



Jefferson County Comprehensive Master Plan



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# Introduction

The recommendations in this Indian Hills Area Plan supersede the recommendations in the previous version of the Indian Hills Community Plan.

This Area Plan is an update of the 1997 Indian Hills Community Plan. It is shorter than the 1997 plan because any goals or policies that were duplicated in the Comprehensive Master Plan have been removed. This Plan now only contains information, land use recommendations, and policies specific to the Indian Hills Area.

This update was drafted with a process of public input, whereby all interested parties were invited to comment on the policies and land use recommendations.

# History

The first inhabitants of Indian Hills, the Ute, Arapaho and Cheyenne Indian tribes, shared the area with early fur trappers. It is believed that the Arapaho and Cheyenne Indian tribes sought the area as a summer campground and used the wooded hills to replenish their supply of tent poles. A fur trapper, a French-Canadian known as Andre, is referred to as the region's first settler. He is said to have found gold in a gulch west of Dix Saddle, a high point at the western edge of Parmalee Gulch. Eventually the land passed from the Utes to the Federal Government in a series of treaties completed in March 1880. The settlement of Denver, along with the westward expansion of our nation, helped to facilitate the movement of hearty settlers, pioneers, and gold seekers into the nearby mountains. Many of the wagon routes and trails used then are roads that are driven upon today.

The activities of these pioneers included farming, ranching and lumbering. The soil depth is shallow in most areas of the valley and unfit for most agricultural activity. Subsequently, the lumber industry constituted the majority of the commercial livelihoods of the area. Grand towering pines were chopped down and hauled off to Morrison, where the posts fetched a fancy top dollar and were sold for railroad ties and fence posts.

Remnants of these early times can still be found in the area today. The date of 1859 is chipped into one of the rocks in the old fireplace of the General John Parmalee house. General Parmalee, for whom the gulch is named, received his original patent for land from the U.S. Government. It is on this grant of land that the first known cabin was built. The Parmalee House became the focal point for many events of continuing importance to the community. It was also a starting point for the post office, water district and fire district.

Another early landowner in the area was the Denver Pacific Railway and Telegraph Company. Recorded deeds of the area show transactions involving the company as early as 1869. No land is presently owned by the railroad, but it still may retain the coal and iron mining rights to some areas within the gulch.

In 1918, an entrepreneur by the name of George Olinger visited Parmalee Gulch. Inspired by the majestic landscape, Mr. Olinger conceived the idea of a summer home community. By May 1921, a

corporation called "Geo. W. Olinger, Inc." was formed by the Denverite to do just that. In addition to George W. Olinger, the incorporates were Emma Olinger McDonald and Margaret G. Olinger. Soon after this union, Mr. Olinger brought carpenters from Denver to build cabins, develop summer water systems, and construct additional roads where necessary for development.

In June of 1923, the Indian Hills First Filing was recorded with Jefferson County, and Indian Hills became the official name of the residential development. The first plan of 160 acres was called Arrowhead Park and was the beginning of the visionary summer home development that was to include nearly the entire gulch. Lots were laid out at this time in small parcels which were designed to attract city dwellers. The undeveloped road system at that time would limit development to designated areas. Along with the summer homes, a large lodge was built by Joe Bona, called Bona Vista. Today, it still stands high on the ridge looking into Turkey Creek and the turnoff area to Parmalee Gulch.

By the end of the 1920's, there were five filings of land parcels for Indian Hills: Ute, Cherokee, and Shawnee Villages, Eden Park and one unnamed. In three years, between 1923 and 1926, Mr. Olinger's dream of Indian Hills had become a reality.

As with the rest of the nation, the 1930's and the Depression years brought some hard times to Indian Hills. The same few people who endured the winters of the 1920's also held on through the Depression years. As the economy recovered from the Depression, so did the activity in Indian Hills.

Parmalee Gulch Road was paved during the 1960's, but all side roads with the exception of one, remain gravel and dirt. The 1950's and 1960's brought new impacts to Indian Hills; the first major subdivision development since Olinger's occurred, and summer cabins were rapidly winterized for permanent occupancy by owners or renters. All of this resulted in the doubling of population growth rates from about 4% in 1967 to 8% in 1970. The mountain community was changing as new people moved into the area, searching for city comforts in a mountain setting.

