

Tybee Island 2021-2026 Comprehensive Plan Update







## **COVER SHEET FOR COMMUNITY PLANNING SUBMITTALS**

Name(s) of Submitting Government(s):	Tybee	Island	
RC:	CGRC		
Submittal Type:	2021 (	Comp Plan	
Preparer:	⊠ RC	☐ Local Government	☐ Consultant: Specify
Cover Letter Date:12/13/21			
Date Submittal Initially Received by RC: 12/13/21			
Explain Unusual Time-lags or Other Anomalies, when present:			

Inaccurate/incomplete information, above, and nonconformity with the standards articulated, below, are reportable as performance errors under the terms of the annual DCA/RC contract and may lead to adverse audit findings.

- ALL SUBMITTALS MUST BE TRANSMITTED ELECTRONICALLY USING THE DEPARTMENT'S SHAREPOINT SITE.
- COMBINE <u>ALL</u> INDIVIDUAL IMAGES, DOCUMENTS AND SPREADSHEETS INTO <u>ONE SINGLE, SEARCHABLE PDF</u> (INCLUDING COVER LETTERS, APPENDICES, ETC.), PUT THIS COMPLETED FORM AS THE FIRST PAGE OF THE PDF AND THEN UPLOAD IT.
- REVISED SUBMITTALS <u>MUST INCLUDE THE ENTIRE DOCUMENT</u>, NOT ONLY THE REVISED PORTION.
- EMAILED OR HARDCOPY MATERIALS <u>WILL NOT</u> BE ACCEPTED FOR DCA REVIEW.
- ALL SUBMITTALS MUST BE CHANNELED THROUGH THE APPROPRIATE REGIONAL COMMISSION.

#### RESOLUTION

## A RESOLUTION BY THE MAYOR AND COUNCIL OF TYBEE ISLAND, GEORGIA, ADOPTING THE TYBEE ISLAND 2021-2026 COMPREHENSIVE PLAN

WHEREAS, Tybee Island prepared a 2021 update to the comprehensive plan in accordance with the rules of the Georgia Department of Community Affairs Minimum Standards and Procedures for Local Comprehensive Planning (Chapter 110-12-1); and,

WHEREAS, The Mayor and Council of Tybee Island, in consultation with the Coastal Regional Commission, selected both a technical group and stakeholder group consisting of a cross-section of the community to facilitate development of the 2021-2026 Comprehensive Plan (the Plan); and,

WHEREAS, the groups met regularly with staff and the consultant over the eight month period to establish goals, objectives, and strategies to guide the future of the community; and,

WHEREAS, the Tybee Island and Regional Commission staff assembled the recommendations of the groups and prepared documents in the Comprehensive Plan format required by the Georgia Department of Community Affairs Minimum Standards and Procedures for Local Comprehensive Planning (Chapter 110-12-1); and,

WHEREAS, the Tybee Island 2021-2026 Comprehensive Plan was prepared in accordance with the Standards and Procedures for Local Comprehensive Planning (Chapter 110-2-1) effective October 1, 2018, and established by the Georgia Planning Act of 1989; and,

WHEREAS, on August 17, 2021, the City transmitted the Plan to the Coastal Regional Commission (CRC) and the Georgia Department of Community Affairs for official review; and,

WHEREAS, the Plan has been found by the Georgia Department of Community Affairs to be in compliance with the above-mentioned Minimum Standards and Procedures;

NOW THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF TYBEE ISLAND, GEORGIA, AND IT IS HEREBY RESOLVED that Tybee Island 2021-2026 Comprehensive Plan is hereby approved and adopted.

BE IT FURTHER RESOLVED that the City staff be directed to provide a copy of this adoption resolution within seven (7) days of local adoption of the approved Plan to the CRC, and to publicize the availability of the adopted Plan as public information by posting the Plan on the City's website.

CITY OF TYBEE ISLAND, GEORGIA

Mayor

1 1/4

Clerk of Council

## City of Tybee Island Resolution to Submit Comprehensive Plan Update

**WHEREAS**, the City of Tybee Island Council has completed the required Comprehensive Plan Update.

**WHEREAS**, this document was prepared according to the Chapter 110-12-1 Minimum Standards and Procedures for Local Comprehensive Planning effective October 1, 2018 and the required public hearing was held on January 14, 2021.

**BE IT THEREFORE RESOLVED**, that the City of Tybee Island Council does hereby transmit the Comprehensive Plan Update to the coastal Georgia Regional Commission and the Georgia Department of Community Affairs for official review.

BY: Shirley Sessions

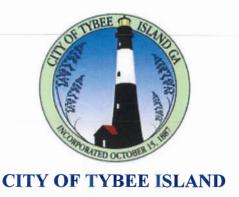
DATE: 08/17/2021

ATTEST: That heer

DATE: 8/17/21

MAYOR Shirley Sessions

CITY COUNCIL
Barry Brown Mayor pro tem
John Branigin
Jay Burke
Nancy DeVetter
Michael "Spec" Hosti
Monty Parks



CITY MANAGER Shawn Gillen

CITY CLERK
Janet LeViner

**CITY ATTORNEY Edward M. Hughes** 

August 23, 2021

Allen Burns, Executive Director Coastal Georgia Regional Commission 1181Coastal Drive SW Darien, GA 31305

RE: Comprehensive Plan Update Submittal

The City of Tybee Island has completed an update of its comprehensive plan and is submitting it with this letter for review by the Coastal Georgia Regional Commission and the Department of Community Affairs.

I certify that we have held the required public hearings and have involved the public in development of the plan in a manner appropriate to our community's dynamics and resources. Evidence of this has been included with our submittal.

I certify that appropriate staff and decision-makers have reviewed both the Regional Water Plan covering our area and the Rules for Environmental Planning Criteria (O.C.G.A. 12-2-8) and taken them into consideration in formulating our plan.

If you have any questions concerning our submittal, please contact George Shaw at 912-472-5031, gshaw@cityoftybee.org

Sincerely, Shiller Sensions

Shirley Sessions

Mayor

Ethics Commission: Marie Rodriguez

Ethics Commission: Frances Kaye Strickland (Incumbent)

16. Tybee Island Development Authority/Main Street Board of Directors: Beth Martin 17. Tybee Island Development Authority/Main Street Board of Directors: Michael Flores

Reports of Staff, Boards, Standing Committees and/or Invited Guest. Limit reports to 10

18. Eric Landon, CRC Comp Plan Process

## Consideration of Approval of Consent Agenda

#### Public Hearings

 Variance: Requesting to go over required 35 foot height ordinance - 1801 Chatham Avenue, 40009 13006, Zone R-2, Walt Freeman. WITHDRAWN BY PETITIONER

## Consideration of Bids, Contracts, Agreements and Expenditures

- 20. Award for ITB 2020-757, Mechanical Bar Screen. Funding for this project was in the FY2021 Capital Improvement Program under Account Number 505-4350-54-1400. Total
- 21. Contract: Basin Company, LLC, Providing and Installation of Storm Shutters 22. Water Tank Maintenance - 78 Van Hom
  - Critical tank maintenance requires that ALL equipment be removed. Verizon has installed a temporary pole on site for their equipment. Chatham County ICS will be providing an additional temporary pole to transfer all remaining public safety radio equipment, with the exception of the microwave drum antenna connecting this site to the County network. Comcast will provide a temporary point-to-point circuit as a workaround. The cost is to establish a secure site just north of the tower, erect the temporary pole, transfer the equipment, provide temporary land-based communications and return all equipment to the tank when maintenance is complete.
  - 23. Budget amendment to move funds from Fund Balance to Capital Building Improvements for renovation of old Marine Science Center building.
  - 24. Budget Adjustment: Salt Meadows Project: Nutter and Associations, Hydrologic Analysis Reassement for Leonard property driveway maintenance project
  - 25. Award of ITB 2020-755, Memorial Park Pavilion and Budget Amendment, SPLOST Memorial Park Pavilion, to Savannah Construction and Preservation in the amount of \$112,950.

#### Consideration of Ordinances, Resolutions

26. Resolution: 2021-1, Superintendent of Elections

27. Resolution: 2021-02, Municipal Election

28. First Reading: 2021-01, Article VIII, Short Term Rental Properties

#### Council, Officials and City Attorney Considerations and Comments

29. Bubba Hughes: Ante Litem Notice: Mark Douglas Deloach

30. Nancy DeVetter: Code Review Committee recommendations

31. Shawn Gillen: Enter Into a contract with Greenline Architecture for an assessment and design for the new use of the Old Marine Science Center Building.

P.O. Box 2749 - 403 Butler Avenue, Tybee Island, Georgia 31328-2749 (866) 786-4573 - FAX (866) 786-5737 www.cityoftybee.org



## AFFIDAVIT OF PUBLICATION SAVANNAH MORNING NEWS

#### STATE OF GEORGIA, COUNTY OF CHATHAM

Personally appeared before me, Alaina Fincher, to me known who being sworn, deposes and says: That he/she is the authorized agent of GateHouse Media, Georgia Holdings, Inc., d. b. a. Savannah Morning News in Chatham County, Georgia;

That he/she is authorized to make affidavits of publication on behalf of said company; That said newspaper is of general circulation in said county and in the area adjacent thereto; That said newspaper is the legal organ for publication in Chatham County, Georgia; That he/she has reviewed the regular editions of the Savannah Morning News, published:

July 25 2021	Đ.	
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, 2021		, 2021

And finds that the following advertisement to wit:

STORY OF THE PROPERTY OF THE P	The Mayor and Council of the City of Tybee Island will hold a Public Alering of the Public Safety Building, 78 Van Horne, on Hurradov, Adustr 12, 2021, of Hurradov, Adustr 12, 2021, of Hearing is as follows:	TEXT AMENDMENT: Amendment to Tree Ordinance. SPECIAL REVIEW: Build Boardwalk Crossover – 708 Butler Ave. – 40006 709 Cooper R.2 – Heath Shelton Habersham Development, LLC	VARIANCE: Rear Addition to residence – 3 Kingry St. – 40019 03006 – Zane R.2 – Anne K. Smith, Architect for Owner (Robin Grain)	Tybee Island 2016-2021 Comprehensive Plan	Anyone wishing to speak to this issue may do so, it will be necessary to sign a Disclosure form before the Hearing. The farm is available at City Hall.	
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appeared in each of said editions.

Sworn to and subscribed before me;

(Deponent)

This day of July, 2021

**GEORGIA** 

"Herritanies

Notary Public; Chatham County, GA.

EUGENE J CRONK
Notary Public, Chatham County, Georgia
My Commission Expires January 24, 2022

### Tybee Island 2016-2021 Comprehensive Plan

#### Acknowledgments

#### **City Leadership**

Shirley Sessions, Mayor

#### Council

John Branigin
Barry Brown
Jay Burke
Nancy DeVetter
Michael "Spec" Hosti
Monty Parks

#### **Stakeholder Committee Members**

George Shaw, Planning & Zoning Manager
Pete Gulbronson, City Engineer
Michelle Owens, Main Street Administrator
Stephanie Pepp, Resident
Eric Hutchinson, Resident
Terri O'Leary, Business Owner
Harry Trout, Resident
Dottie Klutz, Resident
Jimmy Brown, Resident
Jimmy Brown, Resident
Jeremy Gonyou, Business Owner
Dillon Patel, Business Owner
Elaine McGruder, Planning Commission
Susan Hill, Planning Commission

#### **Coastal Regional Commission**

Allen Burns, Executive Director

#### **Planning and Government Services Team**

Eric Landon, Director of Planning & Government Services Scott Berson, Regional Planner Cole Mullis, Regional Planner Russ Marane, Interim Planning Director/Senior Planner Aaron Carpenter, Supervising Senior Planner Hunter Key, GIS/IT Director Megan Hunnicutt, GIS Manager Heather Cummings, GIS Analyst Tara Lopez, GIS Analyst Teresa Townsend, Administrative Assistant

## **Executive Summary**



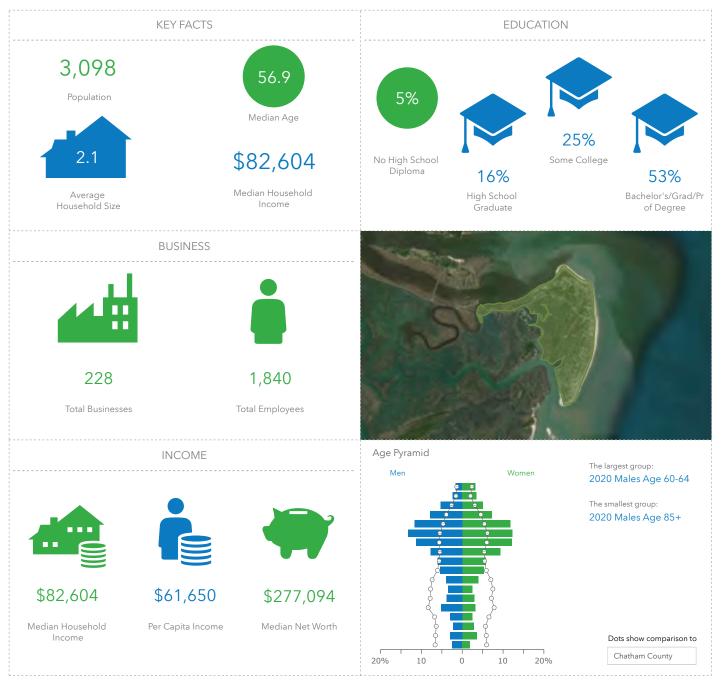
The Tybee Island Comprehensive Plan is a living document that is continually updated and refreshed by citizens and city leaders to reflect the current vision, goals and future plans for the community.

Apart from being a visionary document, the comprehensive plan is a guidance document for developing and creating policies that affect how the City will change, adapt and respond to new issues over the coming years.

The Comprehensive Plan is a long-range plan to guide growth and influence the physical development of the Island. The goals and policies within the Comprehensive Plan are designed to help Tybee Island become prosperous, healthy, equitable, and resilient.

This Tybee Island Comprehensive Plan Update is a five-year update as required by the "The Minimum Standards and Procedures for Local Comprehensive Planning," (Minimum Standards) adopted by Georgia Department of Community Affairs (DCA). The latest version of these standards can be found in O.C.G.A. Chapter 110-12-1, effective March 2014.

In meeting these standards, this plan update enables the County to maintain its Qualified Local Government (QLG) Status, making it eligible to receive certain types of state funding. This update reassesses where Tybee Island is today, and how it intends to develop. Following the requirements of the Minimum Standards, the plan update presents a community vision, goals, and a work program designed to make the vision a reality, as well as supplemental sections to address the current state of the City.



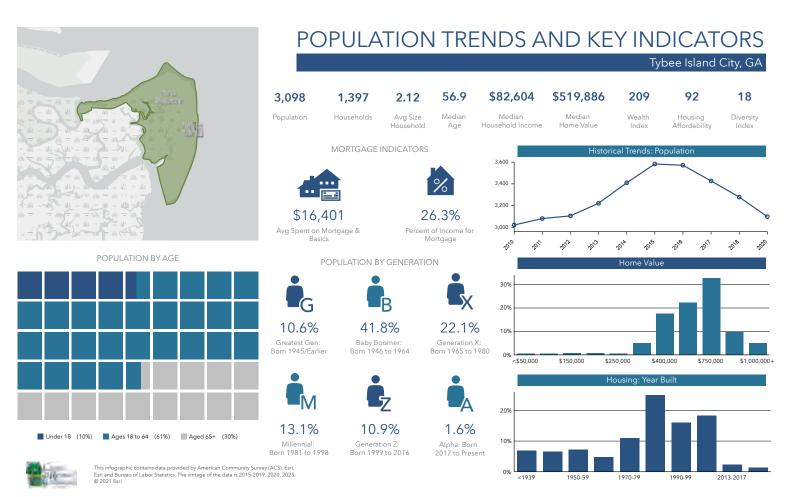
This infographic contains data provided by Esri, Esri and Data Axle. The vintage of the data is 2020, 2025

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Source: This infographic contains data provided by Esri, Esri and Data Axle, Esri and Infogroup. The vintage of the data is 2020, 2025.

Tybee Island is a vibrant, unique, and strong community with a thriving tourism economy and strong neighborhood ties. Residents have high incomes, and are well educated, with good quality housing stock and desirable local amenities. Citizens are engaged and careful tenders of their Island home, while providing a warm welcome to visitors.

There are challenges for Tybee, however, and the City will have to face these challenges through proactive planning. The desirability of sea life and island living, combined with the necessary limits of space, have created a housing price squeeze that threatens to push workers away from the Island closer to where they can afford to live, and visitor demand on infrastructure poses a particular challenge to water supplies. Increasing vulnerability to storms and rising sea levels will also continue to threaten the long-term resilience of the Island over the coming decades, and Tybee's strong history of preemptive planning in this regard should be continued. Finally, Tybee's largely older population will require additional thought, care and planning for services and infrastructure to allow residents to "age in place."



Source: This infographic contains data provided by Esri, Esri and Bureau of Labor Statistics, American Community Survey (ACS). The vintage of the data is 2020, 2025, 2015-2019.

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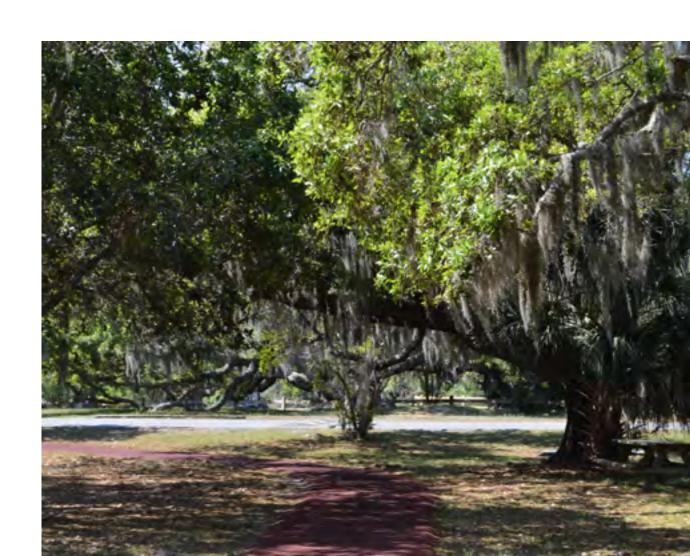
## **Vision and Goals**

Tybee Island's vision is a statement of value and purpose, representing the will of the city, how it sees itself, and what its community envisions for its future.

The Tybee Island vision is....

"As concerned citizens of The City of Tybee Island, we will be conscientious stewards of our unique historic and cultural heritage, strong neighborhood ties, environmental resources, and diverse community of passionate residents. We will ensure that our growth does not exceed the Island's carrying capacity.

We will foster a vibrant, year-round economy and support our business community in its goal to provide quality services and facilities for both residents and visitors. We will provide increased recreational and educational opportunities for all age groups to promote Tybee Island as a family-friendly destination to live, visit, or do business, while enhancing the distinctive atmosphere of our Island life."



The vision is achieved through following goals that lead to action and progress, improving the quality of life of citizens and building the resilience and success of the city. Tybee Island's five overall goals are ...

1	Guide development patterns to protect community character and enhance the distinctive nature of Tybee Island
2	Invest in sustainable practices and policies to protect the Island's natural and historic features, and improve quality of life
3	Nurture a diverse, vibrant and innovative business community
4	Foster a livable and vibrant community in which people are proud to live, visit and do business
5	Embrace intergovernmental cooperation to create better outcomes for all





## **Character Areas**

The Character Area Map and narratives lay out a vision, specific goals, appropriate land uses, and implementation strategies for Tybee Island's unique sub-areas, districts, and neighborhoods. The idea behind character area maps is that people do not experience their city in terms of land use codes or zoning categories; instead, different neighborhoods exhibit different characters depending on the unique mix of those land uses and forms. While the character area map does not have regulatory power as a zoning map does, it can help inform decision making and civic discussion.

