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Delaware State Travel Service, Division of Economic Development  
State Comprehensive Outdoor Recreation Planning Program  
University of Delaware Sea Grant Marine Advisory Service

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James M. Falk, University of Delaware Sea Grant Marine Advisory Service  
Susan M. Laporte, State Comprehensive Outdoor Recreation Planning Program  
Wendy J. Lindquist, Delaware State Travel Service  
J. Patrick Redden, State Comprehensive Outdoor Recreation Planning Program

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Sara Brownlowe, Henlopen Hotel and Rehoboth Beach Chamber of Commerce  
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Pamela J. Stegall, Delaware State Travel Service  
Susan Stone, Rehoboth Beach Chamber of Commerce  
Ralph Williams, Lewes Chamber of Commerce

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# **TOURISM AND RECREATION IN DELAWARE**

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Report of the  
Third Governor's Conference  
September 9-10, 1980  
Rehoboth Beach, Delaware

Published by the  
Delaware Sea Grant College Program  
College of Marine Studies  
University of Delaware  
August 1981

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STATE OF DELAWARE  
EXECUTIVE DEPARTMENT

DOVER, 19901

PIERRE S. DU PONT  
GOVERNOR

June 1981

To All Delawareans:

Last September I invited representatives of Delaware's tourism and recreation industry to join me in Rehoboth Beach for the Third Governor's Conference on Tourism and Recreation. The major objectives of this conference were to:

1. Identify opportunities for public and private cooperation in tourism and recreation planning and development;
2. Provide an open forum for public participation and for discussion of issues of concern to Delaware's entire tourism and recreation industry;
3. Provide an educational seminar for strengthening industry programs and services; and
4. Assess and build upon initiatives undertaken since the first Governor's Conference on Tourism and Recreation was held in November 1977.

The exchange of information, identification of problems, and formulation of constructive policy and program recommendations, which are documented in the following conference executive summary, are proof that this indeed was a working conference. This summary also presents a record of recommendations made at all three tourism and recreation conferences and actions taken on these recommendations.

I want to thank all of the participants who made this conference a success. By your work, you have contributed to the future economic growth of Delaware through tourism and recreation. I hope you will continue your excellent involvement in promoting this very valuable sector of Delaware's economy.

Sincerely,

A handwritten signature in dark ink, appearing to read "Pierre S. du Pont".

Pierre S. du Pont  
GOVERNOR

PSduP/ln

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## Achievements to Date — a Scorecard

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Each of the three Tourism and Recreation Conferences encouraged discussion by conference participants and industry representatives during the "Your Chance to Talk" sessions. The following list is a synthesis of the "Issues and Recommendations" made during these sessions.

In response, the conference-sponsoring agencies have prepared "Action Taken" replies for each

recommendation. If similar recommendations were made at more than one conference, the comments were consolidated, but each conference year was identified. The Issues and Recommendations were organized into five categories: Policy; Planning and Research; Education and Promotion; Program Development and Implementation; and Industry Coordination and Cooperation.



**Policy**

The Governor shall establish a Tourism Advisory Board.	●	The Tourism Advisory Board (TAB), comprising public and private sector representatives, was established in July 1978. It monitored the development of the <i>Delaware Tourism Policy Study</i> and now meets as the need arises.
The private sector needs a mechanism for participating in the development of a state tourism policy.	●	Such a mechanism was established through the TAB. Also, membership in state and national tourist industry associations may increase one's opportunities for participation in state and national tourism policy planning and development.
The State Comprehensive Outdoor Recreation Planning Program (SCORP) shall encourage the acquisition of recreation property by the public and private sectors and the development of projects that increase overnight stays in the state.	●	The SCORP policy guidelines include this recommendation. In Delaware, recreational investment is based on a comprehensive market model. Dollars are allocated to projects that meet identified facility deficits.
The SCORP policy guidelines shall continue to directly address private tourism and recreation industry issues.	●	● Since 1977, over 170 individuals representing various private concerns that contribute to the recreation economy have been added to the SCORP Steering Committee. The Committee is invited on a regular basis to review and evaluate SCORP research and policy programs.
The TAB, the SCORP Program, and SCORP's Technical Advisory Committee (TAC) shall coordinate their efforts.	●	The SCORP TAC was established in 1975. Since the TAB was created in 1978, both groups have been coordinating their efforts.
SCORP shall hold public workshops across the state as one step in preparing the SCORP planning document.	●	● A series of public hearings were held at the time of the 1979 SCORP publication, and a minimum of two workshops are held every year for this purpose. Also, the Annual Governor's Conference on Tourism and Recreation provides a forum for public participation in the SCORP process.
SCORP shall continue to extend management information services to the public and private sectors of the tourism and recreation industry.	●	SCORP offers technical assistance to both the public and private sectors of Delaware's recreation industry. The SCORP Recreation Market Model has been used to provide guidance to both sectors for recreational investment.
The Division of Economic Development shall encourage the Delaware Travel Council to take a more aggressive role as a unifying mechanism for Delaware's tourism industry.	●	The Division encouraged and assisted the Delaware Travel Council until the Council was disbanded in 1981. The TAB is now being used to unify Delaware's tourism industry.
The Division of Parks and Recreation should print information on the back of state park user tickets to explain where park fees go.	●	In 1980, the Division of Parks and Recreation began printing this information on both annual and daily state park user tickets.

\*Year of conference in which the issue or recommendation arose.

**Planning and Research**

The State of Delaware should prepare a state tourism master plan.	●	●	The Delaware State Travel Service started such a planning process in 1977 and has discussed its progress at all three conferences. The <i>Delaware Tourism Policy Study</i> was completed in 1979, and the TAB is currently preparing to recommend a state tourism policy.
The Governor shall establish a task force of public and private sector representatives to stimulate use of the Delaware River and Bay.	●	●	The Governor's Task Force on Marine Recreation, established in 1978, released its final report in September 1980.
The state's Department of Natural Resources and Environmental Control (DNREC) should provide information on the environmental impacts of certain recreational practices, such as the use of four-wheel-drive vehicles and catching of undersize fish.		●	The DNREC provides information upon request. Examples of the state's concern over certain impacts are the Division of Parks and Recreation's control of vehicular access to beach resources; introduction into the legislature of a bill imposing a minimum-size limit on flounder taken; and state and University of Delaware research on the effects of coastal erosion in Delaware.

