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THE IMPACT OF SEASONAL POPULATION STATE SERVICES IN THE BEACH RESORT AREAS OF DELAWARE:

A PRELIMINARY REPORT ON SELECTED STATE SERVICES

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Technical Report Number 5

March 1977

Delaware Coastal Management Program

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Technical Report Number 5

Delaware Coastal Management Program

Prepared By:

Office of Management, Budget and Planning

March 1977

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SECTION I

Introduction

The beach resort areas of Delaware, which in this report will include the communities of Lewes, Henlopen Acres, Rehoboth Beach, Bethany, Ocean View, South Bethany and Fenwick Island, continue to attract increasing numbers of visitors either for the day, weekend, week or longer each resort season (April through mid-October). These areas also are increasingly attractive to persons searching for locations for seasonal second-homes.

Such an annual influx of people obviously influences almost every aspect of resort community life and government. A recent study by the Department of Sociology at the University of Delaware has attempted to document some of the impact of this annual influx upon community residents, community organizations and community structure by focusing upon the resort communities of Rehoboth and Bethany Beach. (See The Impact of Seasonal Populations Upon Resort Communities in Delaware, December 1975.) The study illustrates some of the mechanisms which these communities have developed for dealing with the demands and needs of two entirely different populations. It not only notes some of the more obvious differences between these communities in summer and winter, but it examines some of the more subtle and more important changes which occur, such as the major reorganizations which these municipal governments quietly undergo, with new units being created and new patterns of authority being instituted.

Reflecting upon these and other conclusions, State of Delaware officials and citizens concerned about State services can naturally wonder whether similar changes occur within State agencies and among providers of State services because of this annual influx of persons to these resort communities. For example, what specific State government services are impacted, either directly or indirectly by the influx of visitors and second-home owners? What changes, if any, take place in State services provision as a result of any increased demands made on these services during the resort season? Although individual State agencies obviously know the answers to these types of questions, there doesn't seem to be any systematic information available which would indicate the full extent of impact made on State government services because of seasonal population. The Office of Management, Budget and Planning, therefore, because it has responsibility for developing a plan for the coastal areas of the State as part of its Coastal Management Program, decided to ask these questions of a selected number of State agencies.

This report includes the summaries of surveys which were compiled from State agencies by using a standard questionnaire which appears as Appendix A. The list of agencies surveyed appears within Section II of this report. Section III attempts to summarize the principal findings of the surveys and makes some preliminary observations about what was reported.

SECTION II

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DIVISION OF PUBLIC HEALTH
(DEPARTMENT OF HEALTH AND SOCIAL SERVICES)
ENVIRONMENTAL HEALTH AND RELATED LABORATORY SERVICES

This Section is based on interviews with the following people:
Mr. Donald K. Harmeson, Chief of the Bureau of Environmental Health, Division of Public Health, Department of Health and Social Services; Mr. Ken Williamson, Supervisory Sanitarian, Sussex County Public Health Unit, Environmental Health Section, Division of Public Health, Department of Health and Social Services; Mr. Richard Howell, Program Director, Office of Sanitary Engineering, Division of Public Health, Department of Health and Social Services; and Ms. Jane Knight, Lab Technician, Office of Public Health Laboratories, Division of Public Health, Department of Health and Social Services.

The annual influx of visitors and second-home owners to Delaware's resort communities during the annual resort season has a significant impact on the services of the Division of Public Health's Bureau of Environmental Health and the Division's laboratory support services related to sanitation and environmental health. Environmental health services personnel, both at the Sussex County Health Unit and at the Central Dover Office, are responsible for a variety of services which are directed at protecting the health of not only the year round residents of the resort areas, but also of the numerous visitors and second-home owners who come to Delaware during the resort season. These services include the regular sanitary surveys of eating establishments, water supply surveys and water sampling from pools, bathing places, sanitary surveys and collection of samples from shellfish growing areas, and inspections of shellfish harvesting and handling operations, provision of training of food service personnel, the inspection of recreational camps, trailer courts and hotels/motels, and the handling of various complaints regarding sanitary conditions from citizens. While these services are provided on a year round basis, there is a noticeable increase during the resort season because so many facilities open up just during the resort season and because the increased population puts more demands on existing systems of water supply, etc. There are, for example, approximately 113 eating establishments, 58 swimming pools, 28 recreational camps and 10 trailer courts which are primarily operated in the summer months to accommodate the seasonal population. The eating establishments and recreational camps are inspected twice a summer, and the swimming pools are inspected at least once a month. Hotels and motels are inspected whenever complaints are made.

Public water supplies are sampled more often during the summer than the rest of the year because of the increased demands made on the systems by the population influx. The Rehoboth water supply, for example, is sampled approximately fifty times a month during the summer months and twice a month during the rest of the year. The operations of all three public water suppliers

in Lewes, Bethany and Rehoboth are more closely scrutinized.

The shellfish inspection program is also more intensified during the summer since there is more harvesting and handling of the clams, oysters and mussels both by State residents and a large number of visitors.

The increasing number of development projects as well as individual residential construction activities to accommodate visitors and second-home owners also increases demands for water supply sampling as well as surveillance of the quality of effluents from sewage treatment works which is carried out in cooperation with the Division of Environmental Control, Department of Natural Resources and Environmental Control.

All of these survey and inspection activities also impact the Office of Laboratories within the Division of Public Health. This Office provides the analyses in the testing programs for milk, water, shellfish and food sanitation. The lab, for example, does both water bacteriological as well as chemical analyses of the fifty samples a month taken from the Rehoboth water supply during the summer months.

These increased demands for the services of the Bureau of Environmental Health and the Office of Laboratories do not annually result in the hiring of any new staff to handle the workload in the summer. The same number of staff is employed year round. However, some of the staff is redeployed to meet these demands, and it probably can be said that these kinds of demands have been rightly used in the past to justify at least some of the existing positions within the Division of Public Health. Moreover, the Division is on record as requesting additional environmental health personnel to increase the number of its inspections and surveillance activities as well as to meet the kind of increasing demands that can be directly related, at least in part, to the continuing popularity of the resort areas as places to visit and to reside. In this sense, it can be said that some additional State costs can be attributed to the seasonal population. Although there have been some recent discussions about the State charging fees for certain inspections and licensing services provided by State environmental health personnel, all these services are now provided as a public service free of charge. Therefore, there really is no increase in revenue to the State in the form of fees for services rendered to the seasonal population by the Bureau of Environmental Health.

