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LEWES CCD PILOT STUDY

A UNIQUE PARTNERSHIP FOR COASTAL MANAGEMENT PLANNING

SUMMARY REPORT

APRIL, 1977

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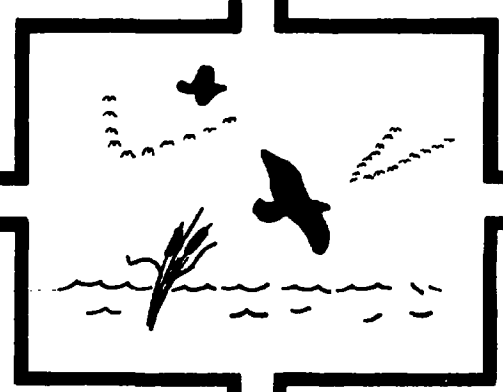
AUG 15 1977

PREPARED BY
DELAWARE COASTAL MANAGEMENT PROGRAM



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THE LEWES CCD PILOT STUDY

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A Unique Partnership For
Coastal Management Planning

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April 1977

PREFACE

"ZONING! I HATE THE WORD ZONING!
I'D DRUTHER SEE A FREE COUNTRY."[1]

Perceptions such as the one above exist all too frequently and are often fostered by the remote, condescending attitude of State government and its penchant for instituting unsolicited and unwelcome policies affecting local communities.

Delawareans are not unlike Maine "down easters" and look with disdain on such one sided policy development processes. Unfortunately, public involvement in the decision-making process has not been widespread in Delaware. Quite probably, the most significant attempt at encouraging public participation in governmental policy-making in Delaware has been made under the auspices of the Delaware Coastal Management Program. One specific program activity that met with a reasonable degree of success was the Lewes CCD Pilot Study.

This report presents a brief summary of the pilot study -- how and why it was conceived, how it was conducted and includes a two part evaluation of the process: a program staff evaluation and a citizen participants' evaluation.

---

[1] Attributed to a Mr. Corliss Farring, first selectman of South Bristol, Maine in the article, "Coastal Plan Runs Aground", Planning, 1975.

CITIZEN PARTICIPANTS
(Includes Those Who Attended Two or More Meetings)

Name		Number of Meetings Attended
Milton Fraser	Rehoboth Beach, OED	10
William C. Andrews	Lewes, New Dimensions of Delaware	9
Trish Langlois	The Whale	9
Samuel C. Russell	Lewes, Building Official	9
John Vessels	Lewes Home Owners Association	8
LCDR Robert J. Eastman	Lewes Naval Facility	7
Ronald Donovan	Lewes, City Manager	6
Winfred Davis	County Planning Commission	5
Virginia Orr	Lewes, Private Citizen	5
Gary Soulsman	Delaware Coast Press	5
Ken Douty	Lewes, Planning Commission	4
John H. Rhodes	Lewes City Council	4
Gerry Esposito	Coastal Sussex 208 Program	2
Richard H. Hendricks	Chairman, CZM Committee	2
John Hughes	Commissioner, Rehoboth Beach	2
Carolyn Kenison	Lewes Home Owners Association	2
Robert Kennedy	Lewes, Planning Commission	2
Frank B. Small	Lewes	2
Rogert Truitt	Sussex County Engineer's Office	2
Adella Vignola	Rehoboth Chamber of Commerce	2
John Wik	Coastal Sussex 208 Program	2
Gee Williams	Delaware Coast Press	2
Henry Wilson	County Planning Commission	2

Forty-three others attended one meeting, but failed to return for subsequent meetings.

COASTAL MANAGEMENT PROGRAM STAFF PARTICIPANTS

	Number of Meetings Attended
Ben Coston	8
Susan Conrad	7
Robert MacPherson	6
David Hugg	5
David Keifer	5
John Sherman	3
Michael Thompson	2

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INTRODUCTION

Intent on finding the key to more effective protection and use of coastal land and water resources, Congress passed, and the President signed into law October 28, 1972, Public Law 92-583, the Coastal Zone Management Act of 1972.

In doing so, Congress designed a method to stimulate state leadership in planning for and management of the coastal zone, and to bring into harmony the social, economic and ecological aspects of land and water use decisions of more than local significance. Through a series of incentives centered on federal grant program assistance, the Act encourages a new partnership among various levels of government, through which each may exercise its unique management capabilities.

The Act facilitates the development of policies, standards and processes for coastal resources management by thirty-four United States coastal states and territories. Federal guidelines set a framework for state coastal program development that urge local government participation and public input from the broadest range of interests. The ultimate intent of Congress is to see the resulting management techniques at work in the Nation's coastal waters and adjacent shore lands.

Each state's program must be developed consistent with federal guidelines which, among other things, require the state to assess the impacts of anticipated land and water uses on coastal waters in order to determine permissible land and water uses.

