

REPORT TO THE PLANNING COMMISSION FOR A HISTORIC PRESERVATION DISTRICT

BY

HISTORIC PRESERVATION STUDY COMMITTEE

Historic Preservation Study Committee

Lynn Mitchell, Chairman
Ernest Burguières
David Pons
Rebecca Rohrbough
Guy Stacy

CITY OF MANDEVILLE



Mayor

Donald J. Villere

City Council

Rick S. Danielson, Mayor-Pro Tem
Clay Madden, At Large
David B. Ellis, District I
Carla Buchholz, District II
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INTRODUCTION

Historic Preservation Districts are authorized by the Louisiana Constitution under Louisiana Revised Statutes 25§731, et seq. The Certified Local Government (CLG) program is an initiative of the National Park Service and was developed to assist local municipalities in protection their historic resources. The CLG designation is intended to encourage communities to establish historic preservation programs at the local level. The program aims to foster neighborhood pride, to survey and inventory local historic properties, and to assist property owners in preserving their community's heritage. The constitution allows local Historic Preservation District Commissions to choose their own eligibility requirements and level of regulation.

The Mandeville Historic Preservation Study Committee ("Study Committee") was created by Mayoral appointment in 2011. Its goal was to investigate the preservation and protection of historic and architecturally worthy buildings, structures, sites, monuments, streetscapes, and neighborhoods and to recommend a specific area as a Historic Preservation District for ordinance consideration by the Mandeville City Council. The Study Committee's focus was with those elements of development, redevelopment, rehabilitation, and preservation that affect visual quality in a proposed Historic Preservation District ("District"). The Study Committee proposed a permanent Historic Preservation Commission ("Commission") to serve the citizens of Mandeville both as a steward of the proposed District and as a resource for property owners. The creation of a Historic Preservation District is consistent with the City's Comprehensive Land Use Plan adopted in 2007, which identifies a goal to preserve and enhance historic and cultural resources that symbolize Mandeville's Identity. The Policies encourage the identification, preservation and protection of significant buildings, districts and sites of historical, architectural, archaeological or culturally significance.

In 2008, the City of Mandeville commissioned a survey by historian Sally Reeves to identify historic structures built prior to 1941 and landmark sites located within the city limits. The results of her survey were submitted to the City in 2009 and it has provided the data base of inventory utilized by the Committee in forming its conclusions and recommendations. Other information, methods and materials used by the Committee were from the State Historic Preservation Office, public hearings with the Planning Commission, and experiences gained with the Design Guidelines as administered in the Commercial Zoning districts and mixed use districts including the Town Center Zoning District and B-3 Zoning District.

HISTORIC CONTEXT OF MANDEVILLE:

Mandeville has its roots and early development as a refuge. Many of the early buildings were constructed of building components salvaged from New Orleans, with little regard to style. Frequently, the windows, doors, columns and other architectural elements did not match the style of the period, but created an eclectic blend that evolved into the character which defines Mandeville as we experience it today. The result is a hybrid of styles, first dictated by the hot and humid environment, later adapting reigning technology, which promoted a quality of life that many communities have tried to emulate.

Mandeville's success has not gone unnoticed. First there were those who would utilize the community assets for their individual gain, then there were the outside forces which mandated that buildings be evaluated upon quantity and not quality and with no concern for the

environment. Further, as a result of Hurricane Katrina, the forces of insurance coverage backed with government decree, demanded that century old structures must justify their existence or be torn down. If they were to remain, the decree was: elevate the structure without concern for style, proportion, or lifestyle, and environmental concern was simplified into "will it flood?" Mandeville has a strong historic architectural context, and the current direction of development is ignoring that context. Additionally, with the recent arrival of Hurricane Isaac, circumstances will dictate that the community needs to be an active participant in order to protect, maintain, and preserve changes to historic context that will be inevitable.

The Committee found it was important that the historic context that is Mandeville be maintained and enhanced following the age-old tradition of building with respect for the environment and being a good neighbor.

