

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

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December 8, 2022

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Re: Renovate 272 units and demolish 26 units, West Haven apartments, 849 West Oak Street,  
Goldsboro, Wayne County, ER 21-2650

Dear Wayne Stogner:

Thank you for your letter of November 10, 2022, transmitting the Historic Structure Survey Report (HSSR), "West Haven Apartments, Goldsboro, North Carolina, ER 21-2650," prepared by Hurt & Proffitt. We have reviewed the HSSR and offer the following comments.

After reviewing the HSSR regarding West Haven Apartments (WY1486) in Goldsboro, we can concur with the report's findings because the West Haven Apartments are not yet fifty-years in age and do not appear to meet Criteria Consideration G, and the buildings are covered in vinyl siding, which affects the resource's architectural integrity. We do not require changes to be made and accept this version as final.

However, we note that this report is not adequate, and we provide comments below on how to better craft evaluations for these types of properties in the future.

To accurately evaluate the West Haven Apartments, the reviewer needs the history of public housing, which is presented, followed by the history of public housing in Goldsboro (not presented), and a history of the specific subject property (not presented), with a discussion of the connections and disconnections among all three histories. The investigator needs to make the case that the resource is or is not eligible for the National Register using relative comparable examples, the National Register criteria, and an evaluation of the resource's architectural integrity.

The evaluation should answer the questions: is the West Haven complex historically significant in Goldsboro and does it have the architectural integrity to convey that significance if it is, in fact, significant?

This report provides neither the context and history to assess historical significance nor adequate information to assess the loss of integrity due to flooding.

However, because the resource is not fifty years old, and no attempt was made to address Criteria Consideration G, and because the extensive use of vinyl siding negatively affects the entire resource's architectural integrity, our office can concur with the report's findings.

The reviewer is including observations and requests for information that the investigator will want to consider in future reports:

At the beginning of the report, figures 1 and 2 illustrate "proposed boundaries," but the report is not proposing National Register boundary and any boundary or edge of the complex is existing, not proposed. Both maps should be labeled as location maps or boundary maps.

The report cites an absence of an association with urban renewal as the reason West Haven cannot meet Criteria A, but the report does not present history related to urban renewal, so the reviewer does not know if West Haven has some significance within the history of urban renewal in Goldsboro.

The Criteria A evaluation should focus on public housing, but that is not possible with the report provided. The report presents a national history of public housing, but the report fails to present the history of public housing in Goldsboro, and it does not tie Goldsboro's history to the national story.

The report's scant history of public housing in Goldsboro provides a list of properties currently managed by the Housing Authority of the city of Goldsboro, but it does not present any history of the Authority. How did public housing evolve in Goldsboro? Was it a major trend in Goldsboro? If 10% of the city's population today lives in public housing, public housing is a major component of Goldsboro's history, and the Authority's nine public housing complexes are the architectural record of that story. Where does this subject property fall into the history of Goldsboro's public housing? Were all the public housing complexes now managed by Goldsboro built by Goldsboro? How does segregation and desegregation factor into public housing? The report mentions desegregation, but it fails to provide a history of segregation in Goldsboro's public housing: was all public housing only for Black citizens? If white people were fleeing Goldsboro, didn't that leave their houses empty, so why did a housing shortage exist?

The report states that that number of housing complexes decreased in the 1950s. Was that through demolitions or should it read that fewer complexes were being built? And why was Goldsboro creating a Housing Authority that built one- and two-story buildings when the number of complexes being built was decreasing and preferences were turning to high-rise buildings? Again: how were national trends reflected (or not) in Goldsboro? How was Goldsboro following or diverging from national trends?

The report presents comparable examples of public housing in Wilmington and Winston-Salem, using National Register-listed examples. Comparing a subject resource to a listed resource is always useful, but the comparable examples presented are significantly older than West Haven and they convey the history of public housing in a much earlier and different era of development. Despite naming eight other public housing complexes managed by Goldsboro, the report fails to present local comparable examples of public housing.

In fact, those eight Goldsboro complexes are the comparable examples for West Haven. When were these other eight built? Were all nine complexes built by the Housing Authority? How does West Haven compare in terms of architectural integrity to these complexes? How do these complexes convey the history of public housing in Goldsboro? Does one or more best/better convey the history of public housing in Goldsboro?

Finally, the specific history of West Haven is unclear and thin. How did West Haven come to be? Was this part of plan? Set West Haven within the history of public housing in Goldsboro. Use the other complexes to help create this context and history.

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](mailto: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 Matilda Bedford, Goldsboro Housing Authority  
Sarah Stogner, Stogner Architecture  
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# HISTORIC STRUCTURE SURVEY REPORT

## WEST HAVEN APARTMENTS



### SUBMITTED TO:

**H&P PROJECT NO.**  
20220813  
**ER 21-2650**

Mr. Anthony Goodson, Jr.  
Housing Authority of the City of Goldsboro  
700 N. Jefferson Ave  
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October 2022

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## MANAGEMENT SUMMARY

This report presents the results of a historic structure survey of the West Haven Apartments (WY1486) located at 849 West Oak Street in Goldsboro, North Carolina. The historic structure survey report was completed on behalf of Housing Authority of the City Goldsboro. The West Haven Apartments sit on two separate parcels totaling 54.28 acres. The property is bounded by Holly Street, North Carolina Street, Ash Street, and US Highway 117 and consists of 272 units. The project proposes to demolish 26 units. The proposed project intends to use funds from the United State Department of Housing and Urban Development (USHUD).

In a letter dated December 7, 2021, the North Carolina Department of Natural and Cultural Resources (NCSHPO) requested that USHUD complete a Historic Structure Survey Report (HSSR) of the West Haven 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.

West Haven Apartments are collection of light-framed buildings, clad in vinyl siding constructed in the Minimal Traditional and Contemporary styles, constructed between 1974 and 1975. Hurt & Proffitt (H&P) recommends that the West Haven Apartments are not eligible for the National Register of Historic Places (NRHP) under Criteria A, B, C, or D. There is no known association with important people or events. The design, workmanship, and materials are stock and unremarkable. There is no potential for intact archaeological resources.

