

# DESIGN GUIDELINES MANUAL

## FOR THE

### SOUTH END BUSINESS OVERLAY DISTRICT



#### PREPARED FOR

The City of Tybee Island  
Chatham County, Georgia

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#### WITH

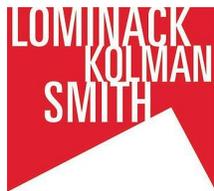
The City of Tybee Island and Tybee Island Historic Preservation Commission

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## INTRODUCTION

The South End Business overlay district was established as part of the City of Tybee Island's zoning ordinance to promote the welfare and vitality of the city's original commercial and resort area and preserve its historic character and identity for future generations. The name of the district relates to its geographic location near the southern tip of the island. It encompasses the historic commercial core of the city, known in the past as the "resort area" and "boarding house district."

The district is loosely bound by properties immediately north of 14th Street on the North, south of Silver Street on the South, west of Butler avenue on the West, and the Atlantic Coastline on the east. A map of the area is provided in Appendix A for reference.

Tybee Island possess a unique collection of low- to modest-scale residential, commercial, institutional, military, maritime, and ecclesiastical structures constructed from the 1800s to present day. Established in 2007, the South End Business overlay district contains the largest sample of commercial structures on the island and serves as the city's main street, adjacent to the shoreline. Protection of these resources is vital to the preservation of the city's identity. Historic preservation and new construction guidelines were developed to further these goals. This manual is a result of that effort.

The resulting design guidelines were developed by property owners, business representatives, and City staff alongside historic preservation consultants to protect historic properties and to guide new construction to be compatible with the existing context. This manual was developed to provide a user-friendly document to assist property owners, developers, and businesses who seek to redevelop their properties. Design guidelines can provide greater predictability to those within the district as well as assurances about what the area will look like in the future if exercised and enforced consistently. The section on Demolition, Neglect, and Relocation is part of the current zoning code and is required by law. Other sections are guidelines based on the historic character of the area and preservation best practices. Compliance is currently optional unless pursuing the financial incentives identified in the Appendices.

## **EXECUTIVE SUMMARY**

The South End Business Overlay District Design Guidelines are an important part of the City of Tybee Island's efforts to promote the welfare and vitality of the city's original main commercial and resort area, preserve its historic character and identity for future generations, and provide standards for compatible new development. The overlay district is a zoning classification that has special regulations for the properties within the boundaries. These regulations currently pertain to use, signage and the public right-of-way. Design guidelines are a tool to help preserve the character of an area by guiding the appearance and materials of buildings. They protect the investments of property owners and business establishments through the objective application of uniform standards that maintain continuity in design and promote appropriate rehabilitation and construction activities. By preserving and maintaining visual character, the design review process helps ensure that future generations will enjoy the benefits of the architectural heritage of Tybee Island.

These guidelines are for property owners, City of Tybee Island staff, and the Tybee Island Historic Preservation Commission for use in the planning, design, and review of exterior alterations and new construction proposed within the South End overlay district.

**Table 1:** The National Park Service Design Guidelines Overarching Do’s & Don’ts:

<b>Guidelines Can:</b>	<b>Guidelines Cannot:</b>
Explain, expand, and interpret general design criteria in the local preservation ordinance.	Serve the same legal purpose as the design review provisions of the ordinance. An ordinance is a law, but local design guidelines are typically not laws.
Help reinforce the character of a historic area and protect its visual aspects.	Limit growth, or regulate where growth takes place. Guidelines address only the visual impact of individual work projects on the character of a local historic district. Growth itself is a separate issue that must be separately addressed through zoning ordinances and preservation planning.
Protect the value of public and private investment, which might otherwise be threatened by the undesirable consequences of poorly managed growth.	Control how space within a building is used. They usually deal only with the exterior, publicly visible portions of buildings, not with how interior space is laid out or used.
Indicate which approaches to design a community encourages, as well as which it discourages.	Guarantee that all new construction will be compatible with a historic area or the guarantee of creativity that is essential to the best kind of sensitive design.
Serve as a tool for designers and their clients to use in making preliminary design decisions.	Guarantee “high quality” construction. Since materials are generally not specified in design guidelines, final visual results are not guaranteed.
Increase public awareness of design issues and opinions.	

## ZONING ORDINANCE AND REVIEW PROCESS

Tied specifically to the South End Business overlay district, the Design Guidelines exist to provide those filing for building permits with the tools necessary to develop projects that respect and enhance the historic character of the district. A recommendations document, the Design Guidelines provide common sense design solutions with historic preservation principles to assist applicants with a guidebook for project planning. Within the district, the demolition and relocation of historic buildings are regulated within the South End Business overlay district ordinance (Section 4-050), and are not solely provided here as points of recommendation.

Within the South End, the Tybee Island Historic Preservation Commission (HPC) offers technical assistance to applicants for building permits involving historic buildings. If a permit involves the demolition or relocation of a historic building within the South End, an HPC review is required per the South End Business Overlay District Ordinance. Likewise, the Tybee Island Main Street Design Committee offers technical assistance to applicants seeking building permits for new construction or rehabilitation of existing, non-historic buildings within the South End.

If an applicant for a building permit within the South End district applies for local incentives, such as the [Facade Improvement Grant](#), adherence to the Design Guidelines Manual is required. If seeking incentives, the Zoning Administrator shall solicit comment on the proposed project from the Historic Preservation Commission for alterations to historic buildings or comment from the Main Street Design Committee for alterations to existing, non-historic buildings. Final decisions and the issuance of building permits falls with the Zoning Administrator in every instance.

### Historic Preservation Commission

In 1999, the Tybee Island Historic Preservation ordinance established the Tybee Island Historic Preservation Commission (HPC) in recognition that the historical and cultural heritage of Tybee Island is among its most valued and important assets and that the preservation of this heritage is essential to the promotion of the health, prosperity, education, understanding, and appreciation of historic properties, as well as the general welfare of the people.

The HPC consists of five members, of whom all must be City residents and have a demonstrated interest in historic preservation.

The HPC holds meetings on the third Monday of every month at 6:00PM in the City's Public Safety Building to ensure that the Island's historic fabric is maintained and appropriately improved and to increase awareness of incentives for preservation. All meetings are announced on the city's website via their master calendar. Officially, the HPC reviews all material changes in appearance to local historic landmarks and districts. As an advisory body, the HPC offers

technical assistance to property owners, contractors, architects, and others seeking to rehabilitate or alter historic buildings or construct new buildings within historic districts on Tybee.

### **South End Business Overlay District**

In 2007, the South End Business overlay district was established to better regulate new development within Tybee’s commercial core. Included within the city’s Code of Ordinances Section 4-050, site plan review and special review are required for new construction and the redevelopment of existing sites within the overlay. In 2018, provisions regarding demolition and relocation of historic buildings were adopted.

With the adoption of changes to the South End Overlay District (Section 4-050) in 2018, the role of the HPC expanded to include the review of demolitions and building relocations within the South End as an advisory body to the Zoning Administrator.

### **Main Street Design Committee**

The Development Authority/Main Street Program on Tybee Island was adopted by resolution in 2014. Established to improve the quality of life for those that live, work, and visit Tybee Island and enhance the cultural experience while preserving the community’s barrier island heritage, the program includes committees for design, organization, promotion, and economic restructuring. The Main Street Design Committee exists to ensure that Tybee’s character and sense of place is preserved while promoting sensitive infill and development within Tybee’s historic commercial areas.

As part of this, the Development Authority/Main Street Program administers a Facade Incentive Grant for storefront rehabilitation and serves as an advisory body for new construction within the South End Business overlay district. More information on this incentive can be found in the Appendix C.

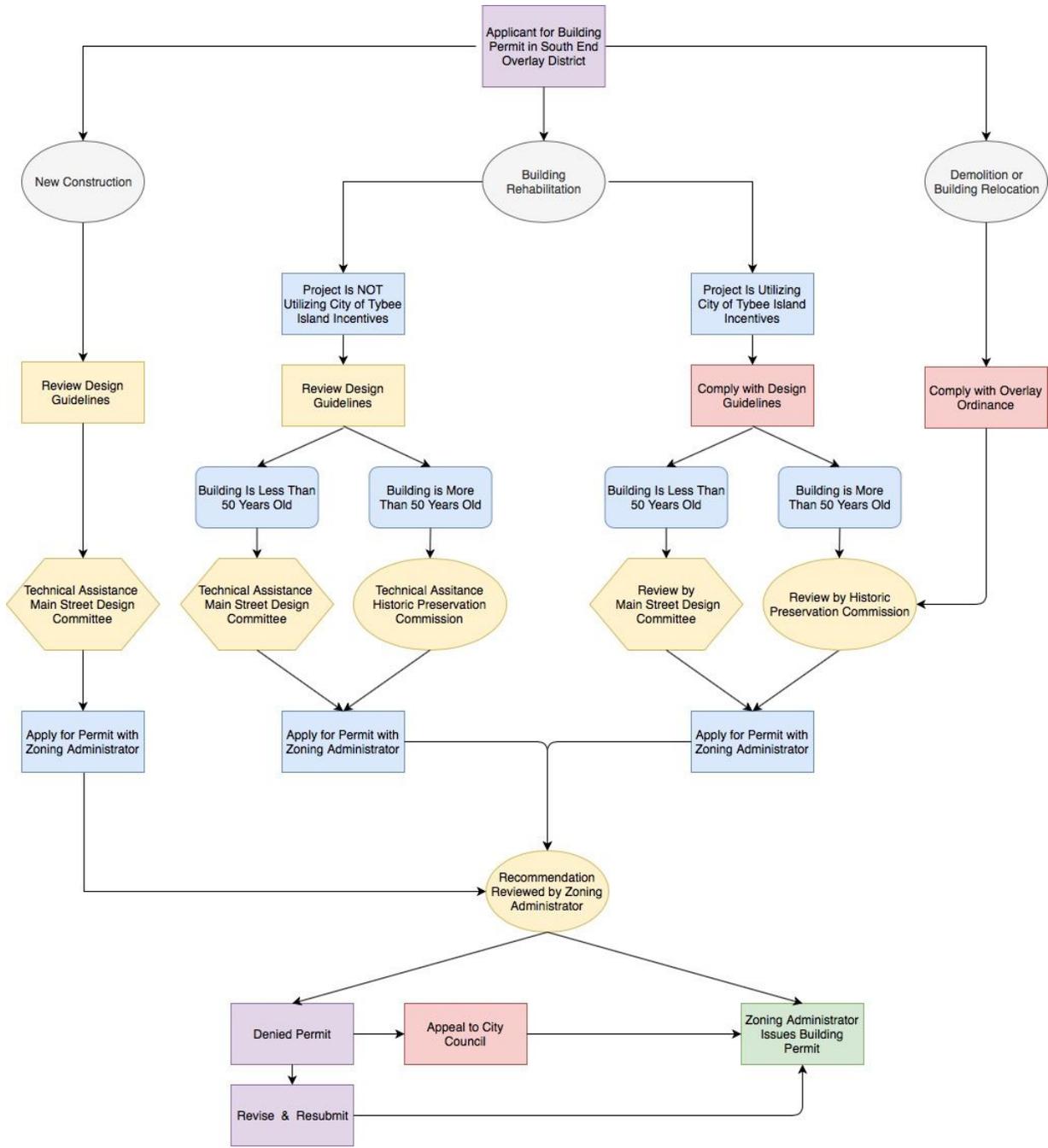
### **Review and Application Processes**

All applications for building permits within the South End Business overlay district should trigger a reference to the ordinance and the Design Guidelines Manual. Projects that involve the demolition or relocation of historic buildings, however, will require the solicitation of comment by the Historic Preservation Commission. Properties that are “historic” have been listed as eligible or potentially (“may”) be eligible as part of the [Tybee Island Historic Resources Survey Phase 1](#) report. Properties listed with the “yes” and “may” notations in the National Register eligibility column on pages 104 to 123 of the report should be considered historic. If a discrepancy arises, the Tybee Island Historic Preservation Commission must be consulted before a determination is made.

Upon submission of a building permit application, the Zoning Administrator will determine whether or not the parcel(s) tied to the application fall within the South End Business overlay district boundaries. A list of parcels within the district has been included as Appendix B. If the answer is yes, the application should trigger a reference to the Design Guidelines Manual in addition to building and/or site plan review per the South End Business overlay district and other Codes of Ordinances. If the application includes demolition or relocation of a historic building, the application should be placed on the agenda of the Tybee Island Historic Preservation Commission. The HPC will then provide a recommendation to the Zoning Administrator for approval or denial. If denied by the Zoning Administrator, the applicant may be encouraged to revise and resubmit according to the parameters within the South End Business Overlay Design Guidelines. See Tables 2 and 3 for an outline of the review process.

The HPC does not regulate the use of property. The Tybee Island Code of Ordinances delineates permitted land uses and development standards for property based on zoning classifications. All properties on the island must meet the minimum standards identified in the Code. Properties within the South End overlay district are subject to the regulations outlined in Section 4-050.

**Table 2.** Detailed process for review of building permit within the South End Overlay Business District.



## PREVIOUS PRESERVATION PROJECTS

Tybee Island maintains a rich history and numerous historic resources. Efforts to preserve these resources began on the north end of the island centered on the Tybee Island Light Station. The Fort Screven National Register Historic District, which includes and surrounds the light station, was listed in the National Register of Historic Places (NRHP) in 1982. Today, there are three National Register Historic Districts on the island and numerous individually listed properties.

The first historic resource survey of Tybee Island was performed in 1992-1993 by the Chatham County-Savannah Metropolitan Planning Commission. Following this effort, the Tybee Island Back River district and the Tybee Island Strand Cottages district were listed in the NRHP.

