

# 2017 Jamestown Comprehensive Plan

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### Topic Cross Reference

Because many of the topics in the comprehensive plan are inter-related, particularly to land use, below is a chart that conveys where additional related topics may be found.

<i>Chapter</i>	<i>For more information on:</i>
Environment	Natural hazards (and impacts on development), living with nature
Circulation	Roads, access and getting around town
Utilities	Town water service and on-site wastewater treatment
Facilities and Services	Town facilities and services, regional services
Land Use	Existing land use and predicted future land use
External Factors	Relationships with Boulder County and the U.S. Forest Service



# 1 Chapter 1

## Introduction



*Figure 1-1: Snow on area mountains*

The *Jamestown Comprehensive Plan* is an official public document adopted by the Town of Jamestown Board of Trustees as a formal definition of the Town's aspirations for its future. It sets forth policies and programs in order to guide the physical development of the community. This plan describes, in general, the way Jamestown wants to develop as it grows and recommends guidelines in order to achieve the desired results.

This plan is comprehensive in that it takes a broad look at a wide range of issues that exist in the community and that should be considered as the Town evolves over time.

This plan is general in that it does not indicate specific location or detailed regulations. However, it does provide recommendations for the development of regulations if they are determined necessary by the community.

The plan is also long range because it attempts to look beyond the foreground of current issues to the possibilities of the future.

It should be noted that even the most soundly based plan has a limited life span. As time, technologies, and philosophies change, the plan should be revised to reflect the changing situation.

### **The Need for a Comprehensive Plan**

To become a more resilient community in the face of adversities – whether natural or man-made – Jamestown intends to build a stronger and more flexible physical and social infrastructure that can better adapt, evolve, and thrive through the inevitable changes that may occur.

Many residents have been attracted to Jamestown due to its environmental assets, its small size, and because it is isolated, but within easy reach of Boulder, Longmont, and Denver. In respect to land use and development, to ensure Jamestown the ability to guide its own future; make decisions about land use and growth; and have influence on what occurs on land within close proximity to the Town, a comprehensive plan is the State and County recognized tool to do so.

The potential for growth in the region – including Jamestown – continues due to the high population and economic growth of the Front Range. This pressure is significant due to several factors:

- County development policies in the mountains have greatly reduced further subdivision with the exception of those subdivisions already platted. This has made platted lots within town more desirable due to the general scarcity of mountain lots.
- Vacant land remains within the town limits. Sixty-four vacant platted lots and mining claims (totaling approximately 121 acres) exist<sup>1</sup>.
- Jamestown is a very desirable place to live due to the growing trend of people moving to small towns that tend to have cleaner air, a community atmosphere, and recreation opportunities.
- Jamestown is in close proximity to the City of Boulder where the cost of living continues to rise making it more desirable to live near, but not necessarily in, Boulder proper.
- With the restoration and upgrading of the Lefthand Canyon and James Canyon Roads, commuting to/from Boulder from mountain communities including Jamestown will be more and more attractive to people.
- Jamestown sits on the edge of the Colorado Mineral Belt. There is a possibility that rich deposits of base minerals will be found in the area. The impact to the social and physical environment of Jamestown caused by a large mineral development cannot be overestimated. The Town has limited jurisdiction of these operations as they will probably develop on federal land.

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<sup>1</sup> Boulder County Geographic Information Systems and conveyed in the 2015 Land Use and Housing Study.

With the pending growth pressure, the Town acknowledges that development in Jamestown is constrained - specifically due to the terrain. Steep slopes, floodplains, and other natural hazards exist. These aspects pose difficulties in ensuring safety of lives and property. The rugged terrain also creates hurdles for the installation and maintenance of roads, water infrastructure, wastewater treatment, and utilities as well as for the provision of services to the community. These aspects of the community should be considered along with the overall community vision as time moves forward.

### **The Need for an Update to the 1981 Comprehensive Plan**

Jamestown's original comprehensive plan was adopted in 1981. Over the decades, it served the Town adequately. However, changes in events, technology, philosophies, and land use tools have led to the need for the first update to the 1981 version.

A major catalyst for the 2016 update to the Jamestown Comprehensive Plan was the flood event of 2013. The flood resulted in loss of life and property, and powerfully impacted and altered the terrain of the natural environment and the watersheds across the Front Range of Colorado. Eighteen homes, a number of roads, and the town's water distribution system were destroyed. The greater Jamestown area also suffered significant housing damage and roads were severely impacted and completely destroyed in several critical areas.



*Figure 1-2: Easter egg hunt*

The flood resulted in impacts to land use, natural systems, utilities and, initially, the availability of housing for those displaced by the flood. These impacts also affected the Town budget through increased costs to town systems and a decrease in revenue. To recover from the impacts, a community discussion began on what the identity of the community is, what the vision should be, and where appropriate areas for development might be.

Various planning efforts were conducted in Jamestown in terms of recovery from the 2013 flood event. These studies were consolidated to inform this update of the comprehensive plan. These studies include the:

- **Jamestown Area Long Term Recovery Plan (2016)** – The *Jamestown Area Long Term Recovery Plan* is intended to guide the Town government and community in its rebuilding as well as to enhance certain aspects of the greater Jamestown area community to both mitigate the impacts of, and become more resilient to, future disruptive events. The themes of the plan are based on nine guiding principles identified by the community. They include: a healthy local government and civic culture; safe community; supportive community services; getting around town; living with nature; land use and housing; and vibrant communities.

The plan was prepared between September 2014 and April 2015. The planning process for the *Jamestown Area Long Term Recovery Plan* included several community meetings, work sessions with six Community Planning Groups. A Plan Implementation Group was formed to assist with turning the concepts and actions of the plan into reality.

- The **Jamestown Hazard Investigation and Risk Assessment (HIRA)**: The *2015 HIRA* was developed to better identify and assess a variety of hazards that the community may face due to its physical setting. The report also provided recommendations that the Town should consider to better mitigate the impacts of the identified hazards. The process included public review of the findings and included an advisory team made up of community members.
- The **2015 Land Use and Housing Study**: A companion to the *2015 HIRA*, the *2015 Land Use and Housing Study* analyzed the housing and land use opportunities for the community based on the information provided in the *HIRA*. It identifies the parcels within town limits that are more promising for development and conveys issues that the Town should consider before reviewing development proposals in and around town limits. The report also contains a housing survey that measures the community's attitude toward future development. The process included an advisory team, community housing survey, community meetings, and updates to the Board of Trustees.

## Policies

The issues raised in this document are not new - most of them existed in the 1981 edition. Many of those issues were reconfirmed through the planning processes for the *Jamestown Area Long Term Recovery Plan*, the *Hazard Identification and Risk Assessment and Land Use and Housing Study*, or during one of the many town meetings held between 2013 and 2016. A number of new issues were also identified in these processes. These issues have been incorporated and addressed in the policies that follow.

The policies are considerations for the Town Board to apply when making decisions about the future of Jamestown. They are formed in order to help guide the development of the town in a manner that upholds the vision of the community. Also included are suggested programs and actions that should be carried out to in order to help implement the policies.

<b>Topic Cross Reference</b>	
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# 2 Chapter 2

## Community Profile



Figure 2-1: Jamestown Mercantile

The following community profile presents the historic, geological and demographic aspects of Jamestown. The information is used to gain a better understanding of the unique make-up of the community as well as assess specific needs so they may be addressed in an approach best suited for these unique set of circumstances. The sources of the information, as well as additional data and information for each section, include the *2015 Boulder County Hazard Mitigation Plan*; the *2015 Hazard Investigation and Risk Assessment and Land Use and Housing Study*; and the *U.S. Census and American Community Survey* data.

### Setting

Jamestown is a mountain community located in the foothills of central Boulder County at an elevation of 7,000 feet. It is situated at the confluence of James Creek and Little James Creek and sits within mountainous terrain with steep slopes. The town is nearly surrounded by the Roosevelt National Forest although there are scattered, privately-owned mining claims and subdivisions in the vicinity. The City of Boulder is 12 miles to the southeast and the City of Longmont is 21 miles to the east.

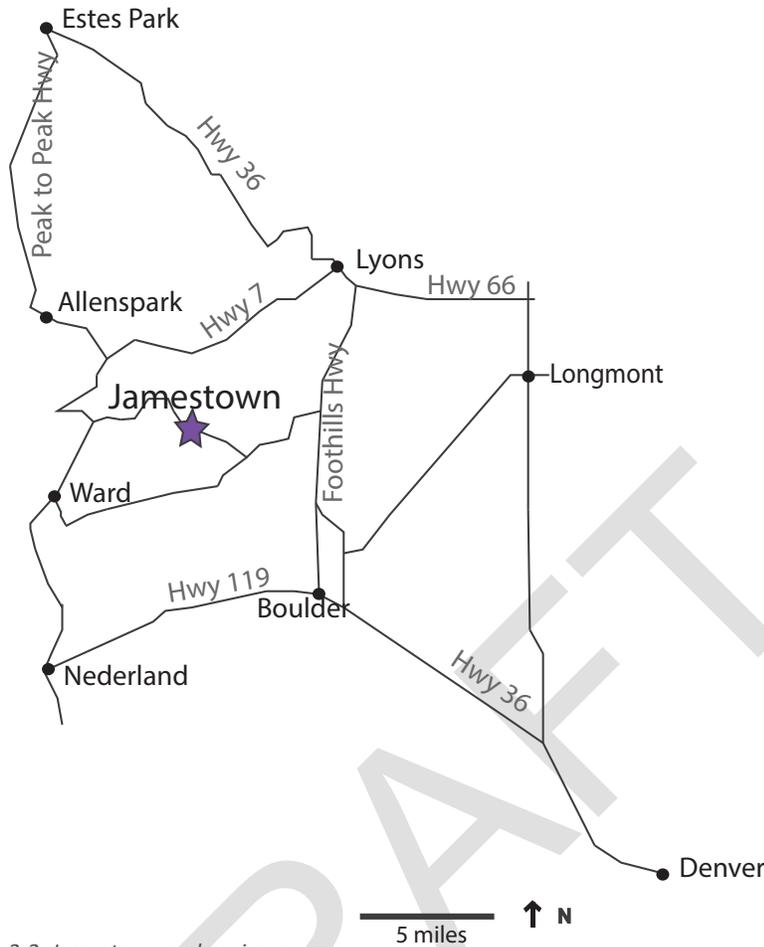


Figure 2-2: Jamestown and environs

## Settlement and Historic Economy<sup>1</sup>

Gold was discovered in the 1870s and the town became an important area for stamping (processing) of gold ore; as many as eight stamping mills were in use by the 1880s. Originally the mining camp was called Buckhorn but was later changed to Camp Jimtown, then to Jamestown. Concurrently, the town became a source of supplies and social activities for the miners and was incorporated as a statutory town by the Colorado Legislature on April 4, 1883. As the gold became less abundant, the mining of fluorspar became more important and several fluorspar mines existed around the town into the 1960s. Silver and tellurium ore was also mined.

Originally the town was comprised of tents and a few permanent structures but, over time, more permanent structures replaced the temporary ones. Water rights were established in the 1880s. Property sales were recorded since the early 1900s.

Since the 1960s, with the mining industry moving out of the area, Jamestown became largely a residential community. With transportation improvements, residents found they could live in Jamestown and be employed in Boulder or Longmont. Today most residents commute to work but there is also a mix of retirees, cottage industry, and a few commercial sites within the town.

<sup>1</sup> Jamestown Hazard Identification and Risk Assessment and Housing and Land Use Study

According to the 2014 *American Community Survey*, most of Jamestown’s labor force held occupations in the management/business/science/arts and service sectors (see Figure 2-3).

Occupations	Count	Percentage
Management, business, science, and arts	66	41.8%
Service	38	24.0%
Sales and office	22	13.9%
Natural resources, construction, and maintenance	17	10.8%
Production, transportation, and material moving	15	9.5%
Civilian employed population 16 years and over	158	100.0%

Figure 2-3: Occupation Sectors Source: 2014 American Community Survey

## Demographics<sup>2</sup>

The estimated 2010 population of the Town of Jamestown was 274 and the 2014 *American Community Survey* estimated 266 in 2014. However, survey results conducted after the 2013 flood determined that the population in 2015 was closer to 250 – mostly due to displacement after the disaster. Select 2010 Census demographic and social characteristics for Jamestown are shown in Figure 2-4. It should also be noted that post-flood counts resulted in 125 homes.

Characteristic	Jamestown 2010 Census	Jamestown 2014 American Community Survey 5-Year Estimates
<b>Gender/Age</b>		
Male (%)	51.5	54.1
Female (%)	48.5	45.9
Under 18 Years (%)	17.5	20.7
65 Years and Over (%)	12.0	10.5
<b>Race</b>		
White (%)	96.0	100.0
Asian (%)	1.8	not collected
Two or more races (%)	2.2	not collected
<b>Ethnicity</b>		
Hispanic or Latino (Of Any Race) (%)	1.0	4.5
<b>Other</b>		
Average Household Size	2.1	2.34
High School Graduate or Higher (%)	100	not collected
Total Housing Units	141	129
Total Households	131	112
Owner-Occupied Units	77.9%	not collected
Renter-Occupied Units	22.1%	not collected
Total Population	274	266

Figure 2-4: Jamestown's 2010 Census and 2014 American Community Survey Demographical and Social Characteristics Source: U.S. Census Bureau, American Community Survey, [www.factfinder.census.gov](http://www.factfinder.census.gov)

<sup>2</sup> Ibid.

According to the 2014 *American Community Survey* (see Figure 2-5), there is a fairly even distribution of age ranges in Jamestown. The greatest percentage, approximately 28.2%, is in the 35-54 years range. The median age is estimated at 40.1 years.

Age Range	Estimate	Percent
Under 19 years	68	25.5%
20 – 34 years	52	19.5%
35 – 54 years	76	28.6%
55 - 74 years	67	25.2%
75 years and over	3	1.2%
<b>Total</b>	266	100%
65 years and over	28	10.5%
55 years and over	70	26.2%

Figure 2-5: Age Distributions in Jamestown Source: 2014 American Community Survey

### Household Income<sup>3</sup>

In 2015, the median household income in Jamestown was estimated at \$69,444 compared to the average household income estimated at \$85,317. This was lower than the estimated median household income, \$70,214 and average household income of \$97,189 in Boulder County.

### Housing Value<sup>4</sup>

The median housing value in Jamestown was estimated at \$289,800 between 2009 and 2013 compared to \$350,900 in Boulder County. Despite the 2013 flood, housing values have continued to steadily increase. In general, Jamestown will follow county level and regional trends. Assuming a 20% down payment, a 30-year fixed rate mortgage with an interest rate of 4.5% and assuming that 28% of gross income should be used for principal and income payments, a household income of \$60,000 to \$75,000 would be needed to afford these homes. Jamestown’s median household income in 2015 was estimated at \$69,400.

### Housing Types<sup>5</sup>

Single-family homes are the primary type of housing in Jamestown, accounting for 133, or approximately 94%, of all housing units. This includes single-family homes with accessory units. There are 2 duplexes and one multi-family mixed-use building.

### Housing Tenure

According to the 2015 *Housing and Land Use Study*, the majority, 76.2%, of the housing units are owner-occupied. There were no vacant housing units and renters occupied approximately 23.8% of the units.

<sup>3</sup> 2015 *Housing and Land Use Study*

<sup>4</sup> Ibid.

<sup>5</sup> 2015 *Housing and Land Use Study* adjusted to post-flood count

## Growth Rate

According to the *Jamestown Land Use and Housing Study* (using demographic data and building permit records), although there have been fluctuations, the average growth has been approximately 1 unit per year since 1950. This does not include houses that were rebuilt due to the 2013 flood damage.

## Existing Land Use

The existing land uses within town limits consist of improved residential, non-residential (commercial and education), town public uses (e.g. water treatment plant, town hall, parks, open space, etc.), and unimproved land including privately held land and forest service land. Approximately 61.6 acres within town limits is forest service land. Developed parcels, including improved residential, non-residential, and improved Town-owned properties (the majority of Town-owned land is vacant), consist of approximately 30% of the total parcel acreage. Land Use maps can be found in the Land Use Chapter (Chapter 8) of this plan.

Existing Land Use / Property Type*	Parcel Count	Parcel Acres**	Percentage of Total
Residential (e.g. single family)	135	96	28.0%
Non-residential (e.g. Merc, school)	3	1.1	0.3%
Town Public (e.g. water treatment plant, town hall, parks, open space)	23	51.4	15.0%
Unimproved (vacant) residential	62	116.2	33.8%
Boulder County (vacant)	1	0.2	0.1%
Forest Service (vacant)	12	61.6	18.0%
No record (vacant)	11	16.5	4.8%
<b>Total</b>	<b>247</b>	<b>343*</b>	<b>100.0%</b>

Figure 2-6: Existing Land Use

\* Boulder County Assessor Property Type designation

\*\* Parcel acres is total area minus rights-of-way

Source: Boulder County Assessor's data; Boulder County Geographic Information Systems; 2015 Housing and Land Use Study

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# 3 Chapter 3

## Values, Vision, and Guiding Principles



Figure 3-1: Drop structures along James Creek

The vision and values of Jamestown for this comprehensive plan update is derived from the community values and vision presented in the nine Guiding Principles, *Jamestown Area Long Term Recovery Plan (LTRP)* and the *Land Use and Housing Study*. The Jamestown community spent many months on the development of the LTRP and, although the process was not for the preparation of a comprehensive plan, community values were identified and a vision established that remain valid and should be respected.

This comprehensive plan update continues the aspects and elements of these planning efforts (including the *1981 Jamestown Comprehensive Plan* and the *LTRP*) as well as builds a continued long term approach to ensure the vision and values of the community are honored and upheld through appropriate, town-specific goals, policies, and strategies.