There are 11 character areas in total. Interpretation of the Character Area Map is provided in the supporting text to be considered along with the City's zoning, future land use map, and other local policies when decision makers consider land development questions or requests. The supporting text provides written descriptions of the patterns of development that the City will seek to preserve or encourage in each area.

The map and narratives may be found starting on page 45.

## Needs and Opportunities

A need is identified as a condition of something that is required or wanted, while an opportunity is a chance for progress or advancement. Needs highlight gaps between what exists and what is desired. In this section, needs are more clearly classified as "issues" to be addressed through the resulting opportunities, in service of the plan goals.

An "opportunity" refers to something that the City has that should be maintained, promoted or that the City can capitalize on that improves the community.



# Issues

- Land scarcity
- Parking pressure
- Congestion on local roads and U.S. 80
- Lack of rental/workforce housing
- Shortage of essential services
- Difficulty finding employees
- Need for year–round visits
- Small business startup costs
- Vulnerability to storms
- Water conservation
- Wastewater capacity
- · Litter and solid waste
- · High housing cost
- Rental/Owner friction
- Aging population
- Limited education opportunities for children
- Government cooperation
- Local Leadership



#### • Long range planning

- Strong development regulations
- U.S. 80 Bridge Replacements
- Nature/eco-tourism
- Hotel partnerships
- Grants
- Main Street
- Film Industry
- Environmental Planning
- Partnerships with local universities and NGOs
- Litter enforcement
- Renewable energies
- Historic preservation
- Pedestrian and bike improvements
- SPLOST funding
- Partnerships on public safety

# **Opportunities**

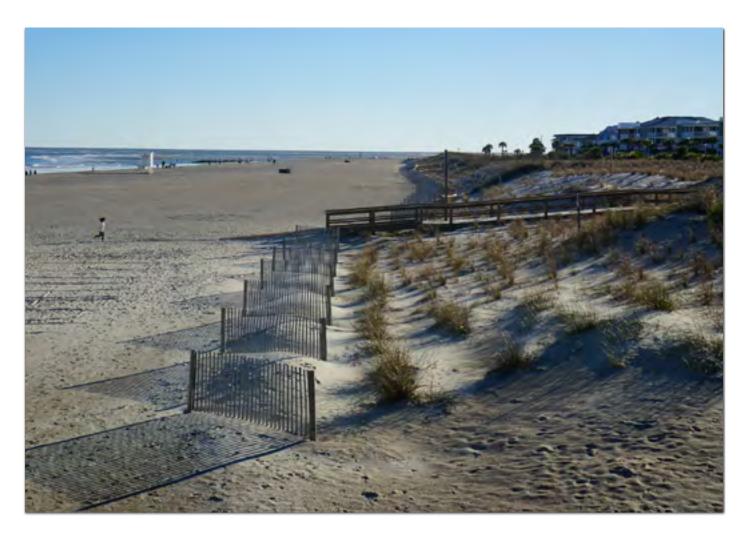
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## 1.1 Plan Purpose



The Tybee Island Comprehensive Plan is a living document that is continually updated and refreshed by citizens and city leaders to reflect the current vision, goals and future plans for the community.

Apart from being a visionary document, the comprehensive plan is a guidance document for developing and creating policies that affect how the City will change, adapt and respond to new issues over the coming years.

The Comprehensive Plan is a long-range plan to guide growth and influence the physical development of the Island. The goals and policies within the Comprehensive Plan are designed to help Tybee Island become prosperous, healthy, equitable, and resilient.

This Tybee Island Comprehensive Plan Update is a five-year update as required by the "The Minimum Standards and Procedures for Local Comprehensive Planning," (Minimum Standards) adopted by Georgia Department of Community Affairs (DCA). The latest version of these standards can be found in O.C.G.A. Chapter 110-12-1, effective March 2014.

In meeting these standards, this plan update enables the City to maintain its Qualified Local Government (QLG) Status, making it eligible to receive certain types of state funding. This update reassesses where Tybee Island is today, and how it intends to develop. Following the requirements of the Minimum Standards, the plan update presents a community vision, goals, and a work program designed to make the vision a reality, as well as supplemental sections to address the current state of the City.

## 1.2 Scope

In keeping with the Minimum Standards from the Georgia Department of Community Affairs, this plan is presented in three main components:

1

**COMMUNITY VISION** - which lays out the future vision and goals that the community wants to achieve in text and maps

2

**NEEDS AND OPPORTUNITIES** – which provides a list of the various needs and opportunities that the community will address

3

COMMUNITY WORK PROGRAM – which provides a 5-year Short Term Work Program designed to address the needs and opportunities. This program include activities, initiatives, programs, ordinances and administrative systems to be put into place or maintained to implement the plan.

In addition, the plan incorporates elements as defined by the DCA Minimum Standards that are important to shaping the future of Tybee Island, including elements on land use, housing, transportation, resilience and economic development.

Additionally, a Report of Accomplishments highlighting the success of the previous Short Term Work Program and a summary of the methodology of plan preparation and public engagement is included.



#### **Boundary and Description**

Tybee Island is the northernmost barrier island of Georgia, approximately 3.3 square miles and accessible through U.S. Highway 80. It traces its roots back to the Euchee Indian tribe, members of whom lived in the area when European settlement began in the 16th century. The Island had major strategic importance in colonial days, as it occupied a prominent position at the mouth of the Savannah River. This was the precursor for Tybee's iconic lighthouse and fortifications on the northern end of the Island.

The city was formally incorporated in 1887, and has continued to serve a vital role for Georgia as a welcoming home and vibrant visitor's destination. Its proximity to cities like Savannah, Hilton Head and Charleston make it a prime location for residents and tourists, and its natural beauty draws people from around the world. It is now home to just over 3,000 residents.

Much of the Island is composed of pristine salt marsh, and iconic, distinctive neighborhoods make up the remaining land area, including the historic Strand, Back River and Fort Screven neighborhoods -- not to mention the treasured beaches which nourish, protect and power the city's economy.



## 1.3 Methodology



Public outreach for this plan update included two public hearings, three in-person steering committee meetings, a virtual community listening session, and two draft plan review meetings (one online and one in-person). The draft plan was also made available online to the public. The methodology for completing the plan was somewhat affected by the ongoing COVID-19 pandemic. In-person meetings required all attendees to remain masked and seated six feet apart, and turnout to events may have been affected as well.

The Steering Committee formed was comprised of members representing a cross-section of the community stakeholders. It included several key city staff members, interested residents, business owners, and planning commission members.

## **Goals of the Stakeholder Committee**

Seek agreement on key issues

Help craft a common vision for the future of the City

Provide guidance on action needed to achieve the vision

Affirm public input

#### Public Hearing #1

The initial public hearing for the plan was held in the courthouse chambers on January 14, 2021. The hearing was a kick-off to announce the beginning of the plan process, inform citizens and leaders on the reasons for planning, and provide a timeline of what to expect in the coming months during the process.

#### Open Stakeholder Meeting #1

The first open stakeholder committee meeting was held Tuesday, February 16, in the courthouse chambers. At this meeting, stakeholders discussed the previous plan's vision statement, goals and policies, and provided feedback on potential revisions.

#### Open Stakeholder Meeting #2

The second open stakeholder committee meeting was held Tuesday, March 2, in the courthouse chambers. At this meeting, stakeholders reviewed draft revisions to the vision and goals and provided additional input. Stakeholders then participated in an analysis of the city's strengths, weaknesses, opportunities and threats (SWOT).

#### Open Stakeholder Meeting #3

The third open stakeholder committee meeting was held Tuesday, March 16, in the courthouse chambers. At this meeting, stakeholders reviewed the character areas map from the previous plan and discussed possible changes. Some minor adjustments to names and boundaries were proposed.

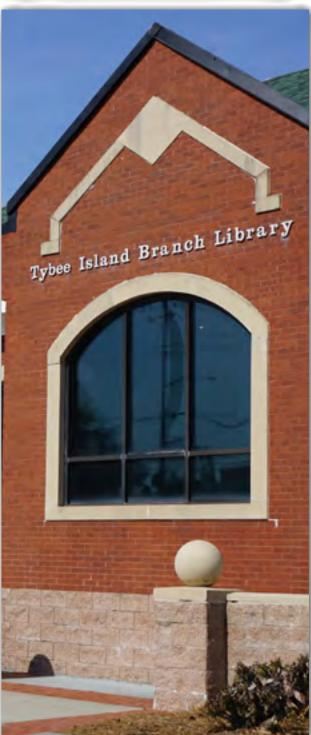
#### **Zoom Listening Session**

An online-only community meeting was held through the platform "Zoom" on Tuesday, March 23. This meeting was intended to allow a wider group to provide input; those who were unable to or uncomfortable with attending the in-person meetings. The group conducted a discussion modeled after the SWOT analysis.

#### **Work Program Meeting**

CRC staff met with Planning & Zoning Manager George Shaw on Tuesday, March 30, to discuss the city's accomplishments over the last five years and review possible additions to the updated Short Term Work Program.





#### **Plan Draft Public Meeting 1**

After the draft plan was distributed to stakeholders and posted online for the public, a meeting was held reviewing the plan process, the components of the plan, and instructions for further review and opportunities for comment on May 18th. Stakeholders also had a further discussion of the plan components. Capacity limitations forced this meeting to be held online.

#### **Plan Draft Public Meeting 2**

An in-person meeting was held with stakeholders and the public at the Guard House building on June 8, 2021. Attendees broke out into two groups, led by staff CRC members, who discussed various components of the plan and solicited feedback and discussion. Copies of the physical plan and materials were distributed and instructions for accessing the document online and submitting further comment were given.

#### **Public Hearing 2**

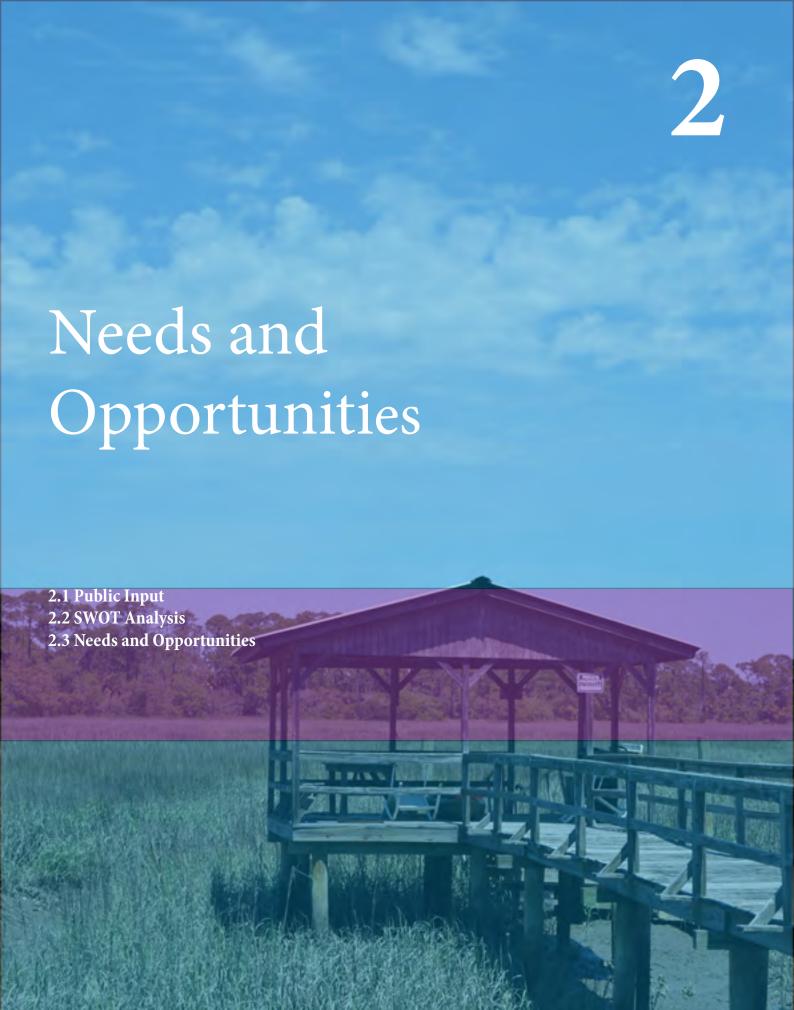
A public hearing was held during the City Council Meeting on August 12, 2021, to discuss the draft prior to transmittal to DCA.

#### Adoption

Following approval by DCA, the City Council voted to formally adopt the plan on December 9, 2021.







## 2.1 Public Input

#### **Vision and Goals**

Members of the Steering Committee participated in a meeting regarding the vision and goals for the city of Tybee Island. The members, as well as any citizens not in the committee who attended, were given a copy of the 2016 vision and goals. The group went through the vision and the goals line-by-line to hear new thoughts and updates regarding the wording and spirit of the goals.

At the conclusion of the meeting, draft revisions were sent to the steering committee members and more input was solicited. These revisions were discussed again at a second in-person meeting with the steering committee and citizens. The vision and goals continued to be adjusted in response to public input throughout the process.

#### **SWOT Analysis**

Members of the Steering Committee participated in a meeting to identify the Strengths, Weaknesses, Opportunities and Threats (SWOT) for Tybee Island. Each participant, which included members of the committee but also interested citizens, were given time to brainstorm ideas for the four categories, and then share their thoughts with the group. A second virtual listening session using the video platform "Zoom" was conducted several weeks later which allowed steering committee members to add new thoughts and to allow more participation from citizens who could not attend in-person.



## 2.2 SWOT Analysis

A SWOT analysis is a way of identifying internal and external characteristics of a place, business or organization.

It breaks these characteristics into four categories: strengths, which are internal features that provide value to the city; weaknesses, which are internal features that harm or cause some form of detriment to the city; opportunities, which are external factors that could create or build on a strength; and threats, which are external factors that put the city at risk in some way.

Identifying these characteristics can help the city conceptualize where it stands in relation to other cities, and can help provide a baseline for prioritizing new goals.



- Beautiful island setting
- •The island's natural beauty
- Beach conservation and renourishment
- •Care from city and residents on keeping the city beautiful
- Protection of historic sites
- High-quality parks and recreation opportunities
- •Safe, family-friendly and welcoming atmosphere
- Strong faith community
- •Laid-back, island lifestyle
- •Ample space for gathering with friends and family
- Strong economic tourism economy
- Proximity to Savannah
- •Ideal location for those wanting a shorter drive to vacation
- •Small size makes walking/biking possible and enjoyable
- •City manager is accessible

#### Weaknesses

- Traffic and Congestion
- Crashes on causeway cause major delays
- Congestion on causeway can make it hard to come or leave
- Congestion in town
- Physical quality of old infrastructure
- Parking scarcity in town (during season)
- •Friction between businesses and residents
- Limited broadband service
- •Lack of dedicated Economic Development Authority
- •Lack of workforce/affordable housing
- •Limited education options for children
- •Slow execution of city plans
- Communication difficulties
- Lack of local newspaper
- Difficulty reaching/including older population

#### Opportunities

- •Continued investment in parks and recreation
- •Continue to develop and support Marine Science Center
- •Leverage Main Street to improve business climate and draw diverse new businesses
- Pursue state and federal grant opportunities
- Work with regional hotels to promote the full range of experiences Tybee offers
- Engage with neighboring cities to discuss partnering on public safety
- •Revisit regulations that may unreasonably raise housing cost
- Housing Study
- Embrace long-range planning that considers emerging technologies

#### Threats

- Hurricans and natural disasters
- Flooding
- •Saltwater intrusion
- •Rising cost of housing
- •Reliance on the tourism sector
- Development/building requests add impermeable surface or encroach in setback zones
- Possibility of over-regulation

## 2.3 Needs & Opportunities

A need is identified as a condition of something that is required or wanted, while an opportunity is a chance for progress or advancement. Needs highlight gaps between what exists and what is desired. In this section, needs are more clearly classified as "issues" to be addressed through the resulting opportunities, in service of the plan goals.

An "opportunity" refers to something that the City has that should be maintained, promoted or that the City can capitalize on that improves the community.

The process which identified the updated Needs and Opportunities for this plan was based on consultation with the stakeholder committee, city staff, and Tybee citizens during the composition process for this plan update, as well as a review of previous documents, including:

- The 2016 Tybee Island Master Plan
- The Tybee Island Carrying Capacity Study
- The Regional Plan of Coastal Georgia
- The CORE-MPO Metropolitan Plan
- The Chatham County Pre-Disaster Mitigation Plan
- The Tybee Island Beach Management Plan
- The Tybee Island Sea Level Rise Adaptation Plan
- The 2018 Tybee Island Economic Development Strategic Plan





## **Development Patterns and Land Use**

#### **ISSUES**

**Scarcity of buildable land:** The City is inherently limited in space for growth of physical structures: housing, park space, utilities or other developments are constrained by the physical footprint of the island, much of which is already built-out or is environmentally sensitive.

Parking pressure: Parking remains a perennial issue, particularly during the vacation season. Virtually all visitors must enter the island via private vehicle, though some may take tour buses. This puts pressure on parking infrastructure, particularly around the beaches, leading to spillover into residential areas that can cause conflict.

Congestion on local roads: Tybee Island is almost entirely made up of small local roads which can face congestion pressure during major events or at different times of the tourist season. Thru-traffic can pose a risk to children and residents when it passes through residential areas, and heavy congestion in general is hazardous to all users.

Congestion on U.S. 80: U.S. 80 is the only route on and off the island, and as such, poses a serious bottleneck for traffic if traffic must be interrupted for some reason, such as after a collision. The road is also vulnerable to flooding during storms and "king tides," though some danger of this has been alleviated due to recent work on raising the roadway. The single entry/exit point may also post a concern if rapid evacuation is needed, as a blockage could jeopardize safety.

Lack of rental/workforce housing: The lack of long-term rental housing for the Tybee workforce, most of whom live off-island, is a serious need that threatens the continued viability of many Island businesses, who may see workers leaving to work closer to home if they cannot afford housing on Tybee or nearby.

#### **OPPORTUNITIES**

Long-range infrastructure planning: The City has a strong history of long-range capital improvement and major infrastructure planning, which it should continue implementing. Long-range planning, including financial estimates of project cost, ensure prioritization of key needs, regular review of conditions and accountability to citizens.

Strong development ordinances: The City has strong development ordinances to preserve its character areas. The City is particularly invested in maintaining and enforcing its height limit, which has succeeded in creating a distinct beachside feel for the City unencumbered by towering hotels and condos. Continued revisions to the zoning ordinance should reflect issues on the ground, particularly ordinances that protect the individual community characteristics of each neighborhood.

**U.S. 80 bridge replacement:** The Bull River and Lazaretto Creek bridges are scheduled for replacement by the Georgia Department of Transportation in the near future. These improvements to U.S. 80 provide a long-term opportunity for improving access to Tybee Island, and provide a distinct opportunity to reach out to users of alternative transportation who will likely now be able to travel the entire length of the causeway without an automobile.

Housing Policy: Some pressure on housing costs may be alleviated through incentives or disincentives. Occupancy requirements in certain zoning districts, minimum rental durations, zoning changes to allow more mixed uses, and other regulations may limit short term rental proliferation where it is undesirable. At the same time, the city must balance the need for permanent housing with the economic benefits of shorter-term vacation rentals.

## **Business and Economic Development**

#### **ISSUES**

Lack of essential services: There is a shortage of essential services on Tybee Island for residents, particularly in the health care space, such as doctors, dentists, and veterinarians. There are also few spaces to buy more everyday essentials, such as hardware or basic home goods.

**Employment difficulties:** Businesses sometimes find it difficult to find employees, particularly during the off-season. Cost of housing continues to exacerbate this issue as workers are reluctant to work far from their homes.

**Need for Year-Round Visitation:** The Island faces a need to continue visitation even during the winter off-season to keep businesses sustained, through local events, festivals and civic events.