HISTORIC PRESERVATION IN MANDEVILLE:

Historic preservation is important for many reasons. Architecture represents local values and identity. The preservation of this cultural context, including its historic land use patterns, maintains the ties that bind people to places. The Committee recommends a Historic Preservation District ordinance that clearly defines the distinct features and characteristics of Old Mandeville that are important to its citizens and one that allows property owners the greatest latitude of expression, consistent with the criteria identified as necessary to maintain the community's integrity. The Committee recognizes that the benefit of a sound historic preservation ordinance is that it provides nuance for a regulated Historic Preservation District which protects the values of the built environment. Repeated studies nationwide reveal such designation helps to maintain and enhance the community's character for the public good and certainly enhances rather than diminishes property and lifestyle values.

Historic preservation is a tool that can foster civic pride, help stabilize neighborhoods and create unique economic development opportunities for the citizens of Mandeville. The architectural qualities of our historic residential and commercial structures enhance the attractiveness of our community while supporting existing businesses and neighborhoods.

The appreciation of our community's past and adaptive reuse of historic structures will provide a foundation upon which to build the future of the oldest part our city. The benefit of establishing a Historic Preservation District is to preserve, promote and serve as an advocate for the City's irreplaceable historic places for the cultural, economic, lifestyle, and educational benefits for everyone. We envision a Mandeville that recognizes and preserves its distinctive historic structures, neighborhoods and archaeological sites.

COMMITTEE FINDINGS AND RECOMMENDATIONS:

The Committee made the following findings:

- In the past, the city has been fortunate in the retention of its character and built environment with few regulations.
- Recent events and outside influences have eroded the built environment and quality of life of Mandeville and threatened our historic assets.
- Individual expression has been a keystone in the development of Mandeville.
- Survey by historian Sally Reeves is limited to historic structures built prior to 1941.
- Katrina created a confluence of subsequent destructive forces as a result of efforts by insurance and government interests.
- With the recent arrival of Hurricane Isaac, circumstances will dictate that the community needs to be an active participant in order to protect, maintain, and preserve changes to historic context that will be inevitable.
- Gentrification and suburban automobile oriented design have become significant influences towards incompatible design.
- Certain areas, for example the Dew Drop area on Lamarque St., deserve and require additional protection which could be in the form a sub-district. Individual studies have indicated that this area possesses unique characteristics which may not be adequately covered by an all inclusive ordinance.

The Committee made the following recommendations:

- Create a Historic Preservation District and Commission and the mechanisms to administer said district.
- Adopt an ordinance using the outline of proposed ordinance (Attachment "E").
- The mandates of the district should include the following:
 - Not to require specific styles, but to use them as a basis of historic context, which when used along with design criteria, will evolve into a style unique to Mandeville.
 - Much of the guidance should be achieved with preservation, restoration and recycling
- Gentrification and suburban automobile oriented design should be discouraged yet new individual expression that lends itself to the existing fabric should be embraced.
- Survey inventory of properties should be updated and expanded to include properties up to the 50 year age criteria that the national register utilizes as properties eligible for designation as historic.
- The Design Review Committee (DRC) be designated as the technical review committee for the Commission. The benefits to this structure are as follows:
 - The purpose of architectural review by the Design Review Committee is not to add additional steps to the permit process, but to assist the designer within the design and documentation process.
 - The Design Review Committee has been operating for 10+ years and the process is well established.
 - Since the design guidelines do not follow a specific style, Design Review is experienced in the interpretation of eclectic and adaptive design.

- The DRC is available to the designer and to the applicant to answer questions related to the design guidelines and technical requirements as may be outlined in the ordinance and the permit process. They do not design the project but will assist the designer to work within the intent of the Design Guidelines and technical requirements of the ordinance.
 - The DRC will also rule on circumstances which make compliance impractical, either because of site considerations or user design criteria.
 - A member of the Historic Preservation District Commission shall be a member of the DRC for projects within the Historic Preservation District.
- Create a sub-districts for the Dew Drop area on Lamarque St.

