

SECTION II
INVENTORY AND ANALYSIS

SECTION II INVENTORY AND ANALYSIS

A. Regional Setting, History and Community Characteristics

Regional Setting - The Town of Delaware lies along the Delaware River in western Sullivan County and is bounded on the north by the Town of Fremont and the Town of Callicoon, on the east by the Town of Bethel and the south by the Town of Cohecton, and the Village of Jeffersonville adjoins the northeast corner of the Town.. To the west across the Delaware are Damascus Township and Manchester Township in Wayne County, Pennsylvania. See *Map II-1 -- Regional Location*.

The Hamlet of Callicoon, lying at the confluence of the Delaware River and Callicoon Creek, is the largest commercial center in the Town of Delaware. Hortonville, Kohlertown and Kenoza Lake also serve as village centers but have few commercial establishments in comparison. The Village of Jeffersonville also serves as a commerce center for many Town Residents.

History¹

It is very possible man first visited what is now known as the Town of Delaware, some 8,000 to 10,000 years ago when nomadic bands of Paleo-Indians wandered through the area in search of big game. We know from archeological research those people were present in the Upper Delaware River Valley and were succeeded by various aborigine cultures culminating with the Iroquois and Lenni-Lenape peoples who occupied the area when the first Europeans visited. There is

abundant evidence of long occupations by Archaic, Transitional and Woodland period Indians who inhabited the region pretty much continuously from 5000-4000 B.C. to 1600 A.D. Their chert and flint implements (most of which are at least 2000 years old or more) and pottery (most of which is 600-1000 years old) may be found throughout the Town of Delaware and especially along the Delaware River. White traders and settlers first appeared in the Town of Delaware during the mid-18th Century. Dutch visitors named the local stream "Kollikoonkill" which eventually became Callicoon Creek. There were settlers living at Callicoon and on Big Island as early as 1760.

According to tradition, the name Callicoon comes from Dutchmen of the Hudson Valley who hunted in the area in the 18th century. They called the local creek Kollikoonkill, in recognition of the many wild turkeys they found there.

It was some time later, about 1755 when Joseph Ross took up residence as Callicoon's first settler. Ross, who worked for absentee landowner Joseph Greswold, moved his family from Bound Brook, New Jersey, about 1760, and built a cabin on the flat land downstream from the Callicoon Creek.

Although no extended settlement appeared for nearly 100 years, the important timber rafting industry began within sight of the present village, before the Revolutionary War. It started with Daniel Skinner, who got the idea of lashing together pine logs and rafting them downriver for sale to the shipbuilders of Philadelphia. The idea grew and expanded. As logs and as sawed timber, thousands of

¹Town of Delaware Master Plan, 1983.

board-feet of timber floated down the Delaware to the saw mills and shipyards of Easton, Trenton and Philadelphia each year for more than a century. Just as the rafting era began here, it came to an end here, in 1921, when the last commercial raft on the river was delivered to the Martin Herman Lumber Company at Callicoon.

The history of the village really began with the coming of the railroad. Chartered in 1832, the New York and Erie Railroad Company went through a variety of financial problems and route changes before construction began on the Delaware Division more than a decade later. With the coming of the Erie, the new village of Callicoon Depot came into being.

In 1848, the first train moved over the tracks of the Delaware Division, and all of Callicoon Depot came out to watch. The train did not stop as scheduled, but it did slow enough for a local man to hand the brakeman a banner reading, "The Iron Horse from the Hudson is Welcome to Drink of the Waters of the Callicoon".

It was another three years (May 1851) before the Erie officially opened for business. To celebrate the occasion, the company ran an excursion train carrying such notables as President Millard Fillmore, Daniel Webster and local State Senator James Clark Curtis.

Life along the Upper Delaware had already begun to feel the impact of its new transportation system. Thousands of laborers, many of them new arrivals from Ireland and Italy, had been brought in to lay the tracks. Many of them, particularly the Irish, stayed on to incorporate their religion and culture into the local way of life.

However, the Irish and Italian influence was

small in comparison to that of the Germans. In 1840, even before the Erie provided ready transportation, a surveyor/land agent named Solomon Royce printed German language brochures promoting local real estate. This led to establishment of a major German community, with its own customs and churches.

All of these changes were seen locally as signs of great development to come. And, in 1869, with the growth of the area surrounding Callicoon Depot, local leaders convinced the county to split them away from the Town of Cochection, forming the new Town of Delaware.

High hopes notwithstanding, the winter of 1888 was a devastating one. On March 12, the Great Blizzard brought icy winds and deep snows to the northeastern states. But that was almost an anticlimax in Callicoon Depot, where residents were still reeling from a fire that destroyed most of Main Street two weeks earlier. Out of the wreckage of the fire, merchants began to rebuild Main Street, resulting in the 1880's architecture that still characterizes the street.

Despite the setbacks, the 1880's and 1890's were exhilarating times for the people of Callicoon Depot. The lumber business, feeding thriving rafting and nearby tannery industries, led to prosperity. The Erie had expanded to a double track, bringing in train loads of immigrants to populate the farmland and visitors to fill the boarding houses and hotels. There was a new interstate bridge across the Delaware (completed in 1899). A creamery (built in 1882) processed and shipped out milk from local farmers to New York consumers. Bluestone from nearby quarries made its way, via the Erie, to curbing and sidewalks of great cities throughout the Northeast.

Published in 1892, Graham's Callicoon Historian said of Callicoon Depot: "It is the principal business depot upon the line of the Erie Railway between Port Jervis and Susquehanna. A number of stage routes connect it with the large inland villages, and the amount of produce shipped from the station is immense." Graham listed four hotels, a jewelry store, two general stores, a furniture and hardware stores, two harness makers, a druggist, a dentist, a feed mill, a blacksmith, a grocery store, a lumber mill and a clothing store. There were also two newspapers.

The 1890's was also the time when the Franciscan Friars came into the river valley, taking over responsibility for local Catholic churches in 1895. Six years later, when their Province of the Most Holy Name came into being, they turned to Callicoon as a site for their new seminary. The Order purchased a large boarding house overlooking the valley -- on a hill inexplicably called The Aroma -- and converted it into a seminary and chapel. In 1908, they began construction of the massive bluestone school building which still dominates the Callicoon landscape. The architecturally remarkable Holy Cross Chapel was added in 1927.

Callicoon Depot soon outdistanced the nearby hamlet then known as Callicoon. In 1906, by act of the United States Postal Service, Callicoon Depot became Callicoon, and the neighboring town, which had formerly held that name, became Callicoon Center.

The boom-and-bust atmosphere that characterized the last half of the 19th century continued on into the first years of the 20th. In 1909, the uninsured Knapp Brothers Bank failed. According to contemporary newspaper accounts, local organizations, businesses and

individuals lost nearly \$350,000, the result of the private bank's management siphoning assets "into the insatiable maw of the Outing Publishing Company." Though devastating to some, it was but a temporary setback, with a new National Bank (now United National²) immediately organized and put into operation.

For the community's schools, 1909 was also a benchmark year, the year the first full class graduated from Callicoon High School. As far back as the mid-1840's there had been an elementary school at Callicoon, but it wasn't until 1908, when the Union School was renovated and expanded, that a full high school program could be provided.

More changes and community improvements -- centralization of the schools, establishment of a hospital, building of a youth center, development of a library, construction of Route 97 -- came along as the 20th century advanced. However, the general economic picture declined.

The automobile gradually replaced the railroad as the important means of transportation. Callicoon was no longer a station on the main route between New York and Chicago; instead it was at the end of everybody's delivery route. Rather than being "en route", it became "inaccessible".

Lumber and quarry based industries declined as raw materials were used up and needs changed. Boarding houses went out of business, when they couldn't compete with motels and resorts along main highways and near spectacular tourist attractions.

It wasn't until the 1960's, with beginnings of

²The United National Bank is now the Fleet Bank and a branch of the First National Bank of Jeffersonville has opened in Callicoon.

the canoe livery/campground industry, that new economic vitality was seen. The second home industry also began to show new life.

In 1978, the area became part of the Upper Delaware Scenic and Recreational River, a new component of the National Wild and Scenic Rivers System. In part, this designation was an effort to deal with the problems created by this new era of tourism, an effort to allow for recreational use of the river with its attendant economic benefits while protecting the natural and cultural resources that make it desirable.³

Community Characteristics

The demographic composition and community character of the Town of Delaware and Sullivan County has changed significantly over the past thirty years, moving from a very rural, agricultural community to a more second-home, recreation oriented community linked to the nearby metropolitan and suburban employment centers. Certainly, national and regional economic conditions can be expected to either stimulate or inhibit the short term development patterns of the region. Nevertheless, given the geographic location of the Town and County in relatively close proximity to metropolitan and suburban areas, with direct access to the interstate highway system, along with its rural character appeal for residential development, the continued long term, moderate growth of the Town and County seems inevitable. The rate of growth will also depend on the other economic and job opportunities which become available in the Town and region, as well as the appeal of the area as a place for retirement.