## 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).

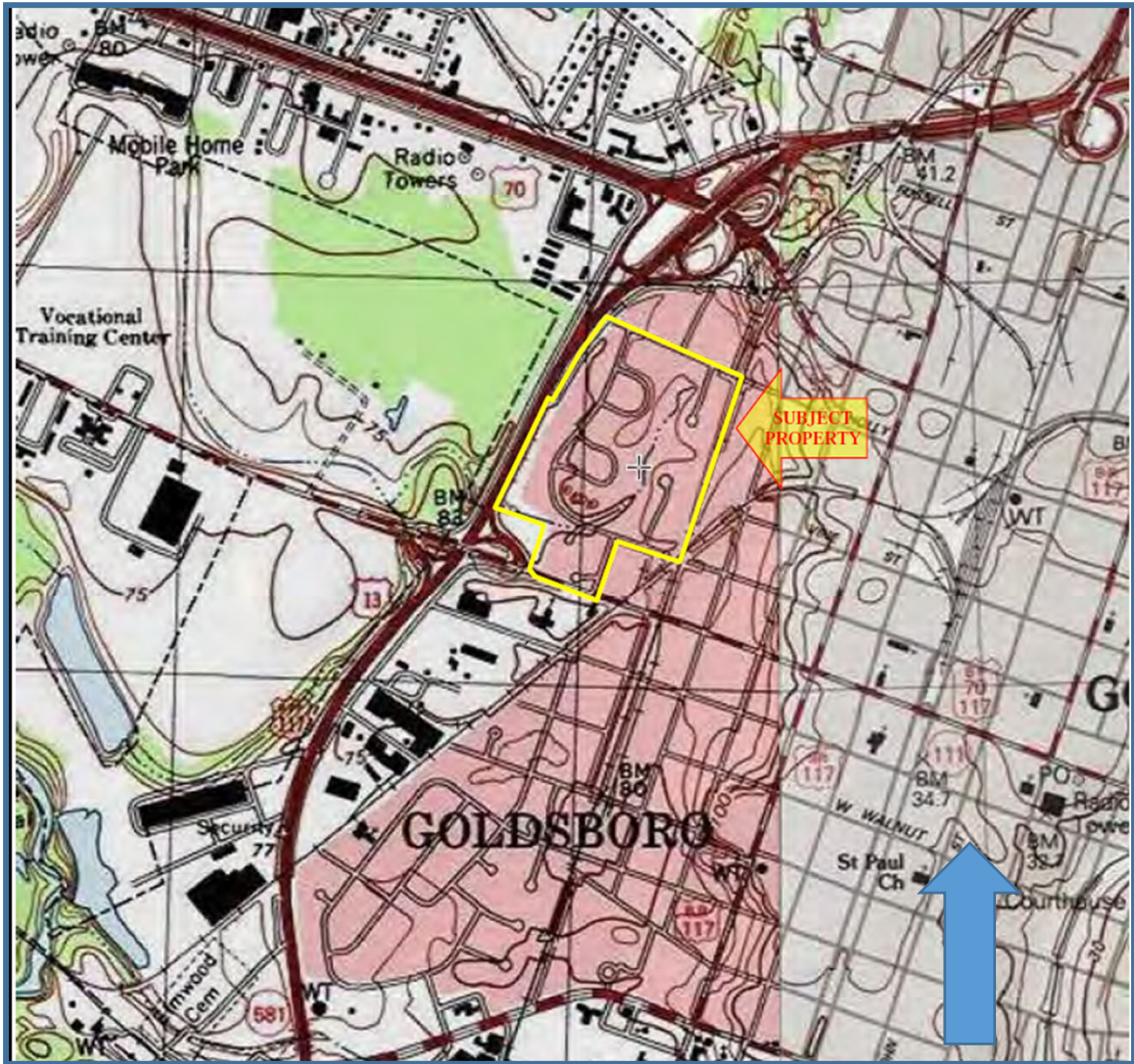


Figure 1. Proposed boundaries for the West Haven Apartments (WY1486), USGS Topographic Map.





Figure 2. Proposed boundaries for West Haven 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 West Haven 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).

