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## Recommendations to the Comprehensive Plan for Camden County, Georgia

One of the primary objectives of The Camden Partnership is to promote quality growth through partnerships. In achieving this objective the Partnership has laid out a strategy in four parts. The first was a visit by the Quality Growth Team at the end of 2004, resulting in over 150 quality growth recommendations for the cities and the county. Leveraging the economic development recommendations, The Camden Partnership crafted a scope of work to focus on diversifying Camden's economy to reduce the dependency on the Naval Submarine Base at Kings Bay. This Economic Diversification Study conducted by the Georgia Institute of Technology's Center for Quality Growth and Regional Development is phase two of the plan.

This report is a bridge to phase three, writing a Comprehensive Plan for Camden County. It will present a template for organizing community participation in the planning process. Phase four will be to monitor the continued accuracy of the Comprehensive Plan and to determine how well it is being utilized as a decision-making tool. Recommendations will be made to update the Plan based on the analysis of the monitoring.

### The Case for a New Comprehensive Plan

Camden County's current Comprehensive Plan, dated June 1992, noted that the failure of the earlier Land Use Plans developed in the 1980's was fundamentally caused by the fact that they were not dynamic. As growth changed the assumptions and initial conditions upon which the plans were based, the plans were not updated. As growth in the County continued, the gap between plan projections and actual conditions widened further. As a result, these Land Use Plans became "dust collectors" on the shelves of planners and local governments, and were not incorporated into local planning and decision-making processes.

As if predicting its own demise, the 1992 Comprehensive Plan has suffered the same fate. Camden County's Comprehensive Plan is not a viable document that can be used in decision-making and planning processes. However, some of its recommendations remain relevant, and should be carried forward in crafting the next Plan. Specifically:

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- a. Each jurisdiction should amend their decision-making process for both Planning Commissions and elected officials such that the Comprehensive Plan is referenced for compliance.
- b. Establish an organization that will annually review growth data, and carefully monitor new business proposals. This organization will recommend updates to the Comprehensive Plan if actual, approved activities begin to divert from the Plan's path.
- c. This review body should also be in a position to recommend a Plan update should a large industry or business propose to locate to the area.

In order to adopt these recommendations, two things must happen. First, a new, relevant Comprehensive Plan must be developed. This is an ideal time to accomplish this rewrite. Not only is it due, but we have the input of the Quality Growth Team review of Camden County, and the recently completed Economic Diversification study by the Georgia Institute of Technology' Center for Quality Growth and Regional Development. Both can serve as a foundation from which to draft a new plan.

The second objective is to establish the review organization mentioned above. The organization must have the full support from the County and all three City Governments. It also must represent joint and local development authorities, the business community, the school system, the health system, and major community service groups.

In drafting a new Comprehensive Plan we must first define the purpose of the plan. Although the following points from the 1992 Plan need to be more fully developed, they are a good start.

- a. To serve as a guide to the County and Cities to make consistent, informed decisions over the next twenty years.
- b. To protect Camden County's natural and historic resources while promoting economic growth. The key is managed growth balanced with preserving the charm that makes Camden County unique.
- c. Fulfills the requirements of the Georgia Planning Act of 1989, by complying with the State's minimum planning standards and procedures.

Ultimately the Comprehensive Plan should craft the vision of what we want Camden County to be, and how we want Camden County to participate in the Global Economy. It must be able to link this vision to a strategic plan that provides a roadmap to achieve the vision. The strategic plan will be the framework within which governments, developers, businesses, community service organizations, the school system, health care systems, and citizens can operate to work together to realize a future that aligns with the vision.

This framework must have enough detail to support the master planning which will operationalize the strategic vision, yet be flexible enough to allow effective decision

making by organizations and agencies. If we are successful, the Comprehensive Plan can be used by corporations in developing business case analyses to support capital investment decisions on future growth and relocations. It will be used by developers to design communities that will integrate with the existing character of our hometown and the beauty of our natural resources. It will allow public works engineers to design and build needed infrastructure to support this growth, but in a phased manner that promotes responsible fiscal planning and cost burdening.

Managed growth means providing quality services and preserving quality of life for current and future residents.