The Bureau of Environmental Health does believe it can improve on its services to the seasonal population. If there was, for example, an additional sanitarian in the Sussex County Health Unit, there would be more frequent inspections of those facilities which have been established to serve the needs of the seasonal population. There is also a specific intention within the Bureau, as reflected in recent application to the U. S. Environmental Protection Agency, to improve on its public water supply supervision to meet the additional requirements of the Federal Safe Drinking Water Act. Such improvement would naturally include the water supply in the resort areas and thus, the seasonal population would become direct beneficiaries of any improvements in water supply in the area.

Environmental health services and related laboratory services are included in the State's Emergency Operations Plan and according to these plans, which are currently undergoing some revisions, these services are to be available in the event of disasters, such as major storms, which might directly affect the general health of the seasonal population in the resort areas. For example, determinations will be made about whether the disaster has affected the water supplies.

IMPACT OF SEASONAL POPULATION ON
STATE SERVICES
DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF PUBLIC HEALTH
EMERGENCY HEALTH SERVICES

This Section is based on an interview with Mr. Charles Nabb, Director of the Office of Emergency Health Services, Division of Public Health, Department of Health and Social Services.

The Division of Public Health's Office of Emergency Health Services is primarily a planning and coordinating unit within the Division which has responsibility for assessing emergency health services in the State and for developing improved systems of emergency medical care. As such, its primarv services are not directly influenced by the annual influx of visitors and second-home owners to Delaware resort communities. The unit's staff, however, is aware of the impact that this annual influx has on non-State emergency health services in the resort communities such as volunteer fire companies, hospitals, etc., and it has to take this fact into account in its planning and coordination efforts. The Emergency Services Office also has to gear its health manpower training and similar efforts at improving the emergency system to meet the needs of whatever additional health and safety personnel, such as lifeguards, park rangers, police, etc., who may be available in the resort communities as a direct result of the annual seasonal population influx. However, no staff changes are made necessary by this, nor are there any additional costs to the State as a result.

This unit of the Division of Public Health is also extensively involved with the updating of the health related portions of the State's Emergency Operations Plan and plays a role in implementing some aspects of this Plan in the event a mobilization of health resources is made necessary because of major storms, etc. In this sense, this unit is indirectly influenced by the seasonal population because it plans for "emergencies" with the fourth of July seasonal population peak increases in mind for the resort areas of the State.

IMPACT OF SEASONAL POPULATION ON
STATE SERVICES
DEPARTMENT OF HEALTH AND SOCIAL SERVICES
DIVISION OF PUBLIC HEALTH
PUBLIC HEALTH CLINICAL SERVICES

This Section is based on an interview with Ms. Cheryl Moore, R. N., Public Health Nursing Consultant, Sussex County Health Unit, Georgetown, Delaware.

The annual influx of visitors and second-home owners to Delaware's resort communities seems to have little, if any, impact on the provision of health services at the State's Public Health Clinics which are geographically accessible to them. There sometimes is a slight increase in the number of college age young people referred from the Beebe Hospital for venereal disease treatment and follow up. Occasionally the Public Health nurses receive complaints about some elderly vacationer's health being neglected, but there never has been any request from the resort areas to increase in any way the public health staff already available there throughout the year because of summer population increases. No staff changes take place, nor do State costs for clinical services increase.

The emergency room at the Beebe Hospital in Lewes might treat some summer population cases which could be handled just as well at the public health clinics, but there hasn't been any significant effort made to assess or change this.

If the general health and welfare of the expanded summer population in the resort areas is threatened because of some kind of disaster such as a major storm, the clinical staff at the Division of Public Health is prepared to participate in Delaware's Emergency Operations Plan by modifying normal clinical operations and participating in providing emergency medical services, immunizations, etc.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES DIVISION OF SOCIAL SERVICES

This Section is based on an interview with Ms. Irene Simpler, Region III Director, Division of Social Services, Department of Health and Social Services.

The only specific Division of Social Services service which is even slightly impacted by the annual influx of visitors and second-home owners to Delaware's resort communities are those services which are provided to youngsters who may be runaways or neglected children. So called "Protective Services" are provided in the form of family counseling, temporary shelter, foster home finding, etc., to these youngsters in the Rehoboth area. A few more general need referrals are made in the summer months, but these are hardly noticeable and cannot be identified with the seasonal population influx. There are no staff changes nor additional costs to the State, nor is there a need for the Division to focus in any way on this segment of the population. The resort communities have not requested any services over and above those which are already available year round. The Division at the State level has been involved in the development of the State's Emergency Operations Plan and according to that plan stands ready to provide trained personnel to participate with other disaster-related agencies in emergencies that might directly affect the general health and welfare of the expanded seasonal population in the resort areas. In practice, however, it appears that the Red Cross has been called rather than the Division of Social Services to provide welfare type personnel in disaster situations. There seems to be a need for some clarification of responsibilities in this area.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES DEPARTMENT OF HEALTH AND SOCIAL SERVICES DIVISION OF AGING

This Section is based on interviews with Ms. Gloria Schrecergost, Field Representative, Division of Aging, Department of Health and Social Services and with Ms. Wendy Waples, Cape Henlopen Senior Center, Rehoboth Beach.

Services in Sussex County supported by the State through the Division of Aging are not significantly impacted, either directly or indirectly by the annual influx of visitors and second-home owners to Delaware's resort areas. However, the State supported Cape Henlopen Social Center in Rehoboth Beach does experience slight increases in the number of daily participants in its social-recreational activities such as bingo. About half of the Center's daily attendance, which averages sixteen, are also second-home owners who come in April and leave sometime after the summer months. There are perhaps an additional five persons a week who are "visitors" in the summer. The members of the Beach House Program, which offers a week at Rehoboth Beach during the summer to many elderly who otherwise could not afford a week at the beach, sometime participate in this Center's activities also. The Beach House Program itself is sponsored by Geriatric Services of Delaware, Incorporated.