**Education and Promotion**

The Division of Economic Development shall sponsor annual workshops to train state recreation and tourism facility personnel to work more effectively with the public.	●	●	The Division of Economic Development held four workshops in 1980 that dealt with public relations, hospitality, and tourism development techniques. Similar topics were covered at the second and third Tourism and Recreation Conferences. Delaware Technical and Community College (Georgetown) and Brandywine College both offer hospitality training for those already in business and for those just entering it. In 1980 and 1981, the Delaware Recreation and Parks Society offered training workshops dealing with public relations and hospitality issues.
The Division of Economic Development, the SCORP Program, and the University of Delaware Sea Grant Marine Advisory Service shall sponsor an annual conference on tourism and recreation.	●	●	Three such conferences have been held: Dover (1977); Wilmington (1979); and Rehoboth Beach (1980).
The Division of Economic Development with the TAB shall publish a tourism-related newsletter.	●		The Delaware State Travel Service, a section of the Division of Economic Development, began publishing a quarterly newsletter in 1980.
The problem of "seasonality" could be overcome by promoting visitation to the shore area during the spring and fall shoulder seasons.	●	●	Shore area Chambers of Commerce have begun actively promoting shoulder season visitation. Extending the tourist season at the shore must be gradual, showing local businessmen and potential visitors that it is worthwhile for them to be at the beach during shoulder seasons. The 1980 Indian Summer celebration was a successful first step.

\*Year of conference in which the issue or recommendation arose.



ISSUES AND RECOMMENDATIONS	1977*	1979*	1980*	ACTION TAKEN
The provincial attitudes among many sectors of the tourism and recreation industry should be eliminated in order to better promote statewide tourism.			●	The state has been offering workshops and conferences to provide opportunities for idea exchange and information on business development techniques. Educational seminars and increased cooperative promotions can help reduce provincial attitudes — but a commitment of private members of the industry to share information with one another is also needed.

### Program Development and Implementation

The Division of Economic Development shall develop and implement a comprehensive tourism marketing program.	●			Such a program was instituted by the Division in FY81.
The Division of Parks and Recreation, the Division of Economic Development, and other interested public agencies shall work together to develop guidelines and a program to attract and accommodate private concessions and investment on public lands.	●	●		In 1980, the Division of Parks and Recreation introduced legislation to permit 25-year leasing of concessions by the private sector. This was not passed, but the Division is encouraging support for a 5-year leasing policy. Sixteen concessions ranging from equestrian lessons to bait and tackle sales are found in Delaware state parks. Also in the works is a plan for a 600-slip marina to be constructed and operated by the private sector on state-leased lands along the C & D Canal.
The Division of Economic Development shall assist the Department of Agriculture and the Department of Natural Resources and Environmental Control in promoting public and private fishing and hunting opportunities as attractions to out-of-state users.	●			The Division of Economic Development and the Division of Fish and Wildlife actively promote fishing and hunting in Delaware through brochures and travel and outdoor shows. A statewide hunting and fishing brochure was printed in 1981. Division of Economic Development staff also take travel writers, travel agents, and tour brokers on tours of outdoor attractions and facilities.
The Division of Economic Development and the Division of Fish and Wildlife, with the assistance of the University of Delaware Sea Grant Marine Advisory Service and the private sector, shall sponsor annual salt- and freshwater fishing tournaments for the state and region.	●			The private sector has taken the lead in developing new fishing tournaments (e.g. Milford's World Champion Weakfish Tournament and Bethany-Fenwick's Surf Fishing Tournament). The state agencies and Sea Grant are assisting the private sector in their efforts.
The Division of Economic Development shall institute a financial incentives program to encourage the development of regional tourism associations, regional and local advertising, and special events.	●			The Division provides technical assistance and small grants for this purpose. Recipients include Lewes' 350th Anniversary Committee, "Discover Brandywine Valley," the Greater Wilmington Convention and Visitors Bureau, and the Chambers of Commerce of Central Delaware, Greater Milford, Rehoboth Beach, and Bethany-Fenwick.

ISSUES AND RECOMMENDATIONS	1977*	1979*	1980*	ACTION TAKEN
<p>The Division of Economic Development and the Department of Transportation shall seek funds to develop visitor information centers at all major points of access to the state.</p>	●	●		<p>The two agencies have a long-range plan on file. Because of limited public funding for both the development and operation/maintenance of such facilities, the private sector must implement this recommendation. The Division of Economic Development has assisted in developing two centers: Milford's Southern Delaware Tourist Information Bureau and the Greater Wilmington Convention and Visitors Bureau.</p>
<p>The Department of Transportation shall work with the Divisions of Fish and Wildlife, Parks and Recreation, Forestry, Historical and Cultural Affairs, and Economic Development to ensure that adequate and appropriately placed road signs are provided and maintained for public tourism and recreation areas and for private attractions with public access.</p>	●			<p>This is an ongoing process. Both the Governor's Task Force on Marine Recreation and the Tourism Advisory Board recommended that a sign committee be established to receive tourism and recreation industry sign requests and advise the Department of Transportation. In response to public demand, the Division of Parks and Recreation received Capital Improvement Program funds in FY80 and FY81 to erect state park signs.</p>
<p>The Delaware State Travel Service should have adequate funding to ensure that sufficient tourism promotional materials are available for distribution.</p>		●		<p>Receiving a significant budget increase in FY80, the Delaware State Travel Service was able to design and print large quantities of new brochures for the first time in almost a decade.</p>
<p>Additional day-use facilities should be available along the Delaware coast.</p>			●	<p>In the summer of 1981, the Towers Road facility within Delaware Seashore State Park will have a bathhouse and day-use parking facilities to help absorb some of the Rehoboth Beach and Dewey Beach summer crowds.</p>

