

**North Carolina Department of Natural and Cultural Resources
State Historic Preservation Office**

Ramona M. Bartos, Administrator

Governor Roy Cooper
Secretary D. Reid Wilson

Office of Archives and History
Deputy Secretary, Darin J. Waters, Ph.D.

April 11, 2023

Matilda Bedford
Goldsboro Housing Authority
709 N Waters Street
Goldsboro, NC 27530

mbedford@hacg.org

Re: Goldsboro Housing Authority property evaluations, Goldsboro, Wayne County, Multiple Projects

Dear Ms. Bedford:

On April 3, 2023, we received a letter from Hurt & Proffitt transmitting the revised final drafts of the Historic Structure Survey Reports (HSSR) listed below.

- “Woodcrest Apartments, Goldsboro, North Carolina, ER 21-2309”
- “Elmwood Terrace Apartments, Goldsboro, North Carolina, ER 21-2308”
- “Fairview Apartments, Goldsboro, North Carolina, ER 21-2293”

We note Hurt & Proffitt’s efforts to incorporate our recommended revisions and offer the following comments.

After reviewing the revised HSSRs, we concur that the properties are eligible for listing in the National Register of Historic Places for the reasons outlined in the reports. We do not require changes to be made and accept these versions as final. Please see the table below for eligibility and effects determinations.

ER Tracking	Property (SSN)	Eligibility Determination	Effects
ER 21-2293	Fairview (WY1487)	Eligible under Criterion A	No Adverse Effect with Conditions
ER 21-2308	Elmwood Terrace (WY1485)	Eligible under Criterion A	No Adverse Effect with Conditions
ER 21-2309	Woodcrest (WY1488)	Eligible under Criteria A & C	No Adverse Effect with Conditions

Effects Determinations

Fairview and Elmwood Terrace: The proposed demolitions at the Fairview and Elmwood Terrace Apartment complexes will have no adverse effect on the historic properties based on the following conditions being implemented.

- Within 90 calendar days of the date of this letter, Housing Authority of the City of Goldsboro (HACG) will update the History page (or similar/easily accessible page) of their website to incorporate information about the recent evaluations performed and details of the historic properties. HACG has confirmed that this will be in-house time worked; outsourcing is not required.
- HACG will provide a draft to the SHPO for review within 60 days. SHPO will have 15 days to review and provide comments for edits. If SHPO does not provide comments or request an extension, HACG may move forward with the final update. The updated webpage must be live by the 90-day deadline.
- Updates will include, but are not limited to, discussion of the historic context of public housing in Goldsboro, individual properties, and links to the associated HSSRs (to be provided by SHPO once available; 2-3 weeks). Photos and maps will be used where appropriate. We encourage the HACG to update any other sections of their website that could benefit from the information developed in the evaluation reports.
- Once updates are complete, HACG will post a notice of the updates, and a brief description of the information available, to their website landing/front page and social media accounts.
- Upon completion of the above conditions HACG will notify SHPO and DHUD that the page updates are live and provide applicable links.

Woodcrest: The proposed renovations at Woodcrest Apartments will have no adverse effect on the property based on the condition that exterior rehabilitation (building elevations and site work) follows as closely as possible to the guidelines set forth by the *Secretary of the Interior Standards for Rehabilitation - Standard No. 6*, "Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials." Changes to the exteriors of the structures that do not reflect its current Minimal-Traditional style would not meet the *Standards*, nor would any site work that drastically alters the setting, feeling, or layout of the complex. We are happy to provide additional technical advice as needed during the planning and implementation stages of the project.

Additionally, we would like to clarify that the letter of December 12, 2022, accepting the West Haven (WY1486; ER 21-2650) HSSR was intended to acknowledge our concurrence that the property is not eligible for listing. Therefore, there are no historic properties which would be affected by the proposed project. We apologize for any confusion that may have resulted from the language in our previous correspondence.

The above comments are made pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800.

Thank you for your cooperation and consideration. If you have questions concerning the above comment, contact Renee Gledhill-Earley, environmental review coordinator, at 919-814-6579

or environmental.review@ncdcr.gov. In all future communication concerning this project, please cite the above referenced tracking number.

Sincerely,



for Ramona Bartos, Deputy
State Historic Preservation Officer

cc Keith Curtis, HACG
Susan Gurganus, HACG
Sarah Stogner, Stogner Architecture
Fred Ford, Stogner Architecture
Hiram Roman-Cintron, DHUD
Sarah Woodard, NC HPO
Katie Harville, NC HPO

kcurtis@hacg.org
procure@hacg.org
sstogner@stognerarchitecture.com
fford@stognerarchitecture.com
hram.roman-cintron@hud.gov
sarah.woodard@ncdcr.gov
katie.harville@ncdcr.gov



Renee Gledhill-Earley
State Historic Preservation Office
4617 Mail Service Center
Raleigh, NC 27699-4617

March 28, 2023

RE: Historic Structure Survey Reports for Elmwood Terrace, Fairview Apartments, and Woodcrest Apartments

Dear Ms. Gledhill-Earley:

Please find enclosed the final versions of the Historic Structure Survey Reports (HSSR) completed for Elmwood Terrace, Fairview Apartments, and Woodcrest Apartments. The NCSHPO has already received the digital copies of the reports, as well as the appropriate mapping, and photos.

Let me know if you have any questions concerning the reports and related materials. I can be reached at: clarke1201@gmail.com and (804)347-5825. Thank you for the opportunity to work with you on this project.

