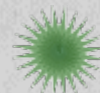




**Historic Resources Survey Report
for the City of Covington, Louisiana**

April 2018

Prepared by:



COX | McLAIN
Environmental Consulting

**8401 Shoal Creek Boulevard, Suite 100
Austin, TX 78757**

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1. INTRODUCTION AND EXECUTIVE SUMMARY



Image 1. Early twentieth-century postcard of Columbia Street, Covington, Louisiana. (Source: City of Covington.)

Founded in 1813 by John Wharton Collins at the fork of the Tchefuncte River and the Bogue Falaya, the City of Covington is a historic and vibrant part of the New Orleans Metropolitan area. Located just north of Lake Pontchartrain, it is the oldest town in St. Tammany Parish, Louisiana, as well as the parish seat. Between 2004 and 2011, the City of Covington undertook several planning projects, including the development of design guidelines for its historic district, a feasibility study of the Old Fire House, and a survey of Wilson Cemetery No. 1, in order to prepare the City for future development and growth.

In 2017, the City elected to continue these planning efforts by initiating a historic resources survey of its historic core, the Division of St. John.

Cox|McLain Environmental Consulting, Inc. (CMEC) was retained by the City of Covington in the fall of 2017 to conduct a survey of the historic-age resources in the Division of St. John National Register of Historic Places (NRHP) District (hereafter known as the Historic District), as defined by the boundary illustrated in the NRHP nomination (NR #82000461; see **Figure 1** in **Appendix A**). The survey (hereafter known as the 2017 Survey) is a comprehensive and up-to-date inventory of 219 historic-age resources within the Historic District (those built prior to 1971) and it identified likely candidates for individual listing in the NRHP. CMEC worked with the City of Covington to select additional historic-age resources to document outside of the Historic District. These additional properties included 66 historic-age resources within the Division of Spring and nine historic-age resources in neighborhoods adjacent to the Historic District. In all, 294 historic-age resources were documented during the 2017 Survey (see **Figure 2** in **Appendix A**).

The Division of St. John Historic District was listed in the NRHP in 1982 and represents the historic core of the City of Covington. It is roughly bounded by North Theard Street, Lee Road, Lee Lane, the Bogue Falaya, and East 21st Street. This historic area has a mix of residential, commercial, and civic buildings, most of which date from the late nineteenth century through the mid-twentieth century. The 2017 Survey updated the existing inventory of historic-age resources (this included adding resources that had become historic age since the NRHP nomination was completed and noting buildings that no longer exist), evaluated the integrity of historic-age buildings, assigned contributing or noncontributing status to each resource, and created a database of evaluated

resources that can be incorporated into the City’s GIS system for future use. The survey of the Division of Spring is a windshield survey of one local neighborhood in Covington; its evaluation and recommendations in this report can serve as a model for the survey of other historic-age neighborhoods in Covington. Additional resources surveyed provide valuable information to the City of Covington for future planning purposes.

CMEC historians conducted fieldwork in November 2017. **Table 1, Table 2, and Table 3** summarize resources documented in the 2017 Survey.

Table 1. Division of St. John NRHP Historic District Survey Results (219 Resources Surveyed)				
	<i>Contributing to NRHP Historic District</i>	<i>Noncontributing to NRHP Historic District</i>	<i>Listed in the NRHP (outside of the Historic District NRHP nomination)</i>	<i>New Resources Recommended Potentially Eligible for Individual NRHP Listing</i>
Total	158	61	2	3

Table 2. Division of Spring Survey Results (66 Resources Surveyed)		
(*Note: this total does not include resources in the Division of St. John Historic District)		
	<i>Individually Listed in NRHP</i>	<i>New Resources Recommended Eligible for Individual Listing in the NRHP</i>
Total	1	3

Table 3. Additional Resources Survey Results (9 Resources Surveyed)		
(*Note: this total does not include resources in the Division of St. John Historic District)		
	<i>Listed in NRHP</i>	<i>Resources Recommended Eligible for Individual Listing in the NRHP</i>
Total	0	3

As a result of this survey, CMEC identified 158 historic-age resources as contributing and 61 historic-age resources as noncontributing within the Division of St. John Historic District (see **Figure 3 in Appendix A**). In all, 71 resources constructed after the 1982 NRHP nomination’s assumed period of significance end date of 1930 (between 1931 and 1970) were identified. Of these, 40 are recommended contributing and 31 are recommended as noncontributing. All non-historic-age resources (constructed 1971 and after) within the Historic District are considered to be noncontributing. These total approximately 83 resources. It appears that 31 resources have been demolished since the Historic District was listed, and 32 resources no longer retain sufficient

integrity to remain contributing and should be re-categorized as noncontributing. The Division of Spring does not appear to retain sufficient integrity to be eligible for listing in the NRHP as a historic district; however, it is recommended for consideration as a local historic district. Amending the Division of St. John nomination and establishing a local historic district in Spring could extend benefits, such as tax credits and grant opportunities, to property owners within these districts.

In addition to assessing the properties as they relate to historic districts, CMEC evaluated their eligibility for individual listing in the NRHP. In all, nine historic-age resources (not previously listed individually in the NRHP) from the Division of St. John, Division of Spring, and additional areas are recommended eligible for individual listing in the NRHP.

This report describes the methodology for the 2017 Survey, the historic context of the survey area, and the survey results. It also provides recommendations for next steps and beneficial implementations of this survey data.

2. NATIONAL REGISTER OF HISTORIC PLACES OVERVIEW

The primary purpose of this project is to update the inventory of resources within the Division of St. John National Register of Historic Places (NRHP) District, which was listed in the NRHP in 1982. Therefore, a brief overview of the program and associated terminology is presented below.

The NRHP is a federal list of historic properties deemed worthy of preservation for their historical significance. The list is administered by the National Park Service (NPS), and inclusion in the list is an honorary designation bestowed upon properties that meet registration criteria. In general, for a property to be deemed eligible for inclusion in the NRHP, it must be at least 50 years old and must possess historic significance and integrity (NPS 2002). Both individual properties and districts can be listed in the NRHP. For more information, reference www.nps.gov/nr.

Throughout this report, “resource” is the term applied to any building, structure, site, or object documented as part of the survey.

2.1. SIGNIFICANCE

The NPS has established four criteria under which a property may be significant; a resource must possess significance under at least one criterion to be listed in the NRHP. The four criteria are listed below.

- Criterion A. Properties associated with events that have made a significant contribution to the broad patterns of our history.
- Criterion B. Properties associated with the lives of persons significant in our past.
- Criterion C. Properties that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.
- Criterion D. Properties that have yielded, or may be likely to yield, information important in prehistory or history. (NPS 2002)

2.2. INTEGRITY

For a historic resource to be determined eligible for the NRHP, it must retain enough of its historic integrity to convey its significance (NPS 2002). For the NRHP there are seven aspects of integrity:

- Location
- Design
- Setting
- Materials
- Workmanship
- Feeling
- Association

All seven aspects of integrity do not need to be present for a property to be eligible for the NRHP as long as the overall sense of a past time and place is evident. The level of integrity required for NRHP eligibility is also different for each of the four NRHP Criteria of Significance (NPS 2002). For example, a property eligible under Criterion C should retain the aspects of integrity linked to physical qualities (design, materials, and workmanship) to a higher degree than one that is eligible for its historical associations (Criterion A or B). However, a property that is eligible for its historical associations (Criterion A or B) should still possess sufficient physical integrity to be recognizably associated with the time or era in which it attained significance. Exterior alterations visible from the right-of-way affect the integrity of a resource. Design, materials, and workmanship are the aspects of integrity that are most commonly diminished as a result of alterations like additions; porch enclosures; and replacement siding, windows, or doors.

2.3. PERIOD OF SIGNIFICANCE

NRHP nominations must establish a “period of significance” (POS). According to the NPS, a POS is “the length of time when a property was associated with important events, activities, or persons, or attained the characteristics which qualify it for National Register listing” (NPS 1997). For individual properties significant under Criterion C for Architecture, the POS is typically the date of construction. For districts or properties that are eligible under other criteria where the significance may span a period of time, the POS may be a date range. NPS allows that 50 years ago may be “used as the closing date for periods of significance where activities begun historically continued to have importance and no more specific date can be defined to end the historic period” (NPS 1986).

2.4. NRHP DISTRICTS

The Division of St. John is an example of an NRHP district, which is a set of resources that are grouped together because they share a historic context. NRHP districts must demonstrate that there are enough properties within it that can convey the historic significance of the district.

Therefore, each building within a district is classified as “contributing” or “noncontributing.” To be classified as a contributing resource, it must have been built within the POS and retain integrity (as discussed above). Noncontributing buildings may have been: (1) built within the POS of the district but do not retain their historic character due to alterations, or (2) built after the POS of the district. Although there is no set requirement, successful NRHP District nominations typically encompass areas that are at least one block face in length with at least 50 percent of the buildings within the boundary classified as contributing.

3. HISTORIC RESEARCH

The NPS recommends that a historic context be developed for a documented area or property to understand major trends and building types. This chronological context assists with evaluating the historic significance of a property in relation to surrounding historic resources. At the beginning of the project, CMEC conducted a literature review to understand Covington’s history as it relates to settlement patterns, buildings types, and construction methods. Consequently, a context was developed (see **Section 4**) to help the survey team identify and evaluate the historic-age resources within the project area for NHRP eligibility. The sources consulted included NRHP nominations, historical maps, local oral history, library resources, and previous surveys.

3.1. DIVISION OF ST. JOHN NATIONAL REGISTER NOMINATION

The Division of St. John National Register nomination process was completed in 1982 and established the Division of St. John National Historic District (National Register [NR] #82000461). The Historic District was nominated for significance at the national level under Criterion A for community planning relating to its unique ox lot plan and at the local level under Criterion C for architecture. NRHP nomination requirements were less developed in the past than they are now, and nominations from this time period often lack information that is required today. For instance, the period of significance and contributing and noncontributing resources were not defined in the Division of St. John nomination.

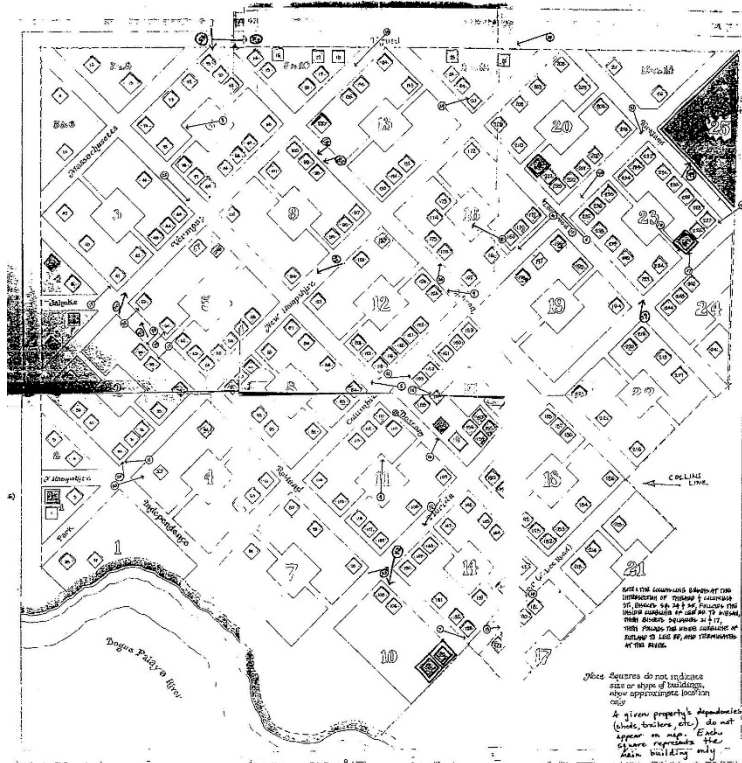


Image 2. Covington Historic District. (Source: Division of St. John NRHP nomination.)

Instead, buildings constructed after 1930 were classified as “intrusions.” The year 1930 would have been 50 years prior to the date of 1980, when research and document preparation likely began for the Historic District (which was officially listed in January 1982). A brief context was provided to describe the urban design and architectural heritage. As part of the nomination, 246

resources were documented (see **Table 4**) and streetscape photographs were provided. The nomination considered historic-age resources (built within the period of significance) to be contributing and all non-historic-age resources to be noncontributing (referred to as “intrusions” in the nomination). The 1982 nomination does not appear to have considered integrity when assigning contributing status.

