

## **City of Littleton**

## Meeting Agenda

## **City Council**

Tuesday, August 13, 2019	6:30 PM	Community Room

**Study Session** 

## 1. Study Session Topics

- a) <u>ID# 19-209</u> Envision Littleton
  - Attachments:
     Comprehensive Plan Future City DRAFT

     Transportation Master Plan DRAFT

     Presentation Envision Littleton

Scheduled for 2.5 hours

- b) <u>ID# 19-208</u> An amendment to Littleton City Code Title 10, Chapter 1 to create enabling legislation and procedures for the creation, adoption, and amendment of a comprehensive plan
  - Attachments:
     Comprehensive Plan Table

     Proposed Code Amendment

     Presentation\_Code Update Comprehensive Plan

Scheduled for 15 minutes

## 2. Administrative Updates

- I. City Manager
- II. City Attorney

## 3. Adjournment

The public is invited to attend all regular meetings or study sessions of the City Council or any City Board or Commission. Please call 303-795-3780 at least forty-eight (48) hours prior to the meeting if you believe you will need special assistance or any reasonable accommodation in order to be in attendance at or participate in any such meeting. For any additional information concerning City meetings, please call the above referenced number.



1(a)

## **Staff Communication**

## File #: ID# 19-209, Version: 1

Agenda Date: 08/13/2019

Subject: Envision Littleton

Prepared By:	Kathleen Osher, Manager of Innovation & Performance Excellence,
	City Manager's Office

## **PURPOSE:**

The draft Comprehensive Plan and Transportation Master Plan (TMP) are ready for discussion, review, and comment. The Envision team (staff and consultants) will review the drafts with joint leadership (city council and planning commission) and facilitate a discussion about the goals, policies, and action frameworks for both plans.

## **PRESENTATIONS:**

**Staff Presenter(s):** Kathleen Osher, Manager of Innovation & Performance Excellence, City Manager's Office

Additional Presenter(s): Keith Borsheim, Transportation Planner, HDR; Gary Mitchell, President, Kendig Keast Collaborative

## SUMMARY:

The Envision Littleton Comprehensive Plan and TMP will guide future community efforts over the next 20 years through 2040. They serve as a framework for thoughtful community discussion on the real and perceived challenges facing Littleton, and opportunities that will shape its future. Through long-range planning efforts, the community can accommodate its projected growth and revitalization in a manner that preserves its history, culture, and overall quality of life for current and future residents.

The Comprehensive Plan's findings and recommendations focus on the physical and economic aspects of the community's projected growth and development in the coming years. It provides goals, policies, and actions that will help city officials, appointees, and staff in determining the location, financing, and sequencing of public improvements; administering development regulations; and guiding reinvestment efforts. The TMP will help address the challenges of facilitating mobility and access in a strategic manner, within the fiscal constraints of the city's budget and limited state and federal funding opportunities, and in a way that is responsive to anticipated demographic and technological changes. Together, the plans also provide a basis for coordinating the actions of many different functions and interests within and outside of municipal government.

Both the Comprehensive Plan and TMP resulted from an 18-month planning and community engagement process. The process began with the Envision Littleton Vision Report, adopted unanimously by city council on December 18, 2018. The Vision Report established a unifying vision and identified Littleton's core values, guiding principles, shared priorities and concerns. During the entire project, the Envision team has listened to the community, taken notes, and now presents the findings for the review and consideration of joint leadership,

## File #: ID# 19-209, Version: 1

key stakeholders, and the community during the public comment period.

## **PRIOR ACTIONS OR DISCUSSIONS:**

This is the fifth joint leadership session to discuss the update of the Comprehensive Plan and the creation of a first-ever TMP. Envision Littleton is concluding Phase 3, The Future City, with the release of the draft plans.

## **ANALYSIS:**

Staff Analysis

Envision Littleton is on schedule with delivery of the draft plans. Public comment opens August 14 and will close at 5 p.m. Monday, September 16. A telephone town hall is scheduled for Wednesday, August 28 and the final speaker series will be Thursday, September 12. Both events will promote the public comment period and encourage review and comment before September 16.