Sincerely,

Sarah Clarke

HISTORIC STRUCTURE SURVEY REPORT

FAIRVIEW APARTMENTS



H&P PROJECT NO.

20220813

ER 21-2293

SUBMITTED BY:

Sarah M. Clarke

Senior Architectural Historian

and

Melissa Schmidt

SUBMITTED TO:

Mr. Anthony Goodson, Jr.

Housing Authority of the City of Goldsboro

700 N. Jefferson Ave

Goldsboro, NC 27530

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MANAGEMENT SUMMARY

This report presents the results of a historic structure survey of the Fairview Apartments (WY1487) located at 1729 Edgerton Street in Goldsboro, North Carolina. The historic structure survey report was completed on behalf of Housing Authority of the City Goldsboro. The Fairview Apartments sit on seven parcels totaling 33.55 acres. The property is bounded by Atlantic Avenue, Edgerton Street, North Claiborne Street, Holly Street, and North Madison Avenue. The project proposes to demolish building #12, and renovate remaining units at the Fairview Apartments. The proposed project intends to use funds from the United State Department of Housing and Urban Development (USHUD).

In a letter dated October 21, 2021, the North Carolina Department of Natural and Cultural Resources (NCSHPO) requested that USHUD complete a Historic Structure Survey Report (HSSR) of the Fairview Apartments. The fieldwork for this project was completed on July 20 and July 21, 2022 by Sarah Clarke and Melissa Schmidt on behalf of Housing Authority of the City of Goldsboro. Fieldwork for this project includes exterior photos of the property, architectural descriptions, and site plans of the buildings. Research was completed at the North Carolina State Archives and the North Carolina Department of Natural and Cultural Resources. H&P completed additional research to identify similar structures and resources within Wayne County, as well as other counties in North Carolina.

Fairview Apartments are collection of brick veneer buildings in the Minimal Traditional style, constructed in phases in 1952, 1955, and 1975. Hurt & Proffitt (H&P) recommends that the Fairview Apartment are eligible for the National Register of Historic Places (NRHP) under Criteria A for trends in history related to low-rent and government sponsored housing in Goldsboro, North Carolina. In addition, the multiple additions to Fairview Homes demonstrates how the complex was home for many Goldsboro residents displaced by Urban Renewal.

COMPLIANCE STATEMENT

The field investigations and technical report meet the requirements specified in the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* (Federal Register 48:190:44716-44742) and NC HPO's *Standards for Historic Structure Survey Reports* (2019). All personnel performing the cultural resource investigations meets or exceeds the qualifications described in the Secretary of the Interior's *Professional Qualifications Standards* (48 FR 44738-9).