The historical population of the Town of Delaware, along with that of neighboring towns and the County, is presented in *Table II-1, Historical Population* and *Table II-2, Recent Population Growth*. The Town's population grew steadily between 1940 and 1980, increasing by almost 850 persons. The greatest period of increase occurred between 1970 and 1980 when the Town population grew by twenty-three percent. This large increase, almost 525 persons, coincided with an increase of some 160 housing units in the Town and the opening of the Delaware Valley Job Corps Center at the former Franciscan Seminary Compound. The effect of the Job Corps Center on the population of the Town is also reflected in the 1990 Census, which reported a loss of 150 people from the Town since 1980. The population age distribution data for the Town reveals that the number of individuals in the 15-24 year old age group declined by almost 200 between 1980 and 1990. While some of this decline can be explained by children leaving the area for college and employment, it is obvious that a change in the Job Corps Center residents contributed to the overall decline in the Town's population. The *1983 Master Plan* reported the group quarters population in 1980 as 430 persons, with the 1990 Census reporting 361 persons. The overall population decline of the Town is tempered somewhat when adjusted for the decline in the group quarters population.

³*Callicoon Main Street Improvement Study, 1985.*

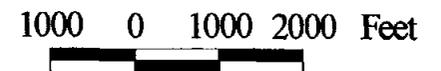
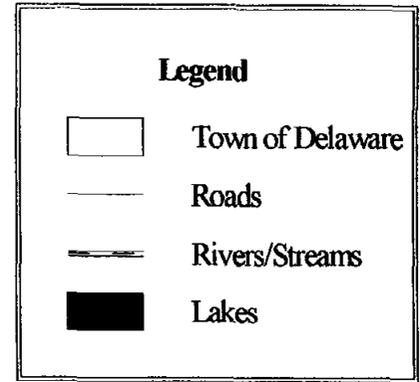
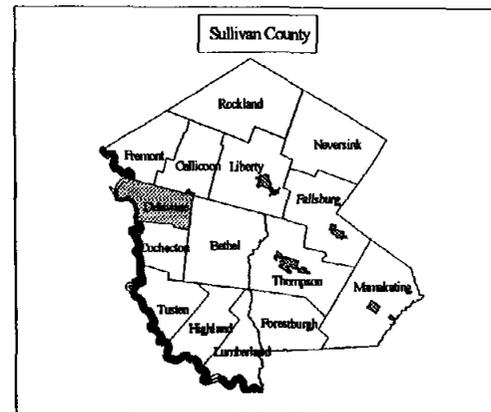
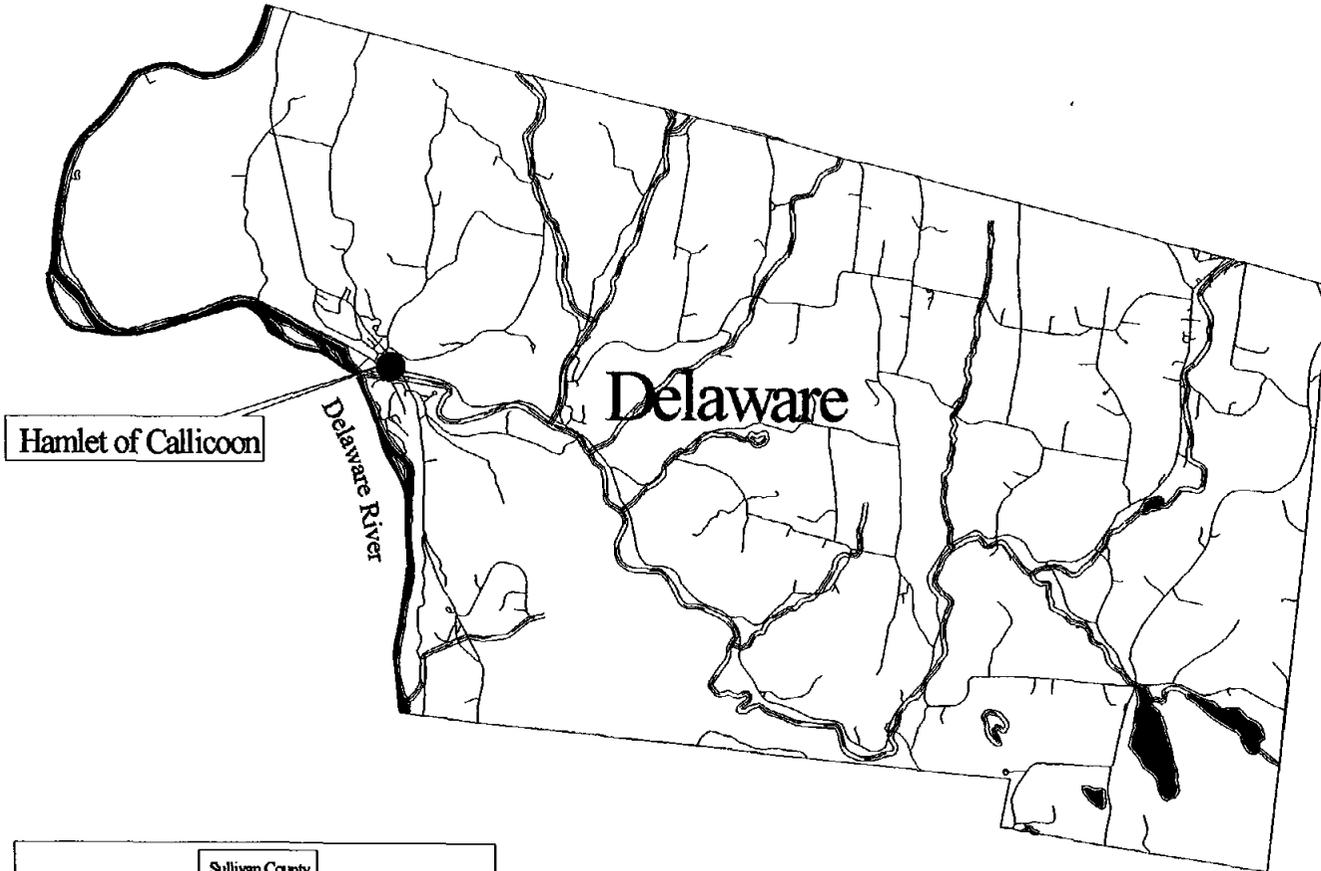
TOWN OF DELAWARE

Sullivan County, NY

Local Waterfront
Revitalization Program

*Map II-1 - Regional
Location Map*

NYS Department of State Division
of Coastal Resources and
Waterfront Revitalization



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MUNICIPALITY	1940	1950	1960	1970	1980	1990
Bethel	2,321	2,351	2,366	2,763	3,335	3,693
Callicoon	2,092	2,134	2,176	2,398	2,998	3,024
Cochecton	1,934	1,136	1,070	1,181	1,330	1,318
Delaware	1,934	2,089	2,141	2,260	2,783	2,633
Fremont	1,251	1,170	1,047	1,047	1,346	1,332
Sullivan Co	37,909	40,731	45,272	52,580	65,155	69,277

Municipality	1960	%60-70	1970	%70-80	1980	%80-90	1990	1994*
Bethel	2,366	16.8%	2,763	20.7%	3,335	10.7%	3,693	3,783
Callicoon	2,176	10.2%	2,398	25.0%	2,998	0.9%	3,024	2,958
Cochecton	1,070	10.4%	1,181	12.6%	1,330	-0.9%	1,318	1,479
Delaware	2,141	5.6%	2,260	23.1%	2,783	-5.4%	2,633	2,525
Fremont	1,047	0.0%	1,047	28.6%	1,346	-1.0%	1,332	1,378
Sullivan Co	45,272	16.1%	52,580	23.9%	65,155	6.3%	69,277	70,336

*Estimate by the New York State Data Center

Town records indicate that almost 80 building permits for single-family housing units have been issued since 1990, and about 40 multi-family units. Unless most of these housing units and the 73 unit increase between 1980 and 1990 are for seasonal use, which is highly unlikely, the data suggest that the decline in population between 1980 and 1990 was linked to a change at the Job Corps Center suggesting that the projection for continued decline in

population may be incorrect. The 1983 *Master Plan* projected the Town's permanent population to reach 3,060 persons by 1990 and 3,340 persons by 2010. Population projections prepared by the NYS Department of Environmental Conservation and Department of Commerce in 1985 also were optimistic, predicting a constant growth for the Town of Delaware, with the population increasing to 3,400 persons by 2010. (See

Table II-3, Population Projections.) The fact that the Town population declined by 150 persons between 1980 and 1990 demonstrates that population projections must be considered only in general terms for planning purposes given the small population base, the effect of the institutional population, and the volatile nature of population growth in areas so affected by the market forces of proximate metropolitan areas or a facility like the Job

Corps Center. Given the 1980-1990 decline in population and the only minor gains in previous decades (discounting the large 1979-1980 increase registered due to the Job Corps Center), it is unlikely the Town will experience significant population increases over the next ten to fifteen years. Instead, should population growth occur, it can be expected to be slow, or moderate at the greatest.