In an attempt to tackle this "permissible uses" task, a method for the allocation of land and water uses was developed by the University of Pennsylvania's Center for Ecological Research in Planning and Design under contract to the Delaware State Planning Office. A detailed description of this process is documented in the publication, Coastal Zone Management Methodology, November 1975.

HOW THE PILOT STUDY WAS CONCEIVED

With this method in hand, Coastal Management Program staff felt that a "pilot" test should be made in a specific geographical area to see if the methodology or process could be applied in a practical situation. If the process proved successful in such a "pilot" area, it might, therefore, be transferable to other geographic areas of Delaware's coastal region, or, for that matter, anywhere else in the State.

The coastal region of Sussex County was selected as an appropriate location for the pilot study. More specifically, the area encompassed by

the Lewes Census County Division (CCD) was proposed as the location in which the pilot study would be conducted. The Lewes CCD extends from Broadkill Beach to Indian River Inlet and includes both the municipalities of Lewes and Rehoboth Beach. See Map 1.

The study area was chosen for several reasons: the area is heavily pressured for second-home development, recreation and other uses; two major coastal communities, Rehoboth Beach and Lewes are located there; Lewes was undergoing speculation as a support site for potential offshore oil operations, and CCD based socio-economic data was readily available.

From the outset it was felt that testing the method for determining permissible uses would be only one objective of the study. The evolution of this process within the structure of the pilot study would lead to other, interrelated and, perhaps, equally important objectives. These corollary objectives were viewed as:

1. providing information to local public and private citizens regarding the natural and man-made resources of the area;

2. providing an invaluable learning environment for coastal management program staff in which to clarify the permissible uses approach to be used in the development of the State's program;

3. providing an opportunity to "sell" local governmental and private citizens on the advantages of a comprehensive coastal management program;

4. strengthening a mutual respect and spirit of cooperation between State government and local public officials and private citizens.

INITIAL ORGANIZATIONAL MEETING

On October 7, 1975, at 7:30 p.m., a meeting was held at the Cape Henlopen School in Lewes, Delaware to enlist support for a pilot study. In preparation for this meeting, a number of coastal municipal and county officials as well as the general public were invited to attend.

Thirty-seven individuals attended this first organizational meeting including four members of the Coastal Management Program staff, the Chairman of Delaware's Coastal Zone Management Committee and two members of the press.

Staff members explained the overall goals and objectives of Delaware's Coastal Management Program and the relationship of the proposed pilot study to those goals and objectives.

As a means of providing effective public input to the pilot study, it was proposed that a study group be formed to include citizens and public officials of the Lewes/Rehoboth area.

It was hoped that membership would be as representative as possible of all area public and private interest groups, include elected and appointed city and county officials and contain a solid core of people willing to regularly attend meetings. The Committee would work with the Coastal Management Program staff in a successive series of workshops to which the general public would be invited and encouraged to participate.

It was suggested that the study group meet at least monthly at a convenient time and place appropriately advertised in the news media. The study group would be provided "homework" prior to and related to each forthcoming meeting. The State Planning Office's Coastal Management Program staff would provide staff assistance to the study group.

The participants at this first meeting generally agreed with these recommendations and the need for public input, particularly because of speculation for offshore oil development support operations and its eventual impact on the area's physical and economic resources.

A commitment was obtained from several individuals to regularly participate in the study. These volunteers agreed to enlist other area citizens in joining the study group.

The meeting ended with no firm date or time scheduled for the first official study group meeting.

FIRST STUDY GROUP MEETING - NOVEMBER 18, 1975

Having reached prior agreement that Tuesday evening was the most convenient meeting time for the majority of participants, the first study group meeting was scheduled for Tuesday evening, November 18, 1975, at 7:30 p.m., in the newly constructed Cannon Hall, College of Marine Studies, Lewes. Subsequent meetings throughout the course of the pilot study were held on Tuesday evenings at the same time and place.

Fifteen area residents turned out for the first meeting. Representation included the U. S. Navy (Lewes Naval Facility), Lewes and Rehoboth City officials, The League of Women Voters, Lewes and Rehoboth Beach home-owners associations, a private land development organization, the press and Coastal Management Program staff.

Coastal Management Program staff began the meeting with a detailed review of the pilot study objectives and their relationship to the overall State Coastal Management Program.

The method for determining permissible land and water uses to be tested in the pilot study was explained in detail with particular emphasis on those steps in the process where it was felt public input would be particularly important.

The first in a series of resource oriented papers containing a variety of demographic statistics compiled for the Lewes CCD was distributed. The series of resource or "working" papers would subsequently number eleven.

The purpose of the working papers was to give the participants a better understanding of the natural and man-made resources of the area as well as some of the decisions being made to utilize these resources.

Some participants felt that the group present was not representative enough of the area. Coastal Management Program staff acknowledged this concern, but voiced hope that the group would recruit additional participants, more representative of the area's citizenry.