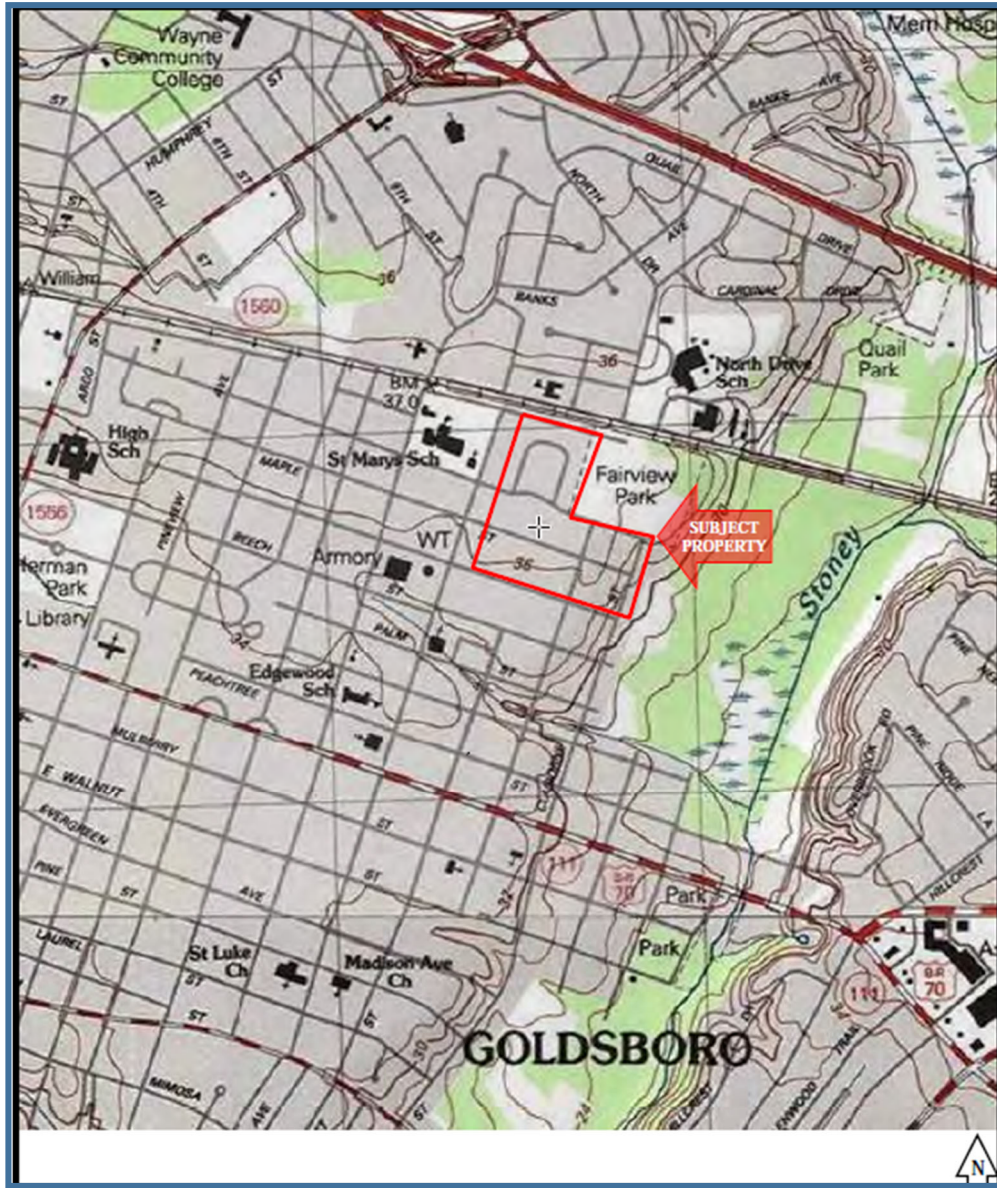


Figure 1. Location Map, Fairview Apartments (WY1487), USGS Topographic Map.



Figure 2. Location Map for Fairview Apartments, image from Google Earth (accessed September 2022).

HISTORIC BACKGROUND/CONTEXT

Context

The City of Goldsboro is the county seat of Wayne County, North Carolina. The original county seat of Wayne County was Waynesborough founded in 1787; however, by 1847 the county seat moved to Goldsboro. By the Civil War, Goldsboro was a vital railroad junction and trading center, especially for the cotton plantations in eastern North Carolina (Nichol and Hunt 2018).

Wayne County remained a predominately rural and agricultural county into the twentieth century. It was the center of the bright leaf tobacco area in North Carolina, and the growth of Goldsboro was closely tied to tobacco, as well as other types of agriculture. Goldsboro was the primary commercial and retail center for Wayne County (City of Goldsboro Planning Commission 1960).

The architecture resource surveyed for this project was constructed in the mid- twentieth century. Further, construction of Fairview Apartments occurs during national policies concerning public housing, urban renewal, and blighted city centers. Therefore, the historic context for this report will focus on the twentieth century and these topics specifically.

Twentieth Century

The agriculture of Wayne County continued to dominate the economy of Goldsboro until after World War II, with the reactivation of the Seymour Johnson Air Force Base in 1956. The reactivated base brought a significant increase in population and home building to Wayne County and especially the City of Goldsboro. It also contributed to an increase in retail and trade businesses. The City Council realized that the increase in development had the potential to cause problems for Goldsboro. City Council was hesitant to rely on the Seymour Johnson Air Force Base for economic sustainability. So, in 1960 the Goldsboro City Council assembled a land use plan. The focus of the plan was to increase parking and accessibility for the central business district of Goldsboro (City of Goldsboro Planning Commission 1960).

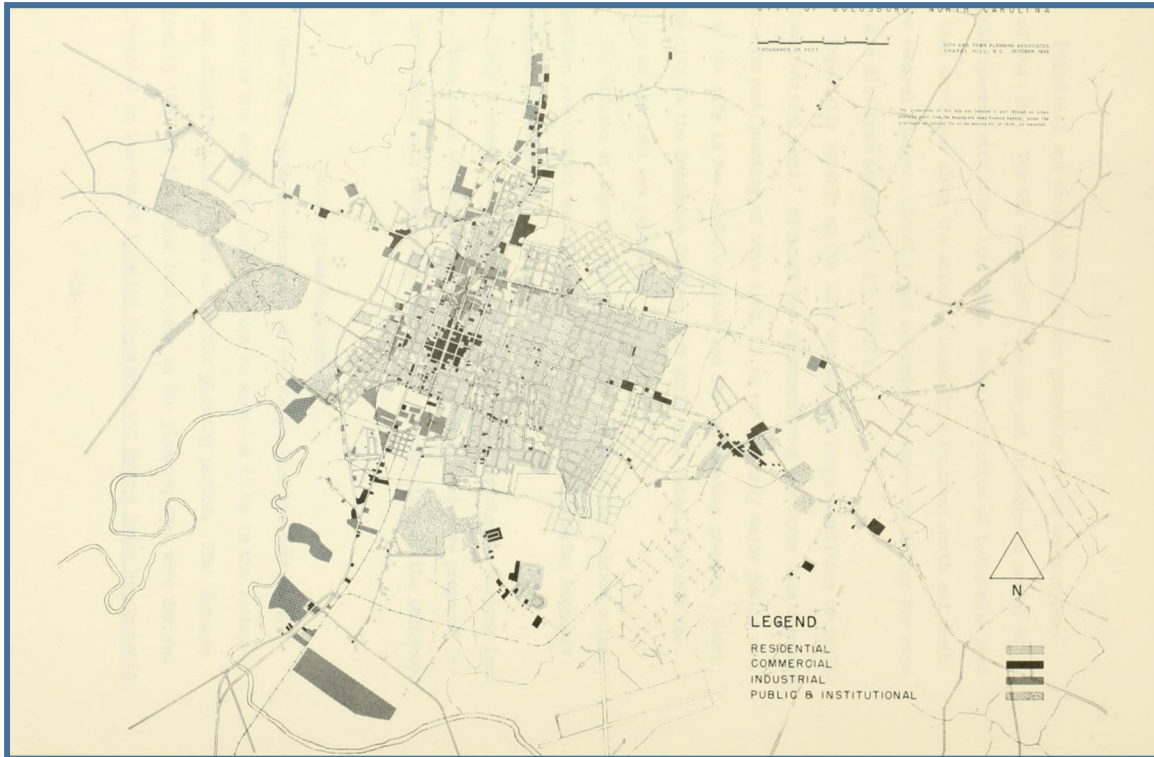


Figure 3. 1960 Existing Land Use map, City of Goldsboro Land Use Plan.