### Industry Coordination and Cooperation

<p>Tourism and Recreation Conference participants should be encouraged through their respective groups or associations to support the promotional efforts of the Division of Economic Development.</p>	●	●		<p>Over the past few years, the travel-related associations in Delaware have come to view themselves as part of the tourism industry. One example of support was that members of the industry united forces to secure a major budget increase for the State Travel Service in FY80.</p>
<p>To eliminate duplication of efforts and ease energy costs, members of the Delaware travel industry should advertise together and cooperate in other programs, such as group tour packaging.</p>	●	●		<p>Since 1979, specific Delaware attractions and the State Travel Service have increased cooperative advertising and promotion of group travel to Delaware. Industry representatives attend the American Bus Association and the National Tour Brokers' Association sales meetings and now aim aggressive marketing programs at travel agents and tour brokers. The State Travel Service and the TAB also have worked closely with the Delaware Energy Office since 1979 to monitor gasoline availability.</p>
<p>The Delaware Arts Council should become more involved in the projects and activities of the privately run cultural attractions throughout the state.</p>	●	●		<p>The Delaware State Travel Service discussed this recommendation with the Delaware Arts Council following the second Conference. The State Travel Service is currently working with several local communities on special cultural programs in conjunction with the Delaware Arts Council.</p>

\*Year of conference in which the issue or recommendation arose.

ISSUES AND RECOMMENDATIONS	1977*	1979*	1980*	ACTION TAKEN
The Delaware State Travel Service should develop regional maps that show all Delaware attractions.	●	●		Such a map exists on the back of the state's Calendar of Events, available from the Delaware State Travel Service. In addition, the Division of Parks and Recreation, the Division of Fish and Wildlife, and the Department of Agriculture's Forestry Section publish maps of their attractions.
The state should establish a brochure clearinghouse that is responsible for brochure distribution and displays throughout the state.	●	●		The Delaware State Travel Service serves as an informal clearinghouse, distributing new brochures to the industry and supplying quantities of brochures upon request.
Interested parties should support the recommendations included in reports such as the Governor's Task Force Report on Marine Recreation and the New Castle County Delaware River Shoreline Study, which have examined the shortage of marine recreation facilities in Delaware.	●			State and local governments and associations, like the Delaware Boating Council and the Delaware Marine Trades Association, have voiced support for recommendations included in the Governor's Task Force Report and other studies. The Division of Parks and Recreation has been aggressively carrying out some of the site-specific development recommendations.
The state should increase dredging to support marine recreational activities and also increase coordination with the U.S. Army Corps of Engineers.	●			The Governor's Task Force on Marine Recreation presented this recommendation to Governor duPont.
The lack of communication in the past between private sector campground owners and Division of Parks and Recreation officials has resulted in conflicts over pricing strategies and campground development issues.	●			Since the 1980 Tourism and Recreation Conference, the two groups have met to discuss their differences. New policies were developed regarding fee structure and public sector campground development. A new "Parks Tourism Package" has been offered by the Division of Parks and Recreation. Communication in general has been improving recently as state agencies offer more opportunities for conferences, workshops, and seminars.

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# Policy and Achievements

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## Reports to the Tourism and Recreation Industry

**The chief executives of the three conference sponsors opened the first session by outlining the status of their respective programs and showing how recommendations made in previous conferences are being implemented. The agencies they represent use state or federal aid to foster tourism and recreation by working directly for the tourist or recreationist, as well as for those who provide recreation and tourism goods and services in the state.**

Mr. Robert Moyer (Acting Secretary, Department of Community Affairs and Economic Development) showed how the State Travel Service supports private tourism and recreation interests. During the past year, this support was improved when the staff expanded from three people to nine people dealing exclusively with tourism, and the first major advertising program in a decade was carried out. These measures were possible because of the General Assembly's favorable attitude toward tourism, which was due partly to

communication with the private sector and knowledge of its successful record to date. The State Travel Service promoted Delaware tourism in several travel exhibitions and in articles published in newspapers and magazines throughout the U.S. These efforts resulted in an 80% increase in requests for travel information.

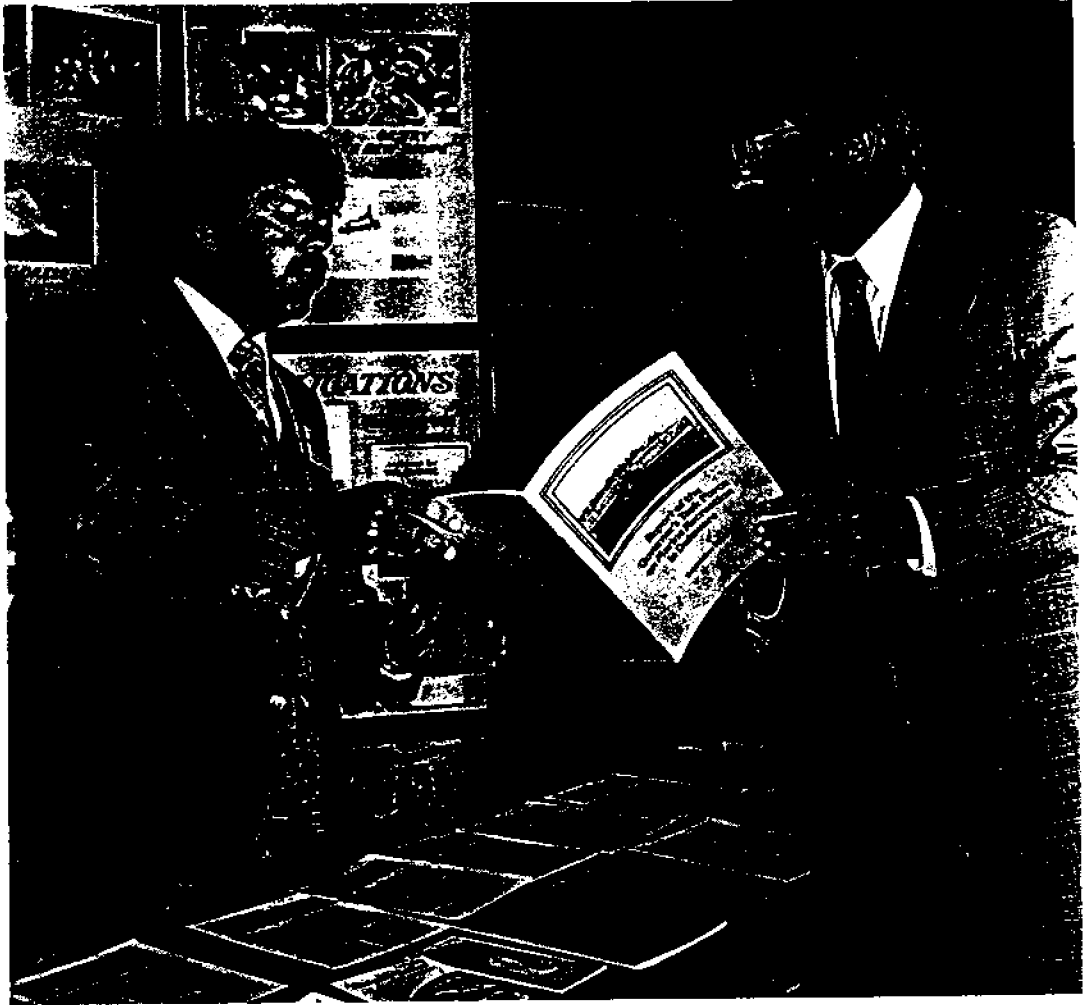
Moyer complimented members of the private sector for making the 1980 tourist season so successful; at the same time, he emphasized that the industry's economic success depends on the private sector's investment of time, expertise, and dollars.