## **Vision Statements**

### ***The Built Environment***

Jamestown is a unique mountain town with residential properties, necessary facilities to support those residences, and enough activity to support the Merc. New opportunities and affordable housing options allow for a diverse population that includes families that support the continuance of the Jamestown Elementary School.

Jamestown develops and evolves in a manner that enhances public gathering spaces while ensuring privacy and quality of life. Residents have ease of mobility and pedestrians, cyclists and automobiles move safely around town. Infrastructure is integrated into the mountain environment and systems are resilient and environmentally, financially, and technologically sustainable. The rural, unpaved roads contribute to the mountain character.

### ***The Natural Environment***

Jamestown is a community that acts as a good steward of the region's ecosystem; one that lives with nature and not in conflict with it. The community is committed to share the beauty of and teach respect for the mountain canyon and its flora and fauna. Accessible natural resources that support outdoor recreational opportunities help retain the aesthetic and tranquil character of the community. Culturally significant landmarks that contribute to the community's sense of place are well preserved.

### ***Governance***

Jamestown is a place of local autonomy, self-government, and self-sufficiency. Residents, who value inclusivity, acceptance, and transparency, are highly engaged and unified as a community in decisions that affect them. Communication between residents and their local government is strong as a fiscally responsible future for the Town is secured.

### ***Supportive Services***

Jamestown holds a strong sense of community and neighborliness that includes the greater Jamestown area. Jamestown is a diverse and tolerant community accepting all individuals, families, and groups. Vulnerable populations, particularly the elderly and homebound, are supported by community members who fill many of the service gaps not provided by the Town. As a resilient and self-reliant community, residents continually improve levels of emergency preparedness and response as well as mitigate against future wild fires and floods.

### ***Culture***

A vibrant community through arts, culture, recreation and history is the Jamestown tradition and identity. Residents foster a rich music and arts community and promote town facilities - such as Elysian Park and the Town Square - that provide a presentation ground where everyone can participate. Community assets are robust and engaging and this vital tradition for the community is enhanced over time.

## The Nine Guiding Principles

In 2013, the Jamestown community developed and adopted nine Guiding Principles to help guide decisions and directions not only for the near term but also for decades to come. The following are the Nine Guiding Principles:

- 1. Character of the Community/Sense of Place:** Make planning decisions that promote Jamestown’s unique sense of place and distinctive community character. Residents want to be engaged and unified as a community in decisions that affect them.
- 2. Diverse Social and Economic Structure:** Promote the wellbeing of a diverse and tolerant community accepting all individuals, families, and groups. The community strongly expressed their requirement for inclusivity and acceptance of all in community decision making.
- 3. Arts and Culture:** Foster a vibrant arts community which supports local artists and the preservation of culturally significant landmarks to contribute to the community’s sense of place. This mountain community is traditionally connected to art in all its many splendid forms and wants to keep them vital in Jamestown.
- 4. Autonomy, Self-Governance and Self-Reliance:** Uphold Jamestown traditions which promote local autonomy, self-government, and self-sufficiency. Traditionally, Jamestown has had a transparent and limited approach to governing their community and has expressed a strong desire to continue with their traditional approach to government.
- 5. Environmental Preservation:** Enhance the management of natural resources to support outdoor recreational opportunities and to preserve the aesthetic and tranquil character of the community. The mountain community of Jamestown is committed to share the beauty of and teach respect for the mountain canyon and its flora and fauna.
- 6. Infrastructure:** Design infrastructure that features integrated and resilient systems that are environmentally, financially, and technologically sustainable. Residents expressed interest in building a sustainable community with a low impact upon the environment.
- 7. Be Economically Sustainable:** Improve Town revenue levels and optimize future funding opportunities. Jamestown realizes that economic viability is necessary to ensure municipal solvency and responsible maintenance of infrastructure.
- 8. Community Development:** Guide Jamestown in a manner that enhances public gathering spaces and maintains affordable housing options while ensuring exiting privacy and quality of life. The community sees the need to continue the character of Jamestown through affordable housing, open spaces, a strong regard for privacy, and access to the natural environment.
- 9. Children and Families:** Protect local institutions, traditions and resources that support youth education and strong families. The community expressed a strong desire to be a community that would be attractive for young families through affordable housing, and identifiable community places such as the school, the Merc, town square and church.

## **Value and Vision Statements of the Jamestown Area Long Term Recovery Plan**

Between 2013 and 2016, the Town conducted two additional planning processes that harnessed community values and developed a vision for the community. These processes resulted in the *Jamestown Area Long Term Recovery Plan (LTRP)* and the *Land Use and Housing Study*.

During the *LTRP* process, the community planning groups actively sought input from area residents throughout the planning process through a series of community events. Each was designed to offer different environments and different methods of engagement in order to solicit the most feedback from a diverse population. The nine Guiding Principles were used to help frame the conversation.

Residents expressed a strong desire for improving communication between residents and their local government and securing a fiscally sustainable future for the Town. They were supportive of maintaining strong emergency services, restoring the natural environment, expanding community assets, increasing mobility through town, increasing support for vulnerable populations (especially seniors), and replacing lost housing from the 2013 flood event.

The following are the vision and value statements from that outreach process:

- Create a more open, transparent, participatory and inclusive local government.
- Build a strong sense of community that includes the greater Jamestown area.
- Restore the community value of self-reliance.
- Foster a sense of safety by being prepared, and planning and mitigating for fire and flood.
- Ensure we sustain diversity in our population through affordability and opportunity.
- Resolve long-standing traffic and road issues.
- Restore and enhance the community's appearance and natural conditions.
- Keep Jamestown "Jamestown".

From these vision and value statements, areas of focus were created and the community intension expanded:

### ***Healthy Local Government and Civic Culture***

Jamestown is driven by volunteers. The Town has a very small budget and staff. Things get done when someone steps up to make it happen. Invigorated local participation in community decision making and project action is paramount for the community to continue successfully. In addition, the community desires a Town government that is fiscally responsible now and into the future.

### ***Safe Community***

Jamestown envisions itself as a safe and self-sufficient community. To continue to be resilient and self-reliant, it is important for the community to continually improve emergency preparedness and response approaches as well as to mitigate the severity of future fires and floods.



## Value and Vision Statements of the Land Use and Housing Study

- Maintain the past rate of growth and the existing housing typology in the community, which is single-family detached structures with allowances for accessory dwelling units.
- Manage growth consistent with maintaining the mountain character of Jamestown.
- Keep Jamestown Elementary School open.
- Develop in ways that improves the Town's safety and resiliency against natural hazards.
- Accommodate new growth in a way that maintains the Town's fiscal health.
- Honor the Town's heritage and culture.
- Bolster the Town's financial health and support ways of identifying new sources of revenue (property taxes, alternative revenue sources, increased housing, etc.).
- Improve the safety and sustainability of the Town.
- Provide for aging in place, a mix of ages, and a mix of incomes.

## Value and Vision Statements of the 1981 Comprehensive Plan

- Maintain small town character
- Limit development to central area (water service area)
- Guide development by Town's ability to provide service
- Add opportunity for commercial growth
- Provide for moderate amount of growth
- Assure a pleasant, healthy, and safe environment

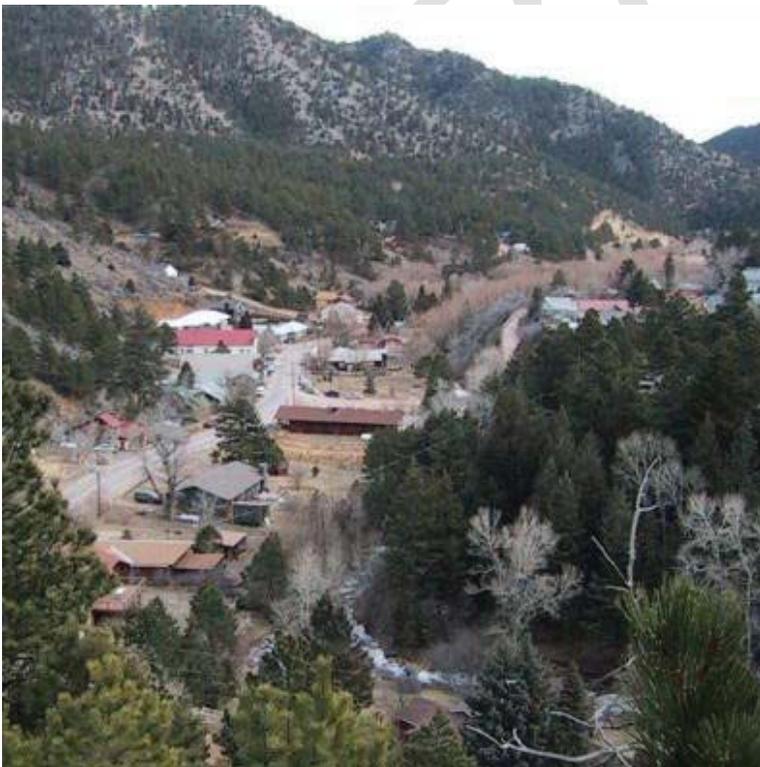


Figure 3-3: Jamestown from the air

# 4 Chapter 4 Environment



Figure 4-1: A view of Porphyry Mountain north of town

The natural environment is a major determinant of the quality of life of Jamestown. The terrain, climate, and geology of the area can be rugged and challenging. The importance of preserving and respecting the unique mountain environment has been recognized by Jamestown residents. The natural environment is also a prominent reason why many community members choose to live in the mountains. Both taking action to prevent impacts of natural hazards as well as adapting and embracing the environment are important to the future of Jamestown.

The policies in this section are an expression of Jamestown residents' desire to protect the environment and special interest areas, as well as the health, safety, welfare, and property of residents in the town and surrounding area. This desire to ensure the safety of both existing and new development in certain "environmentally sensitive" (hazard) areas was expressed in the *1981 Jamestown Comprehensive Plan* and has been reconfirmed during the numerous planning processes held between 2013 and 2016 as part of the rebuilding efforts following the 2013 Flood. As an important outcome of these processes, the Town published an extensive study on Jamestown's landscape and hazard issues associated with the natural environment in the *2015 Hazard Identification and Risk Assessment and Land Use and Housing Study* and the *2016 Boulder County Hazard Mitigation Plan*. As a result, Jamestown's policies have evolved from this previous set of values and information expressed in the 1981 plan on the local environment.

These environmental policies are also the outcome of an expression of other Jamestown values - the desire for regulations that not only provide some safety measures for new development, but also for regulations that have some flexibility. Residents expressed that the cost of development be borne by the developer and that the cost of public utilities services and the liability of the Town not be increased. This is an important consideration as extension of services in hazardous areas is expensive and difficult.

Beyond recognition of natural hazards, the importance of preserving and respecting the unique mountain environment has been recognized by Jamestown residents. As expressed during the preparation of the *Jamestown Area Long Term Recovery Plan (2015)*, community members desire to be good stewards of the region's ecosystem. By encouraging stewardship of the environment throughout the community, Jamestown can enhance the management and protection of natural resources to support outdoor recreational opportunities, to preserve the natural character of the town, and to sustain regional wildlife and healthy environmental systems. The community understands that development patterns and methods can impact the natural environment and thus development needs to occur in a mindful and respectful manner. The community also knows that it can leverage existing agencies and entities to protect resources as well as to take steps to educate the community on ways to create a more harmonious existence with nature.

## **Natural Hazard Areas of Concern**

### ***Slopes and Soils***

The terrain in and around Jamestown is mountainous with steep slopes. Slopes range from relatively level ground to over 100% slope (land which changes at least 100 feet in elevation per 100 feet horizontal distance on the ground). Over 70% of Jamestown lies on steep slopes<sup>1</sup> considered to be potentially unstable particularly if disturbed by human activities or by extreme precipitation events. Areas with slopes in excess of about 25% are considered potentially unstable slopes. Most of the mountainous land adjoining the valley floors have slopes in excess of 25%<sup>2</sup>.

Slopes and their soils can produce severe problems for development itself, particularly for structure stability as well as for emergency service access. Engineering technology is available to develop safely on slopes of up to 50%. However, such engineering and mitigation of hazardous conditions can be very costly. Septic system runoff may be difficult to control, erosion tendencies may increase and slope failure is possible. Provision of water services and other utilities is difficult and costly on steep slopes. Extensive grading, cutting, and filling are common in steep hillside development which causes further erosion problems and destruction of the natural beauty of hillsides and view.

### ***Rockfall***

Rockfall in general is not a severe constraint within Jamestown although two areas in the north part of town are subject to rockfall hazards according to the Jamestown Hazard Identification and Risk Assessment. The naturally recurring rockfall on Porphyry Mountain is remote enough

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1 *Jamestown Hazard Identification and Risk Assessment, 2015.*

2 *Ibid.*



Figure 4-2: Howlett's Gulch

that it does not present a hazard to present or probable future development within town limits. Rockfall near the southeast section of town along County Road 94 presents a mild hazard to motorists especially during the spring freeze-thaw periods. Also, areas of 100% slope (or more) present potential rock fall problems and hazards should be mitigated when development is planned below these areas.

#### **Alluvial Soils**

Alluvial soils or alluvial debris fans exist where gulches drain into the stream flowing through the valley floor where Jamestown is located. Water flows quickly through these very permeable soils. This quality of the soil is troublesome for building foundations and controlling septic runoff, especially since they are usually adjacent to streams where contamination and pollution can easily occur. Mitigation of the hazard is possible, although the soils are usually located on floodplains and mitigations for flooding is of overriding concern.

#### **Debris Flow**

Debris flows pose one of the most serious geological hazard to the town in the near term. About 13% of the town is within debris flow hazard areas, with about thirty basins being capable of producing debris flows that could affect the town in the future. Six of these basins generated debris flows during the 2013 storm event<sup>3</sup>.

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<sup>3</sup> Jamestown Hazard Identification and Risk Assessment, 2015

### **Flood Hazards**

Jamestown has a history of flooding. Six major floods have occurred in Jamestown in the last 130 years, the latest occurring in 2013. Because there are a number of narrow gulches that drain hillsides from both the north and south sides of James Creek, peak flooding in Jamestown usually occurs within a few hours after a single storm event.

A portion of the town is presently built in the floodplain and is therefore in danger. This development also presents danger to structures downstream as floating or swept along debris can increase the volume and force of the flood. Debris in the channel also poses a significant threat to bridges and culverts through blockage, which can result in the diversion of flow toward houses and other structures in the floodplain. In areas where little advance notice of flooding is available, a careful control of types of land use and engineering in the floodplain is needed to maintain public safety.

After the 2013 flood event, the floodway and 100-year floodplain (area inundated in a flood event that has a 1% probability of occurring in any given year) for the James and Little James Creeks were remapped due to the change in conditions caused by the flood and emergency watershed protection projects done to stabilize the creeks. The 1% annual chance flood event is the standard national measurement for flood mitigation actions and the National Flood Insurance Program (NFIP). The new floodplain data is used to update the Federal Emergency Management Agency's Flood Insurance Rate Maps (FIRMs). The floodplain identification is important to property owners since following the flood insurance guidelines is vital for obtaining federal or private lender/bank funds for most private development and town improvements.

### **Wildfire Hazards**

Jamestown and the vicinity are vulnerable to wildfires during periods of high fire or greater fire danger. Most Jamestown and vicinity fall into a moderate or high threat wildfire hazard area according to the *Jamestown Hazard Identification and Risk Assessment*. These areas have potential for difficult-to-contain, rapidly spreading crown fires. Density of vegetation, population, and steepness of slopes (winds and access problems) increase the hazards. Flammable woody

<b>Jamestown Flood History</b>		
<b>Year</b>	<b>Cause</b>	<b>Damage</b>
June 1894	heavy rains, heavy spring runoff	most of low-lying areas was washed away; most of the houses on the north side of Main Street were ruined or washed away, as was much of the road
August 1913	heavy rains	damaged or destroyed almost every house and all of the bridges along James Creek
August 1955	brief (30 minute) cloud burst	damaged four bridge and culvert crossings and deposited several inches of mud in local residences
1965	heavy rain	destroyed a number of buildings and roads
May 1969	heavy snow and rain	destroyed a number of buildings, roads, and the town water supply
September 2013	heavy rain	destroyed or damaged 18 houses, several roads, and water infrastructure; landslides also causes significant damage

Figure 4-3: Jamestown Flood History Source: Jamestown Stream Corridor Master Plan Technical Memorandum, 2014

Floodplain Map - TO BE INSERTED

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*Figure 4-4: Floodplain associated with James and Little James Creeks*

debris and vegetation support rapid fire spread and high intensity flames that are difficult to control. There are a number of public education and preventive/mitigation measures possible to address this hazard. This hazard has other significant impacts on Jamestown because the cost of homeownership is increased due to fire insurance rates and the cost of public roads/utilities is high for necessary access and water service. The road system, terrain and land ownership patterns pose serious impediments to wildfire suppression and hazard mitigation. Areas that are a source of drinking water are of critical importance and adverse effects from fire are a key concern.

### ***Mines, Mill Tailings, and Radon***

Several mines operated within and in close proximity of town limits. Hazards and constraints related to mines and mill tailing include radiation, contamination, and ground stability. Reclaimed tailings from local mills are found at four locations within Jamestown along James and Little James Creeks, the largest being the three-celled tailings pond at and downstream of Elysian Park. Several types of geologic hazards and constraints may exist in areas with inactive mines, mine waste piles, and mill tailings including open shafts, adits, and subsidence features. Mill tailings also may be unsuitable for foundations unless mitigated. Mill tailings may pose environmental problems, particularly water quality, related to the presence of lead, arsenic, or other harmful elements, and they potentially could cause radiation hazards or be sources of acid drainage<sup>4</sup>.

Radon is a potential problem in many parts of Colorado, including Jamestown. The types of granitic and metamorphic bedrock beneath Jamestown tend to cause a somewhat higher risk of radon than that in some other locations in the state. Presence of uranium minerals in some of the mineralized veins increases the likelihood of radon in those areas<sup>5</sup>.