A comprehensive historic resource survey of the island was undertaken in the early 2000s by Quatrefoil Consulting. This effort provided updates to the 1992 inventory and considered buildings that were constructed through the 1950s. Completed in 2001-2003, the survey information is available on the state's GNAHRGIS database ([www.gnahrgis.org](http://www.gnahrgis.org)).

Tybee Island City Council adopted a Historic Preservation Ordinance in 2007 and established a Historic Preservation Commission. These efforts allowed the City of Tybee Island to become a Certified Local Government and they received this designation in 2014. This designation allowed the City to pursue federal preservation grants.

In 2015, The City of Tybee Island was awarded its first federal preservation grant to conduct a comprehensive historic resource survey. This effort involved an intensive survey of the entire island of all buildings 40 years of age or older and updated the prior surveys conducted in 1992 and 2000. The survey was divided into two phases because of the large number of buildings on the island that met this age requirement. The area within the South End overlay district was surveyed in the first phase completed in 2016 by Quatrefoil Consulting. The resulting report can be accessed here, [Tybee Island Historic Resources Survey Phase 1](#).

During this time, as the community rebounded from the recession and development was increasing, the Mayor and Council for the City of Tybee Island became concerned about protecting the historic structures within the South End Business overlay district which were vulnerable to redevelopment and demolition. They directed staff to study ways to protect this area. The boundaries of the South End overlay district generally encompass the properties along and within Butler Avenue to the West, the Strand to the East, 14<sup>th</sup> Street to the North, and Silver Avenue to the South. See map of district (Appendix A).

At the direction of City Council, in 2018 staff compiled a team of citizens, representatives and business owners to work with historic preservation consultants to develop a text amendment to the zoning overlay district in order to protect the character of the area. Concurrently, the City pursued a federal historic preservation grant to develop a user-friendly manual of design guidelines for the South End Business overlay district.

In order to get a first-hand look at the individual properties within the district, their architectural features, and overall character of each street, a reconnaissance-level survey limited to the South End overlay district was undertaken at the on-set of this project. In April 2018, Sarah Ward of Ward Architecture + Preservation and Rebecca Fenwick of Lominack Kolman Smith Architects performed a reconnaissance survey of all of the properties within the existing South End Business overlay district. The reconnaissance documented the existing conditions as viewed from the public right-of-way. This effort was undertaken to identify the current environment, historic buildings, and character of the area. In order to determine the historic character of the area, the reconnaissance survey results were reviewed. Commonalities were found in the buildings over 50 years of age, which is the typical standard for City historic designation in addition to significance. The City of [Tybee Island Historic Resources Survey Phase 1](#), completed in 2016 by Quatrefoil Consulting, along with the Chatham County Property Appraiser data, were used to identify the dates of construction for properties. As a result, a table was developed to provide clarity on this to the City and interested parties (Appendix B).

The methodology and results of this effort are in the following sections on Reconnaissance and Historic Character. The data was used to during public meetings to draft design guidelines for the South End Business overlay district. In order to protect the historic resources within the district, in December 2018, City Council adopted a text amendment restricting demolition and relocation of historic buildings within the district. Since the adoption of the Historic Preservation ordinance in 2007, this is the first preservation zoning regulation protecting specific properties within this district and the city as a whole.

## RECONNAISSANCE

The reconnaissance survey involved an on-the-ground review of each property and building within the South End Business overlay district. Photographs of street views, right-of-way and service conditions, individual buildings (historic and non-historic), and character-defining features were taken to document the existing conditions and provide for further analysis for design guidelines. The results of these activities were used to draft these guidelines and are incorporated into this document.

This effort identified that a variety of uses, building types, and setbacks were present throughout the district. Different characteristics were found depending on the street type. Those streets that were more commercial in nature, featured buildings that shared walls or were in close proximity to one another and adjacent to the sidewalk. These characteristics were mostly found on Butler Avenue (the western boundary), Tybrisa Street (center east-west street), and the Strand (eastern boundary). Most of the buildings along these streets maintained a commercial use (restaurant, store/retail, multi-family or hotel) serving the general public encouraging pedestrian activity. Building heights of structures over 50 years of age were mostly one- or two-stories in height with small to medium footprints (Figure 1). Low-rise one- and two-story commercial structures and hotels were developed along major commercial streets including Butler Avenue and Tybrisa Street in the 1960s and 1970s. Larger hotels, multi-family condominium buildings, and commercial structures were constructed 1980 and after (Appendix B). These are mostly two- and three-stories in height with large footprints.



**Figure 1.** View of Tybrisa Street, looking east from Butler Avenue.

The remaining streets, which run east-west between Butler Avenue and the Strand, include 14<sup>th</sup> Street, 15<sup>th</sup> Street, Atlantic Avenue, 16<sup>th</sup> Street, Izlar Avenue, and Silver Avenue, from north

to south. These streets were more residential in character with some commercial uses. Free standing bungalows, cottages, lodging, motels and multi-family dwellings are scattered throughout (Figure 2). Generally, they feature greater setbacks between structures and the street. Some streets are lined with fences and/or do not have sidewalks, indicating a more private thoroughfare not meant for heavy pedestrian traffic. Structures over 50 years of age and into the 1970s are one- and two-stories in height while larger multi-family condominiums and apartments constructed after 1980 are three-stories tall.



**Figure 2.** View of cottages on 14<sup>th</sup>Street, looking Northwest from the Strand.

A variety of uses, building types, materials and architectural expressions are found throughout the district. Street presence, or the location and orientation of buildings and structures along the street, as well as architectural features were identified in each of these locations. Active first floor uses and storefronts are important features of the commercial streets in the South End. Where pools or large spans of solid wall existed without a business activity, there was less pedestrian presence (Figure 3).

Commonalities were found in both commercial and residential areas. The location of trash receptacles and mechanical equipment was clearly visible throughout the district due to visibility of most facades from the public right-of-way. Large commercial or multi-family structures were built to the 35-foot height limit resulting in buildings with large footprints, flat roofs and usually a large area of wall space with no openings along the street (Figure 4).

Two properties within the district are individually listed in the National Register of Historic Places (NRHP): the Carbo House (Figure 5) and the Hunter House. The Curry-Miller-Byrd Cottage is in the process of designation. Many other contextual buildings, over 50 years of age, were also present but may not be individually or collectively eligible to the NRHP due to a lack of historical or architectural significance and cohesiveness, but these buildings do contribute to the overall character of the area. The reconnaissance identified additional stories constructed on top of

structures (Figure 6), replacement windows, and porch infill. These alterations had the ability to change the character of the building over time creating a larger mass, flattening the façade, and in some cases making it difficult to determine if the building was over 50 years of age. Most vacant properties and some rear facades of operating businesses were boarded where not currently active.



**Figure 3.** View of newer multi-family buildings on the Strand with blank walls along the street. The restaurant in the background features numerous porches and an active ground-floor use resulting in a heavier pedestrian presence.



**Figure 4.** The Tybee Hotel on the Strand, looking southwest from walkway to beach.



**Figure 5.** The Carbo House along Tybrisa Street is listed in the NRHP as a historic boarding house.



**Figure 6.** This building along Tybrisa, which is over 50 years of age, was added onto over time altering its original appearance in a manner that impacts its integrity and the surrounding context, placing a three-story building next to a smaller one-story structure.

The reconnaissance identified common architectural features on buildings over 50 years of age. This included exterior building walls, roof shape, windows, materials, porches, fences, operational equipment, and accessory buildings. More commercial streets often featured buildings with flat facades and flat roofs (with some variation), large amounts of glazing and were usually stucco however brick and wood lap siding was also present. The more residential streets featured greater variety and variation in both form, roof shape, and materiality although predominantly wood lap siding and brick. The prevailing characteristic in these buildings was the presence of porches and pitched roofs. Greater setbacks allowed for low fencing.

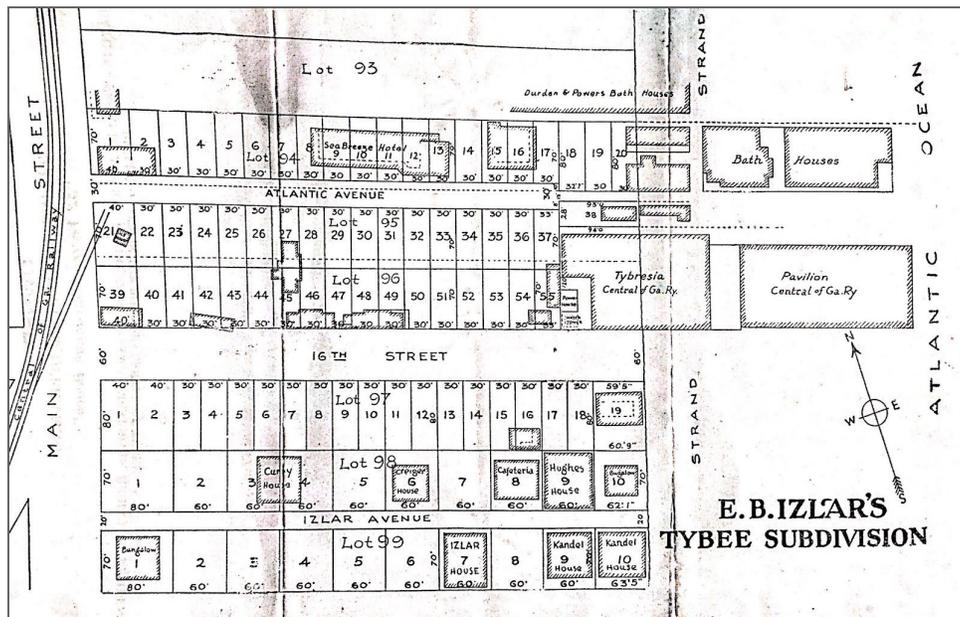
The results of the reconnaissance survey was presented to the City of Tybee Island and the working committee established to help develop design guidelines in May 2018. This work, along with a review of historical development patterns and building types in the area, became the foundation for drafting this document.

## DEVELOPMENTAL HISTORY

Development on Tybee Island started after the Civil War when in 1873, the Tybee Improvement Company purchased the island. Construction of hotels soon established a resort area along the coast toward the center and south ends of the island. The installation of the Savannah and Tybee Railroad in 1890, fueled a tourism boom and construction to support this growing industry followed. The railroad, which parallels today's Highway 80, transported vacationers and tourists from areas west of the island to Tybee. As a result, Tybee Island developed as a coastal resort community.

Several development companies including the Tybee Improvement Company, the Tybee Beach Company, and the Tybee Realty & Construction Corporation developed property to support the growing resort industry including buildings for hotels, business, entertainment, and vacationers. These companies were held by investment groups and private landowners, who also developed property on the island. E.B. Izlar began developing property in the resort area of Tybee during this period. Hotels, small hostels, and boarding houses were constructed along the streets perpendicular to the beachfront, known as the Strand, to support the growing coastal resort development of Tybee Island.

Around 1900, Izlar created a 20-lot subdivision adjacent to the "Strand," a path paralleling the beach and Atlantic Ocean. Ten equally sized and spaced wide lots were created along either side Izlar Avenue, with a narrow roadway in the center (Figure 7; Izlar no date).



**Figure 7.** E.B. Izlar's Tybee Subdivision, no date, ca.1900. (Image from the Tybee Island, Miscellaneous, Vertical File in the Kaye Kole Genealogy and Local History Room of the Bull Street Library, Savannah, Georgia).

The development is described in Robert A. Ciucevich’s book, [Tybee Island, The Long Branch of the South](#) as “a row of eight boarding houses situated on both sides of the street, which was really little more than a lane” (Ciucevich 2005: 59). These buildings were two-story in height, with square massing, mortise-and-tenon construction, shingle roofs and wrap-around porches along the east and south elevations to capture ocean breezes. The Curry House was constructed at this time on the site of the current cottage. It was a two-story wood frame boarding house owned by Sarah and Robert Lee Curry (Figures 7 and 8; Ciucevich 2005:59 and 148; U.S. Federal Census).



**Figure 8.** 1916 Sanborn Fire Insurance Map showing development of wood frame cottages along Izlar Avenue at that time (Sanborn Map Company).

Due to the number of hotels, pavilions, bathhouses and boarding houses for recreational and vacation use, this section of Tybee Island from about Butler Avenue to the strand, roughly

between 16<sup>th</sup> and 17<sup>th</sup> Streets, is referred to as the “resort area.” Izlar developed two hotels in the resort area. The first was the Ocean View Hotel on the northwest corner of Butler Avenue and 16<sup>th</sup> Street (now Tybrisa Street) ca.1902 followed by the Sea Breeze Hotel in the 1910s on Atlantic Avenue (Byrd 2018; Ciucevich 2005: 147). Neither of these buildings stand today.

In June 1923, Tybee Road opened for automobile travel following approximately three years of construction. This allowed for greater access to the island and a period of development and construction followed. By this time, numerous boarding houses and cottages were present within the resort area boarding house district along Izlar Avenue (Figure 8). On July 21, 1931, a fire began near the resort area of Tybee Island along 17<sup>th</sup> Street, in the vicinity of Izlar Avenue. The fire quickly spread to multiple buildings, most of which were wood frame with wood shingle roofs. All efforts were undertaken to contain the fire in fear that the entire island would be destroyed. Eventually, it was contained but, “the fire destroyed a section of two square blocks, an area roughly centered on Izlar Avenue” (Ciucevich 2005: 114). This event resulted in changes to the rules governing new construction on the island and a building code was adopted to promote fire resistant materials and designs that would help to limit the spread of future fires. Ciucevich describes the results of this event,

*For example, the new code prohibited the further use of wooden shingles or other roofing materials not approved by the Fire Underwriters of America. In addition, an ordinance was adopted that created fire limit boundaries for new construction in the resort and boarding house districts. In order to prevent a fire from spreading from one building to another, all new buildings within the boundary area were required to be either of heavy mill or ‘slow burning construction’ or would have to be set back 10 feet from each property line (Ciucevich 2005: 115).*

These events and social patterns created an opportunity for new development in the resort area. A fire district boundary was established for new construction of hotels and boarding houses in the resort area. New requirements for fire-proofing, including materials and setbacks were adopted. Many businesses dependent on the seasonal tourism based economy were quick to rebuild.

