

**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
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Received: 04/03/2023
State Historic Preservation Office

ER-21-2380
DUE 04/26/23



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

ELMWOOD TERRACE APARTMENTS



SUBMITTED TO:

Mr. Anthony Goodson, Jr.
Housing Authority of the City of Goldsboro
700 N. Jefferson Ave
Goldsboro, NC 27530

H&P PROJECT NO.
20220813
ER 21-2308

SUBMITTED BY:
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Architectural Historian
October 2022

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TABLE OF CONTENTS

TABLE OF CONTENTS	2
LIST OF FIGURES	3
MANAGEMENT SUMMARY	4
COMPLIANCE STATEMENT	4
HISTORIC BACKGROUND/CONTEXT	7
Context	7
<i>Twentieth Century</i>	7
<i>Public Housing in the United States</i>	8
<i>Public Housing in Goldsboro</i>	10
RESEARCH METHODS	13
<i>Inventory</i>	13
<i>Historic Architecture Field Methods</i>	13
<i>National Register Eligibility Assessment</i>	13
<i>Architectural Description</i>	14
Elmwood Terrace Apartments (WY1485)	14
<i>History</i>	20
<i>Comparable Examples</i>	24
Woodcrest Apartments, Goldsboro, North Carolina	24
Little Washington, Goldsboro, North Carolina	25
Trinity Homes, Goldsboro, North Carolina	26
<i>Integrity Criterion Evaluation</i>	27
<i>Significance Criteria Evaluation</i>	27
<i>Recommended NRHP Boundary for Elmwood Terrace</i>	28
CONCLUSION	29
REFERENCES CITED	30
APPENDIX A: SHPO CORRESPONDENCE	32
APPENDIX B: ARCHITECTURE FORM AND PHOTO SHEETS	33

LIST OF FIGURES

Figure 1. Project location for the Elmwood Terrace Apartments (WY1485), USGS Topographic Map.....	5
Figure 2. Project location for Elmwood Terrace Apartments, image from Google Earth (accessed September 2022).....	6
Figure 3. 1960 Existing Land Use map, City of Goldsboro Land Use Plan.....	8
Figure 4. Elmwood Terrace Apartments, building facade D-23, view to the south.	16
Figure 5. Elmwood Terrace Apartments, building D-35 rear elevation, view to east.	17
Figure 6. Elmwood Terrace Apartments, building E-24 facade, view to the west.....	18
Figure 7. Elmwood Terrace Apartments, Peterson Street, view to the west.	19
Figure 8. Elmwood Terrace Apartments, Smith Street, view to the north.	20
Figure 9. 1913 Sanborn Fire Insurance Map with future location of Elmwood Terrace Apartments outlined in red (Sanborn Library).	22
Figure 10. 1950 aerial photo of the location of the Elmwood Terrace Apartments outlined in red (USGS Aerial Photo).....	23
Figure 11. 1961 aerial photo of the location of the Elmwood Terrace Apartments outlined in red (USGS Aerial Photo).....	24
Figure 12. Woodcrest Apartment, Goldsboro, North Carolina.	25
Figure 13. Little Washington, Goldsboro, North Carolina.....	26
Figure 14. Trinity Homes, Goldsboro, North Carolina.	26
Figure 15. Recommended NRHP Boundary for Elmwood Terrace Apartments outlined in red.	28

MANAGEMENT SUMMARY

This report presents the results of a historic structure survey of the Elmwood Terrace Apartments (WY1485) located at 409 Hinson Street in Goldsboro, North Carolina. The historic structure survey report was completed on behalf of Housing Authority of the City of Goldsboro. The Elmwood Apartments sit on six separate parcels totaling 19.36 acres. The property is bounded by East Spruce Street to the north, Denmark Street to the east, East Elm Street to the south, and South Charles Street to the west. The project proposes to demolish buildings B38 and B40, and renovate remaining units at the Elmwood Terrace 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 Elmwood Terrace 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.