### **Areas of Special Interests**

In the *1981 Jamestown Comprehensive Plan*, certain areas in the Jamestown vicinity have been identified as important to preserve in their present or natural state. These places are scenic visual resources, and provide the community with an appreciation of its local heritage and a common identity. Some of these areas are outside the legal boundaries of Jamestown, but their importance is not lessened by the lack of jurisdiction. By stating community concern and the importance of these areas, Jamestown hopes to be influential in their preservation for the future. Identified Areas of Special Interest include: the Town-owned cemetery; the Blue Jay Mine, the Glory Hole, the Little and Big James Creeks, and three areas in Roosevelt Notional Forest including Porphyry Mountain, Owen's Flats, and Gillespie Meadow. Since the 1981 plan, the Town has purchased a conservation easement for the Blue Jay Mine and Boulder County owns the mineral rights under it. In addition, the listed areas of special interest have been identified and adopted as areas of special interest in the *Boulder County Comprehensive Plan*.

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<sup>4</sup> *Jamestown Hazard Identification and Risk Assessment*, 2015.

<sup>5</sup> *Ibid.*

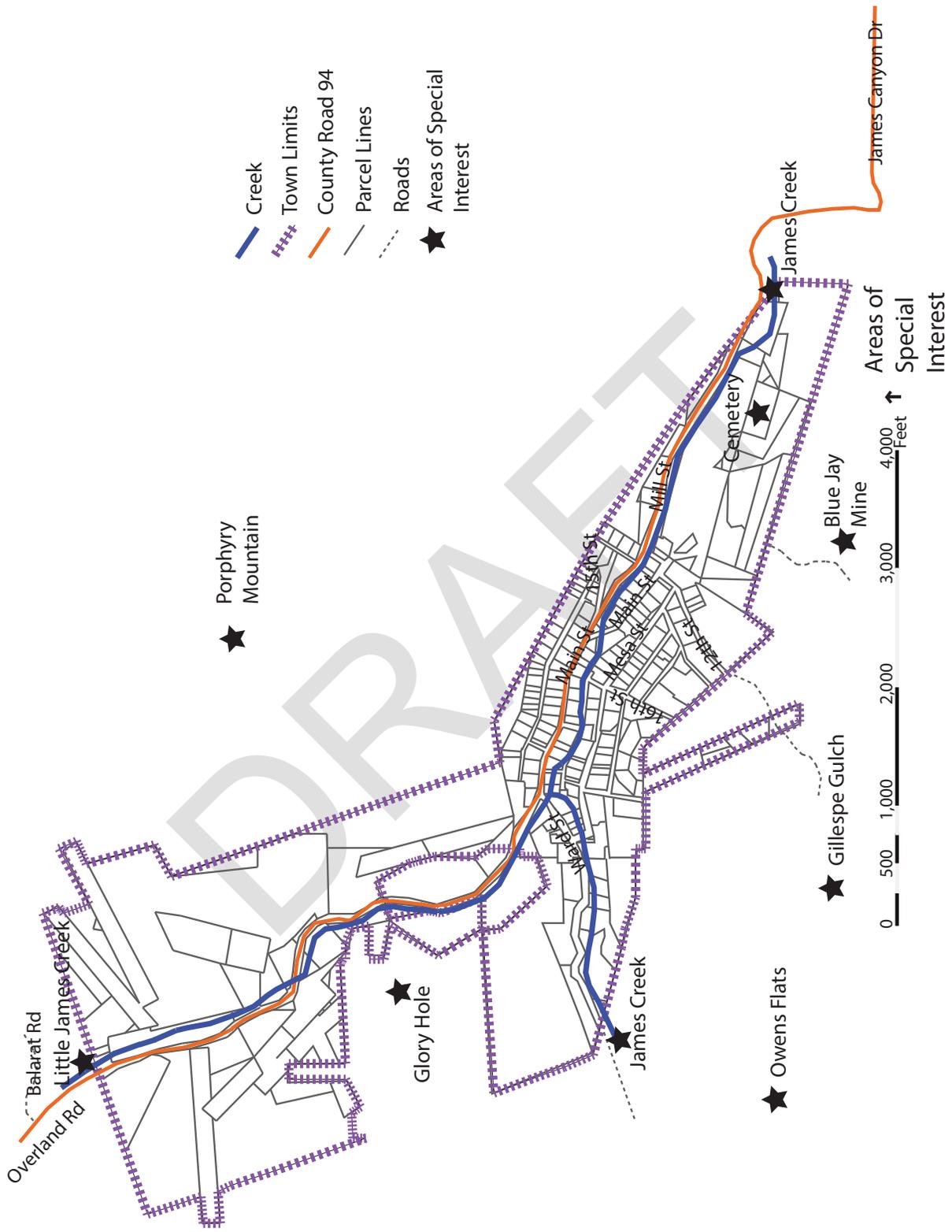


Figure 4-5: Areas of Special Interest - established in 1981

## Living With Nature

Jamestown residents benefit from having the resources to educate themselves about living in a mountain community. As conveyed in the *Jamestown Area Long Term Recovery Plan*, the natural environment is a key factor drawing many residents to Jamestown and the preference is to live with nature rather than in conflict with it. There are several areas of attention when it comes to living with nature. Ensuring that the natural systems remain healthy is important to the community. A healthy watershed supports a viable riparian corridor, excellent water quality, and sustainable forest ecosystem. Healthy vegetation helps stabilize creek banks and slope soils, assists in uptake of metals pollution, and creates a beautiful visual backdrop. Respectful, quiet access to the surrounding National Forest allows for recreational opportunities and personal reflection. Although conflicts exist, many Jamestown residents deeply appreciate the wildlife in and around town and want to ensure the safety and health of wildlife, as well as to ensure the health and safety of the community.

There are several programs that can assist the community in learning how to live with nature. Programs such as Bear Aware and Save Our Bears aim to improve bear / human conflicts. Programs such as FireWise and the assistance from groups such as the Wildfire Partners help community members be more knowledgeable about protecting themselves and neighbors against wildfires. Regional groups such as Lefthand Watershed Oversight Group and the James Creek Watershed Initiative can provide guidance on water quality, healthy riparian habitat, and the importance of bank stability. Better collaboration with the U.S. Forest Service may allow for improved access to public lands as well as coordinated hazard mitigation efforts. There are a number of strategies outlined in the *Jamestown Area Long Term Recovery Plan* that aim to educate the community on environmental issues and improve the condition of the natural environment.

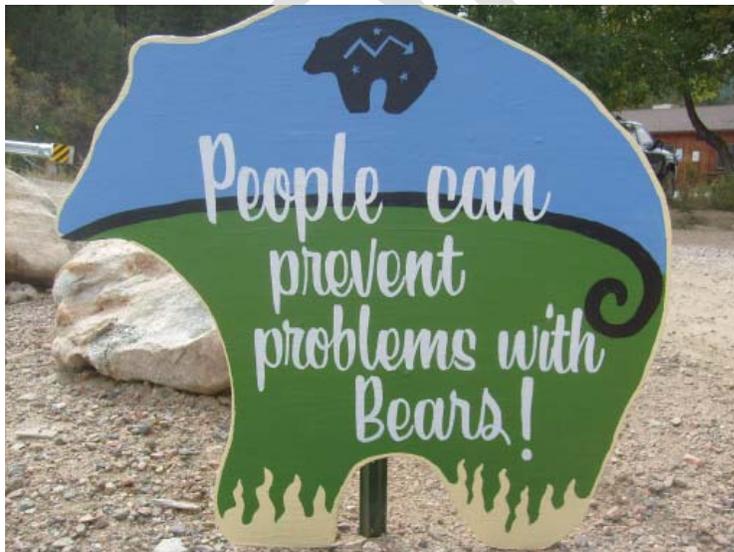


Figure 4-6: Bear Aware signs around Jamestown

## **Current Regulations and Programs**

### ***Development Standards***

The Town has several ordinances that apply to development within hazard areas:

**Ordinance No. 2, Series 1984** acknowledges that many areas in the Town are within mapped natural hazard areas and new construction proposed in these areas are subject to Special Review. This Special Review requires studies and reports concerning the mitigation of the hazards to ensure development is done safely and avoids impacts to the property as well as to adjacent properties.

**Ordinance 2, Series 2003** authorized the payment of Town funds for the acquisition of a conservation easement for the Blue Jay Mine property.

**Ordinance 7, Series 2004** sets standards for driveways and includes specifics for turnaround areas for emergency vehicles, erosion control, grade limits, and other safety parameters to ensure safe access to development.

**Ordinance No. 2, Series 2009** presents regulations for subdividing land. The regulations direct development to avoid hazard areas and encourages the enhancement of the environment. It also sets site design standards such as how hazards are to be avoided or mitigated.

**Ordinance 4, Series 2011** is the Town waterworks and watershed ordinance. This ordinance requires review and permitting of certain activities in an attempt to protect the Town's water supply from pollution or from activities that will create hazard to health and water quality.

**Ordinance 8, Series 2012, Ordinance 5, Series 2014, and Ordinance 2-1, Series 2016** set standards for development in all Special Flood Hazard Areas. These ordinances apply to development within a 100-year floodplain. The intent is to reduce potential damage to properties in the defined area due to flood events.

Through the **1997 Intergovernmental Agreement** (established through Ordinance 4, Series 1996 and Ordinance 1, Series 2004), building permits for properties in Jamestown are reviewed and issued by Boulder County. The building permit process includes on-site wastewater treatment system review by the Boulder County Health Department. Soils tests are required when submitting for building and septic permits in hazard areas.

### ***Plans and Programs***

The following plans and programs exist for the community's benefit.

**2011 Source Water Protection Plan** – The *Source Water Protection Plan* focuses on addressing issues that affect water quality such as mining activities, septic systems, impacts from transportation on roads, climate change, flood hazards, public lands, wildland fires, mountain pine beetle, reservoir and diversion operation and maintenance, and residential practices. The plan provides several management approaches that can

be implemented within the protection area to help reduce the risks of potential contamination to the community's source water. These approaches complement existing regulatory protection measures implemented at the state and federal governmental levels by filling protection gaps that can only be addressed at the local level.

**2015 Jamestown Area Long-Term Recovery Plan** - The *Jamestown Area Long-Term Recovery Plan* includes a "Living with Nature" chapter. The chapter presents goals and strategies for a healthy watershed, a balance of preservation with recreation, coexisting with wildlife and their natural environment, and environmental education. The plan's "Safe Community" chapter includes a goal and a number of strategies for disaster mitigation.

**2015 Jamestown Hazard Identification and Risk Assessment (HIRA)** - The *HIRA* maps local hazards, conveys risks as a result of the hazard, and provides cautions and mitigation measures to exercise in regard to development.

**2015 Boulder County Hazard Mitigation Plan (HMP)** – Jamestown participates in the county-wide *HMP* which is similar to the *HIRA* but at a county scale and focuses on mitigation rather than identification. The *HMP* frames mitigation and response plans to protect people and property from hazards that threaten the county. The plan also results in eligibility for certain federal disaster assistance including Federal Emergency Management Agency's (FEMA) Hazard Mitigation Grant Program and the Pre-Disaster Mitigation program. Boulder County also earned credits for the National Flood Insurance Program's Community Rating System.

**2017 Drainage and Stormwater Management Master Plan** - As of 2016, the Town is underway with the development of a master plan to address drainage and stormwater management. The plan is intended to evaluate drainages in and around town to determine appropriate mitigation for debris flows and other threats; assess drainages for issues and alternatives to improve the overall drainage system; and identify stormwater quality measures to address water quality as it enters the area creeks.

**James Creek Watershed Initiative (JCWI) and Lefthand Watershed Oversight Group (LWOG)** – Jamestown supports and is involved with the James Creek Watershed Initiative and Lefthand Watershed Oversight Group. Both are community organizations working to preserve, improve, and protect the James Creek Watershed and the Left Hand Creek Watershed (in which the James Creek Watershed is located) and to improve water quality. JCWI is a local grassroots group while the Lefthand Watershed Oversight Group is a regional agency with representatives from regional groups, state agencies and other interested parties. Both watershed groups monitor water quality along Little James and James Creeks. LWOG also oversees the River Watch program to assess stream health for the watershed. The Lefthand Watershed Oversight Group participated with the creation of the *Left Hand Creek Master Plan* that guides recovery of the creek after the 2013 Flood event.

**Floodplain Administrator** – the Town has a floodplain administrator who reviews development proposals that occur within the floodplain, advises the developer on how to be in compliance with the floodplain ordinances, and issues Floodplain Development permits (Ordinance 8, Series 2012, Ordinance 5, Series 2014, and Ordinance 2-1, Series 2016).

## **Environmental Policies**

### ***General***

1. The Town will consider potential impacts to natural systems when making decisions on public and private development proposals. Types of use, the level of development, the mitigation of hazards, and damage to the environment should be reviewed prior to use and/or development approval. Building permit review should allow development when safely possible and the burden of regulation and mitigation borne by the developer.

### ***Slope Hazard Areas***

2. Jamestown will require certified engineering and administration of development in slope hazard areas to eliminate slope failures, erosion, aesthetic deterioration, and hard-to-control septic runoffs. Review of development within areas exceeding 20% slope should include soil reports, a detailed site plan, a professionally engineered foundation, and an erosion control plan for building and road construction.

### ***Rockfall and Debris Flow Hazard Areas***

3. Jamestown discourages development in rockfall and debris flow hazard areas, but will allow development if certified mitigation of hazards by stabilizing slopes and reducing the risk of erosion, rock slides, and/or debris flows are possible. Mitigation should not create a visual impact to the landscape. Evaluation of the hazard should be done prior to issuance of a building permit.

### ***Flood Hazard Areas***

4. Jamestown will require conformance with the adopted Floodplain Development Ordinance. These controls should assure compatibility of uses in the floodplain and protect downstream settlements. Flood Insurance Rate Maps (FIRMs) and policies will continue to be adopted when revised over time.

### ***Alluvial Soil Hazard Areas***

5. Jamestown will require certified mitigation of hazards and limit on density of development in alluvial soil areas in order to keep ground water clean and at high levels, limit flood danger, and assure safe and solid building foundations in these areas of highly permeable soil.

### ***Wildfire Hazard Areas***

6. Jamestown will encourage certified mitigation of fire hazards for development in severe wildfire hazard areas by the Jamestown Volunteer Fire Department in order to reduce the possibility of fires and to increase the ability to fight fires once they have started. Mitigations

should include adequate roads and access for fire equipment, fire breaks and other means. Such roads and fire breaks need to be harmonious with other values the town has for the environment. The Town will continue to encourage defensible site designs that minimize the risks to life and property development in these areas.

### ***Areas of Special Interest***

7. The Town recognizes that certain natural, aesthetic, and historic features are an integral part of the small town, mountain environment and contribute to the high quality of life in Jamestown. Jamestown should continue to encourage areas of special interest to be preserved in their natural or existing state. For areas outside the town jurisdiction, Jamestown should strongly state its interest and exert pressure whenever these areas are threatened.

### ***Air and Water Quality***

8. Jamestown encourages that regional and national standards for air and water quality be strictly enforced to preserve the high quality of life in Jamestown and to protect the environment.

A. The Town will support the Boulder County Health Department's monitoring of on-site wastewater systems in an effort to avoid negative impacts to the watershed and water quality.

B. Jamestown will take measures to ensure implementation of the Source Water Protection Plan and enforcement of the Watershed District Ordinance (Ordinance 4, Series 2011).

C. The Town will take a watershed approach to addressing water quality and will continue to support and work with the local watershed groups, Boulder County, and the State of Colorado to ensure local water quality is maintained.

### ***Living with Nature***

9. Jamestown will support local efforts to educate the community on how to live harmoniously with the environment, including ways to reduce human / wildlife conflicts, and will support the dissemination of information on the general flora and fauna of the area, water quality issues, and hazard mitigation.

10. Jamestown will work with the United States Forest Service and Boulder County to address forest management issues including forest land access, recreation, trail maintenance, and hazard mitigation.

## Proposed Programs and Actions

1. The Town should consider expanding the building permit system to include review of safe building sites as well as identification of adequate hazard mitigation measures. Building permit applications should be approved or disapproved based on consistency with the *Jamestown Comprehensive Plan*.
2. The Town should evaluate, prioritize, and implement appropriate recommendations of the *2015 Hazard Identification and Risk Assessment*, the Land Use and Housing Study, and the *2017 Drainage and Stormwater Management Master Plan* to better protect the Town from potential hazards and to help to safeguard water quality.
3. The Town should continue to work with local fire districts and other agencies to assist private landowners with creating defensible space and participate in programs such as FireWise Communities that encourage and support mitigation.
4. The Town should continue to implement the *Jamestown Area Long-Term Recovery Plan* and its projects to promote environmental education, protection of the watershed, protection wildlife and wildlife corridors, and the reduction of human/wildlife conflicts.
5. Jamestown should continue to host educational programs including those provided by the Environmental Protection Agency, U.S. Forest Service, Boulder County Health, Boulder County Office of Emergency Management, the James Creek Watershed Initiative and the Left Hand Oversight Group. Other educational programs such as Save Our Bears should be supported.
6. The Town should continue to participate in several initiatives that reduce risks to both the Town and residents specifically, including the National Flood Insurance Program (NFIP), and the Community Rating System (CRS).
7. The Town should meet with the Forest Service to address the community goals of re-establishing non-motorized access to and mitigating hazards on Forest Service lands within and adjacent to town limits.

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# 5 Chapter 5 Circulation



Figure 5-1: Andersen Hill Street

Jamestown is small, walkable, and rural in character. Jamestown's streets are unpaved dirt surfaces except for County Road 94 (Main Street) which is paved through town. Town roads are generally narrow and sometimes allow only one direction of traffic. Erosion from improper drainage can cause damage. These aspects and the steep grades of Mesa, Spruce, 12th, and Andersen Hill Streets can make access to the higher plateau particularly difficult.