Table 4. 1982 NRHP Nomination Documented Resources			
	<i>Year Built</i>	<i>Number of Resources Surveyed as Part of the 1982 NR Nomination</i>	<i>Percentage of the 1982 NR Surveyed Properties</i>
	Pre-1880	6	2.5%
	1881 to 1930	163	66.2%
	1931 to Present	77	31.3%
Total		246 Resources	

Additionally, two resources located geographically outside of the Division of St. John (Survey ID #495 and #496) were included in the 1982 Historic District map (see **Image 2**), and 16 historic-age resources within the boundary were omitted from the nomination for unknown reasons. Throughout this report, when referencing resources listed in the NRHP nomination, 246 resources, including the two aforementioned resources outside of the district boundary, are included. When referencing resources within the Division of St. John, unless otherwise noted all extant resources, including the 16 historic-age resources omitted from the nomination, are included.

3.2. HISTORIC MAP AND AERIAL PHOTOGRAPHY RESOURCES

CMEC used a variety of historical maps and aerial imagery to assist with determining year-built dates for buildings, the identification of modifications, and historic function. These resources included historic plat maps, Sanborn maps, and aerial photographs.

Sanborn maps are hand-drawn maps created between the mid-nineteenth and mid-twentieth centuries by fire insurance companies to assess insurance liability. They provide valuable information like the general floor plan of a building; approximate address; and building features such as number of stories, inclusion of porches, building material, and function. Notably, Sanborn maps were not drawn to scale and were not intended to be used for urban planning purposes;

therefore, addresses, function, scale, and location have variable accuracy. CMEC historians referenced Sanborn maps in the study of Covington and cross-referenced the information when possible. Furthermore, the available Sanborn maps had a limited geographic scope and did not include all resources that were surveyed in this project. Several properties were outside of Sanborn map coverage for some or all of the map years. In general, resources surveyed in the Division of Spring were not included on Sanborn maps until 1927.

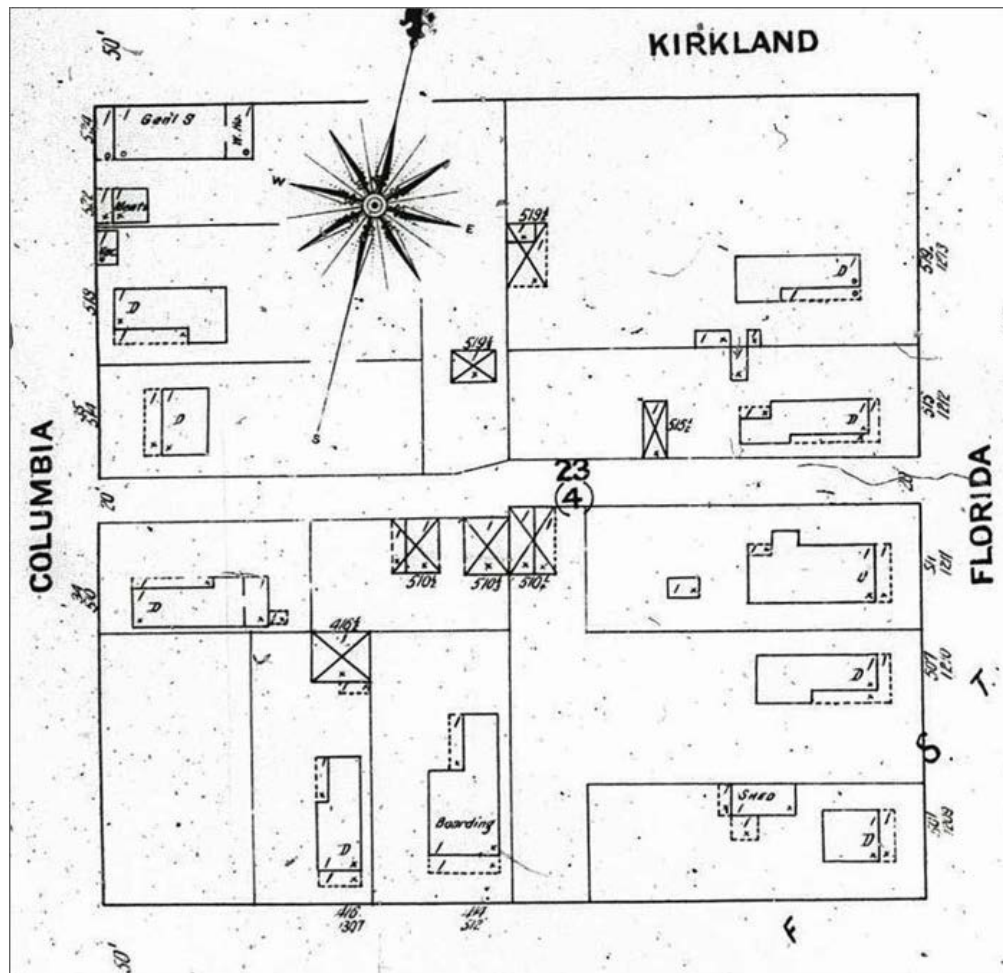


Image 3. Excerpt from 1909 Sanborn map. (Source: City of Covington.)

The available Sanborn maps referenced by CMEC for this project were:

- 1904
- 1909
- 1915
- 1921
- 1927
- 1941
- 1954

Specific property addresses often change over the course of time and aerial images were used in conjunction with Sanborn maps to verify exact locations of buildings. Aerial photographs were also referenced by CMEC historians to date buildings and identify alterations. Aerial images from 1995 to present are available through Google Earth (<https://www.google.com/earth/>) and were

referenced to identify recent modifications and new construction. Available historic aerial photographs referenced in this project included:

- 1936
- 1965
- 1972

3.3. LOCAL RESOURCES

In developing a context for the City of Covington, CMEC conducted library research, worked with City officials and local experts on history, and solicited input from residents.

During field work, CMEC visited the St. Tammany Parish Library in Covington and conducted research in the Local History and Genealogy Room as well as in the reference section of the library. Resources referenced included, but were not limited to:

- *Covington* (Arbo 2011)
- *Covington, Louisiana Since 1813, Celebrating 175 Years, Preserving the Past, Promoting the Future* (The Times-Picayune 1988)
- *Covington, Louisiana: "Heart of the Ozone Belt"* (The Greater Covington Chamber of Commerce 1970)
- *Mr. Kentzel's Covington, 1878–1890* (Jahncke 1979)
- *Sesquicentennial in St. Tammany: The Early Years of Covington* (Schwartz 1963)
- *Stories of a River Town: Covington, Louisiana at Two Hundred Years* (Nichols 2015)
- *St. Tammany Parish, 1885–1945: A Photographic Essay* (Kemp)
- *A Potpourri of Memories: Growing up in Covington* (Clayton 2012)

A full list of sources is included in **Section 9**.

During fieldwork, CMEC historians gained valuable information about local history from Nahketah Bagby at the City of Covington, as well as from local history experts Jack Terry, Mark Johnson, Tammie Smith, and Patricia Fuhrmann Clayton. Community members provided valuable building history information during fieldwork, and the CMEC team continued to communicate with community members and local history contacts through the post-survey and evaluation process.

Additionally, select buildings throughout Covington (in both the Division of St. John and the Division of Spring), had plaques with a building name and/or year-built date. Some plaques were issued by the Covington Heritage Foundation and others were created by business or home owners. The information on these plaques was recorded but not relied on for survey records. Plaques to commemorate the Division of St. John NRHP District were also attached to the façade

of some buildings. NPS does not verify NRHP plaque information for accuracy; as a result, this information was also noted, but not relied on for survey records.

3.4. ADDITIONAL SOURCE MATERIAL

A variety of additional resources were also available to CMEC historians and were referenced to verify information, particularly relating to year-built date and alterations. These sources included online digital archives and previous surveys.

The Louisiana Digital Library (<http://louisianadigitallibrary.org/>), the Tulane University Digital Library (<https://digitallibrary.tulane.edu/>), and the Louisiana Office of Cultural Development Standing Structures and Districts Map (<http://laocd.maps.arcgis.com/>) provided valuable resources. Digitized issues of the *St. Tammany Farmer* newspaper available through the Library of Congress website (<https://chroniclingamerica.loc.gov/>) were also used during the research process. A local history blog, the Tammany Family Blog (<http://tammanyfamily.blogspot.com/>), included informative articles on local history and historic photographs.

Additionally, a survey of select historic-age resources in Covington was conducted c. 2000 and recorded on Louisiana Historic Resource Inventory (LHRI) forms that were developed by the Louisiana State Historic Preservation Office (SHPO). The exact date of the survey was not recorded on the forms, but the SHPO estimated that the documentation occurred around the year 2000. These survey forms were referenced, and when a resource in the current survey could be matched to a property surveyed c. 2000, the LHRI number was recorded on its current survey form (see **Appendices C and D**) for future reference. Apparently a survey was also conducted by the SHPO in the 1990s, but those survey materials were not available for review for this report.

National Register nominations for Christ Episcopal Church (Survey ID #495; NR #8004253), Bogue Falaya Park (Survey ID #496; NR #100001483), and the Frederick House in the Division of Spring (Survey ID #811; NR #82004624) were also referenced for building specific information and general context relating to Covington.

4. HISTORIC CONTEXT

The City of Covington is located in southeastern Louisiana north of New Orleans in an area known as the “Northshore” of Lake Pontchartrain. It is surrounded by the towns of Abita Springs and Madisonville to the east and south, respectively, and the unincorporated communities of St. Benedict, to the north, and Goodbee, to the west. Covington is the parish seat of St. Tammany Parish and is located at the fork of the Tchefuncte River and Bogue Falaya. East-west running Interstate Highway 12 (IH 12) connects Covington to Baton Rouge and Slidell, and north-south running State Highway 190 (SH 190) connects Covington to the Lake Pontchartrain Causeway and New Orleans. The city limits are roughly bounded by the Tchefuncte River to the west, the Bogue Falaya to the east, and SH 190 to the north.

In keeping with the objectives of this historic resources survey and NPS guidelines, the context is intended to provide information that enables clear and consistent evaluation of resources encountered during the survey, rather than a comprehensive history of Covington, which is outside the scope of this project. The context is organized by major periods of development. During this discussion of historic context, “Survey ID” numbers are referenced occasionally. These refer to the unique survey identification number assigned to each resource by CMEC during the 2017 historic resources survey. See **Appendices C** and **D** for individual inventory forms. At the end of each section, the total number of resources from that time period are briefly described. Unless otherwise noted, these totals are based on results from the entire survey of 294 resources.

4.1. EARLY SETTLEMENT AND CITY FOUNDING (1813–1865)



Image 4. Ox pulling a wagon in Covington. (Source: City of Covington.)

Louisiana became the eighteenth U.S. state in 1812 after being under the jurisdiction of the French, English, and Spanish during the sixteenth through the early nineteenth centuries. St. Tammany Parish was formed from what was called Feliciana County in 1811. The first two towns in St. Tammany Parish, Covington and Madisonville, were formally incorporated in 1816 and 1817, respectively (Ellis 1981). As a whole, the parish grew slowly during the early nineteenth century. Development began to accelerate around 1820, with a period of marked growth extending through 1855 (Ellis 1981).

In 1813, John Wharton Collins, a Philadelphia-born New Orleans merchant, purchased the area that would become Covington from Jacques Dreux (Arbo 2011). Dreux had acquired 1,600

arpents (approximately 1,351 acres) of land on the east bank of Bogue Falaya (Choctaw for “river” and “long”) from the Spanish in 1803, and Dreux attempted to establish a town named “St. Jacques” but was unsuccessful in attracting settlers (*The Times-Picayune* 1988). John Wharton Collins’s sisters lived along the Tchefuncte River, and he initially became attracted to the Northshore while visiting them. Collins settled on a high piece of land located between the Tchefuncte River and the Bogue Falaya. He named the new town “Wharton” after his father (Schwieterman 2001). A French refugee named Joseph Pillie surveyed the land that would become the Division of St. John, and the town map was submitted to the St. Tammany Parish judge on July 4, 1813, for formal establishment (*The Times-Picayune* 1988). Collins dedicated the town to Thomas Jefferson (Nichols 2015). It is not known why the town was dedicated to the former President, but Collins was possibly inspired by his “checkerboard” city planning philosophy. Concerned about the spread of yellow fever in cities, in the early 1800s Jefferson advocated for new cities and city expansions to utilize a gridded system with alternating blocks of undeveloped public squares (Anderson 2008). In 1805, he wrote:

Such a constitution of atmosphere being requisite to originate this disease as is generated only in low, close and ill-cleansed parts of a town, I have supposed it practicable to prevent its generation by building our cities on a more open plan. Take, for instance, the chequer board for a plan. Let the black squares only be building squares and the white ones be left open, in turf and trees [...] The atmosphere of such a town would be like of the country, insusceptible of the miasmata which produce yellow fever. I have accordingly proposed that the enlargements of the city of New Orleans, which must immediately take place, shall be on this plan (Anderson 2008).