The Goldsboro Land Use Plan shows that almost all residential development was concentrated in the center of town, as were most of the commercial businesses (Figure 3). There is some residential development on the outskirts of Goldsboro; however, a majority of that area is rural or designated for industrial development (City of Goldsboro Planning Commission 1960).

Through the mid- to the late-twentieth century, the Seymour Johnson Air Force Base continued to be the largest employer in Goldsboro. Other primary employers in the community included the school district, the North Carolina Department of Health and Human Services, the Wayne Memorial Hospital, Wayne County, and Walmart (Nichol and Hunt 2018).

Public Housing in the United States

Prior to the 1930s, the federal government had no role in providing public housing for citizens. The Progressive Era policies attempted to deal with the inadequate housing found in large cities which was often home to the poor and immigrants. During World War I, the

government constructed some housing for those assisting in the war effort. After World War I, Americans began to push for appropriate housing for the urban poor. Advocates like Catherine Bauer pointed to the success of Modernist housing programs in Europe and how architecture can be used to solve housing issues in America. State and local governments attempted to ameliorate the issue; however, few found any success (Lusignan et al 2004).

It wasn't until the Great Depression and the New Deal that the United States government began to take a lead role in government-supported public housing. New Deal policies promoted by President Roosevelt encouraged the construction of government housing to create jobs as well as homes. Between 1932 and 1934, the federal government, through the Public Works Administration (PWA), began the process of constructing government subsidized housing. To facilitate the construction, the PWA set up local housing authorities that used federal funding for slum clearance and the construction of public housing. In 1937, the United States Housing Authority (USHA) replaced the PWA as the federal agency that oversaw the distribution of federal funding. The USHA allowed for the funds used for public housing to be administered by local agencies and not the federal government (Lusignan et al 2004).

The philosophy behind the design of public housing of the 1930s and 1940s resulted in a unique architectural style. The design of public housing was not "high-style" designs, but designs creating functional space with sturdy construction that could last at least 60 years. In addition, proponents of public housing wished to see a design that would lift up the residents and move them toward a better future. The idea was that by incorporating modern design and amenities, new public housing would remove families from the conditions that initially created poverty (Vale 2000; Winston 1945; Bauer 1934).

In the 1950s the construction of private housing boomed, while public housing was funded at a lower level than in the 1930s and 1940s. The need for more housing was a result of tremendous population growth, as well as a large number of people moving from rural areas into the cities for jobs. Much of the home construction took place in suburban regions around urban centers. It was also during this time that many people equated success and the American Dream with home ownership; however, that was not attainable for everyone. In an attempt to remedy that, the federal government passed the Housing Act of 1949 which expanded the federal government's role in financing home ownership and construction (Lusignan et al 2004; von Hoffman 2016).

Original designs for public housing were typically low-rise, garden-style townhomes that were functional with little ornamentation. However, by the 1950s the architectural design of public housing became more standardized with preference being given to high-rise

buildings because it allowed for more units on a smaller footprint and therefore higher site densities. Standardized design also allowed for cost efficiency. This resulted in smaller apartments, with rooms connected by hallways, and small windows (Lusignan et al 2004; Dorigo and Ruter 2012).

The number of public housing complexes began to decrease in the 1950s with the passage of the Housing Act of 1954. The Housing Act of 1954 prioritized clearing slums and low rent public housing, but funding was less than a third of that available in 1949. It was also during this time that public housing was tied to Urban Renewal. Urban Renewal focused on removing substandard or derelict structures, in addition to building communities and improving local economies. The federal government decided that local developers were preferable to local housing authorities when constructing public housing (Dorigo and Ruter 2012).

Public housing changed even further with the Housing Act of 1956, which made the low-income, elderly eligible for placement in public housing. Prior to this legislation, public housing preferred families over single residents. The Housing Act of 1956 also allowed for financial assistance for the construction or rehabilitation of existing housing to provide accommodations for elderly residents. Additional legislation, including the Housing Act of 1961, the Senior Citizens Housing Act of 1962, the Housing Act of 1964, the Housing and Urban Development Act of 1965, the Older Americans Act of 1965, the Housing and Urban Development Act of 1968, and the Housing and Community Development Act of 1974 all contained programs to address housing issues for the elderly (von Hoffman 2016).

By the late-twentieth century, the large, high-rise apartments began to lose their popularity due to the institutional look and feel of the buildings. Further, it was believed that the large public housing buildings isolated its residents from the community and contributed to a social stigma concerning public housing. In response to this, the 1968 Housing and Urban Development Act was passed which specifically prohibited the construction of high-rise public housing. In addition, the government continued to prefer private financed public housing and the focus shifted to low-income housing vouchers. By the 1970s and 1980s, public housing began to resemble the housing of the 1930s and 1940s. The developments were smaller and included townhouse-style apartments, duplexes, and single-family homes (Dorigo and Ruter 2012).