Attachment A

HISTORICAL BACKGROUND OF THE AREA

Lake Pontchartrain forms a 1500 square mile tidal basin that meets the Pearl River at the Gulf of Mexico. It is one of the youngest geological formations in the U.S. dating back 5000 years, a short period in geological time and therefore very much in a state of flux. When storms or high winds are present, the rise and fall of the lake waters is significantly greater than the usual tidal action found in other bodies of water. Lake Pontchartrain is the major geographical feature of Louisiana beyond the Mississippi River.

Judge Fredrick Ellis's history of St. Tammany Parish reveals that some early Frenchmen sought locations for themselves along the eastern and northern shores of the lake at Bayou Liberty and Bayou Lacombe. By the middle of the eighteenth century the lake and its notable natural beauty figured in the power struggle between Britain and France for control of North America. Lake Pontchartrain became an international boundary separating British West Florida to the north from the Spanish Isle of Orleans to the South.

When the American Revolution began, the British stationed an armed sloop, the West Florida, on Lake Pontchartrain to protect their communication line through Lake Pontchartrain. The American purchase of Louisiana meant little to those living near Bayou Castain as Spanish West Florida was not a part of the territory of the United States occupied in December 20, 1803. Nevertheless, to cross the lake was to cross an international boundary this time separating Spanish West Florida to the north from the American Isle of Orleans to the south. In 1811 the Census showed 1,700-1,800 free people, and about 300 slaves in the entire St. Tammany Parish. The parish population in 1820 showed 1,821 of whom 1,221 were white, 39 free black, 561 slaves.

However in the succeeding years some Anglo Saxon settlers of Spanish West Florida began to wish they were part of the Territory of Orleans. Their dissatisfaction with the Spanish Governor Don Carlos de Lassus finally resulted in an armed revolt and the establishment of the short lived West Florida Republic between September and December 1810. United States Territorial Governor William Charles Cole Claiborne occupied the region between the Mississippi and Pearl rivers in December 1810, but it was not until shortly before Louisiana was admitted to the Union as the Eighteenth state in 1812 that Congress annexed this region north of Lake Pontchartrain to the forthcoming State of Louisiana.

In the years following statehood, transportation improvements brought more people to the shores of the lake. Judge Ellis reports that a road connected the Mandeville area and Bayou Lacombe as early as 1820 followed by new boat building in Bayou Castain. When the first steamboat of record, the Neptune, crossed Lake Pontchartrain to Madisonville in 1821 the event heralded a new era of lake travel and one that came to be of increasing importance for Mandeville. On April 14, 1834 the New Orleans Bee carried a notice that the steamer Blackhawk would cross the lake to Madisonville, Fontainebleau and Mandeville on Sundays during the summer season. Steamer access proved essential for the development of the town of Mandeville. In 1834 Bernard de Marigny, who had purchased considerable property on the north shore of Lake Pontchartrain including 5,000 arpents between Bayou Castain and the plantation of Judge Joshua Lewis (Lewisburg). De Marigny sought to subdivide a portion of the land he acquired west of Bayou Castain. He drew up a town plan, had the land surveyed and auctioned off lots in the new town he called Mandeville. During the three day auction 426 lots

were sold at prices ranging from \$40 and \$1275. (brought by lot No.3, block 25 on the lake). Louis Bringer, General Surveyor, drew a map dated July 2, 1834 of the town of Mandeville.

De Marigny's plan provided land for the Roman Catholic Church, a cemetery and school. Additionally, the plans include a community wharf, at which the steamer could land, and a provision that the land along the lake front be held in common and never fenced. A number of two-story buildings rose along the lake shore from the broad sweep of common area that Bernard de Marigny reserved for the public use in his original town plan. Because Mandeville and other communities on the north shore proved so attractive to New Orleanians two steamers, the Blackhawk and the Pontchartrain began regular service between New Orleans and the towns on the north shore. By the time of the Civil War a public wharf extended out into the waters of Lake Pontchartrain at Mandeville. There the steamer landed to take on or discharge passenger and goods of commerce. In 1861 the State of Louisiana followed South Carolina's course of secession from the Union of the United States of America. Secession by the Pelican State and the Civil War which followed eventually produced significant changes in the lake travel and commerce and severely affected life in Mandeville. Mandevilleans supported the war effort and a volunteer unit, the Mandeville Rifles, commanded by the Captain Charles Morgan represented the little villages on the lake shore in the ranks of the Confederate forces.