**New small business costs:** There is a high cost for small businesses to start up on the Island, due to the intensity of current land use and high property prices.

#### **OPPORTUNITIES**

**Promotion of nature/eco-tourism:** The City has an opportunity to further promote Tybee Island's eco-tourism opportunities further, which may include kayaking, paddleboarding, and wildlife viewing. The marshlands and river areas provide opportunities for tourists looking to experience a wide range of nature activities.

**Partnerships with hotels:** Area hotels and vacation rentals provide an opportunity for the City to partner with local businesses to promote the full range of experiences on Tybee, including its natural and cultural offerings.

**Grants:** Grant funding is available to municipalities from multiple streams, including state, federal and nonprofit sources. The City has an opportunity to apply for these grant funds for economic development planning as well as capital improvements to improve physical qualities of business districts.

**Main Street:** The City has an opportunity to expand and promote its Main Street program, which provides a dedicated source for local business development according to national best practices.

**Film industry:** The City has an opportunity to capitalize on its desirable aesthetics and unique atmosphere to further promote itself to Georgia's booming film industry, which can bring revenue, jobs and visitors throughout the year.

## **Sustainability and Environment**

#### **ISSUES**

**Vulnerability to storms**: Tybee Island is vulnerable to hurricanes and other major storms, which can cause critical flooding to dwellings and businesses and stress the City's utility systems.

**Sea level rise**: Overall rising sea levels will also continue to increase the likelihood of nuisance flooding in the coming years, with higher chances for catastrophic flooding from storms possible.

Aging and overburdened infrastructure: Tybee Island's roads and overall infrastructure continues to age, with resulting maintenance costs. Population growth during the vacation season can burden the city's infrastructure network.

Water conservation: The City withdraws water from the Upper Floridian Aquifer with a peak usage in July. There are serious long-term concerns on water limits with this source, and the city will inevitably need to find an alternate water source.

**Wastewater capacity:** Wastewater discharge is a major issue during the critical summer season, with recent discharges exceeding permit limitations. The city needs to continue upgrading and replacing wastewater and sewer infrastructure.

**Litter and solid waste:** The City continues to wrestle with plastic land other garbage littering, with 6-15 tons of trash each day collected from beach areas and public facilities. The city will need to remain proactive in addressing litter and preventing it in the first place through enforcement.

#### **OPPORTUNITIES**

Environmental planning: There are opportunities for continued environmental planning in the coming years, through the assessment and updating of the Beach Management Plan and planning for continued green infrastructure improvements to limit flooding.

**Partnerships:** There is an opportunity for the City to partner with local groups, such as colleges and universities, nonprofit organizations, and government partners to identify and find solutions to key environmental issues, such as marshland rehabilitation or areas in need of protection.

**Litter enforcement**: The City has recently invested in code enforcement, and there is an opportunity to continue targeting enforcement tasks at littering and other acts that damage the critical environment on Tybee.

**Renewable energy:** The City has an opportunity to encourage or invest in renewable energy materials, such as solar. As costs decline, the City has an opportunity to be a leader in renewable power while improving the overall resilience of the community.

## **Livability and Neighborhood Enrichment**

#### **ISSUES**

**High housing cost:** The high housing cost on Tybee Island continues to cause concern for residents and businesses as barrier to desirable change and a deterrent for new full-time residents, especially those with young families.

Friction between rental and owneroccupied housing: There continues to be serious friction between owners of shortterm or vacation rental properties and owneroccupiers. Owner-occupiers sometimes view rental properties as negatively affecting the sense of community in a neighborhood, either through noise, traffic, and/or the 'hollowing traditional permanent-resident neighborhoods, while rental owners depend on the income they obtain from their properties.

**Limited on-Island educational options:** There is only one school on Tybee Island, which is a chartered school with a waiting list. These limited options may deter families with children from settling on the Island.

**Aging Population**: Tybee Island has a large population of older citizens, which can be a challenge for local employment as residents leave the formal workforce. Additionally, an aging population requires more care and planning for infrastructure and service provision, especially for people with disabilities.

#### **OPPORTUNITIES**

Historic preservation: The Island is home to several registered historic districts, and there is an opportunity for more formal preservation guidelines and incentives, as well as more targeted marketing of these historic assets to both residents and visitors. Historic buildings add character and value to an area, and the more people know about them, the more likely they are to be preserved.

**Grants:** There is a considerable likelihood of larger-than-usual grant funding dollars becoming available in the coming years, from the federal government as well as non-governmental institutions. The City has an opportunity to apply for these grant funds for improvements to neighborhood infrastructure, for planning, for bicycle and pedestrian projects, and for other uses.

Enhance the pedestrian/bike network: There is an opportunity for Tybee Island to continue improving the biking and walking infrastructure on the Island. Improving safety and efficiency of non-automobile travel can boost safety, limit congestion, and keep neighborhoods quiet and pleasant for residents while providing an added benefit for visitors.

**SPLOST:** The City can continue incorporating SPLOST funding to finance major improvement projects. Citizen oversight and input on the project list is essential.

**Engaged Residents:** Tybee Island has a deeply engaged population, including retirees, with a wealth of experience and passion for their home. Continued community engagement and collaborative planning presents an opportunity to directly match services to what citizens want to see, with their direct involvement.

## **Intergovernmental Cooperation**

#### **ISSUES**

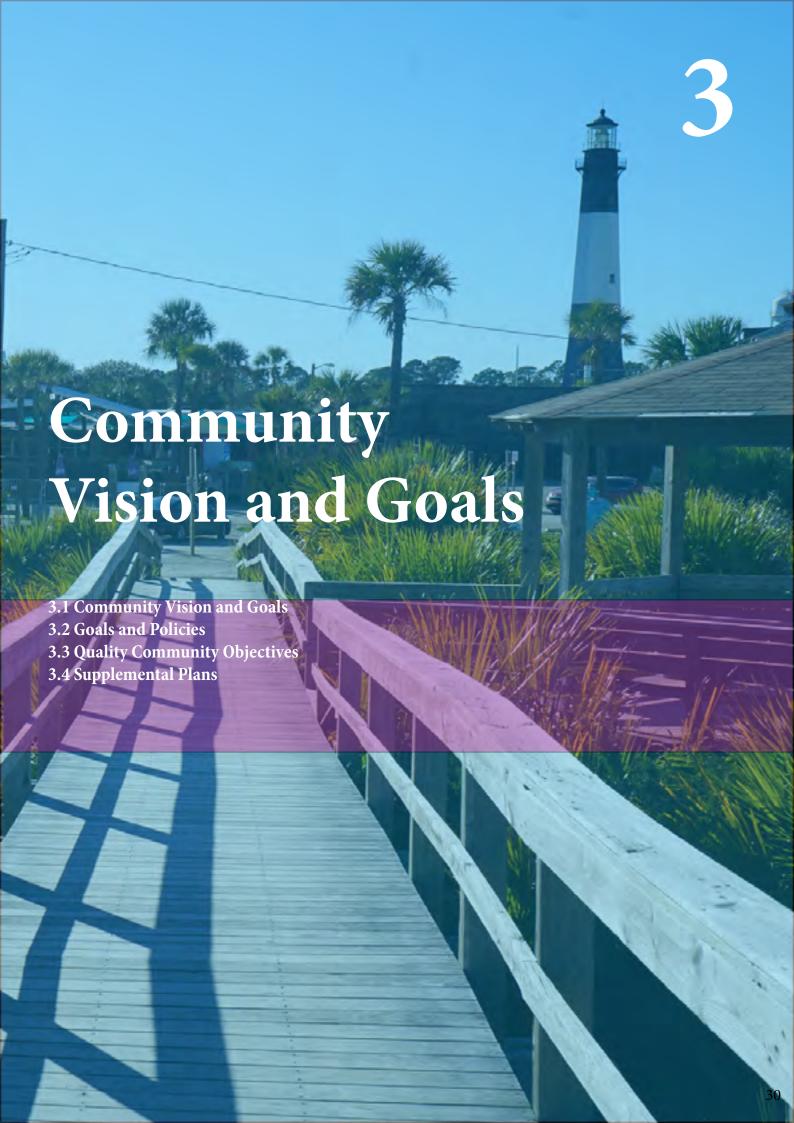
Chatham County and City of Tybee Island: The City and County cooperate on a number of services, but can work together to provide better services which are also more financially sound. Collaboration can improve the efficiency and effectiveness of local government.

**Local leadership**: The City needs sustained and engaged local leadership from its elected officials and from residents and business owners to continue to provide a community that benefits all stakeholders.

#### **OPPORTUNITIES**

Community Partners: The City can strengthen its relationship with community partners, including the CORE MPO, area colleges and universities, area nonprofits, the Chatham County School Board, the Savannah Area Chamber, statewide and federal agencies, the Coastal Regional Commission and other groups.

Partnerships with law enforcement agencies: The City has an opportunity to implement more formal partnerships with neighboring law enforcement departments to provide additional support when needed, particularly during major events.



The purpose of this chapter is to lay out a road map of the future for Tybee Island. The vision statements, goals, and policies listed capture values and priorities and how the City intends to maintain those values and priorities in the future. Community leaders should consider the Community Vision and Goals when making decisions to ensure their impact is in accordance with the future their communities have envisioned

## 3.1 Community Vision and Goals

"As concerned citizens of The City of Tybee Island, we will be conscientious stewards of our unique historic and cultural heritage, strong neighborhood ties, environmental resources, and diverse community of passionate residents. We will ensure that our growth does not exceed the Island's carrying capacity.

We will foster a vibrant, year-round economy and support our business community in its goal to provide quality services and facilities for both residents and visitors. We will provide increased recreational and educational opportunities for all age groups to promote Tybee Island as a family-friendly destination to live, visit, or do business, while enhancing the distinctive atmosphere of our Island life."

#### Tybee Island will pursue and achieve this vision through following five goals:

1	Guide development patterns to protect community character and enhance the distinctive nature of Tybee Island	
2	Nurture a diverse, vibrant and innovative business community	
3	Invest in sustainable practices and policies to protect the Island's natural an historic features, and improve quality of life	
4	Foster a livable and vibrant community in which people are proud to live, visit and do business	
5	Embrace intergovernmental cooperation to create better outcomes for all	

### 3.2 Goals and Policies



Guide development patterns to protect community character and enhance the distinctive nature of Tybee Island



Tybee Island's distinctive community character, grown and maintained for decades as a family-friendly, vibrant and natural oasis for visitors and residents, is of paramount importance. That particular character is one of the key reasons Tybee Island remains attractive to visitors, businesses and residents, and managing development and growth on an increasingly built-out space will only become more critical in coming years.

- Ensure residential development and redevelopment matches the context of surrounding traditional neighborhoods
- Guide development towards redevelopment, reuse, and rehabilitation of areas currently serviced by public utilities, and avoid development on marshlands
- Continue to develop and enforce policies, such as height limits and setbacks, which contribute to maintaining area character
- Maintain, preserve, and enhance our community open spaces, such as parks, greenbelts, wildlife corridors, streets and beaches.



#### Nurture a diverse, vibrant and innovative business community

2

The business community of Tybee Island is a close-knit and diverse group that provides extraordinary value for the city. Supporting and encouraging development of the business community will continue to be a key issue for Tybee Island in the future. Of particular importance is exploring ways to support key businesses that serve both residents and visitors, and addressing rising costs that prevent workers who wish to be employed on Tybee but have difficulty affording nearby accommodation.

- Cultivate a diverse, year-round business community which serves both residents and visitors
- Promote a balance of diverse employment opportunities for both the year-round and seasonal workforce
- Support and develop the critical business sectors that enable the Island's thriving tourism economy, while balancing and adjusting policies to maintain services and population to the Island's carrying capacity



# Invest in sustainable practices and policies to protect the Island's natural and historic features, and improve quality of life



Tybee Island has a broad and rich history, with historic districts, battlements and neighborhoods which add immense value to the community. As a barrier island along Georgia's scenic coast, it also provides a critical habitat for native plants and animals, attracts visitors and residents who seek to stay near the sea, and plays a key role in absorbing some impacts from major weather events. To that end, protecting and enhancing these features is critical to the city's success and long-term sustainability.

- Protect and preserve our environmentally sensitive areas, including beaches, natural terrain, drainage areas, vegetation, coastal marshlands, wildlife habitat and floodplains
- Keep the island's carrying capacity in mind when evaluating developments, as highlighted in the 2016 Carrying Capacity Study
- Develop coastal hazard preparedness and crisis management responses for hurricane and flooding preparedness and recovery
- Prepare and adapt to the risks of a changing climate through continued adherence to the Tybee Island Sea Level Rise Adaptation Plan
- Ensure the city's water, waste, and transportation infrastructure is properly maintained, and make targeted investments to improve capacity, resilience and efficiency
- Provide adequate law enforcement and code enforcement to deter littering, pollution and degradation of natural areas like dunes



Foster a livable and vibrant community in which people are proud to live, visit and do business



Tybee Island prides itself on its tight-knit and neighborly community. Many residents name the feeling of connection and camaraderie with their other Island neighbors one of their favorite parts of living on Tybee. Fostering that sense of connection will continue to be critical, and can be enhanced by livability improvements that enhance quality of life on the Island through housing, transportation, and cultural initiatives.

- Encourage a range of housing sizes, costs, and types to meet the diverse needs of the population
- Invest in Tybee families by supporting and promoting educational, cultural, recreational and economic opportunities and amenities across the age range
- Provide for and encourage the use of transportation alternatives, including biking, walking, golf carts, and public transportation
- Promote and encourage transportation safety, and implement parking, traffic and congestion solutions throughout the Island and on the U.S. 80 route



#### Embrace intergovernmental cooperation to create better outcomes for all



Tybee Island is a small community with an outside impact, and the city acknowledges that when people work together, outcomes are better for everyone. As a coastal community, Tybee shares concerns and priorities with dozens of other cities and localities in its region. Working together with its neighboring cities in Chatham County, relevant state, local and regional agencies, non-profit and citizen organizations and other groups will only multiply the benefits for Tybee Island and for its partners.

- Work with all partners, including tourism organizations, nonprofits, governments, agencies and citizen groups, to promote and achieve Tybee Island's vision.
- Support non-profit organizations that enhance the quality of life, economy and culture of the Island
- Continue to participate in and promote regional efforts to develop solutions for issues affecting Tybee, the region and the State
- Promote and preserve Tybee's unique identity within the regional context of Coastal Georgia

# 3.3 Quality Community Objectives

DCA's Vision: Every Georgia community offers a quality of life where people and businesses can grow and prosper. This section is used as a guide to determine the status of the City in addressing Quality Community Objectives and which objectives the City will seek to accomplish with future planning efforts and developments.

#### 1. Economic Prosperity

Encourage development or expansion of businesses and industries suitable for the community.

Tybee Island acknowledges that its tourism-based economy is the main driver behind the continued viability and development of the city, while also presenting challenges to adequate service provision in peak times. Tybee Island seeks to promote continued economic development through encouragement of new businesses that cater to residents and visitors. The continued work of the Main Street/Development Authority program has accelerated business promotion and development on the Island over the last several years and continues to develop new initiatives.

#### 2. Resource Management

Promote efficient use of natural resources and identify and protect environmentally sensitive areas.

Tybee Island, in many ways, is defined by its relationship to natural resources, including the ocean, marshlands, beach and dune system, and utility considerations like drinking water and waste management. The city is proactive in regards to resource management and should continue its record of success and planning. Tybee Island requires permits for construction that may affect vulnerable natural systems, such as coastal marshland and the dune system, and follows water conservation protocols. Additionally, work program plans and projects continue to address ongoing upgrades and maintenance to the water and wastewater systems.

#### 3. Local Preparedness

Identify and put in place prerequisites for the type of future the community seeks to achieve.

Tybee Island is regionally recognized as a leader in disaster preparedness and recovery planning, with the implementation of the Sea Level Rise Adaptation Plan and ongoing cooperation with county, state, federal and regional organizations for pre-disaster mitigation planning. The city continues to invest in resilience infrastructure, such as storm shutters and improvements to the sewer system, and businesses and residents with any federally-backed loan are required to have flood insurance.

#### 4. Efficient Land Use

Maximize use of existing infrastructure by encouraging redevelopment, designing new development to minimize the amount of land consumed, and carefully planning expansion of public infrastructure.

Through the ongoing planning process, Tybee Island continues to update development regulations to promote the efficient use of land. This is particularly important on Tybee Island, which has a comparatively small amount of buildable land, much of which is surrounded by sensitive natural features. The city has encouraged mixed uses to improve efficiency and density in certain areas, including most recently allowing residential space above commercial uses.

#### 5. Sense of Place

Protect and enhance the community's unique qualities that are important to defining the community's character.

Tybee Island has a rich history with an already-strong sense of place, sustained by its pristine natural features, small size and thoughtful regulation of development. The city enforces its key height limit to maintain a unique visual identity among peer beachfront communities, and the city takes care to recognize and protect its historic areas, including historic batteries and neighborhoods. Additional steps to strengthen historic preservation are a continued discussion among residents and city leaders.

#### 6. Regional Cooperation

Cooperate with neighboring jurisdictions to address shared needs by actively participating in regional organizations.

The city continues to work with regional and state partners on many projects, from disaster preparedness and resilience to tourism promotion to the expanding linkages of trail networks, such as the ongoing linkage of the Marsh Hen Trail to the McQueen's Island trail. The city has identified further priorities for cooperation through working with other agencies and organizations to pursue new funding opportunities for projects.

#### 7. Housing Options

Promote an adequate range of safe, affordable, inclusive, and efficient housing in the community.

Housing continues to be one of the key challenges for Tybee Island residents. Housing on Tybee Island is safe and high-quality across the board, but is increasingly expensive and is undergoing shifts in tenure as the short-term rental market expands. The city has attempted to implement regulatory changes, such as the allowance of residential space above commercial space in some areas. The city should continue to explore innovative options for addressing the cost of housing, as a key priority identified by citizens.

#### 8. Transportation Options

Address the transportation needs, challenges, and opportunities of all community residents.

Tybee Island has a compact network of local roads anchored by the spine of U.S. 80. The city continues to invest in transportation options that balance the need for visitors to arrive and experience the island (almost invariably by car), with the needs of residents for safe, low-traffic streets and the ability to get around the island on foot, bike or by golf cart or similar electric vehicle. The city continues to implement improvements to the bike and pedestrian network, including continued work on off-road trails to support safe and efficient travel options for all people.

#### 9. Educational Opportunities

Make educational and training opportunities readily available to all community residents to improve their job skills, adapt to technological advances, manage their finances, or pursue life ambitions.

Tybee Island features one school on the island itself, the chartered Tybee Island Maritime Academy, for elementary-age students. The Island is served as part of the Savannah-Chatham County Public School System, which buses students to and from the Island. The Island is also close to several private schools and seven area colleges and universities. The library also provides adult education services. Residents continue to indicate a desire for more educational opportunities across the age range, and the city should continue to explore options for promoting such ventures.

#### 10. Community Health

Ensure community residents, regardless of age, ability, or income, have access to critical goods and services, safe and clean neighborhoods, and excellent work opportunities.

Tybee Island continues to work to create a healthy, active and engaged community. Continued investments to parks and open spaces, such as the renovation of Jaycee Park, will provide increased benefits to residents for recreation and exercise. Cultural programs through the Tybee Arts Association, the Tybee Post Theater and other venues provide additional enrichment and community fellowship. Though residents expressed some concern regarding the lack of medical professionals on the island itself, the area is served by three nearby hospitals and the Chatham County Health Department.

# 3.4 Supplemental Plans

#### The Tybee Island Carrying Capacity Study

The Carrying Capacity Study was completed in 2016, and provides a detailed report on current infrastructure and service use, and projected use over time through a build-out scenario. The study continues to be referenced during ongoing planning and decision-making for the city.