The Town has adopted ordinances framing the standards and expectations for new public roads as well as private roads and driveways. Between 2014 and 2016, many of the town roads were repaired and re-graded. Road maintenance of town roads is conducted by the Roads and Bridges Committee who are volunteers that make repairs and improvements to the system. Snow plowing, also, is done by community volunteers. The Household Survey associated with the *2015 Land Use and Housing Study* showed a 59% satisfactory rating of the road maintenance vs. 29% rating it unsatisfactory.

County Road 94, including the stretch through town, is patrolled by the Boulder County Sheriff's Department and the Colorado State Patrol. The road maintenance and snow removal for County Road 94 is provided via a contract with the Boulder County Public Works Department. County

Road 94 is scheduled for improvements in 2016 and 2017. These improvements will repair the road back to its pre-flood state, including re-surfacing through town.

There are a number of private roads within the town that are not maintained by the Road and Bridges Committee. These roads are maintained by the owners of the properties for which they provide access.

The current mapping of rights-of-way needs to be addressed as the County Assessor's maps and the County GIS system is not aligned with the actual surveying coordinates. Knowing where the actual right-of-way is helps determine who is responsible for maintenance of vegetation and drainage ways along the roadways. Additional outreach needs to be made on how ditches and roads are maintained to ensure ditches are functional and not filled in or clogged and that roads continue to meet standards.

The community desires to find appropriately scaled solutions to long-standing conflicts around pedestrian, cyclist and automobile safety and circulation. Main Street through town is frequently used simultaneously by pedestrians, cyclists and dogs. During the 2014 outreach for the *Long Term Recovery Plan*, traffic calming, particularly along County Road 94 / Main Street, was one area of high interest. Improving Main Street / County Road 94 for shared use through town and beyond and taking steps to encourage a greater sense of cooperation between users is necessary to make it a safer area for all. At the same time, there is resistance to changes in the basic structure of the road. For example, there are no sidewalks and there is a lack of desire to have them. Currently, stop signs are used to break up the traffic flow along Main Street / County Road 94. Signage is posted to bring alertness to pedestrians and dogs that may be using the road. The adopted speed limit through Town is 15 miles per hour. Additional signage in addition to road design may be needed to remind drivers that they are entering a residential area and appropriate speed limits should be honored.

Another means of improving pedestrian circulation is implementing the walking paths identified in the *Long Term Recovery Plan*. One is the extension of the Elysian Park path and the replacement of the pedestrian bridge connecting Elysian Park to Mill Street (County Road 94). The second is a path leading from the bottom of Andersen Hill up to Mesa Street through the Town-owned open space properties. An alignment of the latter proposed path will need to be assessed to determine how the physical connection to Mesa Street would occur with the given slope grade and private properties between Town-owned open space and the road.

Having available parking allows residents and visitors to more easily frequent the Merc and Town Hall. Street side parking is limited through town. Parking is unofficially available along County Road 94 in certain sections where room exists. Parking is also available in the area of the Town Square. There may be additional side road parking available along the Town-owned open space properties between the post office and Ward Street. A parking plan that considers these options may increase the convenience of visiting town facilities and businesses.



## Current Regulations and Programs

The Town has ordinances, programs, and plans that apply to circulation.

**Ordinance 3, Series 1994** sets standards for public roads within town. Permits are required to ensure preferred grades, widths, drainage elements, erosion control, compaction, and surfacing are met as well as ensuring coordination with other infrastructure and utilities within the road and / or rights-of-way.

**Ordinance 7, Series 2004** conveys the standards for private roads and driveways including, but not limited to, emergency access, grade, and drainage control.

**Ordinance 1, Series 2012 Growth Impact Fee** – The Town adopted a Growth Impact Fee in 2012 for the purpose of offsetting impacts related to the growth in population and housing to parks and recreation, water plant capacity, streets and bridges, and fire and emergency medical technician safety services. The ordinance establishes a fee to apply to new residential and non-residential development and details the distribution of that fee among the four areas of concern including roads and bridges.

**Ordinance 12, Series 2014** establishes the 15 mile per hour speed limit on Main Street.

The **2017 Drainage and Stormwater Management Master Plan** is intended to include recommendations for drainage, including those associated with local roads.

**Roads and Bridges Committee** - The Roads and Bridges Committee includes a representative from the Board of Trustees and other volunteers from the community. The committee addresses issues and maintenance associated with roads, bridges, culverts, and drainage along the roadways.



*Figure 5-3: The majority of roads in town have dirt surfaces; above: 16th Street overlay project*

## Circulation Policies

1. Jamestown should ensure the provision of safe, clean streets by providing safe flow of traffic, proper access in case of an individual emergency, and emergency evacuation in case of an area-wide disaster (i.e. flood, forest fire).
  - A. The Town is responsible for providing maintenance of town roads and bridges.
  - B. Volunteer snow plowing is encouraged to reduce the stress on town finances.
  - C. New public road construction to access new building / development should meet town road standards prior to or as a condition of development and prior to the Town accepting responsibility for road maintenance.
  - D. Private roads will be maintained by the owners of private properties being accessed by the road. Costs for maintenance will be borne by those property owners.
  - E. All new development shall be served by roads which are adequate for fire equipment.
  - F. The Town will work with the community to promote an understanding of the proper roadway and ditch maintenance and responsibilities.
  
2. The Town encourages the use of alternative modes of transportation to better support the community's health, safety, and welfare.
  - A. The Town will strive to foster and maintain safe travel for pedestrians and bicyclists on all public roads in Jamestown.
  - B. Future decisions in regard to the design, maintenance and use of the circulation system will consider all modes of transportation – bicycling, automobiles, walking, etc.
  
3. Unless safety is a factor, future paving of town roads should be discouraged in order to retain the rural mountain character of the town as well as reduce stress on town finances in regard to long-term maintenance of paved roads.
  
4. Parking in Jamestown should maintain a natural, unpaved, mountain town characteristic to allow access to businesses; large paved parking areas should be avoided.



*Figure 5-4: Boulder County and Jamestown share responsibility for County Road 94 through town*

## Proposed Programs

1. It is in the Town's best interest to continue to work with community members and the Roads and Bridges Committee on the maintenance of local roads including snow removal, grading and the provision of sand barrels where necessary. The Town should look into the feasibility of owning a previously used grader and hiring a competent operator to maintain roads and remove snow. This may be done in cooperation with surrounding communities, Boulder County and / or community members who maintain private roads within town.
2. The Town should evaluate, prioritize, and implement the strategies identified in the *Jamestown Area Long Term Recovery Plan* including establishing walking paths (and obtaining any necessary easements), improving bicycle facilities and amenities, developing ride-share opportunities, and establishing a parking plan that maintains a natural, unpaved, mountain town atmosphere while allowing access to businesses.
3. The Town should continue to work with Boulder County to evaluate various traffic calming methods including striping, paving, "skinny" travel lanes, cross walks, mid-road entrance dividers at the entries of town, and signage; determine the appropriate methods for Jamestown; and, work to incorporate those concepts into the County Road 94 design.



Figure 5-5: Example approaches to traffic calming that may be considered along Main Street / County Road 94 - striping (upper left), raised crosswalks (upper right), signage and paint / pavers (lower left), bump-outs (lower right)

4. The Town should continue to work with Boulder County to ensure proper road standards for safety and emergency access are applied and maintained along County Road 94. This includes the reestablishment and / or the addition of bicycle lanes along the roadway along County 94 as it is rebuilt.
5. The Town should consider adding additional signage reminding vehicle drivers that they are entering a residential area, and that the speed limit is 15 miles per hour at the west end of town.
6. Leverage the Boulder area cycling clubs and alliances to continue to promote a friendly, safe, workable environment for bicyclists in and around Jamestown.
7. The Town does not have an official Capital Improvements program. With the improved roads, a capital improvements plan is a tool to ensure that these assets are properly maintained over time to avoid an expensive and/or dire fix.
8. The Town should work with the Roads and Bridge Committee, surveyors and the Boulder County to develop accurate mappings of the road rights-of-way throughout town.
9. The Town should work with community members who maintain private roads to ensure proper transitions between privately maintained roads and Town-maintained roads exist and that proper drainage is maintained.

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# 6 Chapter 6 Utilities



*Figure 6-1: Installing water lines in the Lower Main Street right-of-way in 2015*

While the Town of Jamestown provides water service to most residences within the community, some properties are served by individual wells. Wastewater treatment is provided by individual on-site wastewater systems that are regulated and permitted by Boulder County. Other common utilities, such as internet and electricity, are made available by private (non-Town of Jamestown) providers.

## **Wastewater Treatment**

Jamestown wastewater is disposed of primarily by individual on-site wastewater treatment (also known as septic) systems. The permitting process for installation is under the jurisdiction of the Boulder County Health Department, as is the enforcement to correct all malfunctioning systems and the monitoring of the water supply for contamination from wastewater treatment system failure. The maintenance of a system is the responsibility of the individual property owner. Health hazards will be rectified by various actions of the County Health Department such as terminating the use of failing or illegal systems, discontinuing the issuance of new septic permits or mandating the construction of a community wastewater treatment system.

All systems, not just new systems, in Boulder County must be reviewed and approved to ensure that they are properly installed and are properly functioning. The Boulder County Health Department is reviewing

all systems within the county to determine compliance to the County's on-site wastewater treatment system regulations. The deadline for review and approval of all systems in the Jamestown area is December 31, 2017<sup>1</sup>. Others in the County are to be reviewed and approved by the end of 2023<sup>2</sup>. The expedited deadline for the Jamestown area is due to the number of septic systems in the area and their close proximity to the local creeks and drainages. These conditions increase the risk of contamination of the water supply.

Inspection of a property's on-site wastewater system is also required at the time of property sale or transfer. All issues associated with the on-site wastewater system is to be disclosed to the new buyer. The existing property owner or new buyer must make necessary repairs within one year of the closing date.

## **Wastewater Treatment System Issues**

On-site wastewater systems are the second most frequently cited source of groundwater contamination in Boulder County<sup>3</sup>. Contamination is a potential result of unapproved, aging and failing on-site wastewater treatment systems. In addition, a number of other factors contribute to the level of risk associated with on-site wastewater treatment systems. For the Jamestown area, terrain and soils are the major issues:

- Improper soil may be too porous; sewage will run too fast to be purified.
- Improper soil may be too dense or wet; penetration of soil surfaces may be difficult or impossible.
- Too steep a slope: sewage will run too fast to be purified, even if the soil is good for septic systems.
- Septic tanks too close to a surface water source may infiltrate the water source may infiltrate the water table and contaminate the drinking water.

These physical and environmental issues should continue to be considered as new wastewater systems are approved.

## **Water System**

### **Source**

The source of Jamestown water is groundwater and surface water in James Creek and Little James Creek. The use is allowed for irrigation, commercial, recreation, fire protection, stockwatering, industrial, fishery, domestic, and all municipal purposes.

The legal status of the Town's water rights are as follows:

- Jamestown owns 24 shares of the Left Hand Ditch Company
- The Town maintains water rights associated with a Mesa Street diversion point, and water rights associated with a Main Street diversion point.
- The Town also maintains water rights associated with the town irrigation ditch.

The 24 shares allows the water treatment plant to process 12.5 acre feet<sup>4</sup> of water per year.

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1 Boulder County Health Department

2 [www.bouldercounty.org/env/water/pages/septicmartindex.aspx](http://www.bouldercounty.org/env/water/pages/septicmartindex.aspx)

3 Ibid.

4 Jamestown Water Use Annual Report document dated March 13, 2006; the 12.5 acre feet is based on a dry year.



Figure 6-2: Jamestown Water Treatment Plant

The Jamestown water supply for the water treatment plant is obtained from the James Creek via two distinct sources: an infiltration well and surface water off of the creek. One of the sources is located on Main Street and the other is located on Mesa Street. Both sources have very good infrastructure after improvements made in 2014 and 2015 as a result of rebuilding the system after the 2013 flood event.

At the time of this plan preparation, a second well location was being studied to allow for a backup to the primary gallery along Ward Street. The second well would build additional resiliency to the existing system particularly in the cases of emergency. Options for the second well may exist in the area of Elysian Park. Despite this, funding for the second well is an issue and will need to be determined before the second source can be secured.

Jamestown has an irrigation ditch that is used to transfer water for irrigation of private properties along the ditch. This water can be used to relieve stress on the Town's potable water system. The west end of the irrigation ditch was damaged in the 2013 flood event. The head gate and damaged section are scheduled to be replaced in 2017.

### **System**

The potable water distribution system was updated for the majority of the town in 2015 and 2016. Improvements included water mains, valves, and hydrant replacement for systems along many of the town streets. The water lines were extended to reach the Rose M Subdivision on the east end of town. The storage tanks were rehabbed and valves were replaced in 2016.

The water treatment plant was also improved in 2014. The water treatment plant uses a sand filter system with a two-chamber roughing filter to clean the water diverted to the plant. Water quality issues tend to be related to seasonal effects such as raw water quality and health of filters. As of the date of this report, the water treatment plant's sand filter system still needed to mature before desired water quality is obtained.

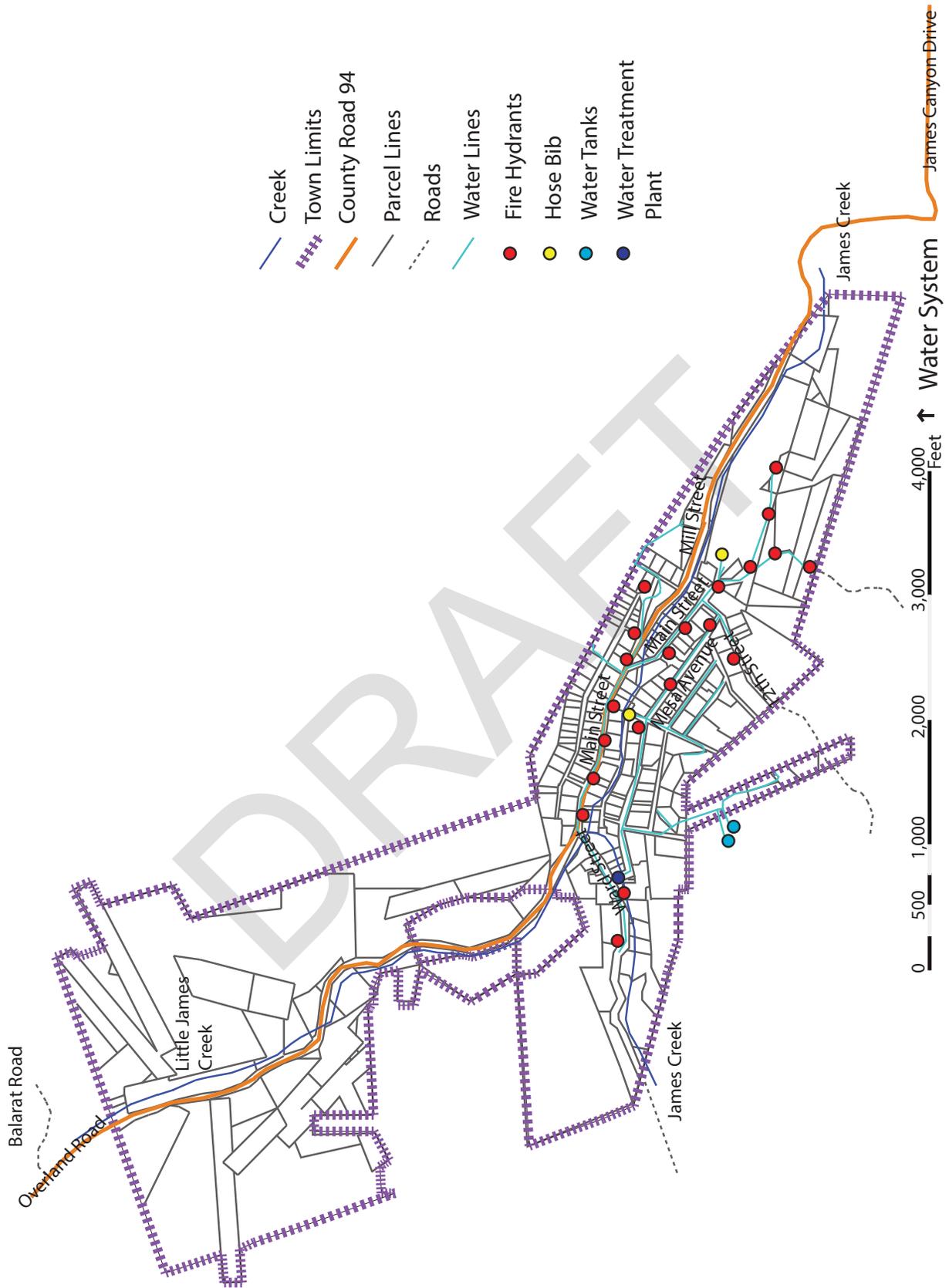


Figure 6-3: Water System Map

According to the Town's Water Committee, the rated capacity of the plant exceeds 100,000 gallons per day (gpd); however, the daily capacity typically fluctuates between 20,000 and 40,000 gpd<sup>5</sup>. Water production could be increased at the plant to support a larger population in Jamestown and the water rights can support it. With the new treatment facility, the water service capacity has increased and it is estimated that it can accommodate additional growth of at least 20 to 30 new residences<sup>6</sup>. Despite this, capacity should be monitored over time to detect issues before they occur. In addition, other factors, such as spacing requirements for on-site wastewater treatment systems, hazardous areas, and terrain, will affect the eventual development potential and density of new houses in the town.

The majority (86%) of the respondents in the 2015 Land Use and Housing Study: Household Survey found the existing water system satisfactory. The majority (69%) indicated that they were satisfied with the availability of services and (57%) the cost of services. Respondents indicating support for extending water service west of Ward Street was 56%, with 77% in support of water service to the Rose M Subdivision on the east end of town.