TABLE I-3 TOWN OF DELAWARE POPULATION PROJECTIONS						
SOURCE	1985	1990	1995	2000	2005	2010
1983 Master Plan	2,920	3,060	NA	3,340	NA	NA
NYS DEC/Commerce	2,900	3,000	3,100	3,200	3,300	3,400

B. Upper Delaware Scenic and Recreational River

Much of the area's economy is based on recreation and tourism, and the Delaware River has long been a key element of the area's attraction to second home owners and visitors. As noted earlier, the Upper Delaware was designated to the National Wild and Scenic Rivers System in 1978. Although focusing on the conservation of the River Valley's natural and community assets, the designation and the subsequent involvement of the National Park Service, the development of the *River Management Plan*, and the operation of the Upper Delaware Council, have increased the level of tourism. In fact, the National Park Service estimates that some 500,000 people visit the area each year. These visitors canoe and tube down the River; fish for trout, smallmouth bass, and walleyed pike; enjoy the scenery; and look for wintering bald eagles along the 73.4 miles of the River included in the designation. This level of visitation holds great economic potential for

the waterfront area in the Town of Delaware and any revitalization efforts must consider tourism.

C. Existing Land and Water Use

(See *Map I-1 -- Waterfront Revitalization Area and Existing Land Use* for generalized land use, and *Map II-2 -- Downtown Existing Land Use* for land use in the core Hamlet area.)

Hamlet of Callicoon

The Hamlet of Callicoon is a picturesque community which largely evolved as a permanent settlement during the early railroad era in the 1830's. Much of its developmental history, predominately of the late 1800's and early 1900's, is retained today in surprising measure and quality in the historic commercial architecture within the Hamlet's center along Main Street and Academy Street. Several structures along the southern end of Main Street, which survived the devastating fire in 1888, continue to represent an even earlier period of history. Adding to this

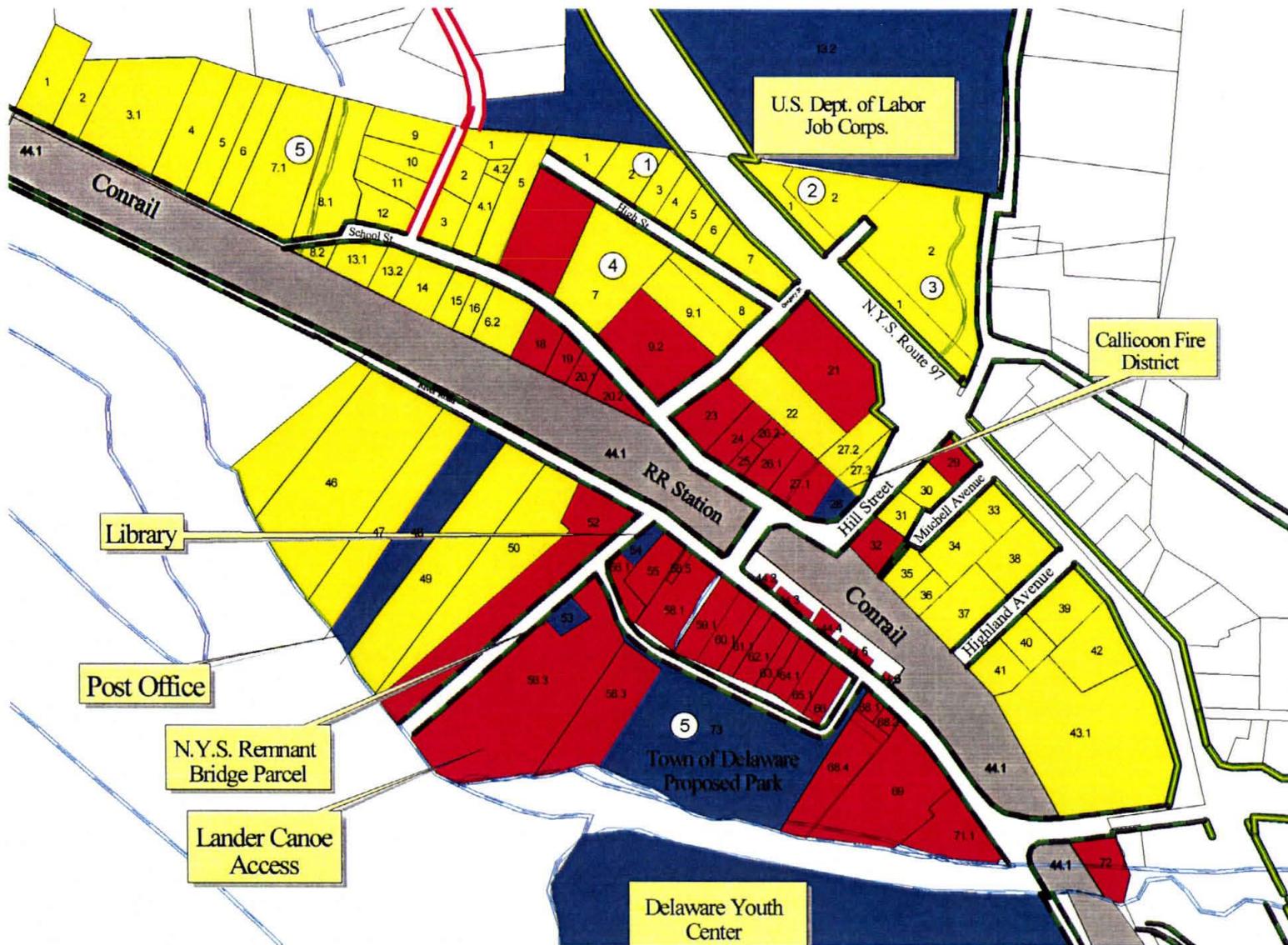
TOWN OF DELAWARE

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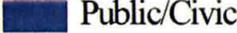
Local Waterfront
Revitalization Program

*Map II-2 - Downtown
Existing Land Use*

NYS Department of State Division
of Coastal Resources and
Waterfront Revitalization



Legend

-  County Road
-  Parcel
-  State Road
-  Town Road
-  Rivers/Streams
-  Residential
-  Commercial
-  Conrail
-  Public/Civic

30 0 30 60 Feet



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notable architectural heritage is the impressive presence of the former Franciscan Seminary Compound, located on fifty acres on the upslope overlooking northern end of the Hamlet along Route 97. the Hamlet, today the site of the Job Corp Training Center.

To envision the potential which this community holds for revitalization and waterfront development, one need only stop to view the panorama surrounding the Hamlet of Callicoon from the southern entranceway to town at the Route 97 bridge (in itself an impressive engineering sight) with its open vista upstream along the Callicoon Creek and downstream to the ever-present Delaware River. The compact Hamlet of Callicoon spans the active Norfolk Southern railroad line and is nestled into the hills rising from River's edge to the promontory crested by the seminary bell tower.

The details provided in the 1985 *Main Street Improvement Study* about land use show that the number and types of businesses have changed little since then. The 1985 *Study* noted that:

Callicoon has a very distinct separation of residential uses from commercial uses with almost all commercial activities occurring on School (Academy) Street and Main Street. Approximately thirty businesses exist in the Callicoon vicinity, many occupying buildings of historic significance. A variety of commercial uses are present in the downtown area. These include: a canoe livery, hotel, restaurants, movie theater, supermarket, retail establishments, service establishments consisting of a bank, library, laundromat and newspaper and professional offices. Also included in the downtown area is a post office and fire station.

The commercial area in the Hamlet continues

to be centered along Main Street and Academy Street and is composed of the same mix of small retail and service establishments. Two key River related businesses front the River in the Hamlet area. The privately operated Upper Delaware Campgrounds is situated on thirty-four acres just downstream of the Callicoon Youth Center, and the Lander Canoe Base lies along the intersection of A. Dorrer Drive and Bridge Street and the confluence of the River and Callicoon Creek. A number of other businesses are located outside the core area and include somewhat larger commercial operations such as a car dealership on Route 97 and one on Route 17B, the bowling alley on Route 97, and the Agway on Viaduct Street.