Once New Orleans fell to the Union Forces the water of Lake Pontchartrain became the dividing line between Confederate Louisiana on the north shore and the Union held Louisiana to the south. Because of the dependence of Mandevilleans and others of the north shore upon the city for supplies an illicit trade across the lake developed. The war's devastation severely affected the economy of the north shore. But a limited recovery began swiftly. Vincente Prieto petitioned the Mandeville Town Council December 4, 1869, for permission to erect a wharf in front of his property (Marigny at Lakeshore Drive). The resort business was slow to revive following the war, but by the late 1870s boats resumed regular lake crossing for both commerce and excursions. With the return of easy lake crossing Mandeville began to grow again and by 1880 had become the largest community in St. Tammany Parish.

Mandeville's restaurant and hotel facilities increased between 1880 and 1900 offering improved accommodations for visitors. During this post war period, at the height of the Victorian era, many lovely cottages featuring turned wooden elements, jigsaw work and rich color schemes were constructed adding to the unique character which modern residents and visitors treasure. Commercial enterprise, lake steamers and sailing schooners soon found support and sometimes competition from the railroads projected for portions of St. Tammany Parish. George Ingram organized the Mandeville and Sulphur Springs Railroad Company in 1868. When the Great Southern Lumber Company acquired the East Louisiana Railroad Company in 1904, they renamed it the New Orleans Great Northern Railroad Company. The new owner constructed a line from Slidell to Abita Springs by way of Mandeville which they called the lakeshore line. Service began January 17, 1909. In the same month, January 1909, the St. Tammany and New Orleans Railway and Ferry Company inaugurated the use of electric cars which ran on rails from Covington to Abita Springs and on to Mandeville where the line continued out into the lake on a long pier to facilitate transfer of passengers from the lake streamers.

Although the development of the rail transportation seriously damaged the schooner trade across Lake Pontchartrain, the excursion business expanded. The New Camelia continued in operation and new vessels such as the Sarah (1906), the Josie (1908), and later the Ozone, the Pineland and the Margaret (1909) entered the trade. In 1910 came the St. Tammany and the Dolive. Then came the Fairhope and in June, 1914, the steamer Hanover began to provide service between New Orleans and the north shore. This vessel was renamed the Mandeville

and continued in operation for years replacing the famous New Camelia. Lake shipping increased further with the opening of the Poitevent-Favre Lumber Company which barged yellow pine lumber from the mill through the lakes to Gulf Coast ports for shipment to Latin America. A canal, leading from the mill out into the lake facilitated the company's commerce. Lake schooner operations probably ended about 1920, but the streamer excursions continued until the automobile and the Great Depression closed this colorful period in the history of the lake.

Mandeville enjoyed growth and prosperity in the 1920s. The Public wharf burned during the busy summer of 1924 and the council made arrangement to have it rebuilt quickly as possible. While the wharf repairs began other workmen were finishing the new St. Tammany Hotel on the site of the old Mugnier Hotel with sixty-five rooms and every room had a private bath. Joseph Pugh who invested \$100,000 in the new hotel planned to operate it through the winter expecting Mandeville to become a winter resort. Although there were a series of regular summer events in Mandeville, Fourth of July celebrations highlighted the summer seasons. Long before the decline of commercial shipping in the lake, the erection of a seawall at Mandeville periodically occupied public attention. Although there was a small sand beach along the north shore, sometimes south wind driven waves rolled across the commons and into the town itself. Initially, a small wooden seawall was constructed to prevent further erosion of the eastern end of the town. However, hurricanes, particularly that of 1893, seriously damaged that wooden barrier. It was reconstructed and extended further to the west about 1895. The town decided to invest in a concrete seawall in 1913. The partially completed seawall suffered great damage in the hurricane of 1915 when waves repeatedly smashed broken pilings against the seawall.

