

# *1998 Comprehensive Plan*



**City of Jamestown**

THE CITY OF JAMESTOWN

*1998*  
*Comprehensive Plan*

Sponsored by:           The Jamestown Urban Renewal Agency

Prepared by:           THE SARATOGA ASSOCIATES



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With assistance from:

Thomas Point Associates, Inc.  
The Center for Governmental Research  
O'Brien & Gere Engineers, Inc.

Adopted April 13, 1998

# **GENERIC ENVIRONMENTAL IMPACT STATEMENT**

For The Proposed  
**City of Jamestown Comprehensive Plan  
and Zoning Ordinance Update**

City of Jamestown  
Chautauqua County, New York

**SPONSORED BY:**  
Jamestown Urban Renewal Agency

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## EXECUTIVE SUMMARY

The City of Jamestown Comprehensive Plan was initiated in March 1994 under the direction of the Jamestown Urban Renewal Agency (JURA). Central to the process was a Technical Advisory Committee comprised of representatives of key City agencies. A Citizen's Advisory Committee with members representing local business, neighborhood and civic groups, adjacent communities, cultural resource and non-profit organizations, education and human services was also integral to the planning process. The Technical Advisory Committees convened periodically during the planning process and guided the development of the plan to respond to a wide range of interests.

The Comprehensive planning process began with goal setting, followed by an inventory and analysis of existing conditions. The focus of the Comprehensive Plan is an in-depth analysis of particular issues influencing the current condition of the city and a series of recommendations for policies to guide the growth of the community in a direction to meet the established goals.

The following is a summary of the key findings of the Comprehensive Plan.

### A. COMPREHENSIVE PLAN GOALS

**People Goal** - Make Jamestown a community viewed as having a high quality of life and a high standard of living for all residents; a place where second and third generation Jamestowners choose to remain and raise their families; and a place where newcomers desire to live.

**Land Use Goal** - Create a dynamic mix and intensity of land uses that will enhance the economic, social, recreational and environmental quality of Jamestown.

**Environmental Goal** - Improve the environmental quality of the City in order to facilitate a healthy, ecologically diverse, and economically prosperous river corridor.

**Open Space and Recreation Goal** - Identify, re-create, preserve, and improve important open space, recreation, and environmental facilities, properties and programs.

**Visual and Cultural Resource Goal** - Preserve the historic and cultural richness of the City including preservation and enhancement of historic properties; reestablish the visual character of the Chadakoin River; strengthen public and private cultural programs and other important community amenities and activities.

**Public Facilities Goal** - Be the service and infrastructure provider to meet city and regional needs and achieve an appropriate return on investment.

**Transportation Goal** - Update the community's transportation system in order to support economic development and link the city to the region.

**Neighborhood Goal** - Maintain neighborhoods with distinct identity and sense of place. Reestablish neighborhood centers.

**Housing Goal** - Improve the quality of the City's housing stock and provide a diversity of housing opportunities for the residents of Jamestown.

**Business and Employment Goal** - Reestablish a stable and diverse economic base that offers satisfactory employment opportunities to city residents in order to maintain the quality of life.

**Downtown Development and Market Goal** - Reestablish an attractive and economically sustainable downtown that reinforces its historic identity as the region's central gathering place.

**Education Goal** - Encourage a higher level of educational attainment by Jamestown citizens as a means to enhance employment opportunities.

## **B. ISSUES AND RECOMMENDATIONS**

### **1. People**

#### ***ISSUE: Low Community Esteem***

A common local perception is that Jamestown is a community in decline with few economic or cultural opportunities for its residents.

*Recommendation:* Address the core issue of prosperity for city residents. Enhance the opportunities for economic well-being of citizens through educational/job skill preparedness and attainment. Coordinate resource providers to achieve an effective and up-to-date delivery system.

*Recommendation:* Celebrate victories and avoid exaggerating negatives. To reverse the weakening self image, all aspects of the community (government, private and civic sectors, media, etc.) need to repeatedly and effectively celebrate economic and cultural victories and avoid exaggerated publicity of negative events.

#### ***ISSUE: Increasing Cultural Diversity***

Jamestown is becoming more culturally diverse. In the last few years there has been an increasing perception that the more homogenous outlying suburbs offer a higher quality of life and better education.

*Recommendation:* Organize and implement cultural awareness programs into local education in both the schools and civic organizations to avoid polarization of ethnic groups and destructive stereotyping. Annual cultural heritage festivals should become regular events to highlight the positive influences of various resident groups rather than continuing unfounded negative attitudes.

## **2. Land Use and Zoning**

### **Chadakoin River Corridor**

#### **ISSUE: Under-utilization of the Chadakoin River Resource**

The Chadakoin River is one of Jamestown's most valuable assets. Unfortunately, the river is currently underutilized as a recreational, cultural and commercial resource.

*Recommendation:* Focus on recreational, aesthetic, and other public benefit improvements to the river corridor. Passive and active recreational development within a city-wide riverfront greenway should become priority programs. Development of recreational amenities such as river promenades, overlooks, gardens and groves, public gathering places, and canoe trails will improve the aesthetic appearance of the river thus making the Chadakoin a desirable destination and serve as the catalyst for future economic development within the river corridor.

*Recommendation:* Create a River Overlay Zoning District as a vehicle to support unified and quality development of the river shoreline and create a continuous public greenbelt throughout the length of the corridor. All riverfront projects should be constructed with the intent of providing some form of public amenity to enhance the appearance and public interaction with the river.

### **Downtown Core**

#### **ISSUE: Weakening of Downtown Commercial Core**

The loss of retailers to the various suburban and strip areas over the years, gradual elimination of department stores from the downtown, and the replacement of small specialty stores with large national chains has caused a generational change in the use of the downtown.

*Recommendation:* Identify and focus downtown redevelopment opportunities. Future planning and development must recognize that the downtown is evolving from its traditional use as a retail center. In order for the downtown to reestablish itself, mixed uses of office, market rate housing, government, entertainment/restaurants, recreation and tourism need to be further developed. With increased employment opportunities in more diversified business sectors, retail will return in the form of support and convenience services.

*Recommendation:* Create a strategy of renovation and reuse of downtown structures. Create a systematic approach to identify vacant and under-utilized structures, and prioritize redevelopment opportunities based on community interests/needs and available funding. A management entity should be established to administer downtown redevelopment, and coordinate events and activities.

*Recommendation:* Develop "Critical Mass" Centers. Similar activities should be clustered into "Critical Mass Centers" to efficiently utilize and share existing and future infrastructure and support services while creating recognizable downtown districts. "Critical Mass" districts include:

- Hotel, Tourism and Related Commercial/Office District
- Governmental, Cultural and Entertainment Center
- Office Center
- Retail Core
- River Recreation/Greenway Core

In addition, opportunities for market rate housing, including conversion of loft space above appropriate ground floor uses (retail) and infill of new housing development should be created in the downtown.

*Recommendation:* Re-evaluate downtown parking policy and procedures in order to address the allocation of free and short-term spaces, with a focus on the use of close-in spaces through increased turnover and long term parking requirements associated with a diversifying downtown.

*Recommendation:* Continue downtown financing programs and encourage greater involvement of local financial institutions to support new commercial and residential initiatives in the downtown area.

*Recommendation:* Develop a tourism strategy that will bring visitors into the downtown. The key is to group a variety of attractions and activities (eg. comedy center, historic sites, dining and tavern establishments and waterfront development) which will identify Downtown Jamestown as a place people want to be.

*Recommendation:* Designate a downtown historic district. Over the long run, as the results of district designation become evident, the historic character will provide a distinctive edge in promoting tourism in the downtown.

*Recommendation:* Designate an effective broad based management association to administer coordinated business attraction and retention programs, market and promote events, attractions and other associated functional requirements in a coordinated and synergistic manner that will reinforce the role of Jamestown's CBD as the community's primary meeting place.

*Recommendation:* Implement a coordinated streetscape improvement program which not only seeks to improve the physical appearance of the CBD through planting, pavement and other site enhancements, but also addresses functional issues such as vehicular and pedestrian circulation, handicapped accessibility and on-street parking.



### **Extended Downtown and Brooklyn Square**

#### **ISSUE: Awkward Transition Between Downtown and Residential Neighborhoods**

The extended downtown and Brooklyn Square districts currently serve as transition zones between the well defined walkable downtown and the neighborhoods. The extended downtown area is characterized by single and two story structures which are residential in character and functionally oriented to home conversion and office/residential use. The Brooklyn Square area is characterized by urban renewal areas of large parking lots and big footprint retail buildings. These built patterns disrupt the functional and aesthetic continuity between the neighborhoods and the CBD.

*Recommendation:* Encourage transitional scale commercial uses to the north of the CBD focusing on residential, office and smaller scale professional service uses that seek individual identity and can adaptively reuse the existing structures and/or sites.

*Recommendation:* Encourage highway commercial uses to the south of the CBD. The Brooklyn Square area should be maintained and further developed for highway related commercial uses. All future development activities should seek to create a retail anchor which will function as the foundation of an inner-city center and encourage functional linkage with the Third Street district.

*Recommendation:* Create private sector development opportunities along the downtown waterfront which include a mix of commercial, recreational and possibly even residential uses supporting a more diverse downtown area.

### **Commercial Corridors**

#### **ISSUE: Inappropriate Commercial Lot Depth**

Within several key commercial corridors, commercial zoning districts are not of sufficient depth to support large scale retail interests. As a result, smaller commercial businesses are developing prime highway corridor parcels which might otherwise be packaged for development by larger, higher value commercial projects.

*Recommendation:* Increase depth of commercial zoning along highway corridors to accommodate viable large scale retail interests desiring to locate in Jamestown.

#### **ISSUE: Negative Appearance of Commercial Corridors**

The Fluvanna Avenue/Washington Street, East Second Street, and Foote Avenue (to a lesser extent) commercial strips detract from the overall visual quality of the City.

*Recommendation:* Implement the draft sign ordinance prepared by the City as a means to limit the size, number, style, placement, colors, and lighting of signs to the minimum necessary to successfully promote a business.

*Recommendation:* Implement design standards. To reduce the visual clutter of Jamestown's commercial corridors, new commercial development should be required to adhere to a uniform set of site and architectural design standards.

*Recommendation:* Coordinate East Second Street improvements with long term redevelopment objectives.

**ISSUE: Transition of Primary Transportation Corridors**

In several areas of the City, commercial land uses are beginning to encroach into declining residential areas which threatens the aesthetic character of the neighborhoods with an awkward mix of commercial, single family, two family and multiple dwelling residential use.

*Recommendation:* Rezone portion of North Main Street to Residential/Professional (R-C) District to prevent continued degradation of residential character while accommodating appropriate business development opportunities. Within this district, restoration of former residential structures would be encouraged while replacing obsolete buildings with new construction, compatible with the scale and architectural character of the surrounding neighborhood.

**Industrial Districts**

**ISSUE: Lack of Sufficient Developable Industrial Land within the City Limits**

Much of the industrially zoned property within the City is either too small for significant industrial expansion or encumbered by aging or functionally obsolete structures.

*Recommendation:* Clarify and focus industrial areas by consolidating the Manufacturing (M) zone to specific areas holding industrial redevelopment potential in order to provide efficient delivery of services and minimize the negative impact on adjoining land uses.

*Recommendation:* Develop a proactive industrial redevelopment strategy. Concepts which should be evaluated include land assembly; public coordination of the delivery and cost of infrastructure; proactive remediation of environmental hazards; business retention, attraction, and entrepreneurship programs; coordination with the Economic Development Zone and County industrial parks; development of a coordinated and comprehensive capital loan program (seed, venture, working and fixed asset capital); coordination with human resource delivery programs; implementation of a targeted marketing program.

**Neighborhoods**

**ISSUE: Expansion of Neighborhood Blight**

Many residential properties in the older central sections of the City suffer a significant lack of maintenance and blighted conditions caused by declining economic conditions.

*Recommendation:* Maintain the integrity of existing single family residential neighborhoods. Low density R-1 residential areas in Jamestown are both attractive and stable. These neighborhoods are valuable assets and should continue to be protected from high density residential encroachment.

*Recommendation: Protect at-risk residential neighborhoods.* R-2 zoned neighborhoods which have not yet experienced significant 2-3 family conversion should be rezoned to R-1 as a measure to prevent outward migration of blighted conditions into currently stable residential neighborhoods. Furthermore, R-3 districts should be re-zoned to R-2 districts in order to prevent further multi-family conversions of single and two family structures.

*Recommendation: Maintain reduced R-2 districts* within residential neighborhoods which have already experienced substantial multi-family conversion. These zones should continue to provide a transition between the City's central core and the surrounding single-family neighborhoods at the perimeter of the City.

*Recommendation: Continue/reinforce successful rehabilitation and code enforcement initiatives* in order to encourage residential reinvestment and restoration in these multi-family neighborhoods.

*Recommendation: Improve, maintain and re-use existing housing stock.* Demolition of existing residential structures should occur on a last resort basis in conjunction with a coordinated, specific re-use opportunity or strategy.

**ISSUE: Lack of Neighborhood Identity**

Although various sections of the City are comprised of differing architectural character, cultural and social interests, there are few visible neighborhood centers functioning as the core of individual and identifiable sub-communities, or recognizable neighborhoods.

*Recommendation: Create distinct neighborhood centers,* such as parks, schools, churches and neighborhood markets, in order to establish community identity and a sense of public ownership.

**ISSUE: Aging Population in the Neighborhoods**

An interesting demographic statistic is the high percentage of senior citizens living in Jamestown's more affluent neighborhoods. Considering the out-migration of people from the community, it is possible there will be a lack of qualified buyers for homes in these neighborhoods when they become available over the next ten to fifteen years.

*Recommendation: Develop neighborhood support programs* which encourage the transition of homes from current to future owner occupied units. Such programs should be organized on the basis of need and will serve to promote the stability of the neighborhoods.

*Recommendation: Continue successful owner occupied rehabilitation programs* as a mechanism to help low-moderate income senior citizen residents while maintaining the housing stock for the next generation of buyer-occupants.

## **Recreation and Open Space**

### **ISSUE: Isolated Recreation and Open Space Areas**

Most of Jamestown's large community parks are located near the perimeter of the City within single-family residential neighborhoods. As a result, the most densely populated residential neighborhoods in the core of the City are some distance from these recreational resources.

*Recommendation:* Create a series of "pedestrian ways" through the neighborhoods as linkages between Jamestown's abundant parks system and the Chadakoin River corridor.

### **ISSUE: Under-utilization of the Chadakoin River Corridor as a Recreational Resource**

The Chadakoin River is a largely untapped recreational resource and should become the recreational and visual centerpiece of the City.

*Recommendation:* Implement the recommendations of the "Jamestown Riverfront Reclamation and Development Study" & Addendum, including a bike/hike corridor, linear park system, and various recreational and economic development projects.

*Recommendation:* Create a critical mass recreation center along the downtown waterfront including an outdoor entertainment complex, public gathering place, gardens, and other passive recreational activities.

*Recommendation:* Implement a Land Conservation Zoning District within the Chadakoin Park area to discourage future inappropriate use of sensitive river wetlands.

### **ISSUE: Non-Resident Use of Recreational Facilities**

City recreational facilities are heavily used by residents of surrounding communities while Jamestown residents carry the entire tax burden for the maintenance of the parks system.

*Recommendation:* Inter-municipal delivery of recreational services. A solution to this issue should be established in conjunction with an inter-municipal service delivery agreement.

### **ISSUE: Under-utilization of Chadakoin Park**

Although it is the largest single park in the City, Chadakoin Park is under-utilized and provides redundant recreational services to the population of Jamestown.

*Recommendation:* Reserve property for future alternative land uses. Future facility and program planning at Chadakoin Park should respond to the active recreational needs of the adjacent north side neighborhoods, as well as opportunities related to future commercial development along the Washington Street corridor.

### **3. Environmental Resources**

#### ***ISSUE: Hazardous Material Contamination of Industrial Sites***

Contamination of existing vacant or under-utilized industrial sites is one of the most significant obstacles to redevelopment of industrial properties.