Though Jefferson’s checkerboard plan was considered by Governor Claiborne of Orleans Territory, it was never adopted in New Orleans (Reps 1965). Whether Collins was aware of this possibility or even Jefferson’s planning ideas is unknown.

Collins’ plan for Covington consisted of square blocks with 360-foot-long sides and central square plot 120 feet long on each side reserved for public use. These interior square lots were connected to main streets via 20-foot-wide alleys, and they later became known as “ox lots” because they often temporarily housed cattle when merchants and traders came to town (Arbo 2011). The Division of St. John is noted for having a historic plan that has remained intact and in continuous use (Arbo 2011).

Early settlers changed the community name from Wharton to Covington, after General Leonard Covington, who served in the War of 1812; the Louisiana State Legislature officially chartered the town on March 11, 1816 (Arbo 2011). Covington’s first government consisted of a Board of Trustees composed of five local men, including Collins (*The Times-Picayune* 1988). John Wharton Collins slowly sold lots in the Division of St. John until he passed away suddenly in 1817 (*The*

Times-Picayune 1988). Upon his death, his widow, Marie Elizabeth Tabiteau and her husband John Gibson sold several plots of land to establish a burial ground on the north side of town known as Covington Cemetery No. 1 (Survey ID #492; Nichols 2015).

As Covington was just beginning to organize its small population, representatives St. Tammany Parish began searching for a parish seat. In 1817, a special parish-wide election was held to select a location for the courthouse. The Town of Claiborne was selected, and the following year a two-story building known as the 1819 Courthouse was completed (Survey ID #1001). With competition from Covington across the Bogue Falaya, Claiborne did not grow as hoped, and in 1838 a new parish courthouse was built in Covington on the block bounded by New Hampshire, Columbia, Boston, and Gibson Streets. Three courthouses were constructed at this location, but none have survived (Nichols 2015). When Covington became the parish seat, lawyers began setting up local practices near the courthouse. There continues to be a strong legal presence within the Division of St. John.

Covington's economic and community development largely depended on access to New Orleans's markets across Lake Pontchartrain, accessed via steamers and schooners. Early industry centered around the surrounding abundant pine forests, and pitch, tar, and lumber made up much of the local economy until the mid-nineteenth century. Covington's location, approximately 40 miles north of New Orleans, made it an ideal stop during transit between New Orleans and communities to the north. An early community grew to support the trading post and timber industry. The Columbia Street Port was the first point of entry into Covington, and boarding houses, general stores, and saloons opened to service traveling merchants.

The first commercial district was concentrated on Columbia, Rutland, and New Hampshire streets. Most of the early commercial buildings were constructed out of wood and have been lost over time due to fire or material deterioration. Large-scale utilitarian warehouses and industrial businesses constructed out of metal and wood were also established along the banks of the Bogue Falaya to support the manufacturing and consequent transportation of goods to and from



Image 5. Schooler Landing at the end of Main Street in Covington. (Source: City of Covington.)

New Orleans (*The Times-Picayune* 1988). During the early nineteenth century, the town constructed new roads and transportation routes to increase the movement of goods (Arbo

2011). As the town grew, schools were established; Covington's first newspaper, *The Palladium*, began publication; and churches were erected. Christ Episcopal Church (Survey ID #495) was opened in 1846 and is the oldest building in continuous use in Covington (*The Times-Picayune* 1988). In 1856, Covington had 750 residents, 12 stores, 2 butcher shops, 2 bakeries, 2 blacksmiths, 1 newspaper, 1 tannery, 1 tailor, 4 churches, and 2 schools (Louisiana Department of Public Works Planning Division 1955).

The momentum of community growth halted in 1858 when the New Orleans, Jackson, and Great Northern Railroad built a line connecting New Orleans to Jackson, Mississippi, and it bypassed Covington. The local economy in Covington suffered as a result (*The Times-Picayune* 1988). Three years later, the Civil War began. Although Covington saw no significant military action, the town, like much of the South, suffered losses to its local industry and population. By April 1865, Covington had fewer than 300 community members (*The Times-Picayune* 1988).

After the Civil War, Covington experienced its first significant growth due to new transportation routes that were established to connect the town with the rest of the parish. Its location on an important river trade route and its abundant timber forests sustained the early economy. Later, Covington's reputation as a health destination and its proximity to New Orleans allowed for the steady growth of the community (Arbo 2011).

The 2017 Survey documented seven resources constructed or developed between 1813 and 1865. In addition to Covington Cemetery No. 1 (Survey ID #492), Christ Episcopal Church (Survey ID #495), and the 1819 Courthouse (Survey ID #1001), four single family residences constructed during this time period were surveyed (Survey IDs #166, #220, #853, and #1002). Notably, the ox lot city plan also dates from this period.

4.2. THE VICTORIAN ERA (1865–1900)

After the Civil War, schooners and steamboats once again began to regularly cross Lake Pontchartrain, bringing goods to Mandeville and up the Tchefuncte River to a landing at the south end of Covington (Schwieterman 2001). The economy began to recover due to both increased commerce from new transportation routes and tourism. Several organizations and businesses established during this period still exist

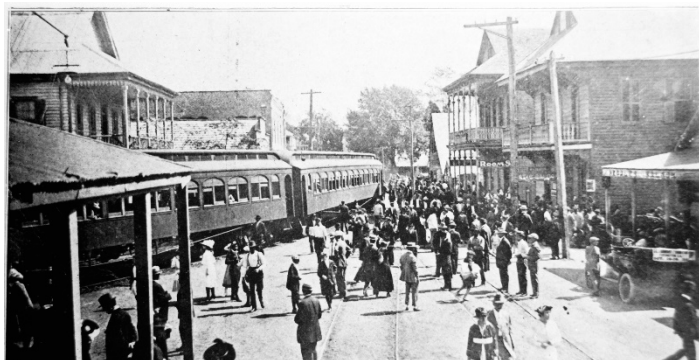


Image 6. The train arriving in Covington, pre-1930. (Source: The City of Covington.)

in the Division of St. John today. Local masons established a Masonic Lodge in 1867 near the Columbia Street Landing. It was rebuilt in 1924 after a fire (Survey ID #147). Henry James Smith opened the H.J. Smith Store at 308 North Columbia Street in 1876 (Survey ID #311; *The Times-Picayune* 1988). Covington's population reached 600 by the 1870s, and at the end of the decade a stagecoach line ran from Covington to the steamship terminal in Mandeville, establishing a new transportation route straight into the city (Schwieterman 2001).

Because New Orleans is geographically isolated by water, the majority of its building materials came from St. Tammany Parish (Nichols 2015). Lumber companies in the parish realized that the growth of their businesses required rail access, and in 1885, the Pointevent & Fabre Lumber Co. built the East Louisiana Railroad to connect the Pearl River with Abita Springs. In 1888, the New Orleans & Northeastern Railroad (NO&NE) extended into Covington from Abita Springs. Four years later, a line connecting rural St. Tammany to Mandeville was constructed through Covington (Schwieterman 2001). Covington was thus part of a line connecting New Orleans, Slidell, Lacombe, Mandeville, and Abita Springs (Nichols 2015). The rail lines made it possible for Covington's businesses to expand distribution of lumber-related products, and it connected Covington with sawmills and logging operations across the state and beyond. Increased connectivity also led to a boom in the local brick-making industry, which used clay from the local rivers (Arbo 2011).

In addition to bolstering the economy and increasing accessibility to Covington, the railroad brought a marked change in architectural styles to Covington. Pre-fabricated decorative elements (such as railings and spindlework), multi-pane windows, and dimensional lumber became available. Taking advantage of these newly available materials, stylish cottages were constructed throughout the Division of St. John. New neighborhoods were planned during this booming time and into the early part of the twentieth century. These included the Divisions of Spring and New Covington, the Wayside Addition, Conolly, and the Sulphur Springs Addition (Nichols 2015).

The St. Tammany Farmer newspaper was started in 1874 by George Ingram, who died the following year. In 1878, it was acquired by J.E. Smith (of Smith hardware stores; father of H.J. Smith; see Survey ID #311) with editor W.G. Kentzel. Kentzel, who also owned a printing business (Survey ID #199), eventually became owner of the paper. The paper was moved to 321 North New Hampshire Street (Survey ID #288) in 1924 by its then owner D. H. Mason (Nichols 2015). The newspaper became a resource for news across the parish through 2017 when it was sold to *The New Orleans Advocate* (W. B. Grimes & Company 2017).

In 1890, Covington had 976 residents and many businesses, and the city had dedicated a new town hall (no longer extant) on an ox lot bounded by Boston, Columbia, Rutland, and Florida streets (Ellis 1981). In 1898, the first of four major fires in the Division of St. John began at the

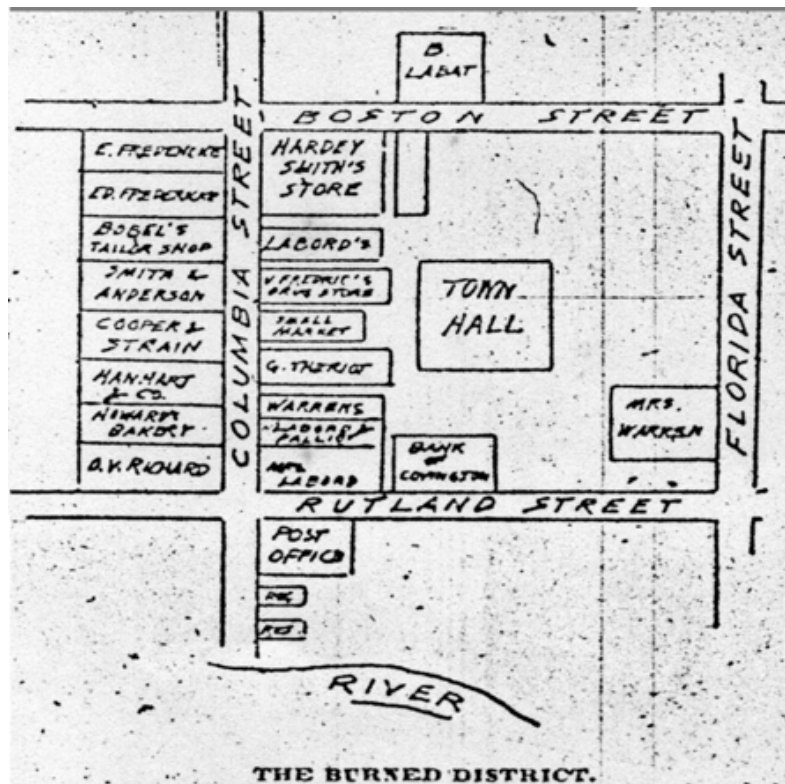


Image 7. Map of buildings burned during the 1898 fire. (Source: Terry 2017.)

new town hall (Ellis 1981). It destroyed many of the early buildings in Covington, including the post office, Fredericks's saloon, several residences, and numerous businesses (see **Image 7**). *The St. Tammany Farmer* reported the fire: "St. Tammany's Little City Visited by Fire, The Business District Swept, and a Score or More Buildings Destroyed. Post Office and Bank Burnt. Little or No Insurance was Carried on Property" (Terry 2017).

While pine trees provided valuable lumber products to the region, the trees also contributed to the Northshore's growing reputation as a healthful retreat.

The area became known as the "Ozone Belt" because the trees were thought to emit beneficial ozone gas (Ellis 1981). There are only two other ozone belts in the world, in Arizona and in the Hartz mountains of Germany; these areas were thought to have medicinal healing powers (Covington Chamber of Commerce 1981). The Northshore served as an excursion destination for visitors from New Orleans and beyond, providing a respite from the bustling and dirty city by embracing the public's perception of the restorative effects of ozone gas on health. In 1878, a major yellow fever epidemic in New Orleans sent thousands of residents to the Northshore for temporary respite and helped to establish a tourism industry in Covington (Ellis 1981).

The 2017 Survey documented 55 resources constructed or developed between 1866 and 1900. Of these resources, 50 are domestic residences and many of these were constructed in the Eastlake/Stick or Queen Anne style. Several important commercial buildings near the intersection of Columbia and Boston streets were also rebuilt during this time period but burned down in subsequent fires. The Bank of Covington was rebuilt c. 1899 at 328 North Columbia Street in the Italianate Style (Survey ID #314) and the building remains a contributing resource to the Historic District.