Working not only for tourists, but for all recreationists, the State Comprehensive Outdoor Recreation Plan (SCORP) surveys and assesses the demand for and supply of both public and privately-operated recreation facilities and services in the state, reported Mr. William Hopkins (Manager, Technical and Community Recreation Services Section, Division of Parks and Recreation). The market data arising from this survey are currently being used by various federal agencies in their cost/benefit analyses of Delaware projects and are essential components of the recently-completed *Delaware Tourism Policy Study*. The current SCORP document reflects numerous recommendations identified at previous Tourism and Recreation Conferences. Consequently, SCORP has been designated the Governor's official policy for management of recreation and natural resources. The SCORP adopted in 1979 makes Delaware eligible to receive federal grants for up to five years.

Hopkins stressed that survey data are used to reduce duplication of services — the state will not provide services that it finds are adequately provided by the private sector. Not only will SCORP reduce cost inefficiencies, but it will

*Mr. William J. Hopkins*





*Mr. James M. Falk and Governor Pierre S. du Pont*

strongly support private enterprise. As another example of cooperation between members of the private and public sectors, the Division of Parks and Recreation is presently working on five-year leasing arrangements so that recreational support, such as riding stables, food stands, and headboat operations, can be provided in state parks as concessions run by the private sector.

Providing background on the third conference sponsor, *Dr. Carolyn Thoroughgood* (Executive Director, University of Delaware Sea Grant College Program) described how the Sea Grant College Program, with components of education, research, and advisory services, assists tourists and recreationists in Delaware.

Most often users and providers of marine recreation are reached through the Sea Grant Marine Advisory Service

(MAS). MAS agents extend research-based information to people who can use it, identify problems that need research attention, and help to solve problems of individuals or groups. To effect the latter, an MAS agent with special skills in the area of marine recreation and tourism makes field visits to the people he serves, such as marina operators and charter boat captains. He can then provide information to individuals and groups in person or over the phone.

Larger audiences are reached through publications, radio spots, and public events like Coast Day at the Marine Studies Complex in Lewes. Publications such as Delaware's Recreation and Weather Guide, which describes marine recreation activities in Delaware and weather conditions favorable to them, can enhance tourism and recreation opportunities in the state. Other

publications report on new technologies, said Thoroughgood, citing as an example a recent publication about the feasibility of artificial reefs in Delaware as a way to increase habitats for sportfish.

Besides exchanging information with recreationists or providers of marine recreation services, MAS agents serve on statewide committees, such as the Governor's Task Force on Marine Recreation.

## Response to Industry Reports

**Expanding on opening reports, members of the Conference's sponsoring groups discussed special projects they had been working on recently in support of Delaware's tourism and recreation industry.**

Mr. James M. Falk (Marine Recreation Specialist, University of Delaware Sea Grant Marine Advisory Service) outlined briefly the work of the Governor's Task Force on Marine Recreation. Appointed two years earlier by Governor du Pont, the 27-member task force comprised public officials, state legislators, and private businessmen involved in marine recreation. Their final report, published shortly before the conference, details findings on such issues as launch ramp availability, maintenance dredging, marine police staffing, and marina operations throughout the state. The Task Force also recommended ways in which marine recreation opportunities can be improved. Falk relayed his hope that the marine community would organize behind certain recommendations and let state legislators and state agency officials know that it supports specific proposals.

Another important investigation, known as the *Delaware Tourism Policy Study*, was completed in 1979. A recommended state tourism policy, extracted from this study, will become public in the fall of 1981, announced Mr. Don Mathewson (Manager, Delaware State Travel Service, Division of Economic Development). This policy will reflect the views and special concerns of the Tourism Advisory Board (TAB) and the tourism industry as a whole.

On the national front, Mathewson revealed that a tourism caucus of 450

members had been established in the House of Representatives and that it was becoming instrumental in representing travel industry concerns and interests. It also has been supportive of the establishment of a national tourism policy.

Regarding the state of tourism in Delaware, a \$114,000 advertising budget for FY79 allowed the State Travel Service to promote Delaware in regional and national publications. As a result, the State Travel Service has detected a definite increase in requests for travel information. To enhance Delaware's tourism image, Mathewson stressed, it is



Ms. Susan M. Laporte

essential to consider both the public and private components of the travel industry as a unified group that contributes to the well-being of Delaware's citizens and its economy.

The private sector is playing an increasingly important role in providing recreational opportunities for the public, noted *Ms. Susan M. Laporte* (SCORP Coordinator, Technical and Community Recreation Services Section, Division of Parks and Recreation). Recognizing this, one of the roles of the State Comprehensive Outdoor Recreation Plan (SCORP) is to maintain a management information system that will help locate areas suitable for private recreational development. SCORP encourages the enactment of appropriate laws, regulations, and ordinances that facilitate private investment on public land.

Since 1965, Delaware has received nearly \$23.5 million for its SCORP program from the Land and Water Conservation Fund (LWCF). LWCF is administered by the Heritage Conservation and Recreation Service, Department of the Interior. In providing information and guidelines for the management of recreation, conservation, and preservation actions for the public benefit, SCORP policies and issues cut across many areas of concern, such as public finance, economic development, community revitalization, and marine affairs. Laporte emphasized that public participation in developing SCORP is essential if SCORP is to continue to reflect the recreational needs of Delaware residents and accurately define public/private issues.