### Importance of Public Participation

“Political infighting and not working together were most frequently mentioned by community stakeholders when asked to identify challenges affecting Camden’s future economic development. Stakeholders commented on the lack of coordination and cooperation among municipal governments and between the county and municipal governments.”<sup>1</sup> This finding by Georgia Tech is not unexpected by anyone concerned with the future of Camden County. What may be a surprise is the recognition that things are improving.

Local governments recognize the importance of a Comprehensive Plan and the need to manage quality growth. It is this recognition that makes this an ideal time to organize community input to provide relevant, focused information to the planning process. During initial meetings to discuss the planning process, all parties have expressed the desire for community input, and The Camden Partnership has been identified as the agent to organize this effort. The time is right, the time is now!

Successful economic development and diversification requires unity of effort. Unity of effort requires consensus building. Unity of effort does not mean working toward singular goals and objectives. In our complex, global economy unity of effort is the coordination of multiple organizations working toward clearly defined, harmonized goals that fit within the master plan. More difficult to achieve but it can be done by identifying all the relevant issues and challenges facing our community.

To do this properly requires participation by the community. Full participation ensures that all aspects of the issues and challenges are considered, that action strategies align with the desires of the community, and that a sense of ownership is developed for the Comprehensive Plan. A sense of ownership also enables identifying champions throughout the community to take leadership roles in various aspects of the Comprehensive Plan. This will be a large step in keeping the Plan active and alive, avoiding the fate of previous plans that sit on the shelves in various offices collecting dust.

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<sup>1</sup> Economic Diversification of Camden County, Georgia, Recommendations for a Strategic Plan for Camden County, Georgia; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 7.

### Organization of the Planning Process

A collaborative effort with cohesive focus will require an organization that can pull information throughout the community, both geographically and functionally. The recent organization of the Community Housing Team is a wonderful example of this principle. To address affordable housing issues Destination Camden formed a housing team. In the past the team would have been formed by soliciting volunteers in an open meeting. Although this approach does bring together concerned citizens to address specific issues, it does not always bring together the “experts” on any particular issue. Destination Camden took a new approach by first organizing a small steering committee to take a strategic view of the affordable housing problem. This generated a list of basic issues and concerns that could be broken down functionally. This effort determined that the team needed members that could represent developers, real estate agents, bankers, and community service groups that worked housing issues (such as Habitat for Humanity). Additionally it recognized the team needed a more specific breakdown than the standard city/county representatives. Recognizing the special challenges we are facing in regards to balanced housing development, the unincorporated portion of the county was further broken into the north end and the western portion of the county. Once these interest groups were identified, the steering committee was able to approach specific individuals that would represent these groups on the team. For each of the committees formed to provide community input to the Comprehensive Planning process, this format should be utilized to draft participants.

