe and Belluschi were the designers for three of the most significant mid-century modern corporate skyscrapers including respectively: Lever House (1952), Seagram Building (1954-1958), and Equitable Savings and Loan Association Building (1945-1948). These buildings exemplified the functionalist ideals that would be identified with corporate architecture throughout the postwar period including: glazed curtain walls, vertical shaft massing, exposed structure, innovative materials and systems, and minimal ornamentation.

In Georgia, modernism was embraced slowly, therefore in the early 1950s, examples of the Modern Movement are rare, although by the middle of the 1950s, most cities and towns had embraced modernism. Georgia Tech in Atlanta was a wellspring of early modernism in Georgia. Among the many modern buildings constructed on the campus and designed by the faculty of the School of Architecture was the Architecture Building, completed in 1952.

4 Ibid 277.
Drayton Arms Apartments

Name of Property

Rich's Store for Men in Atlanta was designed by the Atlanta firm Stevens and Wilkinson in 1953 and features one of the first glass-curtain walls in Georgia. That is, the structural columns are recessed from the façade so the steel-framed glass wall hangs like a curtain without providing the building with any structural support.

Another early modern building in Georgia is the Gulf Oil Building, designed by I. M. Pei in 1951 and demolished earlier this year. It was among his very first independent designs.

Drayton Arms Apartments and the Modern Movement

In his design for Drayton Arms, William Bergen, having just received his architectural degree from Georgia Tech, employed the teachings of his young professors who favored the Bauhaus principles. The building represents the spirit of the Modern Movement, a style born of advancements in science and aesthetic departure. New materials and technologies fostered a novel design and the architect produced a building that was free of historical references.

Bergen's design for Drayton Arms is exceptionally significant for three innovative technologies that were incorporated into the design: building-wide air-conditioning, a revolutionary reinforced-concrete structural system, and heat-absorbing window glass.

Drayton Arms was the first building in the state to employ building-wide air-conditioning. Apartment buildings constructed during the first half of the 20th century generally assumed U- or E-shaped plans, which provided ample cross ventilation through the units. The decision to install a building-wide air-conditioning system allowed Bergen to design a rectangular floor plate with a central service core containing stairs, elevators and storage rooms, surrounded by individual apartment units, which was significantly more efficient than apartment buildings of the previous generation. The central core also provided a "reassuring shelter area for each floor," in the event of a violent storm or military attack, which was a strong selling point in the postwar era. On the ground floor, Bergen's design permitted three of the street frontages to house continuous commercial spaces that significantly increased the building's revenue. Bergen's floor plate, while innovative for the period, would become standard for residential high-rise buildings within the subsequent decade.

Bergen also employed an innovative reinforced-concrete structural system that employed lightweight, cantilevered slabs of reinforced-concrete which allowed the exterior to be, in effect, a curtain wall with continuous bands of green-glass windows above limestone knee walls. In a curtain wall system, the outer walls are non-structural, a concept promoted by the Bauhaus. Bergen's design for Drayton Arms Apartments employed an unusual application where the floors spanned 30 feet between the core and the exterior columns and then cantilevered seven feet beyond the exterior columns to the curtain wall. To balance the loads placed on their outer edges, floors were counterbalanced by being cantilevered out from the structural core. To make the entire structure lighter, Bergen's engineers designed a system whereby prefabricated steel forms were used to create a waffle-floor structure that allowed floor thicknesses to be limited to only two-and-a-half inches. This method of construction decreased the amount of reinforcing steel that was typically required for a building of this size. The elimination of dropped beams and girders simplified the installation of mechanical systems and provided more flexibility for partition arrangement.

The green-tinted quarter-inch thick, Solex window glass that Bergen used was created in 1934 by Pittsburgh Plate Glass and is considered the "first spectrally selective tinted glass." Solex glass had the advantage of not only absorbing heat, but also preventing eye fatigue by providing protection from the sunlight's blinding glare. New York City's Lever House, which opened one year later, also employed Solex glass and is considered the first major building to use tinted glass as a design and environmental control element. Bergen's expansive use of Solex glass represented a significant advancement in architecture, allowing him to overcome the issues of heat gain and glare, which had precluded buildings, particularly in Southern climates, from having glazed curtain walls.