#### The Tybee Island Tourism Study

The Tourism Study was completed in May, 2015 by the Armstrong Center for Regional Analysis in cooperation with the Armstrong Public Service Center. The purpose of the study was to analyze the different elements of the tourism economy. The total annual visitation was estimated in conjunction with the economic impacts of the tourists. In addition, a survey was administered to visitors to obtain information regarding economic behavior to better understand the behavior of visitors to the Island.

#### The Regional Plan of Coastal Georgia

The Regional Plan includes a vision for how the regional coast of Georgia can develop policies and projects that ensure a high quality of life for all residents over the next 25 years. This plan includes topics of regional importance such as infrastructure, intrinsic resources, regional growth management issues, economic development, preservation of agricultural lands, communities for a lifetime and a proposed topic of importance to include resilient communities.

#### The Tybee Island Sea Level Rise Adaptation Plan

The Tybee Island Sea Level Rise Adaptation Plan was completed in partnership with the NOAA Sea Grant and the Georgia Department of natural Resources Coastal Resources Commission. The plan provides a process to identify and evaluation potential adaptation actions to mitigate issues resulting from sea level rise. The plan includes five focus areas of infrastructure, access and connectivity, coastal dynamics, image and character, and management and stewardship.

#### The 2018 Tybee Island Economic Development Strategic Plan

The Economic Development Strategic plan identifies key priorities for economic development in the City, and includes observations and recommendations for further action. It consisted of a leadership survey and brainstorming retreat, as well as the creation of a formal work program and program direction for the Main Street program.

#### The CORE-MPO Metropolitan Plan

The Coastal Regional Metropolitan Planning Organization (CORE MPO) Regional planning partners worked together to create a Metropolitan Transportation Plan (MTP) that identifies projects and funding sources to help create a transportation system that is safe, efficient, and equitable for everyone. The MTP is a comprehensive "blueprint" for \$1.8 billion in transportation projects and services aimed at meeting mobility needs through the next 25+ years. Mobility 2045 was adopted by the Metropolitan Planning Organization on August 7th, 2019.

#### The Chatham County Pre-Disaster Mitigation Plan

The purpose of the Chatham County Multi-Jurisdictional Pre-Disaster Hazard Mitigation Plan is to identify, assess, and mitigate hazard risk to better protect the people and property within Chatham County from the effects of natural and human-caused hazards. This plan documents progress on existing hazard mitigation planning efforts, updates the previous plan to reflect current conditions in the planning area including relevant hazards and vulnerabilities, increases public education and awareness about the plan and planning process, maintains grant eligibility for participating jurisdictions, maintains compliance with state and federal requirements for local hazard mitigation plans, and identifies and outlines strategies the County and participating jurisdictions will use to decrease vulnerability and increase resiliency.

#### The Tybee Island Beach Management Plan

The City of Tybee Island Beach Management Plan provides standard operating procedures for management of Tybee's beaches, including the identification of management and maintenance responsibilities, as well as recommendations of specific duties for stakeholders and government officials. The plan is the official policy of the City of Tybee Island and provides long term planning for beach best management practices.

#### Service Delivery Strategy for Chatham County, Georgia

The Chatham County Joint Service Delivery Strategy was developed by the Chatham County-Savannah Metropolitan Planning Commission and covered all local governments within Chatham County, including the City of Tybee Island. This Service Delivery Strategy was adopted August, 2016. The City will continue to work with the MPC and other local governments in the development of the required update.

#### Bike + Walk Coastal Georgia

The Coastal Regional Commission of Georgia (CRC), with the support of communities and advocates throughout the coastal region of Georgia, has led the development of this plan. The purpose of the plan, called Bike + Walk Coastal Georgia, is to guide short and long term land use and transportation planning decisions for a safer, more accessible region for people on bike and foot. The central goal of this plan is to set a clear path for Coastal Georgia to develop a connected network of walking and biking routes within its communities and regional destinations.

#### **Coastal Georgia Character Design Guidelines**

This document applies primarily to design elements and improvements that influence the public realm. They are general guidelines for reference, not standards or prescriptions. They include general recommendations for things like vegetation, streetscape design, sidewalk design, lighting, signage, fencing and monuments.



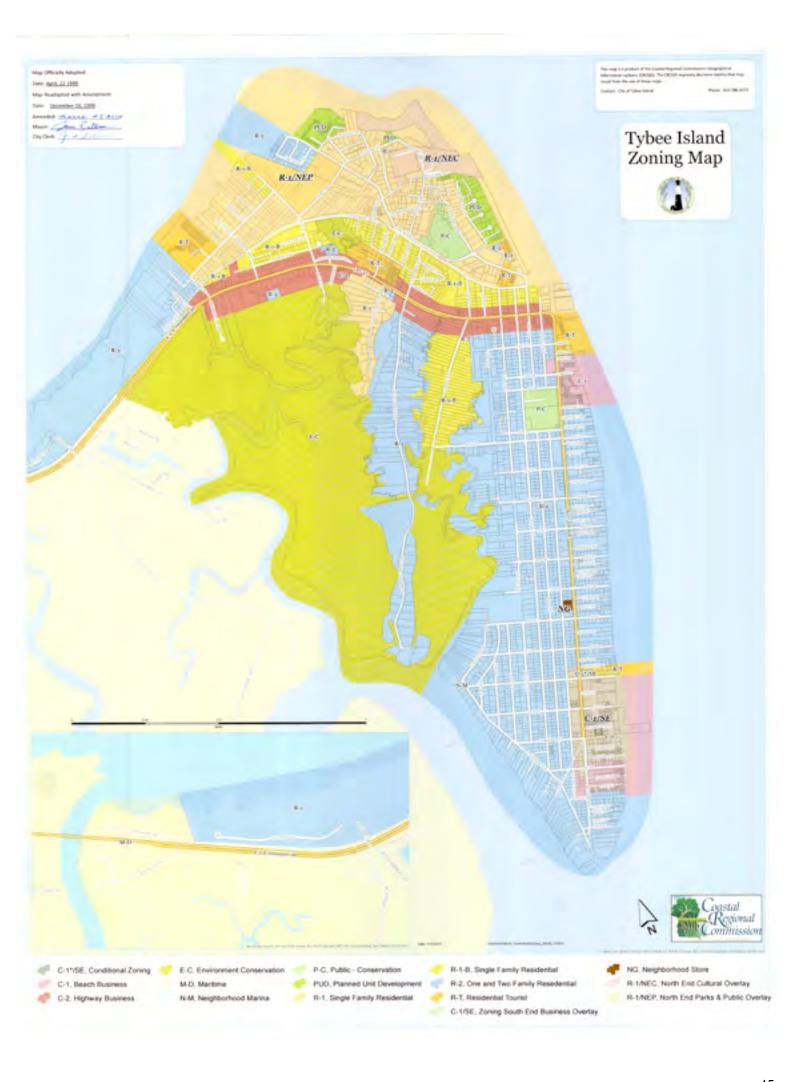
- 4.1 Zoning
- 4.2 Character Areas

### 4.1 Zoning

Zoning is one of a city's most powerful regulatory tools. A city's zoning ordinance regulates what different areas of land can be used for, where buildings may be built and to what size, as well as the type and character of both residential and retail buildings and the areas for conservation and recreation. The Tybee Island zoning code includes 12 categories, listed in the chart below, for reference. The zoning map following this chart shows the current boundaries for these zones within the city limits. The city continues to review and revise both the zoning ordinance itself and the zoning map as situations arise.

Zoning Category	Uses
M-D: Maritime	"Boat launching facilities; bait shops; retail sale of boating provisions; aquaculture projects; assembly hall/club/lounge; boat building/repair; commercial charter/sightseeing; commercial fishing/crabbing; government buildings; marina; recreational activities; passenger cruise lines; private/community docks; public utility structures; wholesale/retail seafood sales/warehouses; seated restaurant; watercraft rentals; "
N-M: Neighborhood Marina	Commercial land uses involving pleasure and commercial watercraft, including boat launching facilities; bait shops; retail sale of boating provisions. Uses permitted after special review: Lounges/package shops; restaurants; watercraft/equipment rental; watercraft sales/dry dock storage; wholesale/retail seafood sales; machine repair shops
P-C: Parks/Conservation	Parks-public, playgrounds; ball fields and/or sports arenas, picnic facilities, public schools, public libraries, public parking and municipal buildings/structures, other public uses as approved by the governing body of the city
E-C: Environmental Conservation	Growing of gardens; Piers, docks, and wharfs.
PUD: Planned Unit Development	The existing planned unit development districts, at the time of the adoption of the ordinance from which this section is derived, shall remain. No further planned unit development district shall be created
R-1: Single-Family Residential	"Single Family dwellings, non-habitable accessory buildings; public utility structures; home business offices; public community buildings, libraries, recreation centers and museums. Uses permitted after special review: bed and breakfast, residential; primary/secondary schools; nursing homes; public parks/neighborhood playgrounds; churches; general education, including kindergarten and day nurseries; guest cottages; home occupations "
R-1-B: Single Family Residential (B)	Uses permitted in R-1 with additional density

R-2: One and Two-Family Residential	Uses permitted in R-1 and two family dwellings. Uses permitted after special review include those identified in R-1.		
R-T: Residential Tourist	Uses permitted in R-2. Uses permitted after special review: apartment houses and condominiums exceeding two units; bed and breakfast inns; theater facilities or houses that are historical in nature		
C-1: Beach Business	Apartments, condominiums, townhouses, guest cottages, hotels, motels, time shares, tourist homes, bed and breakfast inns; plus single-family, two-family, three-family, and four-family dwellings; Apothecary shops; Gift shops; Barbershops, beauty shops; Finance, investment and insurance offices; Florist shops; Restaurants, concession stands; Commercial amusements, including amusement parks and other commercial games and sports; Retail stores; Public structures. Uses permitted after special review: lounges and package shops, dwellings or structures rented for special events		
C-2: Highway Business	Service stations, restaurants, drive-thru restaurants, gift shops, motels, grocery stores, tourist homes, bed and breakfast inns, parks, playgrounds and recreation facilities, professional and business offices, retail stores, marinas, seafood warehouses, retail and wholesale. Uses permitted after special review: lounges and package shops, dwellings or structures rented for special events, miniature golf courses, uses permissible in R-2		
C-1/SE: Zoning South End Business Overlay	All commercial and multi-family residential uses are permissible		
NG: Neighborhood Grocery Store	Grocery store and parking; single family residences		
R-1: NEC: North End Cultural Overlay	"Municipal/public safety; cultural/educational/historical facilities; parks/open space; picnic grounds/barbecue pits/cooking facilities; shelters/observation decks/platforms/pavilions/storage sheds/patios/restrooms; pedestrian and bicycle walkways/trails; jogging trails; publicly owned facilities operated under lease or agreement with city "		
R-1/NEP: North End Parks and Public Overlay	"Municipal/public safety; public campgrounds; parks/open space; shelters/observation decks/platforms/pavilions/storage sheds/patios/restrooms; pedestrian and bicycle walkways/trails; jogging trails; tennis courts; swimming pools "		



### 4.2 Character Areas

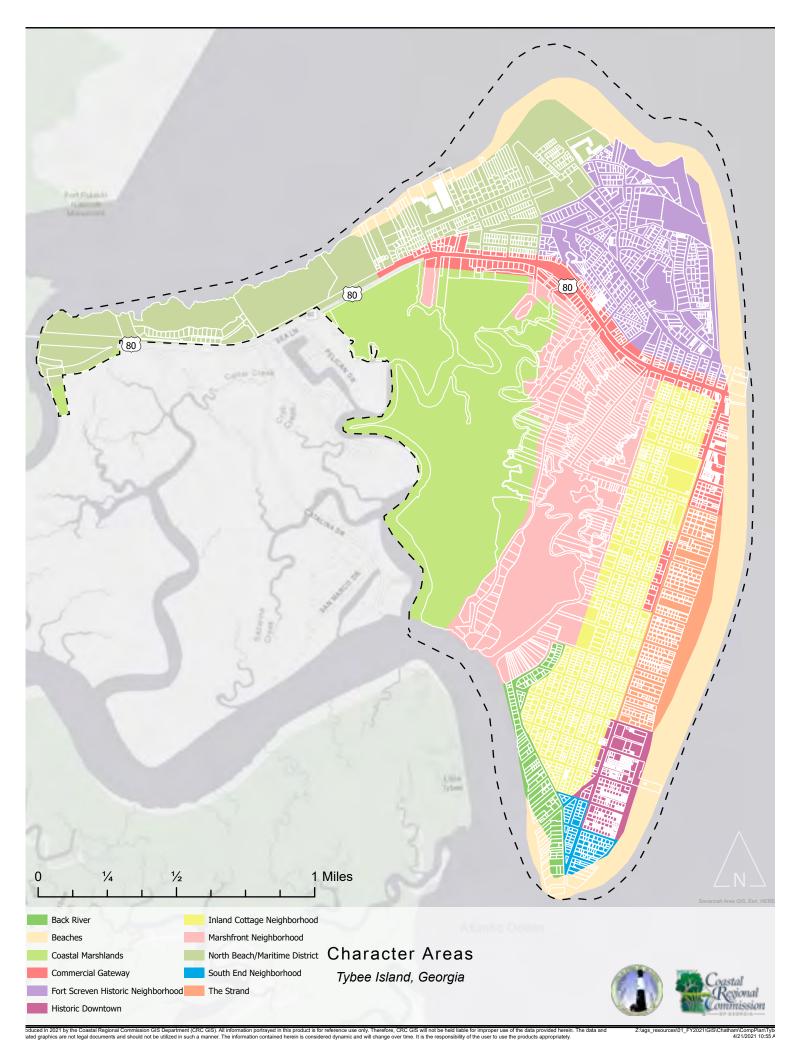


The Character Area Map, along with the character area narratives that follow, lay out a vision, specific goals, appropriate land uses, and implementation strategies for Tybee Island's unique sub-areas, districts, and neighborhoods. The idea behind character maps is that people do not experience their city in terms of land use codes or zoning categories; instead, different neighborhoods exhibit different characters depending on the unique mix of those land uses and forms. While the character area map does not have regulatory power such as a zoning map does, it can help inform decision making and civic discussion.

There are 11 character areas in total. Interpretation of the Character Area Map is provided in the supporting text to be considered along with the City's zoning, future land use map, and other local policies when decision-makers consider land development questions or requests. The supporting text provides written description of the patterns of development that the City will seek to preserve or encourage in each area.

#### Tybee Island Character Areas

- Back River
- Beaches
- The Strand/Beachfront Neighborhood
- Coastal Marshlands
- Commercial Gateway
- Fort Screven Historic Neighborhood
- Inland Cottage Neighborhood
- Marshfront Neighborhood
- North Beach/Maritime District
- South End Neighborhood
- Historic Downtown District



### Back River



#### **Description**

The Back River character area is a distinct neighborhood just northwest of the South End and Downtown areas. It features cottages with waterfront lots, facing Tybee Creek and the Back River Beach. The area is included as the Back River Historic District in the National Register of Historic Places. Wax myrtles, live oaks, sandy alleys and a narrow residential street favored by bicyclists complete the landscape. There are low-impact neighborhood commercial uses in this area as well, but the feel is largely scenic and residential.

#### **Strategies**

- The boat ramp, marina and fishing pier are essential elements of the neighborhood and should be preserved.
- Work with DNR to limit docks that impede public passage along the beach.
- Encourage safer pedestrian mobility.
- Continue to encourage usage of the Bike Route that passes through the area
- Monitor speed of automobile travel and direct enforcement measures if necessary
- Preserve historic structures whenever possible
- Provide appropriate incentives for historic restoration projects as feasible
- Preserve the scenic value of the area through producing landscaping guidelines and updating the tree ordinance
- Enforce local ordinances related to noise and parking.
- Preserve and enhance public access to beaches and waterways.
- Implement recommendations of the Beach management Plan.
- Continue to address and mitigate potential damages from flooding

#### **Current Zoning in this Area**

R-2- One and Two-Family Residential

N-M - Neighborhood Marina

### Beaches



#### **Description**

Tybee's landmark beaches form a key character area that covers the protective dune system and the environmentally economically essential beachfront. The Beaches character area covers the unique feel of Tybee's beaches as pristine natural areas with lower impact residential and commercial uses than some comparable beachfront communities. While zoning uses intersect with the Beaches area, it is largely undeveloped and natural, and its beauty draws families and residents time and again to walk its shores.

#### **Strategies**

- Continue to expand and strengthen the dune system in accordance with the Beach Management Plan.
- Consider impacts of beach maintenance activities on the north beach area.
- Educate the public and city employees on how to reduce the impact of their activities on the beach and dune system.
- Develop strategies to address litter and toxic materials, such as plastics and cigarette butts, on the beach and maintain clean beaches.
- Property, both public and private, should be managed to preserve a healthy beach and dune system.
- Prohibit any development on the beach or dune system.
- Encourage preservation of the buffer between development and the beach/dune system through development regulations.
- Utilize dune crossing boardwalks to provide education on the beach/dune system, local flora and fauna, and natural resources protection.
- Support projects enhancing wildlife habitats.
- Promote the area as a recreation area and tourist destination.
- Preserve the green space adjacent to beaches and dunes.
- Maintain beach access dune crossing with the least amount of impact to the dune system
- Investigate a plan to reinstall some portion of the Strand boardwalk along the beachfront adjacent to the pavilion.

#### **Current Zoning in this Area**

C-1 - Beach Business

R-1- Single-Family Residential

R-1-B - Single-Family Residential (with additional density)

R-2- One and Two-Family Residential

R-T- Residential Tourist

# The Strand/Beachfront Neighborhood



#### **Description**

The Strand/Beachfront Neighborhood is an historic character area that is exclusively residential and borders much of the eastern edge of the Island alongside the beach, and begins east of Butler Avenue. It is characterized by a series of wide streets interspersed with lanes and alleys, all leading toward the beach. Each is fronted by a mix of home types, including multifamily, single family and duplex, with on-street parking and older trees. Notably, there is limited street connectivity within the area; to travel through, one must return to Butler or walk on the beach. Part of the Strand is designated the Strand Cottages Historic District by the National Register of Historic Places for its key role in the development of late 19th-century coastal resort planning.

#### **Strategies**

- Historic structures should be preserved whenever possible
- The unique features inherent to the Strand Cottages historic district should be preserved
- Enhance the pedestrian environment where feasible.
- Enhance the Butler Ave border of the area to facilitate comfortable walking between streets
- Preserve old growth trees and scenic views
- Preserve and maintain public beach access and enhance when necessary.
- Do not allow intrusion of commercial uses.
- Preserve the low-density and residential character of the area.

#### **Current Zoning in this Area**

R-2 - One and Two-Family Residential

### Coastal Marshlands



#### Description

The Coastal Marshlands character area encompasses environmentally sensitive undeveloped natural land not suitable for development. The marshlands buffer against flooding and erosion and provide marine/wildlife habitat as well as natural recreational opportunities. Protecting the marshland is critical for continued disaster resilience on the Island, as well as for their role in keeping the critical oceanfront ecosystem healthy. The zoning is exclusively E-C.

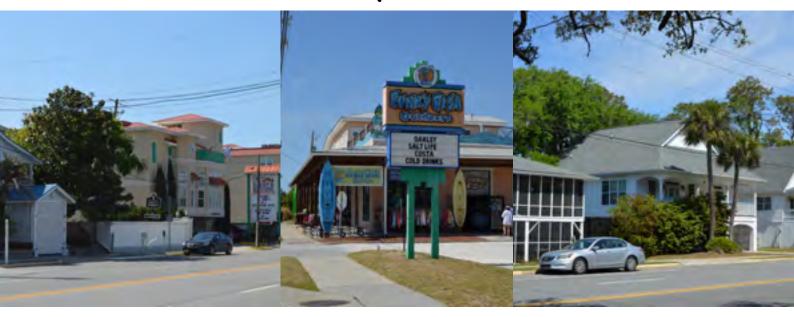
#### **Strategies**

- Ensure that City maintenance and landscaping activities, including the application of landscaping chemicals, do not adversely affect the marsh.
- Property should be maintained in a natural state.
- Restrict development and encroachment into this area.
- Promote the use of conservation easements to protect marshland in private ownership
- Support the use of these areas for shellfish aquaculture as appropriate.
- Promote areas as eco-tourism and low impact recreation destinations.
- Work with area partners, including institutional and academic partners, to study changes and implement policies to enhance or protect the marshland
- Encourage oyster reef restoration through established programs.
- Continue to enforce the City's Marsh Buffer Ordinance to mitigate development impacts.
- Restrict or discourage uses adjacent to this area that could contribute to water pollution.