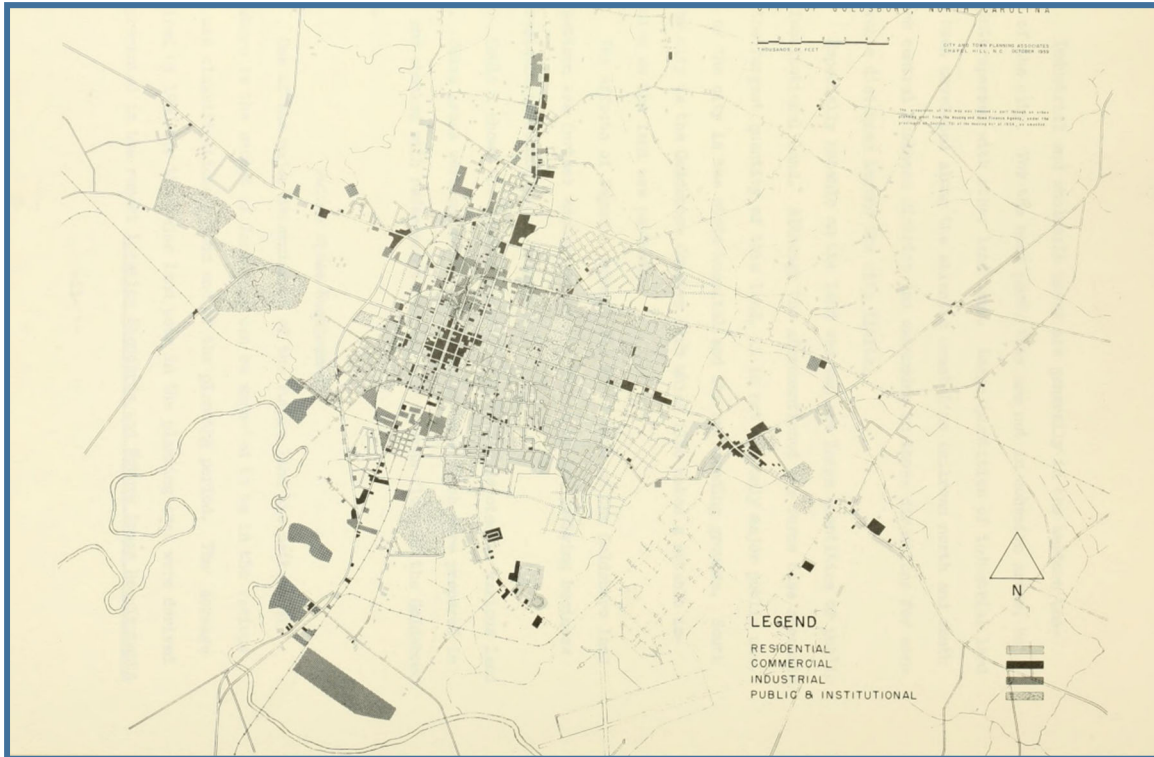


Figure 3. 1960 Existing Land Use map, City of Goldsboro Land Use Plan.

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 Housing Authority of the City of Goldsboro was established in 1950. The Housing Authority currently manages nine separate public housing properties in Goldsboro: Elmwood Terrace Apartments, Fairview Apartments, Lincoln Homes, Little Washington Apartments, Oleander Avenue, Trinity Court, Walnut Street School Apartments, West

Haven Apartments, and Woodcrest Terrace Apartments (Housing Authority of the City of Goldsboro).

Prior to desegregation, Goldsboro had a predominantly white population; however school desegregation led to white flight out of Goldsboro and into Wayne County. As a result of white flight, the home construction and public school enrollment began to decline. In order to address the lack of housing in Goldsboro, additional public housing was built. Similar to national trends, the location 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 has 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 exceeds the supply in the City of Goldsboro (Nichol and Hunt 2018).

## **RESEARCH METHODS**

### *Inventory*

There are three previously recorded historic districts in the vicinity of the West Haven Apartments. The Goldsboro Local Historic District (WY0105), determined eligible in 1985 and the Goldsboro Historic District Expansion (WY0974), determined eligible in 2013.

### *Historic Architecture Field Methods*

The purpose of the architectural investigation was to survey and evaluate the West Haven Apartments (WY1486) 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 West Haven Apartments. A description and evaluation of the West Haven 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*

##### West Haven Apartments (WY1486)

West Haven is a housing development that consists of 298-units of multifamily housing on curvilinear residential streets. The development, which is contained within the boundaries of Holly Street, North Carolina Street, Ash Street, and US Highway 117, includes ten types of one and two-story units, most containing multiple apartment units, all similar in form, style and materials. The site consists of 106 one-story attached houses and duplexes, containing one to three bedrooms per unit; 86 two-story attached houses, containing two to five-bedroom per unit; four one-story, elder-housing buildings containing eight studio apartments each; and three one-story, elder-housing buildings containing six one-bedroom units each. One additional building, located on Oak Street, functions as a property management office.

The development covers approximately 6 blocks along park-like, curvilinear residential roads, including two circles and two cul-de-sacs. The buildings have deep setbacks from the roadway, with on-street parking and no sidewalks. Six small parking lots serve buildings along Oak Street and the cul-de-sacs include parking spaces. The buildings are generally arranged in staggered groupings, following the curve of the roadway and parking lots, with no discernible pattern in size or arrangement. Structures are clusters of individual buildings connected at ends or corners into staggered lines or u-shapes. Landscaping includes occasional mature trees. The two groupings of buildings to be demolished, including 26 total units, are both along Highway 17.

Both two-story and single-story buildings share a rectangular, boxy plan on a concrete slab, with side or front-gabled roofs of an intermediate pitch, with closed eaves and jerkinhead or dutch-gable detailing. The construction is light-frame with vinyl siding extending to the roof line of each elevation. Facades are generally symmetrical with few architectural details. Windows are one-over-one or casement windows which retain their original configuration and are generally symmetrically arranged on each facade. Entry ways are typically recessed, although a smaller number of the single-unit, one-story attached houses have front-gable on hip roofs with projecting shed-roof porches. Rear facades of the single-story buildings have small inset porches, with units separated by a vinyl-clad projecting from the rear elevation to the edge of the eave. Rear facades of the two-story buildings have projecting porches, covered by a shed roof, with vinyl clad walls separating the spaces between units.

The buildings at West Haven contain elements of two post-WWII residential styles, Minimal Traditional and Contemporary. Minimal Traditional style, popular from the 1930s through the 1950s, was based on a traditional cottage form with less detailing. Defining characteristics of Minimal Traditional style are evident at West Haven in the single story units and 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, a projecting front-facing gable or awning. Elements of the Contemporary residential style, popular in architect-designed houses from the 1950s through the 1970s, are evident at West Haven in the two-story buildings which are characterized by a 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, located on Oak Street, is a square plan, side-gable structure of light-frame construction with vinyl siding. The front entrance is located beneath a portico that is created by a prominent front-facing cross gable, supported by metal poles.





Figure 4. West Haven Apartments, 133-137 Dupont Circle, view to the southwest.



Figure 5. West Haven Apartments, 133-137 Dupont Circle, rear elevation, view to southeast.



Figure 6. West Haven Apartments, 140-144 Dupont Circle, view to the north.



Figure 7. West Haven Apartments, Peterson Street, 148-150 Dupont Circle, view to the southwest.



Figure 8. West Haven Apartments, 142-146 Dupont Circle view to the southwest.



Figure 9. West Haven Apartments, common area, view to the west.



Figure 10. West Haven Apartments, 829-835 W. Oak Street, view to the west.



Figure 11. West Haven Apartments, 837-851 W. Oak Street, view to the northwest.