4.3. EARLY TWENTIETH-CENTURY DEVELOPMENT (1900–1945)



Image 8. Undated photograph of the Southern Hotel (Source: Tammany Family Blog.)

The early twentieth century brought a significant population increase and, with it, the establishment of new businesses and civic amenities. The tourism industry also continued to develop and support the economy. On June 1, 1907, the Southern Hotel (Survey ID #291; see **Image 8**), a luxury resort intended to attract tourists to the fresh air and spring waters of the Northshore, opened in Covington (*The Heritage Gazette*, Issue 1, 2014). The hotel was in continuous operation for 50 years and provided an alternative to the boarding houses and smaller homes that typically housed visitors. The lobby reportedly featured caged monkeys and alligators as well as a tropical garden where travelers could relax (*The Times-Picayune* 1988: 30).

Bogue Falaya Park opened in 1909 on the banks of the river and became a popular outdoor recreation destination for locals and visitors, alike (NPS 2017; see the c. 1915 Bogue Falaya Pavilion; Survey ID #496). Across the river, Claiborne Cottages was a resort built adjacent to the 1819 Courthouse and grew popular with tourists (Survey IDs #1001, #1002A and #1002B). It allegedly had no mosquitoes despite being located on the Bogue Falaya (Warren 2011). Medical facilities also opened in the area. Attracted by the health benefits of Covington, Dr. F. F. Young, a pioneer of drug and alcohol rehabilitation, built the Fenwick Sanitarium on New Hampshire Street, between 14th and 15th Avenues in 1916. It burned down in 1925 but was rebuilt the next year (Survey ID #1000).



Image 9. Postcard of the Covington Bank & Trust Company c. 1915. (Source: Tammany Family Blog 2017.)

Although tourism brought prosperity to Covington, historian Frederick Ellis believes that the establishment of the Bank of Covington, which began operating in 1899 and changed its name in 1903 to the Covington Bank & Trust Company (Survey ID #314 #224A), was the most significant economic development of the turn of the century (Ellis 1981:222). The c. 1899 bank at 328 North Columbia Street was the first location of the bank (Survey ID #314) and the c. 1915 bank at 236 North Columbia Street was the second, larger location (Survey ID #224A; see **Image 9**). It is unclear from Sanborn map research if these two buildings operated as banks simultaneously for a period of time. Branches of the Covington Bank & Trust were opened in Slidell and Franklinton, and it became the impetus for the founding of additional banks across the parish (Ellis 1981).

Several important commercial and public buildings were constructed in the Division of St. John during the first half of the twentieth century to support the population as it increased from 1,205 in 1900 to over 5,000 by 1950 (U. S. Census 2017). Sid Fuhrmann opened the Parkview Theater in 1912 (Survey ID #210). He also opened the Majestic Theater at 221 North New Hampshire Street in 1926 (Survey ID #197) and the Deluxe Theater at 407 North New Hampshire Street in 1941 (Survey ID #362B). The grand, three-story, brick Covington High School opened in 1914 for St. Tammany Parish students grades one through eleven (Survey ID #964; Nichols 2015). The community soon outgrew the space, and another school for grades seven through eleven was

erected in 1924 at 415 South Jefferson Avenue (no longer extant; Covington High School 2008). Harry Mackie started the first major manufacturing plant in Covington, Mackie Pine Oil Specialty Company, in 1917. The house he lived in for many years still stands at 138 New Hampshire Street (Survey ID #142A). In 1927, a new brick train depot opened at the intersection of North New Hampshire and Lockwood Streets (Survey ID #435A).

The U. S. Post Office built in 1937 featured a mural by noted artist Xavier Gonzalez (Survey ID #279; see **Image 10**). During the 1930s, the Treasury Department's Section of Painting and Sculpture (later known as the Section of Fine Arts) commissioned artists to paint murals and create other forms of art for newly constructed post offices. Funding for this was provided by a law that appropriated 1% of the construction costs for federal buildings to artwork for the respective building. Unlike works produced as part of the Works Progress Administration's Federal Art Project, these artworks are typically high quality and depicted realistic moments of American life (NPS 1994). Intact examples of 1930s post office murals are increasingly rare and provide a unique view of early twentieth century life in the United States (Raynor 1997).

In 1905, the City of Covington passed a building code ordinance that required approval of building construction plans in an effort to mitigate widespread fires. Despite this, three more major fires devastated the Division of St. John in 1906, 1909, and 1911. The 1906 fire spread quickly along Columbia Street, destroying both commercial and residential properties. Two years later, the Covington Benevolent and Fire Protection Association was founded, and a fire truck was purchased. The newly formed fire department was unable to contain a 1909 fire started at the Covington Hotel House on Rutland and Covington. It destroyed the Masonic Hall (Survey ID #147 is the replacement building) as well as several residences and warehouses. On June 12, 1911, a fire was started on Columbia Street by children playing with matches in a barn. It turned out to be the most damaging of the four fires. The fire spread on Columbia Street, destroying buildings on both sides of the block between Boston and Rutland. The *Times Picayune* reported a "Fire Loss of \$150,000 at Covington; Two Business Blocks are in Ashes: Water Supply Proves Inadequate,



Image 10. *Tung Oil Industry*, a mural by Xavier Gonzalez in the Covington Post Office commemorates Covington's timber industry. (Source: Smithsonian American Art Museum.)

and Flames Sweep Both Sides of Columbia Street Between Boston and Rutland-Bank Leveled.” (Terry 2017). The newly rebuilt Masonic hall was destroyed, as well as the Covington Bank & Trust (Survey ID #224A). H. J. Smith’s store was saved by firefighters (Survey ID #311).

The 2017 Survey documented 180 resources constructed between 1901 and 1945. These resources represent a variety of functions that are indicative of a thriving community. These include commercial buildings, single and multi-family dwellings, churches, theaters, hotels, and civic amenities. Residential buildings from this time period are commonly Craftsman bungalows and Queen Anne and Minimal Traditional cottages. Less common architectural styles were also noted, such as the Mission style water pump building (Survey ID #435E), the Mediterranean Revival style old Covington High School (Survey ID #964), and the Moderne old Covington Motors (now the Woodright Shop; Survey ID #436). Several Italianate style commercial buildings were surveyed along Columbia Street, including The Frederick Building (Survey ID #213) and The Patecek Building, later known as The Wehrli Building (Survey ID #305).

4.4. MIDCENTURY DEVELOPMENT (1945–1970)

The mid-twentieth century in Covington was marked by changes to the local economy and transportation. The Northshore’s appeal as a destination for healing lessened as advances in medicine became widespread (Schwieterman 2001). The Fenwick Sanitarium (Survey ID #1000) closed in the mid-1950s and was converted into apartments, and the Southern Hotel (Survey ID #291) ceased operations during the 1960s. The first floor of the hotel was converted to retail spaces and the upper floors were converted to various civic and commercial uses. As the automobile increasingly replaced ship and train transportation, Northshore communities, including Covington, strongly supported a bridge over Lake Pontchartrain to connect with New Orleans. After the bridge was completed in 1956, Covington became a viable commuter suburb for New Orleans. Home values in Covington increased and new businesses were established (*The Times-Picayune* 1988).

After World War II (WWII), Covington began moving, architecturally, toward the future. The modern St. Tammany Parish Hospital opened in 1954 and has continuously expanded. The local medical industry soon began to develop and grow (St. Tammany Parish Hospital 2018). A new city hall was designed by Perez & Associates of New Orleans and opened in 1959, beginning a period of civic construction throughout town. A new library was built at Jefferson and 24th Streets, and the contemporary Delta Primate Research Center (now the Tulane National Primate Research Center) south of town was opened in 1964 (*The Times-Picayune* 1988). This growth supported an increasing population that reached 7,170 in 1970 (US Census 2017).

The building fabric of Covington was also changed by several natural disasters during the midcentury. In 1947, a hurricane caused major damage to Covington and the parish. A tornado during Hurricane Betsy in 1965 also caused damage to Jahncke Avenue in the Division of St. John (*The Times-Picayune* 1988). Infill buildings, such as Survey ID #326 at 706 East Boston Street, were constructed in empty lots, a stark contrast to the predominant mid- to late-nineteenth-century architecture in the Historic District.

The 2017 Survey documented 52 resources constructed between 1946 and 1970. Of these resources, 38 are utilitarian commercial buildings with no formal style. Five Post-War Modern style buildings were constructed during the midcentury, including the old Covington City Hall (Survey ID #481) and several buildings on the St. Scholastica campus (Survey ID #169 and #170).

4.5. MODERN INDUSTRY AND DOWNTOWN REVITALIZATION (1970–2017)

By the late twentieth century, the community began using the ox lots for parking and to house sheds, warehouses and garages for adjacent residences and businesses. In 1974, Covington Judge Clayton James of the 22nd Judicial District Court ruled that the ox lots in the Division of St. John should remain irrevocably owned by the public in *Alvin Ross v. City of Covington* (Nichols 2015). Mayor Ernest Cooper announced, shortly after, that seven ox lots should be cleared and used for parking lots (*The Times-Picayune* 1988). This court battle encouraged the City of Covington to write a National Register nomination for the Division of St. John, focusing on the national significance of the ox lots. The City of Covington commissioned a survey of the Division of St. John in 1981 and prepared a nomination to list the district in the National Register of Historic Places (*The Times-Picayune* 1988). The Division of St. John NRHP Historic District was listed in 1982.

A 1997 tornado damaged several buildings of the Division of St. John, including Herbert's Cleaners on Gibson Street and the U. S. Post Office on Florida Street (*The Times-Picayune* 1988). Herbert's Cleaners, among others, was rebuilt in an architectural style sympathetic to the historic district, drawing inspiration from the materials, detailing, and forms of nineteenth century commercial buildings.

In recent years, Covington has seen a revitalization of the Division of St. John Historic District and the population reached 10,310 in 2016 (Census 2017). The Southern Hotel (Survey ID #291) and the Train Depot (Survey ID #435A) have been restored and reopened. The Alexius Hardware Company has been converted to a brewery (Survey ID #435B), and the H. J. Smith hardware store has been converted to a museum with store operations moving next door (Survey ID #311). Many residential structures have been converted to businesses, restaurants, and stores, and numerous residents have thoughtfully rehabilitated their historic homes. The Covington Trailhead Park, which commemorates the history of the railroad in the city, has opened. Historical markers and

interpretative panels throughout the Division of St. John provide information about the history of the city and the significance of the ox lots. Limited new construction, such as the apartments on East Gibson and North Florida Streets, has been developed within the historic core.

The 2017 Survey identified 83 resources constructed between 1971 and 2017 within the Division of St. John.

5. ARCHITECTURE AND PLANNING

The Division of St. John Historic District is listed in the NRHP for significance under Criterion A for Community Planning and Development (highlighting the relatively uncommon ox lots) at the national level and for significance under Criterion C for Architecture at the local level. The historical significance and integrity of the ox lots within the context of the Historic District were observed and are discussed in **Section 7.1.5**. During the survey, CMEC historians identified and documented the architectural form and style of each historic-age resource. In this section, the ox lot plan and the most common architectural forms and styles are discussed.

5.1. PLANNING

5.1.1. OX LOT CITY PLAN

John Wharton Collins implemented the City of Covington’s unique “ox lot” plan in 1813. Twenty-seven blocks, measuring 360-foot square, were planned in a grid along a curve in the Bogue Falaya. In the center of each block, a 120-foot-square lot was reserved for public use and is connected to the main streets by alleyways. The open spaces only later became known as “ox lots,” as presumably they were used to keep animals when merchants were in town.

The 1982 Division of St. John NRHP nomination commends the survival of these spaces in the face of encroaching non-historic-age development and for their continued use for public benefit. It notes that over 60 percent of ox lots were intact at the time of the nomination. A methodology for defining an intact ox lot was not described.

5.2. ARCHITECTURAL TYPES AND STYLES

CMEC documented a total of 294 historic-age resources (in the Division of St. John, Division of Spring, and adjacent areas), dating from 1813 to 1970, with a variety of architectural styles that represent the development of the City of Covington. The following section discusses the architectural styles and types of buildings documented in the 2017 Survey. This discussion focuses on typical types and styles of residential and commercial resources surveyed. (Other recorded resource types included civic and religious buildings.)