There are no changes made in service provision as a result of the slight increased demand, nor are there any additional State costs or amounts of revenues that accrue to the State as a result of services provided.

The Division of Aging does not anticipate having to make any changes in its services provision to accommodate any future demands from the seasonal population.

The Division does not have any contingency plans for coping with any events, such as major storms, although it would stand ready to assist with any special needs of the elderly which may arise as a result.

IMPACT ON SEASONAL POPULATION ON STATE SERVICES DEPARTMENT OF HEALTH AND SOCIAL SERVICES DIVISION OF MENTAL HEALTH BUREAU OF SUBSTANCE ABUSE

DRUG ABUSE

This Section is based on an interview with Ms. Sally Taylor, Bureau of Substance Abuse, Division of Mental Health.

For the past three years, the Bureau of Substance Abuse (hereafter referred to as Bureau) has used part of its formula grant to fund the Resort Area Drug Abuse Council's Summer Counseling Program in Rehoboth particularly for the influx of visitors to that area. During the program's operation, there have not been any changes regarding service provision resulting from increased demand on the Bureau's services during the resort season because the counseling program was developed specifically to provide services to persons in the resort area during the resort season. Although services are still being provided at approximately the same level since the inception of the program, the Bureau has gradually decreased funds for this project over the years. However, there have not been any additional State costs directly or indirectly attributed to the seasonal population having an impact on service delivery or provision.

A numerical differentiation between in-state residents and out-of-state visitor demands made on the services during the resort season shows that from June through August of 1975 alone, an average case load of 134 persons received services from the program. Of that number, thirty-three were from out-of-state, fifty-four were unaccounted for (no address given), thirty-five were residents of the Rehoboth area and twelve were from other locations in Delaware.

The Bureau uses its funds to hire counselors and other necessary staff to provide services to persons with drug problems in the resort area. With such an arrangement, there are no fees charged for services rendered. There are, therefore, no revenues that accrue to the State as a result of the services the Bureau provides to the seasonal population. But, it was felt there could be considerable savings to the State if there were better coordination among agencies providing services in the resort area. Agencies could also cope better with the regular influx of population provided there is more communication between agencies concerning the needs of the individual communities.

The Bureau has not made any projections regarding future demand levels which might result from increases in the seasonal influx of second-home owners and annual visitors to the resort area. However, the Bureau has contracted with the Department of Urban Affairs of the University of Delaware to update the 1974 study of the incidence and prevalence of drug and alcohol abuse in Delaware. These data will be used by the Bureau to make projections regarding needs and potential demand levels for services.

Finally, the Bureau does not have any contingency plans for coping with any events such as major storms, etc. which might directly affect the general health and welfare of the seasonal population in the resort area due to the nature of service provided.

ALCOHOLISM SERVICES

This Section is based on an interview with Mr. Dave Mulford, Director of Alcoholism Services Outpatient Clinic in Georgetown, Division of Mental Health, Bureau of Substance Abuse.

The services provided by the Georgetown Clinic are not affected by the annual influx of visitors during the resort season. Since there is not an increased demand made on the clinic's services during the resort season, no additional manpower or increased operating hours are spent in service provision. There are no additional State costs which can be directly or indirectly attributed to the seasonal population having an impact on the clinic's service provision. Because there is not an influx of seasonal population using these services, there are not any revenues that accrue to the State as a result of services provided during the resort season.

Currently, alcoholism services in Sussex County operates out of a building in Georgetown, Delaware. Service provision and accessibility could be improved if the State had a facility out of which to run such programs in the Lewes and Rehoboth areas. At this time, the Episcopal Church in Rehoboth will be used to run evening counseling programs beginning in January 1977 for alcoholics in that area. Demand levels on services which might result from increases in the seasonal population cannot be determined.

Statewide planning for alcoholism services does not include contingency plans for any event such as major storms, etc. due to the nature of the services provided.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES DEPARTMENT OF HEALTH AND SOCIAL SERVICES DIVISION OF MENTAL HEALTH COMMUNITY MENTAL HEALTH CENTERS

This Section is based on an interview with Mr. Frank Shuman, Director of Sussex County Community Mental Health Center.

The only service significantly affected by an increased seasonal population is the emergency service element of the Community Mental Health Center of Beebe Hospital in Lewes, which is one of the State's beach resort communities. There is a significant increase in visits to Beebe Hospital's emergency room as well as an increase in telephone emergency crisis calls. For example, from June through August 1975, 303 persons were seen in the emergency service element compared to 347 in 1976 for the same period. The only major change in service provision occurred in the emergency service element which increased its available manpower to eleven per day and four back up employees for the 1976 resort season, compared to ten per day and two back up employees during the rest of that same year.

The above information does show that there has been minimal impact on services by the influx of the seasonal population in the resort area. However, the only additional cost to the State has been for increased requests for transportation of involuntary committed patients to Delaware State Hospital. In conjunction, there is the belief that given the increase in patient utilization of services during the resort season, a differentiation exists between in-state and out-of-state users of services. But, numerical data to precisely differentiate the referenced population are not presently available.

Although it would be important for program planning and evaluation purposes to know the areas from which its clients come, the center is concerned instead with ways to provide the most comprehensive mental health services at the least possible cost. To accomplish this objective, the Center operates emergency and other basic services twenty-four hours per day. As a result, there is a significant increase in demand for emergency-crisis services, but there is no corresponding increase in revenue. Consequently, there is no accrued seasonal revenue derived from the emergency service.

Even though the Center's records show a high utilization of services provided, it was suggested that the establishment of a crisis center or a short-term counseling service in Lewes or Rehoboth could improve emergency services in the resort area. Projections have not been made, however, as to what the future demand levels on services will be from the seasonal population.

Other than a major disaster plan, which is part of Beebe Hospital's program, no contingency plan exists for coping with any events such as major storms, etc.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
EDUCATIONAL INSTITUTIONS

This Section is based on a summary of findings for the public education units from the responses to the survey questions for the Cape Henlopen School District from Mr. Frank Mercer, Indian River School District, Mr. James Proudfoot and the Southern Campus of Delaware Technical and Community College, Mrs. Charlotte Purnell.