## **Water System Issues**

### ***Cost of Water***

Jamestown faces the challenge of economies of scale in terms of continued water service to the community. Jamestown has a relatively unique situation where it has an established system that has a set cost required to operate and maintain as well as a small population base to which to distribute that cost. As a result, the cost of providing water to homes does not depend solely on water use for individual homes but is largely dependent on the base cost of system operation and maintenance itself.

The cost of water service is covered by user water fees. Initially, a flat fee rate is set to cover the base cost of water operations and system maintenance and all community members with taps need to pay rates that cover those costs. The fee rate is then adjusted based on the number of bathrooms in a residence. An alternative to this formula may be to install meters along the system for each unit and base the rate on overall water use. However, the cost of the meters and their installation will need to be paid for by users in addition the base rate needed to maintain the system (which will not change), as well as the amount of water used. As a result, the fees may be charged in a more equitable manner for water use itself but the cost of service would not be reduced. Because of this situation, the Town continues its current fee system for water.

Feasible options to increase revenue for the water system may include having people who are on wells and are within the current water system become water subscribers and / or charging accessory dwelling units as separate independent one bathroom units instead of the current method of only charging for an extra bathroom for the principle dwelling unit.

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<sup>5</sup> Town of Jamestown Water Committee

<sup>6</sup> Ibid.

### ***Extending Service***

Consideration to extend the water service lines was discussed during the *2015 Jamestown Area Long Term Recovery Plan*. The purpose was to explore opportunities for new development to help offset the homes lost during the 2013 flood event. There was also support for providing water as a fire protection measure for the area. A formal assessment was not conducted but a rough estimate suggested that the cost would be substantial due to length of pipe, terrain, and the grade of the land being higher than the core of Town where the existing water service area is. Without an external funding source, the Town would not be able to pay for such extensions. One-third of the residences lost in the flood have been replaced. Other options, such as accessory dwelling units and the subdivision of land closer to the center of town to accommodate new residences, allow for some growth without adding the cost of water extension at this time.

### ***Improvements Plan***

The Town's water treatment and distribution systems are relatively new; however, there is still a lifespan associated with the system. In order to maintain the systems over time in a fiscally responsible manner, the Town will need to plan for future needs. This may include allocating a portion of water user service fees toward a fund for future use as the system needs to be updated. It is highly unlikely that the Town can reserve the amount of money needed to replace all components of the system when it is needed but it can plan for a reserve that can contribute towards matching funds or other seed money.

### ***Water Quality***

Water quality is very important for the community. Being located near the top of the watershed, as Jamestown is, can be a benefit to the community because there are fewer land uses between the water source and the water treatment system that might compromise the water quality. However, due to the presence of local individual on-site wastewater treatment systems, contaminated soils due to past mining operations, and by the threat of regional hazards such as



*Figure 6-4: Water Committee in the field*

wildfires and debris flows that can impact water quality, the watershed is still very vulnerable. To ensure clean water and an adequate water supply Jamestown should participate in regional efforts for watershed health as well as wildfire prevention.

## **Current Regulations and Programs**

The Town has the following ordinances and committees that pertain to Town utilities:

**Ordinance 4, Series 2011** is the waterworks and watershed ordinance. This ordinance requires review and permitting of certain activities in an attempt to protect the town's water supply from pollution or from activities that will create hazard to health and water quality.

**2011 Source Water Protection Plan** – The *Source Water Protection Plan* focuses on addressing issues that affect water quality such as mining activities, septic systems, impacts from transportation on roads, climate change, flood hazards, public lands, wildland fires, mountain pine beetle, reservoir and diversion operation and maintenance, and residential practices. The plan provides several management approaches that can be implemented within the protection area to help reduce the risks of potential contamination to the community's source water. These approaches complement existing regulatory protection measures implemented at the state and federal governmental levels by filling protection gaps that can only be addressed at the local level.

**Ordinance 1, Series 2012 Growth Impact Fee** – The Town adopted a Growth Impact Fee in 2012 for the purposes of offsetting impacts related to the growth in population and housing to parks and recreation, water plant capacity, streets and bridges, and fire and emergency medical technician safety services. The ordinance establishes a fee to apply to new residential and non-residential development/construction and details the distribution of that fee among four areas of concern including utilities.

**Ordinance 1, Series 2015 and Resolution 33, Series 2015** set the parameters for providing the potable water service to the community including taps fees, water rates, and relief programs.

**Jamestown Water Committee** – the Town's Water Committee oversees water maintenance and planning for the town water system. The Water Committee includes the two water treatment plant operators.

**James Creek Watershed Initiative (JCWI) and Lefthand Watershed Oversight Group (LWOG)** – Jamestown supports and is involved with the James Creek Watershed Initiative and Lefthand Watershed Oversight Group. Both are community organizations working to preserve, improve, and protect the James Creek Watershed and the Left Hand Creek Watershed (in which the James Creek Watershed is located) and to improve water quality. JCWI is a local grassroots group while the Lefthand

Watershed Oversight Group is a regional agency with representatives from regional groups, state agencies and other interested parties. Both watershed groups monitor water quality along Little James and James Creeks. LWOG also oversees the River Watch program to assess stream health for the watershed. The Lefthand Watershed Oversight Group participated with the creation of the *Left Hand Creek Master Plan* that guides recovery of the creek after the 2013 Flood event.

### **Wastewater Treatment Policy**

1. The Town should protect the quality of the town water supply and prevent other contamination resulting in health threats by cooperating with the Boulder County Health Department to rectify the failure of individual wastewater treatment systems and to allow installation of new wastewater treatment systems only with proper permits for construction.

### **Water System and Service Policies**

1. Jamestown should continue to refer to the Town's water ordinance (Ordinance 1, Series 2015) to ensure that all persons served by the water system will be treated equally under the law. Unless otherwise declared, all costs for water line extensions and water tap installations are to be borne by the property owner and/or water user.
2. The Town's ability to treat and distribute water should be considered with the extent of future development. The Town should continue to monitor water capacity as new development occurs to ensure adequate supply is available. The expense of water extension should be borne by the developer or water service recipient.
3. The Town will take a watershed approach to addressing water quality and will continue to support and work with the local watershed groups, Boulder County, and the State of Colorado to ensure local water quality is maintained. Locally, Jamestown will take measures to ensure implementation of the *Source Water Protection Plan* and enforcement of the Watershed District Ordinance (Ordinance 4, Series 2011).

### **Proposed Wastewater Treatment Programs**

1. The Town should assist in the careful and judicious monitoring of the water supply for contamination resulting from the increased density of wastewater systems as development occurs. The Town should require wastewater treatment systems to be upgraded if they do not meet County requirements.
2. Care should be exercised in permitting building in undeveloped areas “above” the town water sources to avoid water supply contamination from the failure of individual septic systems.

### **Proposed Water System Programs**

1. The Town should continue to develop a Capital Improvements Plan for the water system in order to be prepared for future updates to the plant and distribution lines and / or any other maintenance or improvements that are found necessary.
2. The Town should continue to monitor the water system capacity over time to ensure use does not exceed capacity of treatment or distribution.
3. The Town should continue to explore ways to create a more resilient water system including the potential for a second well for emergency purposes.
4. The Town should continue to explore ways to improve the effectiveness and efficiency of the water treatment plant’s sand filter system.
5. The Town should continue to be involved in ways to protect the watershed including participation in regional and local watershed groups and in regional wildfire mitigation efforts.

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# 7 Chapter 7

## Facilities and Services



Figure 7-1: Town of Jamestown Town Hall

Jamestown seeks to foster a sense of community in the Jamestown area, including maintaining a child-friendly town, providing support and services for vulnerable populations, including seniors; and maintaining local community institutions including the Jamestown Elementary School, the Jamestown Post Office, the Jamestown Community Church and the Jamestown Mercantile.

Maintaining local community facilities and services supports the overall community wellbeing and fosters a more supportive, diverse and tolerant community in and around Jamestown. Local institutions and resources support youth education and strong families and strengthens the sense of community in the greater Jamestown area.

### **Community Facilities and Services**

The Town's facilities include:

- The Town Hall, which houses the town library and Town Clerk's office
- The Jamestown Volunteer Fire Department Fire Hall
- The temporary fire hall
- The Jamestown Cemetery
- Elysian Park
- Town Square.

The Town also has several properties that can be potentially used for passive recreation purposes. Six<sup>1</sup> of these properties are a result of two separate federally funded buyout programs to remove development from floodplain areas after the 2013 flood. These particular open space parcels are limited on uses and development that can take place but can provide opportunities for creek access and passive recreation. A community garden and a memorial area are two public amenities planned for two of the open space lots. A few other town-owned properties (not acquired through purchase programs, such as the one at the south end of Ward Street) may also be used for passive recreation purposes where terrain allows.

Town facilities are currently in good condition. The Town Hall was renovated and an addition added in 2010. A new fire station was built and the Town Square was redeveloped after the 2013 flood event. Volunteers are responsible for the maintenance of town facilities, including park land and open space properties. Discussions on how to improve the temporary fire hall have taken place.

Additional facilities (not Town-owned or operated) existing in Jamestown include the Jamestown Elementary School, Jamestown Community Church, and the Jamestown Post Office. In continuous operation since 1906, the Jamestown Mercantile, or Merc, is the only restaurant in town and acts as the community's primary social gathering place. Nearby are the Balarat Outdoor Education Center and Cal-Wood Education Center. Although these are not Town-owned facilities, the community recognizes the great importance of each.

## **Community Services**

The Town Clerk provides administration services for the community and the Town Board of Trustees provides local governance. Jamestown also supports the Jamestown Volunteer Fire Department (JVFD) and Emergency Medical Services (EMS). Boulder County provides some police services, via the Boulder County Sheriff's Office, as well as animal control services. Other services, including solid waste management and recycling, are provided by independent, private entities. Discussion on utilities such as water, waste water treatment, cable, phone and internet can be found in Chapter 6 Utilities of this plan. Snow removal (except for snow removal service performed by Boulder County along County Road 94) is a service paid for and performed by volunteers. More discussion on snow removal can be found in Chapter 5 Circulation of this plan.

## **Facility and Services Issues**

### ***Providing Services***

Jamestown has a relatively unique situation for providing services and facilities to the community. The lack of staff and fiscal reserves challenges the ability to provide services and facilities that are typically found in other communities. In turn, the community has acknowledged the need for residents to step up and fill in some of the service gaps.

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<sup>1</sup> Eight properties were purchased through federally funded programs to remove development from hazard areas; however only six of them are available for passive recreation purposes due to terrain.

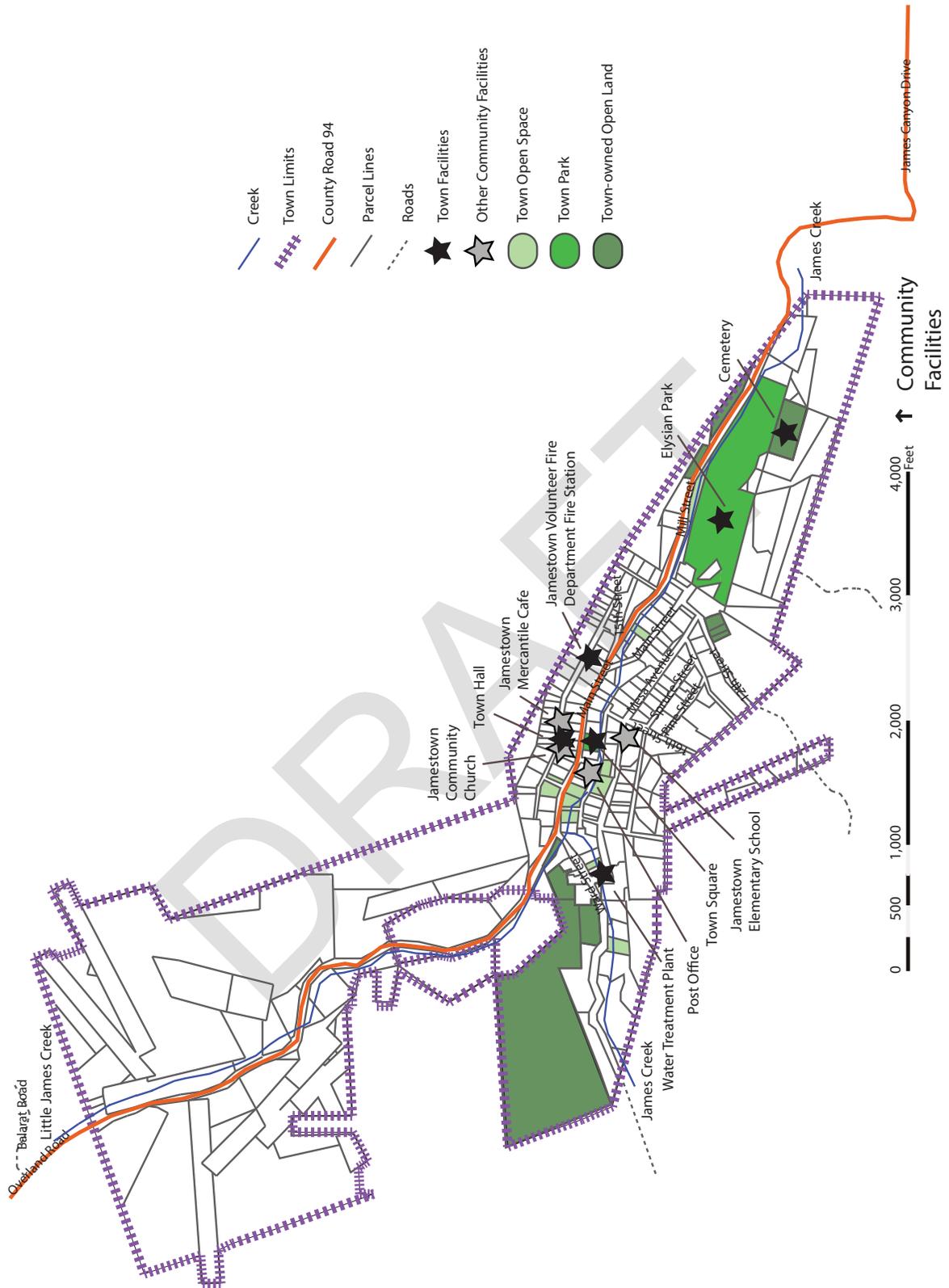


Figure 7-2: Jamestown Area Facilities



Figure 7-3: Jamestown Volunteer Fire Department Fire Station

Due to the surrounding terrain, susceptibility to natural hazards, and distance from area services, the community is aware of the importance of sustaining high-quality and fiscally responsible emergency services as provided by the JVFD and EMS. In addition to the direct fire protection and emergency medical services, continued communications during an emergency is a highly valued service that both residents and the Town can provide for the community.

The majority of facility maintenance is done by established committees such as the Cemetery Committee, Parks Committee, Town Hall Maintenance Committee, JVFD, along with other community volunteers.

Governance is provided by the Town Board of Trustees. With the need to keep the community engaged and proactive on maintaining community facilities and providing community services, a cooperative and inclusive Board is needed to sustain a culture of active informed participation by community members.

Pertaining to the availability of services, 67% of the *2015 Housing Survey* respondents indicated satisfaction; 57% were satisfied with the cost of services. With respect to fire and EMS, 92% of the *Housing Survey* respondents indicated that they were satisfied with those services. 71% of the *Housing Survey* respondents indicated that they were satisfied with the parks and recreation offered.

### ***Addressing Service Gaps***

With the challenge of providing services without staff or funds, leveraging existing regional services such as the County's Area Agency on Aging, the Emergency Family Assistance Association, Via Mobility, among others, is essential. Locally, community members have established an Aging Well in Community group to support vulnerable populations such as the elderly and homebound.

In addition to regional services, the community is recognizing the need to embrace other area mountain communities to strengthen services and increase overall resiliency among communities. The InterMountain Alliance, a forum for Boulder County mountain communities to assist each other in preparing for disaster and planning for the future, is an example of such an agency geared toward increasing the area's overall safety.

Due to the lack of funding, the Town could not continue to support recycling services for community members. As expressed in the *Jamestown Area Long Term Recovery Plan*, community members value recycling as a means to care for the environment. The Town has been looking at ways to re-establish a regular recycling schedule for community members. Until then, special event days have been conducted to supply the service when funds are made available.

### ***Funding Services and Facilities***

During the Long Term Recovery Plan process, the community expressed the need to make cost-effective decisions in regard to facilities and services. Alternative funding sources could also be pursued such as: user fees; special assessment districts; and federal, state, and county matching fund programs. Town improvements can also be made by using the volunteer resources within Jamestown. In many cases, large funds are not required to make facility improvements.

Jamestown's ability to provide community facilities and services is directly related to the strength of the local tax base. Money generated from property tax enables the Town to upgrade or add community facilities. Future growth in Jamestown would have an immediate effect on the Town's fiscal capacity by increasing the tax base as well as increasing the demand for more services. Over time the tax base may be unable to maintain the level of revenue needed to support increasing capital improvement and operational costs. Jamestown should weigh the impacts of new growth over the short run and long run to avoid the problem of an expanding service demand and limited tax base.

The Town's annual budget includes line items for the JVFD, EMS, and cemetery maintenance. Funds for parks maintenance come from the annual collection of the Colorado Lottery Conservation Trust Fund. Additional funding for parks, JVFD, and EMS comes from impact fees collected at the time of building permit if and when new floor area is proposed within town.

The Town does not have an official Capital Improvements Program. To maintain the new fire station and other community facility improvements over time, a capital improvements plan is a tool to ensure that these assets are properly maintained over time to avoid an expensive and/or dire fix.

## Current Regulations and Programs

The Town has the following ordinances, programs, and committees that pertain to Town facilities and services:

The Town has a **Parks Committee** and a **Cemetery Committee**, which each ensures maintenance of those facilities. The Town also has a **Recycling Committee** that works on various ways to offer the service for the community.