*Ms. Wendy Lindquist and Governor Pierre S. du Pont*

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## Delaware's Quality of Life and Economic Development

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***Though development in Delaware is inevitable, the consensus of industry experts speaking at this session was that development and conservation/preservation interests can work together to ensure that Delaware maintains a high quality of life and economic well-being.***

Attaining these goals becomes easier when the state's planning, review, and development processes are coordinated and made more predictable for all concerned parties. For instance, when an industrial client wishes to develop a site, said *Mr. William J. McDermott* (Manager, Industrial Development Section, Division of Economic Development), a formal meeting of the appropriate environmental agencies convenes with those interested in development to ascertain what regulations and permits the new industry must obtain. Making such meetings run more smoothly is the new spirit of compromise and negotiation that McDermott said has replaced the battles between developers and



environmentalists that were characteristic of the 1960s and 1970s. The two groups are finally discovering common ground and resolving potential problems about the scale, design, use, and environmental impacts of major residential, commercial, and industrial projects. The greatest impetus for negotiated settlement, added McDermott, has been the increasing power of citizen groups and others long-excluded from the decision-making process.

Consistency and coordination among various levels of government and between government and private enterprise are the primary objectives of Delaware's Land Use Planning Act, said *Ms. Dorothy Sbriglia* (Industrial Development Representative, Division of Economic Development). One portion of the bill, passed by the General Assembly in 1978, specifically promotes permit streamlining. The Division of Economic Development is currently looking into the feasibility of a simplified universal application form that would serve for a series of permits without duplicating information and submission requirements. At present, whenever possible, hearings for different permits are held consecutively.

Sbriglia also announced that a Critical Areas Plan is being formulated. All municipalities, counties, agencies, and public interest groups have been asked to prepare lists of areas they consider critical from an environmental, recreational, historic, economic, or local viewpoint. This plan should ensure consistency in future land use decision making.

*Mr. Robert McIntosh* (Northeast Regional Director, Heritage Conservation and Recreation Service) observed that quality of life issues can support and contribute to the overall economic growth and development of Delaware if they are given adequate standing as a planning objective in economic development. Already, economic development aspects of the

*Mr. William J. McDermott*



recreation and tourism industry in Delaware are influenced by the strong state and local park system and a private stewardship that respects and protects natural and historic resources.

Thoughtful land-use policies, such as planning, zoning, and acquisition, are also responsible for Delaware's quality of life and the high quality of outdoor recreational experiences available here, noted *Dr. Norman G. Wilder* (Executive Director, Delaware Nature Education Society). Although many intelligent land-use decisions are made on the county level, Wilder believes that the most far-

reaching policy protecting Delaware's lands is the Coastal Zone Act. This act protects the state's most attractive and fragile environments from heavy industry.

Also directly related to Delaware's high quality of recreation opportunities are the water-quality control programs administered by the state. The primary goal of these programs, said Wilder, is to upgrade state waterways so they will more fully furnish recreational experiences for the heavily populated portions of northern Delaware.

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## Special Events and Programs — Making the Most of Available Resources

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***Introducing this session, Mr. William Trawick (Cultural Resources Specialist, Economic Development Administration, U.S. Department of Commerce) noted that Delaware already has established a number of programs and resources for its tourism and recreation industry. These should be inventoried and then incorporated into strategies that will make use of existing resources while new complementary resources are developed, he said. In a time of limited human energy and financial resources, we must make the most of what we already have, and build from there.***

### **The Value of Special Events and Recreation Programs to Your Community**

*Dr. John D. Hunt* (Director, Institute of Outdoor Recreation and Tourism, Utah State University) discussed the dollar value of tourism to a community. Businessmen and others should

recognize that tourist dollars entering a community represent "new money" that is later respent to create more business and income. This process is known as the "multiplier effect."

To estimate tourist expenditures in a community, Hunt mentioned two procedures that could be initiated by local Chambers of Commerce: a survey of a random sample of visitors, or an agreement with local businessmen and community leaders to report visitor expenditures.

While conducting special tourist events, all costs should be accurately assessed to include less obvious expenses like cleanup, construction, and operation fees so that an effective cost/benefit ratio can be determined. Such careful bookkeeping will be valuable to community decision makers in planning future events.

*Mr. Adam Karalius* (Outdoor Recreation Planner, Heritage Conservation and Recreation Service) suggested other points to consider when planning a special event in your community. One should remember that special events are media attractions that bring visitors to a community and



*Mr. Joe Jeff and Ms. Nancy Linner*

expose its other offerings to the public. It is important to define the visiting group early and adjust preparations, agency involvement, and crowd control efforts accordingly. The effectiveness of planning, coordination with agencies and citizens, and recruitment of community support will make or break a special event.

*Mr. Joe Jeff* (Director, Bethany Beach Summer Dance Program) also felt strongly about the importance of the local community's backing and cooperation for a special event. Comprehensive planning, suggested Jeff, is another key factor in the success of this kind of venture. The sponsors should begin by deciding who they wish to attract. The local community wants to attract visitors who will contribute to the economic growth of the area without sacrificing its current quality of life. Once this group is identified, a marketing study should be conducted to determine how to reach these people. Lastly, the services advertised should be delivered.



## **Corporate Sponsorships and Other Ways to Finance Special Events and Programs**

*Ms. Carole Rifkind* (Senior Associate for Cultural Tourism, Partners for Livable Places) favors learning to use tourism as a tool that will economically benefit communities while protecting and enhancing their special qualities.

Once we have recognized that historic, cultural, and environmental resources are unique, irreplaceable, and valuable, said Rifkind, we must take steps to protect them. A good example of this philosophy is the Historical Preservation Act of 1966 which safeguards historic resources. From this act arose the National Register of Historic Places, which lists properties, districts, buildings, ships, and archeological sites of national, state, and local significance. Properties listed on the National Register may receive federal grants-in-aid through state programs. But the most effective role of government in historic preservation is to catalyze the investment of private funds.