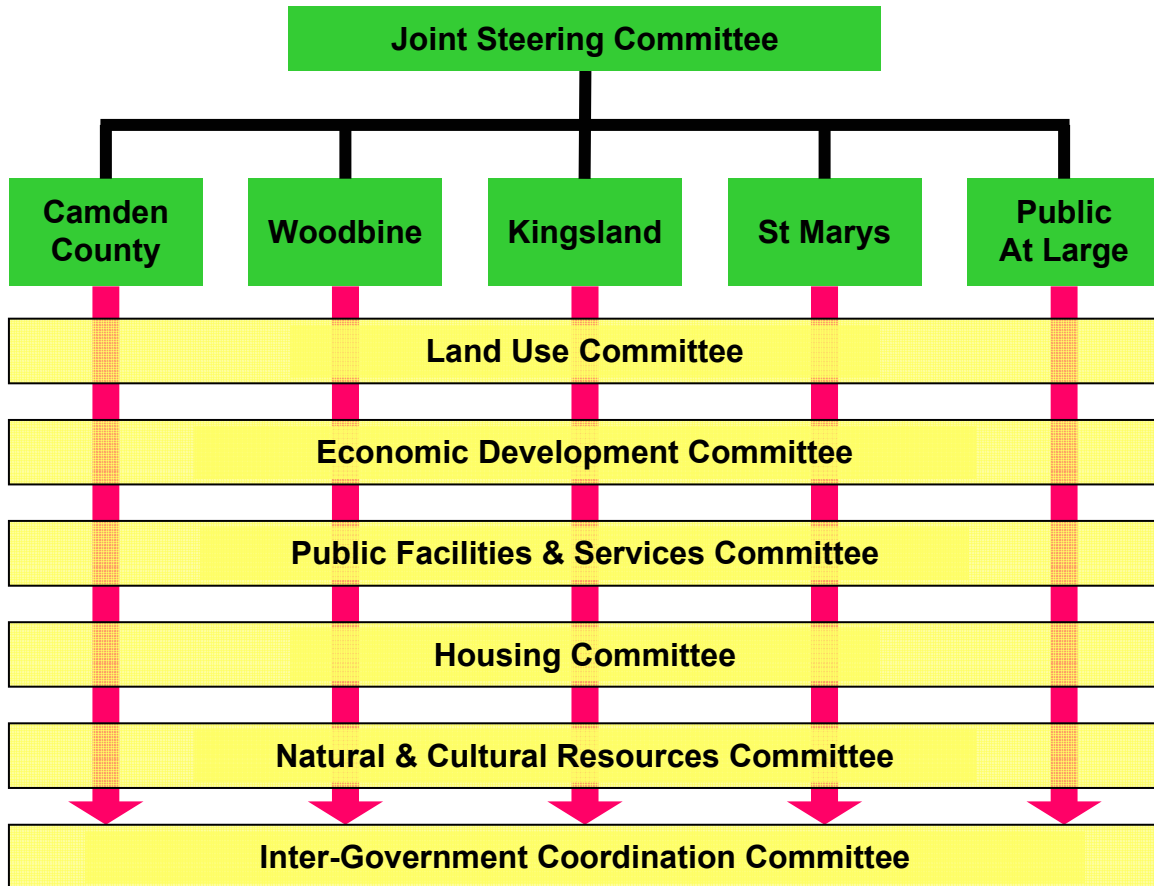
The Coastal Georgia Regional Development Center is the contractor selected to draft the Comprehensive Plan and has provided an organization chart to illustrate the community participation process. In this chart a Joint Steering Committee is identified that links to steering committees for the three cities and the county. Each of these steering committees has four groups – Housing, Economic Development, Natural and Cultural Resources, and Public Facilities and Inter-government Coordination – under them in a traditional hierarchy-type structure.

The Camden Partnership suggests a few changes to this structure to facilitate community participation.

- A matrix structure vice the hierarchy implied by the Regional Development Center’s (RDC) depiction better illustrates the alignment required to properly integrate all the analysis that must be done in each of the functional areas.
- A noteworthy area that is missing from the RDC’s process chart is a dedicated group to evaluate and conduct Land Use planning. Land Use will be a driving force for many of the decisions that must be made in each of the functional areas. A concerted Land Use effort should be made by a focused group to establish the landscape of Camden County.

- Public Facilities and Services should be separated from Inter-Government Coordination. Although interrelated, the Inter-Government Coordination should go beyond simply addressing Public Facilities and Services. It should address government structure needs of the future and develop a strategy to eliminate the root cause of the political infighting that often prevents Camden from effective and efficient governance.
- Public-at-Large is formally recognized as a group to participate in the process. Its voice during committee discussions should carry the same force as the voice of an individual city or the county.
- In depicting a matrix organization each functional area consists of a single committee, made up by representatives from each city, the county, and the public. Across the functional areas, representation would then roll up into the cities or county or public. This would ensure that geographically related issues will be properly presented to those organizations. Each of these groups would supply a representative to the Joint Steering Committee.
- If this matrix organization is approved, The Camden Partnership will ask for concurrence to serve as the coordinating body for the Public-at-Large efforts.
- This matrix organization is illustrated below.

Figure 1: Camden County Joint Comprehensive Plan, Community Participation Process



The remainder of this report will discuss each committee and identify major areas of discussion that The Camden Partnership considers relevant and useful in crafting inputs to the County-wide Comprehensive Plan. These lists are not meant to be all inclusive. They are meant to aid in organizing interest areas of each committee, in highlighting areas of overlap and in emphasizing wide-ranging topics that need to be considered.