#### **Current Zoning in this Area**

E-C - Environmental Conservation

### Commercial Gateway



#### Description

The Commercial Gateway Character Area is the gateway to all other character areas in the city. It is the main corridor on and off the Island, and includes a wide mix of uses that varies along its route. The mix of neighborhood commercial uses include shopping, crafts and art, restaurants, and eco-tourism, while there are rentals and homes of various sizes and types scattered throughout the area as well. It is a key area for all people on the Island, including residents and visitors.

#### **Strategies**

- Encourage commercial and mixed use development and redevelopment along the US 80 commercial corridor.
- Work with GDOT to monitor traffic and infrastructure concerns along the roadway to align with Plan vision.
- Discourage down-zoning within the US 80 commercial corridor.
- Establish standards for a maximum percentage of residential use on a per parcel basis to encourage mixed use.
- Enhance pedestrian movements with streetscape improvements, especially at key locations where crossings are likely
- Support the continued development of the Tybee Island bikeway including bike lanes and multi-use trails.
- Allow for an appropriate mix of retail, residential, and tourism-related uses consistent with the Plan vision.
- Implement traffic calming measures and parking improvements.
- Establish noise and sight buffers between commercial uses and adjacent residential areas.
- Review parking requirements to ensure they are not prohibitive to future commercial development.
- Consider the use of City's unopened ROW's to provide additional public parking.

#### **Current Zoning in this Area**

C-1 - Beach Business

C-2 - Highway Business

R-1- Single-Family Residential

R-1-B - Single-Family Residential (with additional density)

R-T - Residential Tourism

R-2 - One and Two-Family Residential

### Fort Screven Historic

# Neighborhood



#### **Description**

The Fort Screven Historic District includes Officers Row and all of historic Ft. Screven, which represents significant historic, cultural and natural resources. The neighborhood is a unique area that includes many uses, including some new, larger scale development, traditional cottages, townhomes/condominiums, public uses such Jaycee Park, the Tybee Post Theater and the Community Center, historic sites, narrow streets, old-growth street trees and public parking. The area is listed on the National Register of Historic Places as the Fort Screven Historic District.

#### **Strategies**

- Establish standards and guidelines for signage.
- Provide additional signage and interpretation for landmarks and commercial businesses.
- Continue to preserve or restore historic structures whenever possible.
- Provide appropriate incentives for historic restoration projects as feasible in this area
- Identify potential opportunities for adaptive reuse rather than new construction when feasible
- Ensure continued preservation of old growth trees, parks, and green space.
- Support an improved bicycle and pedestrian environment with connected facilities.
- Consider adoption of architectural standards for historic structures.

#### **Current Zoning in this Area**

R-1 - Single-Family Residential

R-2 - One and Two-Family Residential

R-T - Residential Tourism

R1/NEC - North End Cultural Overlay District

P-C - Parks/Conservation

PUD - Planned Unit Development

# Inland Cottage Neighborhood



#### **Description**

The Inland Cottage neighborhood is a large character area composed of much of the area west of Butler Avenue to the Back River and Marshfront Neighborhood areas. It is most predominantly residential in character, with a mix of dwelling types. Housing includes permanent residences and rental homes of various sizing, along with multi-family. Both traditional historic cottages and large new residential homes are found here. Other uses include low density commercial and grocery, public/government buildings, including the only school in city limits, as well as park space.

#### **Strategies**

- Permit only compatible uses including low density residential, public/institutional and low impact commercial.
- Discourage through-traffic to protect the high population of pedestrians (and especially children) who move about the streets
- Implement streetscape improvements to improve the pedestrian/bicycle environment and enhance safety and mobility.
- Preserve/restore historic structures whenever possible.
- Provide appropriate incentives for historic restoration projects.
- Continue to address drainage issues in this area.
- Develop strategies to address illegal parking on private and public property in this area.
- Preserve the residential character of this neighborhood.

#### **Current Zoning in this Area**

R-2 - One and Two-Family Residential

N-G - Neighborhood Grocery

P-C -Parks/Conservation

# Marshfront Neighborhood



#### Description

The Marshfront Neighborhood area is predominantly residential, with a fine mix of home type, size and scale. Small cottages exist along with larger homes and vacation rentals, along narrow roads fronted by majestic palms, live oaks and other shade trees. There are a few commercial uses in various areas, but the character is largely residential and anchored by the proximity of the coastal salt marshes, which provide beautiful scenic views as well as environmental benefits.

#### **Strategies**

- Permit only uses compatible with area character.
- Permit only uses that will not adversely affect/impact the marsh environment.
- Monitor health and range of the marsh to ensure its use as a flood abatement benefit is optimized
- Continue to monitor traffic speeds and volume if occupancy/rental volume increases substantially
- Enforce marsh buffer ordinance within the area.
- Prioritize tree preservation to protect the scenic and habitat value of the area.
- Enhance pedestrian and bicycling connections in this area to allow residents to travel safely and easily to adjacent areas

#### **Current Zoning in this Area**

R-1 - Single-Family Residential

R-1-B - Single-Family Residential (with additional density)

R-2 - One and Two-Family Residential

E-C - Environmental Conservation

### North Beach/Maritime

### District



#### **Description**

The North Beach/Maritime District is a varied area that covers much of the northern end of the Island. It features a mix of uses and is less densely developed than other areas. It includes commercial, recreational, public/government uses and buildings, and a mix of residential styles and homes set on narrow streets, as well as the River's End Campground. In addition to these developed portions, the area also includes extensive undeveloped environmentally sensitive areas with multi-use trails and public water access.

#### **Strategies**

- Establish standards and design guidelines for signage in keeping with island character.
- Allow for the development of retail, restaurants and services for seasonal and year round populations
- Improve the pedestrian and bicycle environment.
- Discourage down-zoning and maintain commercial dock usage
- Provide signage for landmarks and commercial establishments.
- Preserve/restore historic structures whenever possible.
- Provide appropriate incentives for historic restoration projects.
- Ensure preservation of old growth trees, parks and green space.
- Support continued development of bicycle infrastructure, including bike lanes and multi-use trails.
- Consider the potential for additional parking within this area with transportation to other areas of the Island
- Facilitate public water access where appropriate and on public property.
- Explore opportunities to preserve historic battery, and public access to those batteries

#### **Current Zoning in this Area**

- R-1 Single-Family Residential
- R-2 One and Two-Family Residential
- R-1-B Single-Family Residential (with additional density)
- R1/NEC North End Cultural Overlay District
- R-T Residential Tourism
- E-C Environmental Conservation
- PUD Planned Unit Development
- M-D Maritime District

# South End Neighborhood



#### Description

The South End character area is just south of the Downtown area, and features a growing mix of residential uses. The area is a very close to both the Back River and Downtown character areas, but has a distinct feel brought by the growing number of seasonal rental units, as well as the easy access to South End Beach and proximity to the activity in the adjacent Downtown. Highway 80 terminates shortly before the South End neighborhood boundary.

#### **Strategies**

- Future development and redevelopment should be pedestrian oriented with safe connections to adjacent neighborhoods and commercial areas.
- Preserve or restore historic structures whenever possible.
- Monitor and enforce short-term rental regulations to limit conflict
- Preserve and enhance beach access and scenic views
- Monitor and encourage appropriate scaling of intensity between the Downtown commercial area and the residences
- Continue implementation of improvements to enhance/ encourage pedestrian safety and mobility.
- Continue to develop strategies to address illegal parking on private and public property in this area.
- Preserve the residential character of the neighborhood.

#### **Current Zoning in this Area**

R2- One and Two-Family Residential

### Historic Downtown



#### Description

The Historic Downtown District is key character area that acts at the city's traditional "main street" and is perhaps the most outwardly "urban" feeling area in the city. It features wide sidewalks and dense commercial uses with restaurants shopping, hotels/lodging, pavilions, and public parking, as well as access to the large central pier which acts as a focus point for the beach. Single-family, multi-family, and vacation rentals form the residential uses.

#### **Strategies**

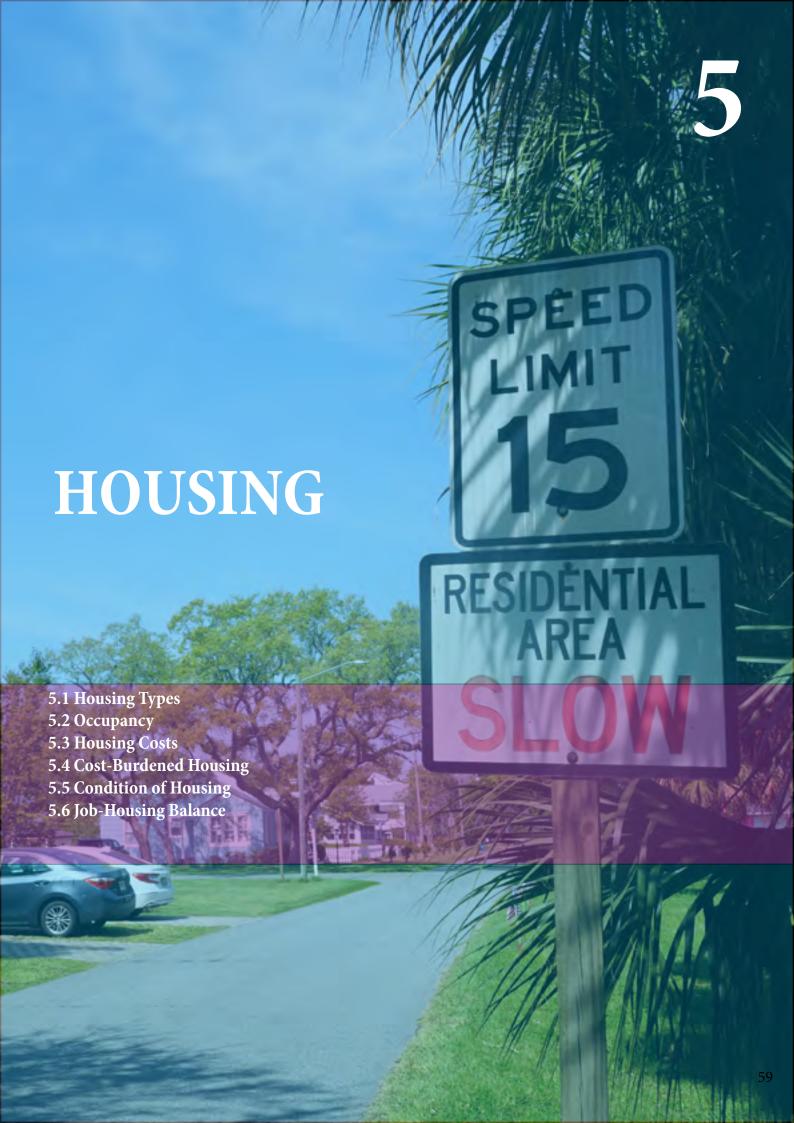
- Future development and redevelopment should be pedestrian-oriented
- Promote mixed densities of residential development, including upstairs residential over commercial.
- Encourage mixed uses to provide for the daily needs of residents and tourists.
- Uses and zoning should provide a transition from the South End neighborhood.
- Add recreational uses within the area.
- Beautification and façade improvement projects should be implemented to improve area aesthetics
- Encourage the preservation, restoration and adaptive reuse of historic structures through incentives
- Encourage development/redevelopment of existing vacant properties and under-utilized structure.
- Preserve/retain buildings that can house small businesses.
- Look for opportunities to ease congestion and improve traffic flow within the City's road network.
- Address trash and litter issues in this area.
- Assess traffic flow and transportation issues on the narrow lanes within this district.
- Discourage down-zoning within this area.
- Improve the availability and accessibility of public services and amenities in this area.

#### **Current Zoning in this Area**

C-1 - Beach Business

C1/SE - South End Business Overlay District

R1 - Single-Family Residential









The housing section of the plan serves as a baseline for understanding the housing supply in Tybee Island and a framework for making future decisions. The goals of the City include providing a range of housing choices to serve all members of the Tybee community, and to promote livability, health, and economic mobility among its residents.

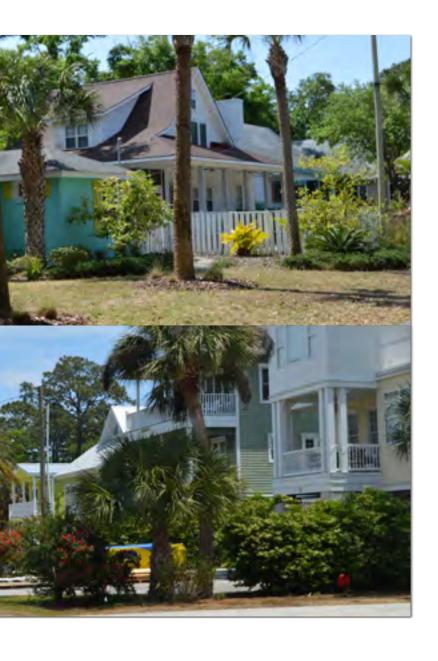
The housing market is heavily dependent on larger economic conditions, demographic changes, and the physical location of individual dwellings. Demographic conditions can have an effect on the type of housing: families may require different housing types than single workers, for example.

Tybee Island's neighborhoods provide a range of housing types of differing densities, styles, ages and sizes, providing a rich variety of homes and lifestyles for citizens. These are further detailed in the "Character Areas" section.

The high cost of housing on Tybee Island is a critical issue that will continue to influence the future of the city. The area's desirable seaside location, proximity to Savannah, and dwindling capacity for new housing construction are just a few factors that contribute to the high housing cost. While this can be beneficial for property owners who see values rise, it can heighten inequity and depress the local job market as many workers must live in housing far from their jobs.

While the housing market is largely driven by economic conditions, there are ways for local governments to influence the cost and supply of housing. Zoning codes and development regulations, quality and type of services provided (trash, recycling, water) can affect housing supply and cost, and more direct programs like incentives and credits can help to achieve city goals for things like low and moderate-income housing.

Note: Figures may differ slightly between sources due to data vintage and survey methods.



Total Housing Units: 3,441
Total Occupied Units: 1,305

Occupied units increased from 1,232 in 2015 to 1,305 in 2019.

Owner-occupied units Increased from 826 in 2015 to 904 in 2019.

Single-family detached homes increased from 1,739 in 2015 to 2,110 in 2019

Source: American Community Survey 2015-2019

# 5.1 Housing Type

In 2019, Tybee Island had a total of roughly 3,441 housing units, although only 1,305 of them were listed as occupied.

The majority of housing on Tybee Island is in the form of single-family detached homes, and the percentage of single family homes increased from 2010 to 2019, from 56.7% to 61.3%. The second-most common housing type on Tybee was buildings with 50 units or more. This building type experienced a dramatic increase from 2010-2019, from 2.4% of units on the island to 8.9%. Buildings with 10 to 19 units also saw a major increase of from 2.5% of units to 6.6%.

Other types saw more modest changes. Single family detached homes increased from 1,739 in 2015 to 2,110 in 2019. The number of duplexes increased by 2.6%, while buildings with 3 to 4 units decreased by 3.6%.

#### Age of Occupied Housing

Most housing on Tybee Island (43%) was built between 1970 and 1990. Another 30% was built between 1990 and 2010. After 2010, the pace of construction dropped significantly during the peak of the recession before picking up again after 2014.

Category	Number	Percent
Occupied Housing Units:	1,305	1
Built 2014 or Later	50	3.8%
Built 2010 to 2013	9	0.7%
Built 2000 to 2009	227	17.4%
Built 1990 to 1999	171	13.1%
Built 1980 to 1989	288	22.1%
Built 1970 to 1979	278	21.3%
Built 1960 to 1969	63	4.8%
Built 1950 to 1959	78	6.0%
Built 1940 to 1949	88	6.7%
Built 1939 or Earlier	53	4.1%

Source: American Community Survey 2015-2019

### 5.2 Occupancy

From 2010 to 2019, there was an overall decline in owner-occupied housing, which dropped from 72% of units to 69%. Occupied rental units rose slightly over the same timeframe, from 28% to 31%.

A majority of housing on the Island remains listed as vacant, and the rate has grown, from 55.6% in 2010 to 62.1% in 2019.

Of the vacant housing, 38.4% was listed as for rent, 1% was listed as for sale, and the rest listed as unoccupied but not up for sale or rent.

Category	2010	2015	2019
Total	2,983	3,341	3,441
Owner-Occupied	953	826	904
Renter Occupied	372	406	401
Vacant	1,658	2,109	2,136







# 5.3 Housing Cost

The median value of an owner-occupied house has risen substantially from 2010-2019. The median value of a home was \$452,700 in 2010, dipped during the recession to \$360,200 in 2015, and rebounded to \$503,700 by 2019. There were no homes valued at less than \$100,000 in 2019, and more than 90% of homes were valued at more than \$300,000.

Median gross rent has also increased, from \$1,131 in 2010 to \$1,275 in 2019. About 45% of renters paid \$1,000 - \$1,249 in 2019, and another 30% paid \$1,500 - \$1,999.

For comparison, the median housing value for Chatham County as a whole in 2019 was \$194,500. The median gross rent was \$1,085.

Category	2010	2015	2019	Percent Change (2010-2019)
Median Rent	\$1,094	\$1,219	\$1,208	10.4%
Median Owner Costs as Percent Income (Mort- gaged)	24.6%	26.1%	22.6%	-8.1%
Median Owner Costs as Percent Income (No Mortgage)	14.8%	15.2%	9.0%	-39.2%
Median Home Value	\$452,700	\$360,200	\$503,700	11.3%

### 5.4 Cost Burdens

The federal government defines a household as "cost burdened" is they are paying more than 30% of their net household income on housing costs, such as rent or mortgage payments.

The number of cost-burdened mortgage-holders has declined slightly, dropping from 41.3% in 2010 to 37.5% in 2019. The number of cost-burdened homeowners without a mortgage dropped significantly, from nearly 30% in 2010 to 4.3% in 2019.

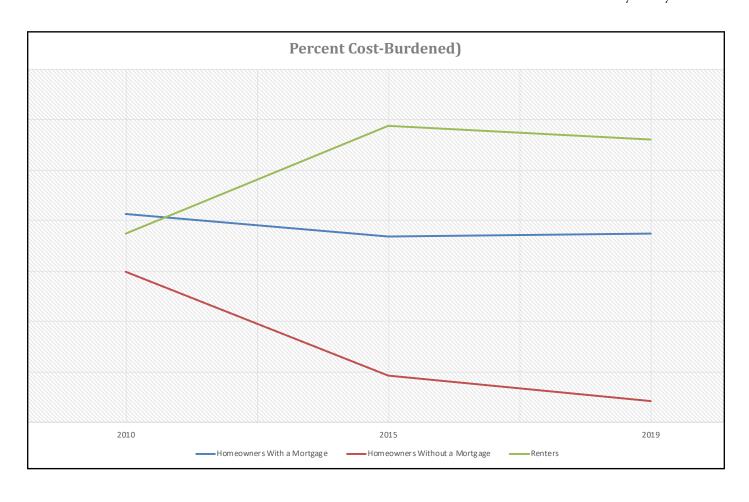
The number of cost-burdened renters has increased, however, from 37.4% in 2010 to 56.1% in 2019. This is a higher rate of burden relative to the state of Georgia, which had a rate of about 45% in 2019.