Public Housing in Goldsboro

The predecessor of the Housing Authority of the City of Goldsboro was the Eastern Carolina Regional Housing Authority. In 1949, the Goldsboro Board of Aldermen determined that Goldsboro was in need of its own housing authority. The catalyst for this decision was a housing study completed on housing needs in Goldsboro (The News and

Observer, 15 Dec. 1949). Established in 1950, the first act of the Goldsboro Housing Authority (Authority) was looking at several sites with plans to construct 400 units of low-rent housing (The News and Observer, 20 July 1950). In November 1950, under the leadership of Wiley Smith, the Authority advertised for bids to construct new low-rent housing in Goldsboro. The advertisement stated that the Authority wished to construct 138 low-rent housing units for whites at Fairview Homes and 137 units for blacks at Lincoln Homes for a total cost of \$3,009,000 (The News and Observer, 26 Nov. 1950). The demand for low-rent housing continued to increase in Goldsboro. By 1953, the Authority advertised for bids to construct 115 additional units at Fairview Homes (The News and Observer, 1 Oct. 1953). Demand continued to outpace supply, in 1958 the Authority acknowledged that all units at Fairview Homes and Lincoln Homes were full, and there were 350 applications on file for low-rent housing (The News and Observer, 18 July 1958).

The lack of low-rent housing continued to be an issue in Goldsboro. So much so that it prompted the Authority to propose the construction of 300 new units in the city. The Authority wished to build on sites containing substandard housing as part of the city's slum clearing program. Substandard housing had become a problem in Goldsboro, in fact, in April 1958, the Goldsboro Inspector had condemned 73 dwellings for being in substandard condition (The News and Observer, 18 July 1958). Also in 1958, the Authority received \$38,750 for preliminary planning for new low-rent housing. The loan was made available through the Public Housing Administration (PHA) and allowed the Authority to acquire property and complete drawings and engineering of new housing (The News and Observer, 12 Dec. 1958). In 1959, the State Utilities Commission (Commission) approved the construction of 225 new low-rent housing units. The 225 new units were divided between the white and black population of Goldsboro, with 75 units for whites in Edmundson Hill and 150 units for blacks in Hell's Bottom (The News and Observer, 6 Dec. 1959). At this time, the Authority operated 600 housing units. The Commission noted that at least 3376 families in Goldsboro lived in sub-standard housing and of those 3376 families, 1206 were white (The News and Observer, 14 March 1959).

Beginning in the 1960s, Goldsboro was the recipient of funding from the Urban Renewal Administration. In 1960s, Goldsboro was among a group of 18 localities in North Carolina to receive \$57,900 from the Urban Renewal Administration with the agreement that the state would provide matching funds. The money was sent to the North Carolina Department of Conservation and Development (The News and Observer, 26 February 1960). By 1966, Urban Renewal resulted in the displacement of 590 families in Goldsboro. The City realized that it needed to find adequate housing for these families; therefore, the Authority proposed the construction of 800 additional federal housing units, in addition to the already existing 825 units (The News and Observer, 19 May 1966).

During this time, the Authority received push back from the local realtors in Goldsboro. The realtors asserted that additional housing was not needed in Goldsboro, that there was already a glut of available housing. Further, the realtors claimed that Urban Renewal and public housing were two separate programs and that there is no statutory requirement to provide housing to individuals and families displaced by Urban Renewal (The News and Observer, 23 May 1966). This assertion made by the lawyers was not true, funding would not be made available for Urban Renewal until the localities demonstrated that there is affordable housing for displaced families. The City acknowledged that there is a surplus of housing for middle-income people, but not for lower-income people. In addition, the Authority identified at least 100 families waiting for low-rent, federal housing. A survey completed during Goldsboro's Urban Renewal identified 10,351 dwellings within one mile of the town; however, 3644 were below average or substandard (The Durham Sun, 26 May 1966). By 1968, HUD granted the City of Goldsboro \$120,000 for the construction of 350 units as part of Goldsboro's Urban Renewal development program (The News and Observer, 8 Oct. 1968).

In 1969 Goldsboro experienced protests due to the firing of two employees of the Authority. The employees presented the director of the Authority with a list of grievances concerning the condition of some of the properties operated by the Authority. Approximately 150 people marched on the Goldsboro City Hall and 200 tenants at the Lincoln Homes and Elmwood Terrace participated in a rent strike. At this time, 500 tenants resided in the two housing developments with a majority of those being black (The News and Observer, 31 May 1969).

Prior to desegregation, Goldsboro had a predominantly white population; however school desegregation led to white flight out of Goldsboro and into Wayne County. By the early 1980s, residents claimed that the Authority, in concert with Wayne County Commissions, purposefully placed public housing in the City. This action resulted in a segregated school system with one-third of the City's students living in public housing (The News and Observer, 16 Jan. 1983). Further, the construction of public housing in Goldsboro resulted in concentrated pockets of poverty, especially child poverty, and unemployment in the city. Poverty and unemployment increased the need for more public housing, which continued the trend of isolation for its residents. In 2016, almost 4,000 people lived in public housing in Goldsboro, 10.5% of the city's population. As of 2018, the need for HUD-assisted units exceeded the supply in the City of Goldsboro, a continuation of trends that started in the 1950s (Nichol and Hunt 2018).

The Housing Authority currently manages nine separate public housing properties in Goldsboro: Elmwood Terrace Apartments constructed in 1966; Fairview Apartments constructed in 1952, 1955, and 1975; Lincoln Homes built in 1952; Little Washington Apartments built in 1976; Oleander Avenue constructed in 1976; Trinity Court built in 1955, 1995, 2002, 2007, and 2015; Walnut Street School Apartments are in an early-twentieth century school; West Haven Apartments built in 1974 and 1975; and Woodcrest Terrace Apartments built in 1966 (Housing Authority of the City of Goldsboro).