Figure 12. West Haven Apartments, 925 W. Oak Street, view to the north.



Figure 13. West Haven Apartments, 911-917 W. Oak Street, view to the north.



Figure 14. West Haven Apartments, 911-917 W. Oak Street, view to the south.



Figure 15. West Haven Apartments, 919 W. Oak Street, view to the south.



Figure 16. West Haven Apartments, Vanderbilt Circle, view to the northeast.



Figure 17. West Haven Apartments, common area between Vanderbilt Circle and Holly Street, view to the northeast.



Figure 18. West Haven, 718 W. Holly Street, view to the south.



Figure 19. West Haven, 704-706 W. Holly Street, view to the south.





Figure 20. West Haven Apartments, Oak Street and Dupont Circle, view to the northeast.

### *History*

West Haven Apartments was built between 1974-1975 in an area that was previously occupied by single-family dwellings, and by the McArthur Lumber Company and Enterprise Whiteville Lumber Company, a lumber company. There is no Sanborn Map coverage of the area. However, aerial photos from 1950 shows Highway 117 to the west and a small collection of dwellings to the southeast (Figure 21). In a 1961 aerial the dwellings to the southeast are no longer extant, and the areas to the east and west are heavily wooded (Figure 22). The 1974 shows the current configuration of the West Haven Apartments (Figure 23).



Figure 21. 1950 aerial photo with future location of New Haven Apartments outlined in red (USGS Aerial Photo).



Figure 22. 1961 aerial photo of the location of the New Haven Apartments outlined in red (USGS Aerial Photo).



Figure 23. 1974 aerial photo of the location of the West Haven Apartments outlined in red (USGS Aerial Photo).

### *Comparable Examples*

#### Craven Terrace, New Bern, North Carolina (CV2561)

Craven Terrace is a public housing development in New Bern, North Carolina. Built in two phases in 1942 and 1952, and consisting of one- and two-story brick buildings, Craven Terrace is listed on the NRHP under Criteria A and C. Criterion A for community planning and development, and Ethnic Heritage. The property is eligible for the NRHP under Criterion C for architecture as a little-changed, low-income housing project designed by North Carolina native A. Mitchell Wooten built according to the standards for public housing established by the PWA and the USHUD. These standards provide for the

inclusion of common areas, low-density site coverage, and a focus on quality construction. All the buildings are constructed of a dark red brick laid in a garden-wall bond, which are three stretchers to a header on every course. The buildings have low concrete foundations. The two-story buildings have both hipped and side-gable roofs covered with asphalt shingles, broad chimneys, both ridgeline and end, and corbelled cornices. Louvered vents flank the end chimneys on the gable-roof building.



Figure 24. Craven Terrace, 1942 buildings.



Figure 25. Craven Terrace, 1952 buildings.

Cleveland Homes Public Housing Complex, Winston-Salem, North Carolina (FY9238)

Constructed in 1955, the Cleveland Homes Public Complex is two stories with a rectangular form. The buildings are capped by traditionally-derived side-gabled roofs that are either continuous or stepped due to the sloping terrain. The buildings are of frame construction with brick firewalls walls separating each of the units. Two variations of exterior siding exist in the complex. Units are either faced entirely with red brick veneer or they have brick veneer on the first story and vinyl replacement siding on the second story. The vinyl is a replacement material for the original wood weatherboards. Cleveland Homes Public Housing Complex is eligible for the NRHP under Criterion A for trends in history. The housing complex demonstrates the impact of urban renewal and public housing policies in Winston-Salem. In addition, Cleveland Homes is the only remaining public housing facility designated for blacks in Winston-Salem.



Figure 26. Cleveland Homes Public Housing Complex



Figure 27. Cleveland Home Public Housing Complex.

Hillcrest and Hillcrest Annex Public Housing Complex, Wilmington, NC (NH3679)

Hillcrest and Hillcrest Annex Public Housing Complex was built in two phases, the first in 1941 and the second in 1966. They feature concrete block structural systems finished on the exterior with brick and T1-11 wood siding. The compound-hipped roofs of the residential structures have a pagoda-type profile with a very deep overhang. The outer portion of the roof has a shallow pitch, while the central portion is more steeply pitched. The complex is eligible for the NRHP under Criteria A and C. The complex is eligible under Criterion A for its association with Wilmington's efforts to solve the problem of affordable housing through the third quarter of the twentieth-century, especially for the elderly. Hillcrest and Hillcrest Annex are eligible under Criterion C as a good example of modernist public housing in Wilmington.





Figure 28. Hillcrest and Hillcrest Annex Public Housing Complex.



Figure 29. Hillcrest and Hillcrest Annex Public Housing Complex.

#### *Integrity Criterion Evaluation*

West Haven 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. West Haven Apartments does not have integrity of materials and workmanship due to a number of buildings damaged by flooding.

#### *Significance Criteria Evaluation*

The West Haven Apartments complex is not eligible for the NRHP under Criterion A because the West Haven Apartments are not connected with broad patterns of history in the City of Goldsboro. There is no known association between the construction of the complex and urban renewal. Prior to the construction of West Haven, there was a small

collection of dwellings on the property; however, by the late-1950s the dwellings were no longer extant.

The West Haven 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 West Haven 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, and do not represent the work of a noted architect like the Craven Apartments.

The West Haven 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.

## **CONCLUSION**

Based on the results of the architectural investigation completed for the West Haven Apartments complex, it is recommended that the complex is not eligible for NRHP. There is no known association with important people or events. The design, workmanship, and materials are stock and unremarkable.

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United State Department of Interior  
Project Commission # 20220813

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## **APPENDIX A: SHPO CORRESPONDENCE**



**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.

December 7, 2021

Hiram Roman-Cintron  
U.S. Department of Housing and Urban Development  
Greensboro Office of Public Housing  
1500 Pinecroft Road, Suite 401  
Greensboro, NC 27407

[hiram.roman-cintron@hud.gov](mailto:hiram.roman-cintron@hud.gov)

Re: Renovate 272 units and demolish 26 units, West Haven apartments, 849 West Oak Street,  
Goldsboro, Wayne County, ER 21-2650

Dear Mr. Roman-Cintron:

Thank you for your email of October 28, 2021, regarding the above-referenced undertaking. We have reviewed the submittal and offer the following comments. We apologize for the delay in our response and any inconvenience it may have caused.