Although the summer water system was started back in the 1920's by Olinger, the official listing of the Indian Hills Water District was formed in 1952. A year round water system was eventually constructed in 1962 for the Alpine Village subdivision as well as the elementary school. In the 1970's, the system was extended to other private homes.

The original volunteer fire department, centered at the Parmalee House, continued to grow. In 1947, volunteers began meeting at the school house, now the community center, to organize a fire department with a fire chief. A fire map of the area was drawn as early as 1951. By 1955, the Indian Hills Fire District was officially formed. The men and women of the fire squad even published a little newspaper called Smoke Signals, initiated by Freda Slingerland. The newspaper later changed names and became The Canyon Courier. This newspaper still serves the mountain community today.

The Parmalee House also served as a community post office until a new post office was constructed in 1951. The post office was completed in one week by the busy hands of the members of the Indian Hills Community Club. Soon after, the club incorporated and became the Indian Hills Improvement Association. The Improvement Association's role has been one of facilitating community meetings and attempting to gain a cooperative effort from all community organizations.

## Demographics

Demographics for the Area Plans are updated when an individual Area Plan is updated. Demographic information, such as trends in economic data, population forecasting and aging, influences the goals and policies in the Comprehensive Master Plan. Data is gathered primarily from the US Census, Colorado State Demographer, Denver Regional Council of Governments (DRCOG), Jefferson County R-1 School District and the Jefferson Economic Development Corporation (Jeffco EDC). The most current demographics can be found on the Jefferson County Demographics website. Plan Area Boundaries do not always correspond with census tract data, therefore, staff derives information from the best data available.

## Land Use Recommendations

Maintaining the mountain community character of Indian Hills is a primary concern of residents. New development, both commercial and residential, needs to be well planned and designed in order to meet the unique and sometimes restrictive environment of the mountains. An issue of particular concern is platting. Many of the areas in Indian Hills were platted in the 1920's and 1930's. These plats created individual lots, many of which are as small as 50' x 50' in size. As individual lots, they do not meet current buildable standards for septic/leach fields or setbacks.

The consequences of continuing to allow building on these old plats in the mountains are the continued degradation of water supplies, and overcrowding of County and community roads. Features that make Indian Hills unique are its open space, visual resources, historic sites, rural character and abundance of wildlife. New development in Indian Hills needs to take all of these characteristics into consideration in order to plan wisely for the future.

Much of the existing zoning and plats also do not conform to this Plan's policies. To achieve long-range solutions, the community and County should work together with landowners to ensure conformance with these policies, using such methods as downzoning, open space acquisition, density transfers, conservation easements, tax incentives, etc.

Specific land use recommendations are shown on the Plan Recommendations map. Some areas have additional policies that apply. Those policies are listed below.

### Policies

New development or redevelopment should follow the land use recommendations in the Indian Hills Area Plan Land Use Recommendations Map, and should be coordinated with existing development to avoid or mitigate negative impacts to traffic capacity and adjacent land uses.

In the absence of a specific recommendation for a property, the compatibility of proposed land uses should be evaluated for each specific case.

The numerous small historic homes and eclectic mountain architecture is highly valued by the residents and is cited as contributing to Indian Hill's unique "sense of place." New development should be consistent with the historical and rural character of the area. New development should be designed to harmonize and be integrated with the character of the area and natural characteristics of the site in terms of mass, scale, design and materials.

1. Ensure that future development respects the unique mountain ecosystem and natural environment, and enhances the quality of life, particularly the "open" nature enjoyed by the residents in Indian Hills.

2. Where significant trees are identified on a site, a tree preservation plan should be created that takes into account fire mitigation and forest health.
3. When resource areas, i.e., wildlife range, visual resources, historical sites, etc., overlap on a site, an evaluation of the resources should balance the competing values of those resources to achieve the intent of this Plan.

## **Specific Land Use Recommendations**

Specific land use recommendations are shown on the Plan Recommendations map. Some areas have additional policies that apply. Those policies are listed below.

### **Open Space**

#### **Policies**

1. Designated open space should be preserved, and preferably increased. Proposals to rezone open space should be evaluated based upon pertinent open space rezoning recommendations of the Jefferson County Zoning Resolution and the Comprehensive Master Plan.