Each historic-age property surveyed was categorized based on form and style; categories were based on the LHRI form and approved by the City of Covington. The Louisiana Division of Historic Preservation does not provide explicit descriptions or examples of the forms and styles used on the LHRI form. Therefore, the following sources were used to inform the categorization of resources in the Historic District: *Louisiana Architecture: A Handbook on Styles* (Fricker et al.

1998), the City of New Orleans Historic District Landmark Commission’s “Building Types and Architectural Styles” (City of New Orleans 2011), and the Georgia Historic Preservation Division’s “House Types in Georgia” (Georgia Historic Preservation Division 2004). The Georgia guide was used because the forms and styles match those presented on the LHRI form almost exactly; the Georgia guide appears to have been a source for the LHRI form. Additional resources consulted included *Common Houses in America’s Small Towns: The Atlantic Seaboard to the Mississippi Valley* (Jakle et al. 1989) and *A Field Guide to American Houses* (McAlester 2015).

5.2.1. CREOLE COTTAGE FORM



Image 11. Creole Cottage, 422 South New Hampshire Street, Survey ID #884.

The “Creole Cottage” type is a vernacular form indigenous to Louisiana and influenced by French, Spanish, and Caribbean traditions. It dates from the late eighteenth century through the late nineteenth century. The Creole Cottage is characterized by a hipped or side-gabled roof and a symmetrical façade with multiple openings in various combinations of French doors and windows, often lacking a dominant entry. The typical Creole Cottage is one to one-and-a-half stories tall, two rooms wide, and two rooms deep, often with small storage

rooms (cabinets) at the rear (City of New Orleans 2011). Although the City of New Orleans’s description of the typical Creole Cottage does not include a porch (assigning side-gable cottages with full-façade porches to the category of “Center Hall Cottage”), cottages with porches in Covington that matched other aspects of the Creole Cottage form but that could not be confirmed to have a center hall plan were classified as Creole Cottages.

5.2.2. SHOTGUN FORM

The shotgun form is also closely associated with Louisiana and dates to the early nineteenth century. This form is one room wide and three to five rooms deep with a front façade typically featuring one door and one window. More complex versions of this form include side-hall shotguns, which include a hallway along one side of the building, and side-gallery shotguns, which include a porch along one side of the building. Double shotguns are two-unit residences, each one room wide, sharing a center wall. Shotguns may be embellished in a variety of styles, including Stick, Craftsman, and Italianate, or may lack stylistic embellishment.



Image 12. Shotgun House, 216 South New Hampshire Street, Survey ID #756.

Examples of the “Louisiana Northshore” shotgun sub-type, as identified by John Michael Vlach, occur frequently along the north shore of Lake Pontchartrain. The defining feature of this sub-type is wide verandas on three sides of the building. Vlach (1986) has posited that the shotgun house form was imported to America from Haiti by way of New Orleans and spread to other areas of the southern United States. In the early nineteenth century, a large group of Haitians arrived in New Orleans, nearly doubling the population of the city.

Vlach has traced several shotgun subtypes to Haiti, including houses with elaborate verandas resembling the Northshore subtype. This form is more limited in its geographic extent than the traditional single shotgun form and appears to have been more popular upriver from New Orleans (Vlach 1986). This form was more accepted by blue-collar workers and was constructed primarily before 1920 (Vlach 1986).

5.2.3. BUNGALOW FORM



Image 13. Bungalow house, 604 East Independence Street, Survey ID #111.

The term “bungalow” has been used to describe small, single-story or one-and-a-half-story dwellings with moderately irregular floorplans, overhanging eaves, and prominent porches. Bungalows may have front-gabled, side-gabled, cross-gabled, or hipped roofs and almost always have either full or partial-width porches. The Craftsman style is often applied to this form; characteristic features of this style include decorative beams or braces under gables, exposed rafter tails, battered columns and piers for porch supports, and grouped windows.

The bungalow was the dominant form for houses built in the United States between the turn of the twentieth century and the 1920s. This form was popularized in Southern California and may have originated in India in the nineteenth century. The bungalow appeared in New Orleans and

the surrounding area, including Covington, after World War I and remained a popular style into the 1950s (City of New Orleans 2011).

5.2.4. ITALIANATE STYLE

The Italianate style was popular in New Orleans from the 1850s through the 1870s. It drew from architectural motifs of Italian Renaissance architecture and is noted for elaborate windows, cornices, porches, and doorways (City of New Orleans 2011). The style often features tall, double-hung windows with segmentally arched window heads, paired windows, large eave brackets, hipped roofs, paired doorways, and doors with large glazed panels. Square porch supports with beveled corners are also prevalent (McAlester 2015). This style was applied to several of the commercial buildings and residences in the Division of St. John.



Image 14. Italianate style St. Cecilia House, 131 North New Hampshire Street, Survey ID #124.

5.2.5. EASTLAKE/STICK STYLE



Image 15. Example of the Eastlake/Stick style, the Frederick House, 238 South Vermont Street, Survey ID #811.

The Eastlake/Stick style of decoration became popular in the late nineteenth century (between 1860 and c. 1890) and is a transitional style between two prominent nineteenth-century styles: Gothic Revival (and Carpenter Gothic) and Queen Anne. Eastlake is more of a decorative trend than an architectural style that relates to massing and form. It features turned spindles and columns (especially on the porch), curved brackets, multi-textured walls, and steep, complex gabled roofs. Stickwork (or patterns of linear boards) was sometimes

applied to wall cladding, and detailing at gabled peaks was also common (McAlester 2015). Eastlake was very popular in Louisiana and was often applied to shotgun houses (Fricker et al. 1998).

5.2.6. QUEEN ANNE STYLE



Image 16. Example of a Queen Anne house, 217 South New Hampshire Street, Survey ID #762.

Queen Anne was the dominant style of residential architecture between 1880 to 1910 (McAlester 2015). During this period, new building methods and supplies were introduced across the country as a result of industrialization and the expansion of the railroad. Lumber and mass-produced components like doors, windows, roofing, siding, and decorative elements could be purchased from catalogs and shipped via rail to distant locations, such as Covington, at a relatively affordable cost. Whereas

complex roof forms and intricate decorations were once reserved for costly residences, more modest residences began to take on such elaborations (McAlester 2015).

Identifying features of a Queen Anne residence include an asymmetrical façade, often with a canted or rounded bay; a complex roof, frequently with a pent roof enclosing a gable; wood siding with accents of textured shingle cladding; a partial- or full-width porch that often wraps around to a side elevation; and decorative detailing, such as spindlework, roof cresting, brackets, finials, and dentils. Queen Anne style residences can be quite elaborate; however, McAlester also identifies modest examples with minimal stylistic elements that can be more readily identified as Queen Anne by their form rather than detail (McAlester 2015). Most of Covington’s Queen Anne residences are modest examples and were constructed during the post-railroad boom of the late nineteenth century.

5.2.7. CRAFTSMAN STYLE

The Craftsman style is often applied to the bungalow form. Houses built in the Craftsman style date from approximately 1905 to 1930, and the homes feature a simplicity in design and materials that was a departure from the exuberance of Victorian-era houses. The Craftsman style is considered one of the first modern styles in America (McAlester 2015).

Characteristic features of this style include decorative beams or braces under gables, exposed rafter tails, wide eaves, tapered columns and piers for porch supports, and grouped windows. Most have a front- or side-gabled roof, though some have cross-gabled or hipped roofs.



Image 17. Craftsman house, 252 South New Hampshire Street, Survey ID #802.

The Craftsman style was popular in Covington beginning at the turn of the century. The style is traditionally applied to bungalow-form residential buildings, but in Covington, there are c. 1925 double shotgun residences with Craftsman influences (Survey ID #250, #265, #266, and #267), commercial warehouses with Craftsman detailing (Survey ID #962), and a Craftsman style train depot (Survey ID #435A).

5.2.8. COMMERCIAL STYLE

The Commercial style was applied to buildings from 1890 through 1920. Commercial style buildings can refer to early steel frame skyscrapers, but in small towns like Covington they are generally one- to four-story buildings with large storefront window panes on the first level, brick cladding, and flat roofs. They are often unornamented, except for the cornice. They can be attached as part of a commercial block or detached. Of the 20 Commercial style buildings surveyed as part of this project, 13 are located on Columbia Street..



Image 18. A Commercial style building at 434 North Columbia Street, Survey ID #386A.

5.2.9. POST-WAR MODERN

The Post-War Modern style in the United States spanned from 1940 through 1960 and was applied to buildings of all functions. After WWII, a boom in the construction industry and newly available materials allowed architects to further refine the Modernist style of the pre-WWII era. Characteristics of this style include a box-like form, lack of ornamentation, and large planes or bands of glazing. The old Covington Courthouse (Survey ID #295) is an example of this style and uses material contrast and geometry to define space and texture.



Image 19. Old Covington Courthouse, 510 East Boston Street, Survey ID #295.

6. SURVEY METHODOLOGY

CMEC developed a methodology for this project based on standards set by the NPS and guidelines for historic resources surveys recommended by the Louisiana SHPO. Each member of the CMEC History team is a professional who meets or exceeds the Secretary of the Interior's Professional Qualification Standards for Historic Preservation and has extensive experience with similar projects. Approaches to research, survey, and evaluation were determined at the onset of the project and were adhered to throughout.

The following section describes the methodology used for this survey. The survey component of the project involved three main tasks: (1) fieldwork preparation, (2) on-the-ground fieldwork activities, and (3) post-field data processing and evaluation. These steps are described in more detail below.

6.1. FIELDWORK PREPARATION

CMEC commenced project coordination with the City of Covington in the fall of 2017 and subsequently began the process of preparing for the survey. For this study, CMEC historians worked with the City of Covington to select a cut-off date of 1970 (inclusive of 1970) for historic-age resources. This time period would allow a buffer of 3 years for 50 years prior to the date of the 2017 survey (1967). Per the contract, CMEC agreed to document approximately 300 historic-age resources, with the potential to document properties outside of the Division of St. John, if necessary to reach 300 total resources. The initial tasks were to develop a historic context by which to evaluate the historical significance of each property and to prepare for fieldwork.

As a first step, CMEC reviewed the 1982 Division of St. John NRHP nomination and attempted to match buildings that were documented in the nomination with extant buildings in the NRHP district boundary. During review, CMEC discovered that the NRHP nomination had omitted some buildings from the survey that would have been present in 1980, mislabeled others (with incorrect addresses and/or descriptions), and that some buildings no longer existed. CMEC identified 204 extant historic-age resources (pre-1880 to 1970) from the NRHP nomination to survey, and 16 historic-age buildings within the NRHP boundary that had not been included in the nomination due to omission for unknown reasons. CMEC initially recommended selecting additional buildings from the Historic Downtown Covington Mixed-Use Overlay District that includes the Division of St. John and limited adjacent areas; however, during fieldwork, CMEC and the City determined that it would be more valuable to document select buildings in the Division of Spring and nearby areas. In all, 75 additional resources (within the Division of Spring and adjacent areas) were surveyed.

After studying the Division of St. John Historic District nomination, CMEC historians reviewed high-resolution aerial images from 1965 and 1972. GIS data was provided by the City, including parcel lines, addresses, and lot and square numbers. By comparing historical images of each parcel in the Historic District to current aerial photography and to the nomination, CMEC attempted to identify vacant parcels, historic-age resources, and non-historic-age resources. A CMEC identification number (referred to as the “Survey ID #”) was assigned to each resource, and a set of field maps was created.

As properties evolve over time, lots are sometimes combined or subdivided. In the case of Covington, several resources surveyed occupy properties that extend across multiple lots. CMEC associated the specific parcel, lot number, and square number on which a resource is located with the Survey ID and inventory form even if the resource is on a multi-lot property. This ensures the most accurate record of information for future reference in case the lot of subdivided or otherwise altered in the future.

Using FilemakerPro software, CMEC created a custom tablet-based data collection form that included fields from the LHRI. CMEC worked with the City to develop the form and received approval on the form before conducting fieldwork. This form was loaded onto iPads for field data collection and was pre-populated with basic property information (address, parcel number, year built when available from research, etc.), aerial review status, previous documentation/determination information (including the nomination), and any identified historical information or photographs.

A public kick-off meeting was held on November 13, 2017, and a project email address was established to collect historical information about individual properties from members of the public. The City created a page on the City of Covington website to inform the community about updates to the survey (http://www.covla.com/planning_and_zoning/historicsurvey.php).