Boarding houses along 16<sup>th</sup> Street and Izlar Avenue were rebuilt following the fire that destroyed everything in the area. The Curry House was replaced the following year with a new one-story wood frame boarding house or inn (Byrd 2018), “In 1932, A.F. Salm announced the construction of a new, two-story brick hotel along the ocean parkway between 16<sup>th</sup> and 17<sup>th</sup> Streets, on the site of his former Seaside Cottages. This substantial 30-room hotel was completed in time for the new season, opening on May 15, 1932” (NRHP #10000273). Larger hotels and boarding houses were designed and new restaurants filled spaces in between, “The new Carbo House and Carbo’s Grill served as a catalyst for the early development of 16<sup>th</sup> Street into Tybee’s main commercial corridor during the 1930s and 1940s. By the mid 1930s, new construction had gradually begun to fill in the lots left vacant by the fire, giving rise to a new

commercial center consisting of a mix of concrete block and frame construction” (Ciucevich 2005: 116).

Additional commercial structures and government services were installed in the resort area to help support the growing industry. A wood frame building was erected on Butler Avenue at the western end of Izlar Avenue for a grocery store and post office during this period of growth. J. Gordon Miller Jr. was appointed the U.S. Postmaster at Savannah Beach (Tybee Island) on December 17, 1935 and he and his wife Edith moved to Tybee Island from Savannah’s Thomas Square Streetcar neighborhood (U.S. Appointments of U.S. Postmasters 1832-1971; U.S. Federal Census 1930 & 1940).

The Carbo House National Register of Historic Places Nomination #10000273 goes on to describe the development activity in the early 1930s in the resort area (now South-End district),

*These new establishments included Wilson's Hotel, a small two-story brick building on 16th Street adjacent Doc's Bar; May's Apartments, a two story brick quadreplex [sic] built near the corner of Butler Avenue and 16th Streets in 1937; and the Strand Hotel, a two-story concrete block-and-frame building adjacent to Solm's hotel on the corner of Inlet Avenue and the Strand (c.1935). Several new boarding houses were established during this time as well, including the Beach View Hotel (corner of Butler Avenue and 17th Street) and the Cobb Apartments (corner of 17th Street and Strand), both occupying remodeled, turn-of-the-20th-century summer cottages. A post office and bus station were also built during this time in Tybee's emerging commercial business district, which eventually developed at the corner of Butler Avenue and 16th Street. The bus station was located in a two-story concrete block-and-frame building on the corner of Butler Avenue and 16th Street, and the post office was in a portion of a one-story concrete block-and-frame store at the corner of Butler and Inlet avenues. One of the first year-round businesses established in the commercial district was Chu's Department Store, which opened in a frame one-story building near the corner of 16th Street and the Strand (adjacent the Carbo House) in 1933. (NRHP #10000271).*

During the 1930s, the growing love of the automobile and changes in transportation also had an effect on the area. Tybee Island continued to flourish as a coastal resort destination but with the domination of the automobile, train service stopped in 1933 and the tracks were eventually removed. This altered the activity on the island from overnight stays to shorter day trips. The need for changing facilities and boarding houses diminished as visitors were able to return home by car at the end of the day (Adams 2000; Ciucevich 2005: 109). As such, not many more boarding houses were constructed after this period of development in the early- to mid-1930s. Development pressures from the tourism based economy and high land values resulted in the demolition of many boarding houses and therefore few exist on the island today. The Carbo House and the Curry-Miller-Byrd Cottage survive as two intact examples of large-

and small-scale boarding houses constructed during this period within the resort area of the South End district.

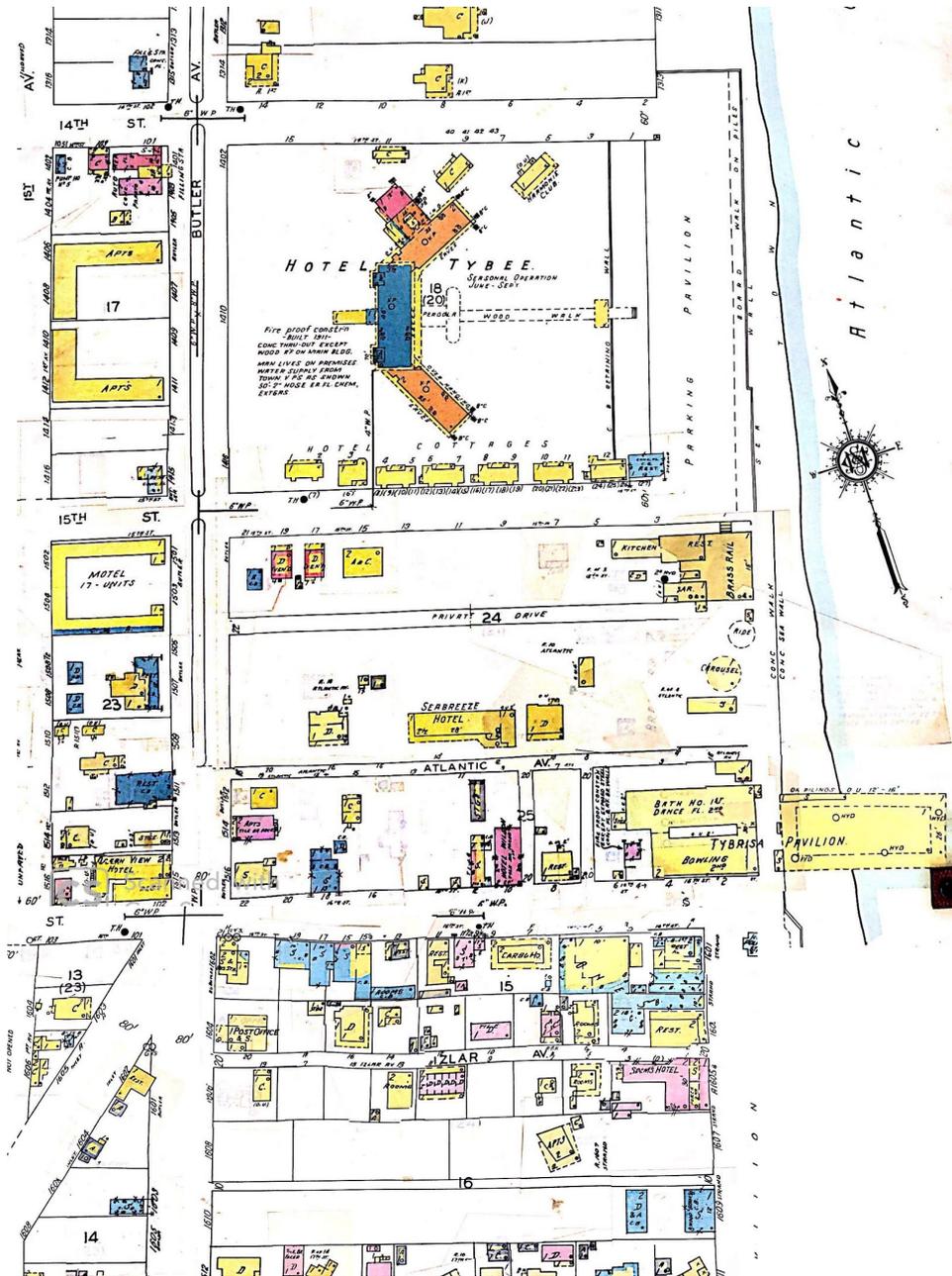
Commercial development did not halt however as a new form of auto-centric hotels and tourist courts appeared along Butler Avenue. These low-scale accommodations were designed around the automobile tourist with on-site parking and driveways sometimes around common amenities such as a pool or playground. Commercial development followed a similar pattern with parking as a main feature. In an article announcing the opening of the 1937 season, the May 30 edition of the Savannah Morning News observed:

*Many new stores, hotels, apartment buildings, and eating places were evidence of greater optimism for the success of this season at Savannah Beach. Some of the new places have not been quite completed, but almost everything going full tilt gave Tybee a lively appearance” (NRHP #10000273).*

J. Gordon Miller Jr. acquired the former Curry House in 1946 and continued to operate it as such (Miller, etal 1946:62C/459). Miller was a prominent businessman on Tybee by this time. In addition to owning and operating Miller’s Grocery, his service as the postmaster was conducted out of a small mail room inside the building. He also operated the Savannah Beach Bus Station also within the resort area (Figure 9; U.S. Postmasters; Byrd 2018; Catholic Diocese of Savannah 1946:21 and 1948:17; U.S. Federal Census 1940).



**Figure 9.** Gordon Miller in front of his grocery store, presumably with his wife Edith (image and data courtesy of the Tybee Island Historical Society).



**Figure 10.** 1916 Sanborn Fire Insurance Map, Tybee Section published 1937 and revised through 1952, showing the development of wood frame cottages along Izlar Avenue following the devastating fire that destroyed all previous buildings shown on the 1916 Map in Figure 3 (Sanborn Map Company).

Miller owned the Curry-Miller-Byrd Cottage property until 1955 when he sold it to Bernice and Mildred Byrd. Miller served in his position as postmaster until his death in 1968. (Polk 1951; Miller 1955: 62C/451; U.S. Appointments of U.S. Postmasters). In 1955, Mildred I. and Bernice V. Byrd purchased the Curry-Miller House which included the house and side yards. Mildred's father, E.B. Izlar had a boarding house across the street. The family spent their summers at the

boarding house, known as 'Izlar's Hotel' until they purchased the cottage across the street at 16 Izlar Avenue. (Figures 7 and 10; Kehoe 1955: G/44).

The Carbo House National Register of Historic Places Nomination #10000273 describes development within the resort area during this period,

*By the mid 1950s, the intersection of Butler Avenue and 15<sup>th</sup> Street had begun to resemble a small town commercial district. Reflecting the town's maturation as a year-round community, it was during this time that 16<sup>th</sup> Street, between Butler Avenue and the Strand, became Tybee's Main Street. By 1955, a row of one-story, concrete-block storefronts had been established along 16<sup>th</sup> Street between the bus station and Chu's. In 1955, the Beach Drug Company, which opened for business a few years earlier, completed a new, large, one-story, stucco building on the north side of 16<sup>th</sup> Street opposite the bus station. Christy's Department Store and Refreshment Stand (c.1949), on the opposite side of the Tybrisa Building (16<sup>th</sup> Street and Strand), was established in the remodeled first floor of the old Haar Building (1900s). The street was anchored by T.S. Chu's sprawling one-story concrete-block department store. The new Chu's building, completed during the late 1940s, became a focal point of the resort, offering exotic imported items from "the Orient" that were ideal for resort patrons and year-round residents alike. By the mid 1950s, Chu's Department Store had expanded, establishing a second ocean side storefront that opened onto the parkway facing the Strand. By the end of the 1950s, most of the area that had been lost to the fire of 1931 had been redeveloped. (NRHP #10000273).*

The 1955 Sanborn Map was revised through 1965 showing increased development within the area during this period (Figure 11). An aerial view looking west over the resort area of the island shows the development of the area ca.1958 (Figure 12).

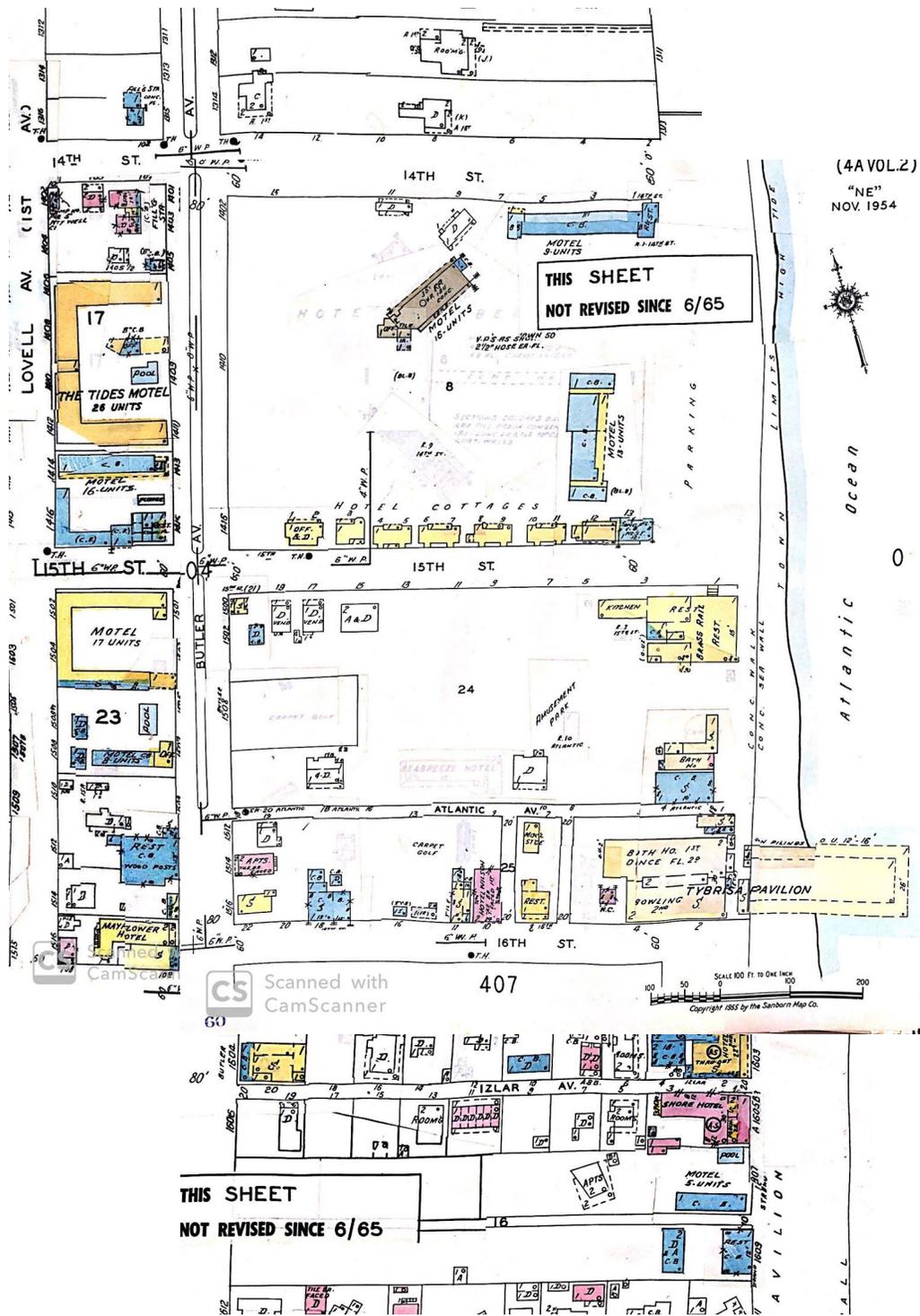


Figure 11. 1955 Sanborn Fire Insurance Map, Tybee section revised through 1965 (Sanborn Map Company).