In the exterior design, awareness of setting is evident in the expansive glass storefronts with angled walls, which provide high visibility for commercial tenants and are responsive to the automobile. While the design did not incorporate parking, the building accommodated the automobile with its curved driveway and cantilevered concrete entrance canopy.

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\(^6\) A detailed discussion of the reinforced-concrete system is included in Belanger, "Innovating Modern Housing," 30.


element of the exterior serves a function and there is a complete absence of applied ornamentation. The unified and muted color palette best exemplifies the notion of restraint and simplicity. The innovative application of modern materials and the incorporation of modern building systems express the fundamentals of the Modern Movement.

Within the interior, the incorporation of innovative technologies, such as building-wide air-conditioning, permitted a modern floor plate with a central core surrounded by air-conditioned residential units that did not require cross ventilation. The main lobby, with its dark terrazzo floor, flush wood-paneled walls, and kidney-shaped ceiling recess, successfully conveyed the sense that this building was thoroughly modern. Other amenities that were promoted in period advertisements were the self-service elevators and the dedicated tap for running ice water within each apartment.

Progressive Architecture featured Drayton Arms in its November 1952 issue and is a testament to the innovativeness of the design for the period. It is stated in the article that the architects credited the Atlanta Federal Housing Administration (FHA) office for the quality of the design noting, “The building is an example of their willingness to further contemporary design.” Discussed in detail in the article are the air-conditioning system, the cantilevered concrete construction, the open rectangular floor plate surrounding the service core, the wall-to-wall windows, and the circulating ice water.

Cletus William Bergen and William Petty Bergen

Cletus William Bergen (1895-1966), a native of Savannah and graduate of Georgia Tech, opened his architectural practice in 1927. His firm was responsible for the design of many residential buildings, commercial structures, and public buildings in the Savannah area and a number of Roman Catholic churches in Georgia, Florida, and South Carolina. Cletus Bergen, active in the local architectural community, served as a former chair of the State Board for Examination and Registration of Architects, president of the South Georgia Chapter of the American Institute of Architects, president of the Construction Trades Council of the Chamber of Commerce, and chair of the Chatham County Planning Board. After 30 years in practice, Cletus Bergen was one of the most successful architects in Savannah and had designed most of the premier projects in the city.

After World War II, Cletus Bergen’s eldest son, William “Billy” Petty Bergen (1922-1972), joined the firm after receiving his B.S. degree in 1943 and an architectural degree in 1947 from Georgia Tech. During World War II, William Bergen served as a combat officer in the South Pacific and received the Purple Heart. Like his father, William Bergen was also active in the local community, serving as chair of the Savannah Area Chamber of Commerce Urban Redevelopment Task Force and as president of the South Georgia Chapter of the American Institute of Architects. While his father, who was trained in Beaux Arts Classicism, oversaw designs in the classical styles popular during the pre-war period, William Bergen took the firm in a new direction.

William Bergen studied architecture at Georgia Tech during a progressive period when the curriculum was based upon the principles of the Bauhaus, the German art and architecture school founded by Walter Gropius in 1919. Three renowned modernist architects operated the Bauhaus: Walter Gropius, Hannes Meyer, and Ludwig Mies van der Rohe. At Georgia Tech, the young students saw the work of the modern masters in the architectural journals of the day, and they also witnessed the construction of modern buildings firsthand as the campus of Georgia Tech was being populated with an impressive collection of modern structures. Like most architectural programs across the country, enrollment had dropped significantly during the war but then exploded with young men returning from Europe and the South Pacific. The Georgia Tech program witnessed an increase from 22 students enrolled during the war to 462 after the war. To accommodate such rapid growth, the program hired a number of young architects to teach and most of those promoted the principles of modernism. These young professors molded William Bergen’s architectural philosophies and their influence would be seen on William’s earliest commissions.