One of the prominent land uses in the Hamlet, and along the entire length of the waterfront area, is the railroad right-of-way which runs parallel to the Delaware and bisects the Hamlet. The railroad, which was so vital to the development of the Hamlet and Town of Delaware as a whole, continues to be a key factor in the character of the community, yet now plays little economic role, the five or six daily trains using the line serving commercial shippers far to the north and south.⁴ Associated with the railroad line, and also owned by Norfolk Southern, is the old railroad station which currently is used only for maintenance.

The Callicoon Creek, which flows into the Delaware just downstream of the core business area, is another prominent feature of the Hamlet. Downstream of the confluence of the River and Creek, Delaware Youth Center, Inc., formerly known as the Callicoon Aid

⁴At the time of preparation of this report, the purchase of the railroad line by Norfolk-Southern Railroad was pending, with daily traffic expected to increase to approximately eighteen trains.

Center, owns fifteen acres of riverfront property which includes the Callicoon Youth Center and the NYS Department of Environmental Conservation river access.

The residential areas of the Hamlet are composed primarily of single-family residences which are generally in good condition. Older residences on smaller lots abut the commercial area with more recently developed, larger lots found in the northwest section of the hamlet. Multi-family housing units are interspersed with commercial uses and in many cases are situated on the upper floors of commercial buildings. The 1990 Census reported some sixty multi-family dwellings in the entire Town with many of this total located in the Hamlet of Callicoon.

Balance of Waterfront Area

Land use in the balance of the waterfront area is a mix of single-family residential dwellings and open land. Riverfront land north of the Hamlet along River Road, lying between the Delaware and the Norfolk Southern line, has been largely subdivided into residential lots from one-fourth to five acres in size. Riverfront land upstream from the end of River road and upland from the Norfolk Southern tracks is held in large forested parcels with limited agricultural land, these parcels ranging in size from twenty to 280 acres.

Moving downstream from the Hamlet, with the exception of about fifty acres adjacent to the Youth Center parcel, little useable land is situated between the railroad and the River. The waterfront boundary area narrows in this direction and most of the land between the railroad and Route 97 is very steep and not conducive for development. This is also the case for the land between Route 97 and the ridge top between the Hamlet and the Club 97 area. Farther south along Route 97 are

scattered a number of residences, and the Community hospital is located on fifty acres between Route 97 and the railroad. At the extreme southern end of the waterfront area, lying between the railroad and Route 97 is the Delaware Acres development which is comprised of about twenty residential lots ranging from one to three and one-half acres in size. About ten lots in Top of the World Estates, all about five acres, are also within the waterfront boundary.

Future Development Considerations

The principal concern to development of the Hamlet riverfront and lower creek side areas is the low-lying topography of much of this area and its corresponding vulnerability to seasonal flooding. This is made evident by the 1996 *Flood Line* painted on one of the Community Center storage buildings several feet up from the base. This building lays several hundred yards from the normal river channel. The flooding problem is also exacerbated by the high natural banking along the Pennsylvania side of the River. The frontage area of the River and lower creek is heavily overgrown and contains a number of downed trees. Clearance and clean-up of this area would require considerable manpower and time and presents the additional problems of material removal and disposal. Additional development/use of privately owned areas for public use would require negotiation of easements and use rights with private property owners.

The portion of the River north of the PA/NY bridge with its many small islands and multi-channel course exhibits a unique natural character and environment and could provide for exciting and novel, promotional River event confined to the immediate Callicoon area. An example is a *River Rat Race*, where canoe teams have to negotiate a designated river obstacle course in and around the maze

of small islands and water channels. Such an event could be the centerpiece of a day-long or weekend promotional event in the Hamlet sponsored by local organizations and/or the canoe rental business. Various team categories and course distances would help to attract a diverse group of participants and the concentration of activity to the immediate Callicoon area would foster use of the Hamlet's businesses and amenities.

The sensitive development of activity areas, picnic sites, community outdoor barbecue pits, performance amphitheater or stage, low-maintenance recreational sites and trails on available public waterfront lands could provide greater recreational opportunities for local residents, families and organizations, facilitate tourist and visitor appeal, and enhance promotional events. The development and maintenance of these areas could be used to create valuable training programs and experience in landscaping, grounds keeping, design and construction, recreational and environmental planning in cooperation with the Job Corps Center and the Sullivan County BOCES Vo-Tech Program.

Development and use of marginal areas along the River and Creek must also be sensitive to the need for soil stabilization and identification of environmentally delicate or important elements. Facilities incorporated in new recreational areas should be designed to be low-cost, easy maintenance, low-impact structures because of the potential for flood damage. Labor intensive projects and on-going maintenance needs for new public facilities will place additional demands on local government resources and taxpayers.

D. Zoning

The Town Zoning Law, as applied to the waterfront area, is based on the Land and

Water Use Guidelines contained in the *Upper Delaware River Management Plan*. The Guidelines represent the culmination of a decade long planning process undertaken by the National Park Service and cooperating local municipalities to develop land use controls aimed at sustaining the unique character of the river corridor and the many villages nestled along the River. Adopted in 1996, the Town's current zoning law includes provisions deemed in substantial conformance with the *Upper Delaware River Management Plan* by the Upper Delaware Council and the secretary of the Interior. The zoning districts established by the zoning law largely mirror the Upper Delaware River Corridor, and established the boundaries of the Callicoon Hamlet Area as envisioned by the *River Management Plan*. (See *Appendix D* for the Schedule of District Regulations for each zoning district.) Given the long term planning effort and level of Town commitment to the process, this plan affirms the current zoning district boundaries as the most appropriate means of achieving long term compatibility with the Upper Delaware Land and Water Use Guidelines and the overall intent of the *River Management Plan*. This approach will limit commercial development in the DR - Delaware River District and the CAL-R-1 - Callicoon Residential District, but will allow sufficient flexibility for commercial and other non-residential development in the CAL-B-1 - Callicoon Business District to implement any of the recommendations of the Waterfront Revitalization Program.

The CAL-R-1 District and the CAL-B-1 District comprise the hamlet area and the DR District encompasses the balance of the waterfront area, north from Tower Road and south from near the upstream tip of Big Island. The DR District intent included in the zoning law states:

The DR-Delaware River District is intended to provide land uses substantially in accord with the provisions and purposes of the Upper Delaware Scenic and Recreational River (UDSRR) corridor as defined and designated as a "Scenic Segment" or "Recreational Segment" in the November 1986, Upper Delaware Final River Management Plan (RMP) prepared by the Conference of Upper Delaware Townships in cooperation with the National Park Service. This District is further intended to preserve the scenic integrity of that portion of the Upper Delaware River Corridor within the Town of Delaware, while allowing recreational use and development of the area, to the extent which would remain compatible with the aforementioned RMP.

The DR District establishes a minimum lot size of two acres and allows one and two-family dwellings and agricultural and recreational uses. Intensive recreational uses such as boat liveries, RV parks and campgrounds, and golf courses are not permitted in the DR District and no recreational uses are permitted in Scenic Segments of the River corridor, which includes most of the upstream DR District. However, all types of commercial and public recreational facilities are permitted in the CAL-B-1 District, while RV parks and campgrounds are permitted only in RU Districts none of which are designated in the waterfront area.

The two zoning districts which define the Hamlet area are also intended to be consistent with the *River Management Plan*. The CAL-R-1 District is intended to *provide for the same type of residential district uses in the Callicoon Hamlet Area as in other residential areas of the Town of Delaware; but, to make such uses subject to the other requirements of this Law which are applied to the Upper Delaware Scenic and Recreational River*

Corridor Area. The District sets a residential density of one unit per 40,000 square feet of lot area, with a reduction to 20,000 square feet with central water and central sewer. Many of the single-family dwellings in the Hamlet constructed prior to 1940 which are very large and architecturally distinct in comparison to later residential dwellings constructed in times of smaller families and increasing energy costs. These nineteenth and early twentieth century structures share common characteristics of scale, style, materials, setbacks and landscaping and are a vital element of the Town's historic character and add appeal to the recreation and tourism economy so important to the Town. Zoning Law Section 616 allows the adaptive use of older, existing residential structures in the CAL-R-1 District to encourage the preservation of such structures which may, due to their size and associated maintenance and energy costs, fall into disrepair, deteriorate and diminish tax revenues or otherwise affect the welfare of the Town. Low intensity commercial uses such as offices, studios and galleries are permitted provided the structure was erected prior to 1940 and the exterior appearance is maintained.