6.2. FIELD SURVEY

From November 13 through November 17, 2017, a team of four professional historians (Emily Reed, Izabella Dennis, Sandy Shannon, and Ann Keen) photo-documented the resources in the survey area from the public right-of-way and entered information about each resource’s characteristics into the tablet form. CMEC collected and catalogued a wide array of information for each historic-age resource while in Covington. It included, but was not limited to, current address, general description (style, form, function, and year-built date), physical description (materials, condition, outbuildings, and alterations), and general notes. It should be noted that the “condition” field was utilized to record the current physical condition of the building; it does not reflect a consideration of historical integrity (which is evaluated separately). This information

is included on maps (see **Figure 2** in **Appendix A**) and on the survey forms (see **Appendices C** and **D**). The “Survey ID” number assigned to each resource by CMEC is also included in GIS data provided to the City of Covington at the completion of this project.

At least two photographs were taken of each resource. Ancillary buildings were recorded separately only if they were notable in terms of size, style, or age. A commonplace detached garage or shed was photographed when visible from the right-of-way, and the photo was included in the record of the primary resource on the parcel. When a parcel included more than one resource and each resource was documented with an individual inventory form, an alphabetical character was appended to the Survey ID. For example, the main house and freestanding carriage house on parcel number 55555 would be designated as 55555A and 55555B, respectively.

Each surveyor noted the photograph numbers for each resource on the tablet form. Notes were also made regarding information obtained from neighbors and members of the public encountered during the survey, including construction dates for buildings and neighborhood history.

During fieldwork, it was decided that additional resources would be selected from the Division of Spring and adjacent areas for documentation. The 2017 Survey team selected representative resources in the Division of Spring to survey and a Survey ID # was assigned to each. The same fieldwork documentation procedure discussed above was followed.

While in Covington, CMEC historians visited with City of Covington Planning Department staff; took a tour of the Division of St. John with City Planning and Zoning Director Nahketah Bagby and local history experts Jack Terry, Mark Johnson, and Tammy Smith; watched an informational video at the Covington Museum; discussed historic resources with Ms. Bagby and lifetime resident and author Patricia Fuhrmann Clayton; and had informative conversations with many members of the community during the survey. CMEC conducted additional research at the St. Tammany Parish Library in Covington.

6.3. POST-FIELD PROCESSING AND EVALUATION

Following the completion of fieldwork, all notes and maps were scanned and saved to the CMEC server. Photographs were loaded into the Filemaker Pro database with at least two photographs per record. The data that had been entered in the tablets during fieldwork was reviewed for accuracy and completeness by the historians. To confirm the existence of alterations, historians primarily relied on professional judgment, as well as Google Street View, aerial imagery, Sanborn maps, oral history and literary sources, and, when available, comparison to historical photos. For year-built dates, several sources were used to supplement professional judgment: aerial imagery,

Sanborn maps, previous surveys, newspaper articles, other printed sources, and oral history. CMEC historians also continued to coordinate with the City of Covington and local history experts in order to obtain additional information about certain properties. Records were further updated to reflect any new historical information uncovered during post-field processing.

After categorizing the surveyed properties by use, type, form, and style, and documenting materials, alterations, and current designations, CMEC historians made evaluations regarding current designation potential, as described in the next section.

7. SURVEY RESULTS AND OBSERVATIONS

This section describes survey results and observations from the documentation of historic-age resources within the Division of St. John, the Division of Spring, and adjacent areas. For the Division of St. John, all historic-age resources documented (including the 16 that were omitted from the nomination and the two that are technically outside of the Division of St. John boundary) are discussed. A period of significance is defined for the historic-age resources documented and contributing and noncontributing recommendations are explained. For the Division of St. John, the Division of Spring, and adjacent areas, a total of nine properties are recommended individually eligible for the NRHP. These are currently not individually listed, and potential areas of significance are defined. Lastly, charts and tables are included to illustrate survey results in the Division of St. John and the Division of Spring. Survey forms for each individual property are included in **Appendices B** and **C**.

7.1. DIVISION OF ST. JOHN

CMEC documented 219 historic-age (built in 1970 or earlier) resources within the Division of St. John Historic District boundaries (see **Figure 3** in **Appendix A**). The survey data discussed in **Section 7** includes all historic-age resources within the Division of St. John (inclusive of the two resources included in the nomination, but outside of the geographical boundary). CMEC historians confirmed that the current boundary is appropriate and that the district remains eligible under Criteria A and C.

7.1.1. PERIOD OF SIGNIFICANCE

As noted in **Section 3**, the 1982 NRHP nomination did not define a period of significance (POS). Because buildings constructed after 1930 were classified as “intrusions,” it is assumed that the POS end date was 1930. The earliest resource recorded in the nomination is Covington Cemetery No. 1, which the nomination noted as c. 1850. Subsequent research, however, revealed that the earliest date of interment is 1817.

As part of the analysis for the present survey, CMEC historians considered an appropriate POS for the Historic District and whether the apparent end date of 1930 in the nomination should be adjusted. CMEC recommends a POS of 1813 to 1967 for the Division of St. John. This POS begins with the date of the plan for the Division of St. John and ends at 50 years prior to the time of the 2017 Survey. As noted in **Section 2**, the NPS allows that 50 years ago may be “used as the closing date for periods of significance where activities begun historically continued to have importance and no more specific date can be defined to end the historic period.” (NPS 1986) In the case of the Division of St. John Historic District, which is considered significant not only for Architecture

but for Community Planning and Development, buildings constructed in the Historic District between 1931 and 1967 exemplify the continuing trend of development within the City's historic core, in accordance with the ox lot plan, and continue to have importance.

7.1.2. CONTRIBUTING AND NONCONTRIBUTING RESOURCES

CMEC historians categorized all resources in the Division of St. John Historic District as contributing or noncontributing. Contributing resources were built within the POS (1813–1967), are associated with the context of the Historic District, and retain features that identify them as belonging to that period. Noncontributing resources fell into one of two categories: (1) properties built within the POS that have not retained their integrity due to alterations, or (2) properties built after the POS of the Historic District. Based on the findings of the 2017 Survey, 157 historic-age resources are recommended contributing and 62 historic-age resources are recommended as noncontributing (see **Figure 3** in **Appendix A**). CMEC did not determine that any non-historic-age (built after 1971) resources would be contributing; therefore, all resources built in 1971 and after within the Historic District would be considered noncontributing. Approximately 83 resources constructed after 1971 were counted within the Historic District boundaries.

Examples of contributing and non-contributing historic-age resources are provided in the following section with explanations detailing why they are contributing or noncontributing to the Historic District.

7.1.2.1. EXAMPLES OF CONTRIBUTING RESOURCES IN THE DIVISION OF ST. JOHN HISTORIC DISTRICT



Image 21. A c. 1930 Craftsman bungalow at 430 North Florida Street (Survey ID #424). The wall cladding and porch elements were replaced on this house and shutters were added; however, other important materials and evidence of craftsmanship are extant, and these modifications do not alter the overall appearance of the primary elevation.



Image 20. A c. 1900 Eastlake/Stick style house at 521 North Florida Street (Survey ID #463A). The resource has sustained alterations, including the replacement of wall cladding, doors, and windows, and enclosure of a portion of the side porch; however, the house retains many character-defining features, such as decorative elements, and replacement materials are compatible.



Image 22. A c. 1928 commercial building at 211 North New Hampshire Street (Survey ID #199). This is an example of a commercial resource that has been in continuous use since the early twentieth century and has retained integrity despite updates to door openings and signage.



Image 23. A c. 1913 free-standing commercial building at 501 East Boston Street (Survey ID #210). This building has undergone numerous alterations as different businesses, including a theater, car dealership, and a restaurant, have occupied the building. Despite replacement materials and alterations to the storefront, character-defining features such as the roofline and main entrance have been retained.

7.1.2.2. *EXAMPLES OF NONCONTRIBUTING RESOURCES IN THE DIVISION OF ST. JOHN HISTORIC DISTRICT*



Image 24. A c. 1930 bungalow at 311 Lee Lane (Survey ID #337B). In addition to the replacement of historic materials, the front porch on this resource has been modified from full-width to partial-width, and the resource has been converted from a single-family residence to a commercial specialty store.



Image 25. A c. 1945 free-standing commercial building at 430 North New Hampshire Street (Survey ID #370). Although this building has been renovated to be compatible with the Division of St. John Historic District, it has undergone numerous material replacements, and a new entrance has been added. Despite being compatible, this building no longer retains integrity.



Image 26. A c. 1920 commercial resource at 317 North Columbia Street (Survey ID #304B). The glass double doors and floor-to-ceiling windows on this resource are non-historic additions and have replaced an inset single-door and partial height windows. The scale and materials of the storefront modifications have diminished the integrity of this resource, and it is no longer recognizable as an early twentieth-century Commercial Style building.



Image 27. A c. 1925 single-family residence at 219 North Florida Street (Survey ID #230). The character of this dwelling's primary facade has been drastically altered by the removal of a dormer, addition of a door opening, and porch modifications. Not only has the integrity of this building diminished, it can no longer be categorized within an architectural style due to the loss of character-defining features.

7.1.3. RESOURCES INDIVIDUALLY ELIGIBLE FOR THE NRHP WITHIN THE DIVISION OF ST. JOHN

There are two properties that were documented in the 1982 Division of St. John NHRP District nomination that are currently listed in the NRHP. Both of these resources are outside of the boundary of the Division of St. John NRHP District, but they were included in the nomination for unknown reasons. The Bogue Falaya Park Pavilion (Survey ID #496) is a contributing resource to the Bogue Falaya Park NRHP District, which was listed in 2017 (NR #100001483). The Christ Episcopal Church (Survey ID #495; NR #80004253) is individually listed in the NRHP.

The pavilion and church were re-evaluated in the 2017 Survey to confirm that they retain sufficient integrity to remain contributing and individually eligible, respectively. In addition, CMEC historians were informed that the “Mackie Carriage House” (Survey ID #142B) was individually listed in the NRHP; however, no documentation could be identified in City, state, or national records to corroborate this claim.

As a result of the 2017 Survey, three additional resources within the boundaries of the Division of St. John NRHP District are recommended eligible for individual listing in the NRHP, based on the criteria outlined in **Section 2**:

- H.J. Smith Hardware (Survey ID #311): Recommend eligible under Criterion A for Commerce at the local level
- Covington Train Depot (Survey ID #435A): Recommended eligible under Criterion A for Transportation at the local level
- Covington Post Office (Survey ID #279): Recommended eligible under Criterion C for both Art and Architecture at the local level



Image 28. H. J. Smith Hardware, Survey ID #311.



Image 29. Covington Train Depot, Survey ID #435A.



Image 30. Old Covington Post Office, Survey ID #279.

7.1.4. DIVISION OF ST. JOHN HISTORIC DISTRICT SURVEY RESULT SUMMARY

Brief summaries of the survey results from the Division of St. John Historic District are presented below (see **Table 5**, **Table 6**, **Table 7**, and **Chart 1**). A full table of all survey results (including the Division of Spring and additional resources) is included in **Appendix B**.