### **Residential Development**

#### **Policies**

1. The unique resources and constraints of the Indian Hills area should be the guide for residential development.
2. Development should be integrated, through its location and design, with the existing natural characteristics of the site, i.e., color, line, texture and form.

Recommended Uses:

#### **Specific Land Use Recommendations**

##### **Area 1: Area of Stability**

Many of these properties either drain into or are located in the Septic Prohibition Area. In addition, much of the present zoning entitlements and existing lot sizes exceed what could actually be constructed. Within the Area of Stability, future zonings to decrease minimum lot sizes should be discouraged.

##### **Area 2: Residential Outside Area of Stability**

New development should maintain an average density of 10 acres, with no lot size smaller than 5 acres.

### **Non-Residential Development**

The Indian Hills Area has limited and restricted services. Residents and workers have minimal access to shopping and services. The area provides some local employment opportunities; however, the majority of the residents work in the metropolitan area.

Although some residents have expressed support for a “Downtown Indian Hills” this area is not expected to have the full range of commercial and industrial uses typically found in urban areas. Future non-residential development should be limited to areas indicated on the Indian Hills Land Use Recommendations map and should include basic services, limited commercial enterprises, community facilities and unique commercial establishments that fit the Indian Hills community character.

## **Policies**

1. Ensure that commercial activities are compatible with surrounding land uses in terms of visual appearance, traffic generation, water and sewer requirements, noise and air quality impact.
2. Commercial buildings should be compatible with the rustic/historical flavor of Indian Hills.
3. Commercial development in Indian Hills should target local residents and tourists.
4. Due to limited road access and tight mountain roads, development that would increase truck use or greatly increase traffic would not be acceptable, i.e., storage, processing or large manufacturing.
5. Except where otherwise specified, development should have direct access and front on Parmalee Gulch Road.

## **Specific Land Use Recommendations**

### **Area 3: Indian Hills Commercial Area**

This is where the majority of goods and services for the Indian Hills community should be located. Commercial activities should be tailored for the convenience of local residents as well as provide limited employment opportunities. Limited Commercial uses are recommended as well as artist studios, craft shops, and residential units above commercial buildings to serve the need for convenience shopping and services for nearby residents, tourists and visitors. Although Limited Commercial discourages gas stations, it would be appropriate for a general store to have a gas pump(s) as an accessory use to the establishment to provide service to nearby residents.

### **Area 3A: Commercial Transition Area**

The properties identified on the Land Use Map as “Transition Properties” are recommended for residential and/or office uses only.

### **Area 4: Community Center Area**

This is the focus of public facilities and where community-serving uses such as schools, churches, community centers, playgrounds, parks and utilities should be located. Existing non-residential uses may be expanded or replaced with uses which generate similar impacts. Office uses as well as residential uses may be appropriate in this location as long as existing lot sizes are not decreased.

## **General Policies**

### **Water and Sanitation**

A viable water supply is essential for current residents and all future development in Indian Hills.

Water quality and quantity are critical elements that should be considered when development is proposed for the area. Many current residents obtain their water from individual domestic and residential wells, and in fact, the Indian Hills Water District, which currently provides the only available alternative source of water, has a very limited number of taps remaining. Future development will almost certainly rely on further demand from the available ground water resources. Sewage is treated primarily through individual septic tank leach field systems or, in isolated cases, individual waste treatment systems. Proper sewage management is necessary to protect ground water quality and avoid contamination of wells and surface water. The surface water resources of the Indian Hills drainage have intrinsic value as wildlife habitat, a ground water recharge source, and aesthetic attraction. Water quality policies should address not only chemical quality, but sediment transport which can be affected by soil erosion due to poorly planned development.

Land development can affect the supply, demand and quality of water within the Indian Hills drainage area and therefore, must be managed. Indian Hills was platted in the early 1920's for summer cabins using extremely small lots and very high density. This platting design is inappropriate for today's mountain building standards. In 1996, approximately half of the residents in the community were served by the Indian Hills Water District. The other half depended on individual wells. Barring the acquisition of new water rights, future development will further stress the ground water supply in the basin. Areas of the Indian Hills drainage system currently experience ground water supply problems. A reduction of water quality is analogous with a reduction in the volume of the viable resource. Improper treatment or disposal of household waste water can result in ground water and surface water contamination.