By the late 1920s Mandeville sought federal assistance in constructing the harbor improvements on the lake front. Mayor Alfred E. Manint testified that the town had spent \$30,000 on harbor improvements and a road to the harbor and that the town would make additional funds available if the government would undertake harbor improvements. He said that his ship, the St. Tammany, had carried 21,000 automobiles and 80,000 passengers to Mandeville over the past two years. He urged a nine foot harbor passage. The Louisiana Legislature in Act 141 of 1924 provided for the construction of a bridge or causeway across the Lake Pontchartrain which would be a toll facility. To guarantee the feasibility of the project such a bridge was to be free of competition.

The great flood of 1927 which laid waste to large parts of Louisiana, Arkansas, and Mississippi created a disaster of such immense proportions that the federal government assumed responsibility for flood control in the Mississippi river valley. During Franklin Roosevelt's presidency, Mandeville applied for a WPA project to rebuild and extend the seawall. The plan envisioned a rebuilding of the concrete seawall 7,000 feet long with an additional 1,200 feet protected by the wooden wall and the creation of a 150 feet sand beach. The length of the 8,200 foot wall which was constructed with concrete wings that jutted out into the lake a distance of 150 feet. The wings were to be situated so as to catch wave washed sand, thereby creating a new sand beach. The federal government's expenditure amounted \$184,000 while Mandeville contributed \$50,000. One-hundred men were employed utilizing two pile drivers to replace the concrete section of the sea wall and fabricate the piling.

After World War II the long discussed causeway became a reality. Palmer & Baker, Inc Consulting Engineers provided the studies and then participated in the construction. Their resident engineer, Brig. Gen. Joseph J. Twitty (USA-Ret), reported in December 1955, that work crews were assembling the precast concrete substructure and superstructure at a rapid rate of

more than a mile and a half each week. The "world's longest bridge opened to vehicular traffic August 30, 1956" six months ahead of schedule.

Suddenly, Mandeville residents could get in their own automobiles and after paying the one dollar toll, be on the south shore in half an hour. People on the north shore had dreamed of easy access to downtown New Orleans for more than a century. Now the dream had come true. What many St. Tammany residents failed to appreciate at first was that the causeway ran two ways. Life in Mandeville has never been the same. In 1950, before the causeway the population of Mandeville was 1,368 out of a parish total of a parish of 26,988. The opening of the first causeway span did not immediately produce dramatic changes. The 1960 census showed Mandeville at 1,740 but the parish totals rose to 38,643. By 1970 Mandeville's population increased to 2,571 in booming St. Tammany with 63,585 residents. In 1980 Mandeville recorded a population of 6,076 out of St. Tammany's 110,869. Undoubtedly part of the increase resulted from the construction of a second span, paralleling the first, coming on-line May 10, 1969. Mandeville's population according to the US Census Bureau as of 2010 is 11,560.

Bibliography

1. Ellis, Frederick S. St. Tammany Parish L'Autre Cote du Lac, Pelican Publishing Co., 1981
2. Nichols, C. Howard, compiler. Mandeville on the Lake a Sesquicentennial Album, St. Tammany Historical Society, Inc. 2990, printed by Carr Office Environments.

Attachment B

MANDEVILLE HISTORIC PRESERVATION DISTRICT, CORE PROPERTY LIST

Sally Reeves Study, amended

Map of District

Attachment C

MANDEVILLE HISTORIC PRESERVATION DISTRICT BOUNDARIES

Any lot, lot of record, or parcel of land made up of lots, lots of record or combination of lots and portions of lots in single ownership, which are considered to be a single parcel under the provisions of these regulations as provided in Article 4, which is located within the following boundaries:

Galvez Street on the west, Florida Street on the north, Jackson Avenue on the east, and Lake Pontchartrain on the south. Both sides of the streets shall be included in the district. Said boundaries shall be reflected on the Official Zoning Map of City of Mandeville. Properties which are deemed Historic or Landmarks which lie outside of the District boundaries may be included as District satellites shall be considered to be a parcel within the District and shall be subject to the regulations of this district.