Elmwood Terrace Apartments are collection of brick veneer buildings in the Minimal Traditional style, constructed between 1959 and 1961. Hurt & Proffitt (H&P) recommends that the Elmwood Terrace Apartment are eligible for the National Register of Historic Places (NRHP) under Criterion A for trends in history related to low-rent and government sponsored housing, slum clearing, and Urban Renewal in Goldsboro, North Carolina. The complex is also eligible under Criterion C for architecture as a good, intact example of low-rent and government sponsored housing in the Minimal-Traditional style in 1960s Goldsboro.

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. Project location for the Elmwood Terrace Apartments (WY1485), USGS Topographic Map.

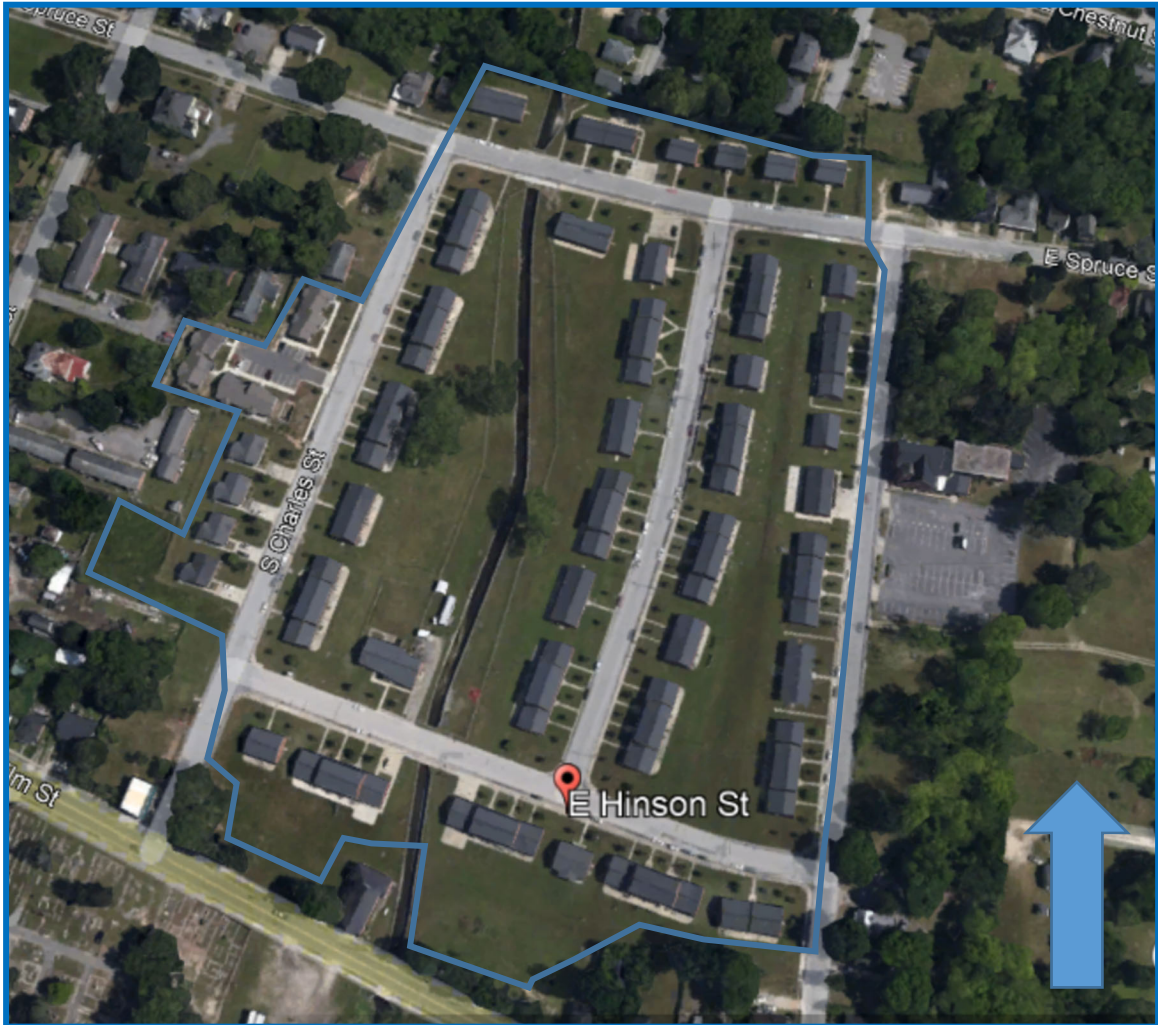


Figure 2. Project location for Elmwood Terrace Apartments, image from Google Earth (accessed September 2022).