The impact on services provided is negligible. The only visible influence is in the use of athletic facilities, but no determination can be made as to the source of participants. As noted, the only visible impact was on the use of existing facilities. This does not increase the need for more manpower, nor is it necessary to increase the scheduled operating functions. Due to the lack of changes in services and manpower needs, costs involved are not changed from those incurred for normal operation.

When services are used at the public educational facilities, normally no differentiation is made between in-state or out-of-state individuals. On the occasions when samplings have been taken, users have been found to be entirely in-state residents. The nature of most usage at these facilities is planned, individualized participation. Therefore, no revenue is realized. The sources questioned have found that the present arrangements suit both the institution and users. Therefore, no improvements are contemplated or anticipated. The institutions all agreed that two factors are present in population projections: the younger aged population is decreasing, and the retirement population is increasing. It was noted that there seems to be greater use of facilities by all age groups.

It was uniformly agreed that contingency plans are always ready and can be implemented on very short notice. With the recent occurrence of a large storm, the institutions clearly set forth their plans as:

- make facilities available to public
- provide staff from institution to help
- close cooperation with Red Cross and Civil Defense

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF COMMUNITY AFFAIRS AND ECONOMIC DEVELOPMENT
DIVISION OF CONSUMER AFFAIRS

This Section is based on an interview with Mrs. Frances West, Director, Division of Consumer Affairs.

The influx of seasonal persons brings in complaints and need for investigation in the areas of:

- summer rental units
- building of condominiums
- quality of construction
- maintenance of camp grounds
- construction and quality of modular homes
- improvement companies - home, TV service, bulkheading
- fly-by-night companies

This constitutes no major change in operations due to the fact that the level of complaints remains the same on a year round basis. Recent studies by Consumer Affairs show that people throughout the State are bringing more problems to the attention of Consumer Affairs, therefore, no incremental change occurs as a result of change in seasons.

Although it is extremely hard to determine, the only factors that would impact costs are additional mailings of an informational nature and investigative work done around the State. The investigative work carried out does not include the seeking out of permanent residence status, therefore, no figures are maintained for this area of concern. Also, the work done and service provided precludes the receipt of any income.

The Division of Consumer Affairs is based in Wilmington and could better serve the residents of Delaware if it had down-state locations. The need for investigations and follow up indicates that additional personnel would be of great assistance. Requests for support in these areas have been turned down by the Joint Finance Committee in the past few years. Although needs exist and demand levels cannot be predicted, the establishment of a strict statewide housing code and building code, plus the greater attention to environmental problems could reduce problems dramatically. As a result, the Division has assumed a larger advocacy role into carrying the consumer message into other agencies and political jurisdictions.

The Division of Consumer Affairs is directly concerned with the general health and welfare of the citizens of the State, but the nature of their service does not include the preparation of contingency plans for help in the event of natural disasters or related weather.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF CORRECTIONS
BUREAU OF ADULT CORRECTIONS
SUSSEX CORRECTIONAL INSTITUTION

This Section is based on an interview with Captain Noah Smith, Sussex Correctional Institute.

The Sussex Correctional Institute, which is located near Georgetown, Sussex County, about ten miles from the resort communities, is a facility that's used to house adult males who have violated one or more laws of the State of Delaware. Since there are no city or county jails, all persons arrested in the resort area are sent to the State correctional facility in Sussex County. It is estimated that during the resort season, there is an impact on services by the influx of seasonal population because one-half of the total admissions during the resort season to Sussex Correctional Institute is due to this influx. This change does not cause the institution to increase its manpower, but does accelerate overtime tremendously. The additional State costs incurred from this influx is beyond normal expectations and the average per diem inmate cost does not begin to cover expenses attributed to the seasonal population. The next effect of this influx is that unmeasurable problems result which cause unrest within the sentenced population. Also, the expense of overtime for court runs, doctor visits and hospitalization for the inmates is unrealistically high. Contributing to this influx are drug addicts who are prevalent among the total inmate population. Due to the nature of services, there is no revenue that accrues to the State as a result of services provided - "just dead expenses".

It is believed that few changes could be made in the current operating procedure without additional State costs. Additional seasonal summer staff would help cut overtime expenses. This staff increase would have to consist of school teachers or similar types of professional people who do not practice their profession during the summer. Even this arrangement would have to be continued by hiring the same summer staff year after year if possible as inexperienced employees are of little use to an institution of this nature.

The institution has not made projections for an increase of the seasonal population influx and its demands on services. However, there is awareness by the Legislature of the institution's need for additional employees. If the proper response is obtained now that the Legislature is aware of the Sussex Correctional Institute's manpower problems, the institution could definitely be better qualified to handle the influx of visitors to the resort area.

Although the institution does not have contingency plans for coping with major disasters such as storms, it has in the past provided assistance to agencies in the resort areas by removing debris which resulted from such a disaster. Assurances have been given that such assistance can also be made available for such use in the future.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF CORRECTIONS
WOMEN'S CORRECTIONAL INSTITUTION

This Section is based on an interview with Mrs. Delores Baylor, Superintendent of the Women's Correctional Institute.

The Women's Correctional Institute does not have a facility in any of Delaware's resort areas. However, the Women's Correctional Institute's New Castle County location serves as a detention facility for arrestees from the resort areas until they are sentenced or released on bail. The number of such arrests has been so small that it has not had any direct or indirect impact on the services which the Women's Correctional Institute provides. Therefore, no changes have taken place in the Women's Correctional Institute's service provision as there has not been any increased demand made on these services during the resort season. Concomitantly, there have not been additional State costs which can be directly or indirectly attributed to the seasonal population having an impact on the Women's Correctional Institute's service provision.

There is no numerical differentiation between in-state and out-of-state seasonal population demands made on the Women's Correctional Institute's services during the resort season. Furthermore, due to the nature of services provided, there is no revenue that accrues to the State.

Presently, there are no proposals for improving the Women's Correctional Institute's operating capability in the resort area since it is not confronted with a regular influx of population. In addition, the Women's Correctional Institute has not made, nor is it making projections regarding future demand levels which will result from an increase in the seasonal influx of second-home owners and annual visitors. Moreover, the Women's Correctional Institute does not have contingency plans for coping with any events such as major storms, etc. which might directly affect the general health and welfare of this expanded seasonal population in the resort area due to the nature of service.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF CORRECTIONS
BUREAU OF JUVENILE CORRECTIONS
STEVENSON HOUSE

This Section is based on an interview with Mr. George A. Reddish, Superintendent of Stevenson House.