Other special treatments enjoyed by owners of historic properties are protection from inadvertent harm by federal projects and tax breaks for those who rehabilitate their historic properties. If tourism is to be a respected partner of historic preservation, its standards must be high. Economic benefits must be spread broadly through the community, with jobs created for the people living there. Tourism development must also provide recreational opportunity, environmental amenity, improved transportation, and other services that benefit visitors and residents alike. The growth of tourism must be carefully monitored and managed, remembering that it should be only part of an overall plan for a diverse social, economic, and cultural base.

The importance of tourism and economic development strategies was emphasized again by *Mr. William Trawick*. Considering that the seasonality of tourism is a prominent issue in the minds of both the tourism and economic development communities, tourism promoters should realize that cultural activities can further the goal of year-round tourism. However, effective dissemination of



Mr. Ray Stroup

information to appropriate markets is crucial. Year-round tourism is most likely to occur in urban centers, but rural areas can also offer a rich cultural, historic, and natural heritage. The "people magnet" resources of small and rural communities offer opportunities for tangible economic benefits.

Mr. Ray Stroup (Acting Chief, State Planning Assistance, Heritage Conservation and Recreation Service) discussed additional opportunities for funding park and recreation facilities and programs. Public funding is insufficient to meet the steadily rising costs of high-quality recreational opportunities, said Stroup, but donations from businesses and corporations can be reliable secondary sources. Not only do businesses receive tax benefits from these appropriations, but the boost to the corporate image and the public relations effort can be mighty.

There are numerous methods of solicitation. Perhaps the most effective technique is to ask for a concrete sum of money or a gift of land to aid a project of wide appeal. Careful research and planning can be used to show potential donors that their gifts will be

Mr. Charles Salkin (Chief, Grants and Community Assistance, Technical and Community Recreation Services) went one step further and outlined some important rules to follow when applying to corporations for funding. As government grant programs are cut

back, recreation departments will have to turn increasingly to the private sector for financial assistance.

- Carefully select which corporations you will approach.
- Don't let your first contact be a request.
- Don't always pick on the same corporations.
- Don't rule out small corporations or non-profit organizations.
- Make sure you know your programs thoroughly and be prepared to explain them.
- Identify the key people in the corporation you plan to approach.
- Be prepared to sell your ideas.
- Don't just go after cash — be creative in the kind of donations you seek.
- Be prepared to say no — the corporation is. (Corporate assistance that does not benefit both the donor and the donee should be discouraged.)

### **The Potential for Developing Special Events on Public Lands and Technical Services Available**

Delaware's state forests are multiple-use areas that offer great potential for recreationists, announced Mr. Walt Gabel (State Forester, Delaware Forest Service). Although the forests are logged and managed for timber stand improvement, Forest Service personnel adhere to the policy of unlimited and unregulated access to all portions of these lands. Camping, nature education classes, and even weddings take place on them. Delaware's forests are open year-round and the state forestry staff is available to help the public obtain maximum use and enjoyment from them.

Those communities fortunate enough to possess public lands with adjacent special events, said Mr. Jon Lucy (Marine Recreation Specialist, Marine Advisory Service at the Virginia Institute of Marine Science). Waterfront festivals can have a number of themes, but the rewards are similar. Such events bring interest groups together, provide a



Mr. Jon Lucy

close-to-home recreational opportunity for the entire family, give local businesses a shot in the arm, and help develop the public support necessary to begin or continue waterfront revitalization.

Echoing a theme expressed throughout other sessions in the conference, Lucy warned that careful organization and planning are critical to a festival's success. Planning committees should always remember their intended audience — the people of the town and those living in the surrounding area. If the event is of high quality and meaningful to the local community, it will have value as a tourist-generating attraction.

To wrap up this session, Mr. Roger Caves (Forest Resources Plan Coordinator, Division of Parks and Recreation), on behalf of Mr. Glenn Smoot (Manager, Recreation Section, Division of Parks and Recreation), presented a film on conducting events on public lands and locating technical assistance for planning these programs.

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## Getting to the Delaware Shore by Public Transportation

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***The mechanics of getting from here to there by any means other than automobiles are, at the present time, complicated, inconvenient, and time-consuming. As a result, most Delawareans depend almost exclusively upon the automobile for recreational travel within the state.***

Speakers at this session, Lieutenant Governor James McGinnis (State of Delaware) and the session moderator, Mr. Kermit Justice (Secretary of Transportation), described realistic and energy-efficient transportation alternatives for both the immediate and long-term future.

McGinnis explored the idea of a rapid-speed mass transit system that

would connect the northern part of Delaware with Sussex County. A system like this has long been a "pet project" of the Lt. Governor. McGinnis believes that as fuel prices continue to increase, a mass transit system could become a reality in Delaware. Three years ago the demand for such a system did not exist, but today the demand is steadily increasing.

The cost of a mass transit system would be high, continued McGinnis. However, if connecting corridors were spread into surrounding states and to places like Ocean City and Salisbury in Maryland, or Philadelphia, Pennsylvania, added congressional support for federal funding might be obtainable.

A mass transit system would be a valuable resource, attracting new business and industry to the state and improving tourism statewide.

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## Specialized Recreational Markets and Programs

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**Public services can and should address the total range of people interested in recreation and tourism. This includes the aged, the handicapped, and the foreign visitor.**

Mr. Roger Caves talked about the need for providing adequate recreational opportunities for the aged and the handicapped. Understanding the age structure of the general population and anticipating recreational needs in regard to special populations is essential, he said. Also, Caves believes that information on Delaware's non-institutional handicapped should be more readily available so that this group's needs can be more accurately determined.

Public facilities and buildings already reflect state and federal guidelines for accommodating special populations, he noted, and special emphasis on meeting the recreational needs of these groups is included in the SCORP. In addition, Delaware must adhere to policies promulgated in the Age Discrimination Act of 1975, the Architectural Barriers Act of 1968 (facility access), and the Federal Rehabilitation Act of 1973. Otherwise, sources of federal funding may be discontinued.

Perhaps an attitude change is required. Tourism and recreation businesses have to become aware that handicapped persons do enjoy recreation, like everyone else, said Mr. Tom Parsons (Draftsman, Office of Planning, Department of Transportation). To accommodate the needs of the handicapped, businesses do not have to make great investments in adapting their facilities. In most cases only minor changes, such as access ramps and higher tables at restaurants, are needed.