There will be two additional meetings for joint leadership to discuss the drafts. September 10 will be an opportunity to review the fiscal impact analysis performed by TischlerBise and the TMP implementation plan. October 8 will be a review of the comments received and how they have been incorporated into the plans. The draft plans will then be finalized for recommendation by the Planning Commission on October 14, and consideration by the city council for adoption on October 15.

#### Council Goal, Objective, and/or Guiding Principle

Council Goal 1 - Envision Littleton - Comprehensive Plan update and creation of the Transportation Master Plan.

Fiscal Impacts N/A

<u>Alternatives</u> N/A

**STAFF RECOMMENDATION:** N/A



## **COMPREHENSIVE PLAN**

## **FUTURE CITY**

DRAFT 
 August 7, 2019



## ACKNOWLEDGMENTS

[To be inserted later] CITY COUNCIL

PLANNING COMMISSION

COMMUNITY COORDINATING COMMITTEE (CCC)

CITY MANAGEMENT AND STAFF

CONSULTANT TEAM

## THANKS ALSO TO ...

Individual residents, business owners, property owners, and others who contributed their energy, insights, and ideas to Envision Littleton.

Littleton Museum and Arapahoe Community College for hosting events in the **Envision Littleton Speaker Series**, and all who attended to hear from:

Chris Akers – State Demography Office, Colorado Department of Local Affairs (February 27, 2019) Transitions – Population and Economic Trends

> Darin A. Atteberry – City Manager of Fort Collins, Colorado (April 19, 2019) Bigger Community Vision

Bret C. Keast, AICP – CEO of Kendig Keast Collaborative (May 22, 2019) Zoning for Community Character

Peter Kageyama – Author and Consultant (September 12, 2019) For the Love of Cities

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## **INTRODUCTION**

The Envision Littleton Comprehensive Plan (the Plan) will guide future development, redevelopment, and community enhancement efforts over the next 20 years through 2040. It serves as a framework for thoughtful community discussion on the real and perceived challenges currently facing Littleton, and opportunities that will shape its future. Through long-range planning efforts, the community can accommodate its projected growth and revitalization in a manner that preserves its history, culture, and overall quality of life for current and future residents.

The Plan resulted from an 18-month planning and community engagement process. The process began with the Envision Littleton Vision Report, adopted unanimously by City Council on December 18, 2018. The Vision Report established a unifying vision and identified Littleton's core values, guiding principles, shared priorities, and concerns. The Plan's findings and recommendations focus on the physical and economic aspects of the community's projected growth and development in the coming years. It provides goals, policies, and actions that will help City officials, appointees, and staff in determining the location, financing, and sequencing of public improvements; administering development regulations; and guiding reinvestment efforts. The Plan also provides a basis for coordinating the actions of many different functions and interests within and outside of municipal government.

## PLAN PURPOSE

A comprehensive plan is the most important policy document a municipal government prepares and maintains. This is because the Plan:

- Lays out a long-range vision regarding the growth and enhancement of the community;
- Considers at once the city's regional context, and the entire geographic area of the community, including areas where new development and redevelopment may occur;
- Assesses near- and longer-term needs and desires across a variety of inter-related topics that represent the key "building blocks" of a community (e.g., land use, transportation, urban design, economic development, housing, neighborhoods, parks and recreation, heritage and tourism, utility infrastructure, public facilities and services, cultural facilities, etc.); and
- Serves as a guideline for measuring success, and is amended from time to time to remain a "living document" that is able to address changing circumstances.

Through a comprehensive plan, a community determines how best to accommodate and manage its projected growth, and the revitalization of older neighborhoods and commercial areas. The Plan aims to ensure that ongoing development will proceed in an orderly, well-planned manner so that public facilities and services can keep pace with development, and so that residents' quality of life will be enhanced.

Significantly, by clarifying and stating the City's intentions regarding the area's physical development and infrastructure investment, the Plan also creates a greater level of predictability for residents, land owners, developers, potential investors, and partner agencies and organizations.