Under William Bergen’s leadership, the architectural firm designed many local public and commercial buildings as well as public housing and military buildings, all with a decidedly modern influence. Among their principle works in the mid-20th century were: Alfred E. Beach High School, Savannah (1948); Fred Wessel Housing Project, Savannah (1953); Chatham

11 Biographical information on Cletus Bergen was gleaned from his obituary, "Architect Bergen Dies at 70," Savannah Morning News, May 7, 1966.
14 A more detailed discussion of the Georgia Tech architectural program can be found in Belanger, "Innovating Modern Housing," 16.
Drayton Arms Apartments

Name of Property

County Prison, Savannah (1954); Electronic Manufacturing Plant, Statesboro, (1955); Savannah Country Day School, Savannah (1957); Blessed Sacrament School, Savannah (1958); and the Drayton Arms Apartments. William Bergen’s design of the cartwheel-shaped barracks at Hunter Army Air Field reflected an important innovation for military living that was adopted throughout the Air Force as a standard design for barracks and duty areas. When William Bergen died at the age of 50 in 1972, Drayton Arms Apartments was noted in his obituary as one of his most significant commissions.

The building is significant at the local level under National Register Criterion A in the area of politics/government as an example of the Federal Housing Administration’s Section 608 postwar mortgage program that financed single-family and multi-family housing projects. The Drayton Arms Apartment building was completed in 1951 utilizing funds from FHA’s Section 608 program, which was added to Title VI of the 1942 Housing Act to spur the construction of housing for defense workers. After the war, the program redirected its funds toward mortgage insurance for housing to accommodate the massive influx of returning soldiers. Most FHA and VA mortgage programs were focused on new houses in new suburban subdivisions. A policy change in 1948 allowed for the construction of high-rise efficiency apartment buildings in high-priced neighborhoods. The Drayton Arms Apartments was a product of this Section 608 program and the federal policies that prescribed specific design criteria for FHA-funded buildings.

The building’s development, including its revolutionary technologies, is attributable, in part, to the role of government policies and officials in the brief span (1942-1954) that Section 608 existed. The Drayton Arms Apartment building is a representative example of the postwar mortgage program that funded a housing boom for the nation’s returning soldiers. The building is also noteworthy for the early and unusual use of central air-conditioning in an FHA-funded project—reinforcing the architects’ praise for the receptiveness of FHA officials to modern technology and design.

Federal Housing Administration (FHA) and the Section 608 Program

The Drayton Arms Apartments is significant under National Register Criterion A in the area of politics/government as an example of the Federal Housing Administration’s Section 608 postwar mortgage program that financed single-family and multi-family housing projects. As part of President Franklin D. Roosevelt’s New Deal legislation, the National Housing Act of 1934 was enacted to create jobs and stimulate the private housing sector. The act aimed to “restore confidence in building by attracting private-sector investment through the insurance of loans and mortgages.” Before its passage, mortgage terms for housing construction were severe and thus little housing was constructed utilizing financing. The lending of private credit was further strained as banks continued to fail, and those still solvent were leery of lending.

The National Housing Act also created the Federal Housing Administration, which initially focused on single-family homes, but soon expanded into the multi-family housing market. The FHA was part of an overall economic stimulus that encouraged residential renovation and new construction by providing federal insurance on loans and mortgages to lending institutions, thereby reducing their risk.

In order to bolster the fact that the FHA was created to promote private enterprise, former Standard Oil senior vice-president James A. Moffett was appointed the FHA’s administrator in June 1934. Moffett populated his staff and field offices with finance and real estate professionals who instituted measures to ensure that FHA transactions were sound and made economic sense. The FHA also required that certain architectural standards be implemented to ensure construction efficiencies.

While not officially engaged in World War II until the Pearl Harbor attack of December 7, 1941, the federal government had begun preparations for entrance into the war. The increase in defense production created an influx of workers relocating to America’s manufacturing centers and with it an associated demand for housing. In May 1942, Section 608 was added to Title VI of the National Housing Act “to stimulate the production of rental housing for defense workers.” Under the Section 608 program, FHA sought to provide mortgage insurance for the construction of housing for defense workers during the war and then for rental housing for returning veterans after the war. Projects that were constructed under Section 608 presented minimal risk to the developer and FHA witnessed a flood of applications to sponsor large rental housing projects. The Section 608 program proved to be extremely successful in producing rental housing for

20 Ibid.
21 Ibid.
returning soldiers as the FHA liberalized minimum property and funding requirements in order to maximize the amount of housing units produced.\textsuperscript{22} While providing returning soldiers with single-family housing remained FHA's ultimate goal, multifamily rental housing was seen as a quick and more efficient way of addressing large-scale demand. Moreover, many in the architectural community believed that modern style multi-story apartment towers would be favored by the GI's, particularly those who were stationed in Germany and had seen the influence of the Bauhaus firsthand.