Committee Objectives: Land Use

Land Use planning should include all categories of development, including green infrastructure. “Green infrastructure is a strategically planned network of undeveloped land, parks, waterways, working lands, and other natural areas connected to community

facilities and cultural sites that is designed to improve quality of life, sense of place, habitat, and the environment.”<sup>2</sup>

- “The Comprehensive Plan must include a detailed future land use map.”<sup>3</sup> The land use plan should balance housing and business development projections with natural and cultural resource protection.
- A sequential- phased growth plan should be designed to implement the land use map.
- Fiscal analysis should be conducted to determine the impact of land use plans. “For example, a national study of the cost of community services by land use category found that for every \$1.00 of revenue generated by residential development, \$1.16 is needed to provide public infrastructure and services.”<sup>4</sup>
- Incorporate the relocation of the St Marys airport into the land use plan.
- Further develop the specific site recommendations made by Georgia Tech.
- Incorporate the redevelopment of blighted areas in the land use plan.
- Identify nodal development areas to concentrate development and promote mixed use development.
- The Comprehensive Plan “should identify key nodes throughout the incorporated and unincorporated county. Small area plans and overlay districts may be created for these places.”<sup>5</sup>

#### Committee Objectives: Economic Development

“The county should not court population growth as an economic strategy, but rather let economic development drive residential growth.”<sup>6</sup> The fact is we have this completely turned around. Residential development is the current driver of growth in Camden County. Unless we break this cycle by focusing on economic development we will be little more than a bedroom community feeding the job markets of Jacksonville, Fl and Brunswick, Ga, and a coastal retirement community. This would be acceptable if it were part of balanced growth in Camden, however by itself, the impact on our community is devastating.

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<sup>2</sup> Economic Diversification of Camden County, Georgia, Infrastructure Management Report; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 21.

<sup>3</sup> Economic Diversification of Camden County, Georgia, Recommendations for a Strategic Plan for Camden County, Georgia; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 18.

<sup>4</sup> Economic Diversification of Camden County, Georgia, Quality Growth & Development Report for Camden County; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 35.

<sup>5</sup> Economic Diversification of Camden County, Georgia, Quality Growth & Development Report for Camden County; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 10.

<sup>6</sup> Economic Diversification of Camden County, Georgia, Infrastructure Management Report; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 9.

Relying solely on residential development will depress our job market by adding only the lower-wage jobs connected to the service related industry. It will exchange natural green space for more houses, distorting the small-town character that makes Camden a unique, enjoyable place to live. It results in the greatest per capita demands on utilities and public services, with the lowest per capita potential for revenue generation. In other words, residential development is the most costly development from a community perspective.

The solution is a comprehensive plan that establishes the policies necessary to nurture and manage a thriving economy. This economy must capture and embrace the characteristics that we select. When this is accomplished the economy will become the driver of development in Camden County in a direction that we want to go. In defining this economic development and diversification we should consider two aspects: business development and workforce development.

Business Development: There are two objectives to business development: expanding existing business and recruiting new business.

- Determine, for Camden County, what constitutes “successful economic development.”
- Utilizing the service gap analysis in the Economic Diversification Study, identify strategic opportunities that harmonize with the county’s vision and leverage our proximity to the major markets of Jacksonville and Brunswick.
- Look for potential partnerships to harmonize the Comprehensive Plan of Camden County with the future development along Georgia’s coastal region. Of particular interest is the Creative Coast organization headquartered in Savannah, Ga.
- Develop a strategy to expand businesses at the Naval Base outside the fenceline. Expanding the business base of these companies, by bringing their services into the community, stabilizes their presence and diversifies our economy.
- Ensure infrastructure sections of the Comprehensive Plan further enhance attributes that make Camden attractive to business. These include our easy access to major transportation systems (roadways, rail and air).
- Determine the requirements of knowledge-based industries and engineer them into the Comprehensive Plan as much as possible.
- Determine if the Georgia Center of Innovation program is a good fit for Camden County.
- Create an “umbrella” function within the Public Service Authority to provide a single point of reference for all economic development and tourism promotional activities carried on by the individual jurisdictions. Establish a detailed economic development and tourism promotion program.