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 Elmwood Terrace 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).

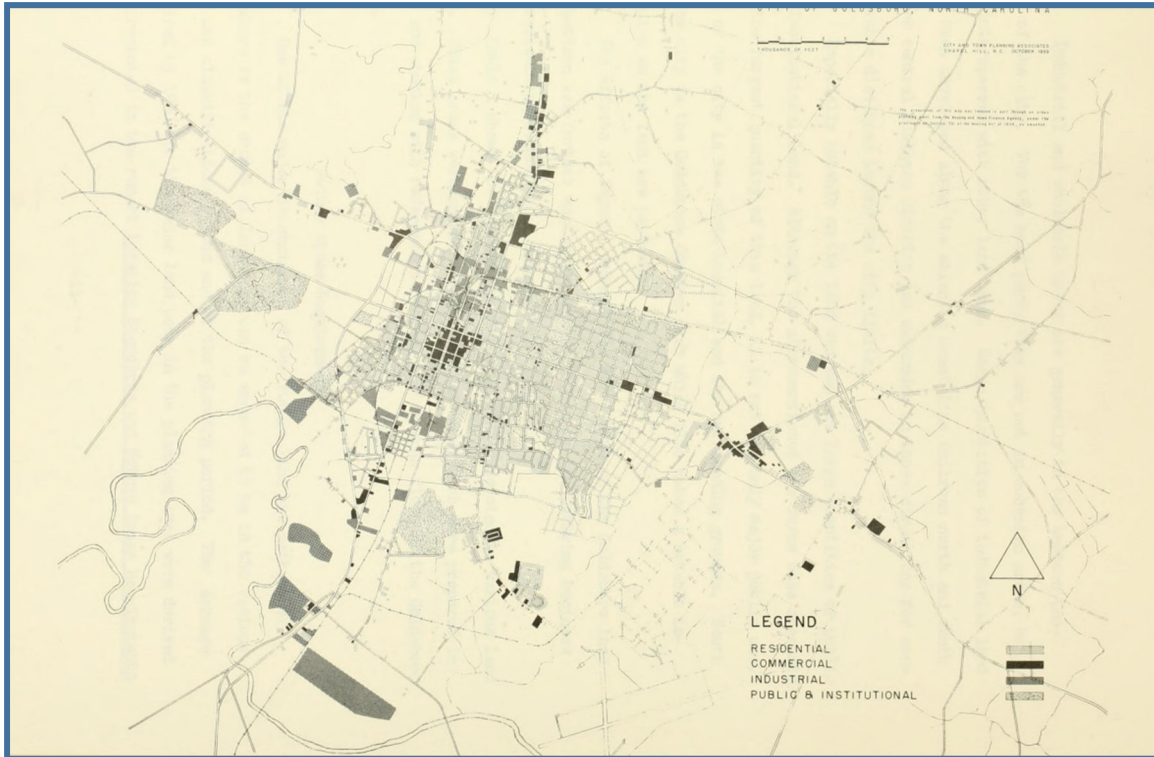


Figure 3. 1960 Existing Land Use map, City of Goldsboro Land Use Plan.

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 between 1959-1961; 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 is one previously recorded architectural resource within the vicinity of the Elmwood Terrace Apartments. The Goldsboro Local Historic District (WY0105) was determined eligible in 1985.

Historic Architecture Field Methods

The purpose of the architectural investigation was to survey and evaluate the Elmwood Terrace 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 Elmwood Terrace Apartments. A description and evaluation of the Elmwood Terrace 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

Elmwood Terrace Apartments (WY1485)

Elmwood Terrace is a 38-building housing development, constructed between 1959-1961, that includes 150-units of multifamily housing, characterized by economy of design and materials. The development is sited along Charles Street, Hollowell Street, Denmark Street, Peterson Street, Elm Street and East Spruce Street, with parking along the street and small ornamental trees. A creek contained in a storm sewer flows through the center of the site. The development includes seven types of one and two-story units, most containing multiple apartment units, all similar in form, style and materials. The site includes sixteen one-story row houses and duplexes, containing one to four bedrooms per unit; fifteen two-story row houses with one-story wings, containing two and three-bedroom units; and four one-story detached row houses, each containing five-bedrooms. One additional building, of a similar form, style and materials, functions as a property management office and is located on Peterson Street, in the southwest quadrant of the site.