Stevenson House is a juvenile detention facility for youth offenders who reside mainly in the Kent and Sussex County areas. The facility has a capacity of twenty, but it can accommodate twenty additional detainees by setting up temporary beds in the gymnasium. Educational and recreational services are provided while the youth are being detained.

According to statistics kept by the institution, there has been a minimal impact of no more than two detainees per month over and above the average daily population of fifteen for the month of August during the resort season. Additionally, during the same period, there is usually a very slight increase in hours spent by part-time employees transporting juveniles to court and other locations in-state. Although there has been an increase of one or two percent in manpower needs in terms of hours spent for transportation purposes, there have not been additional measurable State costs which can be directly or indirectly attributed to the seasonal population having an impact on services provided.

Presently, the institution does not differentiate between in-state and out-state demands made on its services. Statistics are kept, however, on detainee days spent at the institution by in-state and out-of-state juveniles. For example, during the period of May through August 1975, there were 1,837 in-state detainee days, and 134 out-of-state detainee days spent by juveniles at the facility. The number of out-of-state detainee days would probably be higher, but many of the juveniles' fines for various offenses are paid immediately by the parents that have high incomes. Therefore, they are not detained for offenses which less affluent youth are normally incarcerated for. These data do not represent a head count of each individual youngster detained at the facility for the period indicated, but rather the number of days beds were occupied either by the same youth or several different youths over a given time period. One could surmise though, that there are many youths who pass through this facility during the course of the year, but due to the nature of the services provided there are no additional revenues that accrue to the State.

The educational, recreational and therapeutic programs provided to detainees were considered to be of good quality which address some of the basic problems for which these youths have been incarcerated. It was, therefore, asserted that very few improvements in programs were needed. Except for maintenance and the need to repaint cells and corridors in the detention areas, no other improvements were deemed necessary.

In the area of projections, the institution has not, nor does it contemplate making any calculations regarding future demand levels which might result from a seasonal population influx. Along this same line, future or long-range program planning has not included contingency plans in the event of a major disaster which might affect the welfare of the seasonal population in the resort area due to the nature of the service provided.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DELAWARE AGENCY TO REDUCE CRIME (DARC)

This Section is a summary of an interview with Mr. Sam McKeeman, Planner of the Delaware Agency to Reduce Crime and a summary of the information provided from the DARC Comprehensive Plans of the Criminal Justice System.

The Delaware Agency to Reduce Crime is the State Planning Agency which receives Federal funds from LEAA (Law Enforcement Assistance Administration) and is charged with the responsibility of administering these funds for purposes of improving the criminal justice system in Delaware. In addition, the DARC also administers State Aid to Local Law Enforcement (S.A.L.L.E.) funds which are allocated by the General Assembly and are disbursed to eligible local law enforcement agencies throughout the State.

Over the past years, there have not been many projects funded by DARC to address the criminal justice system's services or programs funded which may be impacted by the influx of seasonal population into the resort communities. However, some of the projects which have been funded include the following:

1. Rehoboth Youth to Youth - counseling youth referred by police and providing information to visiting youth during the summer season.

2. Governor's Investigative Strike Force - Statewide enforcement program which provides full-time investigators in this area during the summer season to investigate illegal use of drugs.

3. Rehoboth - TV cameras - to assist police in monitoring most troubled areas on the boardwalk and beaches.

4. Department of Natural Resources - to improve patrol and communications capabilities.

5. Rehoboth Beach - vehicle and equipment for beach patrol and training program for personnel.

In the 1976 DARC Plan, some areas have been addressed pointing out the need for studies concerning rural police problems and Statewide communications. Both of these studies may provide some insight into the impact of the seasonal population.

While the 1977 Comprehensive Plan does not specifically describe any problem analysis area relating to the seasonal population in the resort communities, the following goals endorsed by the DARC Supervisory Board provide a potential opportunity for efforts that could directly or indirectly benefit resort areas: planning and evaluation, robbery and burglary efforts, youth diversion through education, upgrade youth diversion, victim services, teacher's institute on criminal justice, magistrate court caseload and community prevention efforts.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF PUBLIC SAFETY
DELAWARE STATE POLICE

This Section is based on interviews with Lt. Lewis Broadbent, Traffic Division; Lt. Charles Burris, Planning Section, Delaware State Police and Mr. Lemuel Hickman, Secretary of the Department of Public Safety.

There is an increase of traffic and criminal law investigations and enforcement which results directly from the large influx of seasonal population into the beach resort areas of the State.

Changes which take place as a result of increased demand entail reassignments of personnel (five) from other troops throughout the State to Troop Seven at Dewey Beach. Working schedules of the existing manpower are adjusted to meet new demands. These changes provide maximum coverage at prime time of need. In addition, the Governor's Investigative Strike Force concentrates a great deal of its efforts in this area during this period of time to prevent or control illegal drug trafficking. However, funds have run out for this program (Investigative Strike Force), and this past summer's investigative services consisted of one full-time State Police undercover agent who worked with Maryland State Police, Ocean City, for the entire Delaware resort area and Ocean City area. Back up of the entire strike force is provided as needed.

A total cost of $75,000 or $15,000 per man is utilized for reassignment of personnel. However, it is noted that this is money that has already been allocated, but reallocated within the Division.

The present system does not identify in-state resident or out-of-state visitors, nor extra revenue accrued to the State. However, the impact is felt with the patrolling of extra traffic during the resort season and giving the second-home owners protection in the winter when their homes are vacant.

An improvement that could be made to cope better with the influx of population includes an increase of manpower to provide better police services.

Presently, there are no projections made by the Division regarding future demand levels resulting from increases of seasonal population influx. However, it will be necessary to increase the number of police stationed at Troop 7, Dewey Beach, as second-home owners increase in the coastal zone.