President Truman appointed Raymond M. Foley commissioner of FHA in 1945. Foley instituted a number of significant changes that effectively liberalized the Section 608 program, including: changes to formulas for calculating loans, support for the construction of high-rise elevator structures, and the relaxation of design guidelines to give developers greater flexibility.\textsuperscript{23} Under Foley's changes, "necessary current cost" replaced "estimated replacement cost" as the basis for determining insurable mortgage amounts. FHA could now insure up to 90 percent of the necessary cost of an apartment building as well as 90 percent of the current value of the land on which it was built. Unscrupulous developers could now inflate their estimates of land and construction costs by as little as ten percent and the entire cost of the development would be passed on to the FHA. Foley also changed the formula that the agency used for calculating the maximum allowable mortgage from a per-room basis to a per-unit basis, which effectively encouraged the creation of efficiency apartments. For the first time, it became feasible to construct high-rise efficiency apartments in high-priced neighborhoods. While Foley relaxed the agency's design standards, the FHA maintained specific requirements for efficiency units:

"...entrance through foyer and access to bathroom from foyer, dressing closet or hall; minimum living-room and bedroom areas...kitchenettes not less than 3 ft. by 5 ft., opening off living room or foyer, with a tenant-operated exhaust fan; dressing closet large enough for dresser, circulation, and storage, including approximately 6 linear feet of rod and shelf space."\textsuperscript{24}

Certain architects became adept at meeting Section 608 minimums and developed plans that would receive expedited FHA processing. The FHA published sample floor plans in Architectural Record that architects were encouraged to utilize. As a result, more housing was started in 1950 than in any other previous year.\textsuperscript{25} The program proved so successful that FHA underwrote 711,000 rental-housing units under the program with a total value of $5.4 billion.\textsuperscript{26}

A scandal developed in 1950 following abuse by unscrupulous builders who procured high mortgages under the program, built for far less, sold the properties, and transferred the mortgages to the new owner, pocketing the difference. Such practices were attributed to lax oversight at the agency and the program was terminated in 1954. Ultimately, the success of the Section 608 program led to its demise.

**Drayton Arms Apartments and the FHA Section 608 Program**

As with much of the rest of the country, Savannah saw a sharp population boom in the years after World War II, as returning soldiers quickly put pressure on the existing housing supply. Between 1940 and 1950, the population of Savannah exploded by 25 percent—a larger increase than at any other time in the 20th century. The housing supply was insufficient and what did exist was substandard: In 1950, the housing census listed 15,970 occupied units that did "not provide adequate shelter or protection against the elements."\textsuperscript{27}

To address this critical need in cities like Savannah, Congress passed the Veterans' Emergency Housing Act in 1946, sanctioning "revised and extended" powers for the Federal Housing Administration to deploy in Savannah and elsewhere. As with the rest of the country, the result was a building spree and by 1951, the Savannah Morning News reported that the housing shortage was over. Such a turnaround was propelled by the construction of ten large-scale, modern apartment buildings in the city that added 1,786 rental units to Savannah's housing stock—including the 198 apartments in the Drayton Arms Apartments.\textsuperscript{28}


\textsuperscript{23} Foley's changes to the Section 608 program are detailed in Belanger, "Innovating Modern Housing," 8-11.

\textsuperscript{24} Belanger, "Innovating Modern Housing," 11.

\textsuperscript{25} ibid 12.

\textsuperscript{26} ibid 3.

\textsuperscript{27} ibid 2-3.

\textsuperscript{28} ibid 12, 3-4.
The Drayton Arms Apartment building was completed in 1951 utilizing funds from FHA's Section 608 Program. Its design and construction were a result of the program's financing guidelines, which dictated specific architectural requirements and provided incentives for the construction of efficiency units, in addition to larger one-bedroom units, in higher-priced neighborhoods. In order to maximize the mortgage funding available through the Section 608 program, Drayton Arms was designed to accommodate the greatest possible number of rental units, resulting in 18 apartments on each of the 11 upper floors.