Attachment D

MANDEVILLE HISTORIC PRESERVATION DISTRICT – LANDMARK SITES

Attachment E

RECOMMENDED OUTLINE FOR ORDINANCE

Section 1: Purpose

Section 2: Commission Established - Mandeville Historic Preservation District

Commission:

Membership/appointment.

The Commission shall consist of five (5) members who shall be appointed by the Mayor and subject to approval of a majority vote of the City Council.

- Three (3) members shall be residents of the Mandeville Historic Preservation District; and
- Two (2) members shall be residents of any part of the City of Mandeville.

Terms of appointed members.

Length of terms. Each of the members of The Commission shall be appointed for a term of four (4) years. The Commission members may serve consecutive terms.

Staggered terms. Initial appointed members of The Commission, shall be appointed in staggered terms as follows: one (1) member shall be appointed for a term of one (1) year; one (1) member shall be appointed for a term of two (2) years; one (1) member shall be appointed for a term of three (3) years; two (2) members shall be appointed for a term of four (4) years. Successors shall serve four (4) year terms thereafter.

Qualifications for membership. The members of the Mandeville Historic Preservation District Commission shall be lay citizens and others with established professional competence in a pertinent discipline, and the following characteristics or attributes shall serve as guidelines in making appointments to the Commission:

1. Members of the public interested in Mandeville's physical and aesthetic environment.
2. Architects, historic preservationists or those with a technical background in a related field. At least three members of the Commission shall have such a background.
3. No member of the Mandeville Historic Preservation District Commission shall also be an elected official of this state or any political subdivision thereof. In addition, no member of the Mandeville Historic Preservation District Commission shall also be an employee of the City of Mandeville or a member of the City's Planning Commission or the Zoning Commission.

Design Review Committee:

The Design Review Committee shall serve as the technical review committee for the Historic Preservation District Commission. The Design Review Committee, as configured, shall serve as the technical review committee for the Historic Preservation District Commission with the exception that an additional member shall be included from the MHPDC for each review of construction or new development within the District.

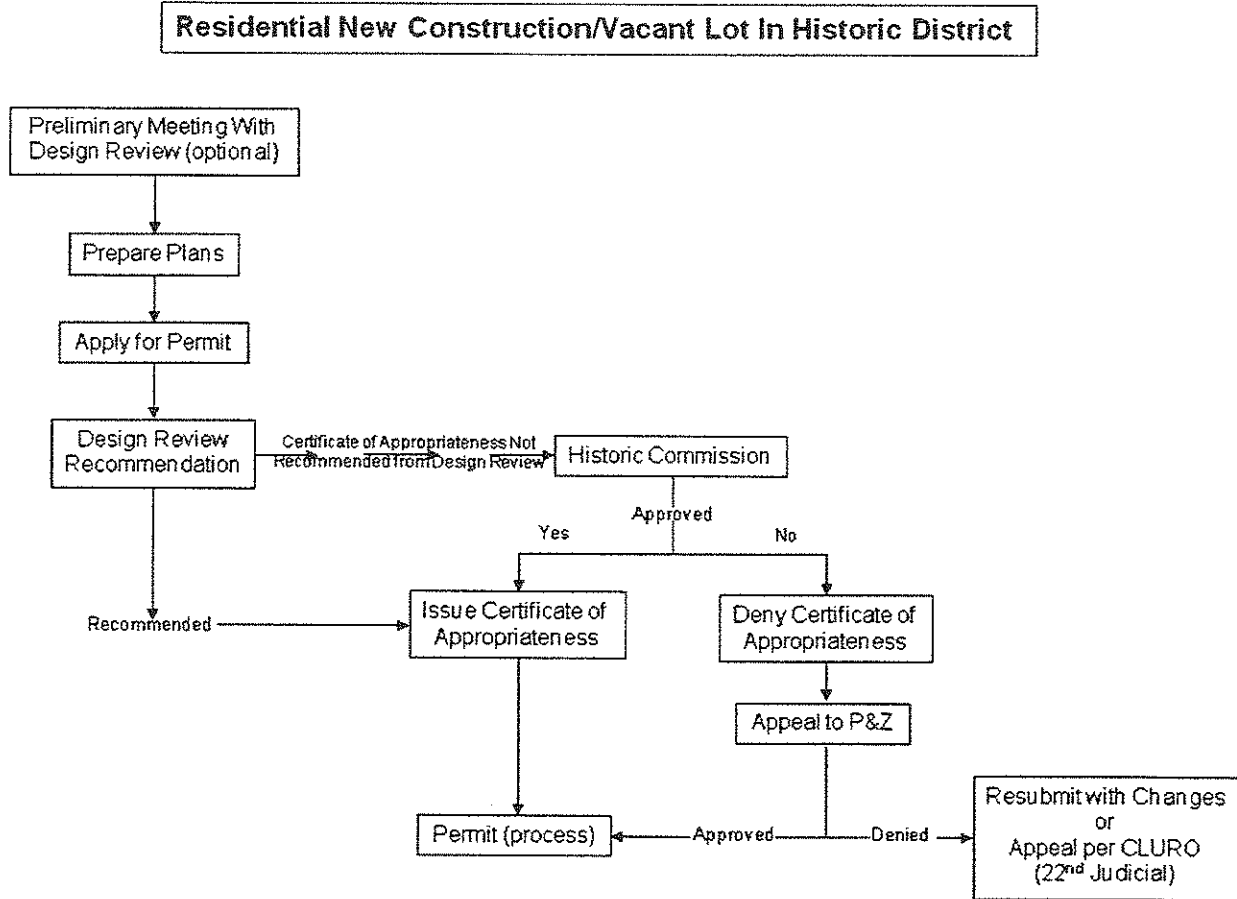
Section 3: Powers and Duties of the Mandeville Historic Preservation District Commission**Section 4: Administration****Section 5: Definitions****Section 6: Boundaries**