To prepare for the next meeting, the participants were asked to come prepared to identify, as best they could, potential land and water uses for the area and to point out areas that, from their perspective, were critical for either preservation or a specific use.

SECOND STUDY GROUP MEETING - DECEMBER 16, 1975

Fifteen participants turned out for this meeting. Only nine of the first meeting's fifteen attendees returned.

The session began with a slide presentation on coastal processes, highlighting such phenomena as littoral drift, beach accretion and erosion, historic shoreline change, storm damage, etc. The effect of various coastal processes on the pilot study area was emphasized. Of particular interest to the group was information concerning the constant siltation of Lewes Harbor and the regular need for dredging and spoil disposal.

The second part of the meeting was devoted to a discussion of potential development in the Lewes/Rehoboth area (first meeting's "homework" assignment). Thus, a direct discussional relationship was made between potential shore development and the impact of coastal processes on this potential development.

A lively discussion ensued tying together the information presented on coastal processes (staff input) and the potential developmental patterns (study group input). The discussion was limited only by the acknowledged incompleteness of the group's knowledge of the nature and extent of potential development in the study area.

This second meeting of the study group established what was to become standard agenda form for subsequent meetings. The first part of each meeting would consist of a more or less formal presentation covering the nature and significance of one or more natural resources or significant potential activities (such as offshore oil exploration and extraction) followed by an

informal discussion relating activities and uses to the resource(s).

THIRD STUDY GROUP MEETING - JANUARY 13, 1976

Nine participants attended this meeting including five repeaters from meeting number one and eight from meeting number two.

This third meeting was devoted to a discussion of impending outer continental shelf (OCS) oil exploration activities. A slide show illustrating offshore oil activities in the Gulf of Mexico was given, while the remainder of the presentation focused on Delaware's activities relating to onshore impact planning. A plethora of questions relating to the OCS issue was asked giving evidence to the group's great concern over this issue.

The second part of the meeting was to have been a continuation of meeting number two's agenda, but the interest over the OCS issue was so great that other forms of potential development were not discussed.

FOURTH STUDY GROUP MEETING - FEBRUARY 17, 1976

Nine participants attended this meeting including two members of the press. No new faces were present. The working cadre was now down to seven steady members.

In continuing the past practice of presenting information about the area's natural resources, a presentation on soils and their implication for land planning was given.

After the presentation, the discussion turned again to the potential offshore oil drilling issue. The impact of pipelines including the issue of land condemnation (for pipeline right-of-way) seemed to be of great concern to the group.

Recent speculation regarding the OCS impact on Delaware's coast was probably the reason for the group's reluctance to let this subject rest. On the eve of the Baltimore Canyon Lease Sale 40, the coastal newspapers had been full of news, mostly speculative, concerning oil company interest in Delaware.

Eventually, the discussion was directed to the problems of irresponsible planning for onshore OCS impacts citing Morgan City, Louisiana as an example of dubious land planning for offshore oil support operations.

Inasmuch as the scheduled subject for the meeting, "potential development conflicts", was not discussed except as it related to the offshore oil issue, it was decided that the next meeting would again attempt to comprehensively address that subject.

FIFTH STUDY GROUP MEETING - MARCH 23, 1976

Fifteen participants attended this session including three members of the press and two staff members of the Coastal Sussex Water Quality Program. Of the ten remaining participants, eight could be termed "regulars".

The first order of business was an up-to-date review and summary of what had transpired to date through the pilot study process. It was evident to all by now that a certain metamorphosis had taken place as the structure and substance of the pilot study had turned out to be much less technical and rigid as that envisioned at the outset. On the other hand, the objectives originally sought were still essentially the same.

The reason for developing the series of resource papers was, again, emphasized -- to provide a synopsis of the area's physical and man-made resources for the enlightenment of all pilot study participants. It was emphasized that the function of the papers was not to provide answers to the area's problems, but, rather, to better acquaint citizens and managers with coastal resources and the problems that can be created by their use or abuse.

Resource papers, or what was to become known as "working papers", developed and issued to participants included:

WORKING PAPER NUMBER	TITLE
1	Demographic and Economic Profile, October 1975
2	Transportation Facilities Profile, October 1975
3	Sewer and Water Facilities Profile, November 1975
4	Human Services and Resources Profile, October 1975
5	Delaware's Changing Shoreline, November 1975
6	Coastal Storm Hazards, November 1975
7	Existing Land Use, November 1975
8	Groundwater Resources in Eastern Sussex County, March 1976
9	Wetlands
10	Soils and Their Implications for Development, March 1976
11	Estuarine Plant and Animal Life, May 1976

Getting into the substance of the meeting, "Potential Developmental Conflicts", a typical shore related development objective, Resort Development of the Ocean and Bay Near Shores, was posed. The group was

asked to suggest any and all potential developmental problems related to that objective that might come to mind.