Hosting foreign guests is another problem that may require a change in attitudes, approaches, and practices, said Mr. William Scholz (Tourism Consultant and Former Director, Marketing and Public Relations, American Hotel/Motel Association). One way to make visitors feel at home is to make special efforts to communicate with those who have difficulty with the English language. But to do a first-rate job of hosting international visitors, it is important to understand the visitors' culture. Assistance in making the foreign visitor feel welcomed is available through trade associations, governmental agencies, carriers, and other elements of the travel industry such as visitor hospitality organizations and community and regional promotion groups.

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## Planning and Research — Can They Help You?

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**What is the value of ongoing research and planning, and how can it help you to make wise investment decisions? What direction should future research and planning efforts take?**

*Dr. Robert B. Ditton* (Professor, Department of Recreation and Parks, Texas A&M University) addressed these very issues. Present research efforts are quite fragmented, noted Ditton, but more coordination and the formation of a holistic policy framework would increase their effectiveness. An added incentive is that an all-encompassing recreation research policy would enable private entrepreneurs to understand their ties to public recreation and tourism offerings. In turn, public sector officials would recognize the valuable role of the private sector in supplying needed facilities and services.

The need for coordinated research and policy is particularly acute in the coastal zone, Ditton continued, because this area contains numerous common property resources and because it is a multiple-use environment where tourism and recreation interests must compete with other user interests, or risk being displaced. Resource allocation decisions are made on a daily basis in the coastal zone.

Universities can play an important role in recreation research and planning coordination, suggested *Dr. John Hunt*. Ideally, tourism and recreation matters should be approached as a partnership between government, private industry, education, and professional and business associations — much in the way that the present conference has been organized and run.

Hunt believes that universities should serve every sector of a region, both socially and economically, by increasing knowledge and transferring it through education. For industry, universities can help to develop new ideas and direction;



*Mr. J. Patrick Redden*

they can also be critics, challenging conventional tourism and recreation wisdom. It is up to the industry representatives, though, to establish communication with the university. Then they must tell academicians, who can be timid, what they need. Industry also must be prepared to help universities increase or redirect their appropriations — or be prepared to pay for extra services through contractual agreements.

Enlarging upon the involvement of the academic community in research and data management is one of the goals of SCORP. Presently, it is moving from coordinated planning to establishment of implementation schedules for its most important policies and findings. Addressing the conference participants on the current status of SCORP, *Mr. J. Patrick Redden* (Chief, Office of Heritage, Planning, and Research; Technical and Community Recreation Services Section, Division of Parks and Recreation) highlighted some of the activities that are emerging from this plan:

- A report on Delaware's most scenic streams will be completed, and authority will be granted to establish

- a statewide system of river conservation.
- SCORP will support the improvement of a statewide recreation referral system that will provide telephone information on recreation programs and facilities to interested persons.

- Federal Land and Conservation Fund (LWCF) monies will be directed to fill critical recreation resource needs identified by SCORP.
- SCORP will continue major acquisition and resource conservation programs.

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## Putting Information Technology to Work

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***There are many sources of technical services and information available in Delaware to professionals as well as the general public. Speakers in this session stressed the importance of improving coordination among information sources and upgrading the quality of information available to residents, visitors, and public officials.***

Ms. Flo Garrett (Office of Post Secondary Education, INFO) talked about the telephone information service known as "INFO." Funded by grants from the state, universities and colleges, other public sources, and businesses and private foundations, INFO provides detailed information about adult education and recreation programs throughout Delaware.

Computer-based information systems can do much to support the day-to-day operations of state and local governments, said Mr. Edward Ratledge (Director, Urban Policy Research, College of Urban Affairs and Public Policy, University of Delaware). Presently a natural resource information system is evolving in Delaware. Eventually, the system should include information on parks, fish, wildlife, natural heritage, water resources, forestry, and economic and demographic profiles. When fully developed, this information system should enable one to look at the full range of relationships within this set of natural resources, and use it for management, research, and planning.

A statewide system of Information Centers for Delaware's tourists has been discussed for years, according to Mr. Don Mathewson. Though federal monies have been available, Delaware has not been able to produce its matching share. With increasing public austerity, said Mathewson, the state will have to depend on the private sector to provide visitor information centers. There is also a need for a well-designed sign system highlighting Delaware's major tourist and recreation attractions. The Department of Transportation has suggested establishing a committee or task force to create guidelines for signs and sign locations, the major concern being safety and the reduction of clutter.

Technical services provided to individuals and travel organizations by the State Travel Service include information on how to conduct familiarization tours and educational seminars, plan and develop special events, and design promotional brochures.



Mr. Don Mathewson

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## Your Chance to Talk

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***The conference concluded with break-out sessions where conference participants could discuss problems affecting their businesses and the industry as a whole.***

In the past, the "Your Chance to Talk" sessions consisted of people representing various types of industry, grouped according to major areas of interest and business. For example, there were hospitality groups, resort industry groups, and marine-related groups. This year, a new approach was tried. Instead of grouping participants according to interests and business type, a collection of diverse interests were represented in each of two break-out groups. This resulted in participants speaking as an "industry," and not solely for their own interests. It was obvious certain interests dominated group discussions, but overall, it seemed that individuals and groups were beginning to view themselves as a

segment of a larger tourism and recreation industry.

The break-out group led by *Dr. John Hunt* touched on a variety of issues affecting the industry. Issues of note were the lack of communication among various sectors of the tourist industry, the problems associated with the seasonal nature of tourism at shore points, and the lack of coordination between public and private sectors of the tourism and recreation industry.

*Mr. Jon Lucy* led a group that consisted primarily of members from the Delaware Campground Association. Issues brought to the forefront related to unfair competition between public and private sector providers of recreational facilities (such as campgrounds), the lack of visitor information centers in Delaware, and the impacts of certain recreational activities on natural resources.

Recommendations and issues from this session have been included in the "scorecard" section of this conference summary.