The current median household income for Tybee Island in 2019 was \$80,897, and rose at a rate of more than 50% from 2010-2019. This rise in income appears to be keeping ownership burden costs in check. Renters continue to face higher cost burdens, however, likely due to a low supply of long-term rental housing.

In 2019, 37.5% of homeowners with mortgages were cost burdened.

In 2019, **56.1% of renters were cost** burdened (higher than state median).

In 2019, **about 4% of**homeowners without a mortgage were
cost burdened.





# 5.5 Housing Condition

The condition of housing is critical for the wellbeing and health of residents. Poor housing quality can lead to higher costs in the long run, as well as worse health outcomes for residents and impaired childhood development. Some issues that affect housing quality are insufficient plumbing and kitchen facilities and overcrowding. Overall, Tybee is in good condition in regards to its housing condition and faces no critical issues in this regard.

In 2019, fully 100% of housing units in Tybee Island had complete plumbing facilities, and 94% had complete kitchen facilities. The lower kitchen facilities percentage is likely due to the number of housing units dedicated to short term vacation rentals.

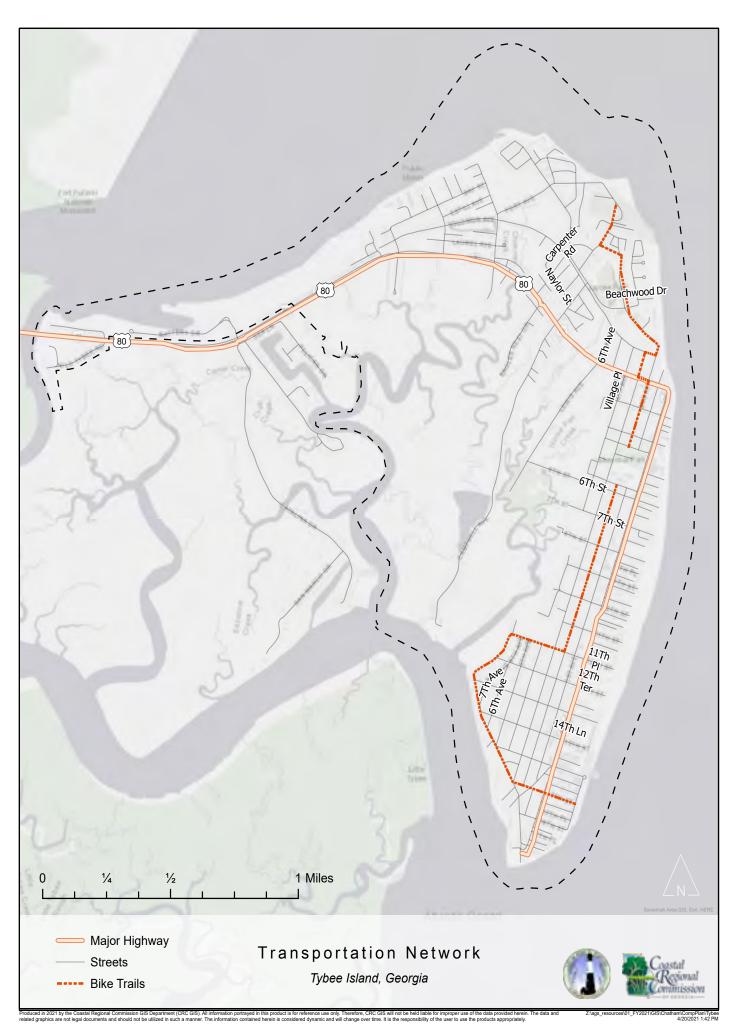
Severe overcrowding is defined by the federal government as more than 1.5 people per room in a dwelling. Approximately 3.8 percent of units fit this criteria, all of which appeared from 2015-2019. Approximately 93% of housing units had fewer than 1 occupant per room.

# 5.6 Job-Housing Balance

The jobs-housing ratio is a measure that relates the amount of housing in a community to the amount of jobs in a community. A low ratio indicates there is more housing than work, and a high ratio indicates there are more jobs than housing units. A ratio of between 0.75 and 1.5 is generally considered a "balanced" community. An imbalance can indicate a mismatch between where people live and work, leading to longer commute times, congestion, and poor air quality.

The most recent data from 2018 indicated that Tybee Island supplied 2,123 jobs and contained 3,441 housing units, giving a ratio of 0.62. However, due to the Island's nature as a vacation destination, this may be distorted by tourist rental units. Using only occupied housing units, the ratio changes to 1.62. This indicates Tybee likely has a slight jobs-housing imbalance, though its unique nature may make this measure less valuable.





Transportation is one of the most critical components of any city. It facilitates the movement of people, but also affects the ability of goods to flow to and from the city, provide for evacuation routes during natural disasters, and also has a major effect on the character of the landscape and on environmental and physical health.

Tybee Island's transportation infrastructure is especially critical due to the massive fluxes in population during the on and off seasons, which can place strain on the roadway and parking networks.

A transportation element is required from the Georgia Department of Community Affairs for comprehensive plans, as Tybee Island is part of the Coastal Region Metropolitan Planning Organization planning area, of which it participates through the Technical Coordinating and Policy committees.



# 6.1 Roads and Highways

U.S. Highway 80 is the single roadway that leads on and off the Island. The roadway, which is two lanes with occasional passing lanes, is under the jurisdiction of the Georgia Department of Transportation. All other roads are local and managed by the City.

U.S. 80 is critical as a gateway for the tourists who drive the City's economy and for the residents to enter and exit the island. It operates with a high level of service (Level of Service A) with no congestion most of the time, though during the peak summer and spring seasons, and especially on major holidays, traffic can experience severe delays.

The roadway is vulnerable to increased flooding events that can close the route, as well as to crashes that can block traffic for extended periods of time. Improvements were recently completed to raise the road level slightly to help avoid flooding. The Bull River and Lazaretto Creek bridges are included on the route, and were in the preliminary process of a major replacement and improvement project by GDOT at the beginning of 2021.

The route is also listed as a future bike route in the MPO's long term transportation plan. As it stands, the highway does not have facilities for pedestrians or cyclists other than a shoulder.



### 6.2 Roadway Hierarchy

It is helpful to conceptualize a road network as a hierarchy, with different types of roads separated based on their physical characteristics, speed, and traffic volume. The CORE MPO completed a 2014 Thoroughfare Study that provided definitions for this hierarchy as a framework for cataloging improvement needs.

### **Freeways**

Limited access roads, freeways or motorways, including most toll roads are at the top of the hierarchy. These roads provide largely uninterrupted travel, often using partial or full access control, and are designed for high speeds. There are no roadways fitting this description in Tybee Island.

#### **Arterials**

Major through roads that are expected to carry large volumes of traffic are designated as arterials. U.S. Highway 80 is the only roadway on Tybee Island that fits this criteria, and is the subject of most regional and state level planning focus. It provides an entrance to the Island from the west before curving to the south and terminating at Tybrisa Avenue.

#### **Collectors**

Next in the hierarchy are collector roads, which collect traffic from local roads, and distribute it to arterials. They are often fronted by auto-oriented establishments, and provide a route for travelers going somewhere else. There are no roadways fitting this description in Tybee Island.

#### **Local Roads**

These roads are at the bottom of the hierarchy, have the lowest speed limit, and carry low volumes of traffic. In some areas, these roads may be unpaved. All roadways in Tybee Island other than U.S. 80 fall under this description.

### **Bridges**

The Bull River and Lazaretto Creek bridges make up part of Highway 80 along the entrance route to the Island. They were in the preliminary process of a major replacement and improvement project by GDOT at the beginning of 2021, which will add bicycle infrastructure and shoulder improvements while maintaining the automobile travel lanes to two.

#### **Signalized Intersections**

There are three traffic signals on Tybee Island, all of which are on U.S. 80, and are maintained by the Georgia Department of Transportation. The roadway also features flashing warning beacons for pedestrians at crossings along the Butler Avenue portion of the road.

### 6.3 Parking

Tybee Island intensively manages its parking infrastructures and tracks usage throughout the year to determine the need for improvements. The City operated parking structures at the south and north ends of the Island and provides on-street parking in various areas, all of which are pay-to-park. The fees are enforced from 8 a.m. to 8 p.m. year-round, including weekends and holidays, and the city has invested in more staff for parking and code enforcement.

Parking is in high-demand much of the time, but experiences severe peaks during the summer months, which can cause problems as drivers park illegally in residential areas. The 2016 Carrying Capacity Study indicated that city staff do not generally feel that lack of parking prevents special events from being held on the Island, and that improvements in advanced planning have helped to alleviate some congestion problems,

The city offers yearly parking decals to residents. Fees can be paid at dedicated kiosks or through a dedicated mobile phone app.



### 6.4 Water, Rail and Air



Tybee Island is close to major port terminals in Savannah, but the port traffic has no measurable effect on transportation to or from Tybee Island. There is no rail service on Tybee, either for passenger or freight, and there is no major trucking freight activity on the Island other than service delivery. There is no ferry service to Tybee. Such service may be reconsidered, in line with parking management, to reduce vehicle traffic on the Island.

The nearest airport to Tybee Island is the Savannah-Hilton Head International Airport, which recently expanded service through routes from Southwest Airlines.



### 6.5 Alternative Transportation

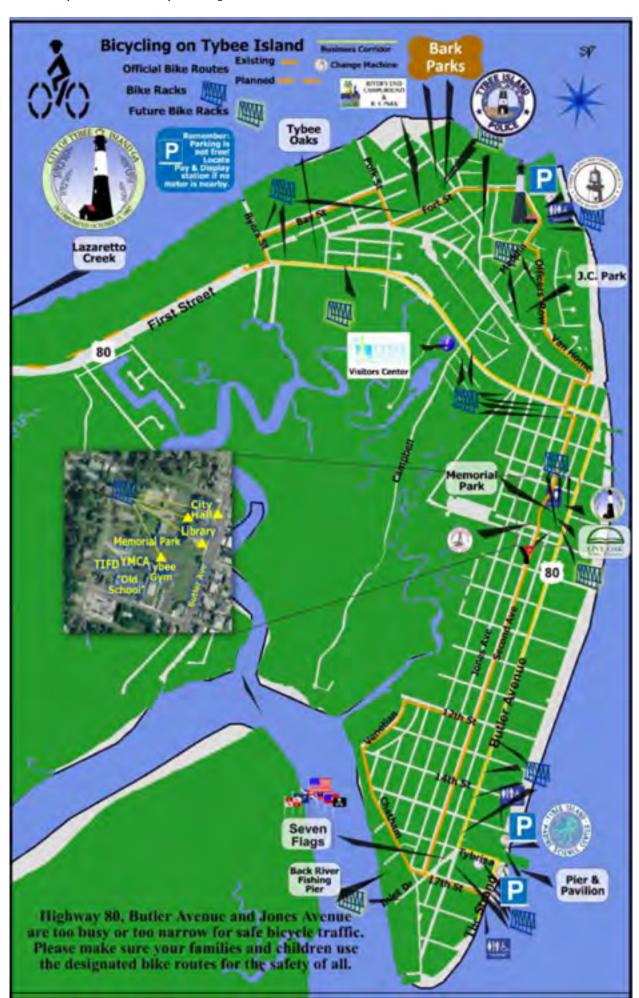
Tybee Island is well-known as a biking and walking friendly city. Many citizens of Tybee Island get around the island by walking, or through golf carts and small electric vehicles. Visitors are able to rent bicycles from several local outfitters and use them to travel the city as well. The City continues to work closely with CORE MPO, GDOT, and area partners on additional walking and biking infrastructure and acknowledges the importance of such projects for the convenience of visitors and residents as well as their value in helping alleviate congestion and pollution.

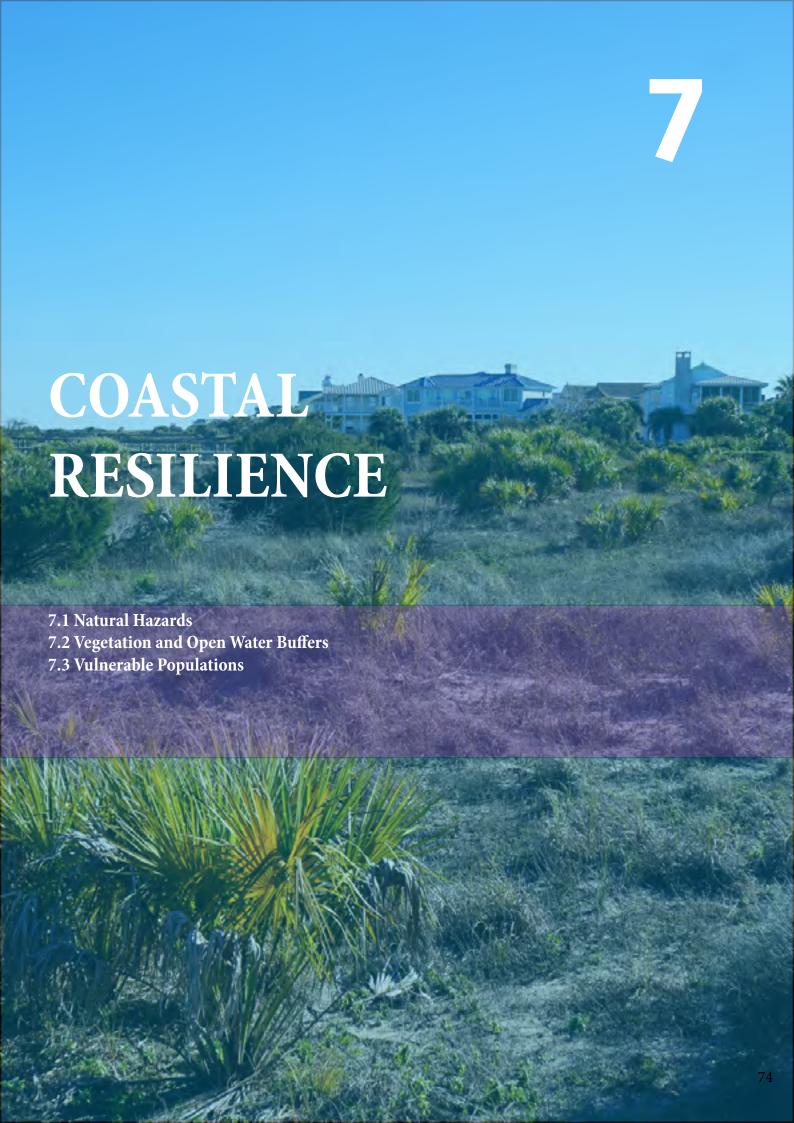
The City has a dedicated bike route with signage through the Back River area through to the northern end of the Island, and has paved trails in Jaycee Park and Memorial Park. There is also a recreational McQueen's Island trail that runs parallel to the Savannah River. Construction of the Marsh Hen Trail running from the East Gate beach access point to the McQueen's Island trail is in varying stages of completion.

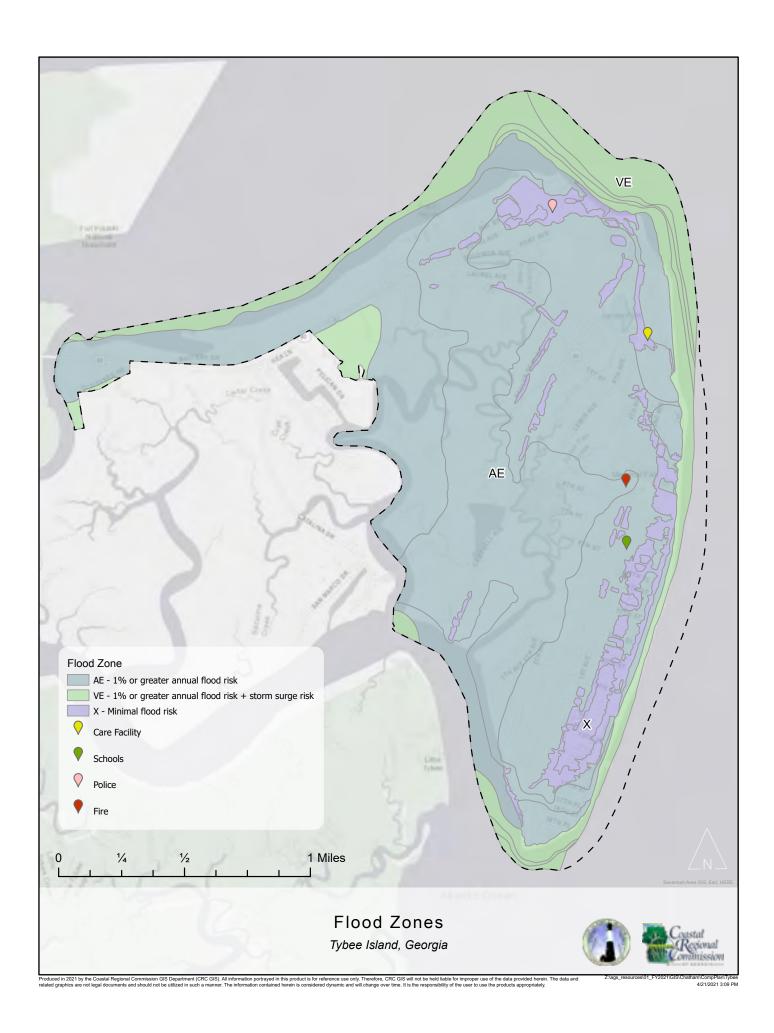
Tybee's government has established a "Complete Streets" policy that takes all road users into account during local transportation planning and construction projects. Flashing pedestrian "HAWK" beacons have been installed along crossings on U.S. 80 to provide safer crossing. Additional planning for pedestrian and bicycle improvements is ongoing.

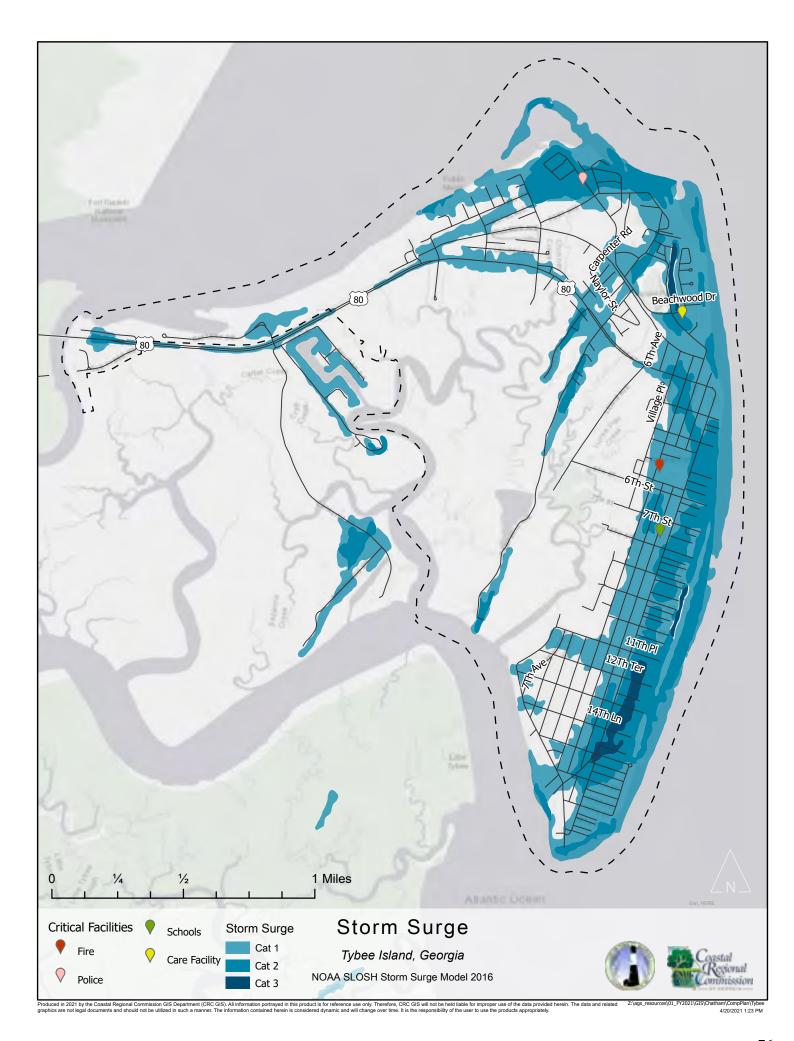
#### **Transit**

Chatham Area Transit does not provide service to Tybee Island. The Coastal Regional Commission provides limited on-demand transit service for eligible trips. A daily shuttle service was piloted in recent years but was discontinued.