**Figure 12.** Aerial View of the resort area of Tybee Island looking west from the ocean, ca. 1958 (Image courtesy of the Tybee Island Historical Society and identified in Ciucevich's book, Tybee Island, The Long Branch of the South.)

Gordon Miller died in 1968 and the postmaster position transferred. Miller's Grocery store next door was renamed Strickland's Superette. Many islanders recall this store including Mr. Byrd who worked for Mr. Strickland when his family stayed on Tybee. Development during this later period continued to focus on the automobile. Parking lots spanned the area between the Strand and the Coastline as they had done historically. Now they were paved and hotels and apartments or condominiums lined the streets.

During the mid- to late-20th century, suburban development reached Wilmington Island, just west of Tybee Island. This area offered modern living in newly constructed ranch homes with convenient access to new schools, churches, and commercial strips. Many residents throughout Chatham County sought out these areas and when Wilmington Island opened up for development, it provided Tybee residents with a more modern lifestyle in close proximity to the coast. Located on the other side of the drawbridge along the Intercoastal waterway, the new suburbs were more convenient and closer to the city and business districts of Savannah. Many who relocated retained their homes on Tybee as secondary residences or family retreats. Businesses that thrived on the tourist economy struggled to stay open in the off-season when they solely relied on residents of the island. The low-scale business district that resulted over time is a reflection of their ability to meet the demand in the spring and summer seasons and have relatively low expenses in the slower winter season.

Large hotels and condominiums were developed in the late 1990s and early 2000s to meet the growing demands of the modern tourist. These facilities were geared more toward longer-term stays more akin to an apartment style setting with common amenities including private off-street parking and pools. The prior auto-centric hotels and apartments were small and did not accommodate large family groups staying for weeks at a time. Older cottages within the area provided great places to stay for these groups as well and many families rehabilitated their vacant or underused cottages to meet the growing demand of the new Tybee tourist.

# HISTORIC CHARACTER

Centered around the island’s only pier, Tybee’s South End is the commercial core of the island. Originally known as the Island’s resort area, it is home to the largest concentration of hotels and motels within the city limits and is characterized largely by pedestrian activity and commercial development spanning several decades, the earliest of which dates to the 1920s. Both historically and geographically, the center of the district is Tybrisa Street, between Butler and Strand Avenues (Figure 13). While commercial development radiates out from Tybrisa Street, residential development characterizes the peripheral streets of the district, to include 13<sup>th</sup> Street, Izlar, Silver, and Butler Avenue south of Izlar. Although classified as residential, many of the buildings on these streets are condominium buildings that were built within the last twenty years or single-family houses that have been converted into vacation rentals. Thus, the majority of this development is considered income-producing and is not owner-occupied.



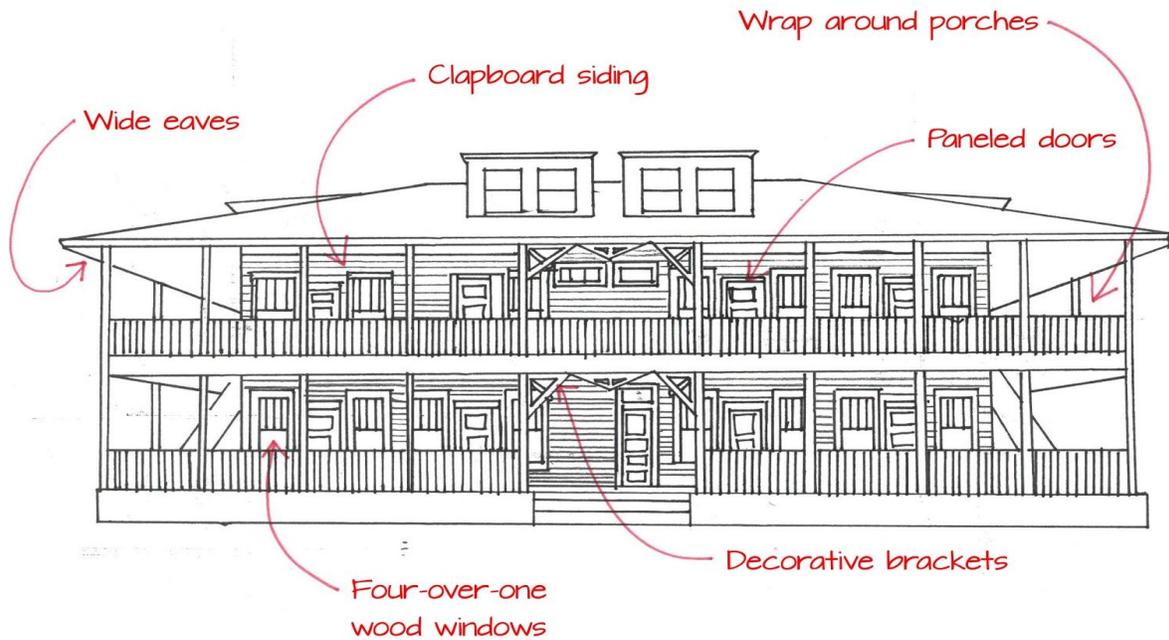
**Figure 13.** Historic postcard of Sixteenth Street, later known as Tybrisa Street, at Savannah Beach, later known as Tybee Island.

The area’s character is greatly influenced by the island-wide 35 foot building height limitation, confining buildings to a maximum of four stories. This contributes to the human scale and moderate density of the district, particularly in comparison to other coastal communities. Clusters of single-story development exist, much of which was constructed prior to 1950, to include blocks on the east and west sides of Butler Avenue, the section of Inlet Avenue within

the district's bounds, and much of the south side of Tybrisa Street. No matter the use, new development is largely characterized by buildings with flat roofs, while the historical development that remains showcases a variety of rooflines to include hip, gable, and flat roofs.

### *Determination of Character-Defining Features*

Character-defining features include the overall shape of a building, its materials, craftsmanship, and decorative details, as well as aspects of its site and environment (Figure 14). The building can then be examined through two lenses, type and style. Building type is generally defined by the floor plan and height. Building or architectural style is the ornament or decoration of a building. These two subsets are further defined in the [City of Tybee Island Historic Resources Survey Phase I](#).



**Figure 14.** Character-defining features of the circa 1932 Carbo House at 9 Tybrisa Street.

### **Character-Defining Feature: Rooflines**

Early twentieth century development features varied rooflines to include front and side gable roofs, hip roofs, and flat roofs with parapets. Both asphalt shingles and standing seam metal roofs are commonly found on historic buildings both historically and today. More recent construction has been varied and incongruous, largely consisting of buildings with flat roofs with parapets or pent roofing along the ridgeline, maximizing internal square footage while meeting the 35 foot height limit (Figure 15).



**Figure 15.** Aerial view from 2014 of the South End area looking west, showcasing the 35 foot height limit for construction (Photo courtesy of Visit Tybee).

### **Character-Defining Feature: Mass and Scale**

Historically, the South End was comprised of one- and two-story residential buildings, primarily boarding houses and single family dwellings, as well as small scale commercial buildings (Figure 16). Almost every residential building incorporated a porch and generous number of windows, breaking up each mass. The one exception to this rule was the original Hotel Tybee, which stood where the current Hotel Tybee sits today. A central rectangular mass with two towers and side wings, the hotel was three-and-a-half stories tall at its highest point. The building was demolished in the 1960s to make way for a replacement hotel.

It is this variety, and the balance, of mass and scale of buildings within South End that is character-defining. Likewise integral to its sense of place are the small scale residential and commercial buildings that have become less common.



**Figure 16.** 1940s view of hotels and boarding houses along the Strand, with oceanfront parking to the left (Photo from [Phase 1: Tybee Island Historic Resources Survey](#)).

### **Character-Defining Feature: Porches**

Porches are a staple of residential life on Tybee. Within the South End, porches can be found on buildings of all types with the exception of the traditional storefronts built to lot-lines on principal commercial streets. The porch type that was most prevalent historically is the wrap-around porch. Examples of wrap-around porches exist as part of the Carbo House, 16 Izlar Street, and the Beachview Bed & Breakfast at 1701 Butler Avenue (Figure 17). The recessed porch is also common, as evidenced along much of 15th Street, Strand Avenue, and Silver Street (Figure 18). Further, numerous screened porches are residentially prominent, although not historically; as well as shared balconies associated with condominium construction. New construction on non-principal commercial streets always includes porches.



**Figure 17.** The Beachview Bed & Breakfast (Hunter House) has a wrap-around porch that incorporates the southeast corner of the house, the entirety of which is set within the recesses of the house’s pyramidal roof.



**Figure 18.** A common use of a full-width recessed porch in the South End, pictured here is the south side of 15th Street.

Lastly, many buildings have been adorned with porches after-the-fact or have incorporated additional porches for greater external living space. While not necessarily character-defining, these porches have become more prominent within the district. More common among commercial structures, as seen at two restaurants, Sting Ray's at 1403 Butler Avenue and Fannie's at 1613 Strand Avenue, after-the-fact porches can be seen in residential areas such as at 23 Atlantic Avenue, where there are both covered and uncovered porches.

## Character-Defining Feature: Street Elements

Human-scale elements such as sidewalks, street trees, street lights, benches, and trash cans dot principal commercial streets, providing a framework for the pedestrian experience. Within these areas, concrete sidewalks and curbs, palm trees, and metal street furniture including lamp posts, trash cans, and benches exist, all of which are painted blue or teal. Additional landscaping includes bushes, pebble gravel, and hanging baskets from lamp posts. Further, festoon lights strung between these elements in separate strands on the north and south sides of the street are carried overhead down Tybrisa Street (Figure 19).



**Figure 19.** Looking east on Tybrisa Street with pedestrian street crossing pavement, streetscape elements, lighting, and landscaping visible.

**Character-Defining Feature: Fixed Canopies and Awnings**

Awnings adorn the majority of commercial buildings within the overlay district (Figure 20). Characterized by bright colors, awnings provide covered entrance while adding visual interest. Within the South End, awnings exist in the form of an attached metal framework covered in fabric, but also in the form of a fixed canopy or permanent pent roof overhang. Although historically a form of signage, this has been discouraged in recent years due to the changing nature of business within the South End, necessitating the reuse of awnings.



**Figure 20.** A display of fixed canopies (background) and awnings (foreground) used on Tybrisa Street in the South End, image looking northwest.

## Character-Defining Feature: Materials

### *Structural*

While there are some exceptions, the majority of the building stock within the South End overlay district is wood frame. Wood was historically the material of choice for construction on Tybee.

Secondary to wood, concrete masonry unit (CMU) construction has likewise gained prominence (Figure 21). With early use beginning in the late 1920s, this is the second most common structural material within the South End. While some mid-century buildings feature concrete block as an exterior material, it is more commonly covered with stucco, siding, or brick. By far, CMU is the most used material for building foundations.

Three historic residential structures within the South End are brick, to include two matching front gable cottages on 15<sup>th</sup> Street and one quadplex on Butler Avenue.

By and large, the structural material of choice of the last two decades has been concrete masonry units (CMU) finished with stucco or siding. Some anomalies exist such as 23 Tybrisa Street, which is a metal frame building with brick veneer facing Tybrisa Street.



**Figure 21.** Photo showing the juxtaposition of new construction (left) at the Sea & Sand Hotel in concrete masonry units(CMU) and historic, frame construction (right) adjacent at Doc's Bar, image looking northwest.

## Exterior

The South End overlay district is home to a wide variety of exterior building materials. Although wood siding and brick were the exterior materials of choice historically, today the area is largely composed of buildings covered in stucco, brick veneer, hardboard siding, fiber cement siding, and vinyl siding. Further, many buildings feature a combination of exterior materials as many buildings have been adapted and altered over the years, Sting Ray's at 1403 Butler Avenue is a great example. Only wood and brick, however, are character-defining exterior materials as these materials defined the area's development historically.

Other building elements such as windows and doors as well as eaves and soffits were historically built in wood. While less common today, these elements contribute to the character of the area and its sense of place. More often than not, changes to historic buildings within the South End have involved replacement windows and doors built of alternative materials.