- How does our business community better connect with the State's education system to facilitate technology transfer?
- Develop a strategy to sustain quality development.

Workforce Development: Successful economic development and diversification of Camden County will be dependant, to a large extent, on having an available, competent workforce. Developing this workforce is not an end in itself, but a continual process. It is an important aspect to competing effectively in the global economy, today and in the future.

Camden's education system and workforce are frequently mentioned as strengths and opportunities for economic development. However, given the strengths of our educational system, unless we partner Workforce Development with Economic Development we will be a net exporter of Workforce Talent. Camden's best and brightest will be forced to relocate to compete in job markets that offer the challenges and compensation that matches their skill levels.

Georgia Tech's Economic Diversification study identified several statistics that support the premise that we have an available, highly skilled labor pool, but we are exporting talent. Camden County has the potential to develop a workforce that would be ideal to support knowledge-based industry.

- Just 17.9 percent of those working in Camden County in 2000 lived outside the county.
- Camden has a growing workforce that is commuting outside the county for employment. Approximately 22.4 percent of working residents work outside Camden County in 2000. This out-commuting workforce represents an opportunity for Camden because often workers would likely choose to reduce their commutes if they could acquire a job of similar quality closer to home.
- More than two-thirds (72.1 percent) of Camden County's working residents held management, professional, service, sales, or office occupations – that is, white collar occupations - in 2000.
- The target population for knowledge-based industry is 20 to 40 year olds – where we have seen erosion, despite an overall increase in population (1990: 42.5%; 2000: 35.8%; 2004: 33.9%). I attribute this to the lack of higher wage-scale jobs.
- A growing population segment is the 40 to 59 year olds. For Camden County this includes “young retirees” leaving the military after completing their duty at the Naval Submarine Base Kings Bay. This growing group of young but seasoned talent and their spouses represents a highly skilled workforce for Camden County. (1990: 16.4%; 2000: 21.4%; 2004: 23.9%)
- Military spouses are a highly skilled available workforce. Fleet and Family Support Center's database shows 386 available for work. They have skills and

are experienced in human resources, medical / health care, security, administrative / clerical, training / instruction / teaching / facilitation, child care, information technology, counseling, accounting, management, and retail / customer service. 25 percent of military spouses have earned a college degree.

Future workforce growth in Camden depends upon on: (1) its ability to retain and cultivate desired job skills among its youth, (2) its ability to retain other talent (military personnel and retirees and their families, out-commuters), and (3) its ability to attract talent – that is, entice newcomers to relocate to the community.

Job growth is predicted for Georgia’s coastal region – we have the opportunity, by partnering with economic development, to shape that growth. We can create the work environment that promotes our character and preserves our quality of life – but to do that we must be proactive, and not reactive.

### Committee Objectives: Public Facilities and Services

It will be the infrastructure of Camden County that will support our economic development and diversification. Crafting the appropriate requirements to govern construction of a network of supporting services is essential to being able to draw certain, desired industry sectors to our county. We must work to ensure two key infrastructure issues. First, public services must provide adequate support for the citizens and the businesses that are already here; and that the support grid envisioned is compatible with land use plans, and has sufficient capacity and capabilities to support the envisioned growth of our community. Secondly, there must be an associated finance strategy to ensure the system is affordable and maintainable, and that it is not purchased on the backs of current residents. In other words, future development should fund its added burden to public facilities and services.

As we look to balance our development with higher quality economic growth, the issue of advanced infrastructure capability becomes more important. For instance, if the strategic decision is made to focus efforts on developing knowledge-based industries in an attempt to capture higher-wage employment opportunities, high bandwidth capabilities such as a fiber-optic network become a selling point for Camden County. Integrating this infrastructure need into a comprehensive plan for land use focuses the efforts to develop this capability in the areas with the greatest potential for return on investment.