The CAL-B-1 District *recognizes the unique character of the Callicoon Hamlet Area and provides for future commercial development in the Hamlet Area; and at the same time, provides for the substantial conformance to the River Management Plan*. The District provides for a variety of commercial uses and classifies uses which may have greater community impact as special uses which gives the Planning Board the opportunity to carefully review project proposals and establish conditions of approval to minimize impacts. Given the existing character of the core business area, the Town identified the need for special standards governing the

TOWN OF DELAWARE
Sullivan County, NY

Local Waterfront
Revitalization Program

*Map II-3- Downtown
Zoning Overlay District*

NYS Department of State Division
of Coastal Resources and
Waterfront Revitalization



Legend

-  County Road
-  Parcel
-  State Road
-  Town Road
-  Water
-  Overlay district
-  Parcels

30 0 30 60 Feet



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erection of new buildings and the alteration, addition to and enlargement of existing buildings, and established an overlay district with special standards. See *Map II-3 -- Downtown Zoning Overlay District*. The standards are intended to allow the reasonable expansion of existing businesses and the development of new business in character with existing development; front setbacks are reduced to zero, off-street parking is not required, and maximum building coverage and lot coverage are set at eighty-five and one hundred percent, respectively.

Section 613 of the zoning law sets additional performance standards for development in the three waterfront area zoning districts. Special use approval is required for timber clearcutting and any structure or use within one hundred feet of the ridgeline designated in the *River Management Plan* or which is otherwise visible from the River. Buildings and structures must be no less than one hundred feet from the River's normal high water mark and new lots fronting the River must be platted with a minimum river frontage of two hundred feet.

The zoning law also establishes the Floodplain Overlay District which is coterminous with the Special Flood Hazard Areas delineated on the Flood Insurance Rate Maps and Flood Insurance Study issued by the Federal Emergency Management Agency. In addition to all other applicable standards in the zoning law, development in the overlay district is subject to the requirements of the Town Flood Damage Prevention Law. Adopted in 1998, the Flood Damage Prevention Law is consistent with the NYS DEC model law. On streams with a regulatory floodway as shown on the Flood Insurance Rate Map, which includes the Delaware River and Callicoon Creek in the waterfront area, no new construction,

substantial improvements or other development in the floodway (including fill) shall be permitted unless a technical evaluation by a licensed professional engineer shows that such an encroachment shall not result in any increase in flood levels during occurrence of the base flood. The Law includes specific standards for anchoring and elevating structures, with the option of floodproofing non-residential structures, and to limit the production or storage of hazardous materials in areas of special flood hazard.

E. Land Ownership Patterns

(See *Map II-2 -- Downtown Existing Land Use* for core Hamlet area, and *Map II-4 -- Downtown Fringe Land Ownership* for adjoining areas.)

Most land in the waterfront area is privately owned. The publicly owned land is held by the Town of Delaware, New York State and the U.S. Department of Labor Job Corps Center. Town owned land includes two acres along Viaduct Road on which the Town sewage treatment plant is located and three acres between A. Dorrer Drive and Callicoon Creek. The three-acre parcel on A. Dorrer Drive was recently acquired by donation and has been developed for parking, with the balance of the parcel, largely in the floodplain, part of the focus of this study. A plan for a park in this area has been prepared and includes picnic tables, a playground, a beach, and a boat launch. The park plan will be evaluated in terms of implementing the recommendations of this study.

The State of New York owns a small parcel on the south side of Bridge Street which is a remnant parcel from the former state-owned bridge which crossed the River prior to the erection of the new structure; and was the location of the toll house associated with the

earlier bridge. As previously noted, the Job Corps Center is located on the former seminary property, a fifty-acre parcel owned by the U.S. Department of Labor. Although not immediately on the waterfront and unavailable for development, the presence of the Job Corps Center in the Town is a potential resource for plan implementation given the Center's past willingness to assist with community improvement projects.

Although not publicly owned, the recreation facilities owned and maintained between Creamery Road, Callicoon Creek and the River by the non-profit, Delaware Youth Center, Inc., are a key community asset and hold additional potential for revitalization of the waterfront area. Included on this fifteen acres is the NYS DEC river access leased from Delaware Youth Center, Inc. The Holy Cross Cemetery and a nondenominational cemetery owned by the Callicoon Cemetery Association, consisting of two parcels totaling two and one-half acres, are located along Creamery Road just south of the Community Center. Another community based organization, the Callicoon Fire District, owns a lot at the corner of School and Hill Streets where the District maintains its fire department facilities.

Norfolk Southern land is also a predominate feature along the entire length of the waterfront. As is the case with many of the hamlets along the River, the Hamlet of Callicoon developed in conjunction with the railroad, and the Norfolk Southern lines and former station are an integral part of the Hamlet's character. Running up-river parallel to River Road, the Norfolk Southern line lies to the rear of river-front properties and poses no problem to River access. North of River Road, the railroad hugs the bank of the River and presents an access barrier to upland properties. The same can be said for the

waterfront below the Hamlet beginning just downstream of the Upper Delaware Campground south to the Town of Cochecton line.

The waterfront areas also includes two significant Delaware River islands. Ninety-acre Big Island, at the southern end of the waterfront, is privately owned; and, thirty-six-acre Butternut Island, lying near the upriver end of River Road, was recently donated by its owner to The Nature Conservancy, which has contracted with the Delaware Highlands Conservancy to maintain the island. Both islands are undeveloped; the Conservancy ownership of Butternut island will certainly preserve its undeveloped state, and Big Island is governed by the Town Flood Damage Prevention Law which is discussed in a later section.

F. Public Access and Recreational Resources

The only formal public River access in the waterfront area is the NYS DEC operated boat launch on the Youth Center property. (See *Map II-4 -- Downtown Fringe Land Ownership.*) The access road leading to the site and the parking and launch area itself are in need of improvement. The steep banks and tangle of vegetation and debris makes access across the Town-owned land along A. Dorrer Drive difficult. Nevertheless, the improvement of the undeveloped riverfront and creek side areas would enhance the scenic beauty and appeal of the Hamlet and promote a stronger community image, consistent with outdoor, nature-related, *eco-tourism*, one of the fastest growing travel markets. River users, primarily fishermen, access the River at a number of informal accesses across private property including areas along River Road and under the PA/NY bridge. A private canoe rental business is located near the PA/NY

TOWN OF DELAWARE

Sullivan County, NY

Local Waterfront
Revitalization Program

Map II-4- Downtown Fringe
Land Ownership

NYS Department of State Division
of Coastal Resources and
Waterfront Revitalization



Legend

- Sewege Treatment Plant
- Youth center
- River access
- Fringe Land**
 - Dept Labor/Youth Center
 - Delaware Campground
 - Conrail
- County Road
- Parcel
- State Road
- Town Road
- Water

200 0 200 400 Feet



Sullivan County Division of Planning
and Community Development

October 1998



bridge and the commercial campground provides access to the River for its patrons. The issue of public access to the River is currently being debated in the region and hinges on the complicated question of who controls the land under the River -- private property owners or the State of New York.

Callicoon has a number of non-river related opportunities for recreational pursuits: a movie theater, bowling alley, roller skating rink, community youth center, free library, restaurants and taverns, musical entertainment, visitor lodging and campgrounds, antique shops and flea markets. In addition, NYS Route 97 and NYS Route 17 (now I-86) have each been designated as a Bike-Way and the Delaware River has been nominated for designation as an American Heritage River, both of which hold great potential for increased tourism. Although the River was not approved, subsequent nominations are anticipated. As stated by President Clinton, the American Heritage Rivers Initiative is a federal program aimed at assisting local communities to revitalize their waterfronts and clean up pollution.

The nature of Callicoon's business mix, recreational opportunities, and availability of over-night accommodations suggest that the nature of most tourism and visitation is short-term, single day, or on-route to destination, with limited extended and vacation destination appeal. Many of Callicoon's recreational attractions are *fair weather* activities which limit its year-round potential to attract visitors. Additional and diversified recreational facilities and opportunities would strengthen Callicoon's revitalization efforts, its consumer and destination appeal, its opportunities for residents, and stimulate new residential and commercial growth. However, it is important to note that the Hamlet's proximity to year-round recreational opportunities and other

communities of interest place it in a competitive market area in which it must keep pace and develop its own unique niche to be successful. Another option would be to cooperate with other nearby River communities and organizations to promote tourism.