A resilient city is one that acknowledges disasters will occur and prepares to meet the disruption they cause. Resilient communities seek to prevent loss of life and property, protect the environment, and quickly bounce back from shocks to return citizens and businesses to pre-disaster functioning.

Resilience is important for all cities, but it takes on a special meaning for communities on the coast, which face the full brunt of storms, flooding, sea level rise and other issues. Tybee Island, as a frontline Georgia barrier island, is no exception, and has taken pains to prepare itself as a resilient community.



### 7.1 Natural Hazards

Tybee Island faces significant and pervasive risk from storms and from overall sea level rise. The Island's landmark Sea Level Rise Adaptation Plan notes that the City already faces increased coastal erosion on its Atlantic beaches, tidal flooding of U.S. 80 and backup in stormwater drainage systems that causes localized "nuisance" flooding. The entire Island lies within a 100-year flood plain, and the city participates in the National Flood Insurance Program's Community Rating System (CRS). The adoption of the Sea Level Rise Adaptation Plan helped the city move to a higher rating, providing premium discounts for residents. The Pre-Disaster Hazard Mitigation Plan for Chatham County estimates about \$250 million in damage is at risk from flooding. The island has already experienced approximately 10 inches of sea-level rise since 1935, according to NOAA.

The Island faces serious risk from storm surges. While the City has not experienced a recent "direct hit" from an Atlantic hurricane, serious flooding has occurred during recent storms, and there is a particular danger to



low-lying areas to the south and west. More than 100 homes were flooded during recent storms, such as Hurricane Irma in 2017. The entire Island has been designated a Special Flood Hazard Area by the Federal Emergency Management Agency, and storm surges can be as high as 15 feet above normal tidal levels.

Tybee Island has made great strides in the last decade through accelerated beach and marsh renourishment programs, as detailed in the adaptation plan. The problems will continue to get worse, however, as storms increase in frequency and intensity, and as sea levels continue to rise. Adjustments to U.S. 80 to avoid intermittent flooding, continued beach and dune renourishment and deployment of green infrastructure, and upgrades to the city's sewer and water systems will become more critical in upcoming years. Raising well houses above the flood plain and management/replacement of sanitary mains are scheduled for the coming years and should be prioritized as vital needs for the Island's resiliency in the long term.

### 7.2 Vegetation/Water Barriers

There are several natural features that help reduce the effects of flooding. The coastal marshlands and dune system are both natural pieces of "green infrastructure" that lessen the impacts of harsh weather and flooding. The Coastal Marshlands Protection Act and Shore Protection Act both require notification and planning for projects that affect marshland or shore, beaches and dunes.

Tybee Island's Sea Level Rise Adaptation Plan provides guidance for adaptation to flooding risk, including ongoing beach renourishment and dune revegetation. The report suggests this will only become more important in the future as further deepening of the shipping channel to Savannah will likely exacerbate erosion issues. The report also suggests the creation of the three foot sea wall along the back river section of the Island to protect against persistent flooding in those areas.



### 7.3 Vulnerable Populations

A key factor in examining resiliency is quantifying vulnerable populations. These populations include those residents who live in areas vulnerable to natural disasters and flooding, but also those who may have difficulty in heeding evacuation orders due to age, income, and mobility.

The most vulnerable populations include children less than five years old, the elderly and frail elderly, persons living in poverty, and persons without reliable transportation that live in communities with limited public transportation. For elderly, we have identified the percentage of the population 65 and older. These groups may require extra care when facing an imminent threat or when responding to a new disaster and should be incorporated into disaster mitigation and management plans when relevant.

In Tybee Island the percentage of children under age five grew from 2.2% in 2010 to 3.1% in 2019, while the percentage of persons 65 and older grew from 22.1% to 28.6% during the same period. Tybee Island has continued to update its pre-disaster mitigation plan.



### **Poverty and Income Level**

Income can directly relate to a family's ability to have reliable transportation, which then directly relates to a family's ability to evacuate their home in the event of an evacuation order. Income also impinges upon a family's ability to secure temporary lodging (hotels or motels) beyond publicly provided shelter, or to obtain replacement housing should they lose their homes due to a storm event or natural disaster.

The median household income for Tybee Island in 2019 was \$80,797. The per capita income was \$46,205. Both are significantly higher than the state median, and both have risen over the last 10 years.

Poverty levels are established by the federal government and are based upon income and family size. For Tybee Island, approximately 11% of children and 16% of working-age adults were determined to be living below the poverty line in 2019. There were no residents over 65 who were determined to be living in poverty.

### **Means of Transportation**

The U. S. Census reports on the number of vehicles available to households. This is an important indicator of the percentage of the population that has reliable transportation should they need to evacuate their homes in the event of a storm or other natural disaster. In Tybee Island, 13 units (or about 1% of residents) reported not having a vehicle available in 2019.

### **Housing Type**

Mobile homes have been identified as a particularly vulnerable type of housing during storm events due to their susceptibility to damage caused by high winds and flying debris. There were six mobile home units in Tybee Island as of 2019, down from 75 in 2010.

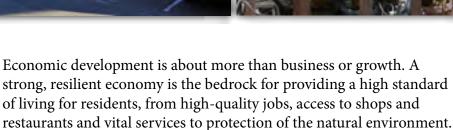




- 8.1 Economic Base
- 8.2 Unemployment Rate
- 8.3 Occupation
- 8.4 Class of Labor Force and Place of Employment







Economic development can be measured by looking at the workforce of Tybee Island and examining where people are working and how those jobs are expanding or contracting over time. As productivity increases in the economy, the standard of living can rise as well, as higher incomes allow citizens to purchase more goods and services and fund more city services and projects.

Tybee Island's economy is heavily tied to its status as a resort community, with many workers employed in the hospitality and services industries. Many others are involved in business and management roles in various companies, or own their own businesses. The Island's natural beauty, unique downtown and neighborhood landscapes, historic value, and proximity to Savannah draw visitors from around the world.

Tybee Island is well-prepared to take advantage of its role as a destination city, although its reliance on tourism poses risks if demand for travel falls. Additionally, service workers who support the tourism industry are often pushed out of the City due to high housing costs, which also poses a risk as some workers choose to seek employment closer to home.

The 2018 Tybee Island Economic Development Strategic Plan provided a strategic work plan and recommendations for economic development actions, which includes branding campaigns and echoes concerns over housing availability.





### 8.1 Economic Base



The economic base provides a snapshot of in which industries most people in Tybee Island are working. The table below shows the economic base for Tybee from 2010 to 2019. Education, healthcare, social assistance, arts and entertainment, recreation and accommodation and food services make up the largest proportions of workers.

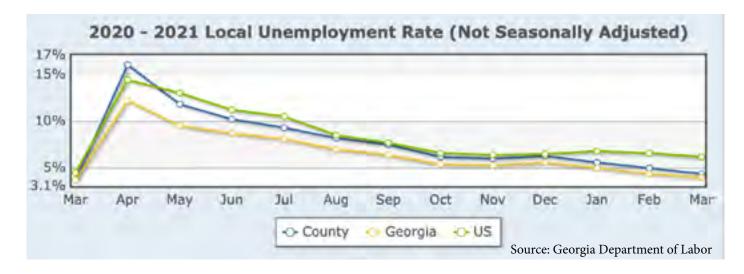
Industry			
	2010	2015	2019
Total Employed Civilian Population 16 Years and Over	1,599	1,355	1,487
Agriculture, Forestry, Fishing and Hunting, and Mining	0.0%	0.6%	0.0%
Construction	10.4%	3.2%	4.6%
Manufacturing	5.5%	6.8%	5.2%
Wholesale Trade	3.3%	1.3%	2.8%
Retail Trade	9.7%	16.2%	11.4%
Transportation and Warehousing, and Utilities	2.8%	4.9%	6.7%
Information	0.8%	0.0%	1.3%
Finance and Insurance, and Real Estate and Rental and Leasing	16.6%	6.8%	13.1%
Professional, Scientific, and Management, and Administrative and Waste Management Services	11.4%	9.8%	12.7%
Educational Services, and Health Care and Social Assistance	21.5%	18.7%	14.4%
Arts, Entertainment, and Recreation, and Accommodation and Food Services	12.5%	22.7%	20.8%
Other Services, Except Public Administration	1.8%	2.8%	2.3%
Public Administration	3.7%	6.1%	4.7%

Source: American Community Survey 2015-2019

### 8.2 Unemployment

The total labor force for Tybee Island was 1,529 in 2019, and has stayed relatively consistent. The unemployment rate for the city was historically low in 2010 at 0.6%, but spiked to 9.2% in 2015 during the Great Recession. By 2019, the rate had fallen to 2.7%.

County-level unemployment rates showed a large spike to nearly 17% in April of 2020, due to the COVID-19 pandemic. By February of 2021, the county unemployment rate had shrunk to about 5%, lower than the national average.



### 8.3 Occupation

The table below shows the most common occupations for the Tybee Island workforce from 2010 to 2019. The occupations with the highest proportions of workers are management, business, and professional occupations. Food preparation and services also employ a significant number of people.

Occupation	2010	2015	2019
Employed Civilian Population 16 Years and Over:	1,599	1,355	1,487
Management, Business, and Financial Operations Occupations	17.3%	20.1%	25.5%
Professional and Related Occupations	28.0%	28.0%	21.9%
Healthcare Support Occupations	0.0%	0.0%	0.0%
Protective Service Occupations	0.0%	2.7%	2.6%
Food Preparation and Serving Related Occupations	6.4%	14.8%	19.2%
Building and Grounds Cleaning and Maintenance Occupations	15.1%	3.0%	4.4%
Personal Care and Service Occupations	0.6%	0.6%	0.0%
Sales and Related Occupations	9.9%	10.5%	5.1%
Office and Administrative Support Occupations	8.6%	7.0%	6.7%
Farming, Fishing, and Forestry Occupations	0.6%	0.6%	0.0%
Construction, Extraction, and Maintenance Occupations	11.1%	6.3%	4.4%
Production Occupations	2.2%	1.8%	5.7%
Transportation and Material Moving Occupations	0.0%	4.7%	4.6%

Source: American Community Survey 2015-2019



### 8.4 Labor Force

Tybee Island's total workforce was 1,487 people as of 2019. Most of those people worked as traditional private wage or salary workers, while about 19% were self-employed. Another 11% worked in government and 5% worked in non-profit jobs.

Class of Labor Force	Tybee Island
Total Employed	1,487
Private Wage and Salary Workers	64.70%
Government	11%
Self-Employed	19.30%
Private not-for-profit wage and salary	5%

Source: American Community Survey 2015-2019

64.7% Private Workers	
19.3% Self-Employed	

In 2018, 86% of workers on Tybee Island lived outside the city and commuted to the Island for work. Approximately 31% of residents who were employed were employed in Tybee Island. The remaining 69% worked outside the city.

1,823

Work on Tybee but Live Off-Island

Total Jobs in Tybee	2,123
Live and Work in Tybee	300
Live in Tybee, Work Elsewhere	660
Live Elsewhere, Work in Tybee	1,823

Source: American Community Survey 2015-2019, U.S. Census OnTheMap



### **Broadband Coverage Levels**

Broadband internet service has evolved to be critically important for nearly all aspects of modern life, from business to education, healthcare, agriculture, tourism and government. The state of Georgia launched the Georgia Broadband Deployment Initiative in 2018 to identify areas of Georgia insufficiently served by broadband and to work on promotion and deployment of broadband in those areas.

State goals indicate broadband internet speeds should be a minimum of 25 megabits per second (mbps) download and 3 Mbps upload, which is in line with minimum standards from the Federal Communications Commission (FCC).

Communities are now required to include a broadband element within their local comprehensive plans. The purpose is "to ensure that a community adopts a strategy that demonstrates the promotion of broadband within the community."

### Broadband in Georgia

Roughly 90 percent of the Georgia population is considered served by the standards for Broadband. The 2020 broadband map, produced by the Georgia Department of Community Affairs, highlights a significant digital divide between rural Georgia and metropolitan regions. In total, 70% of Georgia's unserved locations are in rural areas, and 31% of rural Georgia is unserved. As these rural areas continue to face pressures from population and job loss, a lack of quality broadband service presents yet another challenge for recruiting and retaining talented workers and businesses.

### **Broadband on Tybee Island**

Tybee Island is considered fully served by broadband according to both the state of Georgia and the FCC. The Island is served by four providers at last count, with speeds meeting the 25/3 level and occasionally faster, according to the latest data released by the FCC. The Georgia Department of Community Affairs lists

zero unserved members of the population within Census blocks on Tybee Island.

However, the definition of acceptability of broadband speed is relative. For example, the COVID-19 pandemic highlighted the importance of high-quality, stable and fast broadband when it forced a massive cultural shift toward video-based work and education. This data-heavy usage can be taxing on slower broadband networks, even if they meet the 25/3 minimum standard.

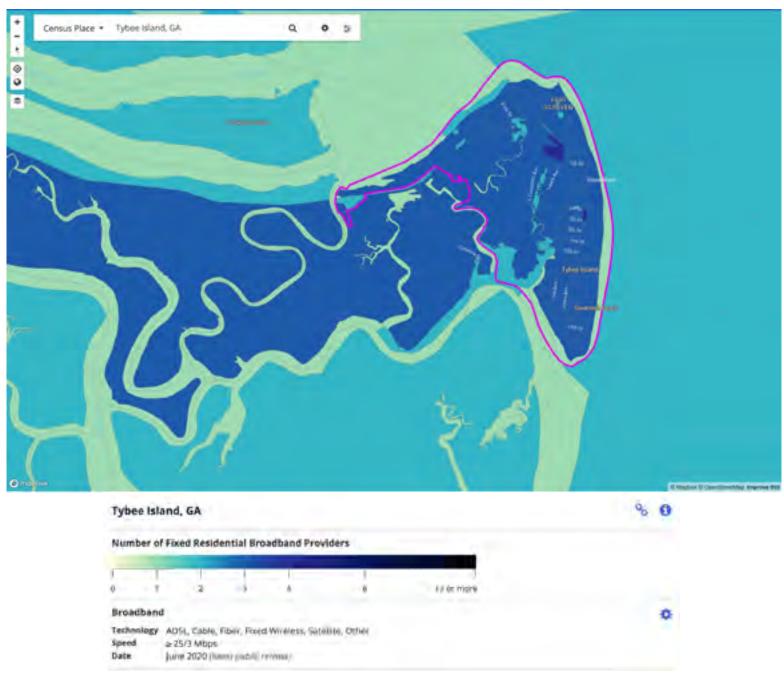
Small businesses and healthcare operations often need advanced speeds as well to function reliably or competitively.



### **Planning Considerations**

Tybee Island should continue to monitor internet speeds and service and continue to promote its broadband accessibility as an important benefit for residents, visitors, and businesses. It should monitor new grant and partnership funding opportunities from the state and federal governments to expand choice and speed for its citizens. The City should take its broadband infrastructure into account when planning response and mitigation procedures for natural disasters to keep disruption to a minimum during hazardous events and recovery.

Additionally, the city should proactively monitor and address new advances in broadband and internet technology, including the continued development of 5G "small cell" wireless facilities. Small cells, which are wireless antennas, will help increase telecommunication companies' network capacities and speeds. These technologies are essential to present and future technologies, such as smart cars and smart cities. The Georgia Municipal Association has created a model ordinance and permitting process for this technology, and more information is likely to come in the near future from state and federal agencies as deployment expands.



Source: FCC



10.1 Short Term Work Program
10.2 Report of Accomplishments



Short Term Work Program 2022-2026				
Project Description	Year Begin	Year End	Responsible Party	Cost Est./ Source
Land Use and D	evelopme	ent Patterns		
Review and update the Land Development Code in accordance with the Vision of this plan	2022	Ongoing	City	Staff Time/ Gen. Fund
Review and Revise Zoning Ordinance as Necessary	2022	Ongoing	City	Staff Time/ Gen. Fund
Commun	ity Preserv	ation		
Develop an education packet to be distributed to visitors about activities/services/resources, as well as information regarding beach rules and protection of natural resources. Work with various agencies/rental companies on distribution.	2022	2024	City/Tourism Council	\$25,000/ Gen. Fund;
Complete south end bathroom, changing rooms and showers	2022	2022	City	\$750,000/ Gen. Fund
Continue to implement beautification/façade improvements in the business district through a revolving loan program	2022	Ongoing	City/Main Street	Staff Time /\$20,000/ GenFund
Regrade and improve park fields	2021	Ongoing	City	\$270,000/ Gen. Fund
Consider additional limitations on alcohol consumption in public, in designated areas	2021	2022	City	Staff Time/ Gen. Fund
Attract and retain law enforcement/public safety officials through incentives and cost of living allowances.	2022	Ongoing	City	Staff Time/ Gen. Fund
Actively enforce existing ordinance violations for short term rentals and revise penalties as needed	2022	Ongoing	City/Council	Staff Time/ Gen. Fund
Continue to support the Lighthouse Museum	2022	Ongoing	City	\$25,000/ Gen. Fund
Continue to support and work with the Marine Science Center	2022	Ongoing	City	\$25,000/ Gen. Fund
Continue to support the Tybee Post Theater	2022	Ongoing	City	\$25,000/ Gen. Fund
Support continued planning and program development for the Rivers End Campground to attract off-season visitors	2022	Ongoing	City	\$30,000/ Gen. Fund/ DNR
Upgrade city IT services to secure systems from threats	2022	2023	City	Staff Time/ Gen Fund
Continue to maintain/replace as necessary all public works equipment	2022	Ongoing	City	TBD/Gen. Fund/ SPLOST
Sustainability				
Continue implementing storm water upgrades per the Storm Water Master Plan	2021	2026	City	\$3,000,000/ Gen. Fund

Continue replacing/rehabilitating sanitary mains throughout the city	2021	2026	City	\$5,565,000/ Gen. Fund
Rehabilitate/Repair Water Clarifiers	2021	2022	City	\$1,000,000/ Gen. Fund
Complete retaining Wall from 18th to Tybrisa	2023	2024	City	\$150,000/ Gen. Fund
Raise well houses above flood plain	2023	2025	City	\$600,000/ Gen. Fund
Complete paving and Drainage project for 14th St. Lot	2023	2026	City	\$800,000/ Gen. Fund
Develop a prioritized plan for implementing needed infrastructure improvements	2022	2024	City	\$50,000/ Gen. Fund/ DNR/DCA
Continue funding substructure for water/sewer plant upgrades and new facilities	2022	2025	City	\$1,000,000/ Gen. Fund/ DNR/DCA
Continue the upgrade of sewer collection system; improve efficiency, reduce stormwater intrusion and explore the feasibility of connecting existing septic systems users to the treatment facility	2022	2025	City	\$100,000/ Gen. Fund/ DNR
Continue implementation of shallow-well showers at beach entrances	2022	2024	City	\$100,000/ Gen. Fund
Continue to seek funding and implement beach re- nourishment	2022	Ongoing	City	Staff time/ Gen. Fund/ DNR
Develop strategies focusing on the retention of small businesses	2022	2024	City/Main Street	\$30,000/ General Fund
Complete re-roofing of open-air pavilion at memorial park	2021	2021	City	\$125,000/ Gen. Fund
Create policies to encourage off peak visitors	2022	2024	City/Main Street	\$30,000/ General Fund
Work with local, state and federal agencies to develop a plan for dealing with disasters	2022	2024	City/CEMA	Staff Time/ General Fund
Fast track funding substructure for water/sewer plant upgrades and new facilities	2022	Ongoing	Public Works	\$1,000,000/ Gen. Fund/ DNR/DCA
Н	ousing			
Complete a housing needs assessment to identify the scale of housing need for the Tybee workforce	2022	2024	City/Council	\$15,000/ General Fund/Grants
Explore options to incentivize development of long- term rental options for young families and local workers	2022	2023	City	Staff Time/ Gen/ Fund
Investigate the approaches of other communities and develop incentive programs for the provision of affordable housing appropriate for Tybee.	2022	2023	City	\$30,000/ Gen. Fund