*Recommendation: Initiate a proactive program to identify hazardous materials sites and define a strategy to efficiently mitigate hazardous sites to the extent necessary to free these properties for redevelopment.*

### **4. Cultural Resources**

#### ***ISSUE: Under-utilization of Historic Resources***

Jamestown is rich in cultural heritage. From the mill buildings of the river corridor to the stately residences of Lakeview Avenue, numerous structures remain to tell the story of Jamestown's development.

*Recommendation: Develop a Historic Overlay District in the areas of Lakeview Avenue and the Downtown (Broadhead Mills; Main Street; Third and Fourth Streets).*

### **5. Civic and Governmental Resources**

#### ***ISSUE: Lack of Inter-Agency Coordination of Services***

Adjacent municipalities are delivering services independent of each other. This practice affords a higher degree of local control over the service (without quantifiable benefit), but at a higher cost to the taxpayer.

*Recommendation: Coordinate inter-municipal service delivery in a manner which avoids redundancies and maintains current levels of service at a lower cost for all involved municipalities.*

*Recommendation: Annex land for community development.* Municipal land acquisition, combined with aggressive packaging of the property for development (particularly commercial uses), will help expand the tax base.

*Recommendation: Joint sponsorship of community services* (such as public transit, public library, and emergency dispatching) with the County for assets which benefit the entire region.

**ISSUE: Role of School System in the Community**

Schools provide both a community and neighborhood role as educational and community centers.

*Recommendation: Maintain schools as the center of neighborhood activity.* The current location of schools dispersed throughout the City helps to create neighborhood identity and a center of activity. This is an asset to the community and should be retained.

*Recommendation: Utilize the school system for skills training* in order to provide students with the skills necessary for local employment.

*Recommendation: Open schools for extended educational opportunities and community events.* In conjunction with overall neighborhood improvement and identity programs, neighborhood schools should be open and available as public gathering places.

**6. Utilities/Infrastructure**

**ISSUE: Distribution of Municipal Sewer and Water service to adjacent communities**

While it may result in increased revenue to the city and improved water quality for adjacent municipalities, such system expansion may also provide the necessary infrastructure for future development to occur within other taxing jurisdictions.

*Recommendation: Adhere to the formal policy concerning inter-municipal delivery of utility services* to ensure the level of payment and benefit received by the City is commensurate with the development benefit realized by the receiving municipality.

**ISSUE: Aging Infrastructure**

Much of the City's infrastructure (i.e., sanitary and storm sewer system, roads, bridges, etc.) is more than 80 years old and in need of repair or replacement.

*Recommendation: The City should continue to pursue outside funding for municipal infrastructure improvements,* and legislate annual capital infrastructure budget appropriations.

**7. Transportation**

**ISSUE: Lack of Transportation Facilities**

Due to a lack of convenient interstate highway access, it is difficult for Jamestown to attract new industry which relies on over-the-road transportation of materials and products. In addition, Jamestown is not served by passenger rail, and freight rail service is inadequate to encourage certain types of industrial growth. The Chautauqua County Airport is located in the Jamestown area, but offers limited commercial passenger service.

*Recommendation: Improve NYS Route 17 signage and lighting.* Exits to the City of Jamestown should be clearly signed at each interchange and distance signs identifying Jamestown as a major destination should be routinely spaced and consistent in both the east and

westbound direction. In addition, there should be clear signs prior to exits 8 and 13 of the Southern Tier Expressway announcing arrival in "Jamestown and the Chautauqua Lake Region." Highway signage should also promote Jamestown's assets such as JCC, the Roger Tory Peterson Institute, the Reg Lenna Civic Center, historic districts and the downtown business district.

*Recommendation: Advocate the designation of NY State Route 17 as I-86.* In an effort to improve the development potential, visibility and status of the entire Southern Tier, interstate designation should be strongly pursued for New York State Route 17, the Southern Tier Expressway. The redesignation and upgrade of Route 17 to I-86 would have a positive effect on economic development opportunities as well as encourage increased traveler and tourist traffic/activity.

*Recommendation: Construct Route 60 By-pass.* Work with NYS DOT to designate Washington Street as NYS Route 60. Build a NYS Route 60 connector between Washington Street at Fluvanna Avenue and North Main Street (existing NYS Route 60).

*Recommendation: Encourage and support NYS DOT upgrade of NYS Route 60* to maintain regional north/south traffic flow through Jamestown, particularly considering the likely upgrade of U.S. Route 219 to the west.

*Recommendation: Improve and coordinate gateway signage* to enhance the visual appearance of the major City entrances to create a positive first impression of the community for visitors and residents alike.

*Recommendation: Preserve the Southern Tier Rail Corridor.* Jamestown should take an active role in the negotiations to maintain rail service to the City. This link to the regional marketplace is critical for the success of Jamestown's industry.

CITY OF JAMESTOWN  
 COMPREHENSIVE PLAN AND ZONING ORDINANCE UPDATE

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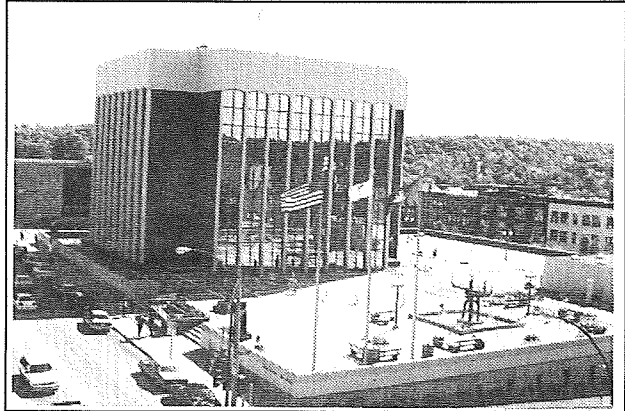
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# I. INTRODUCTION AND GOALS

## A. THE COMMUNITY PLANNING PROCESS

Planning activities play an important role in stabilizing a community and directing growth in a beneficial and controlled manner. The Comprehensive Plan is a tool by which a community can identify its needs and establish goals and objectives for future development. Development and implementation of a community plan is an effective and efficient means by which to achieve a meaningful and desired change in a steady and incremental manner. Furthermore, the community plan serves to identify changes or trends that are desirable for the community.



The City of Jamestown Comprehensive Plan was initiated in March 1994 under the direction of the Jamestown Urban Renewal Agency (JURA). Central to the process was a Technical Advisory Committee comprised of representatives of key City agencies. A Citizen's Advisory Committee, with members representing local businesses, neighborhood and civic groups, adjacent communities, cultural resource and non-profit organizations, and educational and human service agencies was also integral to the planning process. The Technical Advisory Committee convened periodically during the planning process and guided the development of the plan to respond to a wide range of interests.

Efforts were made to involve as many citizens as possible in the planning process. The planning process included a day long Economic Development Workshop, and a two day store-front "design charrette" which discussed plans for revitalizing the downtown. Three public information meetings were extensively publicized and reported in the local media. Individual and group meetings were held with various stake-holders and interested parties while frequent briefings occurred with the City Planning Commission and the Zoning Board of Appeals.

The comprehensive planning process began with the establishment of community goals, followed by an inventory and analysis of existing conditions. The focus of the Comprehensive Plan includes an in-depth analysis of particular issues influencing the current condition of the City in addition to a series of recommendations for policies to guide the growth of the community in a direction meeting the established goals.

## B. ENVIRONMENTAL QUALITY REVIEW

The Jamestown City Council has assumed Lead Agency status for the purposes of reviewing the City's Comprehensive Plan under the State Environmental Quality Review Act (SEQR) procedures (Part 617 NYCRR).

The City Council has determined that the Comprehensive Plan and related Zoning Ordinance Amendments may result in one or more significant environmental impacts. As a result, a Generic Environmental Impact Statement (GEIS) is needed to examine the impacts of the Plan. In order to simplify the SEQR review process, the Draft and Final Comprehensive Plan will serve as the Draft and Final GEIS. These two plan documents will address all of the required elements of an environmental impact statement. The required elements and the necessary documentation is included in Section IV - Generic Environmental Impact Statement. The required public hearing process for these two documents will occur simultaneously.

### **C. ISSUES AND CHALLENGES FACING THE COMMUNITY**

The City of Jamestown is faced with many challenges. This Comprehensive Plan is designed to provide the City with the appropriate direction necessary to guide its growth and development while adequately addressing the issues facing the community.

#### ***1. Regional Issues***

The Greater Jamestown Area is the economic and cultural hub of Southern Chautauqua County. From a historic point of view, Jamestown has fulfilled its role as a population center and has forged its own identity. Jamestown must now address the future and choose the direction the City and its surrounding Villages and Towns will take into the twenty-first century. With the regional population base relatively stable, the challenge is to identify the next phase of growth opportunities and the appropriate mechanisms which will help Southern Chautauqua County become economically and culturally stronger.

#### ***Locational Disadvantage?***

Jamestown has a long history of taking full advantage of its locational assets to fuel economic growth. For more than 100 years, available waterpower, timber, water, road and rail access, as well as skilled tradesmen helped to spur development of local industries. Unfortunately, by the middle part of this century, changing technology and market conditions, accompanied by a lack of interstate highway access, left Jamestown with a proud heritage, but few other resources with which to compete in the expanding global market. Jamestown's economic decline continues to threaten the long-term stability of the Southern Chautauqua County region.

As times change, Jamestown must utilize its current strengths and look to contemporary business opportunities to lead it into the next century. A cost of living among the lowest in the nation, accompanied by a skilled and motivated labor force and a high quality of life are Jamestown's most important resources from which to build for the future. With the rapidly developing telecommunications technology, physical location increasingly becomes less restrictive to business development. The Comprehensive Plan will address opportunities to place Jamestown squarely along the information superhighway and discard its image as an out-of-the-way, second tier industrial community.

#### ***Intergovernmental Cooperation***

Jamestown is also in the unenviable position of being bordered by a large number of independent local governments. In addition to the City, no less than three towns and three villages comprise the Greater

Jamestown sphere of influence. Artificial borders between these seven local governments often constrain policies and projects which might benefit the entire region. Also, independent governments, each seeking solutions for internal problems, often ignore or exacerbate regional concerns.

The challenge to the region is to develop mutually beneficial mechanisms from which to parlay regional assets into economic development projects. The Mason Industrial Park, the Chadakoin Industrial Revitalization Program of the 1980's, and the newly designated Greater Jamestown Economic Development Zone are positive examples of regional cooperation for mutually beneficial economic growth. The Comprehensive Plan will highlight additional opportunities for inter-municipal cooperation in order to facilitate mutual problem solving and expanded urban vision.

## ***2. Development and Social History***

Following its founding, the City of Jamestown enjoyed more than a century of seemingly limitless development opportunities. Economic advances were based on available natural resources and a rich heritage of skilled tradesmen. Early advances in wood products, furniture making and woodworking industries occurred due to the abundant timber resources of the region and the unique skills of European immigrants. Unfortunately, Jamestown's economic and community development upswing was brought to an abrupt halt with the stock market crash of 1929 as the worsted mills and furniture factories took the brunt of the blow. Development of the metal fabricating industry helped to stabilize the local economy and led to another period of growth into the 1950's. However, industrial employment again declined during the 1950's and 1960's. While economic stability was somewhat restored during the 1970's and 1980's, employment reductions have led to further economic decline in recent years. Although the community has recovered from previous hardship to a certain degree, a return to the boom years has never been realized.

### ***Urban Decay from the Inside Out***

Jamestown is a city decaying from the inside out. As is the case with many American cities, much of the wealth of the community has migrated from the center of the city to the more affluent suburban perimeter. The older residential neighborhoods of the urban core have been left to those who cannot afford to adequately maintain their property. Downtown retailers have relocated to suburban areas and industry has moved away from the historic river corridor mill complex. This combination of factors has sapped the strength of the City from the core and dispersed it around the urban perimeter. A goal of the Comprehensive Plan is to identify a strategy to once again focus the wealth of the community inward and restore vitality and stability to the central core.

### ***Low Community Esteem***

By 1960, job and population loss took its toll on Jamestown. The City's streets, public buildings, retail establishments, and housing stock reflected years of economic hardship. As a result, the community lost its self esteem. There is a common notion that Jamestown is already beyond the point of no return and the community is destined to a future of continued decline and despair. Such an attitude is highly destructive and, in fact, simply not true.

It is incumbent upon the Comprehensive Plan to present the attributes of Jamestown in a positive manner. Jamestown is a community founded on pride; pride in craftsmanship, pride in its ability to adapt to adverse conditions, and pride in being a good place to live. The Comprehensive Plan will

address the positive character of Jamestown's people and place an emphasis on Jamestown's tradition of providing a quality environment in which to live and work.

Jamestown's ability to adapt and its sense of pride are reflected in the wealth of redevelopment programs and economic initiatives which have helped to shape the community since the early 1970's. Industrial restructuring, downtown renewal, and prolific efforts to encourage rehabilitation of Jamestown's neighborhoods all attest to the community's desire to maintain its high quality of life.

### **3. Opportunities and Constraints**

The public participation and extensive local investigation of the comprehensive planning process has identified a number of basic opportunities and constraints for the City of Jamestown. These include:

#### **Opportunities**

- *Chadakoin River* - The Chautauqua Lake Outlet is the most important, albeit under-utilized, natural, cultural, and economic resource of the City. Significant opportunities exist to make the river a key recreational and open space link to the downtown and residential neighborhoods.
- *Well-Defined Downtown* - Jamestown has a consolidated and "walkable" downtown center of activity. Urban sprawl has not yet caused the central business district to lose its small city identity. Jamestown also emerged relatively unscathed from the "demolish and re-build" urban renewal programs of the 1960's and 1970's which ultimately caused the destruction of the downtown core of numerous similar small cities. Jamestown still maintains a viable central business district as well as valuable historic and cultural resources in the downtown area.
- *Quality Residential Neighborhoods* - Quiet, tree-lined, brick-paved residential neighborhoods are among Jamestown's strongest assets. Generally, houses in the more economically stable neighborhoods are well constructed and in good condition which contributes to Jamestown's quaint, small city character.
- *Active Community Development Programs* - The City of Jamestown is very active in seeking and obtaining state and federal funding for community development projects. The City also offers an excellent array of financing tools to encourage rehabilitation of existing housing and new commercial and residential initiatives.
- *Available Labor Force* - The downsizing of Jamestown industry in recent years has left a skilled and motivated labor force available for new employment opportunities.
- *Rich Cultural Heritage* - The tradition of quality and craftsmanship built into the community by its diverse cultural heritage continues to foster a strong sense of local pride.
- *Historic Resources* - Jamestown's historic landmarks and districts are untapped amenities which possess a great deal of cultural value to the City.
- *Wetlands/Natural Area* - The 300 acres of Class I wetlands within the city limits offer a unique urban pocket of high quality habitat which should be protected for the ecological and open space benefit of the community.

- *Recreation* - Jamestown possesses a wide range of passive and active recreational facilities serving the greater Jamestown area.
- *Utilities* - In general, the water system of the City of Jamestown contains excess capacity for expansion. The Board of Public Utilities also operates an efficient and effective municipal electric and district heating system which makes the City's utility system one of the community's most important assets.
- *Cost of Living* - Jamestown possesses a very attractive cost of living. Housing and utility costs are among the lowest in the nation.
- *Quality of Life* - Most Jamestown residents feel that the cultural and aesthetic benefits of the region allow for a high quality of life.