We are unable to accurately assess impacts to historic properties within the proposed Area of Potential Effect. The existing complex should be evaluated by a Secretary of the Interior qualified Architectural Historian and a report submitted to us for review and comment.

To ensure timely review, review our Historic Structure Survey Report (HSSR) Standards for guidance on report requirements (<https://www.ncdcr.gov/state-historic-preservation-office/environmental-review/historic-structure-survey-report-standards>). Missing deliverables will cause a delay in processing. Contact Katie Harville, Environmental Review Specialist, [katie.harville@ncdcr.gov](mailto:katie.harville@ncdcr.gov), with any questions you may have regarding deliverables or the survey requirements.

Based on our knowledge of the area, it is unlikely that any archaeological resources that may be eligible for inclusion in the National Register of Historic Places will be affected by the project. We, therefore, recommend that no archaeological investigation be conducted in connection with this project.

There are no known archaeological sites within the proposed project area. Based on our knowledge of the area, it is unlikely that any archaeological resources that may be eligible for inclusion in the National Register of Historic Places will be affected by the project. We, therefore, recommend that no archaeological investigation be conducted in connection with this project.

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](mailto: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 Susan Gurganus, Goldsboro Housing Authority  
Matilda Bedford, Goldsboro Housing Authority  
Sharita Oates, Goldsboro Housing Authority

[procure@hacg.org](mailto:procure@hacg.org)  
[mbedford@hacg.org](mailto:mbedford@hacg.org)  
[soates@hacg.org](mailto:soates@hacg.org)



## **APPENDIX B: ARCHITECTURE FORM AND PHOTO SHEETS**

**Historic Property Survey Summary**

County: **Wayne**

SSN: **WY1486**

Blockface#:

<b>Quad:</b>
PIN:
<b>X:</b> <b>Y:</b>
DOT Project #:
<b>OSA#:</b>

**Update** Mo:                      Yr:

No Alt    Alt    Det    Imprv

**Removed**    Outbldg Loss

No Acc.    Not Fnd    FileMsg

Newly ID'd    Needs Resch.

Property Name: <b>West Haven</b>
Street or 911 Address: <b>701 West Oak Street</b>
Location Description:
Town/vicinity: <b>Goldsboro</b>
District: <b>None ( )</b>
District Dates:    NRdate:                      SLdate:                      DOEdat:
Local District:

<input type="checkbox"/> Recommended for SL	<input type="checkbox"/> StudyList    SLDate:	<input type="checkbox"/> NR    NRDate:	NR # <b>None</b>
<input type="checkbox"/> DOE    DOEDate:	Local Status: <b>None</b>	Ownership: <b>Public - local</b>	
DOE Type:			

**Principal Resource**    Material Integrity: **Medium**    Condition: **Fair**    Location Integrity: **Original**

<b>Architectural Data:</b> Date: <b>ca. 1974-1975</b> Major Style Group:
Construction: <b>Light Frame</b>
Ext. Material: <b>Vinyl</b> Later Covering:
Height:                      Roof: <b>Dutch gable</b> Plan: <b>No int access</b> Form/Type (Domestic):
Arch., Builder, or Design Source: <b>Not specified</b>

Major Theme <b>Community Plan/Develop</b> Sec Theme:
Group Association:                                      Religious Affiliation
Historic Function: <b>Domestic - multiple/apartment</b>

**Narrative Summary:**

West Haven is a housing development that consists of 298-units of multifamily housing on curvilinear residential streets. The development, which is contained within the boundaries of Holly Street, North Carolina Street, Ash Street, and US Highway 117, includes ten types of one and two-story units, most containing multiple apartment units, all similar in form, style and materials. The site consists of 106 one-story attached houses and duplexes, containing one to three bedrooms per unit; 86 two-story attached houses, containing two to five-bedroom per unit; four one-story, elder-housing buildings containing eight studio apartments each; and three one-story, elder-housing buildings containing six one-bedroom units each. One additional building, located on Oak Street, functions as a property management office.

The development covers approximately 6 blocks along park-like, curvilinear residential roads, including two circles and two cul-de-sacs. The buildings have deep setbacks from the roadway, with on-street parking and no sidewalks. Six small parking lots serve buildings along Oak Street and the cul-de-sacs include parking spaces. The buildings are generally arranged in staggered groupings, following the curve of the roadway and parking lots, with no discernible pattern in size or arrangement. Structures are clusters of individual buildings connected at ends or corners into staggered lines or u-shapes. Landscaping includes occasional mature trees. The two groupings of buildings to be demolished, including 26 total units, are both along Highway 17.

Both two-story and single-story buildings share a rectangular, boxy plan on a concrete slab, with side or front-gabled roofs of an intermediate pitch, with closed eaves and jerkinhead or dutch-gable detailing. The construction is light-frame with vinyl siding extending to the roof line of each elevation. Facades are

generally symmetrical with few architectural details. Windows are one-over-one or casement windows which retain their original configuration and are generally symmetrically arranged on each facade. Entry ways are typically recessed, although a smaller number of the single-unit, one-story attached houses have front-gable on hip roofs with projecting shed-roof porches. Rear facades of the single-story buildings have small inset porches, with units separated by a vinyl-clad projecting from the rear elevation to the edge of the eave. Rear facades of the two-story buildings have projecting porches, covered by a shed roof, with vinyl-clad walls separating the spaces between units.

The buildings at West Haven contain elements of two post-WWII residential styles, Minimal Traditional and Contemporary. Minimal Traditional style, popular from the 1930s through the 1950s, was based on a traditional cottage form with less detailing. Defining characteristics of Minimal Traditional style are evident at West Haven in the single story units and 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, a projecting front-facing gable or awning. Elements of the Contemporary residential style, popular in architect-designed houses from the 1950s through the 1970s, are evident at West Haven in the two-story buildings which are characterized by a 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.