## USE OF THE PLAN

This Plan will take our community to a new level in terms of livability and tangible accomplishments. The Plan is ultimately a guidance document for City officials and staff, who must make decisions on a daily basis that will determine the future direction, financial health, and "look and feel" of the community. These decisions are carried out through:

- Targeted programs and expenditures prioritized through the City's annual budget process, including routine essential functions such as code compliance.
- Major public improvements and land acquisitions financed through the City's budgeting efforts.
- New and amended City ordinances and regulations that implement Plan objectives.
- Departmental work plans and resources in key areas.
- Support for ongoing planning and studies that will further clarify needs, costs, benefits, and strategies.

- Pursuit of external grant funding to supplement local budgets and/or expedite certain planning and infrastructure projects.
- Initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes neither could accomplish on their own.

Despite these many avenues for action, the Plan should not be considered the solution for every tough problem Littleton faces. The Plan focuses primarily on the responsibilities of City government in the physical planning arena, where municipalities have a more direct and extensive role than in other areas that residents value such as education and social services. Of necessity, long-range plans, as vision and policy documents, also must remain relatively general.

The resulting Plan may not touch on every challenge before the community, but it is meant to set a tone and motivate concerted efforts to move the community forward in coming years.

## CITY AUTHORITY TO PREPARE AND ADOPT PLAN

Through Title 31, Government – Municipal Powers and Functions of Cities and Town, of the Colorado Revised Statutes, the State of Colorado puts community planning among the core duties of a local planning commission. As stated in C.R.S. 31-23-206: "It is the duty of the commission to make and adopt a master plan for the physical development of the municipality, including any areas outside its boundaries, subject to the approval of the governmental body having jurisdiction thereof, which in the commission's judgment bear relation to the planning of such municipality."

As in most states, the State of Colorado also identifies a municipality's comprehensive plan as a key source of guidance for local development regulations. As stated in C.R.S. 31-23-206, elements in the plan may include recreation and tourism (required by the state statute), transportation, land use, housing, economic development, parks and open space, capital improvements, and water supply, among others.

Along with state statutes, the City of Littleton operates under an adopted City Charter and City Code. Title 2, Boards and Commissions, Chapter 9 of the adopted City Code establishes the Planning Commission. Among the duties itemized, the Charter requires that the Commission "shall recommend to the city council comprehensive plans to guide future growth and development within the city which includes, for example, land use, streets and transportation, parks and open space, pedestrian circulation, and urban design."

Littleton's longstanding commitment to planning and community dialogue is exemplified by the many past plans and studies cited within this Plan. As the newest adopted statement of a unifying community vision and associated guiding principles, goals, and policies, this Plan: (1) replaces any and all Comprehensive Plans previously adopted by the City, and (2) will prevail in case of any conflicts with statements in other prior plans adopted by the City. As warranted, City Council may also direct the Planning Commission to deliberate and provide recommendations in cases where any identified or perceived discrepancies between the Plan and previous special area or special purpose plans are especially pertinent to upcoming decisions involving City policies, priorities, and actions.

## PLAN CONTENT OVERVIEW

While the Existing City Data Book provides background and insights about Littleton as it is today, the Plan focuses on Littleton as it intends to be in the years ahead. These aspirations are presented in topic areas central to Littleton's physical growth and development. Each Plan section contains several common components:

- Legacy of Past Planning. Plans and studies previously developed for Littleton and vicinity offer insights from the time they were prepared, and provide an essential foundation for this Plan.
- **Key Issues and Considerations.** These reflect input and discussions from varied Envision Littleton community engagement activities, workshops with City Council and Planning Commission, and interaction with other City boards/commissions, City departments, and partner agencies and organizations.

#### **Comprehensive Plan Topic Areas**

- Land Use and Community Character (L&C)
- Housing and Neighborhoods (H&N)
- Transportation (TRA)
- ➢ Infrastructure and Services (I&S)
- Economy and Tax Base (E&T)
- Recreation, Heritage, and Tourism (RHT)
- Environment (ENV)
- Special Areas and Design (S&D)
- Framework for Action. The framework is organized in three tiers: (1) Goals, (2) Policies, and (3) Actions.