Linking capabilities of a comprehensive plan to a financial plan allows leveraging economies of scale. Where it fits the plan, coordinated plans between cities and the county will eliminate duplication and support working toward the most cost-effective infrastructure projects.

“Future land use and development planning should be undertaken knowing the cumulative effects of these actions on Camden’s infrastructure. Without this, there will be piecemeal development of infrastructure, which often results in higher costs and a

reduction in or loss of ability to direct the form of development and related outcomes.”<sup>7</sup> Additionally, we will not achieve the required level of capability required to support the desired level and type of development.

Planning the infrastructure for Camden County must also have the twenty-year vision of the rest of the plan. Not only must it anticipate the growth of the community, infrastructure planning has the added burden of forecasting expected technology developments. We must ensure that the make up of this committee in the comprehensive planning process includes engineers and technicians with an eye to the future in order to develop the infrastructure long-range vision as accurately as possible. Public comprehensive planning input for the area of public facilities and services should include, as a minimum:

- **Water and Sewer Plan.** A comprehensive water and sewage plan should coordinate existing facilities with new construction. The aim of this plan should be to direct growth rather than react or chase it. We must leverage the city systems to create the most effective county-wide system.
- **Road system.** The current emphasis on cul-de-sac neighborhood residential development and environmental restrictions caused by wetlands make historical grid-type roadway plans impractical for a majority of Camden County. In order to avoid congestion problems associated with some nodal-type road systems, Camden County must carefully plan a system of main arterial roads that will connect pockets of development in a manner that permits alternative routes between points throughout the County.
- **The Comprehensive Plan** “should include greater detail regarding the goals and objectives of the consolidated street design standards. These standards can be based on those of the Georgia Department of Transportation, but should be customized to suit the local needs. Such standards will ensure a consistent quality of streets throughout the county, which will improve maintenance efficiency and provide an equal level of service to all residents and businesses.”<sup>8</sup>
- **Public Transportation.** The lack of public transportation has been identified as an impediment to workforce and business development. What type of public transportation system will best meet the future needs of Camden County? Should we expand the existing “on demand, point-to-point” system, or develop the more traditional route-based system? What will be the requirement for an inter-county system to connect with Brunswick or Jacksonville?
- **Alternative Transportation.** We should integrate and expand the newly drafted comprehensive pedestrian and bicycle plan. This is a great first step in addressing these transportation needs, for highlighting the importance of incorporating green

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<sup>7</sup> Economic Diversification of Camden County, Georgia, Infrastructure Management Report; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 3.

<sup>8</sup> Economic Diversification of Camden County, Georgia, Quality Growth & Development Report for Camden County; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 21.

space and transportation issues in development planning, and for introducing the concept of connectedness within our community. Need to link this effort with plans to widen current roads and design new roads.

- Parking. Evaluate current parking requirements and balance the attributes of quantity-based and quality-based restrictions.
- Proper tools must be incorporated into the Comprehensive Plan to allow planners and elected officials to properly evaluate future development projects. “In addition to the effect they will have on Camden County’s housing stock, large developments should be evaluated based on their cumulative effect on the network of various infrastructure systems within the county. This will provide an idea of the adequacy of the infrastructure networks to provide for the immediate, short-term needs of development as well as the potential future needs of the infrastructure system.”<sup>9</sup> Over the next year, The Camden Partnership will work with Georgia Tech in an attempt to develop the procedures and checklists that will accomplish this objective.
- Develop management plans that target the development of major interchanges and corridors in an integrated manner.
- Develop a storm water management plan.

#### Committee Objectives: Housing

Housing is perhaps the biggest social challenge Camden County faces. Without a housing strategy with an objective of balancing housing development, there will not be an affordable housing market. We will create a community where middle income workers – our teachers, policemen, firemen, sailors – will not be able to buy a home. The comprehensive plan must include a strategy to preserve the American dream of home ownership.

- A housing inventory and assessment should be conducted and then analyzed based on population and income projections.
- Housing needs should be included in the land use plan.
- Analyze housing density issues to include identifying areas where higher density developments are acceptable and should be concentrated.
- The housing analysis should also consider economic development goals in light of a jobs-housing balance concept in order to establish an ideal ratio for the number of jobs to housing units in Camden.<sup>10</sup>

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<sup>9</sup> Economic Diversification of Camden County, Georgia, Infrastructure Management Report; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 16.