### Character-Defining Feature: Fenestration

Together, doors and windows make up a building's fenestration. Historically, wood doors and windows were predominantly used in both residential and commercial construction and therefore remain the character-defining fenestration material in South End. Although not considered character-defining to the district, aluminum windows and storefront glazing have been used in commercial applications and aluminum and vinyl windows have been used in new residential buildings.

In every instance, doors and windows within South End are square in shape. The most common window type incorporated on residential buildings are double-hung sash windows, whereas commercial buildings most often incorporate fixed panes of storefront glass for display. Window pane configurations vary, however, two-over-two and six-over-six are common (Figure 22).



**Figure 22.** Photo of the south side of Izlar Street showing the use of two-over-two double hung sash windows (foreground) and six-over-six double-hung sash windows (background).

### Character-Defining Feature: Signage

As the historic commercial core of Tybee Island, the South End has always been characterized by signs of many types (Figure 23). Area businesses commonly convey their name and purpose through signage that is flush with building fronts, painted directly on buildings, incorporated as window adornment or on awnings, or placed atop traditional signage poles (Figure 16). Overall, signage that is attached to a building, as opposed to posted on signage poles, was the most common in South End historically.



**Figure 23.** Photo of Seaweed’s Ice Cream on Butler Avenue, which has used the building in its entirety as signage.

### Character-Defining Feature: Fences

Although historically more prominent, fences within the South End are a character-defining feature of the district. The fences that are contributing elements are built of wood and have either pickets or post and rail systems. Typically, wood fences are located on primary, street-fronting facades within the South End, are 36 inches in height or shorter, and are unpainted or painted white. Although present in some locations, chain-link fences are distracting and hinder the integrity and character of the South End.

## DESIGN GUIDELINES

This section provides specific guidance for maintaining historic properties and new construction within the South End Business overlay district. Design guidelines were developed through a comprehensive effort with local residents, businesses, City staff, and historic preservation consultants to best preserve the historic character of the district. They are divided into four categories to best assist the property owner to include: the treatment of historic properties; demolition, neglect, and relocation; new construction; and recommendations for sea-level rise.

### TREATMENT OF HISTORIC PROPERTIES

A byproduct of its popularity and prosperity, growth and change have become mainstays of Tybee's South End. Together, the district's character and sense of place directly contribute to its success. Integral to this character are the district's historic buildings, which provide aesthetic interest and a sense of permanence and nostalgia.

Historic rehabilitation encompasses both alterations and additions to historic buildings. At the start of any historic rehabilitation project, it is necessary to identify the form and detailing of any architectural materials or features that are integral to defining a building's historic character. Identifying, retaining, and preserving character-defining features is an essential first step in any historic rehabilitation.

Once a building's character defining features are identified, rehabilitation efforts should address protecting and maintaining these elements. Protection involves the least amount of intervention and is preparatory to other work. Protection includes the maintenance of historic materials and features as well as ensuring that the property is protected before and during rehabilitation work.

The following guidelines apply to all buildings within the South End overlay district that are 50 years of age or older and identified as listed, eligible, or may be eligible for listing in the National Register of Historic Places within the 2016 City of [City of Tybee Island Historic Resources Survey, Phase 1](#). Each recommendation is rooted in one of ten key principles outlined in the Secretary of the Interior's Standards for Rehabilitation:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

**1.0 Foundations**

Intent: Throughout the South End, raised foundations can be found on historic residential and boarding house structures. Exposed foundations visually and physically raise living spaces. Generally they are solid masonry perimeter walls or evenly spaced masonry piers. Listed below are recommendations for performing work on historic building foundations.

Guideline 1.1 Historic foundation materials and design, whether solid or pier, brick or stone, etc. should be preserved, maintained, and restored when applicable.



**Figure 24.** The grading surrounding this house at Tybrisa Street and Lovell Avenue is sloped, allowing water to shed away from the building.

Guideline 1.2 Grading surrounding a foundation should shed water away from the building (Figure 24).

Guideline 1.3 Foundation enclosure between piers may be acceptable if materials and methods used are reversible and allow for ventilation beneath the building (Figures 25 and 26).

- ◆ Preferred Method: Hog pen boards in wood that have been painted
- ◆ Secondary Method: Utilization of a material similar to the original foundation with new material recessed to emphasize the original piers
- ◆ NOT Recommended: The permanent enclosure or alteration of the design of the original porch or house foundation walls.



**Figures 25 (left) and 26 (right).** On the left, the brick piers of the house are interrupted by the staggered layering of bricks to allow for breathability. On the right, the use of hog pen boards that have been painted have been used to enclose the foundation and provide the passage of air.

## **2.0 Exterior Building Walls**

Intent: Dependent on the era and building type, the buildings within Tybee’s South End were historically constructed of masonry or wood. By and large, residential buildings and commercial buildings were built of wood, although a handful of historic masonry buildings exist. These materials make up the street face, contributing significantly to the character and experience of passersby. When historic materials remain, every effort should be made to retain and maintain them.

Guideline 2.1: Preserve, maintain, and restore original exterior materials on walls and gable ends in addition to original details such as wood brackets, cornerboards, moldings, shingles, and weatherboards and masonry breeze block, arches, sills, keystones, and string courses (Figure 27).

Guideline 2.2: Retain and repair (rather than replace) deteriorated exterior cladding or masonry; note: sealants required should be siloxane-based and specify use for the treatment of historic materials to provide protection but not impede water vapor transmission.

Guideline 2.3: Minimize foliage and earth contact with wood siding and sills (Figure 28).

Guideline 2.4: Wood siding should be regularly scraped, sanded, primed, and painted where there is flaking paint to include treatment with natural oils before priming and painting.

Guideline 2.5: If the replacement of wood siding or features is necessary, replace only where the siding is deteriorated by removing as little of the surrounding material as

possible. Replace only what is damaged with the same wood type, wood grain direction, and profile.

Guideline 2.6: Applying paint or other coatings (such as stucco) to masonry that has been historically unpainted or uncoated to create a new appearance should not be allowed (Figure 29).



**Figure 27.** An example of historic woodworking that should be retained to include gable end returns, rafter end tails, and eyebrow dormers.



**Figure 28.** An example of detrimental vegetative growth that is dangerously close to this historic frame building on Izlar Street.



**Figure 29.** The application of paint and its subsequent removal has left this brick wall in an unnatural state, hiding the once exposed elliptical arches placed over these window openings.

Guideline 2.7: Stucco or concrete should not be patched without removing the source of deterioration.

Guideline 2.8: Synthetic or imitation historic materials such as vinyl or aluminum siding, brick veneer, Exterior Insulation Finishing Systems (EIFS), or asphalt siding should not be installed. Aluminum or vinyl siding can hide potential problems with original wood siding, such as moisture retention and insect infestation in addition to altering or obscuring the original scale, detail, and appearance of a building.

Guideline 2.9: Water sealants or penetrants on wood siding should not be used. Paint or other coatings should not be stripped to reveal bare wood, thereby exposing historically-coated surfaces to the effects of accelerated weathering.

- ◆ NOT Recommended: The use of potentially damaging paint removal methods on wood surfaces, such as open-flame torches, orbital sanders, sandblasting, and caustic paint-removers (Figure 30).

#### *Notes on Masonry Repointing*

- Historic brick re-pointing should be undertaken by hand rather than using a scrub or slurry coating, which can stain or otherwise harm historic brick.
- The removal and re-pointing of historic lime mortar must utilize mortar of a similar composition to ensure that the necessary expansion and contraction of historic mortar joints remains possible.

- Historic mortar joints that are re-pointed should mimic the previous joint in width, profile, texture, and color.
- NOT Recommended: The repointing of brick masonry with Portland cement, which does not expand and contract like historic lime-based mortars.



**Figure 30.** An example of brick that has been sandblasted in an effort to clean it and subsequently was damaged.

### ***3.0 Windows & Doors***

Intent: One of the most character-defining features of a historic building are its windows and doors. In addition to serving a practical purpose, windows and doors break up the mass of a building, often providing decoration and interest.

Guideline 3.1: Preserve, maintain, and restore any original doors and windows visible from the public right-of-way to include associated transoms, sidelights, moldings, trim, keystones, arches, or other elements.

If replacement parts are necessary, replace in-kind with features to match to include duplicating profiles, massing, scale, and light patterns in design and material.

Guideline 3.2: When doors and windows made of wood must be replaced in their entirety, a wood or wood composite replacement is preferred.

Guideline 3.3: Window sashes with glass divided by muntins should be retained whenever possible. When necessary, this type is recommended to be replaced with a true-divided light wood window in-kind with the same muntin width and profile.

Guideline 3.4: When added, storm windows should be removable and framing elements should line up with existing window framing.

#### **4.0 Porches & Ramps**

Intent: Perhaps the most prevalent character defining feature within Tybee's South End, porches play a significant role in the overall coastal character of the district. The incorporation of handicap accessible ramps can often prove to be a necessary addition to historic buildings and should be undertaken to provide welcoming access to those with disabilities in a manner that does not affect character-defining features and facades.

Guideline 4.1: Historic porches should be preserved, maintained, and restored to include all character defining features associated, such as handrails, balustrades, columns, brackets, floors and ceilings, roofs, rafters, eaves, etc.

Guideline 4.2: Retain and repair (rather than replace) deteriorated porch parts. If replacement is necessary, replace in-kind based on documented and physical evidence, if possible.

Guideline 4.3: Screening is recommended on the same or inner plane of columns and balustrades to retain the visibility of these character defining elements (Figure 31).



**Figure 31.** An example of first floor porch screening set within the columns of this two-story quadplex on Butler Avenue.

Guideline 4.4: Porches visible from the public right-of-way should not be enclosed, with the exception of screening.

Guideline 4.5: Handicap accessible ramps or entryways should respect the character defining features, materials, and scale of the principal structure.

Guideline 4.6: Ramps should be located to the side or rear of historic buildings, when feasible, and should not be anchored into the building (Figure 32).



**Figure 32.** Example of a handicap accessible ramp that is not anchored to the historic building, however provides access.

Guideline 4.7: Ramps should be made compatible through the incorporation of design elements of the primary facade; i.e. through the continuation of a porch balustrade along the length of the ramp.

## **5.0 Roofs & Chimneys**

Intent: The historic buildings that remain within the South End showcase a variety of roof forms that provide visual interest and variety.

Guideline 5.1: Preserve, maintain, and restore original chimneys and roof shapes and pitch as well as eaves, rafters, overhang, materials, and architectural decoration such as brackets, dentils, flashing, and rafter tails.

Guideline 5.2: Retain and repair (rather than replace) original chimney and roof materials, whenever possible.

Guideline 5.3: When necessary, replace historic roof materials in-kind to match as closely as possible the texture, color, design, and composition of historic roof materials.

Guideline 5.4: Skylights should be installed only if not visible from the public right-of-way.

Guideline 5.5: If historically unexposed, masonry chimneys should not be covered with stucco or other materials.

Guideline 5.6: Chimneys should not be removed in whole or in part to reduce a chimney's height or for the installation of roofing where a historic chimney is present.

## **6.0 Fences**

Intent: Site elements are important contributors to the character and sense of place. The effect is even greater within areas that are commercial or heavily used by pedestrians. The most prevalent site element found within the South End are wood fences. Listed below are recommendations for performing work on fences associated with historic buildings.

Guideline 6.1: Preserve original fences where they exist.

Guideline 6.2: Retain and repair (rather than replace) original materials using acceptable preservation methods.

Guideline 6.3: New walls and fences should be compatible in design and informed by the character of fences found in other historic examples within the district.

Guideline 6.4: New walls and fences should be similar in height, materials, and detail to other historic enclosures found within the district.

Guideline 6.5: The use of chain-link fencing shall not be allowed (Figure 33).



**Figure 33.** Example of a chain-link fence on 14th Street in South End. While it safely protects the in-ground swimming pool beyond, a more appropriate fence material adjacent to this frame dwelling would be a fence in wood.

## 7.0 Additions

Intent: New exterior additions to historic buildings should only be considered after the requirements for a new or continuing use cannot be successfully met by altering interior spaces. New additions must preserve the historic building's character, form, significant materials, and features. Additions should be placed on a rear or secondary elevation and be compatible in mass, size, scale, and design while remaining differentiated, often referred to as "distinct but compatible." Lastly, it is highly encouraged that additions be installed in a way that is reversible, so that the essential form and integrity of the historic building would remain if the addition were to be removed in the future.

Guideline 7.1: Use the same forms, materials, and color range of the historic building in a manner that does not duplicate it, but distinguishes the addition from the original building.

Guideline 7.2: Base the alignment, rhythm, and the size of the window and door openings of new additions on those of the historic building.

Guideline 7.3: Incorporate a simple, recessed, small-scale hyphen, or connection, to physically and visually separate additions from historic buildings; most commonly in glass.

Guideline 7.4: Distinguish additions from the original building by setting it back from the wall plane of the historic building.

Guideline 7.5: Locate new construction far enough away from the historic building, when possible, where it will be minimally visible and will not negatively affect the building's character, the site, or setting.

Guideline 7.6: Ensure that new construction is secondary to the historic building and does not detract from its significance (Figure 34).



**Figure 34.** House on the south side of Izlar Street that incorporates an addition on the rear facade (left). By placing the addition at the rear of the property and setting its roofline and roof pitch below the primary roof of the house, it is diminutive and unimposing.

Guideline 7.7: The exact form, material, style, and detailing of the historic building should not be duplicated in a new addition so that the new work appears to be historic.

Guideline 7.8: Rooftop additions that are visible from the right-of-way should not be constructed.