The FHA guidelines for Section 608-funded projects were detailed and precise, but their enforcement was left to FHA officials in local offices, such as the one in Atlanta that was involved with the Drayton Arms. In an article profiling the project, the Bergens praised these local FHA officials for their openness to modern design solutions, making it clear that the Drayton Arms was a direct product of the Federal Housing Administration's financing, guidelines, and collaboration.29

The "willingness to further contemporary design," for which the Bergens praised the local FHA officials in Atlanta, characterized the building's technological advances, in addition to its architectural ones. Its incorporation of "year-round" air-conditioning garnered much praise and discussion for the building, since residential air-conditioning was rare at this time. While some movie theaters and commercial venues had begun installing air-conditioning as early as the 1920s, fewer than two percent of residences in the country had any air-conditioning by 1960 (nine years after the construction of the Drayton Arms), and less than half a percent had a central air-conditioning system, as the Drayton Arms did.30 (Small residential window units, intended to cool individual rooms, were advertised beginning in the early 1930s, but the Great Depression and World War II kept the technology from gaining widespread traction.) The installation of air-conditioning in FHA-funded buildings seems to have been even rarer, with an explicit ban against the amenity issued by some FHA offices. For example, in St. Louis in 1953, the FHA considered air-conditioning an unnecessary luxury and would not include it in its mortgage packages. It was not until 1957 that the agency reversed its policy and began to underwrite the cost of central air-conditioning.31 A handbook of FHA policies published in 1966, after the dissolution of the Section 608 program, suggested a change in policy once again, stating that "swimming pools, two bathrooms per unit, air-conditioning, and similar items will not be permitted."32 Its use in the Drayton Arms Apartments is likely, therefore, a further indication of the local FHA officials' willingness to accommodate modern design in all aspects of the project, including technological advances such as air-conditioning. The presence of air-conditioning in the Drayton Arms Apartments is also specific to a narrow window of time before the termination of the Section 608 program in 1954, but after technological and economic advances made central air-conditioning possible in residential buildings, beginning primarily in the early 1950s.

The building, including its revolutionary technologies, is attributable, partly to the role of government policies in the brief span (1942-1954) that Section 608 existed. The Drayton Arms Apartment building is a representative example of the postwar mortgage program that funded a housing boom for the nation's returning soldiers. The building is also noteworthy for the early and unusual use of central air-conditioning in an FHA-funded project—reinforcing the architects' praise for the receptiveness of FHA officials to modern technology and design.

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29 Ibid 12, 26.
Developmental history/additional historic context information (if appropriate)
The following was prepared by Cindy Hamilton, consultant, with editing by Lynn Speno, Historic Preservation Division. The draft May 8, 2012 "Drayton Arms Apartments" National Register of Historic Places Registration Form is on file at the Historic Preservation Division, Department of Natural Resources, Atlanta, Georgia.

History of the Building
The site chosen for the Drayton Arms Apartment building was located in the Savannah National Historic Landmark District in Brown Ward on the northeast corner of E. Liberty and Drayton streets. Locals met the 1949 announcement for the new building, which would occupy an entire city block, with much curiosity. At the time, Drayton and E. Liberty streets were major transportation routes in Savannah. The location of the site at the intersection of two commuter routes, coupled with the proliferation of the automobile, had dramatically changed this area during the early decades of the 20th century. Once home to predominantly three-story 19th century residential buildings, by the 1950s, the area had become almost entirely commercial with a concentration of gas stations and automobile garages.33

R.E. Mathewson, state director of the Federal Housing Administration announced in December 1949 that construction for the apartment building would be financed in part by a loan from the FHA.34 The loan was granted to the Drayton Arms Corporation (FHA project #061-42082), sponsored by general contractors Sylvan M. Byck and Reeves E. Worrell, who would construct the building.35 According to the construction contract, which was signed on February 7, 1950, construction would commence within ten days of the agreement and was to be completed no later than July 31, 1951 for a lump sum of $1,626,494. The First National Bank of Atlanta was to hold the mortgage. The FHA approved the construction of 198 units with 88 two-room efficiency apartments and 110 one-bedroom apartments. Average rental was to be $68 per month. Initial plans called for eight retail spaces on the first floor. It was also announced that the architects were exploring the possibility of air-conditioning for the entire structure, which was a revolutionary technology for the period. It was determined that soil conditions precluded construction of a basement, so the physical plant would be constructed in the center section of the ground floor on the north side of the building, which would enable the three remaining street elevations to have continuous commercial spaces.