A significant portion of Indian Hills has already been designated as a "Septic Prohibition Area" due to elevated nitrate concentration in ground water. Because of these interrelations, the impacts of existing and future development on the water resources of the area should be studied and managed to ensure safe and adequate supplies.

The keeping of livestock and domestic animals, such as horses, is an important part of the rural lifestyle in Indian Hills. While the community wishes to retain the keeping of animals, the impact of animals on water quality must also be considered in areas with a demonstrated water quality problem, or where water quality is threatened.

High quality surface water is necessary for biological diversity. Wildlife is valuable to Indian Hills residents. The community's water supplies must be protected from significant depletion and contamination. Two-hundred foot minimums must be maintained on all well septic/leach field separations, unless a gray water advance treatment system to reduce nitrogen output is installed, or geologic justification for a reduction in distance as per County Department of Public Health regulations is provided. In such cases, a 100- foot minimum separation may be utilized.

The vast majority of Indian Hills lots are either completely within the septic prohibition area or release waste water that flows into a prohibition area. Prohibition refers to a Jefferson County restriction on new septic systems. The resolution of the Board of Health currently states that if a proposed development is in the prohibition area, no new additional septic systems may be installed. (Advanced treatment systems are required for most sites uphill of the prohibition area.) However, existing structures may have their septic tanks expanded, repaired or replaced subject to Public Health approval. This may require additional review by the Board of Health.

New or existing development should not be allowed to deplete the existing ground water supply beyond the ability of the local area to adequately recharge itself.

1. All new development, supplied by individual wells, should have a maximum density of 1 dwelling unit for each 10-acre parcel, unless the conditions of #2 (below) are met.
2. Where individual wells are to be used, lot sizes may be reduced to a minimum of 5 acres, if the applicant can provide both:
  - a. A satisfactory hydrologic study which includes a demonstration that there is an adequate water supply for the needs of future residents; and
  - b. A demonstration that there will be no adverse impacts, such as depletive effects or well-to-well interference, on neighboring water users, or that any such adverse impacts will be adequately mitigated.

## **Water Quality Management**

1. New development, including proposals to replat, should incorporate the following concepts:
  - a. maximization of the distance between wells and leach fields;
  - b. utilization of community wells;
  - c. clustering of individual sewage disposal systems to maximize well-to-leach field distance, and
  - d. Wastewater treatment options that will reduce potential groundwater contamination.

## **Water Quality Protection**

1. Ground-water and surface-water quality in the Septic Prohibition Area and the surrounding area should be monitored by the Bear Creek Watershed Association or the Jefferson County Department of Public Health. The size of the Septic Prohibition Area should only be reduced once sufficient seasonal water quality data indicates definite positive trends in the quality of the resource.
2. An expanded study of ground water quantity and quality should be completed by the State and County for as much of the study area as possible. It should include random investigation of septic systems for failure and random sampling of well water for fecal coliform, nitrate and phosphorous contamination. The community should participate in this study.
3. Once specific sources of contamination are identified, the appropriate County or State program to mitigate the contamination should be executed.
4. A wellhead protection plan assembled with the assistance of the State should be devised for the Indian Hills drainage basin. A more comprehensive and enforceable plan than currently exists should be developed with the County. The Plan should address failing septic systems in the drainage areas, and be implemented with community cooperation.

## **Residential**

1. New public water and sanitation districts in or affecting Indian Hills should be formed only under the following conditions:
  - a. Where there is hydrologic evidence that neighboring water users or natural environments will not be adversely affected by reduction of local recharge.
  - b. The boundaries of the new district are determined to encompass an area with water quality problems in need of mitigation.
  - c. The planned level of development of the District can be shown to be consistent with the other policies of this Area Plan, as well as the Comprehensive Master Plan.
2. Within the prohibition area, residents may increase the size, or repair or replace their septic systems, provided a segregated or advanced treatment system is used.
3. In areas that are stated as flowing into the prohibition area, new septic systems must be one of the following: a composting toilet along with a greywater system, a blackwater vault for toilet and urinal wastewater along with a greywater system, or an advanced treatment system.
4. Large animals are important to the areas' rural lifestyle. Future developments should balance the desire for large domesticated animals against the compromised water quality in the Indian Hills Area. Best Management Practices (BMPs) should be addressed.