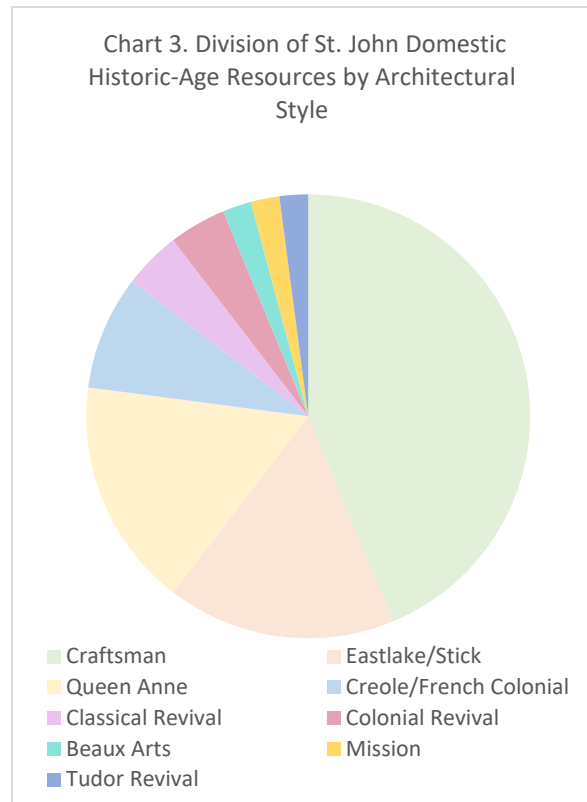
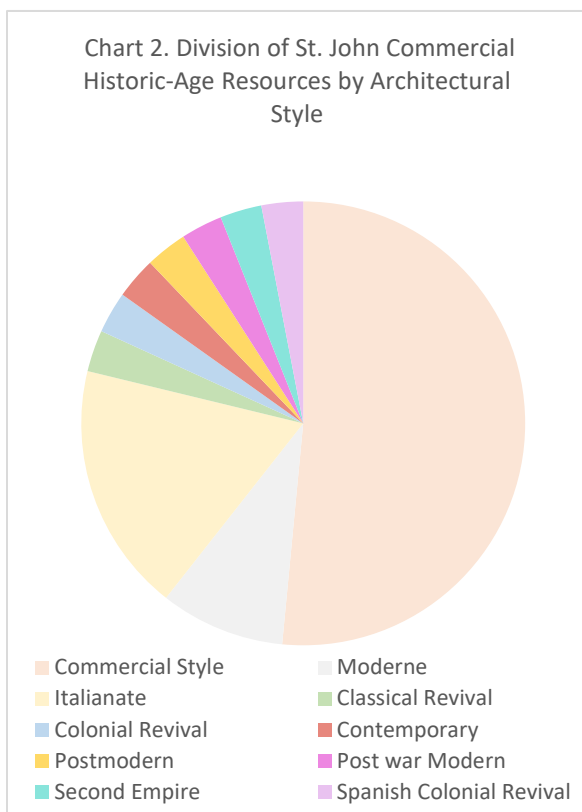
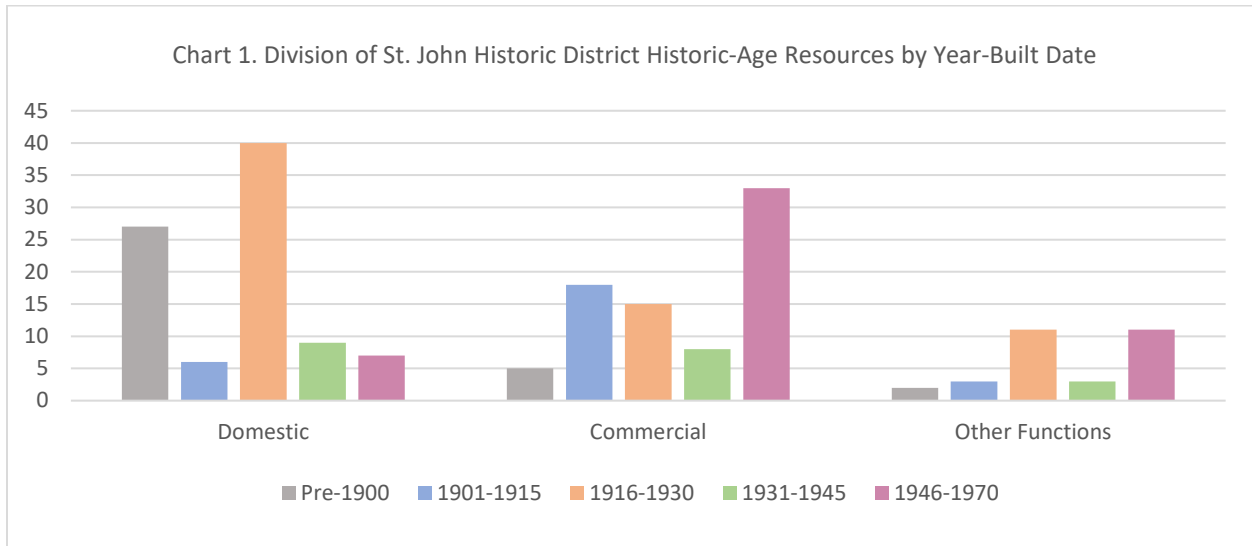
During the survey, CMEC used professional judgement to consolidate or divide resources documented in the 1982 NRHP nomination. Each resource that CMEC assigned a unique Survey ID number represents an independent historic-age building, object, structure, or site that was evaluated for individual eligibility on the NRHP and for contributing status within the district. For example, even though several buildings may be connected in a commercial block, they may have been constructed at separate times and should be evaluated individually.

Table 5. Comparison of 2017 Survey Recommendations for Contributing/Noncontributing Resources with 1982 NRHP Determinations (*Note this does not include resources omitted from the nomination for unknown reasons).		
1982 NRHP Determination	Subtotal	Total
Contributing	176	176
Noncontributing (intrusion)	71	80
Noncontributing (sympathetic intrusion)	9	
2017 CMEC Recommendation	Subtotal	Total
Contributing (previously contributing)	122	144
Contributing (previously noncontributing)	31	
Noncontributing (previously noncontributing)	22	54
Noncontributing (previous contributing)	32	
Noncontributing (constructed post-1970)	16	16
Demolished since 1982 NRHP nomination	31	31

Table 6. 2017 CMEC Recommendation for Resources Omitted from the 1982 NRHP Nomination			
	<i>Number of Resources</i>	<i>Recommended Contributing by CMEC</i>	<i>Recommended Noncontributing by CMEC</i>
Total	16	9	7

Table 7. Division of St. John Historic District Survey Results by Historic Function and 2017 NRHP Eligibility						
	<i>Historic Resource Function</i>	<i>Contributing to NR Historic District</i>	<i>Noncontributing to NR Historic District</i>	<i>Total Resources</i>	<i>Listed in NRHP</i>	<i>Newly Recommended Eligible for Individual Listing in the NRHP</i>
<i>Commercial</i>	Commercial/Business	23	15	38	0	0
	Commercial/Financial Institution	2	1	3	0	0
	Commercial/Professional	2	1	3	0	0
	Commercial/Restaurant	2	0	2	0	0
	Commercial/Specialty Store	18	13	31	0	1
	Commercial/Warehouse	2	1	3	0	0
<i>Domestic</i>	Domestic/Hotel	3	0	3	0	0
	Domestic/Multiple Dwelling	7	5	12	0	0
	Domestic/Secondary Structure	1	1	2	0	0
	Domestic/Single Dwelling	75	17	92	0	0
<i>Education, Funerary, Government, Health Care, Industry</i>	Education: School	2	0	2	0	0
	Funerary: Cemetery	1	0	1	0	0
	Funerary: Mortuary	1	1	2	0	0
	Government: City Hall	1	0	1	0	0
	Government: Courthouse	1	0	1	0	0
	Government: Fire station	1	0	1	0	0
	Government: Post office	1	0	1	0	1
	Health Care: Medical office	1	0	1	0	0
	Industry: Waterworks	3	0	3	0	0
<i>Recreation, Religion, Social, Transportation, Unknown</i>	Recreation/Culture: Outdoor Recreation	1	0	1	1	0
	Recreation/Culture: Theater	2	2	4	0	0
	Religion: Religious facility	2	0	2	1	0
	Social: Clubhouse	1	0	1	0	0
	Social: Meeting hall	2	0	2	0	0
	Transportation: Rail-related	1	0	1	0	1
	Transportation: Road-related	0	1	1	0	0
	Unknown	2	3	5	0	0
Total		158	61	219	2	3

In **Chart 1** and **Table 7**, function (i.e. domestic, commercial, etc.) refers to the historic function of the resource, rather than the current function of the resource.



Charts 2 and **3** illustrate the architectural styles of historic-age resources CMEC documented within the Division of St. John. However, CMEC determined there are resources that have no style (see **Section 5**). In all, 46 of the 80 documented commercial historic-age resources and 61 of the 109 documented domestic historic-age resources were determined to have no style.

7.1.5. INTEGRITY OF OX LOTS

The Division of St. John Historic District is listed in the NRHP under Criterion A for community planning and development relating to the ox lot plan at the national level and Criterion C for architecture at the local level (see **Section 3**). As part of this survey, CMEC assessed the integrity of the ox lot plan and found that it retains a high degree of integrity due the continued public use of the interior spaces in each block. CMEC recommends that the Historic District remains eligible for the NRHP under both Criterion A and Criterion C, as is stated on the 1982 nomination.

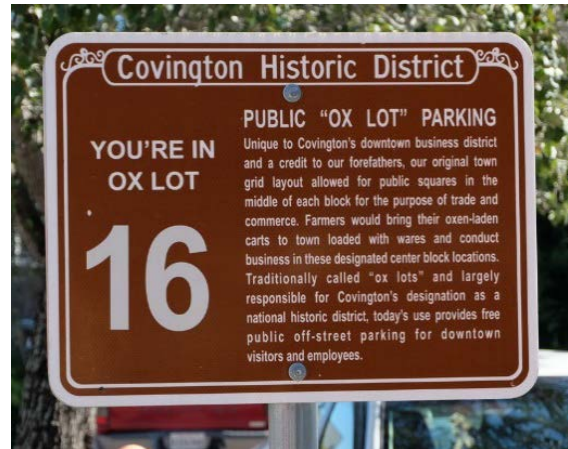


Image 31. Sign in ox lot 16.

7.2. DIVISION OF SPRING

After conducting a windshield survey and documenting select historic-age properties in the Division of Spring, CMEC historians have made a preliminary recommendation that it does not appear to have sufficient historical integrity for NRHP eligibility as a historic district. CMEC historians recommend that the City of Covington consider designating the Division of Spring as a local historic district and creating design standards so that new construction and alterations to buildings within the district could be reviewed by the City.

7.2.1. RESOURCES INDIVIDUALLY ELIGIBLE FOR THE NRHP WITHIN THE DIVISION OF SPRING

One property in the Division of Spring is listed in the NRHP: Survey ID #811: The Frederick House (NR #82004624).

Additionally, three resources are recommended eligible for individual listing in the NRHP, based on the criteria outlined in **Section 2**. These are preliminary recommendations and further research would be needed to fully assess eligibility.

- The Poole House at 217 South New Hampshire Street (Survey ID #762): Recommended eligible under Criterion C for Architecture at the local level
- 229 South Washington Street (Survey ID #838): Recommended eligible under Criterion C for Architecture at the local level

- 303 South Jahncke Avenue (Survey ID #870): Recommended eligible under Criterion C for Architecture at the local level



Image 31. The Poole House at left, Survey ID #762.



Image 32. 229 South Washington Street at left, Survey ID #838.



Image 33. 303 South Jahncke Avenue at left, Survey ID #870.

7.2.2. DIVISION OF SPRING SURVEY RESULT SUMMARY

Brief summaries of the survey results from the Division of Spring are presented below (**Table 8 and Chart 2**). A full table of all survey results (including the Division of Spring) is included in **Appendix B**.

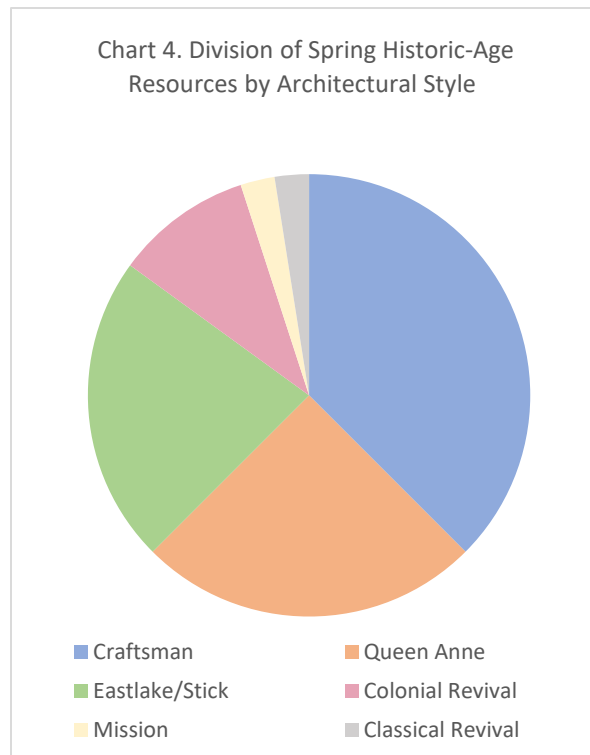
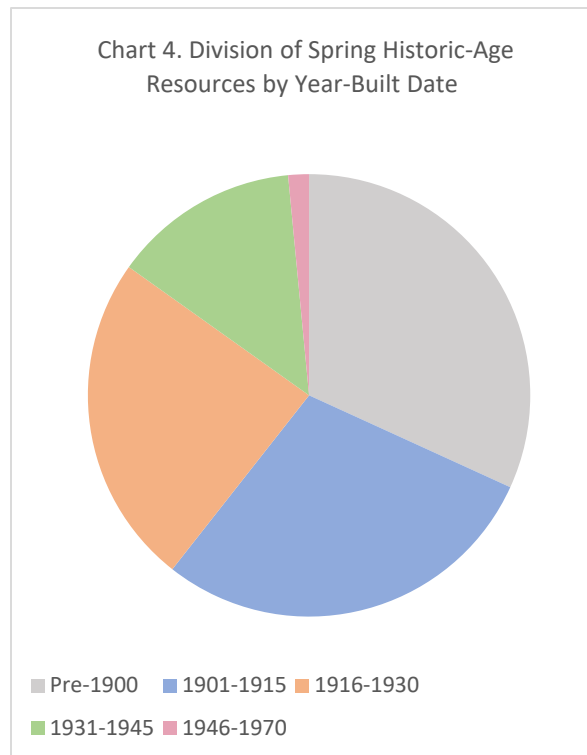


Table 8. Division of Spring Survey Results			
	<i>Type of Resource</i>	<i>Listed in NRHP</i>	<i>Newly Recommended Eligible for Individual Listing in the NRHP</i>
	Residential/Single Dwelling	1	2
	Residential/Multiple Dwelling	0	1
Total		1	3

Chart 5 illustrates the architectural styles of historic-age resources CMEC documented within the Division of Spring. In all, 26 of the 66 documented historic-age resources were determined to have no style.