Local newspapers covered the anticipated design, with the sub-heading "Design to be Unusual," foreshadowing the resistance of locals to embrace the construction of a modern building in downtown Savannah.36 It was reported that the new building would be Savannah's second tallest building, a modern 12-story apartment building in a design that would be "unique for this locality with continuous glass walls on all floors containing a "bluish-green heat-absorbing glass."37 The local press reported on the many unique details of the design, such as the building's innovative reinforced-concrete system, saying that "it will be the first time this unusual type of construction has been used so far as the architect knows, and will result in a much lighter weight construction...[and] will weigh only about one-half of what a building of the same size usually weighs."38 The level of detail covered in the local newspapers is indicative of the curiosity that Savannah residents held for the modern design.

Construction of the building began in February 1950 after completion of the design the previous year. The building opened in the summer of 1951 as the "Drayton Arms Apartments," and received early acclaim for its modern design. Advertisements for the building highlighted its many innovations, promoting the building as "completely air-conditioned" with "exterior picturesque glass window walls - glare proof" and "running ice water in each apartment," the "ultimate in beauty and refinement - exquisite in design."39

When the building opened, the ground floor housed several retail tenants including: Sunbar Room (bar and restaurant), Drayton Arms Beauty Salon, Superior Laundry, General Finance Corporation of Savannah Loan Department, Barney's

36 "New Apartment Plans Announced; Construction Expected to Begin After January 1; Design to be Unusual; Drayton Arms will Contain 198 Dwelling Units," Savannah Morning News, December 8, 1949, p. 22.
37 Ibid.
38 Ibid.
Junior Restaurant and the Liquor Mart. In the ensuing years, the building's commercial tenants changed, but some of the early tenants remained for decades. In the 1970s, a number of office supply companies moved into the ground floor of the building. While the restaurant and lounge spaces turned over a number of times, the building continued to house a bar/lounge until the 1990s.

Floors 2-12 contained 18 apartments per floor ranging in size from 330 to 370 square feet for efficiency units and 480 to 620 square feet for one-bedroom units. In the first decade after opening, city directories show low vacancy rates and consistency in residential tenants, with a number of tenants remaining in the building for more than ten years. However, in the early 1960s, the building owners faced foreclosure and the Federal Housing Administration acquired the building. The 1978 opening of the nearby Savannah College of Art and Design marked a turnaround for the building, bringing a steady stream of students who were looking for dorm-like apartments. Occupancy rates remained high in the closing decade of the 20th century. DrayProp LLC purchased the building in 2005 for $8,350,000 and began to convert the building into condominiums. A number of units were sold for both residential and office use. In 2010 the building stood in a partially rehabilitated state. Unable to finance the renovations, the building was foreclosed upon. In 2012 Drayton-Tower LLC acquired the building and rehabilitated the building as apartments as part of a tax incentives project that complied with the State of Georgia's Standard's for Rehabilitation. The rehabilitation received final certification on June 18, 2013.

9. Major Bibliographical References

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


Information on the commercial and residential tenants throughout the building's history was obtained from city directories. R.L. Polk & Co., Polk's Savannah City Directory (Richmond, VA: R.L. Polk & Co., various dates including 1951, 1965, 1971.

Belanger, "Innovating Modern Housing." 27.


Belanger, "Innovating Modern Housing," 34.

City of Savannah Deed, Drayton Company LLC to DrayProp LLC, Deed book 289Q page 433, June 20, 2005.
Drayton Arms Apartments

Name of Property

Chatham County, GA

County and State


"New Apartment Plans Announced; Construction Expected to Begin After January 1; Design to be Unusual; Drayton Arms will Contain 198 Dwelling Units." Savannah Morning News, December 8, 1949, p. 22.