The participants quickly filled up a large lecture pad with a list of potential problem areas and then individually examined several from the list. A lively discussion ensued with all participants contributing interesting and personal insights into several problem areas. A replica of the list created by the group is contained in Figure 1.

FIGURE 1

Potential Development Problems
Incurred From
Resort Development of the Ocean and Bay Near Shores
(replica of list created by Study Group)

1. Air pollution from increased traffic.
2. Water pollution from poorly designed landfills, malfunctioning or poorly located septic tanks, lagoon construction, ocean dumping of sewage effluent, private package treatment plant malfunctions and improperly placed water wells.
3. Increased need for more and better roads because of increase in resort population and the problems of getting and maintaining them under anticipated future State austerity budgets.
4. Resolved that freshwater supply would be no problem in Sussex County provided pollutants would be kept out of aquifers.
5. Public access to "private" beaches.
6. Undesirability of construction on or immediately landward of dunes.
7. Public costs for replacement of storm destroyed, privately owned land--question of equity.
8. Continual siltation of Roosevelt Inlet and the need for periodic dredging to keep it open.
9. Land use implications of utility extension, particularly sewerage systems.
10. Unique public safety problems associated with resort communities that have a tremendous spread between summer and winter populations.
11. The cost to the community of public services directly or indirectly caused by resort development.

It was agreed by most of those present that although the discussion didn't solve any problems (it was, of course, not intended to) it at least created additional interest, understanding and concern for some of the problems now being faced in the area as well as those problems anticipated in the future. It was suggested that further discussions along this line, perhaps focused on one or more specific problems or issues, would be fruitful.

SIXTH STUDY GROUP MEETING - APRIL 6, 1976

A total of seventeen participants attended this meeting including one member of the press. Seven participants could be described as "regulars".

The major focus of this meeting was once again directed towards the potential onshore impacts of OCS oil development operations. Again, increased speculation that the Lewes area was being "eyed" by the oil industry and other oil related interests generated an extraordinary amount of curiosity in this subject.

Consequently, a slide presentation, (of more recent vintage than the one previously given) depicting land based offshore oil support facilities in Louisiana was shown followed by a deluge of questions relating to increased job opportunities, pollution, land development, etc.

As an assignment for the next meeting, the group was given a discussion paper recommending a relatively simple technique for determining acceptable or nonacceptable land/water uses. It was to be the group's task at the next meeting to discuss and rate various development related activities as acceptable, conditional or nonacceptable for four selected resources: Wetlands, Flood Hazard Zones, Coastal Beaches and Highly Permeable Soils.

SEVENTH STUDY GROUP MEETING - MAY 4, 1976

Eleven participants attended this session including two members of the press. Of the remaining nine participants, eight were regulars.

The meeting began with a briefing on the latest offshore oil happenings, particularly related to the impending lease in the Baltimore Canyon Trough.

Flood Hazard Zones, Beaches and Barriers were the subject of this meeting's resource presentation. Brief essays were distributed describing these resources as well as the effects of bulkheading, dredging and channeling, ditching and draining, spoil disposal and other shore protection works.

Evaluation sheets were handed out and a blank chart was set up for the group to rate activities for these two resource units as acceptable, nonacceptable or conditional. Several activities were listed and explanations for ratings were given. The group's treatment of three activities and their effect on two resource areas (Flood Hazard Zones and Beaches and Barriers) is summarized below as an example of the ensuing discussion.

Resource - Flood Hazard Zones

Bulkheading in a flood hazard zone was rated conditionally acceptable provided they are not subject to destruction and wouldn't fail and cause flooding problems or excessive storm erosion.

Ditching was initially rated acceptable. Ditching for mosquito abatement purposes was rated acceptable in the high marsh. It was felt that ditching has no influence on floods since ditches are small and wouldn't accelerate or change the flood flow. After additional discussion, however, the group changed the rating on ditching from acceptable to conditionally acceptable since they felt that ditching had several objectives and, thus, should be controlled with measures taken to avoid siltation, erosion, backing up and flooding storms.

Waste Disposal on Land was rated as not acceptable in flood hazard zones. Sewage lagoons, landfills, septic tanks, etc., were considered not acceptable facilities for location on flood hazard zones since periodic flooding transports waste into streams and into the high water table (characteristic of floodplains) polluting the groundwater.

Beaches and Barriers

Bulkheading and Other Coastal Protection Devices were rated not acceptable as they accelerate beach erosion or harbor shoaling, require large public expenditures and are subject to destruction.

Dredging and Channeling were rated conditionally acceptable if done on a small scale such as maintaining ferry slips and harbor depth. Severe impact occurs and, therefore, is not acceptable if done on a large scale. If a major offshore oil support facility that required deep channels was planned for the area, it would not be economically feasible to keep the channels open because of the rapid infilling of sand occurring there. A massive dredging operation would create a spoil disposal problem and there is no place in the Lewes/Rehoboth area to dispose of it except at a considerable distance offshore which is a very expensive operation.