7.3. ADDITIONAL PROPERTIES

CMEC also surveyed nine additional historic-age resources outside the Divisions of St. John and Spring, selected in collaboration with the City of Covington. These include:

- Survey ID #960: 243 South Jefferson Avenue
- Survey ID #961: 409 North Jefferson Avenue
- Survey ID #962: The former Comenge Sheet Metal warehouse at 427 North Jefferson Avenue
- Survey ID #963: 109 West 19th Avenue
- Survey ID #964: The old Covington High School at 321 Theard Street
- Survey ID #1000: Fenwick Sanitarium on New Hampshire Street
- Survey ID #1001: The 1819 Courthouse on Rogers Lane
- Survey ID #1002A: A c.1810 domestic resource near the 1819 Courthouse on Rogers Lane
- Survey ID #1002B: A c.1880 domestic resource near the 1819 Courthouse on Rogers Lane

7.3.1. RESOURCES POTENTIALLY INDIVIDUALLY ELIGIBLE FOR THE NRHP

There are no NRHP-listed properties in the additional properties surveyed.

Of the nine additional properties, three are recommended eligible for individual listing in the NRHP based on the criteria outlined in **Section 2**.

- Fenwick Sanitarium (Survey ID #1000): Recommended eligible under Criterion B for its association with Dr. F. F. Young and his contribution to Health/Medicine at the state level
- 1819 Courthouse (Survey ID #1001): Recommended eligible under Criterion A for Community Planning and Development at the state level
- 243 South Jefferson Avenue (Survey ID #960): Recommended eligible under Criterion C for Architecture at the local level



Image 34. Fenwick Sanitarium, Survey ID #1000.



Image 35. 1819 Courthouse, Survey ID #1001.



Image 36. 243 South Jefferson Avenue at left, Survey ID #960.

8. BENEFITTING FROM THIS SURVEY AND NEXT STEPS

Although the scope of this survey was limited to the documentation and categorization of a select group of resources, CMEC has identified future preservation planning and survey opportunities, as well as ways for the City of Covington and its community to benefit from this survey. A historic resources survey can have an immense benefit for the City and the community. This survey data can be used in a variety of ways that will help the growth and development of Covington.

8.1. CITY AND COMMUNITY BENEFITS

Accurate and organized data on historic-age resources is essential for the City to make informed decisions. At the most basic level, the survey provides the City with an accurate inventory of its historic-age resources. The City of Covington can also harness the data from this survey for the following types of activities:

- Continued refinement of design guidelines
- Future city planning decisions
- Heritage tourism efforts
- Implementation of a local historic district
- Designation of local landmarks
- Identification of resources with the greatest historical significance that may require focused preservation efforts or funding

The information collected, especially with regard to the histories of the properties, as part of this survey can be used for educational purposes and to assist with interpreting the history of the city. These narratives can be a valuable tool for growing the heritage tourism industry and attracting new residents.

Furthermore, the historic resources survey process often catalyzes enthusiasm and curiosity in a community, as was witnessed in Covington during fieldwork. It can encourage community members to be conscious of the history of their properties and to make an effort to preserve their homes or make restoration/rehabilitation decisions that are sensitive to the historic fabric. Additionally, the data collected on architectural types and styles, alterations, and historic photographs can be a resource for homeowners when they embark on a restoration of a historic home. Even if historic photographs are not available, the architectural style section (see **Section 5**) can be used as a reference for features such as windows, doors, siding, and decorative elements.

8.1.1. STATE COMMERCIAL TAX CREDITS

The State of Louisiana offers a 25-percent commercial tax credit for income-producing buildings that are contributing elements to Downtown Development Districts or certified Cultural Districts. In order to be considered a contributing element, the building must be 50 years old or older. Applicants submit an initial package including photographs (called a “Part I”) to the Louisiana SHPO to confirm that the building has sufficient integrity to be considered contributing to the district. The tax credit is earned on rehabilitation projects exceeding \$10,000 in qualified expenses and must be completed according to the Secretary of the Interior’s Standards for Rehabilitation. Once earned, credits are fully transferable and may be carried forward for up to five years.

The City of Covington has a recognized Downtown Development District as well as a certified Cultural District. The Downtown Development District boundary is coterminous with the City’s “Mixed-Use Overlay District.” The Covington Cultural District includes the downtown area as well as a large area to the north of the city (see map at <https://www.crt.state.la.us/Assets/OCD/arts/culturedistricts/pdf-Maps/Covington2012.pdf>).

8.1.2. STATE RESIDENTIAL TAX CREDITS

The state of Louisiana previously offered a state income tax credit for the rehabilitation of owner-occupied historic homes. However, this program ended on December 31, 2017.

8.1.3. FEDERAL TAX CREDITS

The Federal 20-percent Historic Rehabilitation Tax Credit Program is available for income-producing buildings that are individually listed in the NRHP or are contributing elements to NRHP Districts. Qualified rehabilitation expenses must exceed the value of the historic building, and the project must be completed according to the Secretary of the Interior’s Standards for Rehabilitation. The rehabilitated building must be retained for five years to receive the full value of the credit.

8.2. NEXT STEPS

8.2.1. UPDATE THE DIVISION OF ST. JOHN NRHP NOMINATION

Based on the existing NRHP nomination for the Division of St. John, only those properties listed as contributing (constructed in 1930 or earlier) would be eligible for the federal tax credit. An amendment to the NRHP nomination to update the period of significance to 1967, as

recommended as a result of this survey, would enable approximately 40 additional properties to qualify for this tax credit as contributing resources to the Historic District. Also, three historic-age properties built prior to 1930 that were left out of the nomination for unknown reasons (Survey ID #142B, #300C, and #379A) would be eligible to qualify for tax credits as contributing resources to the Historic District. The NRHP nomination must be formally amended and accepted by the NPS before a resource newly categorized as contributing would be eligible for the credit. While the nomination amendment process does not have to be complete at the time of a tax credit application, it must be complete within 30 months of the tax credit property being placed into service.

While approximately 33 properties would no longer be classified as contributing to the Historic District based on the results of the 2017 Survey, this change in status would not provide a new obstacle for properties in this category to receive tax credits. Each property's integrity must be reviewed and confirmed by the SHPO prior to approval for a tax credit application, regardless of the current official status of the property as contributing or noncontributing within a district. An up-to-date and accurate NRHP nomination has many benefits, including streamlining tax credit applications and providing information for the public good. The Cities of Houma and Monroe, Louisiana, have both recently formally updated their NRHP Districts based on updated surveys and could serve as examples of amended NRHP nominations.

8.2.2. CONSIDER LISTING ADDITIONAL PROPERTIES IN THE NRHP INDIVIDUALLY

Based on the results of the 2017 Survey, nine properties are recommended as potentially individually eligible for the NRHP. Formally listing these properties would allow the properties to be eligible for federal tax credits if they are income-producing. NRHP listing can also qualify a property for federal grants for historic preservation, when funds are available. Increasing the number of individually listed properties in Covington (currently only 3 properties are individually listed) can help drive heritage tourism and bolster community pride. The documentation process for listing also creates a valuable historical record that can serve as an educational tool.

8.2.3. CONSIDER DEVELOPING LOCAL DESIGNATION PROGRAMS

Due to the high quantity of intact historic-age resources within the City of Covington, it is recommended that the City consider a formal local landmark and local historic district program. The City of Covington currently has a zoning ordinance that allowed for the establishment of the Historic Downtown Covington Mixed-Use Overlay District, and the Covington Historic District Commission was formed to administer regulations and design guidelines within the district. However, there does not appear to be a mechanism to apply for designation as a local historic

district. Similarly, the Covington Heritage Foundation honors select historic-age properties with a plaque, but there is no City-sanctioned landmark program.

CMEC recommends the City amend the code to allow for the establishment of local landmarks and local districts and, consequently, develop a list of criteria by which individual resources or a district may be eligible for local listing. While some properties documented in the survey may not possess sufficient significance and/or integrity for NRHP listing, the criteria for a local landmark may be less stringent. If, in the future, a local landmark program is adopted by the City of Covington, properties that were not recommended eligible for individual listing in the NRHP may be eligible for local landmark status, depending on the parameters set by the City.

In order to facilitate future designation of additional local landmarks and districts, the City should establish a procedure and application process, including the potential for initiation of the designation process by citizens. The City should publish clear instructions regarding the materials required to process an application (statement of significance, photographs, maps, etc.) and provide support from the Planning Department and Historic Commission. To incentivize landmark designation, the City could consider tax abatements, grants for the preservation or maintenance of historic exteriors, and access to resources about the conservation of materials.

The ordinance should also establish a formal review process for alterations to the exterior of a local landmark, demolition of a local landmark, or movement of buildings to or from a landmarked property. The City should identify the modifications that trigger review, outline the channels of the review process (e.g., staff review vs. Historic Commission review), identify a timeline for reviews, and establish a public notification process.

8.2.4. PLAN FOR FUTURE SURVEYS

The City of Covington has demonstrated a commitment to historic preservation with the undertaking of this survey. The City should plan to continue to update the historic resources survey at least every ten years in order to ensure that the survey provides an accurate record of the city's resources and serves as a useful tool for city planners.

Future surveys could include geographic or thematic areas of the city that have not been previously surveyed, such as the Division of New Covington or a group of resources relating to the history of jazz music in Covington. Areas outside the current study area may also have notable historic-age properties with potential significance as local landmarks and NRHP-eligible resources.

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10. ADDITIONAL RESOURCES

Additional resources pertaining to the NRHP, federal and state tax credits, and architectural styles found in Louisiana are accessible online and included below. They can be a valuable reference for residents, business owners, and the City as next steps are taken with this survey.

10.1. NATIONAL REGISTER OF HISTORIC PLACES

The NPS has a wealth of resources about the process for evaluation, nominations, and listing on the National Register of Historic Places: <https://www.nps.gov/nr/>.

NPS has also created National Register Bulletins to describe every aspect of the process: <https://www.nps.gov/nr/publications/index.htm>

Additionally, NPS has developed technical preservation briefs to help owners and cities preserve their historic resource and ensure that it does not become ineligible for NRHP listing: <https://www.nps.gov/tps/how-to-preserve/briefs.htm>

10.2. TAX CREDITS

<https://www.crt.state.la.us/cultural-development/historic-preservation/tax-incentives/state-commercial-tax-credit/index>

<https://www.crt.state.la.us/cultural-development/historic-preservation/tax-incentives/federal-rehabilitation-tax-credit/index>

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<https://www.crt.state.la.us/cultural-development/historic-preservation/tax-incentives/frequently-asked-questions/index>

10.3. ARCHITECTURAL STYLES

The Louisiana Office of Cultural Development Division of Historic Preservation Education has a guide on architectural styles in Louisiana available here: <https://www.crt.state.la.us/cultural-development/historic-preservation/education/louisiana-architecture-handbook-on-styles/index>

NPS also has a bibliography of architectural style guides and dictionaries that are recommended when documenting and evaluating historic resources:

https://www.nps.gov/nr/publications/bulletins/nrb39/nrb39_vii.htm

APPENDIX A: MAPS

APPENDIX B: TABLES

APPENDIX C: SURVEY FORMS—DIVISION OF ST. JOHN NATIONAL REGISTER DISTRICT

APPENDIX D: SURVEY FORMS—DIVISION OF SPRING AND ADDITIONAL PROPERTIES