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- A **Goal** is a statement of a desired outcome ("end") toward which efforts are directed as expressed by more specific objectives and action steps ("means").
- A **Policy** expresses a basic value or operating philosophy that will apply regardless of the course of action ultimately chosen.
- A strategic **Action** priority is aimed at seizing a special opportunity or addressing a particular challenge one faces, given limited resources, financial and otherwise and recognizing that a broader agenda of new or ongoing activities will also be pursued in the meantime.

The actions in each section convey tangible steps that will lead to achievement of the goals in line with the stated policies. A final section with considerations and procedures for implementation and periodic updates rounds out the Plan.

## PATHWAYS TO ACTION

The actions under each plan topic are presented in five categories that represent the major ways that Plan goals and initiatives are typically advanced and accomplished:

## **Capital Investments**

Littleton uses a multi-year Capital Improvement Program, or "CIP," to identify and budget for "big ticket" projects, especially those that must be phased and/or coordinated with other initiatives. This may include street infrastructure; water, sanitary sewer, and storm drainage improvements; parks, trails, and recreation facility construction and upgrades; construction and renovation of public buildings; and purchase of land, vehicles, or major equipment. With a typical five-year outlook, a CIP provides predictability regarding the City's capital investment plans and priorities for the benefit and awareness of private interests and residents. Anticipating and adequately budgeting for major capital projects will be essential to implementing the Plan. Likewise, decisions regarding the prioritization of proposed capital improvements should reflect the direction and priorities of the Plan.

## **Programs and Initiatives**

Programs involve the routine activities of City departments and staff, and special projects and initiatives they may undertake. As part of Plan implementation, this method may include initiating new, or adjusting existing, City programs and activities; expanding community outreach efforts; or providing specialized training to accomplish a priority objective more promptly and effectively.

## **Regulations and Standards**

Because private investment decisions account for a vast majority of the City's physical form, land development regulations and engineering standards are fundamental for Plan implementation.

## **PLAN ASSUMPTIONS**

The Future City portion of the Plan was prepared assuming the following, as discussed with City Council and Planning Commission:

## Jurisdiction

The city limits will not change or expand significantly over the Plan horizon through 2040 (through annexation or interaction with adjacent cities).

## Population

Littleton's population could increase from almost 48,000 in 2017 to the 60,000 range by 2040, as projected by the Plan consultant (Kendig Keast Collaborative) based on newest available U.S. Census Bureau estimates and recent trend data.

## **Metro Position**

Littleton will be even less of a Denver Metro Area "edge city" with Sterling Ranch emerging as a next major growth area south of Highlands Ranch.

#### Asset Management

The City will likely devote more attention and capital investment to maintaining and upgrading aging municipal infrastructure and facilities in the years ahead.

## **Municipal Services**

S As now, the City will not have direct operational responsibility for some typical municipal activities:

- Water supply and treatment (Denver Water)
- Fire service (South Metro Fire Rescue)
- Parks and trails (South Suburban Parks and Recreation District)

As a lead partner along with the City of Englewood, Littleton will continue to operate a regional wastewater treatment plant that serves various other jurisdictions through South Platte Water Renewal Partners.

#### Water Supply and Conservation

➢ Long-term water supply and efficient use/re-use will be a core focus for the entire metro area through 2040 and beyond.

Zoning, subdivision regulations, and associated development criteria and technical engineering standards are key to ensuring that the form, character, and quality of development reflect the City's planning objectives. These codes should

advance the community's desire for quality development outcomes while recognizing economic and community character factors. They should not delay or interfere unnecessarily with development deemed consistent with Plan principles and directives.

## **Partnerships and Coordination**

Some community initiatives identified in the Plan cannot be accomplished by City government alone. They may require direct coordination, intergovernmental agreements, or funding support from other public entities or levels of government. Additionally, the unique role of potential private and non-profit partners to advance the community's action agenda should not be underestimated. This may occur through cooperative efforts, volunteer activities, and in-kind services (which can count toward the local match requirements for various grant opportunities), and from public/private financing of community improvements.

## More Targeted Planning / Study

Various areas of City governance require more detailed study and planning, especially as required to qualify for external funding opportunities. These studies involve targeted planning work at a "finer grain" level of detail than is appropriate for comprehensive planning purposes (e.g., utility master plans, roadway alignment studies, etc.). As such, some parts of the Plan will be implemented only after additional planning or special studies that clarify next steps and associated costs and considerations, including clarification of roles and potential cost-sharing when partnering is involved.