Contingency plans for this Division during events such as major storms, etc. in the resort area consist of existing responsibilities - public safety, traffic control and evacuation. Reassignment of personnel from Kent and New Castle County would probably take place as needed. A mobilization communications plan is described in the State Emergency Operations Plan.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
- DEPARTMENT OF PUBLIC SAFETY
DIVISION OF EMERGENCY PLANNING AND OPERATIONS

This Section is a summary of the written information prepared by Mr. Charles R. Harris, Emergency Preparedness Planner.

The Division of Emergency Planning and Operations prepares resort communities for emergencies by providing technical advice and counsel and by recommending that planning deal with the maximum number of visitors at the height of the summer season. There are no changes, such as additional manpower, that take place in the service provision of this agency. However, overtime of existing staff is utilized during events such as Hurricane Belle which took place in August 1976.

If a major disaster occurred during the summer months and the local community's resources and capabilities were insufficient to cope with the problem, the next level of assistance is the county. The State would be responsible for assistance if the county's resources were exhausted. Therefore, it would be difficult to estimate the cost to the State since the dimensions and severity of the disaster would determine, in part, the total response by the State.

It is impossible to differentiate between in-state residents, out-of-state visitors and second-home owners or to estimate the amount of revenue needed in this situation.

An improvement that the agency could make in coping better with the regular influx of population is in the area of insuring the population protection in the event of a natural or man-made disaster.

There are no projections made by this agency regarding future demand levels resulting from increases of the seasonal influx of this seasonal population.

The Division of Emergency Planning and Operations is responsible for preparing the Delaware Emergency Operations Plan which currently is being revised. The plan provides for alerting and warning systems for all residents of each community in Sussex County.

Plans are made for evacuation of all persons to designated shelters located in fire halls, public schools and other public buildings nearby. The shelters are manned and evacuees are fed and given overnight accommodations if necessary.

The new plan, under provisions of Public Law 93-288 "Disaster Relief Act of 1974", will provide for much direct State and Federal assistance during the relief and recovery phase of the operations. The new annexes dealing with grants/loans from the Federal government will assist home owners in the replacement and repair of homes and personal property.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF JUSTICE
OFFICE OF ATTORNEY GENERAL

This section is based on an interview with Mr. Jerry Homer, Deputy Attorney General.

The services provided by the Attorney General's Office are impacted by the annual influx of visitors and second-home owners to Delaware's resort communities.

While there are no increased costs to the State, the Attorney General's Office in Georgetown works 50 percent more hours during the resort season. The following statistics illustrate the case loads handled in the Supreme Court and Court of Common Pleas during the periods from January to May and June to September.

	January-May	June-September	
1. Superior Court	79 per month (average)	114 per month (average)	= 43.3% increase
2. Common Please	76 per month	101 per month	= 32.9% increase

In addition, there are also more appeals heard in the Superior Court during this period and the case load for Family Court and Magistrate Courts are also increased.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
PUBLIC DEFENDER

This Section is based on an interview with Mr. Lawrence Sullivan, Public Defender.

The annual influx of visitors and second-home owners to Delaware's resort communities has some impact on the services of the Public Defender, but it is not substantial because normally this type of population is not the kind that is in need of the service of this agency.

No changes take place in the service provision of the Public Defender, and there are no additional State costs.

An improvement that could be made in this agency would be the hiring of a part-time public defender during the summer to work in this area. This would cost $7,000.

Because of a limited budget, the Public Defender's Office has not been able to do research nor to make sound projections regarding future demand levels which result from increases of the seasonal influx of second-home owners and annual visitors.

There are no contingency plans for coping with any events, such as major storms, etc.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
STATE COURTS
JUSTICES OF THE PEACE (MAGISTRATE COURTS)

This Section is based on an interview with Mr. James J. Horgan, Deputy Administrator to the Chief Justice for the Justices of the Peace.

The increase of visitors to the resort areas during the summer months does impact on the services of the Justice of the Peace System. To handle the increased case load, Justice of the Peace Court Number 1A in Bethany Beach has been opened to operate during the summer months, and up until this year it has been maintained to handle year round cases. However, this winter it will be closed and reopened again only for summer use.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
COURT SYSTEM
FAMILY COURT OF THE STATE OF DELAWARE

This Section is based on information provided by Mr. Robert D. Thompson, Chief Judge of Family Court.

All services of the Sussex County Family Court are impacted by the influx of people to the resort area. These services include court hearings, counseling sessions and all ancillary matters related to these services. Thus, the work load of judges, secretaries, clerk of court employees and counselors is affected.

Seventy percent of all petitions received at intake during the year are received during the resort season months, and 60 percent of all judicial hearings in the year occur during these months.

No changes, such as increased manpower, take place in Family Court's provision of service. Primarily, the existing staff is taxed by the increase of clients, and the clients must wait longer to receive the services they request.

There are no additional costs to the State because the Family Court's budget is not increased to handle this increase in clients.

The statistics of Family Court do not permit a differentiation between in-state residents and out-of-state visitors. The amount of revenue accrued is minimal as only court costs are involved.

An improvement which this Court could make would be to add staff for the resort season.

There are no Court projections for future demand levels, and the Court does not have any contingency plans for dealing with natural disasters, etc. in the resort area.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF LABOR
DIVISION OF EMPLOYMENT SERVICES AND
DIVISION OF UNEMPLOYMENT INSURANCE

This Section is based on an interview with Mr. Arthur Benson, Director of Division of Employment Services.

There is minor impact on the services these agencies render because of seasonal visitors and second-home owners in this area.

An average of about 825 unemployment insurance claims are filed from this area per week. These claimants are made up of retired people and average about 15 to 20 percent of the total claims made in Sussex County. These same claimants are required to go through employment services. Other than the retired persons, there aren't many requests for employment services in the resort area because most employers receive direct applications from youth, as the Employment Services Office is located in Georgetown. It is difficult for many youths to travel to Georgetown to apply for jobs, so they usually do it directly.

Since this agency is funded federally, there are no State costs attributed to the minor impact experienced. At the same time, there is neither additional manpower nor additional Federal funds provided.

These agencies have no plans for making improvements in this area, since the U. S. Department of Labor determines what they will receive. No additional manpower is provided based on the number of people served, but rather it is provided based on the number placed in a job.