### **Constraints**

- *City Boundary* - The City corporate boundary is arbitrary in that it has no relation to physical limits. Growth of the City and extension of municipal services to a greater geographic area would require overcoming the political limitations of the corporate boundary.
- *Lack of Industrial and Commercial Development Land* - This condition reinforces the need to utilize available land resources more effectively until the issue of artificial intermunicipal boundaries can be addressed.
- *Wetland* - The largest contiguous undeveloped acreage in the City is strictly regulated by NYSDEC as a Class I wetland and is unavailable for future economic development.
- *Strip Development* - The Fluvanna Avenue/Washington Street, East Second Street, and Foote Avenue (to a lesser extent) commercial strips detract from the overall visual quality of the City. Improvements to these areas would enhance the City's aesthetic character and create positive community gateways.
- *Obsolete Industrial Facilities* - Much of the existing industrial space in Jamestown is antiquated and inefficient for modern manufacturing use. Alternative uses or site redevelopment should be considered where appropriate.
- *Deteriorating Residential Neighborhoods and Visual Blight* - Many residential properties in the older central sections of the City are dilapidated and improperly maintained, caused in part by declining economic conditions.
- *Lack of Transportation Facilities* - Due to a lack of convenient interstate highway access, it is difficult for Jamestown to attract new industries which rely on over-the-road transportation of materials and products. In addition, Jamestown is not served by passenger rail and existing freight rail service is inadequate to encourage certain types of industrial growth. The Chautauqua County Airport is located in the Jamestown area, but offers limited commercial passenger service.



- *Hazardous Materials* - Several of the industrial properties along the Chadakoin River are known hazardous materials sites which often hampers transfer of ownership and site redevelopment. Mitigation measures must be taken prior to reuse of these potentially valuable riverfront properties.
- *Lack of Access to the Chadakoin River* - The Chadakoin River is one of Jamestown's most valuable assets. Unfortunately, the river is currently underutilized as a recreational, cultural and commercial resource.
- *Inappropriate Commercial Lot Depth* - Within several key corridors, commercial zoning districts are not of sufficient depth to support large scale retail interests. As a result, smaller commercial businesses are developing prime highway corridor parcels which might otherwise be packaged for development by larger, higher value projects.
- *Low Community Esteem* - A common local perception is that Jamestown is a community in decline with few economic or cultural opportunities.
- *Lack of Human Resources* - Opportunities for worker training and job preparedness are rather limited in the Jamestown area.
- *Lack of a University Center* - The Greater Jamestown Area lacks a major university center which typically provides research and development opportunities, product and entrepreneurial training, and social/cultural benefits to local businesses and industries.
- *Aging Sanitary Sewer System* - Much of the City's sanitary sewer system is more than 80 years old and is in need of repair or replacement.

**D. COMPREHENSIVE PLAN GOALS**

- **People Goal** - Make Jamestown a community viewed as having a high quality of life and a high standard of living for all residents, a place where second and third generation Jamestowners choose to remain and raise their families, and a place where newcomers desire to live.
- **Land Use Goal** - Create a dynamic mix and intensity of land uses that will enhance the economic, social, recreational and environmental quality of Jamestown.
- **Environmental Goal** - Improve the environmental quality of the City to facilitate a healthy, ecologically diverse, and economically prosperous river corridor.
- **Open Space and Recreation Goal** - Identify, re-create, preserve and improve important open space, recreation and environmental facilities, properties and programs.
- **Visual and Cultural Resource Goal** - Preserve the historic and cultural richness of the City, including preservation and enhancement of historic properties; reestablishment of the visual character of the Chadakoin River; strengthening public and private cultural programs and other important community amenities and activities.
- **Public Facilities Goal** - Be the service and infrastructure provider to meet city and regional needs while procuring an appropriate return on investment.
- **Transportation Goal** - Update the community's transportation system to support economic development while linking the city to the entire region.
- **Neighborhood Goal** - Maintain neighborhoods with distinct identity and sense of place; reestablish neighborhood centers.
- **Housing Goal** - Improve the quality of the City's housing stock and provide a diversity of housing opportunities for the residents of Jamestown.
- **Business and Employment Goal** - Reestablish a stable and diverse economic base that offers satisfactory employment opportunities to city residents, thus strengthening and maintaining the high quality of life.
- **Downtown Development and Market Goal** - Reestablish an attractive and economically sustainable downtown that reinforces its historic identity as the region's central gathering place.
- **Education Goal** - Encourage a higher level of educational attainment by Jamestown citizens as a means to enhance employment opportunities.

## II. INVENTORY AND ANALYSIS

### A. DEVELOPMENT HISTORY<sup>1</sup>

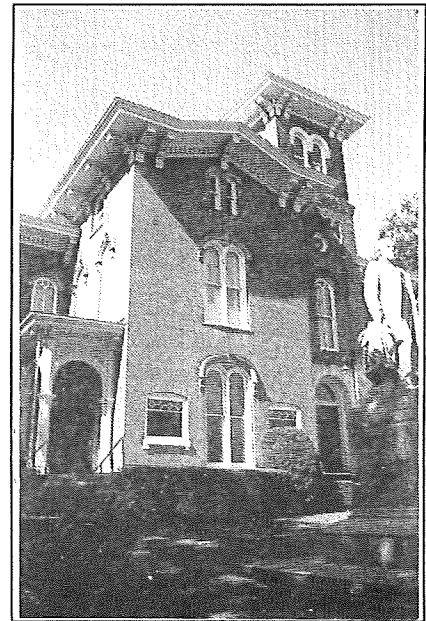
#### 1. *Historical Perspective*

In 1806 James Prendergast, the founder for whom Jamestown is named, came upon a site along the Chautauqua Lake Outlet known as "The Rapids." The combination of ample waterpower and vast amounts of available hardwood forests were the key factors that prompted Prendergast to develop the 60 acre site as a milling settlement. By February of 1812, a dam had been built and a sawmill was in operation.

After the War of 1812, the young settlement began to grow. Early development began on the north side of the Chadakoin River, while the land south of First Street was left unplatted to allow for future industrial development along the river corridor. Jamestown's first commercial district grew along North Main Street beginning at First Street and extending to the north. The settlement's first residential neighborhoods were located along the north-south streets of Cherry, Pine and Spring and the east-west streets of Second, Third, Fourth and Fifth. From its beginnings, development paralleled the river as the typical New England concept of a central village square never developed in Jamestown.

Jamestown's early economic development, prior to the advent of the railroad in 1860, supported a variety of workshops, stores, small factories and mills. Abundant local resources spurred the development of Jamestown's industries. The lumber, furniture and textile industries were established in Jamestown's early years and proved to be important to the growth and development of the settlement. The vast supply of timber encouraged the lumber industry, which in-turn led to the manufacturing of furniture. The Chautauqua Lake Outlet, also known as the Chadakoin River, supplied water power for mills and machinery while the downstream Allegheny River provided transportation for the distribution of manufactured goods to outside markets.

In 1814, the settlement's first tannery began its operation. This was followed by the textile manufacturing and cabinet making industries. By the time the Village of Jamestown was incorporated in 1827, it had a population of 393 and had grown to an area of about one and a half square miles.



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<sup>1</sup>The following summary of the development history of Jamestown is paraphrased or taken directly from the "Intensive Level Historical Survey Report" - Volume 1, prepared by Bero Associates in 1993, and the 1980 Jamestown Master Plan

As Jamestown continued to grow, its "out of the way" location proved a handicap only in the marketing of goods. Personal transportation was quite adequate. A stage coach line to Mayville had run since 1823 and a state road from Jamestown to Fredonia was built in 1837. Another state road was built to Carroll, on the Pennsylvania border, a year later. Keelboat and Flatboat travel on the Allegheny River, with its connection to Ohio River markets, had been available from the onset. In 1827, steamboat service was launched on Chautauqua Lake between Jamestown and Mayville carrying both passengers and freight. Jamestown's steamboat landing was established at that time on the Chadakoin River, near the intersection of Fairmount Avenue and West Eighth Street.

In 1860, a rail link from Jamestown to the New York and Erie R.R. at the Salamanca Junction was completed, thus connecting Jamestown to major east coast and mid-west markets. The coming of rail transportation to Jamestown created rapid economic changes and was a major factor which led to the prosperity and expansion of the City. Shipping costs for imported goods were reduced while profits on locally manufactured exports increased. The railroad was largely responsible for Jamestown's boom years because it enabled small factories and artisans' shops to expand into large manufacturing plants. The railroad provided a reliable network for the distribution of goods which made road and water transportation obsolete. Jamestown's population increased dramatically after the introduction of the railroad, from 3,155 residents in 1860 to 15,000 residents in 1886.

In the years following the Civil War, a large number of ethnic groups settled in Jamestown. In particular, Swedish and British immigrants brought specialized skills to the community which greatly benefitted industrial and business productivity. The Swedes were employed as skilled workers in the furniture industry applying the wood working skills of their native land. They soon played an important role in Jamestown's furniture industry, both as workers and factory owners. A large influx of British immigrants came to Jamestown to work in the textile industry and were responsible for the Village's early reputation as a worsted manufacturing center.

Between 1870 and 1875 Jamestown's population doubled. Blackstone Corporation was founded in 1871 and Broadhead Worsted Mills was established two years later. Both of these manufacturers played a large part in the community's economic growth for years to come.

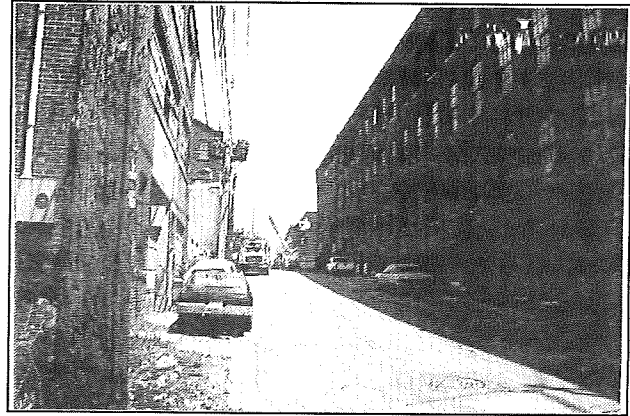
When Jamestown was chartered as a City in 1886, it's population was 15,000. By the turn of the century, the City's population was over 16,000, and municipal services included paved streets, public sewer and water, municipal lighting, public schools and a library.

Early in the twentieth century, another wave of immigrants settled in Jamestown, lured by the expanding employment base. These were primarily Italians who brought skills that were compatible with Jamestown's industrial base. Decendents of Italian and Swedish immigrants continue to make up a large portion of Jamestown's population.

The stock market crash of 1929 had a long-term effect on Jamestown. Most of the City's workers, blue collar and professional alike, experienced cuts in their wages and working hours. Many lost their jobs entirely. As in other cities across the country, the federal government assisted homeowners with mortgage and tax relief programs while families, neighbors and friends banded together for mutual support.

Many of Jamestown's industries were unable to survive the depression. Local furniture factories and worsted mills were the hardest hit - reduced by over half in less than ten years. These businesses never regained their prominence in the Jamestown economy.

As the economy recovered, the metal working industry began to grow, requiring quick adaptation of the work-force. Specifically, the metal furniture industry grew as the Art Metal Company made Jamestown the largest office furniture supplier in the world during the 1950's. However, no business is invincible, and this company succumbed to bankruptcy by the 1970's.



Following World War II, there was still much open land in Jamestown. The population of the area continued to increase, and residential development followed accordingly. New development was concentrated near the City line in all of its quadrants. Some of the more historic buildings of the City were lost to urban renewal projects. While many of the historical industrial and manufacturing companies that spurred the development of Jamestown ceased to operate by the mid-twentieth century, other companies (though fewer in number) continued to produce the traditional furniture and worsted products.

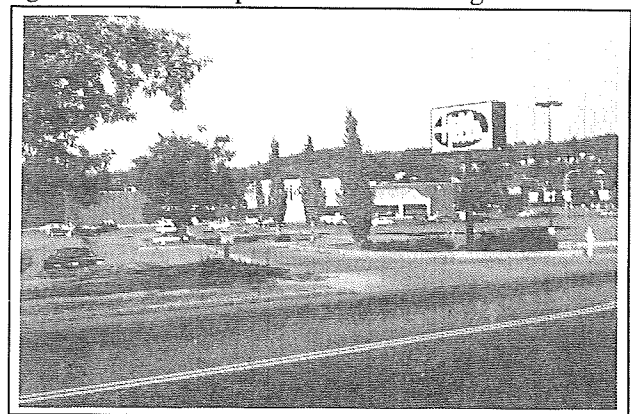
## 2. Recent Developments

### Urban Renewal

By the 1960's, Jamestown was visibly deteriorating. Although some employment was regained through metal fabrication industries, severe labor relations issues made it difficult for Jamestown to attract new investment. Continued reinvestment and upkeep of existing manufacturing facilities lagged. By the mid 1960's, Jamestown's streets, public buildings, retail establishments and housing stock reflected years of economic hardship.

To stimulate economic resurgence, the City of Jamestown initiated an active program of Urban Renewal in the late sixties and early seventies. These renewal efforts have had a great impact on the current form of downtown Jamestown. The following is a brief description of the most significant urban renewal projects.

- *Brooklyn Square (1967)* - Renewal of the deteriorating mixed-use Brooklyn Square area was initially intended to be a light industrial development project. For several years, the City attempted to arrange for the re-use of the land by local industrialists, but various obstacles prevented it. Recognizing that industrial use of this area was not feasible, City leadership decided to selectively market the area to commercial

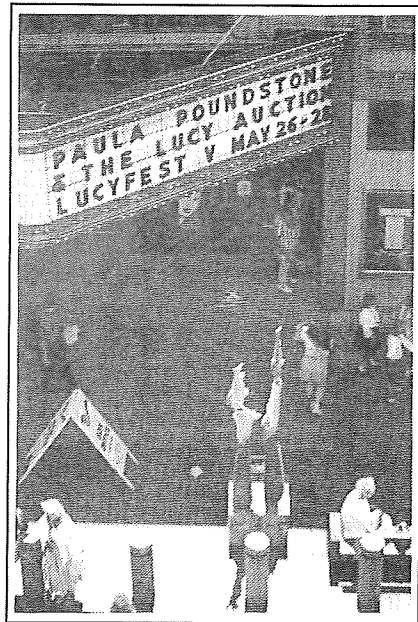


interests. In the following years, Brooklyn Square was largely developed by retail businesses seeking a location near the downtown with significant space for on-site parking.

- *Third Street Mall (1974)* - In response to the loss of retail business to the newly constructed Chautauqua Mall in the Village of Lakewood, as well as several other retail strip developments throughout the region, several downtown redevelopment projects (Cherry Street Mall, Downtown West, and Downtown East) were undertaken to improve pedestrian accessibility and the general retail environment in the Central Business District. Quick stop parking was retained, sidewalks were widened, and landscaping and other pedestrian amenities were added. In addition, downtown property owners shared in the cost of sidewalk canopies as another appeal to consumer traffic.



- *Civic Center Project (1991)* - To provide a stimulus for downtown business development, the former Palace Theater on East Third Street was renovated as a high quality and architecturally significant entertainment venue. The intent of this effort was to not only return cultural activities to the downtown, but also to serve as leverage for other associated business investment in the CBD. The Reg Lenna Civic Center has achieved a measure of success in stimulating economic investment in the east end of the CBD along Third Street. Restaurants, shops and other commercial projects have begun to fill vacant storefronts and take advantage of increased off-hour pedestrian traffic and the positive cultural influence of the Civic Center District. The Civic Center Development District technical report (1988) prepared by the City of Jamestown, the Downtown Jamestown Development Corporation, and the Arts Council for Chautauqua County, Inc., highlights the long term objectives for the CBD based on the cultural opportunities of a Civic Center District. The key goal of the civic center plan is to capitalize on the opportunities of downtown Jamestown, using the civic center as a catalyst for downtown redevelopment.



- *Downtown Greenlining Facade and JLDC Loan Program (1987-Present)* - The City of Jamestown, utilizing various State funding sources, currently offers rebates of up to \$15,000 per storefront or building to assist downtown property owners with the improvement of the architectural detail of their structures. The purpose of this program is to encourage the preservation and revitalization of buildings within the Central Business District in order to restore Jamestown's distinctive historical and architectural character. The target area for the Greenlining Program is currently limited to the CBD between Fourth Street and the railroad right-of-way between Jefferson Street and Prendergast Avenue.