"Noted Savannah Architect Dies." Savannah Morning News, October 30, 1972, 1B.


Drayton Arms Apartments

Name of Property

Previous documentation on file (NPS):

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

Primary location of additional data:

X State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other

Name of repository:

Historic Resources Survey Number (if assigned):

10. Geographical Data

Acreage of Property  Less than one acre
(Do not include previously listed resource acreage.)

Latitude/Longitude Coordinates

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

1. Latitude: 32.074495
2. Latitude: 
3. Latitude: 
4. Latitude: 

Longitude: -81.091932
Longitude: 
Longitude: 
Longitude: 

UTM References
(Place additional UTM references on a continuation sheet.)

1  Zone  Easting  Northing  3  Zone  Easting  Northing
2  Zone  Easting  Northing  4  Zone  Easting  Northing

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

The boundary is indicated by a heavy black line on the attached tax map, which is drawn to scale.

Boundary Justification (Explain why the boundaries were selected.)

The boundary is the entire parcel that is historically associated with the building.
Drayton Arms Apartments

Name of Property

Drayton Arms Apartments

City or Vicinity: Savannah

County: Chatham State: Georgia

Photographer: Nick Kraus, Heritage Consulting Group

Date Photographed: April 4, 2013

Description of Photograph(s) and number:

1. South or main facade, looking north.
2. South facade, main entrance, looking northeast.
3. South facade, looking west.
4. East elevation, looking west.
5. Rear or north elevation, looking south.

Interiors:
7. 1st floor, lobby, looking west.
8. 1st floor, elevator lobby, looking north.
Drayton Arms Apartments

Name of Property

Drayton Arms Apartments

Chatham County, GA

County and State

9. 1st floor, commercial space, looking west.
10. 2nd floor, elevator lobby, looking south.
11. 2nd floor, unit 210, looking north.
12. 2nd floor, unit 202, looking north.
13. 3rd floor, corridor, looking east.
14. 3rd floor, unit 311, looking southeast.
15. 4th floor, stairs, looking south.
16. 5th floor, corridor, looking west.
17. 5th floor, unit 507, looking south.
18. 7th floor, unit 707, looking west.
19. 7th floor, unit 706, looking north.
20. 9th floor, unit 911, looking south.
21. 9th floor, unit 911, looking northeast.
22. 10th floor, corridor, looking south.
23. 12th floor, elevator lobby, looking south.
24. 12th floor, unit 1202, looking north.

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. 460 et seq.).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18 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 Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.
DRAYTON ARMS APARTMENTS
CHATHAM COUNTY, GEORGIA
SITE AND GROUND FLOOR PHOTO KEY (1-9)
PHOTOGRAPH/DIRECTION OF VIEW: ↑
DRAYTON ARMS APARTMENTS
CHATHAM COUNTY, GEORGIA
SECOND FLOOR PHOTO KEY (10-12)
PHOTOGRAPH/DIRECTION OF VIEW: ↑
DRAYTON ARMS APARTMENTS
CHATHAM COUNTY, GEORGIA
SEVENTH FLOOR PHOTO KEY (18-19)
PHOTOGRAPH/DIRECTION OF VIEW: ↑
DRAYTON ARMS APARTMENTS
CHATHAM COUNTY, GEORGIA
NINTH FLOOR PHOTO KEY (20-21)
PHOTOGRAPH/DIRECTION OF VIEW: ↑
DRAYTON ARMS APARTMENTS
CHATHAM COUNTY, GEORGIA
TENTH FLOOR PHOTO KEY (22)
PHOTOGRAPH/DIRECTION OF VIEW: 🔄
DRAYTON ARMS APARTMENTS  
CHATHAM COUNTY, GEORGIA  
TWELTH FLOOR PHOTO KEY (23-24)  
PHOTOGRAPH/DIRECTION OF VIEW: ↑
DRAYTON ARMS APARTMENTS
CHATHAM COUNTY, GEORGIA
NATIONAL REGISTER BOUNDARY:
SOURCE: Savannah Area GIS
Drayton Arms Apartments
102 East Liberty Street
Savannah, Chatham County, Georgia