***Outbuildings/Features***

<b>FeatureType</b>	<b>Construction</b>	<b>CircaDate</b>	<b>Condition</b>	<b>Contrib</b>
<b>Office</b>	Light Frame	1974	Good	

The property management office, located on Oak Street, is a square plan, side-gable structure of light-frame construction with vinyl siding. The front entrance is located beneath a portico that is created by a prominent front-facing coss gable, supported by metal poles.

***Actions***

<b>Year</b>	<b>Month</b>	<b>Surveyor</b>	<b>Action/Report</b>
2022	09	Hurt & Proffitt	Created survey file



WY1486\_Goldsboro\_West Haven\_07-22\_sc-01.jpg



WY1486\_Goldsboro\_West Haven\_07-22\_sc-02.jpg



WY1486\_Goldsboro\_West Haven\_07-22\_sc-03.jpg



WY1486\_Goldsboro\_West Haven\_07-22\_sc-04.jpg



WY1486\_Goldsboro\_West Haven\_07-22\_sc-05.jpg



WY1486\_Goldsboro\_West Haven\_07-22\_sc-06.jpg



WY1486\_Goldsboro\_West Haven\_07-22\_sc-07.jpg



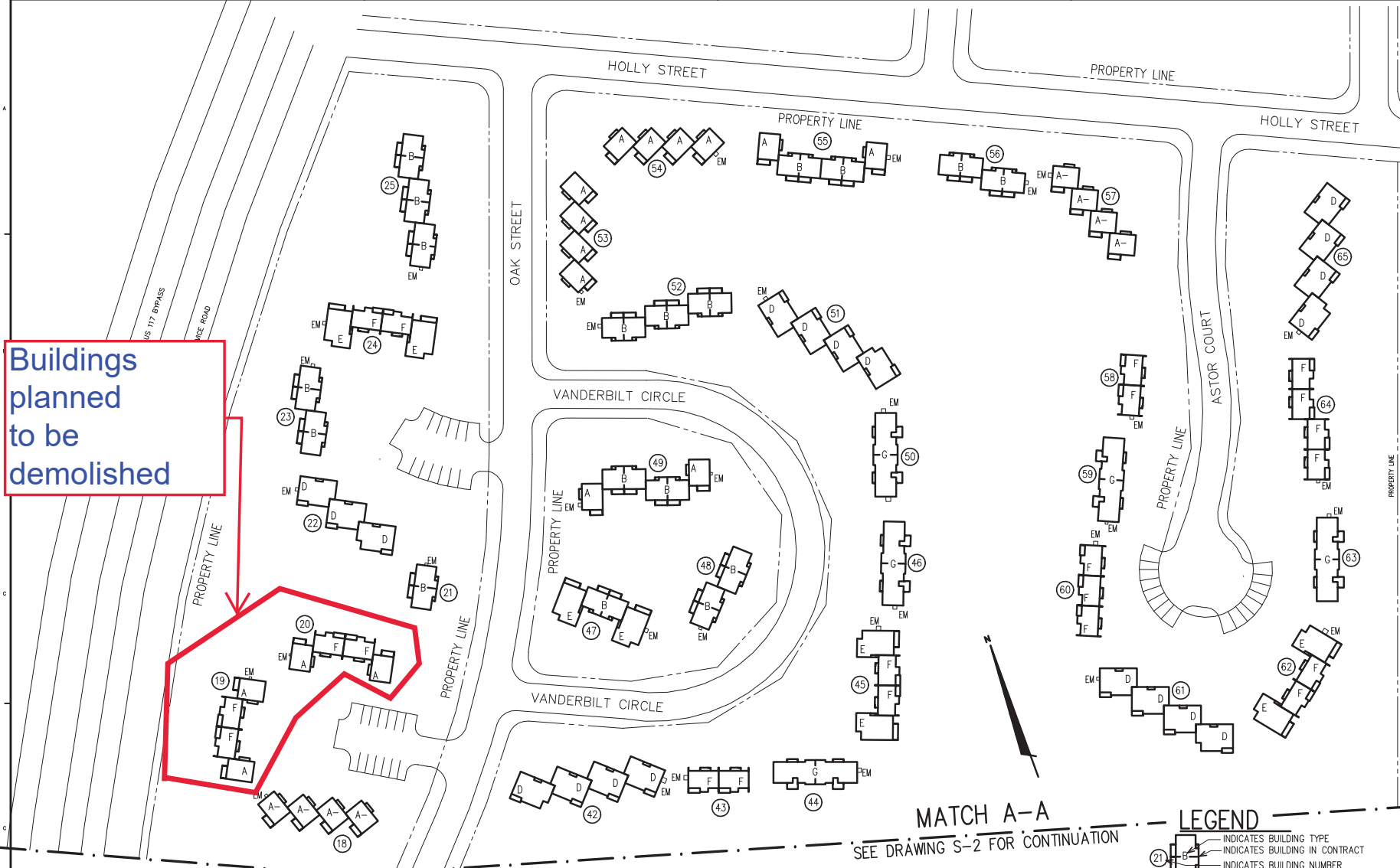
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WY1486\_Goldsboro\_West Haven\_07-22\_sc-09.jpg



# West Haven Site Plan - for reference only; not for construction



**Buildings  
planned  
to be  
demolished**

**S101 PARTIAL SITE PLAN - SITE #1A (NC 15-7)**  
SCALE 1" = 100'-0" (WEST HAVEN)

**NOTE: This site plan is from a prior construction project and is intended for reference only.**

SCALE: 1" = 100'  
0 10 20 30 40 50 75 100

MATCH A-A  
SEE DRAWING S-2 FOR CONTINUATION

- LEGEND**
- INDICATES BUILDING TYPE
  - INDICATES BUILDING IN CONTRACT
  - INDICATES BUILDING NUMBER
  - INDICATES BUILDING ELEC. METER LOCATION
  - INDICATES APARTMENTS/BUILDINGS NOT IN THIS CONTRACT