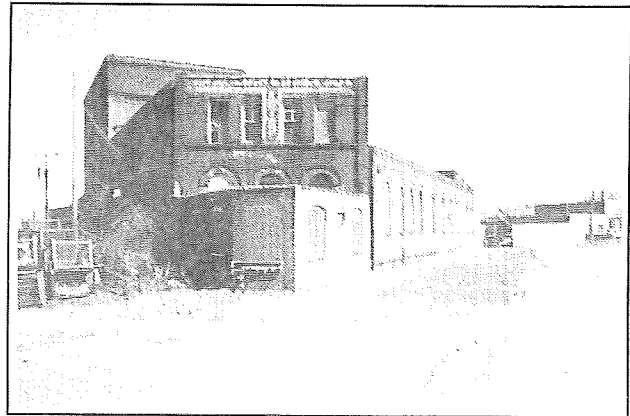
Throughout its first nine (9) years, the Downtown Greenlining program has assisted 73 projects with total rebates in excess of \$487,000.

The Jamestown Local Development Corporation (JLDC) is a public, not-for-profit agency created to facilitate economic revitalization by providing technical and marketing assistance, seed funding and access to available development grants. Throughout its first 15 years, the JLDC has approved/administered 170 loans to area businesses for in excess of \$11 million. This in turn has led to an additional \$60 million+ in private investment in Jamestown.

### **Industrial Revitalization**

Since 1990, more than 2,800 manufacturing, office or distribution center jobs have been lost in the Jamestown area. These losses are merely the latest round of job reductions which have been occurring since the height of Jamestown's industrial employment in the middle part of the century. To compound this problem, the City of Jamestown is suffering from an alarming loss of tax base which will likely result in accelerated job loss and disinvestment as property taxes continue to rise, forcing business and property owners to relocate elsewhere. Within the Jamestown's industrial corridor, the City has lost \$5.7 million in taxable full market value over the last four years.

Over the past twenty years, Jamestown has experienced great difficulty in attracting new industry. Much of the existing industrial space within the City is considered antiquated and inefficient. Existing multi-floor facilities are not competitive with modern single story operations. Many old buildings have costly maintenance needs and are expensive to heat while environmental concerns left from previous owners often make transfer of ownership difficult or impossible. Furthermore, adversarial and often hostile labor relations of past decades have given Jamestown the reputation of being a difficult labor market, even though those issues have largely been solved.

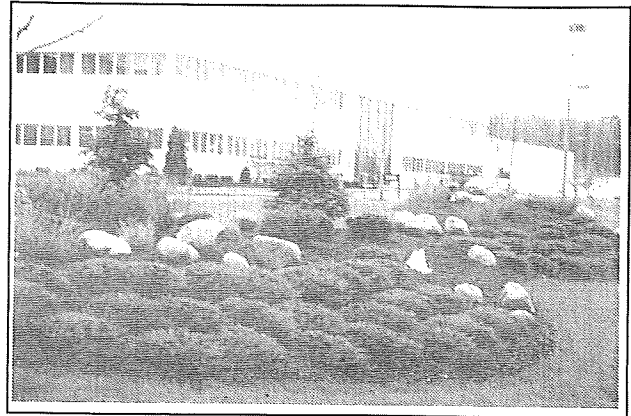


To alleviate some of these significant obstacles, the City of Jamestown has implemented alternative strategies to strengthen the industrial base. These include:

- *Jamestown Area Labor-Management Committee (1972-present)* - The Jamestown Area Labor-Management Committee provides a forum for local labor and industrial leaders to discuss the problems of the past, and set a new tone for the future. The climate of understanding created by the committee has significantly eased historic labor problems and has stimulated greater business development. Today JALMC is also involved with a variety of other initiatives in support of local industrial development efforts, including skills upgrading and dislocated worker programs.
- *Mason South County Industrial Park (Designed in the mid 1970's and developed through the mid 1980's and into the present)* - Although located in the neighboring Town of Ellicott, the City of Jamestown supported the development of this greenfield site in order to attract new industries

which require significant acreage. The risk that some industries currently located in the City might be attracted to the Park was accepted in light of the larger objective of stabilizing the regional employment base.

A large number of area residents are currently employed by industrial park manufacturers including Bush Industries (1,000+ employees) and Acu-Rite (250 employees). The industrial park is located within the newly designated Greater Jamestown Economic Development Zone (refer to EDZ description below), and 80 acres are currently available in the park for further industrial development.



- *Job Retention* - Job retention, rather than job creation, has been the primary business development focus of the City since the creation of the Mason Industrial Park. Considering the lack of available "greenfield" industrial sites within the City limits, the Jamestown Department of Development is focusing its resources on retaining existing employers. The City continues, however, to actively encourage and support development in neighboring communities for industrial uses which cannot be accommodated within the City.
- *Public/Private Cooperation* - The philosophy that the present manufacturing base should be strengthened was carried a step further. Local manufacturers were consulted individually to determine what could be done to assist them, such as solving problems that made it difficult or inefficient to conduct or expand business activities in Jamestown.

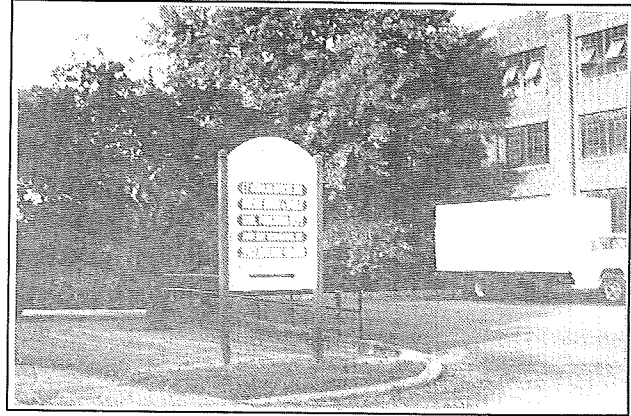
Two programs, the Chadakoin Industrial Revitalization Program (CHIRP) (1976-1990) and the Industrial Renewal and Modernization Program (IRAMP) (1985-present), are examples of the innovative public/private cooperation. CHIRP focused on the upgrading of the service infrastructure within the Chadakoin River industrial corridor and was followed by IRAMP which is working to facilitate renewal, modernization and expansion within the City's older industrial areas by removing functionally obsolete facilities to make way for new, albeit smaller (2-4 acre), development sites. Both programs have addressed the condition of industrial infrastructure as well as the physical conditions along the Chadakoin River, which flows through the industrial corridor.

- *Greater Jamestown Economic Development Zone (1994)* - On July 28, 1994, the City of Jamestown, in partnership with the Village of Falconer and the Town of Ellicott, was awarded an Economic Development Zone (EDZ) by the New York State Department of Economic Development. This EDZ designation makes current and future businesses located within zone boundaries eligible for local and state business development incentives. The objective of the EDZ program is to encourage existing businesses to remain and expand within the zone while creating an economic advantage which encourages new industrial development in the community. The EDZ program also places strong emphasis on both the social empowerment (job training / education, housing, social services) of zone residents in addition to the strengthening of the local economy.



The City's portion of the EDZ includes significant areas of Jamestown's existing industrial corridor located east of Institute Street between East Second Street, the Chadakoin River and Buffalo Street.

There are currently 466 acres of developable property within the EDZ, of which approximately 33 acres are within the City of Jamestown portion of the zone. In addition, there is currently 405,000 square feet of available commercial and industrial floor space within the EDZ, of which approximately 370,000 square feet is located within the City's portion of the zone.



- *Jobs Inc.* - Jobs Inc. is a not-for-profit public benefit corporation responsible for business attraction and coordination between potential employers and local development interests including JURA and JLDC.

### **3. Recent Planning Activities**

Jamestown has a long history of planning that includes extensive reflection on past trends and future directions.

In preparing the Comprehensive Plan, various planning documents prepared over the past twenty years were reviewed. The relevant strategies set forth in these earlier studies were considered in this current community planning effort.

The most recent Comprehensive Plan for Jamestown, completed in 1980, noted the wave of redevelopment that began in the early 1970's including the construction of the new City Hall and completion of the Brooklyn Square Urban Renewal Project. The Plan recalls the positive impact various projects had on the downtown, including the Cherry Street Mall ("the City's initial response to the Chautauqua Mall"); Downtown West ("the logical continuation of revitalization in the Third Street area"); Downtown East ("extending the improvements all the way to City Hall"). The 1980 Plan called for the development of the former Palace Theater into a Civic Arts Center, adoption of a Historic Preservation Ordinance, development of new housing on scattered vacant sites, conversion and renovation of vacant upper floors in buildings in the CBD for new housing, and discouragement of commercial development in neighborhoods along North Main Street. Its specific directions for the downtown called for "more vertical development of the downtown," development of additional off-street parking, promotion of a special assessment district, and creation of a convention bureau. The thrust of the plan was directed towards redevelopment of the downtown such that it could compete with suburban developments (i.e. the Chautauqua Mall).

The Jamestown Riverfront Reclamation and Development Study, conducted in the late-1980's, amended in 1991 and adopted by the City Council in 1994, sets forth recommendations that are still on the agenda for implementation. The primary concept of this study was to move away from

homogenous industrial development of the river corridor. Mixed recreational, economic and open space use of the corridor was proposed to diversify activity and utilize this valuable living resource to its fullest potential.

Many of the concepts advanced in these previous plans are still on the City's agenda and need to be revisited and prioritized within the Comprehensive Plan in light of current and projected economic conditions and community need.

## **B. LOCATIONAL ANALYSIS**

### **1. Regional Location**

The Greater Jamestown area is an important urban center in the rural Southern Tier West region of New York State which offers a variety of employment, shopping, recreational and cultural opportunities around the City of Jamestown. Jamestown is located in southeastern Chautauqua County in the western-most portion of New York State. The City is bordered by the Towns of Busti, Ellicott, and Kiantone, as well as the Villages of Falconer and Celoron. The Village of Lakewood is located approximately two (2) miles to the west of Jamestown. The City is approximately one (1) mile west of the eastern-most end of Chautauqua Lake and is bisected by the Chautauqua Lake Outlet, also known as the Chadakoin River. Jamestown is approximately 75 miles south of Buffalo, the major economic center of western New York, 53 miles east of Erie, Pennsylvania, 18 miles north of Warren, Pennsylvania, and 185 miles north of Pittsburgh, Pennsylvania. Figure II-1, REGIONAL LOCATION MAP, and Figure II-2, GREATER JAMESTOWN AREA MAP, are provided to illustrate regional and local context.

### **2. Transportation Access**

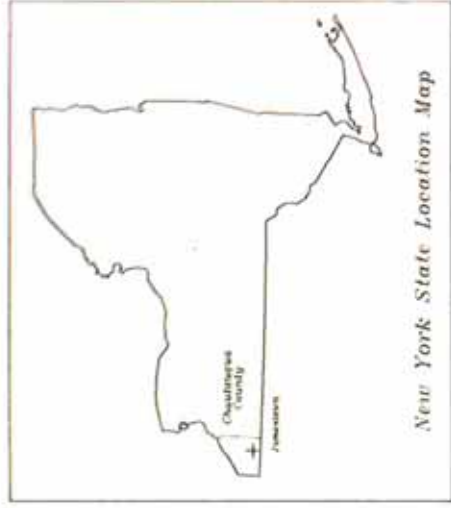
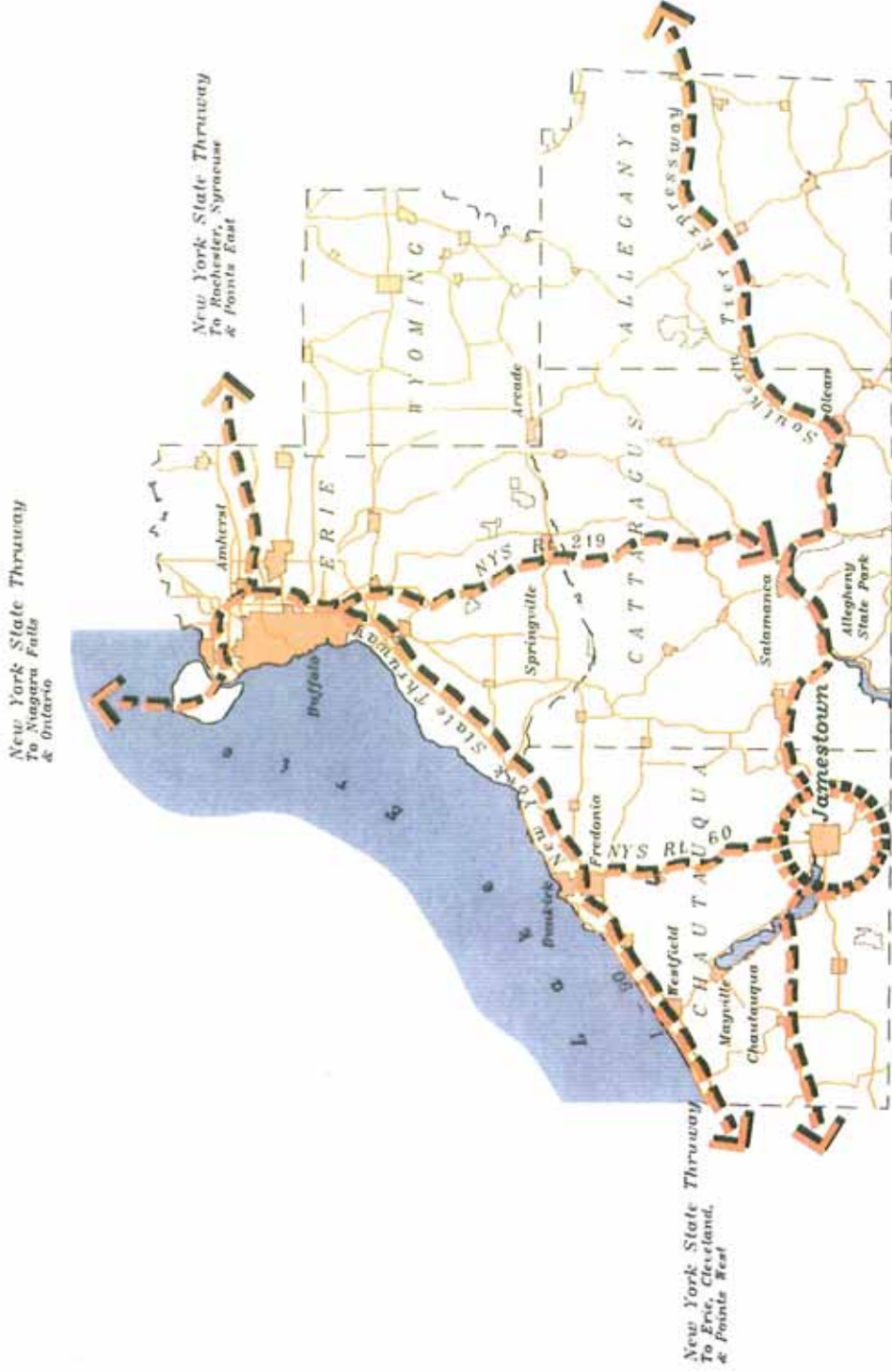
The City of Jamestown is accessible from the east and west from Exit 12 of The Southern Tier Expressway (NYS Route 17). The Southern Tier Expressway is a limited access state highway connecting I-90 at Erie, Pennsylvania with New York's Southern Tier cities of Hornell, Corning, Elmira, and Binghamton. NYS Route 60 and U.S. Route 62 are the primary north/south corridors into the City connecting I-90 (NYS Thruway) at Fredonia and I-79 and I-80 in western Pennsylvania.

Jamestown has only recently become connected by limited access highway with other regional communities (via The Southern Tier Expressway). Jamestown attracts a wide range of tourists, shoppers and workers. State roads provide direct access to northern Chautauqua County (Dunkirk and Fredonia) and the Greater Buffalo area.