Contingency plans for coping with events, such as major storms, etc. are described in the State Emergency Operations Plan. Primarily, the Manpower Section of this plan provides guidance for the utilization of employment services and Division of Unemployment Insurance staff in determining the impact of the disaster on the job market, primarily in the area of job counseling and providing unemployment insurance benefits.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF LABOR
DIVISION OF VOCATIONAL REHABILITATION

This Section is based on an interview with Mr. Clifford Crouch, Chief of Kent and Sussex District Office of the Division of Vocational Rehabilitation.

The services of the Division are not impacted directly or indirectly by the seasonal population of the resort communities in Sussex County. No referrals have ever been received from this population during this period of the year. Services provided by this agency are not expedited during emergencies, as they entail a long process which includes diagnosis, evaluation, plan development, etc. Therefore, it is likely that if a person from the seasonal population was in need of such services, he would return home for them.

IMPACT OF SEASONAL POPULATION ON STATE SERVICES
DEPARTMENT OF LABOR
INTERGOVERNMENTAL MANPOWER SERVICE

This Section is based on an interview with Mr. Alex Kupferman, Chief of the CETA Office.

The services of the CETA agency are not impacted by the seasonal influx of the resort communities, as this is a federally funded program providing services to residents of Delaware only.

SECTION III

General Summary and Conclusions

A. Scope of Impact

This report has attempted to summarize the impact of seasonal population upon a selected number of State services in the resort areas of Delaware.

The first and most obvious conclusion which emerges from the interviews and correspondence that form the basis of this study is that the scope of the impact appears to be quite different between different State service providers. Reportedly, the seasonal population does not have any impact on State educational institutions, Alcoholism Services, Vocational Rehabilitation services, the State Intergovernmental Manpower Service Office, and the Division of Services to Children and Youth. Some other agencies reported very little or slight impact: Stevenson House (Juvenile Detention facility), the Women's Correctional Institution, Employment Services, Public Health clinical services, the Division of Social Services, Delaware Agency to Reduce Crime, Division of Aging, and the Public Defender's Office. There are, however, a number of the agencies surveyed which are significantly impacted by the annual influx of visitors and second-home owners to Delaware's resort areas. Significant impact was reported by the Magistrate and Family Courts, drug abuse services, Sussex Correctional Institution (for male offenders), the Division of Emergency Planning and Operations, the Governor's Investigative Strike Force, the Division of Unemployment Insurance, the Division of Consumer Affairs, the State Police, Environmental Health and Related Laboratory Services, the Community Mental Health Center located in Lewes, one of the resort communities, and the Office of the Attorney General.

At least three factors probably account for why the different service providers surveyed reported that their services were impacted quite differently by the seasonal population. First of all, the very nature of the service speciality of some of the agencies surveyed obviously explains some of the differences in the scope of impact experienced. On the one hand, for example, the school districts in the resort areas provide services to residents only, while the environmental health services staff of the Division of Public Health are expected to protect the health of everyone in the area, visitors and vacationers, as well as residents of the State. Secondly, the scope of impact varies because of the socio-economic characteristics and needs of the seasonal population itself, especially when considered in combination with the service speciality factor already cited. It is not likely, for example, for the seasonal population to be in need of public assistance provided by the Division of Social Services, or the other types of services included in this report which are aimed primarily at the poor and disadvantaged, since the resort communities are attracting a seasonal population "primarily from the upper end of the socio-economic scale" (See University of Delaware Study, op cit., pages 65-87). In this connection, it is interesting to note the observation of the Superintendent of the Juvenile Detention Center (Stevenson House) to the effect that the number of out-of-state detainees

would probably be higher during the summer months except for the fact that the parents of most of the youth arrested in the resort areas are able to quickly pay the related fines, etc. so that their children are not detained very long. A third factor that also influences the differences between the reported impact among the agencies surveyed is the fact that some agencies tend to be more basically demand oriented than others. That is, only those individuals who come to agencies asking for services are served. Thus, these agencies only recognize and know about those individuals they see; whereas, there may in fact be persons in the community who need their services, but who do not come to the agency for help for one reason or the other. A number of persons within the seasonal population, for example, are no doubt alcoholics, but because they have not approached the State alcoholism services agency during their visit to the resort communities, this agency naturally and correctly reported that it has not been impacted by the annual influx. On the other hand, a service like environmental health or State Police is oriented toward the prevention of problems and therefore routinely extends itself to the needs of the seasonal population without necessarily being called on for services.

Related to this third factor of agency orientation is the question of availability or access of a particular service provider to the seasonal population. In this report, for example, it is noted that the Bureau of Substance Abuse has "for the past three years" used part of its formula grant to fund the resort area drug abuse council's summer counseling program in Rehoboth particularly for the influx of visitors to that area. This places the services of the Bureau geographically in the heart of one of the most popular resort communities. As a result, the services are apparently "demanded" by a segment of the seasonal population. We can only speculate what might happen if some of the other service providers surveyed were to set up special offices in the resort communities themselves. However, it is beyond the scope of this report to indicate what service providers should perhaps do this. A needs assessment for services was not a part of this survey.

B. Changes in Service Provisions

Because the scope of the impact on different State agencies differs, the type of responses and changes in service provision made by these agencies naturally also differ. Most agencies simply meet the increased demand on their services because of the seasonal population with existing manpower. That manpower may be redeployed from another service location or assignment as in the case of the State Police and the Governor's Investigative Strike Force, or made to work overtime as in the case of the Sussex Correctional Institution where the guards have to make additional trips with inmates to court, doctor's offices and the hospital. At least one agency, the Sussex Community Mental Health Center, increases its manpower (by one) during the resort season to meet the increased demand for service; while two other agencies, the Bureau of Substance Abuse and the Magistrate Court, set up

special services in the summer to meet the needs of the seasonal population. Interestingly, the Justice of the Peace Court Number 1A in Bethany Beach was originally opened to operate during the summer months only. Eventually, however, it was operated year round. However, this winter it will be closed and reopened again only for summer use. The Bureau of Substance Abuse has been operating its special counseling program in Rehoboth during the summer months only, but there are now indications that the program is needed year round.