Covering approximately 3 blocks, the development is situated on a standard residential grid. A drainage ditch runs north-south through the site between Charles Street and Hollowell Street, behind the two flood damaged buildings, #B38 and #B40, and proposed for demolition. The buildings are arranged linearly along the streets, with an average setback of 25 feet from the curb, with on-street parking and no sidewalks. Building sizes are varied, with no discernible pattern. Straight pathways lead from the street to the entrances of each building.

All the buildings share a rectangular, boxy plan on a concrete slab, with side-gabled roofs of an intermediate pitch, with closed eaves and a vent. The construction is red brick veneer in running bond over a concrete masonry unit structure, with brick veneer extending to the roof line of each elevation. The symmetrical facades feature few architectural details other than decorative shutters, sloped brick window sills, and projecting end walls. The center bays of each front façade contain an inset porch and entryway on a concrete pad, sometimes separated between units by a brick wall. Windows are one-over-one and two-over-two sash

windows which retain their original configuration and are generally symmetrically arranged on each facade. Doors on the rear elevations lead to small concrete steps with metal railing and each unit is separated by a brick wall projecting from the rear elevation to the edge of the eave.

The overall style is Minimal Traditional, a simple and economical style that appeared during the Great Depression and was increasingly popular during the housing boom after WWII, ideal for large housing developments such as Elmwood. Based on a traditional cottage form without detailing, the defining characteristics of Minimal Traditional style that are evident here include a square or rectangular plan with overall boxy appearance and a low or intermediate pitched roof, minimal ornament, generally small with a single story, side-gable or hip roof, closed eaves with little or no overhang, often feature projecting front facing gable or awning, use a variety of siding materials including wood, brick, asbestos, and aluminum.

Management Office: The property management office is a rectangular, side-gabled structure of concrete construction with a red brick veneer exterior. The building is located on north side of Peterson Street between Charles Street and Hollowell Street.



Figure 4 Elmwood Terrace Apartments, building facade D-23, view to the south.



Figure 5. Elmwood Terrace Apartments, building D-35 rear elevation, view to east.



Figure 6. Elmwood Terrace Apartments, building E-24 facade, view to the west.



Figure 7. Elmwood Terrace Apartments, Peterson Street, view to the west.



Figure 8. Elmwood Terrace Apartments, Smith Street, view to the north.

History

Elmwood Terrace Apartments was built between 1959-1961 in an area that was previously occupied by single-family dwellings, associated outbuildings and garages, two grocery stores, an apartment building, two churches, three restaurants, an office building, and a dry cleaner. A 1913 Sanborn map shows a neighborhood consisting primarily of single family dwellings (Figure 4). The previous 1908 Sanborn map does not show any buildings in the same area. A 1950 aerial photo shows a neighborhood consistent with that on the 1913 Sanborn map (Figure 5). Using the Sanborn map and aerial photography the area appears to have been an early-twentieth century neighborhood.

Elmwood Terrace Apartments were one of two housing developments built by the Authority in the 1960s, the other housing development is the Woodcrest Apartments. The Woodcrest Apartments are identical to the Elmwood Terrace Apartments in design,

materials, and layout. The architect for Elmwood Terrace is unknown, the Authority does not possess any records for the property, nor are any located at the North Carolina Library and Archives.

During the 1960s, Goldsboro was the recipient of Urban Renewal funding, and the City did participate in slum clearing in an attempt to remove substandard housing. The maps available from the early-twentieth century, specifically the Sanborn maps, indicate that the buildings that sat on the land where the Elmwood Terrace Apartments were built consisted primarily of one-story, frame dwellings. It is possible that by the mid-twentieth century, these dwellings were considered substandard; therefore, the Authority determined that the houses should be removed and new housing be made available. Newspaper articles from the time discuss the lack of affordable housing, and that many buildings in and around Goldsboro were deemed inadequate for modern living. The Elmwood Terrace Apartments were one of the housing developments built by the Authority in the 1960s to address the waiting list for affordable housing in Goldsboro.