The Chautauqua County Airport, located 3 miles north of Jamestown, is a small but modern commercial airport providing regularly scheduled commuter air service to Pittsburgh. The airport also has facilities for charter and private aircraft. The Greater Buffalo International Airport, 90 minutes to the north, serves numerous carriers with destinations throughout the United States and Canada.

Rail service to Jamestown is limited to a freight spur. Passenger rail stations are located in Erie and Buffalo.

Figure II-1  
**REGIONAL LOCATION MAP**



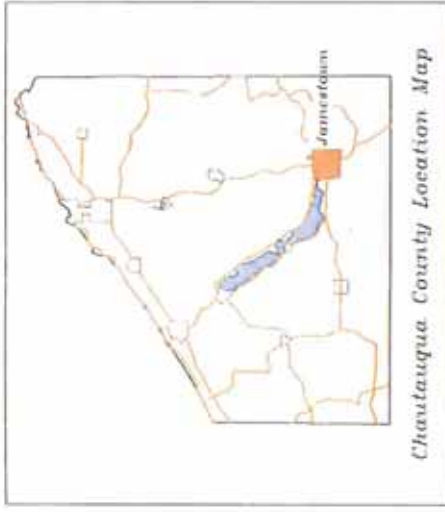
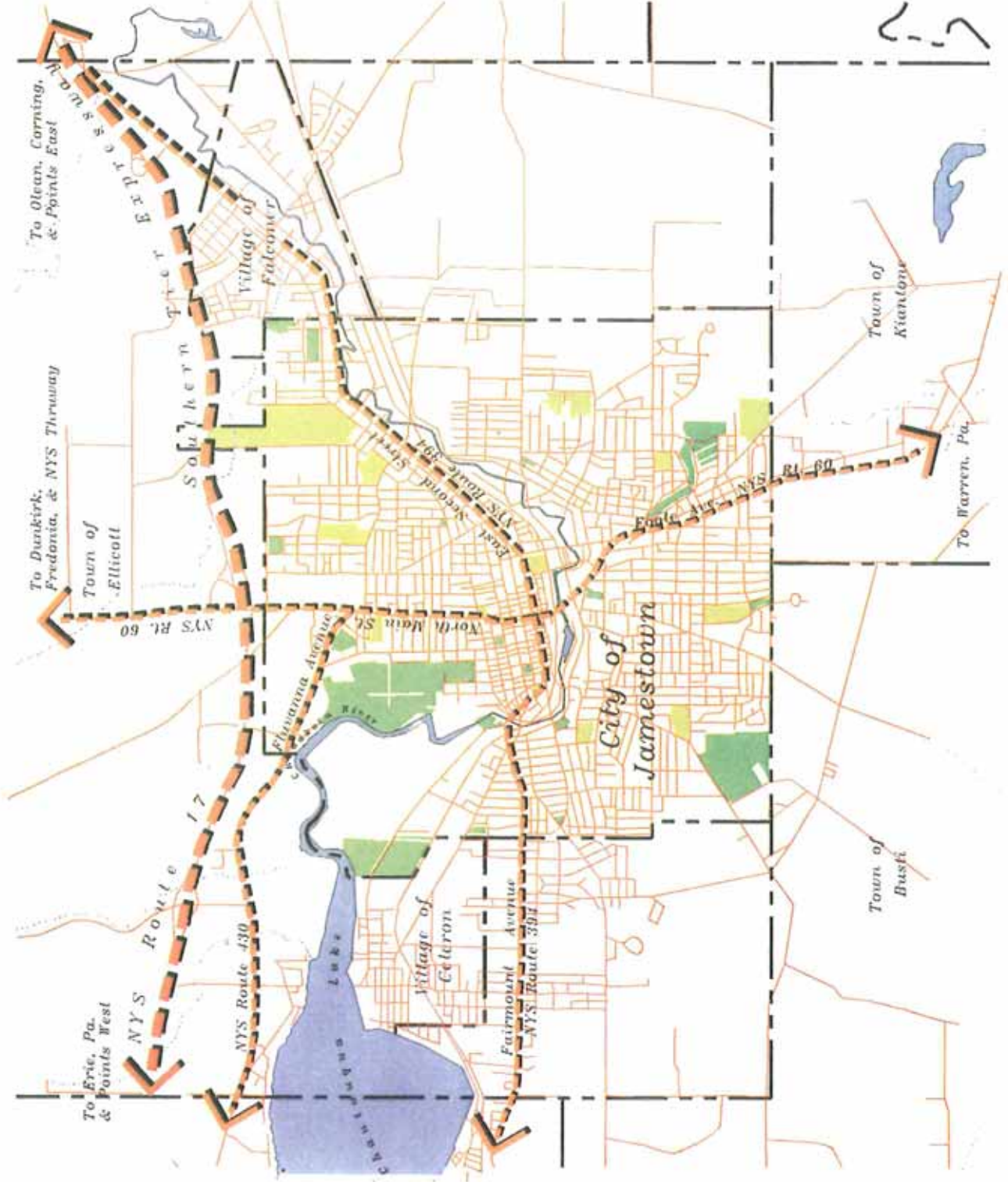
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Figure II-2

**GREATER JAMESTOWN AREA  
 MAP**



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Jamestown has historically been by-passed by the major interstate transportation corridors which form the economic spine of the northeast and mid-west. The City's location "off the beaten path" is a disadvantage in attracting national and international over-the-road trade.

New York State's plans to redevelop the NYS Route 219 corridor as a major north/south transportation link from Buffalo to Pennsylvania and major urban centers to the south will further reduce traffic through Jamestown. Traffic which might have travelled NYS Route 60 and US Route 62 will likely be diverted to the east of Jamestown.

Major road access to and around Jamestown are illustrated in Figure II-1, REGIONAL LOCATION MAP.

### C. EXISTING ZONING

The City of Jamestown Zoning Code has changed little since it was originally adopted in 1969. That ordinance divides the City into ten (10) zoning districts:

R-1	Single Family Residential
R-2	Two-Family Residential
R-3	Multiple Dwelling Residential
R-C	Residential, Professional and Administrative Office
C-1	Neighborhood Shopping
C-2	Central Services
C-3	Community Shopping
C-4(A)	Central Retail
CM	Service and Highway Commercial District
M	Manufacturing

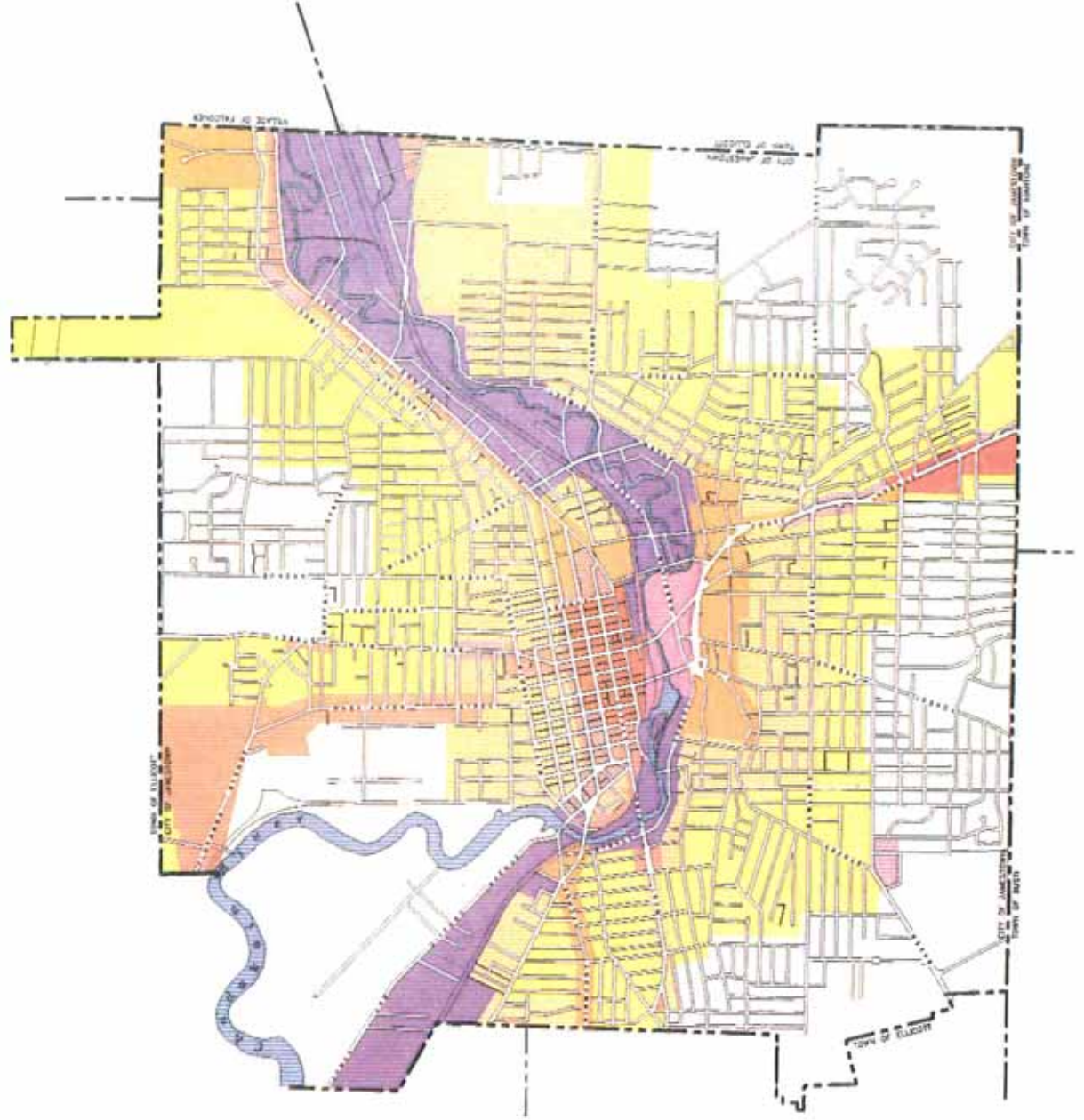
The zoning districts as defined by the current Jamestown Zoning Ordinance are illustrated in Figure II-3, EXISTING ZONING MAP.

Commercial Zones (C-1, C-2, C-3, C-4[A] and CM) are in place in the Central Business District and along the major arterials radiating out from the CBD. Commercially zoned arterials include East Second Street to the Falconer Village line, Washington Street and Fluvanna Avenue to the Town of Ellicott line, Foote Avenue from Newland Avenue to the Town of Kiantone line, North Main Street from the CBD to Twelfth Street, and North Main Street from 21st Street to Fluvanna Avenue.

The City's Industrial Zones (M) are completely located within the Chadakoin River corridor, consistent with the historic development pattern of the City.

Residential districts generally extend radially outward from the CBD with the high density Multiple Dwelling (R-3) district surrounding the downtown core and low density Single Family Residential (R-1) district typically located along the northern and southern perimeter of the City. Higher density residential (R-2, R-3 and R-C) incrementally buffer R-1 zones from commercial and industrial areas and corridors.

Figure 11-3  
**EXISTING ZONING  
 MAP**



**Legend**

- R-1 Single Family Res.
- R-2 Two Family Res.
- R-3 Multiple Dwelling Res.
- R-C Res./Professional
- C-1 Commercial
- C-2 Central Services
- C-3 Community Shopping
- C-4 Central Retail
- C-4A
- C-M Service & Highway
- M Manufacturing



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The Jamestown zoning ordinance creates a pyramidal structure of permitted uses. With the exception of residential use being excluded from the industrial (M) zone, all uses permitted in a more restrictive zone are also permitted in less restrictive zones. For example, all uses permitted in a R-1 zone are also permitted in an R-2 zone; all uses permitted in R-1 and R-2 zones are also permitted in the R-3 zone and so on. Uses not specifically permitted in a district are prohibited.

The zoning ordinance regulates the size, bulk, and open space requirements for all development within the City. The code also generally regulates factors such as noise and odors in an attempt to minimize the impact of a less restrictive zone on other adjacent zones.

The zoning ordinance is administered by the Zoning Board of Appeals, the Planning Commission, and the Building Inspector. The Building Inspector is empowered as the enforcing officer for the provisions of the zoning ordinance. The Zoning Board of Appeals has the power to authorize variances in cases of hardship or practical difficulties and special use permits.

## **D. EXISTING LAND USE**

### **1. Existing Conditions**

The City of Jamestown has developed with very traditional land use patterns. The central commercial core of the City is surrounded by mixed commercial/residential neighborhoods which include both single and multi-family homes. At the edge of these mixed use areas, multi-family residences transition into perimeter neighborhoods which are comprised almost exclusively of well maintained single family homes. As is found in most large population centers, commercial strip development is found along the major transportation arterials leading from the perimeter of the City to the downtown core. Figure II-4, EXISTING LAND USE, illustrates existing development patterns of the City.

#### ***Central Business District***

The Central Business District (CBD) centers on Third Street and is bounded by Sixth Street to the north, NYS Arterial to the south, Foote Avenue to the east, and Fairmount Avenue to the west. The CBD is characterized by three distinct land use zones: the walkable downtown; the extended downtown; and Brooklyn Square. Figure II-5, CENTRAL BUSINESS DISTRICT MAP details the land uses and sub-districts of the CBD.












- *Walkable Downtown* - What this report refers to as the walkable downtown is the commercial heart of Jamestown bounded by East Fourth Street, East First Street, Washington Street and Prendergast Avenue. This district has been heavily influenced by the urban renewal efforts of the sixties and seventies which focused on creating a pedestrian friendly retail environment - hence the term walkable downtown. This section of the City is characterized by continuous storefront commercial development along Third and Fourth Streets and is the governmental and cultural center of Jamestown anchored by City Hall and the Reg Lenna Civic Center located at East Third and Spring Streets.