10-15-2009  
**Stogner Architecture, PA**  
 ARCHITECTURE - CONSTRUCTION MANAGEMENT - DESIGN BUILD  
 615 East Broad Avenue, Rockingham, North Carolina  
 Phone 910-895-6874 Fax 910-895-1111

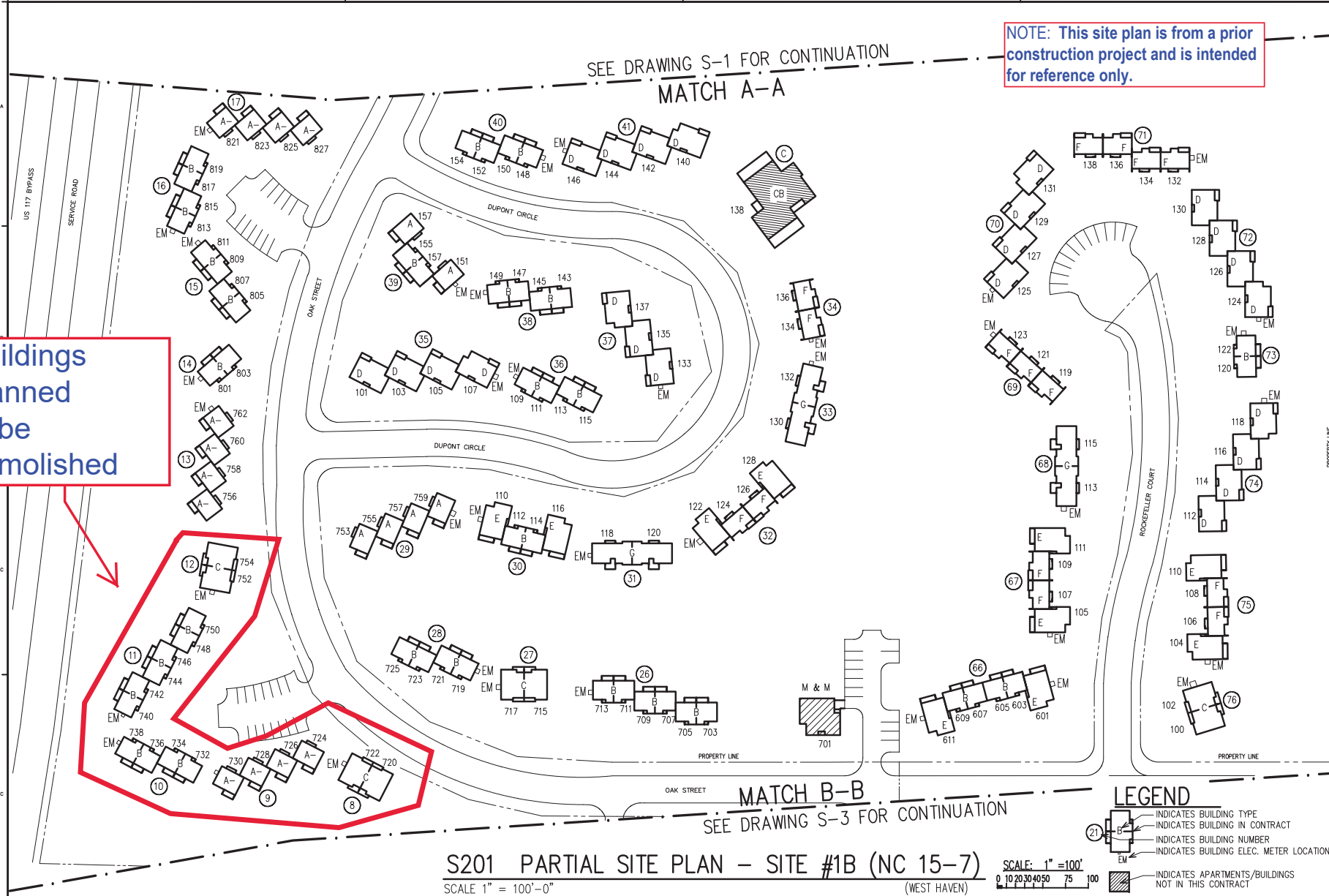
**HOUSING AUTHORITY OF THE CITY OF GOLDSBORO**  
 CFRG NC19301550109  
 NC 15-7 WEST HAVEN AND FAIRVIEW EAST GOLDSBORO NORTH CAROLINA

SITE PLAN-NC 15-7 SITE 1A  
 3197A 011501.000  
 COMM. NO. 3197A  
 DRAWN BY DAH  
 CHECKED BY AWS  
 DATE OCT. 7, 2009  
 SHEET NO. **S-1**

# West Haven Site Plan - for reference only; not for construction

**NOTE: This site plan is from a prior construction project and is intended for reference only.**

**Buildings planned to be demolished**



10-15-2009  
**Stogner Architecture, PA**  
 ARCHITECTURE - CONSTRUCTION MANAGEMENT - DESIGN BUILD  
 615 East Broad Avenue, Rockingham, North Carolina  
 Phone 910-895-6874 Fax 910-895-1111

**HOUSING AUTHORITY OF THE CITY OF GOLDSBORO**  
 CFRG NC19S01550109  
 NC 15-7, WEST HAVEN AND FAIRVIEW EAST  
 GOLDSBORO NORTH CAROLINA

PROPERTY LINE

SITE PLAN NO: 15-7 SITE 1B
3197A 012502-000
COMM. NO. 3197A
DRAWN BY DAH
CHECKED BY AWS
DATE OCT. 7, 2009
SHEET NO.