## **Commercial**

1. Disposal of commercial waste is to be done in such a manner as to prevent endangerment of the water supply, posing a safety hazard, harming the environment, or by its existence, reducing the value of surrounding property.
2. Prohibit any waste disposal by or through deep well injections.

## **Surface Water Management**

1. Annual sampling of surface water near the mouth of Parmalee Gulch should be performed by the Bear Creek Watershed Association to monitor and characterize baseline nutrient and general surface water quality associated with the drainage basin. Indication of a reduction in surface water quality in the basin should initiate an investigation of sources or reasons for this reduction in water quality and efforts to mitigate the problem should be implemented.

## **Roads & Transportation**

Maintaining the mountain community character of Indian Hills is a primary concern of residents. While the existing limited road network in the Indian Hills community serves the present needs of residents and commuters, traffic from future development, including build out of existing zoning on some segments, could exceed acceptable levels of service on the roads. Without proper planning, the topography of the area could significantly constrain expansion of existing roads. In addition, the financial cost would be prohibitive and the visual impact unacceptable to the community. The competing needs of local residents and travelers should be resolved in a way that preserves the visual amenities and open lands characteristic of the Indian Hills mountain community while increasing the safety of the roads and ensuring acceptable road capacity.

1. Preserve, maintain and enhance the natural environment and open space character of the Indian Hills area as a living resource, making sure that development harmonizes with, supports and does not degrade its natural character.
2. Transportation improvements should be made in a way that strengthens the area's sense of mountain community.
3. Utilize dust control measures other than paving to reduce traffic speeds and to maintain the rural character of the area, unless paving is warranted according to the Colorado Air Quality Control Commission regulations, or paving is needed for an overriding maintenance reason.
4. Parmalee Gulch Road should remain a collector road in its current two-lane alignment. Roadway safety and capacity improvements that are made should be sensitive to the need to preserve the rural community image.
5. Traffic access points should be safe and should not result in the proliferation of driveways on the primary access roads.
6. Ensure the continued safety of school children using the crossing at Parmalee Gulch.
7. A "multi-use" trail along Parmalee Gulch Road should be constructed, where possible.
8. The existing school crossing at Parmalee Gulch does not currently meet the necessary criteria for a pedestrian signal. Consistent speeding and percentage of use by pre-teen children should be considered when evaluating this location. Should conditions change in the future and meet the criteria set forth by the County, a flashing beacon, pedestrian signal, or other solution, should be installed.

9. Future improvements on Parmalee Gulch, especially in the south section from Kiowa to Natishi, should take into consideration the need for enhancement of one side to accommodate pedestrian, equestrian and bicycle traffic, providing a safer separation from faster moving vehicles.
10. The community should work with the County, Fire District, Park District, and Parmalee Elementary School to pursue the installation of a safety feature at the Fire Department/Park/ School area that would be of benefit to Fire Department, School and Park users.
11. The County has installed reflective delineators on the poles and object marker signs at the base of the poles along Parmalee Gulch. Long-term solutions include having the community work with the utility companies and the County to relocate the poles away from the road, or to bury the utilities underground.
12. An Indian Hills Fire Protection District Community Wildfire Protection Plan exists which identifies preferred future connections between existing Indian Hills roads for emergency ingress/egress. Options for completing these connections should be considered when development proposals occur near these road segments.
13. The county should evaluate the need for paving the main roads to Mt. Falcon Park in order to reduce dust.

## **Open Space & Recreation**

Parmalee Gulch valley and the surrounding forested hills were home first to the wildlife and the Native Americans who passed through, then to pioneer farmers and ranchers who settled in the valley, then to summer residents who built cabins on the hills, and now to more than one thousand year-round residents who value the foothills mountain environment and want to preserve it. Most of the homes are concentrated in three square miles along the valley and are surrounded by more than fifteen square miles of public and private open space, from Mount Falcon west to Bear Mountain and from Lone Peak north to Bear Creek.