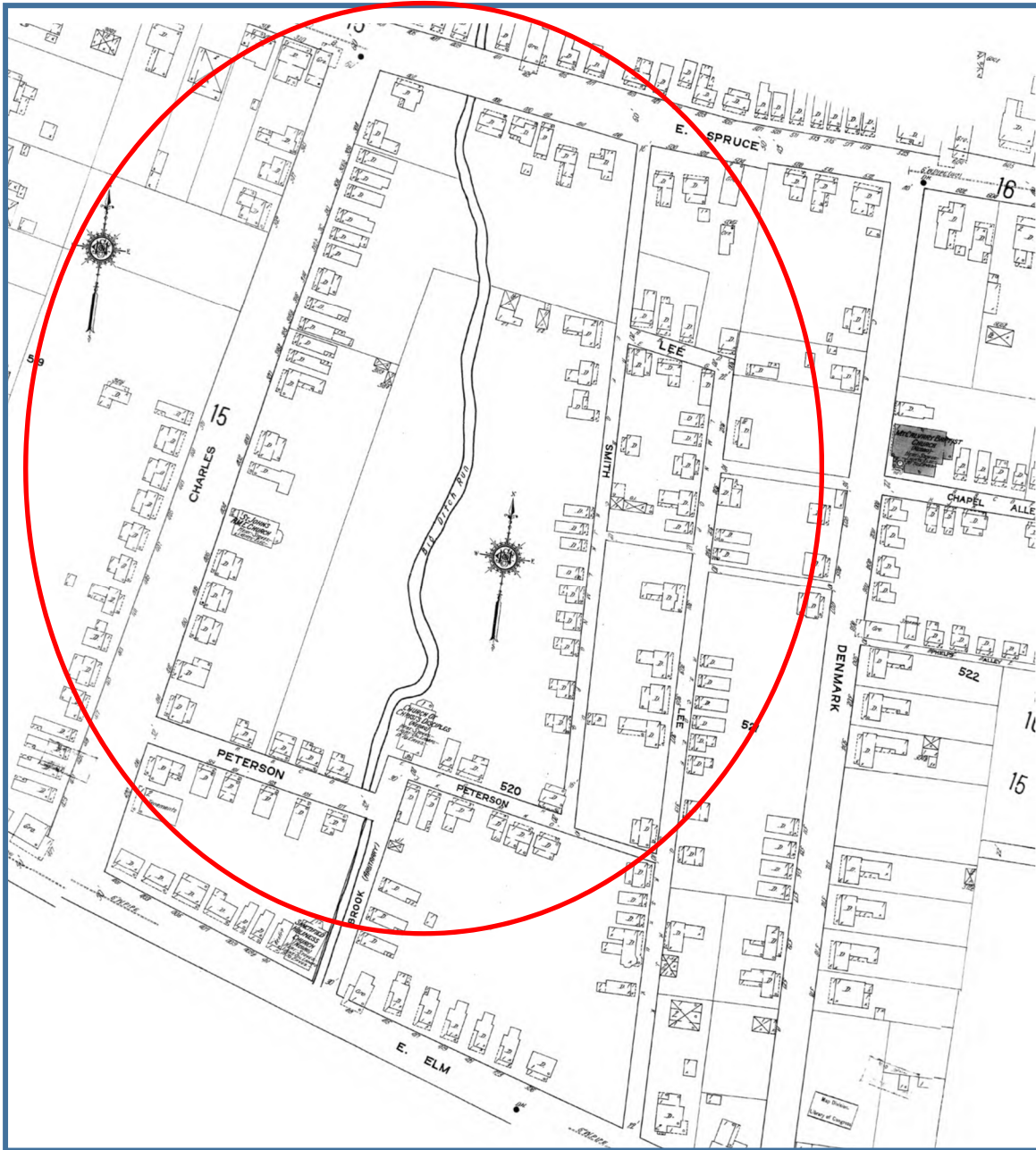


Figure 9. 1913 Sanborn Fire Insurance Map with future location of Elmwood Terrace Apartments outlined in red (Sanborn Library).