The Third Street section of the CBD is currently in transition and now contains more offices and less retail activity. The decline in downtown retailing and industrial employment has created extensive vacancies along Third Street (retail/commercial) and First and Second Streets

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Figure II-4  
**1994 LAND USE  
 MAP**

**Legend**

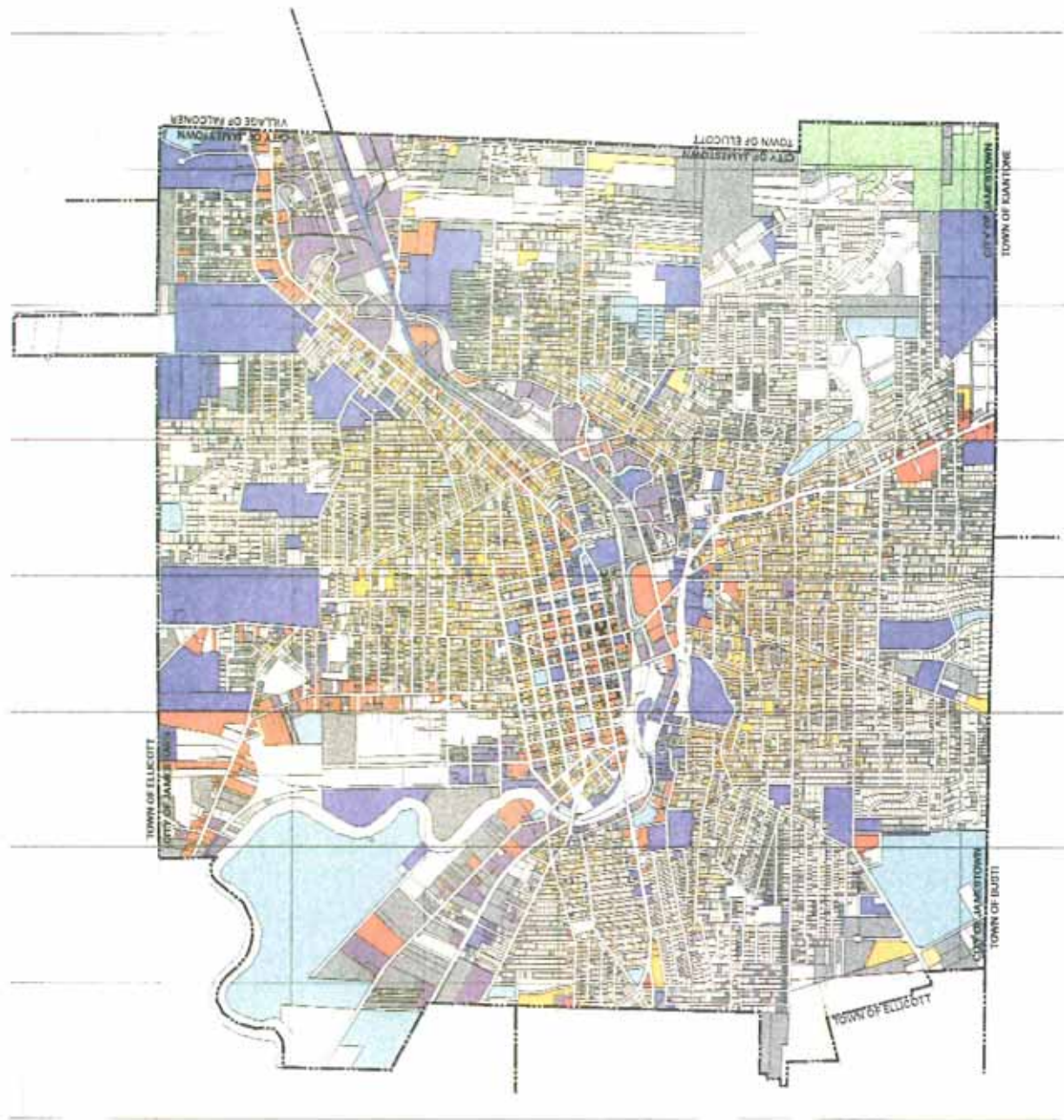
-  Agricultural
-  Single Family
-  Double Family
-  Multiple Dwelling
-  Mixed Res. Use
-  Commercial
-  Industrial
-  Recreational
-  Public & Semi-Public
-  Vacant
-  No Parcel Record



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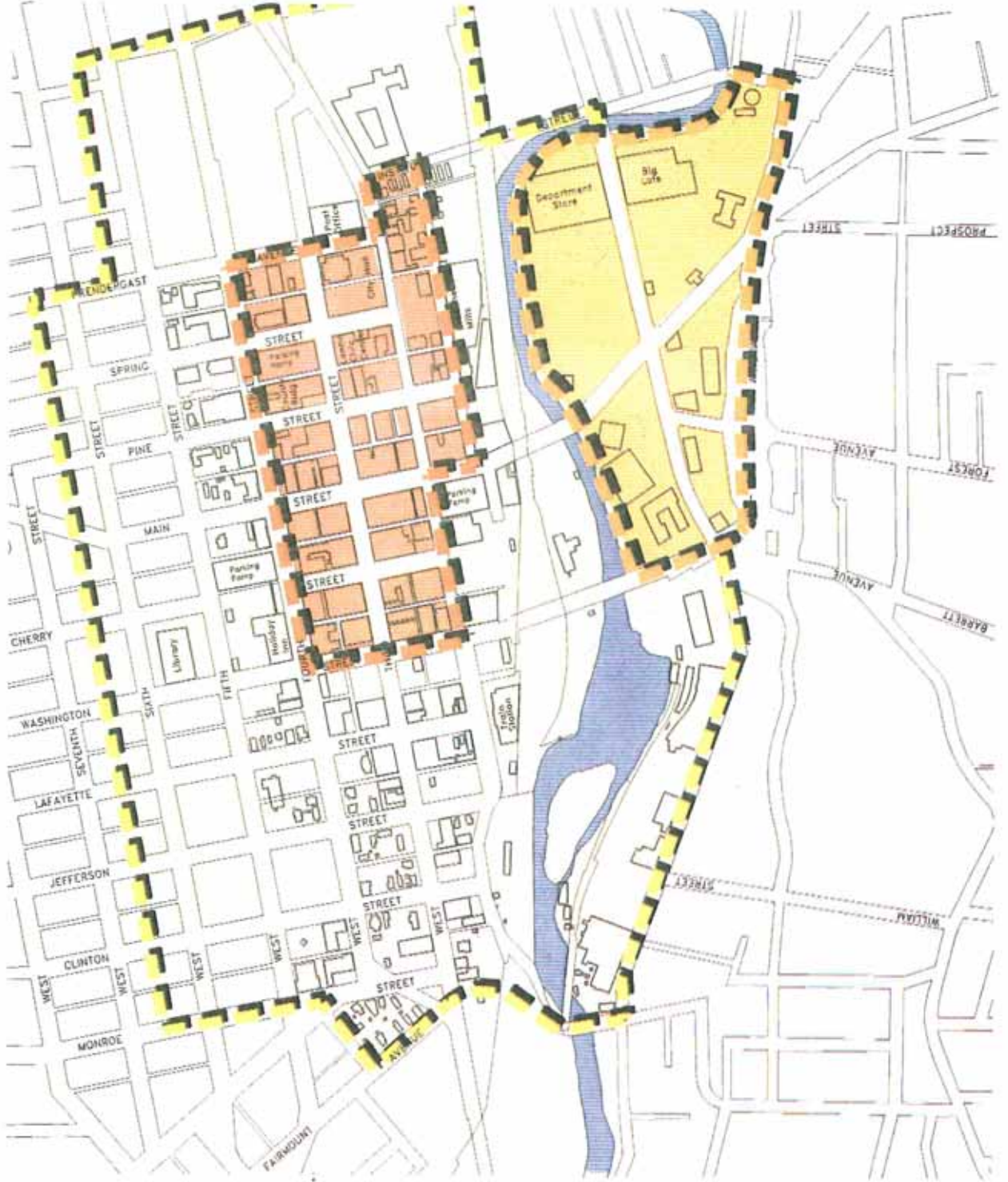


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Figure II-5  
**CENTRAL BUSINESS DISTRICT  
 MAP**

**Legend**

- Walkable Downtown
- Brooklyn Square
- Extended Downtown



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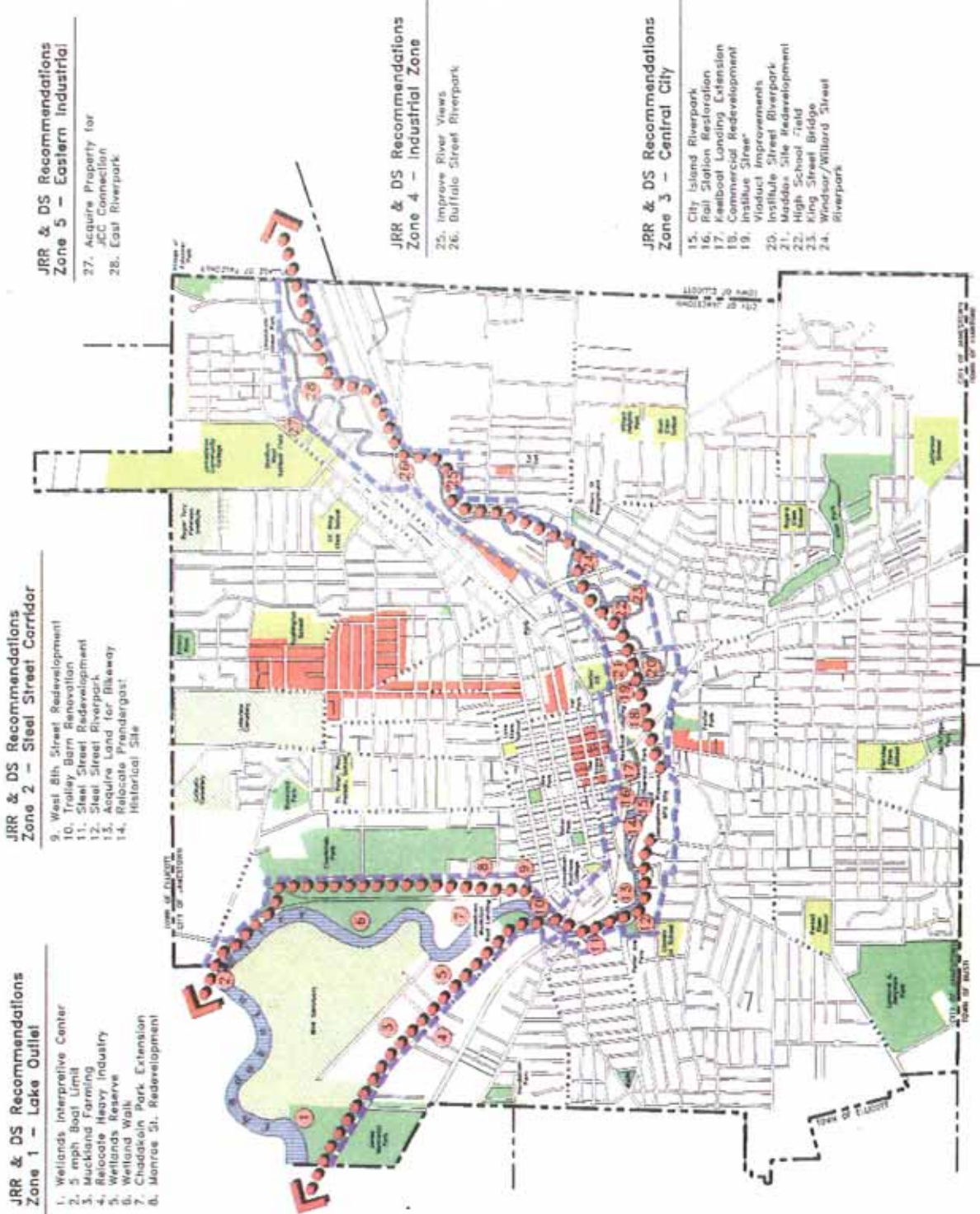
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Figure II-7

**RECREATION / OPEN SPACE & CULTURAL RESOURCES MAP**

**Legend**

- Public Parks
- School Grounds
- Institutional/Open Space
- Potential Historic Districts
- Jamestown Riverfront Reclamation & Development Study River Overlay Zone
- JRR & DS Recommended Bikeway



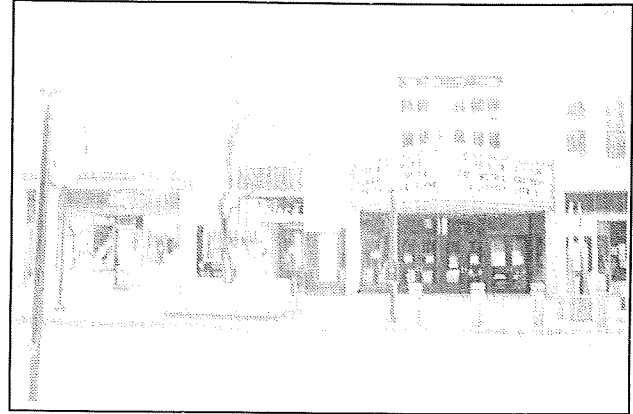
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(office/manufacturing). A detailed inventory and analysis of downtown vacancies is found on page II-17.

Residential use in this district is largely limited to public senior citizens' housing complexes including the Hotel Jamestown and the High Rise as well as the privately operated Covenant Manor, although a few private initiatives have been pursued recently.



Parking in the walkable downtown is available in metered on-street spaces and parking lots or in downtown parking ramps (refer to page II-59 for more detailed parking analysis).

- *Extended Downtown* - The extended downtown refers to the commercial district west of Washington Street which has not been redeveloped to encourage pedestrian movement. This area is also heavily developed as a retail/office commercial center; however, high density residential uses such as second floor apartments and multi-family apartment houses are found in this district.

Parking is typically available in surface lots on-site or in non-metered on-street spaces.

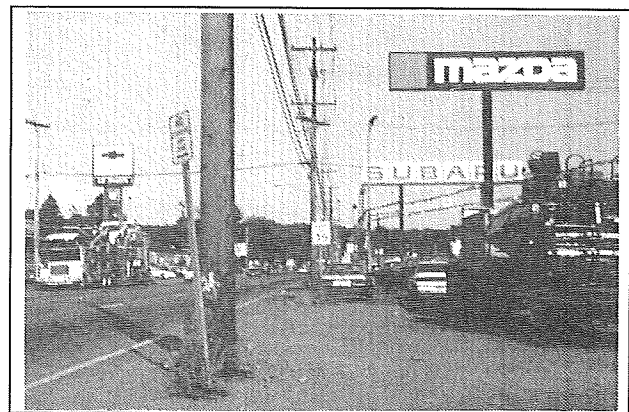
The density of commercial development is considerably less than is found in the walkable downtown with free standing structures more common than continuous storefronts.

- *Brooklyn Square* - The Brooklyn Square district in the vicinity of Harrison and South Main Streets, through targeted urban renewal efforts in the 1960's and 1970's, has transitioned from a historic riverfront mixed-use district to retail commercial uses requiring significant on-site parking. Brooklyn Square is currently comprised of single freestanding one story commercial structures and extensive parking lots.

The Chadakoin River Riverwalk Park provides a linear greenway buffering the river from the Hills Department Store parking lot. Brooklyn Square is separated from the Walkable Downtown by the Chadakoin River, but is short walk via the Main Street Bridge.

### **Commercial Strip Development**

Jamestown is also quite typical in its development of large lot strip commercial corridors. These corridors have resulted from merchant's need for large off-street parking areas, outdoor display and the desire to capitalize on the retailing opportunities of heavily travelled transportation corridors. The Fluvanna Avenue/Washington Street and Foote Avenue corridors are Jamestown's most identifiable commercial strips.



To a lesser degree, small lot neighborhood service strips have developed along North Main Street, West Third Street and East Second Street. These businesses take advantage of the high local traffic routes to provide day-to-day services to City residents.

### ***Industrial Development***

Due to the water power opportunities, the Chadakoin River has historically served as Jamestown's industrial spine. However, over the last 50 years the traditional use of the Chadakoin River for industrial purposes has declined significantly. Much of the industrial space within the City (generally multi-story structures) is considered antiquated and inefficient. For this reason, there is a significant amount of vacant or under-utilized industrial space within Jamestown's industrial corridor. Recent local industrial development has opted for the "greenfield setting" of the Mason South County Industrial Park located beyond the City limit in the Town of Ellicott. A more detailed description of under-utilized industrial space is found below.

### ***Recreation and Open Space Use***

Public parks and playgrounds are well distributed throughout the City. The most active parks are the 79 acre Bergman Park located in the southwestern corner of the City along Baker Street and the 35 acre Allen Park located in the southeastern corner of the City along West Virginia Boulevard.

## ***2. Vacant and Under-utilized Properties***

### ***Under-utilized Structures***

- *Industrial Vacancies* - The steady long term decline in manufacturing employment has resulted in an abundance of partially and totally vacant mill structures within the Chadakoin River industrial corridor. For the past several decades, the Department of Development has had difficulty in encouraging new or expanding industry to reuse these facilities. This is in part due to the obsolete and antiquated condition of most of the structures, as well as the availability of "greenfield" industrial sites outside of the City that can better serve the current and future needs of a changing industrial community.

Through the Jamestown Local Development Corporation and the Chautauqua County Industrial Development Agency, Jamestown has achieved measured success in attracting new manufacturing employment. By creating jobs and bringing new activity into this district, a degree of vitality has been restored. The challenge to the community is not so much to recruit new industry, but to encourage existing business to expand into the available space. The additional incentives to be offered by the newly created Jamestown Economic Development Zone provide an important new tool to encourage business expansion as well as new business start-up.

It is important to recognize that there is limited land available for large lot industrial development within the City of Jamestown. Therefore, packaging property and offering incentives in order to accommodate the expansion of existing manufacturers and encourage the development of small scale industry is a primary goal of the City.

- *Downtown Vacancies* - Similarly, the reduction in manufacturing employment combined with the relocation of retail businesses away from the CBD has resulted in a critically high vacancy rate in the downtown. The lack of a significant downtown retail market and the negative perception that

the downtown cannot be revitalized combine to discourage new investment in downtown commercial space. Even after the costly downtown urban renewal efforts of the sixties and seventies, enormous difficulties in filling vacancies remain.