# Program Outline

## **Delaware's Third Governor's Conference on Tourism and Recreation September 9-10, 1980 Convention Hall Rehoboth Beach, Delaware**

### **MONDAY, SEPTEMBER 8**

**6:00 - 10:00**  
**Gala Governor's Conference Dinner  
Cruise on the Cape May-Lewes  
Ferry**

### **TUESDAY, SEPTEMBER 9**

**8:00**  
**Registration and Coffee**

**9:00**  
**Call to Order and Opening Remarks:**  
Wendy J. Lindquist, Travel Representative, Delaware State Travel Service, Division of Economic Development

**9:15**  
**Session 1: Policy and Achievements**  
*Moderator: William J. Hopkins, Manager, Technical and Community Recreation Services Section, Delaware Division of Parks and Recreation*

**9:15**  
**Session 1A: Reports to the Industry**  
William J. Hopkins  
The Honorable Robert S. Moyer, Acting Secretary, Department of Community Affairs and Economic Development  
Dr. Carolyn A. Thoroughgood, Executive Director, University of Delaware Sea Grant Program

**9:45**  
**10:00**  
**Session 1B: Response to Industry Reports**

James M. Falk, Marine Recreation Specialist, University of Delaware Sea Grant Marine Advisory Service  
Susan M. Laporte, SCORP Coordinator, Technical and Community Recreation Services Section

Donald R. Mathewson, Manager, Delaware State Travel Service, Division of Economic Development

**10:45**  
**Break**

**11:00**  
**Session 2: Delaware's Quality of Life and Economic Development**

*Moderator: J. Patrick Redden, Chief, Office of Heritage, Planning and Research, Technical and Community Recreation Services Section*

William J. McDermott, Manager, Industrial Development Section, Division of Economic Development

Robert W. McIntosh, Northeast Regional Director, Heritage Conservation and Recreation Service (HCRS)

Dorothy Sbriglia, Industrial Development Representative, Division of Economic Development

Dr. Norman G. Wilder, Executive Director, Delaware Nature Education Society

**12:15**  
**Governor's Luncheon**

*Toastmaster: William J. Hopkins*

**Greetings and Brief Remarks:** The Honorable Miriam E. Howard, Mayor, City of Rehoboth Beach

**Awards Presentation:** Robert W. McIntosh

**Luncheon Address:** The Honorable Pierre S. du Pont, Governor, State of Delaware. "Delaware's State of Tourism and Recreation."

**1:45**  
**Break**

**2:00**  
**Session 3: Special Events and Programs**  
*Moderator: James M. Falk*

**Overview Presentation:** William Trawick, Cultural Resources Specialist, Economic Development Administration (EDA), U.S. Department of Commerce

**2:30**  
**Session 3A: The Value of Special Events and Recreation Programs to Your Community**

Dr. John D. Hunt, Director, Institute of Outdoor Recreation and Tourism, Utah State University

Joe Jeff, Director, Bethany Beach Summer Dance Program

Adam Karalius, Outdoor Recreation Planner, Heritage Conservation and Recreation Service (HCRS)

2:30

**Session 3B: Corporate Sponsorships and Other Ways to Finance Special Events and Programs**

Carole Rifkind, Senior Associate for Cultural Tourism, Partners for Livable Places

Ray Stroup, Acting Chief, State Planning Assistance, Heritage Conservation and Recreation Service (HCRS)

Charles Salkin, Chief, Grants and Community Assistance, Technical and Community Recreation Services Section

William Trawick

2:30

**Session 3C: The Potential for Developing Special Events on Public Lands and Technical Services Available**

Walt Gabel, State Forester, Delaware Forest Service

Jon Lucy, Marine Recreation Specialist, Virginia Institute of Marine Sciences

Glenn Smoot, Manager, Recreation Section, Division of Parks and Recreation

2:30

**Session 3D: Building Visitation through Development of Convention and Business Meetings in Delaware**

Kathy Heath, Assistant Director, Travel and Tourism Management Program, Brandywine College

Thomas V. Powderly, Director, Travel and Tourism Management Program, Brandywine College

3:30

**Session 4: How Could I Ever Possibly Get to the Delaware Shore by Public Transportation?**

*Moderator: The Honorable Kermit Justice, Secretary, Department of Transportation*

The Honorable James D. McGinnis, Lt. Governor, State of Delaware

4:15

**Closing Remarks**

Donald S. Knox, President, Delaware Recreation and Parks Society



Governor Pierre S. du Pont; Secretary John E. Wilson, III; and Senator Richard S. Cordrey

6:00

**Crab and Chicken Feast at Cape Henlopen State Park**

**WEDNESDAY, SEPTEMBER 10, 1980**

8:00

**Coffee**

8:30

**Session 5: Specialized Recreational Markets and Programs**

*Moderator: David J. Coyle, Vice President, Delaware Recreation and Parks Society*

Roger Caves, Forest Resources Plan Coordinator, Office of Heritage, Planning and Research, Technical and Community Recreation Services Section

Tom Parsons, Draftsman, Delaware Department of Transportation

William Scholz, Tourism Consultant and Former Director, Marketing and Public Relations, American Hotel/Motel Association

9:15

**Break**

9:30

**Session 6: Planning and Research — Can They Help You?**

*Moderator: James M. Falk*

Dr. Robert B. Ditton, Professor, Department of Recreation and Parks, Texas A&M University

Dr. John D. Hunt

J. Patrick Redden

11:00

**Session 7: Putting Information Technology to Work**

*Moderator: John Stapleford, College of Urban Affairs and Public Policy, University of Delaware*

Flo Garrett, Office of Post Secondary Education (INFO)

Donald R. Mathewson

Edward Rattledge, Director, Urban Policy Research, College of Urban Affairs and Public Policy, University of Delaware

11:45

**Break**

12:00

**Luncheon**

Toastmaster: Donald R. Mathewson



*Ms. Priscilla Baker*

**Greetings from Sussex County:**

Betsy C. Benson, Director, Sussex County Economic Development

**Remarks:** Donald R. Mathewson and Wendy J. Lindquist

**Luncheon Address:** Priscilla Baker, Chief, Office of Public Affairs, National Park Service, and Alternate to the Travel Industry Association of America (TIAA) Board of Directors

1:45

**Break**

2:00

**Session 8: Your Chance to Talk**

3:30

**Session 9: Summary of Group Findings**

*Moderator: James M. Falk*

4:15

**Closing Remarks**

Wendy J. Lindquist and Betsy C. Benson

4:30

**Post-Conference Reception**

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