Some of the agencies surveyed reported that the demands created by the seasonal population warrant additional staff positions so that service provision could be improved. The Bureau of Environmental Control would, for example, be able to inspect eating establishments and recreational camps more often and make more frequent surveys of swimming pools and water supplies with the addition of another sanitarian in Sussex County where the beach resorts are located.

C. Additional State Costs and Revenue

In answering the question regarding possible additional costs to the State, which could be directly or indirectly attributed to the seasonal population having an impact on their service provision, the agencies which did report significant impact were not able to completely translate this impact into specific financial terms. For example, while the Sussex Correctional Institution reported that "the additional costs incurred from this influx is beyond normal expectations" and that "the expense of overtime" is "unrealistically high" it did not give even an approximation of cost in actual dollars and cents. As with most of the agencies surveyed, this "additional" is included within the annual State appropriations made to the agency. No attempts are apparently made to separate out any costs that can be linked directly with services provided to the seasonal population. There is no way, therefore, in which a realistic summary of "additional costs" can be included in this report.

The results of this study also indicated that the agencies which are impacted by the seasonal population do not receive any additional revenue directly from the population served by way of anything like "fees for services", etc. The services which these agencies provide are seen as "public services" which are provided "free". However, since the seasonal population does annually generate millions of dollars in taxes, for all levels of government, Federal, State and local, and since a particular agency's service program is annually allocated so many Federal and State dollars each year with some respect to the real demand for these services, including the demands of the seasonal population; it can be said that at least indirectly revenues do accrue to the State agencies as a result of the seasonal population.

D. Improving State Services to the Seasonal Population and Anticipating Future Demands

All the agencies which were surveyed were also asked to describe any improvements which could be made in service provision to meet the present and future demands of the regular influx of seasonal population. Not surprisingly, the majority responded by suggesting that additional staff would provide improved services. The Bureau of Environmental Health, for example, suggested that "an additional sanitarian in the Sussex County Health Unit" would allow it to do more frequent inspections of facilities serving the general public, including the seasonal population. Public Health Clinical Services seemed to at least imply that it could provide for some of the health screening and treatment for cases from the seasonal population which were now being treated at the Beebe Hospital in Lewes if its clinical services were more geographically accessible to these people in need of these services. The Bureau of Substance Abuse suggested that some improvement in service provision would result from better communication and coordination among agencies providing services in the resort area. The Community Mental Health Center suggested that "the establishment of a crisis center or a short-term counseling service in Lewes or Rehoboth could improve emergency services in the resort area." The Division of Consumer Affairs, which is based in Wilmington, "could better serve" the residents of Delaware (and presumably the seasonal population) if it had downstate locations. This division also reported that a strict Statewide housing code and building code, together with "greater attention to environmental problems," could reduce problems dramatically. The Sussex Correctional Institution suggested that "additional summer staff would help cut the overtime expenses" associated with the number of persons admitted to its facility from the seasonal population. The Delaware Agency to Reduce Crime has apparently recognized that some improvements could be made in providing police protection in the resort areas by awarding funds to the City of Rehoboth for TV cameras "to assist police in monitoring most troubled areas on the boardwalk and beaches." The Delaware State Police stated that it could cope better with the influx of population with an increase of manpower. The Public Defender's Office recommended hiring of a part-time public defender during the summer to improve services to the seasonal population. The Family Court also suggested that services would be improved "with additional staff."

The responding agencies based these suggestions for additional staff not on any sound projections regarding future demand levels resulting from increases in the seasonal population, but rather on existing demands. Apparently, none of the agencies have made any projections of demand levels regarding seasonal population.

E. Contingency Planning

The final question which was raised with the agencies included in this survey concerned the matter of contingency planning for coping with any

events, such as storms, which might directly affect the general health and welfare of the expanded seasonal population in the resort areas. The Division of Emergency Planning and Operations, which was one of the agencies responding to this survey, is responsible for preparing the Delaware Emergency Operations Plan. This Plan not only provides for alerting and warning systems for all residents of each community in Sussex County in the event of a natural or man-made disaster, but it also is effective for planning, administrative, and training purposes related to "States of Emergency" and provides a basis for coordinated emergency operations of the other State agencies included in this particular report. Many of the agencies in this survey simply made reference to their inclusion in this Plan in their responses to this question. This Plan, which is currently being revised, will therefore have to be consulted for details about how these agencies are planning to respond to whatever emergencies might occur that may affect the general health and welfare of the seasonal population. However, it is worth noting here that one of the agencies in this survey, at least at the level of the individual respondent, did not seem to be as clear about what its role would be, if any, in the event of occurrences which might be a threat to the general welfare of the population. The Division of Social Services respondent described the fact that, in practice, untrained Red Cross volunteers are called upon in disaster situations to provide services which could be more effectively provided by trained personnel within the Division.

Still other respondents simply reported that they had no contingency plans for coping with disasters. Their responses were generally to be expected because of the nature of their particular service.

APPENDIX A

Impact of Seasonal Population on State Services Questionnaire for State Agencies

1. What specific services, which your agency provides are influenced/impacted, either directly or indirectly, by the annual influx of visitors and second-home owners to Delaware's resort communities (Lewes, Henlopen Acres, Rehoboth Beach, Bethany, Ocean View, South Bethany and Fenwick Island) during the annual resort season (April through mid-October)?

2. What changes, if any, take place in your service provision as a result of any increased demand made on these services during the resort season? (e.g., increased manpower, changes in deployment of existing manpower, changes in operating hours, etc.)?

3. What are the additional State costs, if any, which can be directly or indirectly attributed to the seasonal population having an impact on your service provision?

4. If you can, numerically differentiate between in-state resident and out-of-state visitor/second-home owner demands made on your services during the resort season?

5. If there are any, what are the amounts of revenues that accrue to the State as a result of the services which you provide to the seasonal population?

6. What improvements do you think your agency or other State agencies could make in coping better with this regular influx of population?

7. Are there any sound projections which your agency has made regarding future demand levels which will result from increases of the seasonal influx of second-home owners and annual visitors?

8. Does your agency have any contingency plans for coping with any events, such as major storms, etc., which might directly affect the general health and welfare of this expanded seasonal population in the resort areas? Describe these plans briefly.

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