The large number of vacant and under-utilized structures is a significant factor which contributes to the negative perception of the downtown and the industrial sector. They are more than just visible reminders of the decay of the downtown and manufacturing sectors, actually creating a disincentive to local investment. Age, deferred maintenance, vandalism, and the general lack of human activity increasingly compound the expanding blight of the urban core. The inability to find uses for these structures makes it nearly impossible to convince potential entrepreneurs of a profitable future in Jamestown and contributes to the downward spiral of vacancy by making it more difficult for existing businesses to remain.

### ***Vacant Parcels***

Whereas the vacant and under-utilized structures of the commercial and manufacturing core of the City are a very serious constraint to community redevelopment, land which has never been developed provides a greater opportunity. Vacant land offers a wider range of alternative uses and may be targeted to site specific, neighborhood, or City wide needs such as residential infill, targeted neighborhood commercial investment, recreational use or open space conservation. Vacant property can also be land banked, serving as open space until development in its highest and best use becomes achievable.

The vast majority of vacant land in Jamestown is located in residentially zoned areas. Although there are large vacant parcels suitable for significant development, most vacant properties are isolated lots along residential streets. Many of these lots are constrained by insufficient frontage or depth as required by current zoning for residential construction. Other vacant lots are owned by adjoining property owners and are not considered available. Consequently, future industrial and commercial development is significantly constrained by a lack of large parcels within the City limits which are suitable for such development.

## **E. ENVIRONMENTAL RESOURCES**

Figure II-6, ENVIRONMENTAL RESOURCES, graphically illustrates significant natural features and environmental conditions of the City of Jamestown.

### ***1. Geography and Landform***

The Chadakoin River is the dominant natural feature in the City. Also known as the Chautauqua Lake Outlet, the river flows in an easterly direction over six and one half miles within the City limits, entering Jamestown from the northwest between the Village of Celoron and the Town of Ellicott. The

river then travels south where it bisects the Central Business District between First Street and Brooklyn Square. To the east of the CBD, the river flows to the east then exits the City to the northeast into the Village of Falconer.

The Warner Dam impounds the Chadakoin River just below the Washington Street bridge which allows for sufficient depth for small craft navigation between the City line and Municipal Boat Landing at McCrae Point (Steamboat Landing). Navigation is possible, although quite difficult due to bridge clearance and water depth, between McCrae Point and the Warner Dam. The river is highly scenic as it flows through the wetland area from the City line at Celoron to McCrae Point with almost no visible shoreline development and wonderful wildlife viewing opportunities. This stretch of river is clearly one of the City's greatest natural assets. Between McCrae Point and the Warner Dam the river remains scenic. However, existing shoreline industrial development including the railroad yards and the BPU facility, reduce the visual quality of the area. Downstream from the Warner Dam, water flow diminishes considerably. Dense shoreline vegetation is found in the narrow river floodplain which can be a pleasant visual experience. However, substantial industrial development limits river access and encroaches on the river bank in many locations.

The Chadakoin River near the CBD is generally enclosed by steep embankments and retaining walls. Steep rises of between 20 and 100 feet are often found between the river and the nearest parallel street, particularly between Fairmount Avenue and Washington Street. Access to the Chadakoin River has never been easy. Steep topography has made pedestrian and bike linkages between the river and the City's neighborhoods difficult.

Jamestown is a community with significant topographic variation. The Swede Hill residential area rises approximately 320 feet above the Chadakoin River with several existing streets exceeding a slope of 16%. However, because the City is substantially built-out with an established circulation network, pedestrian and vehicular access to most sections of the City is not limited by topography.

## **2. Habitat Areas**

### ***Wetlands***

There are two New York State Department of Environmental Conservation (NYSDEC) Class I wetlands, totaling 299 acres, within the City of Jamestown. Both of these wetlands are located within the floodplain of the Chadakoin River near the outlet of Chautauqua Lake between Celoron and McCrae Point. State wetlands classifications range from Class I to Class IV with Class I wetlands being of highest value and therefore subject to the most stringent standards. For all practical purposes, no development can occur with the classified wetland areas. Furthermore, significant restrictions apply to disturbance within 100 feet of a Class I wetland.

The U.S. Army Corps of Engineers (COE) also maintains jurisdiction of wetlands greater than one (1) acre in size (including NYSDEC Classified Wetlands). All projects located in potential wetland areas must be reviewed with the COE to determine regulatory jurisdiction.

The wetlands near the Chautauqua Lake Outlet play a vital role in flood control, absorbing and holding flood water from populated areas downstream. These wetlands are a unique natural resource

of a quality rarely found in an urban setting, providing a natural habitat for wildlife, aquatic species and birds. A 210 acre parcel within the Class I wetland is designated by the City as a municipally owned bird sanctuary and is an important component of Jamestown's open space system. This area remains undeveloped and overland river access is limited. The wetlands also include portions of Jones Memorial Park, the municipal boat landing and Chadakoin Park.

### ***NYS DEC Classified Significant Habitats***

There are no NYSDEC designated Significant Habitats or Critical Environmental Areas within the City of Jamestown.

### ***3. Floodplain***

The *Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps* indicate that flooding is well contained within the central City and industrial corridor of the Chadakoin River. Stream walls and the Warner Dam are man-made flood control structures. There are, however, areas in both the western and eastern sections of the Chadakoin corridor which are vulnerable to flooding. These areas are presently undeveloped. The 1988 *Jamestown Riverfront Reclamation and Development Study* recommends that undeveloped low lying properties within the 100 year floodplain be acquired and "land banked" to maintain a flood buffer.

### ***4. Water Quality***

Water quality in the Chadakoin River from the Chautauqua Lake outlet to the Falconer Village line is rated "Class C" by the NYSDEC. Class C streams are suitable for fish propagation and fishing, but are not suitable for swimming or as a source of drinking water. An unnamed tributary entering the Chadakoin River from the south near the Falconer Village line is also a Class C stream. A second unnamed tributary entering the Chadakoin River from the south is rated Class C between the river and Allen Park, and Class B (suitable for swimming) from Allen Park to its source.

NYSDEC has issued eleven (11) State Pollution Discharge Elimination System (SPDES) permits for effluent discharge from industrial facilities within the City of Jamestown. All discharge locations are within the Chadakoin River industrial corridor.

The water quality classification and existing industrial use of the river corridor indicates that efforts to improve the quality of the Chadakoin River should be continued. Industrial discharge and on-shore waste conditions should be monitored and land use controls initiated to protect the resource to improve the value of the river as an amenity and recreational feature.

### ***5. Hazardous Waste***

The Chadakoin industrial corridor, particularly in the vicinity of Steele, Harrison and Allen Streets, have numerous sites which are now considered to be inactive hazardous waste sites as defined by the NYSDEC. Ground contamination by petroleum based products such as cutting oils used by the metal and wood working industries throughout the years is the most common hazardous waste condition. The NYSDEC has identified five (5) inactive hazardous waste sites in the City of Jamestown. These sites include:

Former Jamestown City Landfill	Fluvanna Avenue	Landfill	100 acres	Class 2a
Pelican Manufacturing	2223 Washington Street	Open Dump	1 acre	Class 2
J and S Auto Supply	1084 East Second Street	Landfill	.1 acre	Class 2a
Essex-Hope Site	125 Blackstone Avenue	Structure	4 acres	Class 2
Former Proto Tool Site	Allen Street			

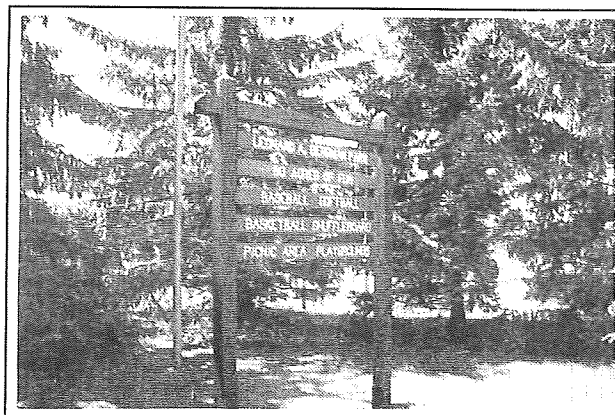
In addition to the listed inactive hazardous waste sites, there are numerous sites within the river corridor suspected of containing as yet undetermined environmental constraints. Contamination of existing vacant or under-utilized industrial sites is considered to be one of the most significant obstacles to redevelopment of Jamestown’s industrial corridor. Significant research and site investigation should be conducted in conjunction with site specific development within the river corridor. Hazardous material remediation will likely be an important factor in the redevelopment value of riverfront sites.

**F. RECREATION AND OPEN SPACE**

**1. Existing Recreational Facilities**

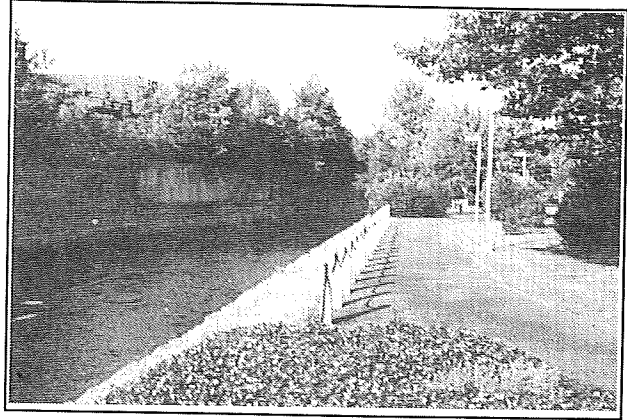
The City of Jamestown has an extensive system of 29 public parks. The largest of these parks include:

- *Chadakoin Park* - 152 Acres including a picnic pavilion, playground equipment, basketball courts, volleyball, horseshoe courts, two softball fields, baseball field, and restrooms.
- *Leonard Bergman Park* - 79 acres including a picnic pavilion, playground equipment, charcoal grills, basketball court, youth baseball field, four softball fields, horseshoe courts, exercise trail, concession stand, and restrooms.
- *Jones Memorial Park* - 60 acres including three softball fields, City garden program, and restrooms.
- *Allen Park* - 35 acres including a picnic pavilion, kitchen, charcoal grills, playground equipment, two soccer fields, three youth baseball fields, indoor ice skating rink, exercise course, bandshell, sliding hill, restrooms, and wooded glen.
- *Roseland Park* - 8.2 acres including playground equipment, youth baseball field, baseball field, seven tennis courts, and restrooms.
- *Chadakoin Riverwalk and Keelboat Landing* - These two small riverfront parks are the first phase of the opening of the Chadakoin River for recreational use. The 1980 Jamestown Comprehensive plan recommends acquisition of riverfront property as it becomes available to construct a riverfront





linear park system which will ultimately extend the entire length of the Chadakoin River within the City. To date, the City has acquired a number of riverfront parcels and initiated dialogue with other property owners west of Main Street regarding acquisition of an easement along the river for riverwalk purposes.



- *Jamestown Municipal Boat Landing/McCrae Point* - 6 acres including a picnic pavilion, playground equipment, a boatlaunch and access to fishing.
- *Nordstrom Park* - 4.5 acres including a picnic pavilion, playground equipment, and a youth baseball field.
- *College Stadium* - Home baseball field for the Jamestown Jammers (Class A, New York-Penn League affiliate of the Detroit Tigers), Jamestown Area Oldtimers, Jamestown Community College, County-Grapebelt League, Jamestown High School and regular host to the Babe Ruth World Series.

## 2. Existing Open Space

The term open space generally refers to undeveloped fields and woods, lakes and streams, cemeteries and parks which are free of buildings and are of natural character. Open space introduces contrast and variety into the urban environment and invites recreational enjoyment, cuts dust and noise pollution, absorbs flood waters, provides wildlife with a natural habitat, filters polluted water and air, and modulates the climate with leafy windbreak and shade.

In addition to the existing parks system, the City of Jamestown has many properties, both public and private, which serve as open spaces enhancing the character of the community. Perhaps the most important open space is the Chadakoin River corridor including the substantial acreage of Class I wetlands to the north of Jones and Gifford Avenue. Other open spaces include Lakeview Cemetery on North Main Street, the Catholic Cemetery on West Oak Hill Road and the Roger Tory Peterson Institute property on Curtis Street. In addition, the numerous primary and secondary school properties as well as Jamestown Community College offer substantial open space for both visual and physical enjoyment.

There is an identified need to link Jamestown's neighborhoods to a coordinated recreational/open space network throughout the City. The Chadakoin River corridor offers an important linear linkage that could serve as the recreational and open space spine of the City.

### 3. Recreational Needs Assessment

The National Parks and Recreation Association (NPRA) recommends the following standards for parkland:

<u>Park Type</u>	<u>NPRA Standard</u>	<u>Standard for Jamestown</u>	<u>Current Jtwn Parks</u>
Neighborhood Park or Playground	1.7 ac./1000 Pop	59 acres	220 acres
Community Park	7.0 ac./1000 Pop	249 acres	350 ac
Total Parkland	8.7 ac./1000 Pop	309 acres	570 ac

Jamestown as a whole has an abundance of parkland, exceeding NRPA standards by more than 200% for neighborhood parks, 40% for community parks and 80% for total parkland excluding school facilities and undeveloped open space.

Most of Jamestown's large community parks are located near the perimeter of the City within the lower density single family residential neighborhoods. This is likely the result of park development which was a late response to the increasing recreational needs of a growing population. Parks including Allen, Bergman, Chadakoin and Jones Memorial were located where large tracts of undeveloped land were available at the time and not within the more densely populated neighborhoods they were constructed to serve. Unfortunately, as a result, the most densely populated residential neighborhoods in the core of the City are some distance from these recreational resources.

It is not necessary to seek additional park land located within under-served neighborhoods, but rather, future park planning should seek opportunities to create recreation and open space linkages between the densely populated multi-family neighborhoods and existing parkland. Such linkages may include use of the Chadakoin River corridor as a greenway, as well as wide sidewalks and paths separated from major streets as urban trails and bikeways.

### 4. Chadakoin River Recreational and Open Space Opportunities

The Chadakoin River is Jamestown's most unique natural feature and should become the visual and recreational centerpiece of the community. The river has a well established tradition of recreational use dating from the steamboat era and continuing with existing fishing and boating access to Chautauqua Lake from the Municipal Boat Landing at McCrea Point. As the primary natural open space element in the City, the river is presently under-utilized for both passive and active recreation. The river's central location and proximity to the CBD highlight the potential of the river to be a major recreational corridor.

The *Jamestown Riverfront Reclamation and Development Study* (completed in 1988, updated in 1991 and formally adopted by the City Council in 1994) makes specific recommendations to take advantage of the recreational opportunities of the Chadakoin River. The *Committee Overview* of the Chadakoin Riverfront Planning Committee states that "the businesses, governments and the people of the community recognize the Chadakoin as a valuable living resource and that we should all learn to live and work in harmony with it. A series of parks, miniparks and green spaces should be established

and/or preserved along the river, and a continuous bikeway and a continuous riverwalk should be established in relation to, but not in all cases, contiguous to the river throughout the community." Key recommendations of the *Jamestown Riverfront Reclamation and Development Study* include:

**Zone 1 - Lake Outlet** (City line to McCrae Point)

- Wetlands interpretive center at riverfront portion of Jones Memorial Park.
- 5 mph boat speed limit on the river.
- Class I bike trail along Jones and Gifford Avenue from McCrae Point to Celoron.
- Relocation of heavy industry from Jones and Gifford area. Encourage clean industry.
- Land bank wetland areas to encourage return to natural condition.
- Wetland trail, fishing piers and wetland nature study in Chadakoin Park.
- Extend Chadakoin Park to include riverfront land to the south of existing park.
- Relocate storage facilities and scrap yards along Monroe Street.