G. Infrastructure - Water, Sewer, Solid Waste, Transportation

The term infrastructure generally refers to the physical systems within a community which provide the necessary services and capabilities for the conduct of that community's essential activities. A reliable, potable water supply, adequate sewage and solid waste disposal, and well maintained roads are critical to the economic success of any community. In the 1985 *Callicoon Main Street Improvement Study*, three infrastructure deficiencies were identified as impediments to Callicoon's central business district development: lack of a central sewage system, Main Street surface drainage problems, and inadequate storm-water drainage via the central culvert system. While these issues have been addressed, certain infrastructure concerns remain to be addressed.

The completion of the infrastructure improvement projects is a significant and demonstrable indication of the willingness of state and local government and local taxpayers to make substantial investments in community improvements which contribute to local economic development. This willingness and demonstration establish a "track record" which can further the community's attempts to acquire additional governmental and community support, grant assistance and private/public funding, and attract new business. Further, such accomplishments illustrate the community's ability to identify local problems, develop corrective strategies

and plans, and implement those plans effectively.

Two key questions related to the significant infrastructure improvements outlined here are raised in consideration of a revitalization program: 1) Have these precursory improvements been sufficiently integrated into an overall strategy of economic development in the Hamlet of Callicoon, or are they simply unrelated accomplishments in and of themselves? 2) As the additional steps necessary for such a revitalization will depend proportionately more on local community support, planning, implementation and financing than these infrastructure improvements have, is such a commitment possible?

Water Supply

The entire waterfront area is served by groundwater supplies. The Callicoon Water Company, a private, commercial operation, provides water to the Hamlet while the outlying areas are served by on-site wells. Groundwater is generally of good quality and of sufficient quantity to meet foreseeable needs given that residential and retail/service establishment are the principal types of development anticipated.

Sewage Disposal

The central sewage collection and treatment system operated by the Town serves the Hamlet area. Completed in 1992, the system is in good condition and with flows averaging about fifty percent of the daily capacity of 120,000 gallons, the system will certainly be adequate to meet expected demand for many years. Provided the system is maintained and operated in accord with NYS DEC requirements, it should continue to contribute to improved water quality for the Callicoon Creek and the Delaware River in the immediate vicinity of the Hamlet of

Callicoon. Access to centralized sewage may be an inducement for the location of new business and light industry, provided that the associated costs are reasonably contained and/or are subsidized or pro-rated to encourage such development. Sewage disposal in areas not served by the central system is provided by on-site sewage systems. New systems must be installed in accord with state health department requirements. While many of the older systems would not meet current health department requirements, the lower density of development in these areas has likely minimized detrimental effects on water quality.

Solid Waste Disposal

The Town provides no sanitation services and solid waste throughout the waterfront area is collected and disposed of by private waste haulers contracted by individual property owners and residents. The National Park Service and NYS DEC, via cooperative agreements with the Towns in the Upper Delaware corridor, provide some funding for trash pick-up. The waste is hauled to state-approved landfills including the Sullivan County Landfill in Monticello and the Keystone Landfill near Scranton, Pennsylvania.

Transportation

The improved Route 97 provides excellent highway access to Callicoon as does the PA/NY bridge from the Pennsylvania side. Access to and from I-86 (formerly NYS Route 17) at Monticello is only about fifteen miles via Route 17A & 17B or at Liberty via Route 52. Though not discussed in the 1985 *Improvement Study*, the replacement of the Route 97 overpass-bridge is a major accomplishment which enhances Route 97 as a major thoroughfare through the region and to Callicoon, and the bridge is an impressive structure to add to the community's

transportation history. Main Street and the other central streets of the Hamlet have been adequately resurfaced and are in good condition. While the resurfacing of Main Street has been completed, the drainage problem along Main Street and sidewalks need improvement to eliminate the accumulation of ice build-up on sidewalk surfaces during the winter months. Road surface improvements and the Route 97 bridge replacement means basic modern access to the Hamlet and its business district is maintained and does not present unnecessary impediments to future development and increased trade and tourism.

A. Dorrer Drive, behind the west side of Main Street, has recently been paved and serves as an alternate access to and from Peck's Market parking lot and the rear parking area behind Main Street which has been developed by the Town. With the relocation of Lander's River Trips and the construction of the River Mart convenience store and gas pumps, the accompanying increase of traffic in this area makes for a somewhat haphazard traffic flow and can create dusty or muddy conditions along this drive. The paving of A. Dorrer Drive has improved traffic flow, lessened congestion on Main Street, improved access to existing businesses and private parking areas, provided additional on-street parking, and created new street-side locations for permanent businesses or seasonal and event-related kiosks or booths. Attractive and complimentary amenities along the improved drive would enhance pedestrian traffic and afford additional scenic access to the River, businesses and new recreational areas.

The 1985 *Main Street Improvement Study* identified parking and traffic circulation as problems in the core business center. The relocation of Lander's Canoe Trips to the rear of Main Street along A. Dorrer Drive, as

suggested in the 1985 study, has helped to consolidate parking with this business away from Main Street. Some additional public parking has been added by improving the parking area on Norfolk Southern property and the lot developed by the Town behind Main Street along Dorrer Drive. Significant space remains for additional parking at the rear of businesses along the west side of Main Street. The narrowness of Main and Academy (School) Streets in the center of town and their associated parking spaces still make parking and traffic flow problematic. Traffic direction and business location signs, identified in the 1985 study as inadequate, is still not uniform, clear and adequate to assist a smooth flow of traffic, particularly in the case of out-of-town visitors. Uniform and consolidated traffic and destination signs would reduce congestion, help orient and direct visitor and tourist traffic, and designate central business areas and recreational facilities.

Pedestrian foot-traffic in the Hamlet remains largely unprovided for, as identified in the 1985 *Improvement Study*, in the traffic intersection between Main and School Streets and along Main Street connecting with Peck's Market. The condition of the sidewalks along the west side of Main Street still lacks uniformity of condition, construction and materials, and consistent, integrated provision of public amenities. The use of sandwich board signs in front of businesses constricts the already narrow sidewalk.

Services and facilities required for bicycle traffic and cyclists are also lacking in the Hamlet. The recent designation of Route 97 as part of State Bike Route 17 and NYS Department of Transportation efforts to promote bicycle use provide an opportunity to the Town to encourage bicycle use and attract additional tourists by providing bicycle racks, restroom facilities and bicycle route signs.

Grant programs could provide much of the funding for this effort.

Continuing traffic, parking and pedestrian constraints will inhibit the Hamlet from maximizing its potential for economic and community revitalization. Successful revitalization will create greater pressure on traffic systems and parking facilities which will demand effective solutions and appropriate development; yet, the associated costs of improvements will strain local financial resources and will require thoughtful, creative solutions and strong community support.

Public transportation is unavailable in the waterfront area or anywhere in the Town. The Norfolk Southern line certainly holds great potential for passenger service connection to outside the region and can serve the shipping needs of any business or industry in the community. The nearest freight siding is located at Cocheton Mill. However, as noted earlier, the railroad line also presents a significant barrier to River access, and given its prominent and disruptive location in the center of the Hamlet it may complicate revitalization efforts focused on increased tourism.

H. Historic Resources

Much of the Hamlet's potential for revitalization resides in its architectural strength. In many cases, this strength can be maintained on an affordable schedule of preservation and appropriate rehabilitation of existing structures. Without a method of preserving the existing architectural heritage of the central business district and redirecting new commercial development to other areas, Callicoon will lose much of its current appeal and potential for revitalization to become a community of buildings and businesses with

no centralizing theme. Efforts to establish historic areas and design guidelines often meet with misunderstanding and resistance from many in the community, local government and property owners. Successful efforts require solutions which are equitable to all concerned and a good deal of public education and negotiation. Consensus is often developed by emphasizing both individual and community benefits and gains. State, federal and non-profit organization assistance with historic preservation is readily available and should be employed by the Town and local businesses. However, participating government agency expertise and technical assistance must be provided in a manner which is appreciative of the property owner's interests, vision, knowledge and resources.

The Hamlet of Callicoon possesses a wealth of historic and commercial buildings, approximately twenty-five in number, in its existing downtown area. Most of the storefronts are occupied by businesses and many of the upper-story spaces are utilized. Most of these structures were built in the late 1800's to the 1920's, exhibit a strong sense of design and place in time, and are concentrated along the west side of Main Street and the east side of School Street. The 1898 Erie Railroad Station is located centrally between these two streets and is key to the historic character of the Hamlet. Unfortunately, development of the station and its grounds for a productive community use continues to meet with a lack of enthusiasm and cooperation from its current owner. This is an important ingredient critical to the Hamlet's revitalization and reservations to its integration into such a plan must be overcome via all available avenues.