In 2016, an **Aging Well in Community** group was established by residents. The group welcomes interested individuals of all ages in the greater Jamestown area. The group is also looking into building ties with other mountain communities, like Gold Hill, to increase its efforts and build resiliency among the communities. The program is the result of an identified and implemented project from the *Jamestown Area Long Term Recovery Plan*.

The **2015 Jamestown Area Long Term Recovery Plan** includes more detail on strategies to promote a healthy local government and civic culture, to ensure a safe community, and to sustain supportive community services.

**Ordinance 1, Series 2012 Growth Impact Fee** – The Town adopted a Growth Impact Fee in 2012 for the purposes of offsetting impacts related to the growth in population and housing to town parks, JVFD, and EMS. The ordinance establishes a fee to apply to new residential and non-residential development and details the distribution of that fee among the four areas of concern including the maintenance of facilities.

In 2015, a **Financial Sustainability Grant** was used to create a comprehensive list of all Town capital assets, a detailed analysis of future replacement costs, and an array of budget considerations.

In 2016, Boulder County awarded a **Sustainability Grant** to the Town to apply to constructing the community gardens project.

Also in 2016, the **Jamestown BoCo Strong Resiliency Group**, teamed with the AirLink Amateur Radio Group, received a grant from Foothills United Way to strengthen and enhance the essential ham radio communication network for mountain communities and also to increase neighborhood communication networks within Jamestown.

## Facilities and Services Policies

1. The Town will strive to foster a sense of community, community culture, and quality of life for all citizens, and to enable all persons to share in all elements of living in the community and have the opportunity to participate effectively. Jamestown will continue to foster informed investment and participation by residents in the governance of the Town.
2. Jamestown will continue to provide high-quality emergency services, while increasing community participation in emergency preparedness. The Town will continue to:
  - Foster coordination and build partnerships with the school, community groups and organizations, safety providers, the private sector, and the community with a goal of providing a coordinated approach to enhancing community safety.
  - Promote strong partnerships with other governments and regional organizations to ensure that Jamestown is involved in decisions, plans, and programs that could affect the Town's ability to mitigate, prepare for, respond to, or recover from natural and man-made disasters and other unexpected events.
3. The Town will strive to meet the needs of all residents by taking advantage of existing local, county, state, and federal resources, including initiating and maintaining partnerships with existing agencies and groups.
4. The present level of expenditures for facilities and services should be maintained as much as possible. Improvement of facilities and services should be made through self-help, low cost efforts whenever possible. The Town will support community-based committees and programs to address community service gaps and facility maintenance needs in order to reduce the need to expand the tax base for these areas.



Figure 7-4: Jamestown Post Office

5. The Town will consider fiscal responsibility and awareness of long-term realities into all plans and programs. Jamestown will evaluate the short-term and long-term effects of an expanded tax base due to new growth and the demands for facilities and services generated by this growth. Jamestown should balance the tax revenues with its capital improvement and operational costs.

## **Proposed Facilities and Services Programs**

1. The Town should continue to implement the *Long Term Recovery Plan* strategies with regard to community services including the following:
  - Prepare a resident resource guide on area services, local businesses, and contact information; awareness of hazards; and general information in regard to living in the mountains.
  - Update the Town's emergency management plan.
  - Train community preparedness groups.
  - Establish an auxiliary to provide support services to the JVFD and EMS volunteers.
  - Obtain generators for key town facilities – particularly Town Hall, the fire station, and the Merc.
  - Create a volunteer communications assistant to provide communications at all times, including during disasters.
  - Promote opportunities for intergenerational interaction and learning that strengthen connection among residents of all ages, including social, civic, educational, recreational, and cultural activities.
  - Continue efforts to contract with a recycling business or person to provide once-a-month recycling pick-up; and retain a space in town, close to a composting area, for the monthly pickup.
  - Ensure the continuance of the Jamestown library.
2. The Town should continue to implement the *Long Term Recovery Plan* strategies with regard to collaborating with regional partners to enhance community resilience in the following ways:
  - Partner with and/or collaborate with Boulder County and other organizations to ensure the Town has an updated Emergency Operations Plan that outlines the roles and responsibilities of Town and partner entities during large-scale disasters and emergencies.
  - Engage the community in disaster response and preparedness planning and promote civic engagement and volunteerism.
  - Support ongoing coordination and partnerships with outside agencies that provide safety services.
  - Work with other mountain towns that have similar challenges and needs to enable sharing solutions and resources to expand the community, thus increasing resilience and sense of safety in the face of disruptions and disasters.
  - Continue planning the expansion of the Mountain Emergency Radio Network (MERN) to include Jamestown coverage.



Figure 7-5: One of the Town's open space properties along Main Street

3. Strive to ensure social, health, and human services are accessible to and contribute to the well-being of all residents:
  - Actively collaborate with local and regional providers about health and human services needs and resources to determine the most efficient and effective methods for delivering and improving access to these services.
  - Work with the Boulder Valley School District to ensure continued existence of the Jamestown Elementary School.
  - Foster close coordination among public, private, and nonprofit agencies that provide health and human services and participate in appropriate regional human services partnerships to determine more efficient and effective methods for delivering human services to Jamestown's residents.
  - Promote volunteerism by all ages to meet the needs of any "vulnerable" residents, including the range of ages, residents with short-term physical needs, and residents with long-term physical needs.
4. The Town should work with the community to promote community-based Aging Well in Community efforts. To do this, the Town will encourage the community to:
  - Periodically identify needs and help meet them through local help and through existing relevant agencies.
  - Promote social activities for seniors to maintain their connections and avoid isolation.
  - Assist to arrange support for household chores and home / yard maintenance.
5. The Town should continue its efforts to provide proper maintenance of community facilities and properties in the following ways:
  - Continue to actively recruit community members to participate in the various facility maintenance committees.
  - Evaluate and determine appropriate maintenance approaches for the Town's open space properties and any amenities on those properties.
  - Continue to engage and train community volunteers to assist with special projects and maintenance of parks, trails, greenways, and open space.

- Pursue grants and partnerships with local, state, and national organizations to leverage staff time and available resources.
  - Develop a Capital Improvements Program or reserve fund to plan for and address future maintenance and replacement needs.
6. The Town should continuously seek ways to improve the accessibility of Town government by:
- Getting information to the community about issues the Town is facing, and explore opportunities to supplement public information methods the Town is currently using to serve Jamestown residents better.
  - Meeting the provisions of the Colorado Open Meetings Act and the Americans with Disabilities Act.
  - Ensuring Town policies and regulations and other information developed by and for the Town are communicated in a manner that is clear and easy to understand.
7. The Town intends to provide a welcoming environment and to encourage all residents to participate in Town government in the following ways:
- Encourage residents to serve on committees that advise the Board of Trustees on matters important to the Town while striving to achieve representation that is reflective of the population as a whole.
  - Periodically review the purposes and roles of the Town's committees to ensure that they continue to benefit the Town and effectively use residents' time and energy.
  - Seek the involvement of diverse groups of residents on community issues and in Town-sponsored activities.
  - Develop and administer strategies that actively involve neighborhood groups, business organizations, civic organizations, and residents in the Town decision-making process.
  - Expand opportunities for all residents to have a voice in the community, and monitor and acknowledge the desires, needs, and suggestions of all community members.

# 8 Chapter 8

## 8 Land Use



Figure 8-1: Jamestown through the eyes of the elementary school students

Land use describes the different ways the land is utilized to provide development sites and circulation for the community's needs. Land use planning tries to reconcile the needs of present and future users and to solve conflicts that potentially exist among various land uses. Planning for land use is important because the total land use pattern establishes the character or form of the town, which in turn affects sociability, privacy, and the environment. Comprehensive research and community input are basic to any meaningful land use plan.

### Existing Land Use

Jamestown has three major types of land use: residential, vacant, and forest service land. Limited non-residential (e.g. commercial, service, and government) properties also exist. The residential use is concentrated in the center of town on (what is known as) the original plat. There is also some residential development in the east and west ends of town. Vacant land is distributed throughout the town in the form of undeveloped platted lots and mining claims. Forest Service land is located in the east and west ends of town. Overall, residential uses comprise approximately 26% of the land, vacant land approximately 35%, and Forest Service - 18%. The remaining land is used for parks, open space, circulation, mixed commercial and service uses, and public uses.

For planning purposes, the town can be divided into 3 major land areas: the central section (core area), the area to the west, and the area to the east. The central section or core area is predominantly residential. The residential use is almost entirely comprised of single family detached homes sited on 0.3-0.75 acres (13,000 to 32,000 square feet) each. There are currently approximately 147 housing units within 131 structures in Jamestown, nearly 100 are located in the central section. The houses are one story or two stories (some with garages) that range from less than 1,000 square feet to about 2,500 square feet. The housing pattern contributes significantly to the character of the town. Very few undeveloped lots remain in this area. Commercial uses are located on Main Street and cottage industry exists in various locations. Other uses or facilities in the central area are the Town Hall, the Jamestown Elementary School, the Post Office, Fire Hall, and the Jamestown Community Church.

The west end of town is approximately 10% developed, 50% vacant land, and 40% Forest Service land. The vacant land that is not Forest Service land is entirely composed of overlapping mining claims. The Forest Service land is undeveloped and expected to remain so.

The major uses in the east end of town are vacant, Forest Service, park, and cemetery. There are also a few homes located in this area. The properties on the east and west ends of town tend to be larger than those in the central, or core, area.

Jamestown sits on the edge of the Colorado Mineral Belt and mining is a large factor in Jamestown's history. Although new and /or expanded mining operations in the area is not as high of a threat as it once was, there is still a possibility for those operations to occur and the impact to the social and physical environment of Jamestown caused by a large mineral development may be significant.

## **Land Use Types and Locations**

The following are the land location and land use terminology used to describe land use and development within the town. These concepts are displayed on the Existing Land Use Map, the Future Land Use Map and the Planning Area Map (maps follow this page). The Planning Area Map conveys the different character of development density in the town. The Existing Land Use Map reflects the development and land use present in 2016. The Future Land Use Map shows the expected land uses that will occur on vacant parcels and / or underutilized lots. The Future Land Use is a guide; uses can be changed over time if the new use is compatible with the mountain character, respectable to adjacent land uses, and adequately supported by infrastructure and utilities.

**Definitions** (see Future Land Use Map and Planning Areas Map for locations)

- 1. Core Area:** This is where the concentration of development has occurred in the past. The boundaries of this area are defined by the existing water system and as established in the original town plat. Parcels in the Core Area tend to be between 15,000 square feet and 30,000 square feet in area.
- 2. Non-Core Area:** This land lies outside of the Core Area. It is designated as an area of low density development. Parcels tend to be over an acre in area.

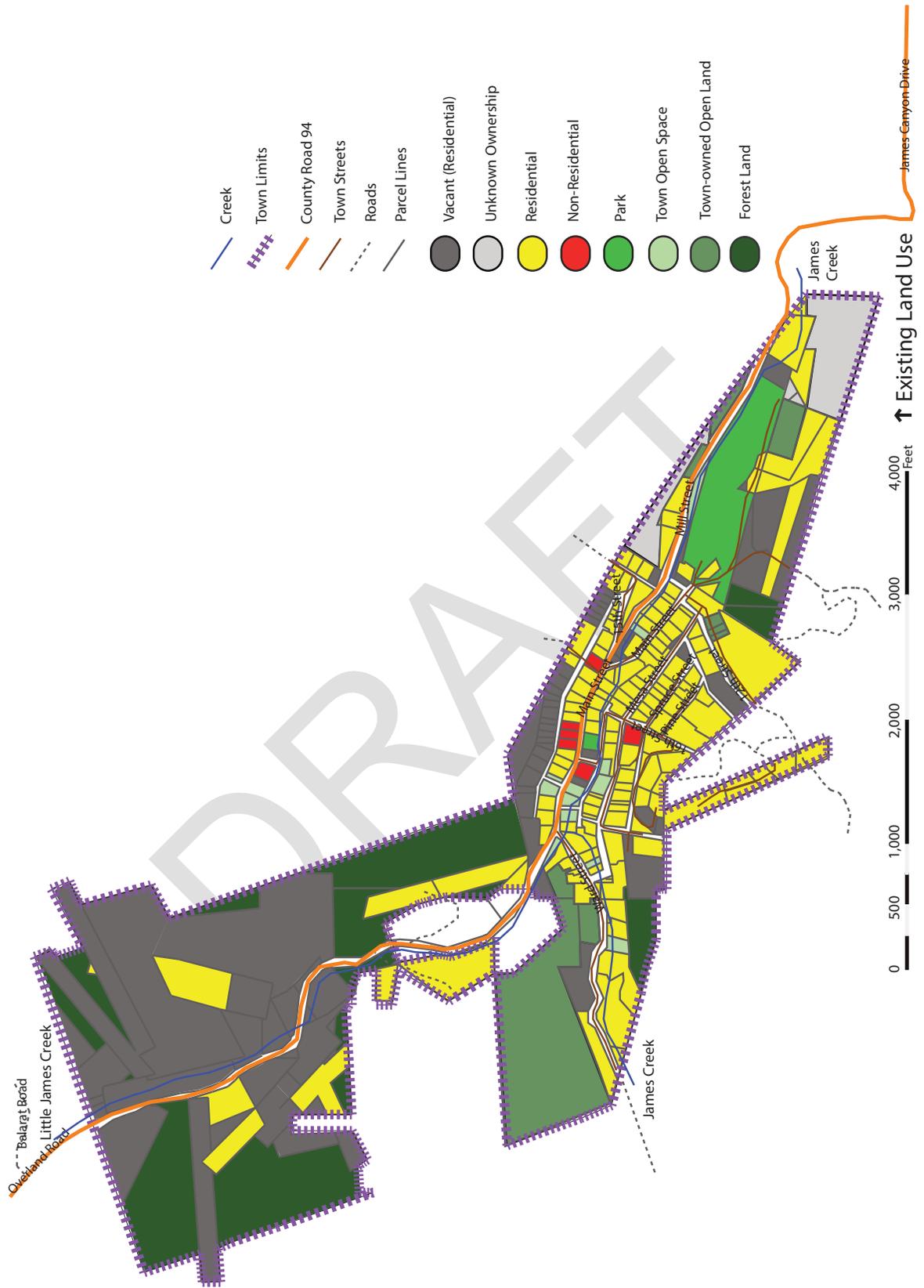


Figure 8-2: Existing Land Use

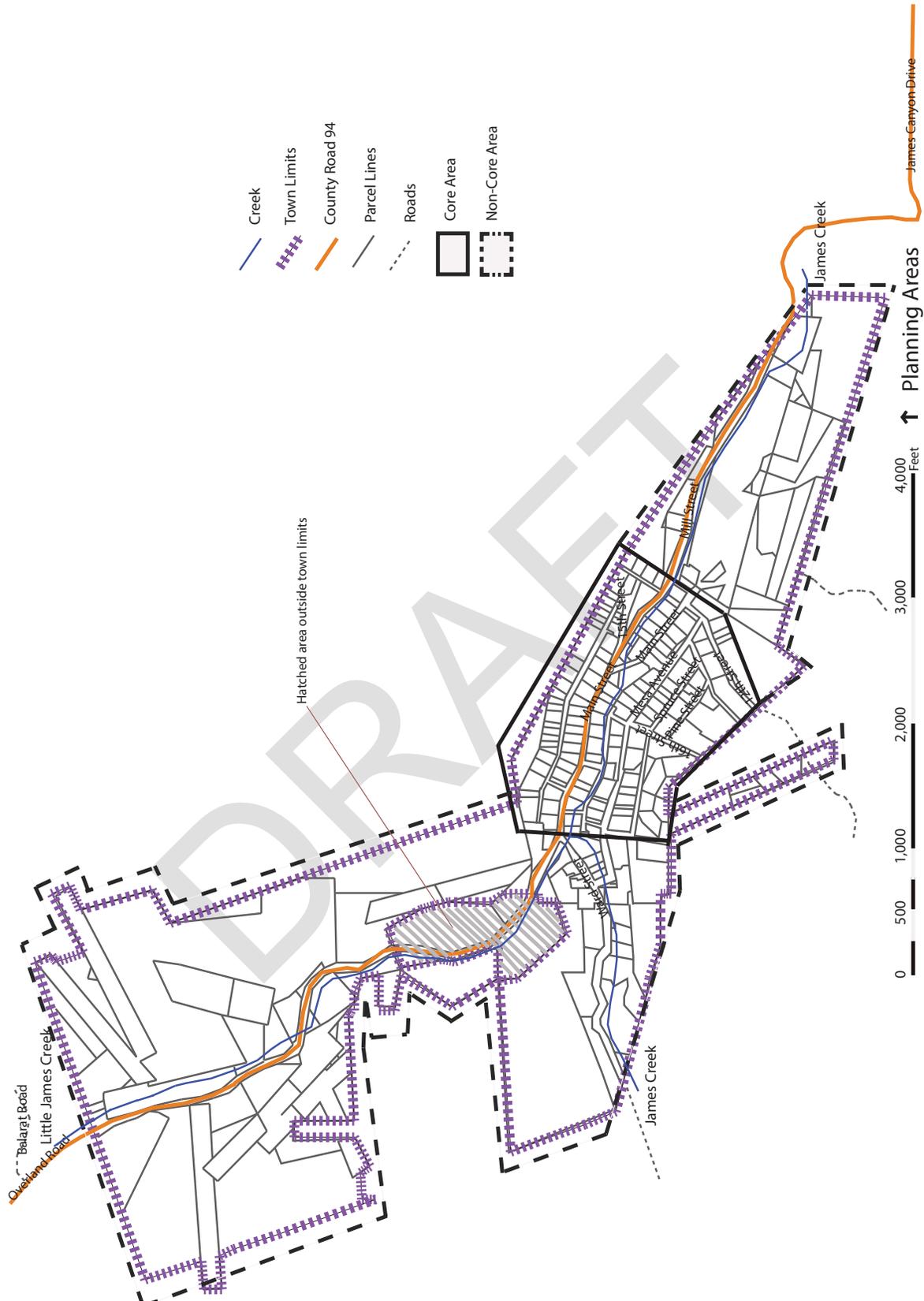


Figure 8-3: Planning Areas

3. **Residential:** This is defined in relation to the existing housing stock and/or the desired type of development. For Jamestown this means single family development. Accessory dwelling units may be supported in certain locations that can accommodate them safely. Any more intense development, such as duplex, triplex or fourplex, will place an undue burden on the service systems and the environment. Cottage Industry is allowed in residential areas.
  - o Cottage Industry: This refers to the type of production or assembling that occurs within a building whose primary use is residential. Such types are generally under the craft category (i.e., leather, woodworking, etc.). The use must be compatible with its surrounding. There must be no more noise, pollution, traffic congestion, etc. associated with the cottage industry than is normally associated with residential use.
4. **Non-residential:** Uses that are not residential in nature but support local residences and residents. These include small retail trade, services, government offices, mixed-use and education facilities.
  - o Small Retail Trade: The uses under this category are grocery, craft, stationary, and other types which are compatible with the town's location and character.
5. **Park:** Community area used for active and passive recreation and as a gathering place.
6. **Open Space:** Town-owned land dedicated as open space (unbuildable); recreation and habitat uses may occur on these areas.
7. **Town-Owned Open Land:** Undeveloped town-owned land that is not designated as a park or other use; areas may be used for passive recreation.
8. **Forest Land:** Land within the town limits that is under the jurisdiction of the United States Forest Service.