**Zone 2 - Steele Street Corridor** (McCrae Point to BPU Facility)

- McCrae Point as a alternative site for nature and historical interpretive center.
- Upgrade and infill commercial development along West Eighth Street.
- Renovate trolley car barn to accommodate commercial activities and trolley interpretive center.
- Encourage existing and new business along Steele Street in harmony with the river environment.
- Seek riverfront easement or acquire land along rail siding for riverwalk/bikeway linear park.
- Relocate Prendergast historical site to BPU Island.

**Zone 3 - Central City** (BPU Island to Chandler Street)

- Construct bridge from BPU Island to north river bank.
- Extend Keelboat Landing west along the river.
- Strengthen river orientation of existing Brooklyn Square development and encourage infill.
- Reconstruct Institute Street viaduct to improve riverwalk connection to High School area.
- Acquire land for river park along Institute Street.
- Continue to market Maddox site for industrial use or swap site with school for practice field.
- Reconstruct King Street bridge to provide riverwalk connection from southern neighborhoods.
- Develop river park at Winsor Street Bridge.

**Zone 4 - Industrial Zone** (Chandler Street to Buffalo Street)

- Improve river views along Allen Street.
- Acquire property or easement for Buffalo Street riverpark.

**Zone 5 - Eastern Industrial** (Buffalo Street to Tiffany Avenue)

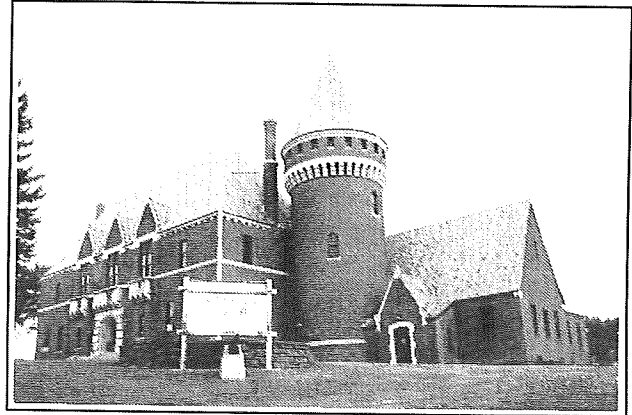
- Acquire Second Street property to strengthen east riverpark and JCC connection.
- Protect natural character of East Riverpark area. Trails to provide pedestrian experience.

Figure II-7, RECREATION/OPEN SPACE AND CULTURAL RESOURCES MAP, identifies existing recreational and open space conditions and opportunities.

## G. CULTURAL RESOURCES

### 1. Historic Resources

In 1993, the Jamestown Urban Renewal Agency (JURA), on behalf of the City of Jamestown, completed an intensive level historical survey to identify and evaluate the historic architectural resources of the City as an initial step in comprehensive historic preservation planning in Jamestown. This study identified and evaluated buildings, structures, sites, objects and districts which are eligible for listing on the State and National Register of Historic Places as well as properties which may not meet State or National criteria, but are nonetheless of sufficient local importance and worthy of recognition and preservation. This evaluation also identified basic strategies for protecting the significant historic architectural resources of Jamestown. The recommendations of this study are as follows<sup>2</sup>:



- Comply with State and National preservation laws.
- Promote community-wide awareness of historic resources.
- Encourage the adoption of a local historic preservation ordinance based on the guidelines of New York State's Certified Local Government (CLG) Program.
- Prepare National Register nominations.
- Encourage technical assistance for the rehabilitation or restoration of historic storefronts.
- Encourage facade easements as a way of protecting exterior features of historic buildings.
- Enhance the historic character of Jamestown through design guidelines, public landscaping, and zoning.

Figure II-8, CULTURAL RESOURCES MAP, identifies landmarks and districts of local, state and national significance.

The social history of Jamestown lies primarily along the industrial core of the Chadakoin River and the historic neighborhoods along Lakeview Avenue. The City should celebrate the significance of the City's industrial heritage through recreational/cultural planning and historic resource preservation, particularly in the river corridor. Future planning efforts should confirm the City's commitment to preserving its historic resources and establishing historic preservation awareness.

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<sup>2</sup>Refer to "Intensive Level Historical Survey Report", 1993, prepared by Bero Associates, Preservation Consultants, for detailed discussion of recommendations.

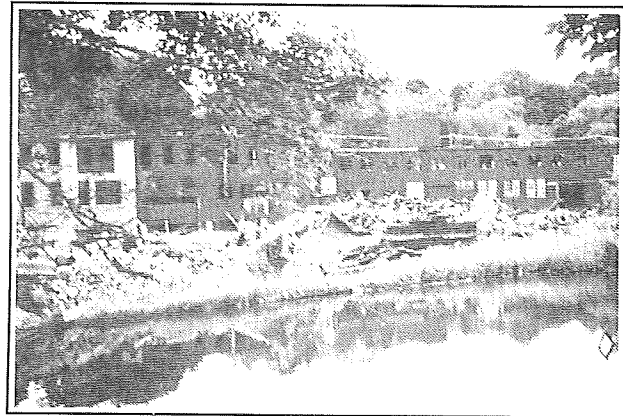
## 2. Visual Resources

### Community Appearance

Significant visual clutter is found along Jamestown's strip commercial corridors. Fluvanna Avenue, Washington Street and Foote Avenue lack coordinated architectural styles, and businesses often compete for visibility with conspicuous signage and storefront advertising. Moreover, on-site parking for commercial and retail establishments often extends to the edge of the right-of-way, and properties generally lack adequate landscaping to buffer and enhance views. These factors combine to create a high degree of clutter contributing to a discordant visual experience in many sections of the City.

Another aesthetic concern is the visible deterioration of many of Jamestown's residential neighborhoods. Although many residential streets are distinguished by long views down brick paved streets lined with quaint victorian homes and shade trees, there are also many blighted neighborhoods characterized by aging and deteriorating structures with unmaintained yards reflecting years of local economic hardship. As might be expected, these neighborhoods are consistent with Jamestown Urban Renewal Agency's Community Development Block Grant (JURA's CDBG) Target neighborhoods discussed on page II-40.

The Chadakoin River has the potential to be one of Jamestown's most unique visual elements. Unfortunately, much of the river is largely screened by the aging and obsolete remains of Jamestown's industrial structures. In the industrial area east of Institute Street, abandoned and under-utilized factories and warehouses abut directly onto the river channel, blocking views to the river corridor and serving as unsightly background.



Although the appearance of a community is not always an accurate indicator of economic health, it does convey a message to residents and non-residents alike. Jamestown needs to be more aware of and concerned about the image that is projected to the outside world. Several surveys completed in recent years, including the *Survey of Largest Employers Jamestown Market Area* (December 1989) and the *Directions 2000 Community Survey* (1992), indicate that community appearance is an obstacle to recruiting new business to Jamestown. The lack of maintenance of residential and commercial structures along main thoroughfares was especially noted as a concern.

### Gateways

The first impression of Jamestown by a visitor usually occurs at the City's primary gateways where a sense of arrival is conveyed. This can either be created through an abrupt transition from rural to urban or a simple sign welcoming the traveler to Jamestown.

There are five (5) primary gateways to the City. These include:

- *North Main Street* - This northern entry to the City offers a smooth transition from the rural countryside and provides a favorable first impression of Jamestown. The combination of well maintained architecture, tree lined thoroughfare and urban open space (Lakeview Cemetery) serves as a positive example of an urban gateway.

To protect the integrity of the North Main Street gateway, Jamestown should be a cooperative participant with the Town of Ellicott in the review process for future development projects which may be proposed at the NYS Route 17 interchange. Inappropriate development immediately north of the Jamestown City limit will adversely affect the positive character of this important gateway.

- *Fluvanna Avenue and Foote Avenue* - Both Fluvanna Avenue (entering the City from the west) and Foote Avenue (entering the City from the south) are classic examples of strip commercial corridors. The lack of roadside vegetation, encroachment of on-site parking, and competing signage and advertising combine to create an adverse visual experience. When entering the City from these gateways a viewer experiences an extended strip with no distinct urban boundary or arrival point.
- *East Second Street and Fairmount Avenue* - East Second Street (entering the City from the east) and Fairmount Avenue (entering the City from the west) do not transition from rural to urban, but rather are entry points into Jamestown from surrounding developed communities. Continuing commercial development between Jamestown and the surrounding Village of Falconer and the Town of Ellicott diminish the sense of arrival to Jamestown.

At each of these gateway locations, only a standard and understated DOT "Entering Jamestown" sign announces arrival into the urban hub of Southern Chautauqua County. The North Main Street entry is cluttered with local organization's signage detracting from the visual quality of this key entrance to the City.

Visual appearance is an important component in the perception of a community's quality-of-life. As such, the Comprehensive Plan needs to consider various opportunities to create a more memorable visual experience for visitors and residents alike. In conjunction with revitalization measures for strengthening and enhancing the economic and social conditions of the City, the design standards which reverse distracting visual clutter without inhibiting business development must be high. Visual gateways should be created at key entry points welcoming visitors. A simple system of unique signage and planting at the City entrances can bolster local self-image and announce to visitors that they have arrived in Jamestown. Positive visual features of the City, such as the Chadakoin River and Jamestown's quite tree-lined residential neighborhoods, should be enhanced and protected.

Figure II-7, RECREATION/OPEN SPACE AND CULTURAL RESOURCES, identifies areas of visual significance throughout the City.

## H. CIVIC AND GOVERNMENTAL RESOURCES

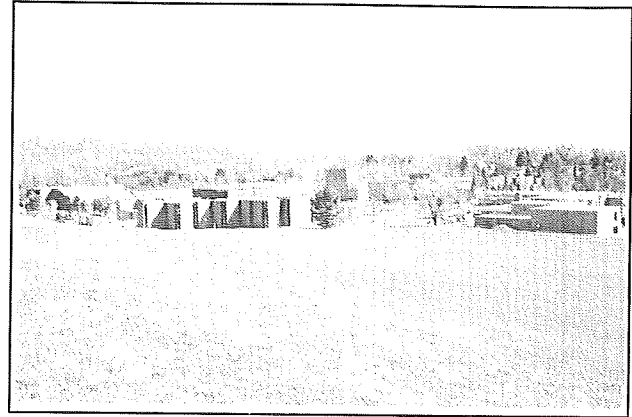
### 1. Educational Services

#### *Public Schools*

The Jamestown City School District provides primary and secondary education to approximately 6,200 students in grades pre-K through 12 in ten (10) buildings. The school district employs approximately 500 certified staff and encompasses the entire City as well as portions of several adjacent municipalities.

#### *Public Libraries*

The James Prendergast Library is located at the intersection of Washington and Fifth Street. The library includes approximately 300,000 volumes and periodicals and serves as a popular and valuable community asset.



#### *Jamestown Community College*

Jamestown Community College, located on Falconer Street, is a comprehensive community college offering traditional liberal arts degree programs. The college also serves as an extension site for bachelor and master degree programs and maintains a strong tradition in continuing education and community service programs, including technical assistance to local business and industry.

#### *Jamestown Business College*

Jamestown Business College, located on Fairmount Avenue at Hamilton Street, offers day and evening classes in basic business development skills.

### 2. Health Care Facilities

#### *WCA Hospital*

The WCA hospital, founded in 1887 by the Women's Christian Association, is the primary health care facility for the Greater Jamestown Area. The hospital, located on Foote Avenue, offers state-of-the-art diagnostic, therapeutic and emergency care services. The WCA Hospital has 375 beds and employs approximately 1,600.

### 3. Fire & Police Services

The Jamestown City Fire Department, based out of four stations located throughout the City, is responsible for providing fire protection services to residents and property owners within the City.

The City of Jamestown Police Department is located in the municipal building on East Third Street. The department is assisted by the Chautauqua County Sheriff's Department and the New York State Police as necessary. The police department has no formal mutual service agreements with neighboring communities, but will assist if requested.

## **I. UTILITY CAPACITY**

### **1. Electric Service**

The municipal electric system consists of a power plant that generates approximately 126,000 kw a day at peak and is capable of generating and distributing the power needs of any foreseeable growth in the service area.

### **2. Water Service**

The Municipal Water System consists of a well supply located just east of the Village of Falconer in the Town of Poland with the major aquifer near Stockton. There are eleven wells capable of producing approximately eleven million gallons per day (MGD). The maximum daily usage in 1993 was approximately 7.3 MGD with the daily usage being approximately 5.4 MGD. There are 12 million gallons of water storage capacity in the City which makes the City's supply and storage system adequate for any foreseeable growth. The preferred area for large water users would be between Buffalo Street and the Village of Falconer since this area is closest to the water source and larger diameter water transmission mains.

### **3. Municipal Heating System**

The District Heating System consists of a network of hot water lines that serve an area within approximately one (1) mile from the power plant, located near the intersection of Steele and Sprague Streets. There are other cogeneration options being investigated such as using wood waste as a fuel to generate electricity and steam in the vicinity of Allen and Water Streets in the Town of Ellicott. These types of innovative ventures would provide inexpensive power and heat to the Economic Development Zone (refer to page II-6).

### **4. Solid Waste**

The solid waste collection system provides for the gathering of residential household waste only, with the industrial and commercial establishments contracting with private haulers. Service to city residents also includes a spring clean-up and a recycling program. Solid waste is taken to the Chautauqua County Landfill approximately eight (8) miles away which is a state-of-the-art operation with the capacity to expand. The Solid Waste Collection and disposal system can accommodate any foreseeable growth at a cost per ton that is among the lowest in the nation.

### **5. Storm Water Collection**

The City's storm water collection system consists of street surface drainage via curbs and gutters to catch basins and curb openings which in most instances empties into the Chadakoin River through subsurface pipes.



The drainage system is currently working at or beyond its capacity limit during heavy storms. Areas that are prone to flooding include Widrig Avenue, Baker Street, WCA Hospital area, and Jones and Gifford Avenue. Future consideration should be given to overburdened components of the storm water system to preserve property values as well as the physical integrity of the City's street and highway network.

### **6. Condition of City Streets**

In many areas of the City, local streets are in need of immediate repair. Deteriorating pavement and damaged curbing contribute to drainage, aesthetic and safety concerns. There are 154 miles of streets within the City maintained by the Department of Public Works. It is important that the City aggressively continue its maintenance and rebuilding programs to not only improve the function of its roadways, but also to present a positive image of the community to residents and visitors alike.

### **7. Waste Water Collection**

Jamestown's wastewater collection system consists of approximately 150 miles of sanitary sewers (most of which are over 80 years old and in need of slip lining or complete replacement), several sewage pumping stations and a main trunk sewer that generally follows the Chadakoin River from the Boat Landing Pumping Station (Keel Boat Landing Area) to the wastewater treatment plant that is located southeast of the Village of Falconer in the Town of Poland. The City's collection system works well during dry weather; however, due to its age and infiltration of groundwater, it is overloaded during wet weather conditions which occurs approximately ten percent of the time. The City has a continuing program to locate and eliminate extraneous flow and has removed approximately 17 million gallons over the last 20 years. The New York State Department of Environmental Conservation still considers wet weather overloading of the Jamestown collection system to be an impediment to granting the City permission to expand its service area. The City currently serves areas outside the City boundaries including the Village of Falconer, several Town of Ellicott Sewer Districts and the Bush Industries district. The sewage pumping stations have adequate capacity and have been upgraded over the years; furthermore, they have sufficient capacity to handle any foreseeable growth.

The wastewater treatment plant was upgraded in 1985, with additional modifications being made in 1994 so that this plant fully meets the water quality standards for the Cassadaga Creek. The City will be applying for a revised discharge permit to allow the treatment plant to accommodate approximately 25 percent more hydraulic loading to alleviate the restrictions placed on it by DEC during wet weather, high flow conditions. The capacity of the wastewater treatment plant is adequate and is capable of accommodating any foreseeable growth.

The City of Jamestown maintains an industrial wastewater pre-treatment monitoring program and has worked closely with all industries over the past year to implement and maintain the Federal guidelines related to the pre-treatment of their industrial waste. All industrial discharges in the City of Jamestown are complying with the Federal and State Standards for treating their waste so that it meets the water quality standards of the Chadakoin and Cassadaga Creek watersheds.