<sup>10</sup> Economic Diversification of Camden County, Georgia, Quality Growth & Development Report for Camden County; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 20.

- Develop a strategy for housing/neighborhood revitalization. What areas should be targeted?

#### Committee Objectives: Natural and Cultural Resources

Preserving these resources in the face of development means integrating and balancing objectives in the Comprehensive Plan. This is a critical area of concern if we are to be successful in preserving the character of Camden County.

- Go beyond the usual effort in this section of a typical comprehensive plan by preparing a full-blown Green Print Plan for Camden County.
- Investigate formation of a local public land trust to assist in preserving green space.
- Incorporate the natural and cultural resources plan with the Public Service Authority's comprehensive parks and recreation plan.
- "Develop a green infrastructure network that connects community amenities for environmental and social benefits."<sup>11</sup> The connectedness theme continues when considering natural and cultural resources and how they relate to the rest of the Comprehensive Plan.
- Develop specific goals for protecting natural and cultural resources.
- Protect, conserve and maintain the natural fresh water and tidal wetlands found throughout Camden County. Incorporate conservation plans for the Satilla, Little Satilla and St Marys rivers.
- Develop standardized tree and buffer ordinances that support protection goals and can be enforced throughout the county.
- Integrate tourism development, which leverages our natural and cultural resources, with the economic development roadmap.
- How do we take advantage of our coastal lifestyle to manage quality growth? What ordinances are required to assist in this effort?

#### Committee Objectives: Inter-Government Cooperation

One of the biggest impediments Camden County must resolve, based on inputs from community and external stakeholders, is the lack of cooperation between government bodies, organizations and agencies. Without emotion, we must carefully evaluate inter-governmental cooperation, beginning with the strategic view of Camden's governmental structure, down to the service level where agencies and public interact.

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<sup>11</sup> Economic Diversification of Camden County, Georgia, Recommendations for a Strategic Plan for Camden County; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 25.

- Proactively address the perception of political infighting that hampers quality growth and development.
- Formalize an entrepreneur friendly structure by coordinating ordinances, agencies and forms. Standardizing small business procedures will go a long way in promoting business development and streamlining government.
- Development regulations, zoning changes, planning directives, permitting rules, and code enforcement efforts need to be consistent with the vision, goals and objectives of our community.<sup>12</sup> Regulations, directives and rules should all be reviewed.
- A financial strategy should be developed to fund Comprehensive Plan projects.
- Review procedures and objectives of the various Downtown Development Authorities to harmonize and coordinate their efforts.
- Promote the coordination of activities with other public and private organizations to limit duplication of effort.
- Develop a process that will evaluate proposed development projects against the goals and objectives that will be laid out in the Comprehensive Plan. Individual development projects are frequently evaluated on their own merits, without adequately assessing the overall impact that they have on the community. We need to be able to review the projects in a comprehensive manner, with an approved, standardized procedure.

### Conclusion

The Comprehensive Plan will craft the vision for Camden County over the next ten to twenty years. It should incorporate the best quality growth practices that we can identify based on case study and experience. To be effective it must also lay out specific milestones and metrics against which progress in implementing the plan can be evaluated. Where applicable it must develop a financial strategy that funds infrastructure needs for new development by the new development. The execution plan should also be phased to make it both manageable and affordable. Development should be balanced, considering the needs of housing, business, infrastructure, and natural and cultural resources. It must also balance wants and needs.

The Comprehensive Plan must also capture the vision of the entire community in a logical and clear manner. It must provide the framework that allows agencies, governments, authorities and organizations to manage growth and development. It must possess the flexibility to allow decision-makers to adjust to emerging needs, challenges, technologies and opportunities. But it also must possess the rigidity to preserve the character that makes Camden County a unique and terrific place to live.

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<sup>12</sup> Economic Diversification of Camden County, Georgia, Recommendations for a Strategic Plan for Camden County; Georgia Institute of Technology, Atlanta, Georgia, October 25, 2005, p. 17.