## Future Development and Land Use

During the creation of the *1981 Comprehensive Plan*, some of the sentiments / findings on major land use issues included that the small town character be maintained, development should be limited to the central area, development should be guided by the ability of the town to provide services, and opportunity for commercial growth should be provided. In general, Jamestown wished to maintain its character while providing for a moderate level of growth and thus assure a pleasant, healthy, and safe environment.

Many of these ideals exist today. Through the planning process for the *2015 Long Term Recovery Plan*, the community expressed that Jamestown should explore land use options that will allow Jamestown to manage growth while retaining the town's mountain character: a unique mountain town with residential properties, necessary facilities to support those residences, and enough activity to support local businesses. Any future development should be executed in an informed, conscientious and culturally appropriate way that contributes to the overall sustainability and small mountain-town character of Jamestown and the surrounding environment.

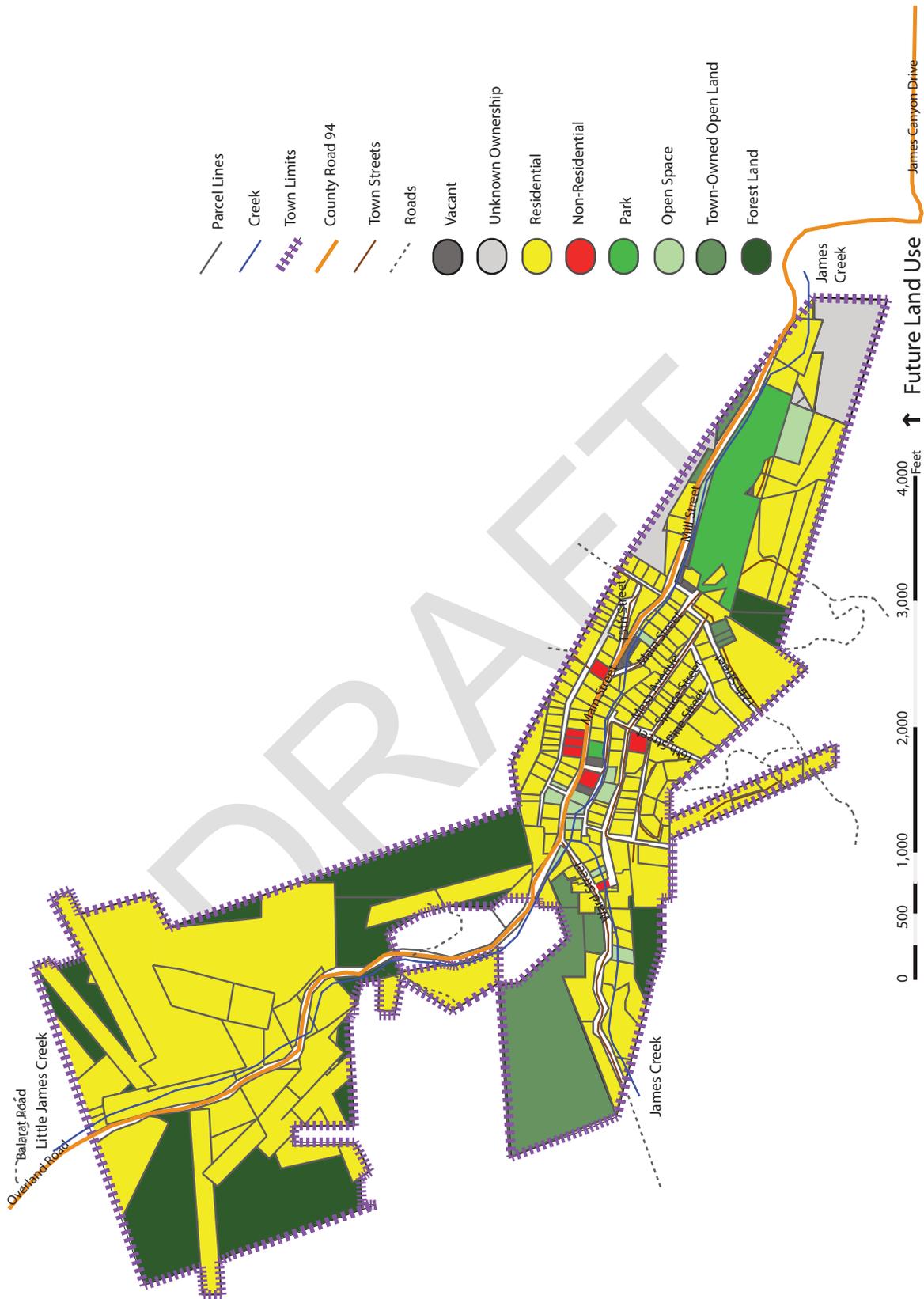


Figure 8-4: Future Land Use

During the *2015 Long Term Recovery Plan* process, the community also recognized the need to provide new opportunities and affordable housing options to allow for a diverse population that includes families that will support the continuance of the Jamestown Elementary School. There was also the desire for regulations, ordinances, and resolutions that provide some control safety measures for new development but also some flexibility. Accessory dwelling units were deemed important to the Town because they represent the single biggest opportunity for the Town to accomplish certain housing goals, in particular, the goals of aging in place, and providing housing for a mix of ages and a mix of incomes.

The remaining vacant land within the existing town limits represents possible future development sites. Subdivision of a limited amount of existing properties was also seen as a means to allow for some future growth, as well as enabling the replacement of properties lost due to the 2013 flood event.

The existing land use patterns are the most compatible and beneficial in terms of preserving the small town character. Policies may be established to guide this development in a manner that reflects town values while allowing for some growth. In addition, the Town allows for accessory dwelling units on qualifying properties to allow for more affordable housing as well as aging-in-place options. This will ensure that future land uses will be compatible with the Town's expectations. One of the most important factors in community development and planning is the citizens' desire for self-determination. Jamestown's residents are willing and capable of providing the guidance necessary to promote healthy growth.

Since 1980, Jamestown has grown by 39 persons in 34 years, just over one person per year. Excluding replacement houses for those lost due to the 2013 flood event, the past trend for development within the town is approximately one single-family house per year. According to the 2015 housing survey, 56% of respondents indicated that they were satisfied by the pace of development with 15% not satisfied. Sixty-three respondents indicated the growth rate was "about right".

If the trend continues, the town would need 20 available lots to accommodate the growth rate over the next 20 years. The philosophy expressed in the *1981 Comprehensive Plan* was to develop existing lots within town limits before considering annexation of undeveloped land – particularly public land. According to the *2015 Land Use and Housing Study*, the projected growth can be met with the existing vacant platted lots and mining claims in town particularly if the larger parcels are subdivided. However, a number of these parcels do have hazard issues associated with them which will need to be considered with future development proposals and run-off and drainage issues caused by development need to be addressed. Further discussion on environmental factors such as natural hazards and drainage are discussed in the Environment Chapter of this plan. New parcels will also need to have adequate access, area for on-site wastewater treatment systems, and utility service.

Additional growth can also be accommodated with the allowance of accessory dwelling units on larger lots in town or through subdivision of properties that are large enough to do so under current regulations. Growth through the development of vacant properties and the allowance of accessory dwelling units was better supported than the annexation of public lands to accommodate growth.

## Service Area and Annexation

The Town has not extended its boundaries since the *1981 Comprehensive Plan* was prepared and at this time, annexation is not a popular option. Beyond that, there are very few private properties adjacent to town limits to consider annexing if it were found beneficial to the Town to do so. Another interesting occurrence due to overlapping mining claims and past setting of town limits, a number of private properties along the edge of town are partially in town limits and partially outside town limits (see appendix for location of these properties). The associated property owners may want to annex to bring properties fully within town limits.

According to State Statutes<sup>1</sup>, prior to final adoption of an annexation within a three-mile area, the Town must adopt a three-mile plan. A three-mile plan is a long range guide on where a municipality would consider annexation and how the municipality will adequately service those annexed areas. The plan must generally describe the location, character, and extent of future public utilities and infrastructure and also convey land uses for the areas under consideration. A community's comprehensive plan may also be used as a three-mile plan. Typically with a comprehensive plan, a service area is established which identifies areas where the municipality is willing to serve in the future and, therefore, annex. Through the 1981 Jamestown Comprehensive Plan, the Town set its service area to be equivalent to the town limits.

The failure to have a plan, either a three-mile plan or a comprehensive plan, prior to the finalization of an annexation could open a municipality up to litigation although challenges are limited to the county in which the land is located, neighboring municipalities within one mile (if any), and property owners of property within the annexation area.

As of this update, the Town is not interested in expanding the town limits nor its service area. If the Town and an adjacent property owner jointly desire pursuing annexation of the private property, the Town will need to amend the Jamestown Comprehensive Plan (or develop a three-mile plan) prior to an annexation to establish the new service area and then follow State Statutes in order to do so. This plan amendment would need to be reviewed and approved by Boulder County due to the intergovernmental agreement (IGA) for planning between the two entities. See the next section for more information on the IGA.

## Current Regulations and Programs

### *Development Standards and Land Use Regulations*

Jamestown's land development regulations consist of the comprehensive plan and a number of ordinances that define development and land use policy for the Town including those that apply to development within hazard areas.

**Ordinance No. 2, Series 1984** enacts regulations to control the density of population to the limit to which the Town can provide services; requires building permits for structures; limits building lot size to at least 15,000 square feet.

**Ordinance 4, Series 1995** prohibits use of mobile homes.

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<sup>1</sup> State of Colorado Department of Local Affairs



Figure 8-5: The prominent (private) land use in the town is residential; a few non-commercial properties exist, such as the Jamestown Community Church (image on the right)

Through the **1997 Intergovernmental Agreement**, building permits for properties in Jamestown are reviewed and issued by Boulder County.

**Ordinances 4, Series 1996; 2, Series 2002; 4, Series 2005; 2, Series 2008; 3 Series 2011; and 2, Series 2014** set building code standards (which are overseen by Boulder County.)

**Ordinance No. 2, Series 2009**, a set of subdivision regulations limits subdivision to 2.3 acres.

**Ordinance No. 7, Series 2010** prohibits medical marijuana centers (including cultivation operations, and product manufacturing) within town limits; Ordinance 1, Series 2013 sets a moratorium on the licensing of recreational marijuana facilities (including cultivation facilities, product manufacturing, testing facilities, and retail stores) within the town.

**Ordinance 3, Series 2014** allows accessory dwelling units for properties with single family houses.

**Resolutions 2, Series 2015 and 5-22, Series 2016** sets the parameters for the Land Use and Housing Advisory Committee.

### ***Plans and Programs***

The following plans and programs exist for the community's benefit.

**Land Use and Housing Advisory Committee (LUHAC)** - The LUHAC consists of the members of the Community Planning Group 5, one of the planning groups created for the development of the 2015 Jamestown Area Long Term Recovery Plan, as well as other interested community members that desire to implement goals and strategies relating to land use and housing.

**2015 Jamestown Area Long Term Recovery Plan** – The *Jamestown Area Long Term Recovery Plan* was created after the 2013 flood event. The plan identifies vision and value statements for the community and sets strategies for returning the community to a pre-flood state as well as making additional improvements to meet community goals. Land Use and Housing was one of the topics of the plan.

**2015 Land Use and Housing Study** – A subsection of the *Hazard Identification and Risk Assessment*, the Land Use and Housing Study looked at land use and housing conditions in the Town and provided information on what appropriate development might be and where it might be located. The study featured a survey whose results included community attitudes on growth and development.

**FEMA HMGP and CDBG-DR Buy-out Properties** – The Town has recently acquired nine properties through the Federal Emergency Management Hazard Mitigation Grant Program (FEMA HMGP) and the Community Development Block Grant – Disaster Recovery (CDBG-DR) funding sources. These properties were severely damaged during the 2013. Conditions exist as a result of the purchasing:

- The properties are to remain open space in perpetuity and are limited in the types of structures and uses allowed.
- The Town is obligated to ensure continued maintenance of the properties as well as ensuring all other terms of the agreement are met.

## Land Use Policies

1. Jamestown should maintain its small town character while allowing for moderate growth. This should be accomplished by maintaining a workable balance between new growth and the town's financial, physical, and social capabilities to handle the impacts of new growth.
2. Development should be orderly and parallel the ability of the town to provide adequate services.
3. To insure a healthy environment, the density of development should be controlled through the adopted development limitation ordinance (Ordinance 2, Series 1984), the subdivision ordinance (Ordinance 2, Series 2009) and the accessory dwelling unit ordinance (Ordinance 3, Series 2014).
4. One of the most important issues is preservation of the small town character. To maintain this valuable asset, development should be limited to those uses that are compatible with the existing character of the town. Uses should be limited to residential, cottage industry, and small retail trade. These uses will allow for a variety of development, supply in-town employment opportunities, and provide for an increased tax base while maintaining the town's character.
5. Jamestown should choose those regulations that it will be able to administer relatively inexpensively and efficiently. Moreover, the implementation tools should work for the town by protecting Jamestown's small mountain-town character and by providing a way to handle new growth within the community.

6. Where conflict occurs over legal description of lots, the individual parties should be responsible to resolve the issue. Recognized boundaries exist that are a result of the original plat and natural topography. Conflicts concerning overlapping mining claims can be remedied through the application of recognized legal rights of patented claims. Development on this land should be guided by adopted development policies and regulations.
7. Jamestown should continue to strongly discourage mining within the municipal boundaries. Mining claims should be allowed to develop for residential property as land uses recommended in this plan. If mining does occur, all impacts – including but not limited to traffic, noise, and pollution, are to be adequately addressed by the mining entity.
8. Annexation should not be approved until such time as land within the town limits is no longer adequate to provide the area for growth or until such time as the town is able to accommodate new development with water service. These criteria will be considered in the context of a comprehensive plan amendment prior to approval of any annexation. Unless another acceptable source of domestic water is approved by the Board of Trustees, the cost of any utility extension to annexed properties are to be the burden of the property owner and/or developer of the annexed land.
9. Jamestown desires to see Forest Service land remain Forest Service land, i.e. undeveloped land with access to trails. If at any time Forest Service land is under consideration for disposal within or in the vicinity of the Town limits, the Town expresses the desire to be included in discussions with the Forest Service and Boulder County government to determine appropriate uses and development patterns prior to any action taken.

### **Proposed Land Use Programs**

1. The Town should continue to consider the following recommendations in regard to lot size:
  - That parcels in the Core Area be at least 15,000 square feet as reflected in Ordinance No. 2, Series 1984.
  - That any new construction on existing lots requires adequate area for proper onsite wastewater treatment and structure setbacks from adjacent properties and the wastewater treatment system.
  - If applicable and if a well exists in the area, the size of new lots should consider adequate spacing between wells and those between wells and onsite wastewater treatment systems.
  - That the Town may want to review the current subdivision ordinance to determine if a variance to the minimum lot size is appropriate.
  - That development of parcels that do not have adequate access and/or utility (water, electric, etc.) service should be discouraged.
2. To protect character and privacy of neighbors, the Town may want to conduct a study to see if additional development standards, such as setbacks from property lines, building height and maximum building size/footprint relative to parcel size, should be adopted. Setback requirements describe the placing of a dwelling on a lot with respect to adjacent dwellings and rights-of-way. This ensures adequate light, air, and carrying capacity of soil, safe access

- and egress, as well as preserves the existing character. Some examples are:
- That any new construction be located 15 feet from any existing buildings
  - That any new construction be located greater than 10 feet from public rights-of-way.
3. The Town should consider requiring a drainage study with all new development proposals in attempt to have new development address any drainage and run-off issues that are caused by the project.
  4. The Town should continue to implement the Long Term Recovery Plan Strategies to reach the goals of managing limited growth while protecting the environment and the unique character of the town.
  5. If an adjacent property owner and the Town want to pursue annexation of an adjacent private property, the Town should update the comprehensive plan and use map, and have them reviewed by Boulder County, before the annexation is approved finalized.

### Topic Cross Reference

Because many of the topics in the comprehensive plan are inter-related, particularly to land use, below is a chart that conveys where additional related topics may be found.