Many of these structures retain their original architectural points or have been adapted along reasonably appropriate and consistent points of their original design. However,

some recent construction and renovations in the downtown have opted for contemporary designs which conflict with the overall architectural themes of the surrounding buildings. Several storefronts have been remodeled without proper consideration of materials and design which could have preserved the architectural unity of the building and storefront without appreciably adding to renovation costs. In a number of these cases where renovation or re-adaptation has not been consistent with the original structural detail, corrective measures would not have to be extensive or prohibitively expensive. Several additional buildings could currently benefit from appropriate facade improvements which would equally benefit the overall appeal of the business center. Many property owners will opt for appropriate solutions once they become knowledgeable of proper design issues, techniques, affordability, and the economic benefits of such improvements.

Improvement of the Main Street sidewalk, addition of uniform public amenities (street lights, trash receptacles, flower boxes and planters), and elimination of sandwich board signs, would add to the historic charm of the downtown area and encourage pedestrian use. Delaying improvements along A. Dorrer Drive and the Main Street sidewalk, Callicoon will continue to project an uneven image of historic and natural charm in the midst of deterioration and lack of planning and development of cohesive, modern public access and amenities critical to attracting new businesses, consumers, and visitors.

The Town of Delaware Master Plan (1996) has created a "downtown overlay district" in the central area of Callicoon to accommodate previously non-conforming characteristics of reduced setbacks, maximum lot and building coverage, off-street parking and loading area

requirements; and this approach has been instituted by the zoning law. Nevertheless, increased sensitivity to historic preservation in development zoning in and around the Hamlet can preserve the architectural uniqueness of the downtown area and still encourage new economic development and more contemporary and commercial design in adjacent areas of the Town.

In addition to the central business district, there are a number of other unique examples of other architectural styles and time periods within the Hamlet: the 1940's style movie theater, the 1908 School building, several churches, the Seminary (Job Corps Center) compound, and several structures which pre-date the 1888 fire. The coal silos and associated buildings are interesting and may have significant historic potential, but rehabilitation could be difficult and expensive. No historic sites have been inventoried outside the hamlet area.

The 1985 *Improvement Study* discussed the value of designation of properties to the National Register of Historic Places noting that:

The National Register of Historic Places is simply a list of the nation's important historic sites. It is referred to as a "planning document", and puts no restrictions on an owner's use of his or her property. The owner can add on, remodel or repaint it, regardless of its historic designation. Designation does offer some advantages, including:

1. *Funding eligibility - Little public funding is now available for historic preservation. The federal program currently concentrates on tax credits for restoration projects. Some funding is also available from foundations but relies upon a highly competitive process. Hope of receiving such monies is enhanced by*

official historic designation.

2. Protection - The National Register designation blocks federally funded projects, such as new highways, that threaten to destroy or disturb historic projects. All such projects must go through a lengthy federal review process in which steps are taken to avert or alleviate negative impact upon historic properties.

3. Prestige - Public recognition as a National Register property alone tends to encourage an owner to maintain and rehabilitate a property. Prestige may also be utilized for the marketing of both individual stores and the Main Street area in general.

4. Increased Property Value - Generally speaking, properties designated as historically significant and properties within officially, designated historic districts increase in value. This is especially evident in cases where property owners capitalize on the historic qualities of their property by proper preservation and maintenance.

5. Community Pride - Low community self-esteem can be a serious problem to small towns which have been through a long period of economic depression. Recognition of local history and glorification of the community's heritage are powerful tools for fighting this psychological enemy. Designation of historic sites and districts, particularly when coupled with a program of restoration and rehabilitation, is an excellent way to draw attention to that heritage.

Four properties in the Town of Delaware are listed on the State and National Registers -- the Callicoon Methodist Church and Chapel, Church Street (Route 97), the Saint James Episcopal Church and Rectory on Mill Street, the Delaware Free Library on Main Street, and

the Saint Joseph's Seminary property (Job Corps Center). The New York State Office of Historic Preservation completed a Multiple Property Inventory and identified several other properties eligible for the National Register all of which are located in the Hamlet. (See *Appendix E.*) The Inventory determined that no area in the Hamlet qualifies for an historic district and identified no properties in the central business area as eligible for the National Register. However, the Delaware House, given its recent rehabilitation, may now qualify, and with certain facade improvements the downtown may qualify for an historic district designation. In addition, the Callicoon Railroad Station is eligible.

The 1985 *Improvement Study* noted that *the community may wish to look into the possibility of locally designated historic sites. Only on the local level can any restrictions be placed upon private property owners. At such time as the area is upgraded and restored, residents may wish to "put some teeth into" such designations, in order to protect their own property values from uncaring or destructive property owners. Such action, it should be emphasized, is purely a local prerogative and can be as restrictive or non-restrictive as the community chooses.* The Upper Delaware Heritage Alliance maintains an Old House Registry of residences at least seventy-five years in age. Homeowners request inclusion and the residence is reviewed by a panel of Alliance members. Several residences in the Hamlet are listed on the registry.

I. Signs & Accessory Amenities

Improved signs is an affordable and achievable first-step for businesses and the community which will contribute to improved traffic flow, customer interest, visitor

orientation and promotion, and community image. Amenities, trees and plants, and urban landscaping which cater to pedestrians, shoppers and visitors also add warmth and appeal to a downtown area and would help tie the commercial district to the natural surroundings of the River, Creek and hillsides. Such improvements can be planned to be made over a multi-year period to offset costs, create sustained interest and community self-esteem, and provide visible evidence of accomplishment and progress. As with building and facade improvement, some property owners may not initially embrace or may fail to recognize the benefits of sign improvements and additional amenities. Sign design guidelines should be developed and disseminated, and helpful, responsive, non-threatening expertise and assistance should be provided. In addition, changes may be necessary in existing codes related to signs.

The major entrance ways to Callicoon, Route 97, the PA/NY bridge and Route 17A lack eye-catching and inviting *WELCOME* signs which could help to create a warm, positive community image, to promote tourism and to increase visitation and business. Many such signs incorporate a distinctive logo or visual representative of a community's unique attraction. At major intersections, South Main and Main Streets for example, signs are cluttered and piecemeal. At such locations, unified, uniform and subtle signs would aid in providing useful directional information to the business district and points of interest without being visually distracting and unsightly.

A number of business signs in the Hamlet are well designed and consistent with the style of their associated buildings and businesses. However, some signs in the downtown area lack the basic elements which attract customers and add to a business's image: appropriate scale of sign size and lettering;

color and lettering which coordinates with and compliments the associated buildings; proper location on storefronts; and use of external lighting--not backlighting or neon, and painted or made of natural materials--not plastic. Primary business signs should be flush with the buildings and storefronts. If projecting or overhanging signs are permitted in keeping with the original architectural period of the building, they should be restricted in size and overhang distance from the building. Historically, overhanging signs usually depicted a business logo or graphic associated with a particular business; this can enhance the uniqueness of a business. Again such signs should be in keeping with the building's style--no plastic, back lighted or neon signs. Doorways and windows should not be cluttered with signs, posters, etc., which are distracting, lessen visual appeal and interfere with generating customer interest in a business, its window displays and merchandise. Doors and windows of businesses can be easily cleared of clutter, inappropriate signs, posters and banners. Clean windows and attractive displays only require a little manual labor and creativity and are the best single way to attract customers into an establishment. Given the narrow sidewalks on Main Street, sidewalk sandwich board signs are not practical. *Ghost* signs, those that remain after businesses no longer exist or have relocated, confuse, frustrate and discourage customers and visitors new to the area, and should be removed.

The compact nature, *closeness* and business mix of the downtown area is conducive to pedestrian interest and pace of activity. However, this characteristic does limit the amount of open space in the downtown and along pedestrian walkways. Much of the downtown area is absent of flower boxes or planters, trees and landscaped areas, attractive trash receptacles, benches, period-style

lighting and other amenities that could warm the Hamlet's image and which shoppers and visitors enjoy. Nevertheless, there are several areas that would lend themselves well to public amenities like benches, trash receptacles, period streetlights, and trees and landscaping: the Train Station grounds and rail bed, south end of Main Street near Peck's Market, the Community Center grounds, and open areas between buildings. Another concern raised by the business community is the need for public restrooms in the downtown area. An improved A. Dorrer Drive is another area that could accommodate these types of amenities.

J. Business Development & Diversification

Callicoon has a strong base of dining and entertainment establishments, antique shops and flea markets, and a canoe rental/river excursion business which attract tourist business. A number of local consumer needs are provided for by a large grocery store, convenience store, bank, real estate office, insurance and legal services, car dealership and service stations, health care services, pharmacy, funeral home, laundromat and car wash, florist, a home and building center, a farm and garden center, and other recreational businesses identified earlier.