Planting (plowing, seeding, etc.) rated acceptable because of natural dune protection.

EIGHTH STUDY GROUP MEETING - JUNE 1, 1976

Eight participants showed up for this meeting including two members of the press and one county "208" program staff member, thus, leaving five regular, repeat participants.

The principal part of the meeting was a continuation of the previous meeting's work of rating the acceptability of various activities on certain resources. This meeting specifically examined the effect of activities on Highly Permeable Soils, Surface Water, Groundwater, High Water Table Soils and Highly Productive Soils. The same process conducted at the last meeting relative to Flood Hazard Zones and Beaches was conducted.

INTERIM PERIOD BETWEEN EIGHTH AND NINTH STUDY GROUP MEETINGS

By mutual consent of all participants, no meeting was held in July. During this interim period, Coastal Management Program staff were directly involved in two corollary projects in Lewes; the development of a community park site plan and assistance in complying with HUD flood insurance requirements. Thus, a relatively good rapport between the State Planning Office (Coastal Management Program staff) and the City of Lewes was seen to be enhanced by the pilot study experience.

Consequently, Lewes City officials suggested that a real, substantive means of implementing some of the ideas and recommendations experienced through the pilot study would be to examine the Lewes zoning ordinance and subdivision regulations to see where those ideas and recommendations could be put to use. Thus, a natural transition was established from the quasi-esoteric pilot study process to a real opportunity for substantive implementation. The pilot study group had essentially accomplished its task and was now ready to hand over its product to the Lewes Planning Commission in the form of recommendations for an improved zoning ordinance and subdivision regulations.

NINTH STUDY GROUP MEETING - AUGUST 3, 1976

The ninth study group meeting marking the transition from the regular pilot study group to the Lewes Planning Commission was attended by fifteen participants including five members of the Lewes Planning Commission. Eight of the remaining ten participants were pilot study regulars.

The meeting was concerned with implementing some of the ideas and recommendations emerging from the pilot study by reviewing and possibly amending the Lewes zoning and subdivision ordinances -- at least those provisions dealing with coastal resources management. (It should be noted that Lewes municipal officials requested this manner of implementing the ideas and recommendations produced by the pilot study.)

Resource papers which were sent to participants prior to the meeting were discussed. The papers contained a summary of environmental concerns for coastal resources such as beaches and barriers, wetlands, storm hazard areas, and open spaces. A copy of the Lewes land use plan, zoning ordinance and subdivision regulations were also addressed in the papers.

Of major concern to Lewes officials was a flood zone provision for their zoning ordinance in view of the new flood regulations developed by the Department of Housing and Urban Development (HUD). Accordingly, a proposed amendment to the Lewes and Sussex County ordinance regarding flood hazard area regulation was discussed by all participants. The meeting ended with the understanding that subsequent meetings would review other environmental concerns

of the area and discuss recommendations to improve related aspects of the city's zoning and subdivision ordinances.