Galvez Street on the west, Florida Street on the north, Jackson Avenue on the east, and Lake Pontchartrain on the south. Both sides of the streets shall be included in the district. Said boundaries shall be reflected on the Official Zoning Map of City of Mandeville. Properties which are deemed Historic or Landmarks which lie outside of the District boundaries may be included as District satellites shall be considered to be a parcel within the District and shall be subject to the regulations of this district.

Section 7: Historic District Powers and Regulation**Section 8: Standards for Rehabilitation, Restoration and Reconstruction****Section 9. Demolition and/or Relocation of Historic Buildings****Section 10. Demolition by Neglect****Section 11: New Construction****Section 12: Procedures for Application of Certificate of Appropriateness****Section 13. Appeals**

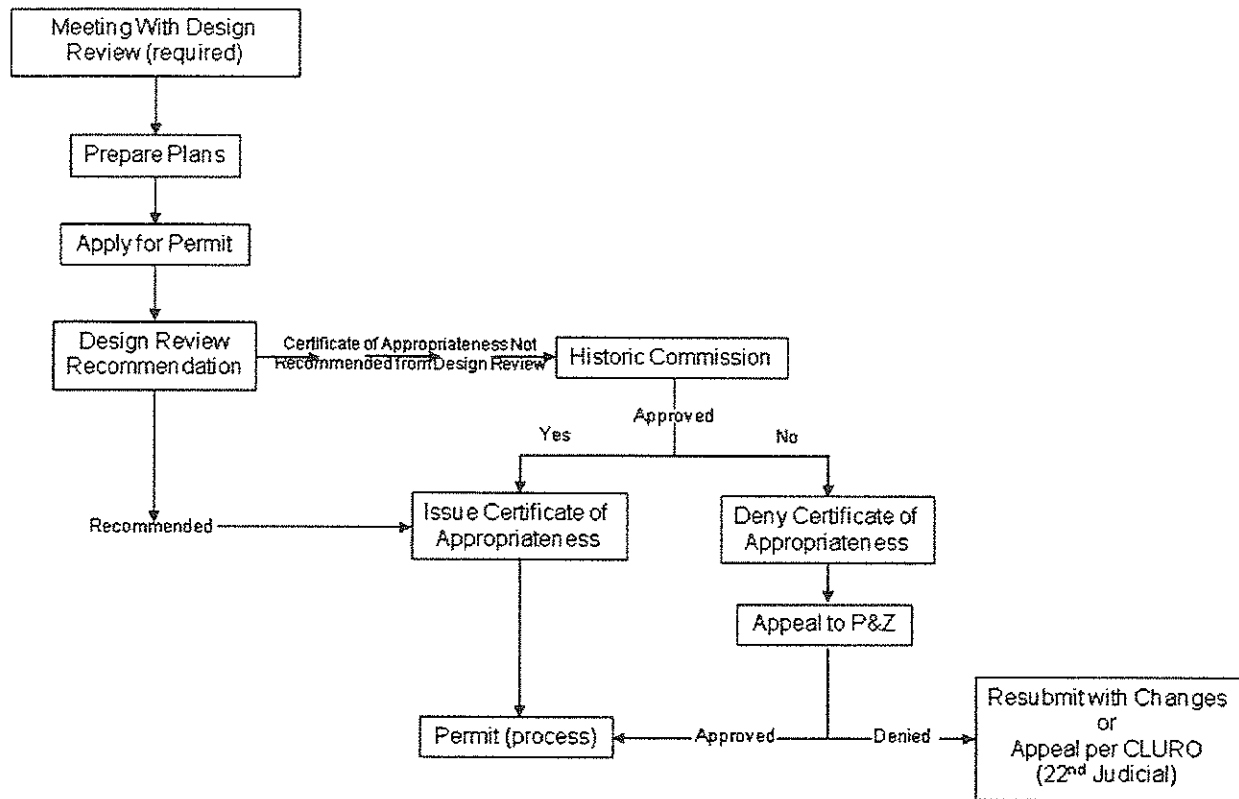
Attachment F

FLOW DIAGRAMS FOR PERMITTING PROCESS WITHIN HISTORIC PRESERVATION DISTRICT



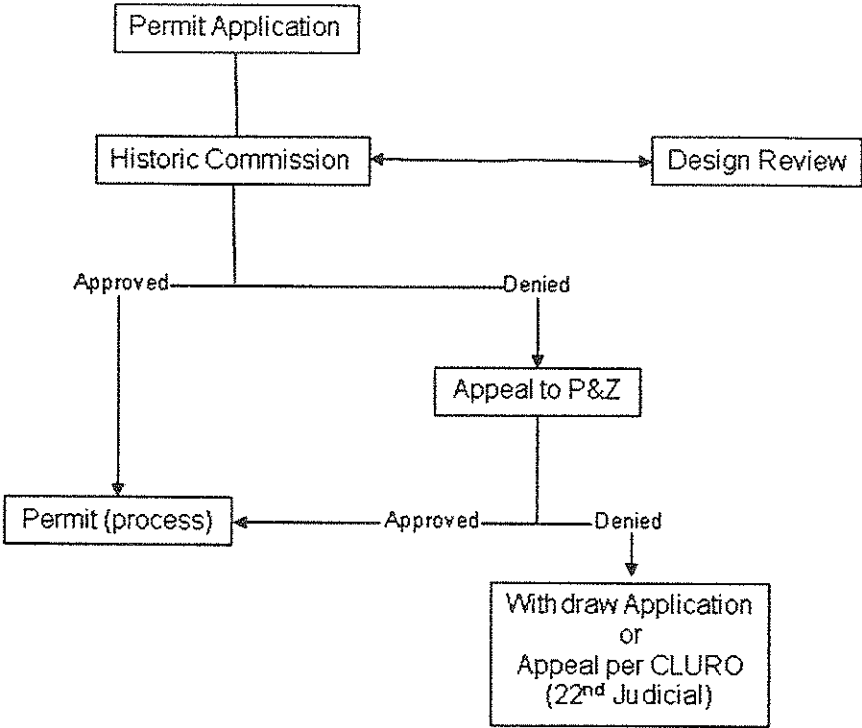
08/17/2017

Residential Renovation and/or Addition In Historic District



08/17/2012

Demolition/Removal In Historic District



08/17/2012

CITY OF MANDEVILLE

Proposed Historic District Boundary & Historic Survey