Guideline 7.9: New buildings on historic properties or adjacent sites should not be larger than the historic building(s).

### **Maintenance Do's & Don't's**

- Inconspicuous test areas should be a mainstay of any chemical or physical treatment to be applied to a historic surface, per manufacturer's recommendations. Test areas should be examined to ensure that no damage has resulted and, ideally, monitored over a sufficient period of time to allow long-range effects to be predicted.
- Soiled surfaces should be cleaned by the gentlest means possible, such as using low-pressure water and detergent and natural bristle or other soft-bristle brushes.
- The use of biodegradable or environmentally-safe cleaning or paint removal products.
- Coatings that encapsulate lead paint are recommended, whenever possible, where the paint is not required to be removed.
- The cleaning of metals is recommended, whenever necessary, to remove corrosion prior to repainting or applying appropriate protective coatings.
- Cleaning masonry surfaces should be avoided when they are not heavily soiled. A "like-new" appearance is not desired as this would needlessly introduce chemicals or moisture into historic materials.
- Damaging sandblasting or abrasive cleaning methods are not recommended on historic buildings, to include high-pressure water cleaning. Several restoration sensitive chemical cleaners and strippers exist within the market that can prevent permanent damage to historic materials.

## **DEMOLITION, NEGLECT, AND RELOCATING BUILDINGS**

Tybee Island's historic buildings and neighborhoods possess historical, architectural, cultural, and aesthetic significance. Design guidelines exist to bolster the protection of visual characteristics that contribute to an area's historic integrity and sense of place. The historic significance, visual character, and integrity of the Tybee's South End are directly threatened by neglect, demolition, and relocation. Therefore, building demolition, and relocation shall be avoided whenever possible, as regulated by the South End overlay district ordinance.

### **1.0 Demolition**

Intent: Because demolition is irreversible, all possibilities for saving a threatened historic structure should be explored prior to demolition. Demolition of historic buildings undermines the character of Tybee Island and shall only be permitted if the following conditions are met:

Guideline 1.1: The demolition is required to alleviate a threat to public health or public safety as determined by the zoning administrator based on supporting documentation from a licensed structural engineer; and/or

Guideline 1.2: The demolition is required to avoid exceptional practical difficulty or undue hardship upon any owner of any specific property. If the difficulty or hardship claimed is economic, the applicant shall submit efficient evidence, including an appraisal, property assessment, amount paid for the property, past income activity, and attempts to sell the property to demonstrate that the application of the standards and regulations of this section deprives the applicant of a positive economic use or return on the subject property. Hardship should not be of owner's own making.

### **2.0 Neglect**

Intent: The best way to preserve a historic building is through continued use; oppositely, a building's abandonment can be of significant detriment to its long term preservation. There are simple acts of stewardship that a property owner can take to ensure that a vacant building is maintained and preserved, if not occupied.

Guideline 2.1: *Security*. It should be ensured that the building is secured against vandalism, break-ins, and natural disasters. Temporary coverings to windows and door openings, sensitively attached, can assist in preservation.

Guideline 2.2: *Stabilization*. Buildings should be structurally stabilized as needed to include a weather tight roof. If absent, temporary roofing may be installed. All utilities

should be disconnected and flammable materials and debris removed from the building.

Guideline 2.3: *Ventilation*. It is important that adequate ventilation to the interior be provided through the use of vents in window and door coverings. Inexpensive air duct covers over square holes cut into plywood are effective.

Guideline 2.4: *Pest Control*. The building should be treated to prevent termite infestation and any foundation or eave damage should be covered with wire screen.

Guideline 2.5: *Monitor*. Perhaps the most important measure, the building should be periodically monitored to ensure the effectiveness of preventative measures.

Guideline 2.6: *Maintain vegetation*. All landscaping, shrubs, small trees, and vines should be cut back to prevent growth that could damage the foundation or building materials over time. This will likewise deter trespassers.

### **3.0 Relocation**

Intent: Relocation of historic buildings into and out of the South End can impact the character of Tybee Island and should only be considered as a last resort in order to preserve a building. It shall only be permitted if all of the following conditions are met:

Guideline 3.1: The current location and surrounding context no longer contribute to the overall character of the property (i.e. residential property now surrounded by new construction and commercial development).

Guideline 3.2: The relocation has no negative effect on the character of the surrounding context or location (i.e. the relocation of a building to a new location on the same parcel or an adjacent parcel).

Guideline 3.3: The relocation is on another site within the City of Tybee Island.

Guideline 3.4: Plans for the redevelopment of the lot shall meet the design standards for new construction, when applicable, and must be submitted and approved by the zoning administrator prior to issuance of a permit to relocate a building.

Guideline 3.5: The building should comply with all design guidelines in the prior section to the greatest extent possible. This is especially important along principal commercial streets where continuity of building placement, height, fenestration and roof shape are consistent.

Guideline 3.6: Exceptions to guidelines in Section 3.0 should only be allowed when a historic building cannot otherwise be saved.

## **NEW CONSTRUCTION & EXISTING BUILDING RENOVATION**

The following guidelines for new construction include appropriate locations, site setting and orientation, setbacks, size, height, styles, materials, and design of various features such as windows, doors, roofs, etc. This section applies to both the construction of new structures from the ground up and alterations or additions to non-historic buildings, less than 50 years of age. If the property contains a historic building, the design guidelines for the treatment of historic properties applies.

New construction should be compatible with and complement existing historic properties within the district. Specific guidelines below apply to all aspects of new construction. Where a material change in the exterior appearance of any existing building by addition, reconstruction or alteration is proposed, such change should be consistent with the intent statement at the beginning of each section below.

To maintain the diversity of building types and uses that historically developed within the resort area of the island, now encompassed within the South-End Business Overlay District, guidelines throughout this section were created to specifically address and reinforce these elements. Development along streets that have a stronger commercial character should incorporate those traditional elements which define them as such when redeveloped to enhance and strengthen the commercial context. These corridors are defined as “principal commercial streets” and they include the portions of Tybrisa Street, Butler Avenue, and Strand Avenue within the South End Business overlay district (see district map in Appendix A).

**1.0 Site**

Intent: Building placement within a block front should provide visual interest and coherence in a manner that is consistent with area historic buildings when present. In order to convey a sense of place, buildings should be prominent in relation to vehicular structures and accessory buildings and should be situated in a manner consistent with historic development patterns.

Guideline 1.1: Building height and vertical elements of buildings should be in context with historic buildings in the same or adjacent block fronts. Where historic context is not present, the mass of large buildings should be divided both horizontally and vertically to convey a sense of human scale and visual interest that reflects the traditional size of buildings on Tybee Island. (Figures 35 and 36).



**Figures 35 (left) and 36 (right).** New Development on Butler Avenue is subdivided horizontally between floors and vertically in the center (left). Traditionally raised cottages have a base foundation, middle living section, and floor within the roof structure (right).

Guideline 1.3: Building setback should be the average setback for the buildings on the block front where the building will be placed, unless the average historic building setback on the block front where the building will be placed is greater. In this instance, the building setback should be placed at the average historic setback. (Figures 37 and 38).



**Figures 37 (left) and 38 (right).** Consistent storefronts on Butler Avenue create continuity along the commercial street (left). Regular setbacks and spacing on 14th Street create a harmonious rhythm along the street (right).

Guideline 1.4: Block fronts on principal commercial streets should not be interrupted by automobile access, driveways, or drop-off areas. These features allow cars to travel into and over pedestrian sidewalks negatively impacting the walkability of main street. (Figures 39 and 40).



**Figures 39 (left) and 40 (right).** Consistent storefronts on Tybrisa Street are broken with a driveway disrupting the sidewalk and pedestrian flow of traffic.

## **2.0 Height**

Intent: Height limits provide predictability to development and assures residents of access to open sky and coastal benefits (breezes, views, air, etc.). The historic character of the district should not be negatively affected by new buildings or additions that overshadow historic structures to which they have a direct visual relationship. The desire to establish maximum interior square footage by using low floor-to-ceiling heights on the first floor should be avoided. Historically, commercial buildings were tallest on the first floor where the public had greatest access and were reduced as the building got taller for more private spaces and offices.

Guideline 2.1: The current maximum height limit for the City of Tybee Island of 35 feet applies to all new construction and additions.

Guideline 2.2: The height of the first story of buildings on principal commercial streets should not be less than that of neighboring buildings. The height of the first floor of buildings on commercial streets should not be less than the height of any story above the first.

## **3.0 Uses**

Intent: Uses along the ground floor have a direct affect on the exterior character and overall activity of a place. Continuous solid walls to isolate private internal uses along a principal commercial street create dead-zones of inactivity. Businesses open to the public with entrances along the main street and large amounts of glazing create lively pedestrian spaces along the public right-of-way and reinforce those that are already established. All efforts to maintain, enhance, and strengthen the commercial character of the City's original main commercial and

resort area along principal commercial streets. While more private, residential development is appropriate on all other streets within the district.

Guideline 3.1: First floors of buildings should incorporate street facing active uses (including but not limited to retail, office, lobby, restaurants, hotels, and inns) that span the length of the façade on all facades fronting principal commercial streets and maintain individual primary exterior entrances. (Figure 41).

Guideline 3.2: residential development is prohibited at the first floor of a site or building within 20 feet of the right-of-way of the principal commercial street(s).



**Figure 41.** This development along Butler Avenue incorporates retail uses on the ground floor creating an active pedestrian sidewalk. Residential uses are in the floors above. The first floor is designed as a storefront with over 50% glazing while upper floors have glazing (openings) on over 25% of the facade.



**Figures 42 (left) and 43 (right).** Enclosed parking on a major commercial corner limits commercial and pedestrian opportunities (left). Podium parking at the ground floor is limited to users of the building and when coupled next to a surface lot, can result in large sections of inactivity with the central business district (right).

## **4.0 Exterior Building Walls**

Intent: Exterior building walls should reflect and complement the traditional materials and construction techniques of Tybee Island's historic regional architecture. Simple configuration and quality materials are favored over complexity in building form.

Guideline 4.1: Exterior walls should be faced with wood (clapboards, board and batten, or similar configuration), fiber cement board siding, brick, or stucco.

Guideline 4.2: Exterior walls should not be faced with vinyl siding, metal sheathing, permastone, z-brick, or asphalt roll to simulate brick.

Guideline 4.3: Solid walls over one story in height should incorporate openings (including but not limited to windows and recessed porches).

Guideline 4.4: Fire walls should be internal to the structure of a building whenever possible.

## **5.0 Windows**

Intent: The correct use of windows provides a sense of rhythm and enhances the pedestrian experience. They break up the building mass both horizontally and vertically creating a building that is more in scale and proportion with traditional building materials. Windows can enhance the human experience along the street by creating a visual opening into a more private space. Commercial buildings with first floor storefronts should provide a high level of transparency and a visual connection of interior and exterior activities. Boarding of windows and doors on commercial streets create a sense of blight and abandonment in the heart of the pedestrian areas. Prolonged periods of boarding should be avoided and windows and doors on principal facades retained in good condition to enhance the overall streetscape and viability of the area.

Guideline 5.1: The first story of a commercial building should be designed as a storefront on principal commercial streets. First floor retail storefront area glazing should not be less than 55 percent. Glazing should be transparent (Figures 41, 44, and 45).

Guideline 5.2: Residential facades should incorporate windows and doors over at least 30 percent of the first floor façade.

Guideline 5.3: For each floor above the first floor, building walls should incorporate openings at a minimum of 25 percent of the wall face (Figures 46 and 47).



**Figures 44 (left) and 45 (right).** First floor storefronts line both sides of Tybrisa Street, a principal commercial Street.



**Figures 46 and 47.** Solid upper walls with no openings create the appearance of larger massing out of scale with historic buildings along Tybrisa Street; albeit this creative approach used a mural to simulate a more compatible openings and roof on the upper floors.

Guideline 5.4: The centerline of window and door openings should align vertically on the primary façade.

Guideline 5.5: Windows should be made of wood, clad wood, composite, and metal window frames.

Guideline 5.6: Simulated divided light windows are permitted provided that spacer bars are used between the glass and muntins are present on the exterior of the glass.

Guideline 5.7: The boarding of windows and window openings is permitted before, during, and immediately after an emergency situation or during construction. Emergency and temporary boarding should not exceed 60 days.

## 6.0 Porches

Intent: Porches are an important architectural feature of Tybee Island's building stock. They provide a transition from public to private spaces and help to break up the mass of larger buildings. Incorporation and retention of porches helps to retain and enhance the ocean-front character of the residential and hotel uses within the historic resort area, now part of the South End business overlay district.

Guideline 6.1: Porches are required on all entrances for new residential development and hotel construction in accordance with the following:

6.1.1: *Single-Family and Two-Family.* A front porch a minimum of six feet in depth should be required over a minimum of 50 percent of the building width. (Figure 48).

6.1.2: *All Other Residential, Inn, and Hotel uses.* A porch or balcony extending a minimum of six feet in depth and six feet in width should be required for each unit facing a street. (Figure 49 and 50).

Guideline 6.2: Porches must have columns and railings that are separate distinguishable features from the main exterior wall (Figures 49 and 50).

Guideline 6.3: Front porches should be open and not enclosed in any manner.



**Figure 48.** A large wrap-around porch at 16 Izlar Avenue breaks-up the building mass with a transitional feature between the solid building wall and the exterior public realm. Enclosures are located at the rear, not readily visible from the street view.



**Figures 49 (left) and 50 (right).** Newer development on Izlar Avenue uses porches for each unit facing the street which provides access to the exterior and breaks-up the building mass with a transitional and transparent feature between the solid wall and the exterior. These examples illustrate the use of columns and railings to separate the feature from the main building mass.