RESEARCH METHODS

Inventory

There are no previously recorded architectural resources within the vicinity of Fairview Apartments.

Historic Architecture Field Methods

The purpose of the architectural investigation was to survey and evaluate the Fairview Apartments (WY1485) for individual eligibility for listing in the NRHP. The property was photographed, notes were taken of each property detailing integrity and condition. Additional fieldwork was conducted to identify similar properties in the area.

Fieldwork for the project was conducted on July 20 and July 21, 2022, resulting in the identification and evaluation of the previously unrecorded Fairview Apartments. A description and evaluation of the Fairview Apartments may be found below.

National Register Eligibility Assessment

For a property to be considered eligible for the NRHP, it must retain integrity of location, design, setting, materials, workmanship, feeling, and association (National Register Bulletin 15). In addition, properties must meet one or more of the criteria below:

- A. are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. are associated with the lives of persons significant in our past; or
- C. embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. have yielded or may be likely to yield information important in history or prehistory.

The most frequently used criterion for assessing significance of above-ground resources, particularly structures, is Criterion C, although other criteria were considered, where appropriate. For an above-ground historic resource to be considered significant, it must retain the particular characteristics that made it important, whether it is evaluated under an architectural or historic context. These elements are evaluated through seven aspects of integrity: location; design; materials; workmanship; setting; feeling; and, association. These factors were considered in assessing a site's potential for inclusion in the NRHP.

Architectural Description

Fairview Apartments (WY1487)

Fairview is a 49-building housing development, constructed in three stages between circa 1952 and 1975, that consists of 249-units of multifamily housing, characterized by economy of design and materials. The development, which is contained within the boundaries of Atlantic Avenue, Edgerton Street, North Claiborne Street, Holly Street, and North Madison Avenue, consists of one and two-story units, most containing multiple apartment units, all similar in form, style and materials. The site consists primarily of one-story attached houses and duplexes, containing studio to four bedroom units, as well as four two-story, attached buildings with two to four units each. The site had three distinct periods of construction – c. 1952, c.1955 and c. 1975, with variations of construction unique to each period. One additional building functions as a property management office and is located at the southeast corner of Fairview Circle.

The development covers approximately five blocks on a site that is mainly on a standard residential grid, with the exception of Fairview Circle at the north end of the site. Buildings are arranged in staggered groupings with approximately twenty-five foot setbacks from the roadway. Parking is on-street, with the exception of two small lots branching off from Fairview Circle and one from Edgerton Street. The buildings themselves are composed of individual elements connected at the ends or corners in multiple ways, forming clustered groupings with unique shapes, including staggered lines and both wide and narrow u-shapes, with no discernible overall pattern.

The buildings constructed in 1952 and 1955 are Minimal Traditional in style and share a rectangular, boxy plan on a concrete slab, with side-gabled roofs of an intermediate pitch, with closed eaves and a vent. Eight buildings have cross gable roofs. The construction is red brick veneer in running bond over a concrete masonry unit structure, with vinyl siding on the upper level of the side elevations. The symmetrical facades feature few architectural details other than brick window sills and slightly projecting eaves. The center bays of each front façade contain the entryways to the individual units, some with an inset porch on a concrete

pad. A few buildings have intersecting front and side gable roofs. The two-story buildings include small projecting front gables over the entryways.

Buildings added in 1975, along Claiborne Street, include one duplex and eight one-story multi-unit apartments. The construction is also red brick veneer in running bond over a concrete masonry unit structure. The duplex has a rectangular, boxy plan with a side gable roof and a front gable porch with brick clad columns. The multi-unit buildings have intersecting front and side gable roofs with covered walkways between units. Windows are one-over-one and two-over-two sash windows which retain their original configuration. The facades feature few architectural details, except a brick soldier course at the water table and the roof line. These buildings contain elements of Contemporary residential style, in the rectilinear or square plan, lack of detail, visual interest in shapes rather than ornamentation, front-facing low-pitched gable roofs, vinyl siding, the use of banded windows, and recessed entryways with porch posts.

The property management office is located on the southeast corner of Fairview Circle and Edgerton Street. The building is an L-shaped plan, front-gable structure of concrete construction with red brick veneer.



Figure 4. Fairview Apartments, buildings slated for demolition, view to the northwest.



Figure 5. Fairview Apartments, 905 Fairview Circle building B, view to northwest.



Figure 6. Fairview Apartments, 905 Fairview Circle, building B, rear elevation, view to the east.



Figure 7. Fairview Apartments, 905 Fairview Circle, building B, rear elevation, view to the east.



Figure 8. Fairview Apartments, 937 Fairview Circle, building B, view to the northeast.



Figure 9. Fairview Apartment, 937 Fairview Circle, building B, view to the northeast.



Figure 10. Fairview Apartments, 921 Fairview Circle, view to the north.



Figure 11. Fairview Apartment, 1721 Edgerton Street facade, view to the south.



Figure 12. Fairview Apartments, 1724 Edgerton Street, rear elevation, view to the north.



Figure 13. Fairview Apartments, 1726 Edgerton Street, rear elevation, view to the north.



Figure 14. Fairview Apartment, 1726 Edgerton Street, facade, view to the southeast.



Figure 15. Fairview Apartment, 1728 Edgerton Street, facade, view to the southeast.