Figure 10. 1950 aerial photo of the location of the Elmwood Terrace Apartments outlined in red (USGS Aerial Photo).



Figure 11. 1961 aerial photo of the location of the Elmwood Terrace Apartments outlined in red (USGS Aerial Photo).

Comparable Examples

Woodcrest Apartments, Goldsboro, North Carolina

The Woodcrest Apartments, built approximately five years after the Elmwood Terrace Apartments in 1966. The Woodcrest Apartments are identical to the Elmwood Terrace Apartments in design, materials, and layout. These are one- and two-story, Minimal Traditional-style, garden apartments covered in a brick veneer.



Figure 12. Woodcrest Apartment, Goldsboro, North Carolina.

Little Washington, Goldsboro, North Carolina

Little Washington housing development was built in 1975 in Goldsboro. Built later than Elmwood Terrace, Little Washington contains one-story garden apartments composed of vinyl siding and brick veneer. Like Elmwood Terrace, Little Washington also takes advantage of the utilitarian functionality of the Minimal Traditional style.



Figure 13. Little Washington, Goldsboro, North Carolina.

Trinity Homes, Goldsboro, North Carolina

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 Elmwood Terrace, Trinity Homes contains one- and two-story, Minimal Traditional style garden apartments.



Figure 14. Trinity Homes, Goldsboro, North Carolina.

Integrity Criterion Evaluation

Elmwood Terrace 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. Further, Elmwood Terrace Apartments retain integrity of design, workmanship, and materials. Currently, two buildings, D-23 and E-24, will be demolished due to flooding. However, the remaining buildings retain sufficient integrity to convey significance.

Significance Criteria Evaluation

The Elmwood Terrace Apartments complex is eligible for the NRHP under Criterion A for representing broad patterns of history concerning low-rent, and government sponsored housing in Goldsboro, North Carolina. Historic maps indicate that Elmwood Terrace Apartments was built on an early-twentieth century neighborhood that was later cleared to accommodate the new housing development. Elmwood Terrace was one of two housing complexes built in Goldsboro in the 1960s. The construction of Elmwood Terrace Apartments represents slum clearing and Urban Renewal efforts in Goldsboro, North Carolina in the 1960s.

The Elmwood Terrace 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 Elmwood Terrace Apartments complex is eligible for the NRHP under Criterion C. The Elmwood Terrace Apartments were constructed in a single building campaign. Unlike other complexes like Trinity Homes, Elmwood Terrace retains its original layout and configuration which conveys a more cohesive story of 1960s public housing in Goldsboro. Elmwood Terrace serves as a good, intact example of low-rent and government sponsored housing in the Minimal-Traditional style.

The Elmwood Terrace 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.

Recommended NRHP Boundary for Elmwood Terrace



Figure 15. Recommended NRHP Boundary for Elmwood Terrace Apartments outlined in red.

The recommended boundary for the Elmwood Terrace Apartments includes all of the original buildings constructed for the complex. The complex is bounded by E. Spruce Street to the north, E. Hinson Street to the south, S. Charles Street to the west, and Denmark Street to the east. In addition, the complex includes S. Howell Street and a concrete ditch

that run north-south through the complex. The boundaries include large open lawns that abut against the rear elevations of the buildings.

CONCLUSION

Based on the results of the architectural investigation completed for the Elmwood Terrace Apartments complex, it is recommended that the complex is eligible for NRHP under Criterion A for trends in history related to low-rent and government sponsored housing, slum clearing, and Urban Renewal in Goldsboro, North Carolina. Further, Elmwood Terrace Apartments is recommended eligible under Criterion C for architecture. Elmwood Terrace Apartments were constructed in a single building campaign and are a good, intact example of low-rent, government sponsored housing in Goldsboro.

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APPENDIX A: SHPO CORRESPONDENCE

APPENDIX B: ARCHITECTURE FORM AND PHOTO SHEETS