All of these businesses are dependent on seasonal consumer activity or the limited local population, which also makes new business creation and diversification difficult. In addition, much local retail and service spending is drawn from Callicoon to other local market areas like Liberty, Monticello, Middletown, Narrowsburg, Hancock, and Honesdale, and major metropolitan areas such as Binghamton, Scranton and New York City. Adding to the dilemma is the fact that small and first-time business owners have the highest business failure rates, the majority

occurring in the first year of operation. Lack of experience, insufficient knowledge of customer needs, inadequate promotion and marketing, and financial constraints can all contribute to failure. Local business support systems are vital to successful business development.

The Hamlet could benefit from a number of relatively inexpensive methods of identifying consumer needs and potential business niches ripe for development. For example, customer and local resident surveys can identify unsatisfied needs for products and services, and can also identify promising new, in-home or fledgling businesses and entrepreneurs which could be successfully developed and relocated to the downtown. Business product and service checklists can identify gaps in the local business mix and potential areas for diversification. Consumer market studies can be purchased inexpensively which provide a wealth of information about local consumer demographics, income levels, purchasing patterns and emerging needs and trends. The identification and initiation of these actions would best be accomplished via a comprehensive business plan for the Callicoon business district. However, such a plan can only be accomplished with concerted, unified and sustained initiative by the business community.

K. Marketing & Promotion

There are two basic promotional strategies: event promotion and institutional or *image* promotion. A number of events promote interest in the Hamlet of Callicoon: the July Street Fair and Tractor parade, the Halloween Parade and Thanksgiving Arts & Crafts Show, the Library book sale, and other functions at the Youth Center. Downtown retail sales and contests are other examples of event promotion. *Image* or institutional promotions

focus on drawing attention and customer interest to the business district as a distinct, identifiable area. This type of promotion lends itself well to incorporating historic preservation efforts, facade and sign improvements, new recreational facilities and public amenities, and other revitalization efforts into creating *name brand* identification and loyalty with consumers. Callicoon offers a wealth of opportunities for this type of promotion. Improved recreational facilities and locations would provide greater opportunity for new promotional ideas and events that hold participants and their purchasing power in the immediate business district and improve the riverfront's position as a visitor destination. However, deterioration or lack of progress in downtown and waterfront revitalization will generate its own negative image promotion.

The Callicoon Business Association has created and disseminated an attractive and informative brochure to promote the Hamlet and its attractions. Again, the initiative of an organized business community cannot be overemphasized as the key to success of any marketing and promotion effort. The current event schedule needs strengthening and diversification into activities that will appeal to affluent segments of the emerging consumer market. However, *bigger and better* events and promotions require effective organization, coordination, cooperation and participation on the part of local business, government and community groups. In short, big events, to be successful, demand increased time and local effort. Increased visitor levels and improved business for a day or weekend must be balanced by the fact that such events may not appreciably improve annual sales and business volume.

Sales promotions need to be coordinated business-wide and incorporate group

advertising and merchandising. Many revitalization groups adopt downtown logos and slogans which are incorporated in collective advertising, letterheads, brochures, business cards and promotional items like coffee mugs, T-shirts, caps, shopping bags, etc. The sale of such promotional items can offset their cost and generate revenue for additional events and products while fostering interest and awareness of the downtown and riverfront. In addition, marketing efforts must better identify consumer groups, their needs and interests and find better ways to reach these groups; Job Corps students, second home owners and part-time residents are good examples.

The presence of local news media, the Library book sale, such as *The Sullivan County Democrat*, *The River Reporter* and various radio stations is ideal for local news coverage that focuses on revitalization efforts, building and sign improvements, historic preservation, recreational facilities development, new business openings or expansion, events coverage, etc., and promotes the Hamlet's image. The media can also help develop coordinated advertising packages and offer reduced cost, group advertising plans.

L. Scenic Resources

The Upper Delaware's scenic beauty played a key role in the River's designation as a National Scenic and Recreational River. The *River Management Plan* states:

The Upper Delaware River is the most outstanding remaining example of a free-flowing, relatively undeveloped river in its section of the Appalachian Plateau physiographic region. There is a marked diversity of unique landforms throughout the river corridor. The Delaware River Gorge has been identified by the Pennsylvania Bureau of Topographic and Geologic Survey

as one of the outstanding scenic geologic features in the state. The gorge begins above Matamoras and runs north throughout most of the river segment, ranging between two and three thousand feet in width. A series of river-cut promontories within the gorge contrast with the gently rolling hills of the regional landscape. . . Unique land resources such as the rock promontories and waterfalls of the Upper Delaware River corridor are examples of the important geological features of a river valley which the Wild and Scenic Rivers Act is required to protect. Similar to the entire corridor, the Delaware River valley in the Town of Delaware is characterized by broad vistas of the River as it flows between forested ridges. Outside of the hamlet, the goals of the River Management Plan, as implemented by the Town Zoning law, are aimed at conserving the scenic resources of the corridor while allowing reasonable levels of residential development.

M. Water Quality

The water quality of the Delaware River is good to excellent as evidenced by the varied and thriving fish populations; coldwater species in the northern reaches and warmwater species in the lower reaches. The Delaware River Basin Commission (DRBC), as authorized by the Delaware River Basin Compact and the Water Code of the Delaware River Basin, has established and enforces interstate water quality standards. The Delaware is classified as *outstanding basin waters* by the DRBC and NYS DEC classifies the River as an *AT* protected stream. Pollutant discharge criteria assure antidegradation of water quality. For example, the antidegradation criteria are applied to the Callicoon Sewer District treatment plant which discharges to the Callicoon Creek a short distance upstream from the Delaware. Water quality in Callicoon Creek is also good, with a DEC classification of *CT*, and local

volunteers monitor water quality in cooperation with the Sullivan County Water Quality Coordinating Committee, the NYS Department of Environmental Conservation, the National Park Service and the National Resource Conservation Service.

N. Flooding and Storm Water Control

As noted in an earlier section, the Town Flood Damage Prevention Law regulates development in floodplain. Most of the Hamlet area is outside the 100-year flood hazard area delineated by the National Flood Insurance Program Flood Insurance Rate Map. Areas within the floodplain include the low-lying area along Callicoon Creek, the Youth Center property and campground. (See the Hamlet section of the Flood Insurance Rate Map in the Appendix for details.) South of the Hamlet the floodplain falls below the railroad line. River Road north of the hamlet generally defines the floodplain boundary to the southern tip of Butternut Island, where the one hundred-year flood area extends beyond the road in many areas. North of the terminus of River Road, the railroad bed again defines the floodplain line. The Town's waterfront area has had its share of flooding and those areas lying within the floodplain will certainly be again inundated. However, all revitalization efforts must consider protection of public investments. Non-flood related capital improvement projects should not be undertaken in the floodplain and private development will be controlled in accord with the Flood Damage Prevention Law in accord with state and federal requirements.

A critical capital improvement project has been recently completed in the Hamlet. Historically, the Hamlet has struggled with a storm water problem through the center of the downtown area, the flow of water arising from the heights and causing flooding at the lower elevation. An unusual storm and snow melt in

1996 resulted in the failure of the culvert system and severe erosion at Main Street and A. Dorrer Drive. The new system was installed cooperatively by the Town and County with the assistance of federal flood disaster funds.

O. Fish and Wildlife

Fish and wildlife populations in the non-Hamlet areas of the waterfront include the typical animals and birds found in Sullivan County, and hunting and fishing constitute an important part of the local economy. As noted earlier, the River supports an abundant fish population, with the Town of Delaware section part of the transition area from coldwater to warmwater species. In terms of federally identified threatened and endangered species, the bald eagle, recently moved from endangered to threatened, is a frequent visitor to the River corridor. In 1986, the *River Management Plan* reported that *the area near the reservoirs associated with the lower Mongaup River and the Upper Delaware River supports up to fifty bald eagles between November and March each year and is one of the most significant bald eagle wintering areas in the northeast United States. The corridor is also used regularly during the summer months by eagles from the south, probably nesting in Florida.* Over the past several years, six to eight nesting pairs of bald eagles have been reported in the region, with at least two pairs nesting within the Upper Delaware Corridor. The exact locations of eagle nests are not publicized in order to minimize human disturbance, therefore eagle nesting in the Town of Delaware waterfront area has not been confirmed.

P. Important Agricultural Lands

Agriculture in the waterfront area is minimal with no active dairy operations. Only a small portion of the waterfront area, located at the northern boundary of the Town where no

revitalization projects are anticipated, is included in a state-approved agricultural district, and the only agricultural activity in this area is somewhat less than one hundred acres of hay fields. Situated at the southern end of the waterfront area, is Tamarack Flats where about forty acres are cultivated primarily for corn; again, no revitalization projects are proposed for this area.