- LEGEND**
- INDICATES BUILDING TYPE
  - INDICATES BUILDING IN CONTRACT
  - INDICATES BUILDING NUMBER
  - INDICATES BUILDING ELEC. METER LOCATION
  - INDICATES APARTMENTS/BUILDINGS NOT IN THIS CONTRACT

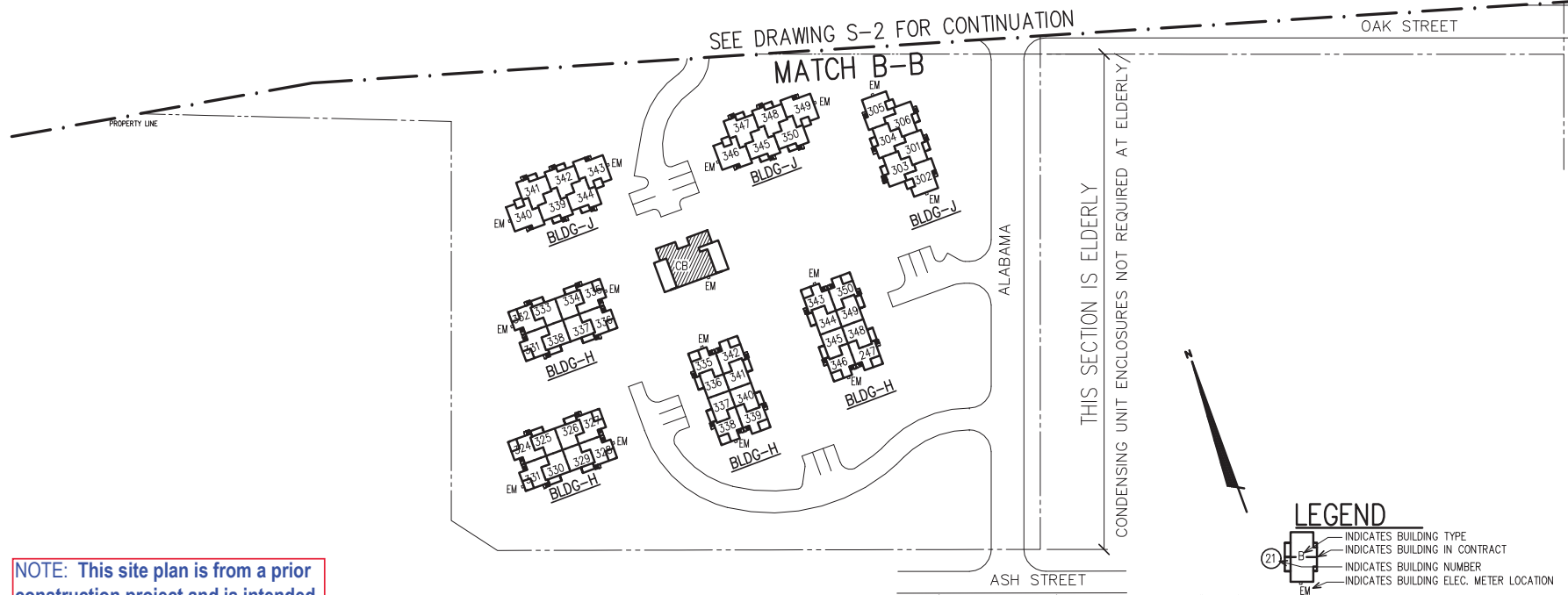
S201 PARTIAL SITE PLAN - SITE #1B (NC 15-7)  
 SCALE 1" = 100'-0" (WEST HAVEN) 0 10 20 30 40 50 75 100



# West Haven Site Plan - for reference only; not for construction

BUILDINGS		DISTRIBUTION OF APARTMENTS							
TYPE	COMPOSITION	NO.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	TOTAL
A	1 - 1 BEDROOM (1) STORY	22	22						22
A-	1 - 1 BEDROOM (1) STORY	20	20						20
B	2 - 2 BEDROOM (2) STORY	44		88					88
C	2 - 2 BEDROOM (1) STORY	4		8					8
D	1 - 3 BEDROOM (1) STORY	42			42				42
E	1 - 3 BEDROOM (1) STORY	18			18				18
F	1 - 4 BEDROOM (2) STORY	36					36		36
G	2 - 5 BEDROOM (2) STORY	8						16	16
ELDERLY	H 8 - 0 BEDROOM (1) STORY	4	32						32
ELDERLY	J 6 - 1 BEDROOM (1) STORY	3		18					18
<b>TOTAL</b>		<b>201</b>	<b>32</b>	<b>60</b>	<b>96</b>	<b>60</b>	<b>36</b>	<b>16</b>	<b>300</b>

ELDERLY  
ELDERLY



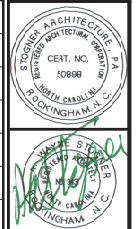
**NOTE: This site plan is from a prior construction project and is intended for reference only.**

**S301 PARTIAL SITE PLAN - SITE #1 (NC 15-7)**  
SCALE 1" = 100'-0" (WEST HAVEN)

SCALE: 1" = 100'  
0 10 20 30 40 50 75 100

**LEGEND**

- B INDICATES BUILDING TYPE
- B INDICATES BUILDING IN CONTRACT
- 21 INDICATES BUILDING NUMBER
- EM INDICATES BUILDING ELEC. METER LOCATION
- INDICATES APARTMENTS/BUILDINGS NOT IN THIS CONTRACT
- INDICATES HEAT PUMP LOCATION



**Stogner Architecture, PA**  
ARCHITECTURE - DESIGN BUILD  
ARCHITECTURE - CONSTRUCTION MANAGEMENT  
615 East Broad Avenue, Rockingham, North Carolina  
Phone 910-895-6874 Fax 910-895-1111

**HOUSING AUTHORITY OF THE CITY OF GOLDSBORO**  
CFRC NC19S01550109  
NC 15-7 WEST HAVEN AND FAIRVIEW EAST  
GOLDSBORO NORTH CAROLINA

SITE PLAN-NC 15-7 SITE 1C  
3197A 012023.dwg  
COMM. NO. 3197A  
DRAWN BY .DAH  
CHECKED BY AWS  
DATE OCT. 7, 2009  
SHEET NO. **S-3**