<i>Chapter</i>	<i>For more information on:</i>
Environment	Natural hazards (and impacts on development), living with nature
Utilities	Town water service and on-site wastewater treatment
Circulation	Roads, access and getting around town
Facilities and Services	Town facilities and services, regional services
External Factors	Relationships with Boulder County and the U.S. Forest Service

# 9 Chapter 9

## External Factors



*Figure 9-1: The area south of town known as Owens Flats is located on U.S. Forest Service land.*

Future development on the land surrounding Jamestown has the potential to affect the town in many direct and indirect ways. These impacts include:

- Fiscal impact costs incurred due to wear and tear on roads, new housing needs
- Air, water, and noise pollution
- Possible damage to visual features
- Disturbance to recreation areas used by town residents
- Impacts on physical structures and infrastructure
- Impacts due to increased transportation
- Impacts due to the possibility of increased population growth.

Mining is an example of an outside development which could have impact on the town even if the mine is not located within the town boundaries. Air, water, and noise pollution, increased traffic, and damage to visual features are some of the impacts which could result from outside mining activity. Jamestown is particularly vulnerable to these types of external impacts because of the long history with mining in the area.

Because of these potential impacts, Jamestown should be involved with the Forest Service and Boulder County in determining the positive and

negative impacts on the town before approving any type of development - even though these areas are not directly under the town's jurisdiction.

Residents would also like to protect and preserve National Forest land in and around town. As conveyed in the Jamestown Area Long-Term Recovery Plan, the community values living within a natural environment. The forest lands provide active and passive recreation, create aesthetic beauty, and provide habitat for the resident wildlife. In addition to protecting these areas from development and use impacts, the community has expressed the desire for continued respectful access to the surrounding National Forest and decisions on how or whether to improve trail access to the forest will need to include full collaboration between public land managers and the community <sup>1</sup>.

By establishing a review process and a set of criteria to study the positive and negative impacts of development, Jamestown would have the opportunity to protect its small town atmosphere and mountain setting.

## **Current Plans and Intergovernmental Agreements in regard to Land Use**

### ***Super IGA Boulder County Comprehensive Development Plan***

Jamestown has an Intergovernmental Agreement (IGA) with Boulder County for the purpose of planning and regulating the development of land in the Jamestown vicinity. The Super IGA is held by Boulder County and is an agreement among the several municipalities within the county, not just Jamestown. Through the IGA, the County agrees to preserve, to the extent legally possible, the "non-urban" character of the land surrounding Jamestown and discourage new concentrations of residential, commercial, or industrial land outside the Jamestown service area. In addition, the County agrees to refer to the Town, for comment, all development proposals within three miles of the town limits and give serious considerations to Town concerns. In the IGA, no annexations to the Town are to be considered without an amendment to the Jamestown and the Boulder County comprehensive plans.

### ***Boulder County Comprehensive Plan***

The *Boulder County Comprehensive Plan* also adopts the special interest areas note for protection in the *Jamestown Comprehensive Plan*. The current *Boulder County Comprehensive Town* includes the *1981 Jamestown Comprehensive Plan* with the policies and land use map being adopted and other portions of the plan recognized.

### ***Jamestown Area Long-Term Recovery Plan***

The *Jamestown Area Long-Term Recovery Plan* includes direction to work with the Forest Service to continue non-motorized access to area forest land.

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<sup>1</sup> *Jamestown Area Long-Term Recovery Plan*

### **External Factors Policy**

1. Jamestown should maintain its small town character while allowing for moderate growth in and around the town. This should be accomplished by maintaining a workable balance between new growth in the vicinity and the Town's financial, physical, and social capabilities to handle the impacts of new growth as well as continued relationships with Boulder County and the Forest Service.

### **External Factors Proposed Programs**

1. Jamestown should continue to work with Boulder County for evaluating any development and land uses on the land surrounding the town.
  - o Work with the County to adopt the 2017 update of the Jamestown Comprehensive Plan into the Boulder County Comprehensive Plan.
  - o Continue to participate in regional land use review with the County.
2. The framework for a development and use review process between Jamestown and the Forest Service should be established particularly if any forest land is planned for disposal from forest status.
3. Continue to work with the Forest Service to allow for non-motorized access to forest land in the vicinity of the town.

# Appendix 1

## 2017 Comprehensive Plan Background

### **2017 Comprehensive Plan Development Process**

Various planning efforts were conducted in Jamestown in terms of recovery from the 2013 flood event. These studies, completed within 2 years prior to the update of the comprehensive plan, were consolidated to inform this update of the comprehensive plan. These studies include the:

#### ***Jamestown Area Long Term Recovery Plan (2016)***

The Jamestown Area Long Term Recovery Plan is intended to guide the Town government and community in its rebuilding as well as to enhance certain aspects of the greater Jamestown area community to both mitigate the impacts of, and become more resilient to, future disruptive events. The themes of the plan are based on nine guiding principles identified by the community. They include: a healthy local government and civic culture; safe community; supportive community services; getting around town; living with nature; land use and housing; and vibrant communities.

The plan was prepared between September 2014 and April 2015. The planning process for the Jamestown Area Long Term Recovery Plan included several community meetings, work sessions with six Community Planning Groups. A Plan Implementation Group was formed to ensure that the concepts and actions of the plan become a reality.

#### ***The Jamestown Hazard Investigation and Risk Assessment (HIRA)***

The 2015 HIRA was developed to better identify and assess a variety of hazards that the community may face due to its physical setting. The report also provided recommendations that the Town should consider to better mitigate the impacts of the identified hazards. The process included public review of the findings and included an advisory team made up of community members.

#### ***The 2015 Land Use and Housing Study***

A companion to the 2015 HIRA, the 2015 Land Use and Housing Study analyzed the housing and land use opportunities for the community based on the information provided in the HIRA. It identifies the parcels within town limits that are more promising for development and conveys issues that the Town should consider before reviewing development proposals in and around Town limits. The report also contains a housing survey that gauges the community's attitude toward future development. The process included an advisory team, community housing survey, community meetings, and updates to the Board of Trustees.

## **Meetings**

Meetings focused on the individual topic areas of the comprehensive were held with the various Community Planning Groups formed during the Long-Term Recovery Plan process.

Chapter updates were provided to the community through email updates and a web page on the Town's website.

Additional updates and chapter summaries were provided to the Jamestown Board of Trustees.

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## Appendix 2

# 1981 Comprehensive Plan Background

### **1981 Comprehensive Plan Development Process**

Between 1978 and 1981, there were five major studies that led to the formation of the *1981 Jamestown Comprehensive Plan*. They are: a household survey, an environmental study, a base information study, a land use study, and finally the policies for future growth which are contained in this document. The first four studies are summarized below.

**The Household Survey:** In the fall of 1978 a household survey was distributed to the residents of Jamestown. The survey was a product of many hours of work by residents and the student team.

Original ideas for the survey came from a “brain storming” workshop with the townspeople. Ideas were grouped according to topic and the students began the process of transforming each idea into a viable question. Every two weeks a meeting was held with interested residents in which the questions were critiqued. In addition, students sought feedback from survey methodologists, sociologists, and other outside experts. Four drafts were written before the survey reached its finished form. The survey was then distributed by the committee members.

After a two week response period, the surveys were picked up. Of the 157 surveys distributed, 109 were returned. This represents a 69% response rate which is a very high response rate for a self-administered survey and indicates a strong interest in the issues raised. The results of the Household Survey, question by question, appear in the Appendix of the *1981 Jamestown Comprehensive Plan*.

**The Environmental Analysis:** The “Jamestown Environmental Analysis” was carried out by an environmental study group made up of town residents and Peter Patten, a staff planner and student from the University. The group met six times during the spring of 1979. Environmental factors of importance to Jamestown were identified, mapped and analyzed. The citizens’ values as to the importance of each environmental factor were determined. A composite map of each environmental factor was constructed using an overlay process. The valuable information generated from this study guided further development of the comprehensive plan.

**The Base Information Study:** After the groundwork was laid through the Household Survey and the Environmental Analysis, the Base Information Study was done. (This planning study was the first phase in the formal development of the plan). The study compiled and explored the planning issues identified through town meetings and the survey and presented a range of alternatives available to Jamestown citizens. This study is located in the Appendix of the 1981 plan document. The Planning Study serves as the basis for policy decisions made.

**The Land Use Study:** The next major step in formalizing the *1981 Jamestown Comprehensive Plan* was completed during the Land Use Study. This study examined the many possible ways Jamestown could develop in the future. Several scenarios of the future were generated. Each scenario was based on a different combination of utility, environmental and land use policies.

The ultimate goal was to give the Planning Commission an indication of what results could be expected if alternative policies were adopted.

### **Who Was Involved**

It was always the intent of the process to provide an opportunity for input from every resident of Jamestown. The Household Survey went a long way in achieving that goal. There were also numerous public meetings, (seven altogether), held to keep the public informed and to solicit more comments. The study was very much influenced by the Jamestown Planning Commission which met every two weeks in the fall, winter, and spring of the past 2-1 /2 years to work with the students. Together they have researched the various issues and growth alternatives involved in the study.

### **Re-evaluation and Revision of the Comprehensive Plan**

The third stage of the planning process is the review and updating the comprehensive plan. The ongoing evaluation of the plan encourages flexibility and maintains consistency with community concerns. When reviewing the effectiveness of the plan, questions should be asked such as:

- Is the community moving in the direction determined in the comprehensive plan?
- Do new studies indicate that parts of the comprehensive plan need to be updated or new sections added?
- Are the implementation tools effective in carrying out the comprehensive plan policies?

### **Intergovernmental Planning**

Jamestown should continue to work closely with Boulder County in any review or updating process of the plan. A greater degree of contact and coordination should be developed between these and other relevant government entities. It is advantageous for Jamestown to become more aware of, and take a larger role in decisions concerning development external to its municipal borders. The policies in the Jamestown Comprehensive Plan were developed with careful consideration of the Boulder County Comprehensive Plan. This coordination will result in more efficient use of services, consistency of development policies, and an overall integrated planning effort. The development of this intergovernmental relationship is necessary in order to provide a healthy mountain environment.

# Appendix 3

## 1981 Comprehensive Plan Implementation Tools

### Introduction

In general, the community planning process is made up of three stages. First, base information and community goals are combined to attempt to answer the questions of what is the community? And what direction does the community want to do in the future? Jamestown's comprehensive plan can be used to define and direct the future of the community. The plan offers guidance to local officials when they face community issues. The comprehensive plan policies also encourage governmental action which is coordinated with the community's interests.

Jamestown should choose those regulations which it will be able to administer relatively inexpensively and efficiently. Moreover, the implementation tools should work for the town by protecting Jamestown's small mountain-town character and by providing a way to handle new growth within the community.

### Ordinances and Regulations

The second stage implementation of the plan is concerned with how best to achieve the comprehensive plan policies. Municipalities have statutory powers which enable them to place restrictions on private actions to protect the public good and welfare. Jamestown can use its powers to develop ordinances and regulations which will enforce the comprehensive plan policies.

Jamestown should choose those ordinances which are best suited to the town's particular needs. The building regulation or code, zoning ordinance, and subdivision ordinance are considered to be the basic implementation tools of planning. Jamestown has already established a building code. However, the town still needs to develop some type of zoning and subdivision ordinances. In addition, a capital improvements program should be developed which clearly defines the town's ability to provide services and maintain facilities. The community is then able to balance its revenues with future residents' demands. The following list explains briefly the traditional planning regulations as well as some alternative regulations to use for the implementation of the comprehensive plan.

#### *Subdivision Regulation*

**Definition:** These are locally adopted laws which regulate the process of converting new land into development. Specific criteria are set which must be met before development can take place.

**Purpose:** Used to ensure that minimum standards considered vital for livable development are met by new developments and that the necessary services are provided.

**Potential Problems:** This type of land use regulation tends to allow single family detached residential development only. It is fairly rigid and inflexible in the type of design. It tends to not

promote the best use of a parcel, but merely the meeting of the universally applied minimum standard.

### ***Annexation***

**Definition:** This is a power authorized by the State for local municipalities to add unincorporated contiguous territory to the municipality. As a land use regulation, it is used as a method of directing and timing development.

**Purpose:** This is used to allow new development to coincide with established areas, and to allow expansion of towns. It gives more local control over unincorporated land.

**Potential Problems:** Any given municipality needs goals and policies to determine if, when and under what circumstances the town is capable of absorbing annexation, both in the long and short term.

### ***Capital Improvements Program***

**Definition:** This technique examines the current and future capacity of the town's utility systems and sets a schedule for their improvements and/or expansion. This schedule is used to determine where and how much and when new development can take place.

**Purpose:** This is used to stimulate or curb growth according to a timetable for development based on the expansion and capacity of public services, utilities and facilities. It is also used to ensure that adequate services are provided to new developments as well as to older areas of the town.

**Potential Problems:** There may be problems with actually following the established timetable. By holding up development in one area due to the lack of utility capacity, the overall cost may increase due to inflation and time delay. In Colorado, land use decisions made on this basis are authorized under H.B. 1034.

## **Other Land Use Controls**

### ***Zoning***

**Definition:** The division of a town or county into districts and the regulations within each district of building use, land use, density, coverage of lots, bulk of structures, etc. Traditionally, zoning has focused on different types of land use and their location in relation to one another to provide a balanced community which serves the needs of all its current and potential future residents.

**Purpose:** Has been used to protect and preserve the single family house neighborhood. Used as a means to maximize property values and preserve the status quo. It originated as a control over land uses considered to be nuisances or health hazards to residences and to ensure that adequate housing is provided in a community. Zoning sets standards of acceptable uses for different areas in the community.

**Potential Problems:** It is considered rigid and inflexible and inappropriate to promote new growth or just to control new growth. It does not allow flexibility in design of development or natural mixture of land uses and building types. It assumes that all similar development has a similar impact on the community and allows or prohibits development without an analysis of the

actual impacts of the development. It can be difficult to administer because it does not and may not be able to address the problems and needs of the community and does not allow for changes in technology, community conditions, public attitudes, all of which affect development.

### ***Aesthetic Zoning***

**Definition:** Aesthetics are considered in establishing lot size, building height, setbacks, density controls, etc. It is now used as part of historic preservation and specific architectural controls. This involves the creation of a zone district based on beauty or aesthetics of the structure within the district.

**Purpose:** This technique is used to maintain a type of design (i.e. old west facades) to prevent incompatible design of new structures or preserve and maintain historic area.

**Potential Problems:** To date, there have been challenges to the legal basis for establishing aesthetic zones. Due process and the taking issue are both challenges to aesthetic zone districts. Georgetown's historic district preservation ordinance has been successfully challenged.

### ***Interim Controls***

**Definition:** These are controls of regulations enacted to prevent or restrict development until the planning process for a town has completed a land use or comprehensive plan, and permanent regulations designed to implement what plans have been developed.

**Purpose:** This allows a "moratorium" on development during the planning process. Interim controls are intended to preserve that status quo so that any new development proposed will be in accordance with the plan being developed. They are used mainly to ensure that development proposals which may not coincide with a proposed master plan are not authorized under the soon-to-be obsolete system of land use control. Thus, a new development is reviewed so that it will comply with the goals of the community as stated in the master plan.

**Potential Problems:** The major problem is in determining what type of development / redevelopment may be authorized and prohibited during the planning period. New development proposals may be rushed into the Planning and Zoning Commission for consideration before the interim controls are adapted. Opposition to any change in the current system of land use regulation may be quite strong.

### ***Natural Hazards***

**Definition:** Natural features and hazards of the area are identified and zone districts established for these areas specifying land use restrictions for each district. Conservation zones might be agricultural districts; hazard zones include the floodplain, avalanche areas, etc.

**Purpose:** This is an attempt to apply traditional zoning to the environment. It is a means of conserving resources while providing recreational opportunities.

**Potential Problems:** Usually no other land uses are allowed in these districts. These zones have not been effective in areas with high growth pressures, mainly due to land speculation and the availability of rezoning. It does not have a good track record in preserving the areas designated for preservation.

### ***Performance Standards***

**Definition:** The identification and listing of acceptable levels of nuisance or impacts of development (as opposed to specifying acceptable terms of uses). Establishes limits on the external effects of a development, development standards, which must be met by any development before it will be approved.

**Purpose:** Designed to address the problems faced in rural areas experiencing rapid growth. It essentially creates a working relationship between the community and the developer. The problems faced by the town are identified and solutions stated in the performance standards. The developer, by complying with the performance standards, helps the community to mitigate its problem or achieve a stated objective.

**Potential Problems:** The cost to the developer in meeting design standards may increase the cost of development in the area. It can be difficult to apply and enforce these to environmental hazards. Administration may be difficult or confusing. There is basic background information needed to establish the performance standards, which is an additional cost to the community.

### ***Performance Zoning***

**Definition:** A town is divided into zone districts and environmental features are identified as hazardous or in need of protection. On this basis any proposed development with an identified hazard on the site is allowed to build at the authorized district density, but only on that portion of the site considered to be developable.

**Purpose:** This technique is used to protect natural resources, prevent development in environmentally hazardous areas, and to promote flexibility in site design.

**Potential Problems:** Administration may be a problem, depending on the staff available to review proposed developments. The relative newness of the technique makes it difficult to predict its effectiveness. The community has the responsibility of providing detailed overall base information while the developer needs only to provide information about the development itself.

### ***Phased Development***

**Definition:** Controlled timing and location of development by establishing what land is most desirable or most necessary for development. This allows growth which will coincide with improvements and/or expansion of community facilities and services.

**Purpose:** This method recognizes that growth and change are inevitable and sets a process for the community to absorb change. It sets a timeframe on which new growth can be based, controls how much and where new growth occurs, ensures the provision of adequate services.

**Potential Problems:** This method is sometimes challenged, but it is becoming generally accepted as a legitimate means of controlling development. Once a timetable is set, it may be difficult to alter it as needs and desires of the community change. The coordination of phased development is very difficult.

# Appendix 4

## Properties Partially Inside / Partially Outside Town Limits