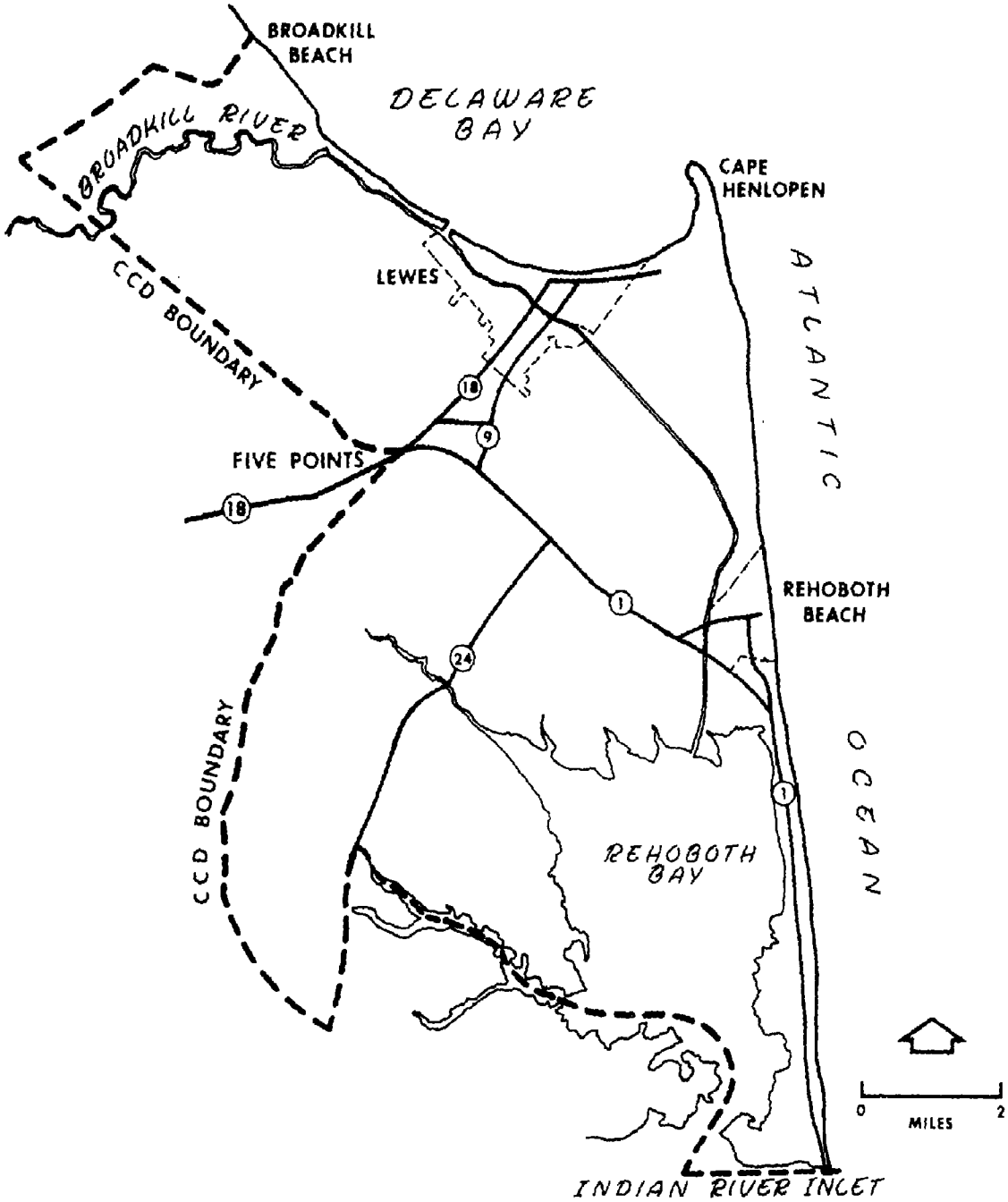
EPILOGUE

On January 19, 1977, the Lewes Planning Commission passed a resolution recommending that City Council adopt a proposed amendment to the Lewes Zoning Ordinance Concerning flood hazard regulation.

On March 14, 1977, the Lewes City Council formally adopted the proposed amendment.

The Planning Commission is currently examining other recommendations for potential adoption into the City ordinances and has asked the Coastal Management Program to assist in developing these changes.

MAP 1


BROADKILL BEACH
DELAWARE BAY
BROADKILL RIVER
CAPE HENLOPEN
LEWES
CCD BOUNDARY
ATLANTIC
18
9
FIVE POINTS
18
1
REHOBOTH BEACH
24
CCD BOUNDARY
OCEAN
1
REHOBOTH BAY
0
MILES
2
INDIAN RIVER INLET

EVALUATION OF THE PILOT STUDY

INTRODUCTION

The Lewes Pilot Study was in many ways a unique planning partnership between a State governmental agency and a group of local officials and private citizens. It was a sincere attempt to involve citizens early in a particular planning process rather than present them with the customary fait accompli.

The partnership was unique for a number of reasons. In the first place, the principal Pilot Study objective was unique -- development of a method to determine which coastal land and water uses should or should not be permitted.

Moreover, the Pilot Study was seen as an essential learning experience for both partners, since the foundation for the method would be a thorough understanding of the State's coastal resources, the beaches, wetlands, flood hazard areas, groundwater, coastal soils, land use, estuarine plant and animal life, etc.

Secondly, the idea of State and local government/citizens planning something together was in itself unique.

Thirdly, the entire study was held on the participant's turf, in a living room like atmosphere, particularly conducive to discussion.

Fourthly, the Pilot Study was unique in that two members of the press found it worthy enough to return week after week and participate in what otherwise could be a boring experience from a journalist's perspective.

The discussion below is an evaluation of the study by both partners, the program staff and the local participants.

EVALUATION BY COASTAL MANAGEMENT PROGRAM STAFF

Looking back over the Pilot Study, it became apparent that many things were done well, some, albeit, by sheer accident; some things were handled poorly and a few things that should have been done, were not done at all.

Accomplishment of Pilot Study Objectives

Although the nature and format of the Pilot Study changed somewhat, the original study objectives were essentially achieved. The highly technical version of the method developed by the University of Pennsylvania was revamped very early when it became evident that the sheer complexity of the method would surely kill participation. Accordingly, a concerted effort was made to reduce (but not, unfortunately, eliminate) planner argot from

the study. Technical aspects were simplified and a new, more comprehensible document, describing the method, was produced.

The expected smooth continuity from meeting to meeting did not take place. Issues of considerable current interest (such as offshore oil exploration) diverted discussion from preplanned agendas and took an inordinate amount of time away from developing the method itself. Notwithstanding these diversions, a method was developed and other study objectives were achieved to at least some measurable degree.