Identify needed services that are lacking for year- round residents	2022	Ongoing	City	Staff Time/ Gen. Fund
Tran	sportation	1		
Work with the Coastal Region MPO and GDOT on planned and future improvements, including the exploration of alternative means of transportation on the Island as well as access to and from the Island	2022	Ongoing	City	Staff Time/ Gen. Fund
Pave, Fence and Landscape Department of Public Works Yard	2021	2026	City	\$250,000/ Gen. Fund
Explore various funding opportunities, such as grant programs and the Transportation Alternatives Program to leverage local funding for implementation	2022	Ongoing	City	Staff time/ Gen. Fund / CORE MPO
Work with area partners to pilot a transit service from the mainland to the Island at regular intervals, paired with parking management, to decrease the burden of auto traffic	2022	2024	City/CORE	Staff Time/ Gen Fund/ CORE MPO
Consider the feasability of a ferry service between the Island and the mainland, as both a travel mode and tourist amenity.	2023	2024	City/CORE	Staff Time/ Gen Fund/ CORE MPO
Continue to develop multi-use paths and linkages throughout the City connecting greenspace, parks, cultural, and historic resources	2022	Ongoing	City	Staff time/ Gen. Fund/ CORE MPO
Create Marsh Hen Trail to connect the current bicylce route to the Lazaretto Bridge	2022	2023	City	\$717,612/ Gen. Fund, GDOT TE Grant, Other Grants
Educate residents and visitors about transportation related routes and ordinances	2022	Ongoing	City/GDOT	\$10,000/ Gen. Fund
Governme	ent Coope	ration		
Explore formal partnerships with neighboring agencies to share police/public safety resources when needed	2023	2024	City	Staff Time/ Gen. Fund
Develop procedures to use public engagement and meeting practices established during the COVID-19 pandemic to promote greater participation	2022	Ongoing	City	Staff Time/ Gen. Fund
Enhance city website for ease of use and information distribution	2022	Ongoing	City	Staff Time/ Gen. Fund
Improve information dissemination through enhancements to the City website	2022	Ongoing	City	Staff Time/ Gen. Fund
Investigate opportunities to utilize social media and smart phone apps for information sharing	2022	Ongoing	City	Staff Time/ Gen. Fund
Develop programs for educating visitors and residents on littering	2022	Ongoing	City	Staff Time/ Gen. Fund

Report of Accomplishmen	ts 2016-202	21
Project Description	Status	Details
Land Use and Development Pa	atterns	
Review and update the Land Development Code in accordance with the Vision of this plan	In Progress	This is a regular, ongoing activity.
Enforce existing height restrictions	Canceled	Enforcement of existing law is a policy, not an action item.
Review and revisezoning ordinance as necessary	In Progress	This is a regular, ongoing activity.
Increase min sq ft for duplex and multifamily construction in R2	Canceled	Lack of political support
Allow upstairs residential in commercial areas when commercial is the main use	Complete	Revision was made to development ordinance
Discourage downzoning in commercial zones	Canceled	This is a policy, not an action item.
Continue development of comprehensive GIS database for the City	Canceled	This is a policy, not an action item.
Community Preservation	า	
Review and assess the current historic preservation ordinance and update as needed	Canceled	Regular activities of the Historic Preservation Commission
Explore the feasibility of establishing incentives for restoration projects	Canceled	Lack of political support
Develop an education packet to be distributed to visitors about the available activities/services/resources, as well as information regarding protection of natural resources and beach rules, and work with various agencies/rental companies on distribution	In Progress	Education materials have been created and distributed. More are in development.
Develop a program to buy and remove gradfathered billboards in the marsh	Canceled	Hurricane Matthew destroyed many billboards.
Coordinate with appropriate agencies and historic preservation groups to identify funding for preservation projects	Canceled	Regular activities of the Historic Preservation Commission
Adopt local historic district designations	Canceled	Lack of political support
Continue the economic development planning for the business district	Canceled	Regular activities of the Main Street Program
Consider establishing architectural standards for historic structures	Canceled	Found to be infeasible
Protect the existing character of the island by limiting the mass, scale, density and height according to established ordinances	Canceled	Enforcing existing law is a policy, not an action item.
Provide facilities and services needed by tourists and residents while lessening the impacts of tourism on permanent island residents	Canceled	This is a policy, not an action item.
Provide showers at dune crossovers if/when the deep well treatment facility is completed	Canceled	Project is delayed due to ongoing litigation

Incorporate the results of the carrying capacity study into regulations to ensure growth does not outpace resources and infrastructure	Canceled	Lack of political support
Enforce existing rules through cart and beach patrols with possible surveillance video in problem areas	Complete	Enforcement was expanded through new Code Enforcement team
Explore the feasibility of Transfer of Development Rights for the implementation of parking facilities in exchange for greenspace	Canceled	Found to be infeasible
Continue to implement beautification/façade improvements in the business district through a revolving loan program	In Progress	Work is ongoing with grants/loans offered
Review the Tree Ordinance and develop incentives to promote the retention of trees as opposed to removal and replacement	Complete	Completed in 2020.
Actively enforce existing ordinance violations for short term rentals by warning for first offense and loss of license for second offense	In Progress	Work is ongoing, through expansion of the Code Enforcement Team
Consider annexation of McQueen's Island from Lazaretto creek Bridge to the western terminus of the Bull River Bridge	Canceled	Found to be infeasible
Continue to support the Lighthouse Museum	In Progress	This is a regular, ongoing activity.
Continue to support and work with the Marine Science Center	In Progress	This is a regular, ongoing activity.
Continue to support the Tybee Post Theater	In Progress	This is a regular, ongoing activity.
Support continued planning and program development for the Rivers End Campground to attract off-season visitors	In Progress	This is an ongoing activity.
Continue to maintain/replace as necessary all public works equipment	In Progress	Work is ongoing, Capital Improvement Plan is updated with specifics
Develop a master plan for Memorial Park, including walking paths and shade trees	Complete	Master plan was developed and completed
Sustainability		
Review results of the carrying capacity study and implement recommendations as feasible	Canceled	Lack of political support
Work with agencies on preservation of beach and marshes	Canceled	This is a policy, not an action item
Provide education for visitors on the fragile ecosystem and appropriate actions and activities	Complete	Information is provided by the Marine Science Center and signage.
Continue water conservation efforts and assess needed upgrades to the system	Canceled	This is a policy, not an action item.
Consider an island ban on outdoor watering (sprinkling, irrigation and drip lines)	Canceled	Found to be infeasible
Develop educational materials on water conservation techniques for visitors and residents	Canceled	Lack of resources
Fast track funding substructure for water/sewer plant upgrades and new facilities	In Progress	Substructure funding is ongoing
Continue to implement the NPDES Phase 1 MS4 Permit SWMP	Canceled	This is already legally required.
Complete a peer review of other island communities and the various approaches for conserving and managing water resources	Canceled	May be adapted into other plan documents

Continue to monitor drainage issues in dunes	Canceled	This was determined to be inappropriate.
Continue to update dune crossovers	Complete	Updates have been completed, are ongoing
Continue the upgrade of sewer collection system; improve efficiency, reduce stormwater intrusion and explore the feasibility of connecting existing septic systems users to the treatment facility	In Progress	Sewer maintenance is a perpetual activity.
Continue to seek funding and implement beach re-nourishment	In Progress	Next beach re- nourishment planned for 2026.
Develop strategies focusing on the retention of small businesses	In Progress	This is an ongoing activity by the Main Street program.
Continue to provide for the use of native plants/xeriscape through the development of landscaping guidelines	Canceled	Canceleddue to time and resource constraints
Provide incentives and assistance to encourage new businesses to locate on Tybee	Canceled	Regular activities of the Main Street Program
Create policies to encourage off peak visitors	In Progress	This project is ongoing by the Main Street program.
Encourage small conventions to locate on the island during off-season	Canceled	Found to be infeasible
Develop a prioritized plan for implementing needed infrastructure improvements	In Progress	Work is ongoing, CIP has updated specifics
Develop and adopt a Catastrophic Disaster Rebuild Plan for the Island	Canceled	Lack of resources
If deep well tests are successful, construct water treatment facility for deep well water	Canceled	Project is delayed due to ongoing litigation
Develop ordinance changes to encourage non-FEMA compliant homes to be lifted to become FEMA compliant	Canceled	No notable ordinance changes, but grant funding has improved some homes
Work with local, state and federal agencies to develop a plan for dealing with disasters	In Progress	Ongoing disaster mitigation plan updates and trainings are occurring
Housing		
Encourage a variety of housing types with a range of costs	Canceled	This is a policy, not an action item
Investigate the approaches of other communities and develop incentive programs for the provision of affordable housing appropriate for Tybee	In progress	Peer review of communities is ongoing
Allow for multi-use upstairs rentals in commercial areas that provide affordable year-round housing	Complete	Completed in 2018
Investigate the feasibility of a rent subsidy program so critical city personnel (police, fire, etc.) can live on the Island	Canceled	Found to be infeasible
Review and assess the number of short-term rental properties and impacts on adjacent properties	Complete	Management is ongoing
Require licensing for vacation rentals and minimize adverse impacts on Island residents, including a review of parking, noise, and numbers of tenants	Complete	Ordinance was implemented

Investigate the need to provide services and facilities for an older, retired population	Canceled	This is not handled by the city.
Identify needed services that are lacking for year-round residents	In Progress	This is ongoing by the Main Street program.
Transportation		
Work with the Coastal Region MPO and GDOT on planned and future improvements, including the exploration of alternative means of transportation on the Island as well as access to and from the Island	In Progress	The city regularly coordinates with GDOT and the MPO.
Document issues/events to substantiate funding requests	Canceled	This is a policy, not an action item.
Establish active subcommittee of infrastructure committee to investigate funding opportunities for projects	Complete	Committee was established
In coordination with GDOT, explore opportunities for round-abouts at intersections, including US 80/McKenzie, US 80/Estill Hammock Rd, and Butler/Tybrisa	Complete	Butler/Tybrisa was discussed
Explore various funding opportunities, such as grant programs and the Transportation Alternatives Program to leverage local funding for implementation	In Progress	The City regularly pursues grant funding for transportation improvements.
Continue to develop multi-use paths and linkages throughout the City connecting grenspace, parks, cultural, and historic resources	In Progress	This is an ongoing activity.
Identify areas in need of pedestrian facilities or in need of upgrading existing pedestrian facilities and strategies to address the identified needs	Complete	Areas of need identified, but no further action taken
Support the ongoing beautification/landscaping of Highway 80	Complete	Completed in 2019
Educate residents and visitors about transportation related routes and ordinances	In Progress	Education initiatives are continuously developed
Identify appropriate areas and types of additional parking facilities, specifically in the North Beach area	Complete	Additional parking was completed in this area
Explore the opportunity for a parking garage in coordination with Chatham County	Canceled	Found to be infeasible
Explore opportunities to incorporate mix of uses with potential additional parking	Canceled	Found to be infeasible
Consider the development of an additional parking lot in C-2 on city owned easement	Canceled	Found to be infeasible
Lessen parking requirements for new businesses to encourage commercial use of C-2 properties	Complete	Requirements were lessened
Provide discounted parking decals for businesses for employees who do not live on Tybee	Complete	Transferable parking tag system in place
Develop a parking fee structure that maximizes income opportunities based on peak season and times.	Complete	Parking fees and payment structures were adjusted
Coordinate with local officials and agencies to provide assistance with seasonal traffic and to alleviate traffic impacts, especially on residential streets and particularly during events	Complete	Traffic plan was created and implemented for events
Create Marsh Hen Trail to connect the current bicycle route to the Lazaretto Bridge Trail	Postponed	Funding shifts delayed project, but completion is still planned.
Government Cooperatio	n	
Improve information dissemination through enhancements to the City website	In Progress	Website updates and info distribution ongoing

	I. D.	0 1 1
Investigate opportunities to utilize social media and smart phone apps for information sharing	In Progress	Social media and apps are used for information sharing
Identify issues with trash removal and work to address those issues	Complete	Trash issues were addressed during the last contract negotiation
Assess current enforcement practices and identify areas of needed improvement	Complete	A code enforcement division was created.
Utilize a broad spectrum of information dissemination, including traditional hard copy (mailers, newsletters) as well as technology based (website, social media) methods to reach all members of the community	Complete	A Public Information Officer position has been created. A revamp of the website is planned.
Coordinate with CEMA, Chatham County, and other local regional planning agencies to implement Tybee's Hurrican Disaster Management Plan	Canceled	This is a policy, not an action item.
Continue to work with Chatham County and Savannah economic development agencies	Canceled	This is already required by law.
Continue to participate in regional transportation efforts	Canceled	This is a policy, not an action item.
Develop programs for educating visitors and residents on littering	In Progress	Litter control signage, programing and education is ongoing
Provide brightly painted trash cans on the beach between crossovers and explore the opportunity for trash can sponsorships	Complete	Trash cans were provided. Sponsorships were found to be infeasible.
Develop programs to reduce the amount of trash generated	Complete	Recycling program established
Assess number of staff needed and identify any shortfalls	Complete	A code enforcement team was created.
Identify areas where additional permanent public restrooms may be feasible	Complete	South End Bathroom project completed
Provide portable restrooms at public beach crossovers in the summer	Complete	Restrooms are now provided
Develop and implement informational signage for visitors regarding amenities and their locations	Complete	Beach signage updated to be more readable in 2017

# Appendix

### **Public Engagement Documentation**

Ethics Commission: Marie Rodriguez

Ethics Commission: Frances Kaye Strickland (Incumbent)

16. Tybee Island Development Authority/Main Street Board of Directors: Beth Martin 17. Tybee Island Development Authority/Main Street Board of Directors: Michael Flores

Reports of Staff, Boards, Standing Committees and/or Invited Guest. Limit reports to 10

18. Eric Landon, CRC Comp Plan Process

## Consideration of Approval of Consent Agenda

### Public Hearings

19. Variance: Requesting to go over required 35 foot height ordinance - 1801 Chatham Avenue, 40009 13006, Zone R-2, Walt Freeman. WITHDRAWN BY PETITIONER

### Consideration of Bids, Contracts, Agreements and Expenditures

- 20. Award for ITB 2020-757, Mechanical Bar Screen. Funding for this project was in the FY2021 Capital Improvement Program under Account Number 505-4350-54-1400. Total cost is \$236,874 from Southern Civil, LLC
- 21. Contract: Basin Company, LLC, Providing and Installation of Storm Shutters 22. Water Tank Maintenance - 78 Van Horn
- Critical tank maintenance requires that ALL equipment be removed. Verizon has installed a temporary pole on site for their equipment. Chatham County ICS will be providing an additional temporary pole to transfer all remaining public safety radio equipment, with the exception of the microwave drum antenna connecting this site to the County network. Comcast will provide a temporary point-to-point circuit as a workaround. The cost is to establish a secure site just north of the tower, erect the temporary pole, transfer the equipment, provide temporary land-based communications and return all equipment to the tank when maintenance is complete.
- 23. Budget amendment to move funds from Fund Balance to Capital Building Improvements for renovation of old Marine Science Center building.
- 24. Budget Adjustment: Salt Meadows Project: Nutter and Associations, Hydrologic Analysis Reassement for Leonard property driveway maintenance project
- 25. Award of ITB 2020-755, Memorial Park Pavilion and Budget Amendment, SPLOST Memorial Park Pavilion, to Savannah Construction and Preservation in the amount of \$112,950.

### Consideration of Ordinances, Resolutions

- 26. Resolution: 2021-1, Superintendent of Elections
- 27. Resolution: 2021-02, Municipal Election
- 28. First Reading: 2021-01, Article VIII, Short Term Rental Properties

#### Council, Officials and City Attorney Considerations and Comments

- 29. Bubba Hughes: Ante Litem Notice: Mark Douglas Deloach
- 30. Nancy DeVetter: Code Review Committee recommendations
- 31. Shawn Gillen: Enter Into a contract with Greenline Architecture for an assessment and design for the new use of the Old Marine Science Center Building.

P.O. Box 2749 - 403 Butler Avenue, Tybee Island, Georgia 31328-2749 (866) 786-4573 - FAX (866) 786-5737 www.cityoftybee.org



### AFFIDAVIT OF PUBLICATION SAVANNAH MORNING NEWS

#### STATE OF GEORGIA, COUNTY OF CHATHAM

Personally appeared before me, Alaina Fincher, to me known who being sworn, deposes and says: That he/she is the authorized agent of GateHouse Media, Georgia Holdings, Inc., d. b. a. Savannah Morning News in Chatham County, Georgia;

That he/she is authorized to make affidavits of publication on behalf of said company; That said newspaper is of general circulation in said county and in the area adjacent thereto; That said newspaper is the legal organ for publication in Chatham County, Georgia; That he/she has reviewed the regular editions of the Savannah Morning News, published:

2021 ر
_, 2021

And finds that the following advertisement to wit:

	PUBLIC HEARING NOTICE The Mayor and Council of the City A Tybee Island will hold a Public	dearing of the Public Safety Auguidine, 78 Van Horne, on Thursday, August 12, 2021, of Standard Purpose of this Hearing is as follows:	TEXT AMENDMENT: Amendment to Tree Ordinance.	SPECIAL REVIEW: Build Boardwdik Crossover - Build Boardwdik Crossover - 2008 Builer Aver - 40005 2006 - Zone R.2 - Heath Shelton Habersham Development, LLC	VARIANCE: Rear Addition to residence – 3 Kingry St. – 44019 0306 – Zone R.2. – Anne K. Smith, Architect for Owner (Robin Grain)	Tybee Island 2016-2021 Comprehensive Plan	Anyone wishing to speak to this issue may do so. If will be necessary to sign a Disclosure form before the Hearing. The form is available at City Hall.
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appeared in each of said editions.

Sworn to and subscribed before me;

(Deponent)

This day of July 2021

Notary Public; Chatham County, GA.

EUGENE J CRONK
Notary Public, Chatham County, Georgia
My Commission Expires January 24, 2022

Sign-In Sheets for Public Meetings

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	Hary Trout
	Michelle
	Elane MiGoder
	Dillon Pates
	Dotke KLUTTZ
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Facilitator:	Tybee Comp Plan Update CRC- Scott Berson/Cole Mullis	Meeting Date: Place/Room:	March 2 2021		
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Tues March 16 H GEM Elan M. Arvie Elichele Owens PETE GULDIWHEAP STEPHANIE PEPP Ferri O'Leary ANNa Butler Jimmy Brown Susan HILL

# MEETING SIGN-IN SHEET Project: Tybee Comp Plan Update Meeting Date: June 8 2021 Facilitator: CRC- Scott Berson/Cole Mullis Place/Room: Guardhouse Name GULBRUNSUN

Page 1 of 1

#### Zoom Meetings: March 23



#### Zoom Meetings: May 18th



#### Social Media Posts





#### Comprehensive Plan Meeting dlvr.it/RsGV2G



10:01 AM · Feb 8, 2021 · dlvr.it