1. The acquisition of additional public open space should be encouraged as it becomes available, especially in the northeast (Mt. Falcon-Little Park) and southwest (Giant Gulch-Geneva Glen) regions.
2. Active recreational needs are currently being met by facilities at Parmalee Elementary School, the Community Center and Arrowhead Park; future needs should be sensitive to preserving the natural environment.
3. Connections should be made between Mt. Falcon, Little Park, Lair O' the Bear, Corwina, O' Fallon, and Pence Park, and trail corridors should be developed which will augment the County trail network.
4. Evergreen Park and Recreation District and Parmalee Elementary School should be encouraged to aid in the expansion of the existing park system in Indian Hills for active recreation (playing fields, picnic areas, etc.).
5. Churches, large private landholders, and camps in the area should be encouraged to preserve the wildland and to donate some of their property for recreation (e.g., trail easements), considering the benefits of maintenance and/or insurance reduction on that property.
6. Fencing should not be located within waterways or gulches, such as Parmalee Gulch.
7. When designing parks and other public spaces, provide pedestrian amenities such as plazas and street furniture.

## Visual Resources

People choose to live in Indian Hills because of the natural foothills environment, with its open meadows and rolling forest vistas. Preservation of such “viewsheds” is important in maintaining the rural mountain character of the community. Development should harmonize with and not degrade the natural and historic landscape of the area. Visual resources in Indian Hills include meadows, hills, gulches, peaks, ridges, vistas, forests, vegetation, rock outcroppings, and historic structures.

1. The views from the Parmalee Gulch corridor, from Mt. Falcon on the east to Bear Mountain on the west and from Lone Peak on the south to the upper end of the valley and down to Bear Creek, should be protected.
2. New buildings in the forest should be screened by trees as much as possible, ensuring wildfire regulations are met; new buildings in open areas should be located so as to be compatible with the natural and historic environment; new buildings along Parmalee Gulch Road should not damage its natural riparian character.
3. Limit large, uninterrupted expanses of parking areas by incorporating landscaping and utilizing building placement, landform, or other techniques.
4. Design signs to be of a scale and character that are compatible with the development and surrounding environment, emphasizing natural materials.
5. Use only wall mounted, under canopy, or monument style signs. Integrate monument signs into the landscape with vegetation, or into the architecture of the buildings.
6. Avoid perimeter fences except as needed for livestock.
7. Use privacy (opaque) fences only to provide private areas immediately around buildings or for noise attenuation.
8. Screen satellite dishes from off-site view, or select design and color that will blend with the surrounding environment.
9. Screen propane tanks and trash containers from adjacent off-site views.
10. Use pitched roofs or a design solution that prevents the appearance of large areas of flat roofs.

## Historic

The uniqueness of today’s Indian Hills is very much a product of its past. Without a preservative and custodial approach taken with such uncommon resources and artifacts, the community stands to lose that which is essential to its character. Further emphasizing Indian Hills’ significant history, contributing detail beyond the introduction to this Plan, and as reference material for decision making, a sizable book by Brush and Dittman, “Indian Hills: The Place, The Time, The People” is available. Because of its significance, the history of Indian Hills is an integral part of everyday life in the community and should therefore be incorporated into all aspects of decision making.

1. The community center in Indian Hills should be considered a focal point of local historical education as well as a place for community gatherings.
2. Protect the historic Giant Gulch area by providing a buffer zone between Indian Hills and developed property in the Stanley Park and Lone Peak areas. Other historic sites that should be protected include, but are not limited to, the Parmalee House, the former Trading Post (Ho- Cha-Nee-Stea or Chiefs Inn) and the Indian Hills Community Center.
3. The preservation of the Indian Pueblos and the surrounding meadows should be encouraged.

# Maps

All maps related to the Comprehensive Master Plan can be access through **jMap**, Jefferson County's online interactive mapping application. This can be viewed on any computer or mobile device.

jMap is made up of mapping layers that can be turned on or off. "PZ Comprehensive Master Plan" is the name of the layer that displays the Land Use Recommendations. Once that layer is selected by clicking the check mark by the name, a view of the Area Plan Boundaries will be shown. The data displayed is scale-dependent, meaning once you zoom in to the map the specific recommendations will appear. The red Activity Centers have a further scale-dependent aspect that will show recommendations within the Activity Center.

Clicking on a parcel or area creates a pop-up with information about the Comprehensive Master Plan, details about that specific recommended land use, as well as links to the overall plan and any supplemental maps significant to that specific area. To see all the information for the layers currently turned on, it may be necessary to click the next feature arrow at the top of the pop-up to scroll through all available pages.