Perhaps, no more direct measure of success could be expected than that which resulted in the March 14, 1977, adoption of a flood hazard amendment to the Lewes Zoning Ordinance. Moreover, the citizen participants' evaluation of the Pilot Study clearly indicates that other study objectives were achieved.

Question of Representative Participation

Participation by local citizens was considerably less than hoped for. A much wider representation of the "public was expected. On the one hand, it could be argued that while the half dozen or so regular participants were exceptionally faithful in their attendance, they did not represent a wide enough constituency to reflect truly representative public values. On the other hand, since a number of the regular participants were elected or appointed local officials, they, at least theoretically, represented the broad electorate.

Despite the limited number of regular participants, many more individuals were exposed to news reports of the meetings. In addition, over one thousand copies each of eleven coastal resource related working papers were distributed to other governmental officials and members of the public.

Accordingly, it is fair to say the Pilot Study "touched" a great number of people in addition to the regular participants.

Organization of Study

Ideally, the entire series of Pilot Study meetings should have been better organized. As indicated in this report, good organization and continuity from meeting to meeting broke down repeatedly, particularly because of the OCS issue. Meeting agendas, discussion papers and graphic materials should have been better planned. Printing delays, staff reassignments and conflicts with other meetings interferred at times with a smooth operation of the Pilot Study.

More effective use could have been made of graphic presentation materials especially photographs and easily understood line drawings of some of the more technical items discussed. Participant interest and

understanding seemed to be greatest when good slides and other graphic materials were used.

Labeling the study "The Lewes CCD Pilot Study" was a mistake. Few private citizens or public officials were familiar with the term "Census County Division", so the abbreviation "CCD" was meaningless to most participants. Moreover, the selection of the geographical area encompassed by the CCD was useful only from the standpoint of data gathering, mapping and reporting. Moreover, constant reference to "Lewes CCD Pilot Study" on working papers, correspondence, newspaper articles, etc., quite possibly "turned off" some Rehoboth Beach area residents who otherwise may have participated if, for example, the study was called "The Lewes/Rehoboth Pilot Study."

Rotating Coastal Management Program Staff Members

Different Coastal Management Program staff member faces appeared at practically every meeting, particularly early in the study. It is difficult to criticize participants for not showing up week after week when the citizens themselves would see new staff members at each meeting. On the other hand, it was important to expose as many program staff as possible to the process of working out the permissible uses method.

EVALUATION BY CITIZEN PARTICIPANTS

The following comments and evaluation of the Lewes CCD Pilot Study process were submitted by five of the most faithful citizen participants. Their comments are contained below.

The City of Lewes

TELEPHONE (302) 645-9185 LEWES, DELAWARE 19958

April 1, 1977

David S. Hugg III
Program Manager
Coastal Management Program
State of Delaware
Office of Management, Budget & Planning
Dover, Delaware 19901

Dear Dave:

I'm writing regarding your request of February 4, 1977 concerning the draft copy of the Lewes CCD Pilot Study report which contains the summary of Pilot Study conducted last year.

I have reviewed the draft copy several times and can honestly say nothing other than the report is excellent and the information derived from the study was without question very beneficial in every respect. I enjoyed attending the meetings and picked up some very valuable information from them. I feel also The City of Lewes benefited from the study and as you are aware they have made some amendments to their zoning regulations as a result of the Pilot Study recommendations.

In closing I would like to compliment you and your staff for the tremendous amount of work obviously done involving the study and the very valuable information you provided to all that attended. I will appreciate it if you will pass on to all the members of your staff my compliments for a job well done.

Very truly yours,

Samuel C. Russell

Samuel C. Russell
Building Official
The City of Lewes

SCR:vs

RECEIVED
APR 4 1977
STATE PLANNING OFFICE

The City of Lewes

TELEPHONE (302) 645-9185

LEWES, DELAWARE 19958

March 16, 1977

David S. Hugg, III
Program Manager
Coastal Management Program
State of Delaware
Office of Management, Budget & Planning
Dover, Delaware 19901

RE: Draft Copy, The Lewes CCD Pilot Study

Dear Dave:

First I would like to apologize for the delay in responding to the letter request of February 4, 1977 involoving the above referenced matter.

Personally I feel the study was very beneficial and certainly an educational experience in recognizing the many natural and man-made resources in our area. I feel it was good to include local officials as well as the few members of the general public that did attend. I'm sorry I was only able to attend six (6) of the ten (10) meetings. I'm sure I missed a lot of valuable information. Of course with conflicting committments it was impossible to maintain perfect attendance.

As you are aware the City of Lewes benefited from the study and amended their zoning and sub-division regulations almost immediately based on some pilot study recommendations.

From the ten (10) meetings comprising the study I feel you and your staff put out a tremendous amount of very valuable information and you are to be commended for a job well done.