## 7.0 Roofs

Intent: The roof of a building gives shape to its overall form. Along with height, this building feature defines skylines and can create both rhythm and diversity within a streetscape. New construction and redevelopment of existing structures should respect the established rhythm or diversity within the block face preserve the character of an area.

Guideline 7.1: Principal roofs should be pitched (Figures 51, 52, and 53). Roof pitches should be between 4:12 and 8:12. Pitched roofs less than 4:12 are permitted on Tybrisa Street and Butler Avenue provided they are screened by a parapet on the front façade. Gable and hip roofs in excess of 8:12 pitch are permitted only where a similar historic building roof pitch exists within the same block front.

Guideline 7.2: Mansard and pent roofs are prohibited.



**Figures 51 (top), 52 (left), and 53 (right).** These images of two- and three-story buildings along Butler Avenue and Tybrisa Street illustrate how the use of a pitched roof (along with porches) helps to break up the otherwise rectangular building mass.

## **8.0 Fences and Walls**

Intent: When used correctly, fences and walls aid in defining outdoor spaces, separate the private and public realms, and add architectural interest to a property. When used incorrectly, fences and walls can restrict light, obstruct views, and impede pedestrian activity.

Guideline 8.1: The height of any fence or wall within the rear or side yards should not exceed eight (8) feet.

Guideline 8.2: Within the front yard setback, the height of any fence or wall should not exceed three (3) feet. (Figure 54).

Guideline 8.3: Where buildings are set back from the street, landscaping is encouraged between the building face and the street.

Guideline 8.4: Fence and wall materials should be compatible and consistent with the primary structure to which they are associated. (Figure 54).

Guideline 8.5: Barbed wire, razor wire, chain link, vinyl, and PVC fencing should not be used where visible from the public right-of-way.



**Figure 54.** This cottage on Izlar Avenue illustrates a three foot tall fence in the front and side yards, allowing visibility of the building while clearly outlining the private front yard. The fence is painted wood matching the material and finish treatment of the house that it is associated with.

## **9.0 Operational Equipment**

Intent: Operational equipment visible from the street contributes to visual clutter. With the screening and placement of equipment out of view, the visual character of an area is enhanced.

Guideline 9.1: Electrical vaults, meter boxes, and communications devices should be located on secondary and rear facades and be minimally visible from view.

Guideline 9.2: HVAC units should be screened from the public right-of-way.

Guideline 9.3: Refuse storage areas should be located within a building or should be screened from the public right-of-way.

Guideline 9.4: Pools visible from the right-of-way should be screened.

Guideline 9.5: Screening to meet these guidelines should incorporate materials consistent with the main building and prior sections on materials and fencing.

### **10.0 Accessory Buildings**

Intent: Accessory buildings must appear secondary to the principal structure for which they are associated. They should be compatible in both material and proportion while maintaining a smaller scale and less prominent appearance and location on the parcel.

Guideline 10.1: Accessory buildings should be located to the rear of the lot and not dominate the principal structure to which they are associated.

Guideline 10.1: Accessory buildings should be secondary in height, scale, and mass to the principal structure to which they are associated. (Figures 55 and 56).

Guideline 10.2: Accessory buildings should correspond in material and detail to the principal structure to which they are associated. (Figures 55 and 56).

Guideline 10.3: Prefabricated metal buildings and trailers should not be visible from the public right-of-way.



**Figures 55 (left) and 56 (right).** Outbuildings or secondary structures in the district are not common. These two show compatible wood building material, secondary massing and scale that is subordinate to principal buildings.

## RECOMMENDATIONS FOR SEA LEVEL RISE

Applications for addressing sea-level rise and daily flood events in both historic structures, relocation, and new construction are recommended in accordance with preservation goals, federal, state, and local regulations. Because of the district's location on a barrier island along the Atlantic Coast and the continuous building up of the land for development, considerations for sea-level rise and coastal flooding should be undertaken for all existing and future development. A full study into these events and resulting impacts was undertaken in 2016 in the Tybee Island Sea-Level Rise Adaptation Plan funded by the National Sea Grant College Program and administered by the National Oceanic and Atmospheric Administration (NOAA; Evans 2016). For more information, please refer to that document [here](#).

This section provides recommendations and guidance for adapting existing structures and designing new development to mitigate these impacts in the South-End Business Overlay District. Recommendations are based on Tybee's unique situation along the eastern coast in correlation to the Secretary of the Interior's recommendations for resilience to natural disasters (Grimmer 2017: 153-155).

### 1.0. Evaluate and Document Site Conditions

Each property is unique and maintains its own level of development, hard surfaces, slope, drainage, and elevation. All of these factors determine how much water (from daily weather events or natural hazards) will collect on your site and how long it will stay. It is highly recommended to evaluate the site in the early planning stages to determine the potential for water collection and retention.

Regularly maintaining existing drainage systems can have a beneficial impact to helping with water intrusion on a site. Evaluating what is there can help to identify vulnerable areas that are in need of attention and additional measures.

Documenting the pre-construction conditions is recommended to help make design decisions to mitigate for water collection and retention. A land survey showing elevations can be extremely helpful in determining building placement, drainage collection points, permeable driveways and areas to be left untouched. The larger the amount of land that can be documented, the better planning efforts can go into developing mitigation strategies. If all parties are evaluating and documenting on their own, the water is generally displaced from one property owner to another. If parties can work together, more comprehensive plans can be developed to drain water from multiple sites.

## **2.0 Identify Vulnerabilities**

Once a property is evaluated and the site/building conditions are documented, areas that are prone to water collection and retention should be identified. Because of Tybee's location along the coast, low elevation, land and road development, and regular flooding events, there may be multiple vulnerabilities. Identify all weaknesses and prioritize with regard to potential for severe damage and ease of mitigation. If a roof is leaking and the yard is flooding, it will be a rather simple task to fix the roof prior to a major storm event but it may take more planning, extensive site work, and coordination with City water departments to redirect drainage systems. Thus, both can cause severe damage but one may be more easily resolved and should also be identified.

## **3.0 Consider Historic Features**

During the planning phase, it is important to identify and document historic features including buildings, outbuildings, fences, etc... on the site. If historic structures and features are present, it is important to document their existing conditions (interior and exterior) and determine if they are being directly or indirectly impacted by water intrusion. If they are on the lowest point of the site where water collects regularly, overtime severe damage could erode foundations, floor systems, and joists. If water is being directed to historic structures through poor or faulty drainage systems, new systems could be installed to keep water away from structures. If large areas of land are undeveloped to help drain surface water, consideration for retaining these open areas should be made to reduce impacts to areas that are built upon.

If no historic features are present on a specific property, it is also important to consider adjacent properties and rights-of-way to ensure that development activity on your site does not negatively affect neighboring properties by draining water onto their site.

## **4.0 Develop Strategies to Mitigate**

A thorough approach will seek to develop multiple alternative design strategies to off-set negative impacts (or mitigate) from water collection and retention on the site. Maintenance of the building and the site are recommended to help preserve historic features and new buildings and can provide an indication of early water intrusion on a property.

For historic properties, it is important to minimize water intrusion which can severely damage historic fabric. This should be undertaken by the least invasive means possible so as to retain historic character and character-defining features. Where possible, traditional regional measures that respect the character of a place should be employed. These would include maintaining sand dunes to protect against storm surge, installing shutters to keep storm water and surge out of building, installing a french drain to keep water away from the foundations, installing appropriate weather proofing and seals around doors and between window sashes to keep water out and general maintenance of the roof to prevent leaks. If simple measures

prevent water intrusion and collection in historic structures prove unsuccessful, it is important to stop these measures and not be overly invasive when unnecessary.

With new construction, it is important to consider the conditions of the site prior to this step. While permitted by right, it may not be appropriate to develop land that continually floods or is prone to risk from natural hazards. Identifying sites that are high in elevation and well drained will eliminate many of the risks associated with sea-level rise and flooding.

## **5.0 Elevating and Relocating**

More invasive measures may be appropriate depending on the potential risk to the resource (building or property). If traditional regional measures (such as shutters or drainage systems) will not mitigate the negative impacts it may be necessary to consider more invasive strategies like elevating the building. Depending on the context, relocating or elevating the structure as little as possible to eliminate water retention based on the land survey may be undertaken.

In situations where a building is or is designed to be part of a collection of structures that have a regular rhythm along the street, it is important to consider the negative impacts of elevating a single structure (new or old) within the block front and thus it is not recommended. In this scenario, a variance from elevation requirements that would otherwise disrupt the streetscape, or development of a more holistic strategy looking at minor elevations to all buildings that comprise the streetscape should be considered.

Per the Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties, it is recommended to "consider adaptive options whenever possible, that will protect multiple historic resources, if the treatment can be implemented without negatively impacting the historic character..." (Grimmer 2017: 155).

Elevation of a single building on a site with no relationship to surrounding structures may be more successful. In some cases, new foundations can be installed at higher planes with little impact to the overall character or surrounding context. Planting vegetation around the new foundation can visually off-set the new elevated appearance. Again, it is important to do this to the least extent possible and not elevate a building ten-feet when two-feet will be sufficient.

Relocating of a building from a flood prone or high risk site may be necessary in order to preserve the structure in some very rare cases. Relocating a historic building from its original site removes it from its historic context and setting creating a loss of historic integrity. It is not typically recommended but may be a strategy of last resort when all other mitigation strategies fail and the potential damage from water intrusion and collection within or around the building becomes too severe. In this situation, it is recommended to relocate the historic building as close as possible to its original site to retain contextual features.

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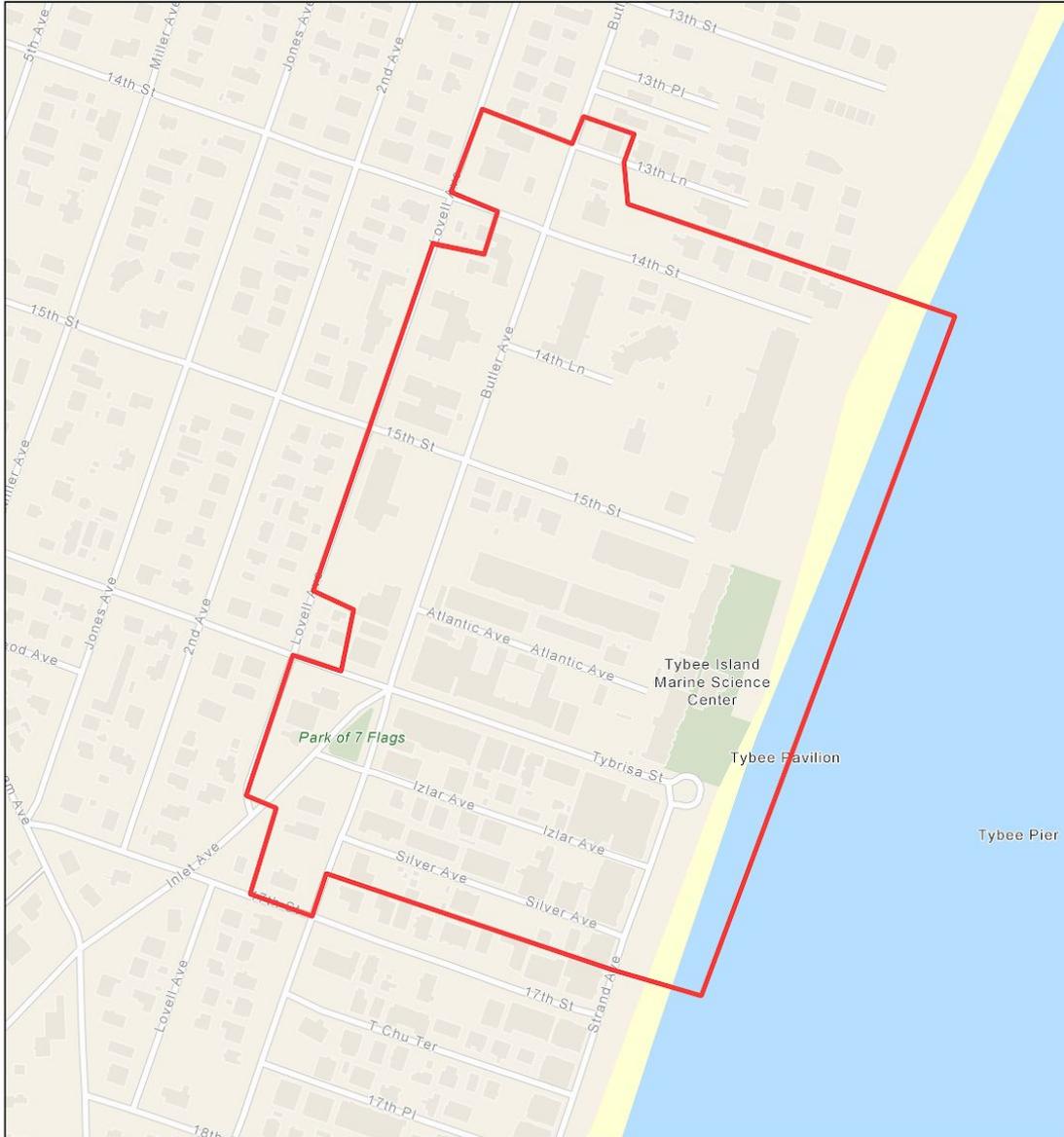
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## **APPENDICES**