Figure 16. Fairview Apartments, 1728 Edgerton Street, view to the west.



Figure 17. Fairview Apartments, 1728 Edgerton Street, view to the southwest.



Figure 18. Fairview Apartments, 1736 Edgerton Street, view to the southeast.



Figure 19. Fairview Apartments, 806 North Claiborne Street, view to the east.



Figure 20. Fairview Apartments, 806 N. Claiborne Street, view to the northeast.



Figure 21. Fairview Apartments, 803 North Claiborne Street, view to the west.



Figure 22. Fairview Apartments, North Claiborne Street, view to the south.



Figure 23. Fairview Apartments, corner of Edgerton Street and North Taylor Street, view to the west.



Figure 24. Fairview Apartments, intersection of Edgerton Street and Fairview Circle, view to the northwest.

History

Fairview Apartments complex was built in phases in 1952, 1955, and 1975. As discussed in the history of public housing in Goldsboro, Fairview Apartments, along with Lincoln Homes was one of the first housing developments built in Goldsboro. Fairview Apartments was built for whites, and Lincoln Homes was constructed for blacks. The multiple building campaigns reflects the increasing need for low-rent housing in Goldsboro. Once the first section of Fairview Apartments was built, demand necessitated the construction of more units just three years later, and again twenty years later. The architect of Fairview homes is unknown, the Authority does not possess any records for the property, nor are any located at the North Carolina Library and Archives.

Fairview Homes was constructed on the periphery of Goldsboro in a predominately agricultural area. The 1937, 1941, and 1950 aerial photos demonstrate that previously the area consisted of cultivated fields with some single dwellings present on contiguous parcels

(Figure 25, 26, 27). Fairview Homes predates Urban Renewal in Goldsboro; however, the city began implementing a slum-clearing program in the late-1950s. The continuous building campaigns at Fairview Homes, as well the construction of other low-rent housing in Goldsboro, demonstrates the need for affordable housing in the city at that time. The 1959 aerial photo shows the construction of the first two phases of Fairview Apartments, which were constructed in 1952 and 1955 (Figure 28). The 1983 aerial photo shows the construction of the final, 1975 phase of Fairview Apartments along Claiborne Avenue (Figure 29). The area around Fairview Apartments gradually develops into a residential neighborhood.



Figure 25. 1937 aerial photo of the location with the Fairview Apartments outline in red. (USGS Aerial Photo).



Figure 26. 1941 aerial photo of with the location of Fairview Apartments outlined in red.
(USGS Aerial Photo).