Very truly yours,

Ronald Donovan
City Manager

RD:vs

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April 6, 1977

David S. Hugg III
Office of Management
Budget & Planning
Dover, Dela. 19901

Dear Dave:

Please accept my apology for being late in replying to your letter of February 4, 1977. In regards to the Lewes CCD Pilot Study, I enjoyed the meetings and found them to be very informative. I feel they were very helpful to the participating citizens in helping them understand the working and the needs of Coastal Management Program. When people are better informed, it is much easier to impliment a plan or a program.

To this end, I feel the CCD Pilot Study was a huge success and am very grateful for having an opportunity to be a part of it.

Sincerely,

E. Winfred Davis

EWD/hea

RECEIVED
APR 7 1977
STATE PLANNING OFFICE

Ref.: CZM/1599 March 29, 1977

Telephone Conservation
March 28, 1977
Mrs. Virginia Orr - Lewes, DE

-Delighted with Rehoboth/Lewes Planning Boards action in incorporating pilot study recommendations into local ordinances.

-Felt that having different Coastal Management staff members show up each month was not detrimental to the study; in fact, it added additional insights which she felt were beneficial.

-We should have stuck to our announced schedule and not postponed or rescheduled meetings since it can inconvenience citizen participants who may have juggled previously arranged plans to make meetings.

-We should have made more attempts to involve different service organizations, such as Lions Club, etc. in the meeting even though a different representative might participate each month. In other words we should have been less concerned about individual attendance and more concerned about "representative" attendance.

-She was extremely pleased with the educational aspects of the pilot study and considered herself "a better citizen" because of the information imparted.

-We used terms (such as aquifer) that were confusing to some people. We should have taken greater pains to keep our language as simple as possible.

RMAC/np
3/29/77

Community Newspaper, Corp.

Executive offices and plant
P.O. Box 192-Duke Street
Selbyville, Delaware 19975
Telephone (302)856-7324
from Maryland (301)352-5225

March 10, 1977
Lewes, DE

Dear Dave,

Here are my comments on the Pilot Study program. Sorry it took so long to peck them out.

Having reviewed the goals of the Pilot Study and read the assessments of the Coastal Zone Management staff, I find myself in general agreement that in many ways it was a "unique planning partnership" between the state and the local citizenry.

However, there was one aspect of the program, which I believe the state is far too modest about. This concerns the overall sense of trust, good will and good feeling that developed, at least on my part, towards the State Planning Office, which handled the program.

First off, the planning process lent a sense of reasonableness to government. For me this fact alone is a stupendous accomplishment.

Secondly, the staff's sense of caring about the Delaware coast was truly felt and appreciated, I believe, by the citizens who regularly attended the meetings.

Each month citizens were taken aback to learn that the coastal management staff was interested in learning what they thought and felt about their areas' resources. This strange phenomena in itself, apparently confused and disoriented citizens for days afterwards. "Is government actually responsive?" they asked in amazement.

Yes, in this case it was responsive.

When visual materials were used in the program to help educate the participants about coastal resources the program often seemed at its best. The sessions had the informative and friendly air of a high school science class. I learned a great deal of valuable information here. Potentially, I could have learned a good deal more, if I had waded through all of the "working papers" put out by the staff.

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Delaware Coast Press, Delaware Beachcomber, Delmarva News;
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Although, I have indicated it was quite a treat to be asked for my opinion about the Lewes area, I also observed in myself, as well as others a tendency to "parrot" what the coastal management staff had already laid out before us. One week they would tell us what was important about say "aquifers", and then later on when we were asked about "aquifers", we found ourselves telling the planners what they had told us. Perhaps, because we believed this is what they wanted to hear.

I'm not sure what can be done about this. Planners seem to be much better at analytical-theorectical thinking than we simple-minded folks. Or maybe we just innately sense that they know so much and are trying so hard to get us to trust them, that we just give up being skeptical and say, "Oh, go ahead with your idea and work it out yourself. You're a decent enough fellow."

Those planners seem like such nice boys why shouldn't you trust them? Well, you probably should. But, if they had some axe to grind, some way they wanted to influence you, they could probably do it. Since, they are passing out the certified information, what they say is certifiably important pretty much has to stand. As I've indicated, they're the ones with the degrees--we're the ones there for the education.

It was an irony of the process that the staff both relieved our ignorance and highlighted it.

Was it worthwhile? Well, yes I believe it was.

Government is so damn complex today, most of us know we can't grasp all the issues and make informed decisions on everything. But, we should be aware of our local environment. We should know as much about the complexity as possible, if only to come and realize that decisions should be planned for and arrived at thoughtfully, if possible.

I came to see this as an idea in government that is too seldom achieved, since local bodies tend to toss off decisions that alter the course of things, as the issues pop up.

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Something else was good, too. The program aroused some good feelings about government officials. Seeing that people care and that they are earnestly trying to help you, is always uplifting.

Sincerely,

Gary Soulsman

Gary Soulsman
Delaware Coast Press

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