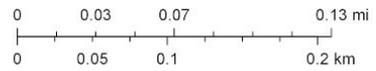
# APPENDIX A: SOUTH END OVERLAY DISTRICT BOUNDARY MAP

## Tybee Island South End Overlay District



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SAGIS

Savannah Area Geographic Information System

## APPENDIX B: SOUTH END OVERLAY TABLE OF PROPERTIES

PIN NUMBER	TYPE	NAME/TYPE	ADDRESS	TAX DATE OF CONST	HRS DATE
4-0008-06-014	RESIDENTIAL	RESIDENTIAL	17 SILVER AVE.	1900	
4-0009-02-008	HOTEL/MOTEL	BED & BREAKFAST	1701 BUTLER AVE.	1910	1915
4-0008-04-004	RESIDENTIAL	RESIDENTIAL	14 IZLAR AVE.	1915	1950
4-0008-05-013A	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	13 IZLAR AVE.	1920	
4-0008-04-010A	HOTEL/MOTEL	CARBO HOUSE	9 TYBRISA ST.	1925	1932
4-0008-06-039	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	3 SILVER AVE.	1928	1944
4-0007-17-003	COMMERCIAL	STING RAY'S	1405 BUTLER AVE.	1928	1950
4-0007-06-001	RESIDENTIAL	RESIDENTIAL	20 14TH ST.	1929	1929
4-0008-05-012	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	11 IZLAR AVE.	1930	1932
4-0008-02-016	HOTEL/MOTEL	HOTEL TYBEE	0 BUTLER AVE.	1930	1910-1919
4-0008-03-007	RESIDENTIAL	RESIDENTIAL	2 ATLANTIC AVE	1930	
4-0008-04-003	RESIDENTIAL	RESIDENTIAL	16 IZLAR AVE.	1932	1932
4-0008-04-010	COMMERCIAL	LIGHTHOUSE PIZZA	15 TYBRISA ST.	1934	
4-0008-04-002	COMMERCIAL	VACANT COMMERCIAL	1606 BUTLER AVE.	1936	1920
4-0008-05-010	RESIDENTIAL	RESIDENTIAL	7 IZLAR AVE.	1936	1930
4-0008-03-002	RESIDENTIAL	RESIDENTIAL	15 15TH ST.	1936	1936
4-0008-03-013	MIXED USE	MIXED USE	1514 BUTLER AVE.	1937	1937
4-0008-04-012	COMMERCIAL	TS CHU	7 TYBRISA ST.	1937	1937-1948
4-0008-03-004B	RESIDENTIAL	RESIDENTIAL	19 15TH ST.	1938	1930
4-0008-03-003	RESIDENTIAL	RESIDENTIAL	17 15TH ST.	1940	1930
4-0008-04-006	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	10 IZLAR AVE.	1940	1940
4-0008-04-011	COMMERCIAL	BAR WITH NO NAME	17 TYBRISA ST.	1940	1948

PIN NUMBER	TYPE	NAME/TYPE	ADDRESS	TAX DATE OF CONST	HRS DATE
4-0008-03-017	COMMERCIAL	DOC'S BAR	10 TYBRISA ST.	1940	1920-1929
4-0007-06-002	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	10 14TH ST.	1940	1925-1934
4-0008-03-004	MIXED USE	MIXED USE	1504 BUTLER AVE.	1940	
4-0008-04-006A	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	8 IZLAR AVE.	1940	
4-0008-18-003	RESIDENTIAL	RESIDENTIAL	1603 BUTLER AVE.	1940	
4-0008-04-010B	COMMERCIAL	BERNIE'S	13 TYBRISA ST.	1941	1940
4-0008-05-001	RESIDENTIAL	RESIDENTIAL	19 IZLAR AVE.	1947	1924-35
4-0008-04-008	COMMERCIAL	WAVE'S	TYBRISA ST.	1949	1949-1968
4-0008-18-002	RESIDENTIAL	RESIDENTIAL	102 17TH ST.	1950	1910
4-0008-06-010A	COMMERCIAL	FANNIE'S	1613 STRAND AVE.	1952	
4-0008-03-015	COMMERCIAL	SUBWAY	18 TYBRISA ST.	1992	1955
4-0008-04-001A	COMMERCIAL	ART SUPPLY	1604 BUTLER AVE.	Couldn't locate PC	1960
4-0008-17-003	COMMERCIAL	POST OFFICE	1601 INLET AVE.	1961	1961
4-0008-18-004	COMMERCIAL	ARBY'S	1601 BUTLER AVE.	1962	
4-0008-07-009	COMMERCIAL	BENNY'S	1517 BUTLER AVE.	1967	1967
4-0008-07-004	COMMERCIAL	NICKIE'S 1971	1513 BUTLER AVE.	1965	1970
4-0008-06-001	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	1614 BUTLER AVE.	1969	
4-0008-03-014	COMMERCIAL	ROCK HOUSE AND RETAIL	1516 BUTLER AVE.	1969	
4-0008-06-041	RESIDENTIAL	RESIDENTIAL	5 SILVER AVE.	1970	1970
4-0008-01-004	HOTEL/MOTEL	SANDCASTLE INN	1402 BUTLER AVE.	1970	
4-0008-03-018	MIXED USE	BEACH BITES/MIXED USE	8 TYBRISA ST.	1970	

PIN NUMBER	TYPE	NAME/TYPE	ADDRESS	TAX DATE OF CONST	HRS DATE
4-0008-17-002	COMMERCIAL	CHU'S CONVENIENCE	1603 INLET AVE.	1973	
4-0008-03-013A	COMMERCIAL	SAND BAR	1512 BUTLER AVE.	1974	
4-0007-06-003	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	2 14TH ST.	1974	
4-0008-03-006	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	16 ATLANTIC AVE	1974	
4-0008-03-004A	COMMERCIAL	BREAKFAST CLUB	1502 BUTLER AVE.	1976	
4-0007-06-003A	RESIDENTIAL	RESIDENTIAL	8 14TH ST.	1976	
4-0008-05-002	HOTEL/MOTEL	ATLANTIS	20 SILVER AVE.	1978	
4-0008-04-011A	COMMERCIAL	ALOHA GIFTS	25 TYBRISA ST.	1980	
4-0008-03-001C	MULTI-FAMILY RESIDENTIAL	CONDO/APT	1 15TH ST.	1980	
4-0008-05-013	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	15 IZLAR AVE.	1980	
4-0008-03-001F	HOTEL/MOTEL	TYBRISA BEACH RESORT	ATLANTIC AVE.	1980	
4-0007-16-002	COMMERCIAL	SOCIAL CLUB	1311 BUTLER AVE.	1982	
4-0008-07-005	COMMERCIAL	SUNRISE REST (MIXED USE)	1509 BUTLER AVE.	1984	
4-0008-03-001	COMMERCIAL	MARINE SCIENCE	15TH ST.	1985	
4-0007-16-001	COMMERCIAL	SHELL STATION	1315 BUTLER AVE.	1985	
4-0008-02-015	RESIDENTIAL	HOTEL TYBEE COTTAGE	1401 STRAND AVE.	1988	
4-0008-01-003	RESIDENTIAL	RESIDENTIAL	9 14TH ST.	1990	
4-0008-01-013	HOTEL/MOTEL	DUNES HOTEL	1409 BUTLER AVE.	1993	
4-0008-07-008	HOTEL/MOTEL	ADMIRAL'S INN	1501 BUTLER AVE.	1995	
4-0008-17-001	COMMERCIAL	TYBEE PIZZA	1605 INLET AVE.	1998	
4-0008-05-015	MULTI-FAMILY RESIDENTIAL	BOYLSTON PLACE CONDO	8 SILVER AVE.	1998	

PIN NUMBER	TYPE	NAME/TYPE	ADDRESS	TAX DATE OF CONST	HRS DATE
4-0008-03-088	MULTI-FAMILY RESIDENTIAL	SEA BREEZE CONDOS	16 TYBRISA ST.	1999	
4-0008-03-012	MULTI-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	23 ATLANTIC AVE.	1999	
4-0008-05-101	MULTI-FAMILY RESIDENTIAL	SANDPIPER CONDO	1609 STRAND AVE.	2000	
4-0008-05-107	MULTI-FAMILY RESIDENTIAL	SANDPIPER CONDO	1609 STRAND AVE.	2000	
4-0008-03-032	MULTI-FAMILY RESIDENTIAL	BRASS RAIL VILLAS	3 15TH ST.	2004	
4-0008-03-073	MULTI-FAMILY RESIDENTIAL	BRASS RAIL VILLAS	3 15TH ST	2004	
4-0008-02-011	MULTI-FAMILY RESIDENTIAL	CONDO/APT	6 15TH ST	2005	
4-0008-01-006	MULTI-FAMILY RESIDENTIAL	CONDO/APT	7 14TH ST	2006	
4-0008-06-042	MULTI-FAMILY RESIDENTIAL	SEA SIGHT VILLA	13 SILVER AVE.	2006	
4-0008-05-309	MULTI-FAMILY RESIDENTIAL	SILVER SHORES	18 SILVER AVE.	2006	
4-0008-04-014	MULTI-FAMILY RESIDENTIAL	CONDO/APT	12 IZLAR AVE.	2006	
4-0008-03-174	MULTI-FAMILY RESIDENTIAL	BRASS RAIL VILLAS	1508 BUTLER AVE.	2007	
4-0008-03-185	MULTI-FAMILY RESIDENTIAL	PELICANS LANDING - CONDO	26 ATLANTIC AVE	2007	
4-0008-05-322	MULTI-FAMILY RESIDENTIAL	SILVER SEAS	12 SILVER AVE.	2007	
4-0007-17-006	MIXED USE	MIXED USE	1415 BUTLER AVE.	2007	
4-0008-05-332	MULTI-FAMILY RESIDENTIAL	KITE CLUB CONDO	17 IZLAR AVE.	2009	
4-0008-04-011B	COMMERCIAL	SEAGULL'S	23 TYBRISA ST.	2013	

## APPENDIX C: RECOMMENDATIONS FOR INCENTIVES

Often, there is additional time, effort, and cost associated with historic rehabilitation work. One way communities prioritize preservation and reward its practice is through the development of incentive programs. Although packaged in various ways, incentives typically provide a financial reason to adopt preservation principles as the framework for a project.

Currently, the Tybee Island Main Street program offers one such incentive, the [Facade Improvement Grant](#) opportunity. Established to encourage renovation and rehabilitation of commercial structures, applicants may receive assistance in undertaking improvements designed to enhance the visual experience and promote pride within the community to strengthen the economy and sense of place. Grant reimbursement is a 50% match with a maximum award of \$5,000.

Other incentives that are not currently offered but could provide leverage for the use of the Design Guidelines Manual include a reduction or forgiveness of development fees, such as property taxes, tapping fees, or even parking requirements. By tying the Manual to the use of incentives, it can be used as a regulatory document by the City for incentive recipient properties. Incentives should not be given, however, for the moving, relocation, or demolition of historic buildings.

A lesser known incentive, facade easements provide an alternative incentive, allowing for a tax deduction while ensuring facade preservation in perpetuity. The amount deducted is determined by a valuation of the facade itself.

## APPENDIX D: GLOSSARY

The following terms apply to the Design Guidelines Manual.

*Active use.* An allowed use under the zoning ordinance for a property that is open to and provides an ongoing activity or service for the general public (i.e. restaurant, retail, office, gallery, etc.) and which maintains a primary exterior entrance. Uses intended primarily for the buildings' occupants, such as meeting rooms, internal offices, hallways, storage areas, recreational facilities not open to the general public, etc., or are primarily accessed from the interior, are not considered active uses.

*Block.* A block is a rectangular space bounded on three sides by a street and on the fourth by a street or lane and occupied by or intended for buildings.

*Block front.* A block front is the area between two intersecting streets along the same side of the street on which the subject parcel is located.

*Building form.* The physical shape of a building resulting from its mass, height, and envelope.

*Commercial building.* A building whose primary function is for business or retail use.

*Compatibility.* The positive relationship of alterations to existing buildings and designs for new construction to their environs; compatibility is measured by consistent application of accepted guidelines and standards defining the individual visual character of a specific area.

*Demolition.* The act of either demolishing or removing 50 percent or more of the exterior walls of a building; or any primary exterior wall facing a public street or beach; or 50 percent or more of the roof area.

*Façade.* Any exterior face of a building.

*Fronting. Facing.*

*Glazing.* The clear or translucent material through which light passes into a building; most often glass.

*Historic building.* Properties that are "historic" have been listed as eligible or potentially ("may") be eligible as part of the [Tybee Island Historic Resources Survey Phase 1](#) report. Properties listed with the "yes" and "may" notations in the National Register eligibility column on pages 104 to 123 of the report are historic.

*Historic character.* All of the visual aspects and physical features that comprise the appearance of every historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, and decorative details.

*Non-historic.* A structure that is less than 50 years old and/or does not possess any known historical or architectural significance.

*Overlay.* A regulatory tool that creates a special zoning district, placed over an existing base zoning, which identifies special provisions in addition to those in the underlying base zoning.

*Primary façade.* The façade on which the primary entrance is located. For buildings on corner lots, the building may have two primary facades.

*Principal commercial streets.* The portions of Tybrisa Street, Butler Avenue, and Strand Avenue which are the present and historically business corridors within the South End Business overlay district.

*Principal roof.* The roof of the principal building on a parcel.

*Storefront.* The ground floor area of a retail building featuring large glass windows and an entrance.

*Story.* That portion of a building, other than the basement, included between the surface of any floor and the surface of the next floor above it, or if there is no floor above it, then the space between the floor and the ceiling above the floor of such story.

*Vehicular structure.* Any covered structure that protects or houses a vehicle.

*Zoning administrator.* The designated City staff person who administers the building code and reviews building permit applications.

## REFERENCES

[City of Tybee Island Historic Resources Survey, Phase 1](#), 2016.

[Facade Improvement Grant Opportunity Informational Form](#), 2018.

[Secretary of the Interior's Standards for the Treatment of Historic Properties with Illustrated Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings](#), 2017.

[Tybee Island Sea-Level Rise Adaptation Plan](#), 2016.