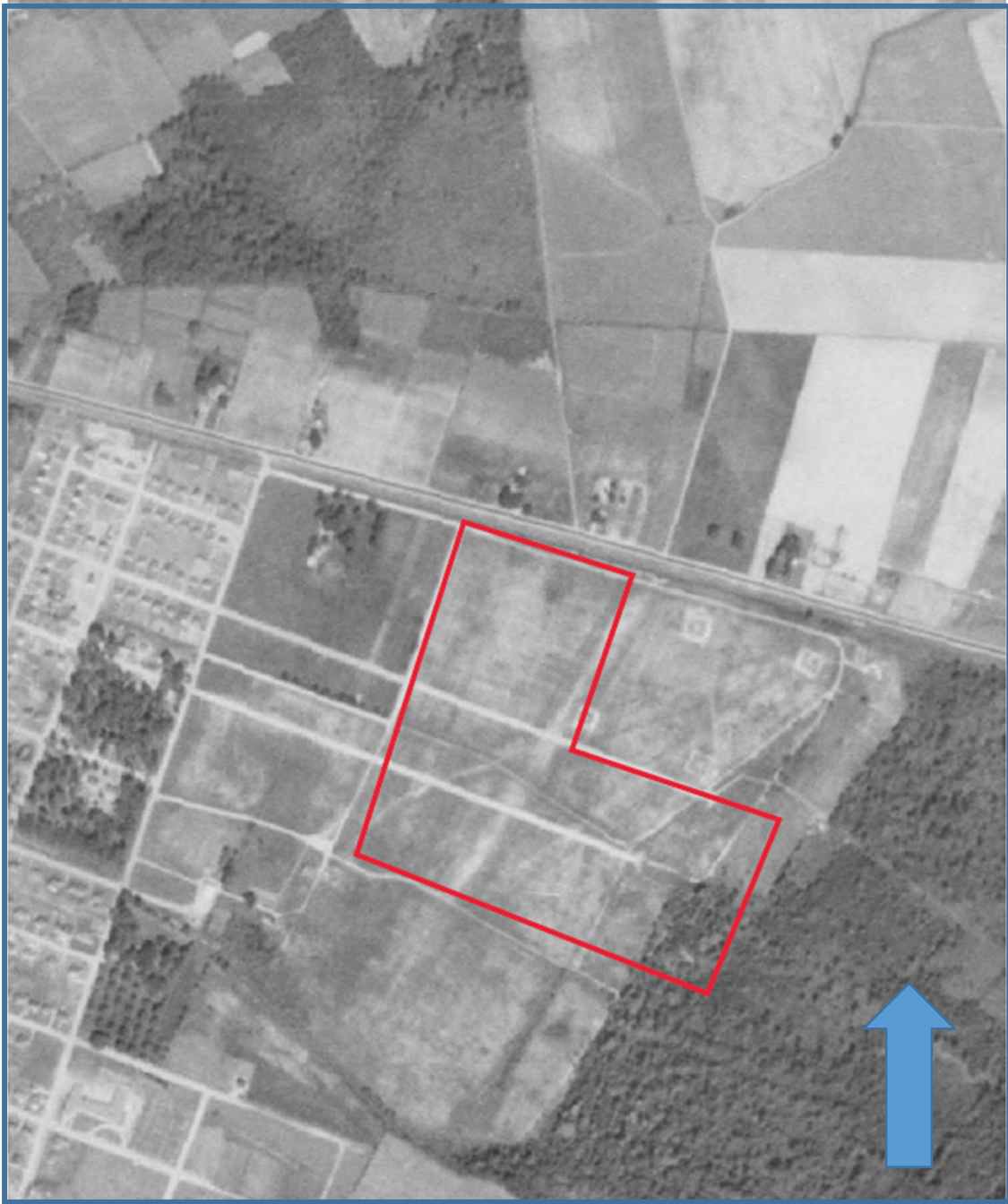


Figure 27. 1950 aerial map, location of Fairview Apartments outline in red. (USGS Aerial Photo).



Figure 28. 1959 aerial photo of the location of the Fairview Apartments outlined in red (USGS Aerial Photo).



Figure 29. 1983 aerial photo of the location of the Fairview Apartments outlined in red (USGS Aerial Photo).

Comparable Examples

Lincoln Homes, Goldsboro, North Carolina

Lincoln Homes was built at the same time as Fairview Homes. Lincoln Homes was built for Goldsboro's black population, and Fairview Homes was constructed for the city's white population. The architectural style of Lincoln Homes is identical to that of Fairview Homes, these are one- and two-story, Minimal Traditional style, and brick-veneer buildings. In addition, vinyl siding is visible in the gable ends of the buildings, though the finish of the siding is different than that found at Fairview Homes.



Figure 30. Lincoln Homes, Goldsboro, North Carolina.

Trinity Homes, Goldsboro, North Carolina

Similar to Fairview Homes, Trinity Homes was built in multiple campaigns. The first section was built in 1955, additional sections of Trinity Homes was completed in 1995, 2002, 2007, and 2015. Like Fairview Homes, Trinity Homes contains one- and two-story, frame and brick veneer, Minimal Traditional style garden apartments.



Figure 31. Trinity Homes, Goldsboro, North Carolina.

Little Washington, Goldsboro, North Carolina

Little Washington housing development was built in 1975 in Goldsboro. Like Fairview Homes, Little Washington contains one-story garden apartments composed of vinyl siding and brick veneer. In addition, Little Washington also takes advantage of the utilitarian functionality of the Minimal Traditional style.



Figure 32. Little Washington, Goldsboro, North Carolina.

Integrity Criterion Evaluation

Fairview Apartments retain integrity of location, setting, feeling, and association. The complex remains in its original location, the roads around and through the complex remain unchanged. The buildings retain their relationship to each other, and the area around the complex continues to be a residential neighborhood. The Fairview Apartments possess integrity of materials, design, and workmanship. Four of the buildings in the complex were damaged by fire; however, the remaining buildings remain intact.

Significance Criteria Evaluation

The Fairview Apartments is recommended eligible for the NRHP under Criterion A for representing broad patterns of history concerning low-rent, and government sponsored housing in Goldsboro, North Carolina. Fairview Apartments was the first facility constructed for whites in Goldsboro. Though Fairview Apartments was not built in an urban area of Goldsboro, the additions to the facility over time demonstrate how the complex became home for many residents displaced by Urban Renewal.

The Fairview Apartments complex is not eligible for the NRHP under Criterion B. There is no association with an important person on the local, state, or national level of significance.

The Fairview Apartments complex is not eligible for the NRHP under Criterion C. The complex does not embody the distinctive characteristics of a type, period, or method of construction, nor does it represent the work of a master, possess high artistic value, or represent a significant and distinguishable entity whose components lack individual distinction. The buildings are of a typical design, found in other housing developments in Goldsboro, including Lincoln Homes, Little Washington, and Trinity Court.

The Fairview Apartment complex is not eligible for the NRHP under Criterion D for archaeology. There is no known potential for intact archaeological deposits at this site.

NRHP Boundary Recommendation



Figure 33. Recommended NRHP Boundary for the Fairview Apartments, outlined in red.

The proposed boundary for Fairview Apartments includes those buildings constructed in 1952 and 1955. The boundary includes the buildings that are part of the first, white low-rent and government sponsored housing in Goldsboro. The boundary does not include those buildings built in 1975. These buildings are not 50 years of age and they do not exhibit significance under Criterion Consideration G. Further, these buildings were constructed after the end of segregation, when Fairview Apartments was no longer a complex for whites only. The boundary does not include the park located to the northeast

of Fairview Apartments. The park is owned by the City of Goldsboro and is separate from the Goldsboro Housing Authority.

CONCLUSION

Based on the results of the architectural investigation completed for the Fairview Apartments complex, it is recommended that Fairview Apartments is eligible for the NRHP under Criterion A for trends in history related to low-rent and government sponsored housing in Goldsboro, North Carolina. Further, the Fairview Apartments was the first low-rent and government sponsored housing for whites in Goldsboro. In addition, the multiple additions to Fairview Homes demonstrates how the complex was home for many Goldsboro residents displaced by Urban Renewal. The proposed NRHP boundaries for the complex include the phases constructed in the 1950s, during segregation.

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APPENDIX A: SHPO CORRESPONDENCE

APPENDIX B: ARCHITECTURE FORM AND PHOTO SHEETS