## COMMUNITY LOCATION AND FEATURES

The City of Littleton is located in central Colorado, within the Front Range of the Southern Rocky Mountains. The South Platte River flows from south to north through Littleton, with additional tributaries also running through the city.

Littleton is the county seat of Arapahoe County, with the majority of the city located within Arapahoe County and small portions located in Douglas and Jefferson counties. Littleton is part of the greater Denver metropolitan region and is approximately nine miles south of Downtown Denver.

Littleton is accessible via two Regional Transportation District (RTD) light rail stations, Downtown and at Mineral Avenue, and is home to the main campus of Arapahoe Community College. The city limits encompass a total area of approximately 13.8 square miles. According to the U.S. Census Bureau, Littleton had a 2010 population of 41,737 and an estimated 2017 population of 47,734.

Littleton lies 5,351 feet above sea level and has an average temperature range of 35-64 degrees, an average rainfall of 16.3 inches per year, and an average of 65.7 inches of snowfall per year. Given its location along the South Platte River and extensive open space, parks, and trails, Littleton is home to a range of recreation activities. Littleton also retains its original and historic downtown. The recreational and historical aspects of the community continue to attract tourists to Littleton.

## **POPULATION GROWTH PROJECTIONS**

Population projections are an important component of a long-range planning process. They help determine and quantify the demands that will be placed on public facilities and services based on the potential pace and scale of the community's physical growth. Projections reflect local, regional, national and international trends and offer a basis to prepare for the future. However, forecasting population changes can be challenging, particularly for the long term, because it is often difficult to account for all circumstances that may arise. Therefore, it will be important for the City to monitor population and economic growth continually to account for both short- and longer-term shifts that can influence development activity and trends in the community and larger region.

## ALTERNATIVE GROWTH SCENARIOS

Demographers caution that population projections become trickier as the geographic area gets smaller, making city-level population the most difficult to forecast. This is because local population change is strongly influenced by less predictable factors such as housing prices, availability of vacant land to develop, and annexation of additional territory, which may already have existing residents and results in an instant increase in the citywide total.

Given this context, this section provides a comparison of several potential scenarios for future population change in Littleton. The projections build on the latest U.S. Census estimate of 47,734 for 2017 and identify potential population levels in five-year increments out to 2040. The four projection alternatives displayed in **Figure 1**, below, reflect:

- If Littleton continued to experience an increase in population at a Steady Growth Rate of 1.9 percent per year as has
  occurred most recently in the years from 2010 through 2017. Similar to how interest compounds in a savings account,
  this is an "exponential growth" scenario because the numerical change gets larger each year as the same rate of
  increase 1.9 percent in this case is applied to an expanding total population.
- If Littleton maintained its respective 2010 shares of the total populations in Arapahoe and Jefferson counties (Douglas County was not included as Littleton is such a tiny share of the Douglas total). The portion of Littleton within Arapahoe County accounted for 7.3 percent of the countywide population in 2010, and the Jefferson County portion of Littleton was 7.8 percent of the Jefferson total population. This is known as the **Fixed County Step Down** scenario.
- If Littleton's respective 2010 shares of the total populations in Arapahoe and Jefferson counties decreased over time rather than remain constant as above. This is known as the **Trending County Step Down** scenario and assumes that, by 2040, Littleton's share of the Arapahoe County population would decrease from 7.3 to 6.3 percent. Likewise, Littleton's share of the Jefferson County population would drop from 7.8 to 6.5 percent.
- If Littleton continued to experience an increase in population involving **Steady Numeric Growth** of 8,567 persons per decade through the current decade and then also in the 2020s and 2030s. In contrast to the exponential growth scenario above, this is a "linear growth" scenario as the numeric growth remains fixed rather than the growth rate. The assumption of fixed numeric growth means that the 1.9 percent annual growth rate experienced recently from 2010 through 2017 would drop to 1.6 percent during the 2020s, then to 1.4 percent during the 2030s.

## **Bottom Line**

Littleton should consider a range of potential growth rather than an absolute number given the uncertainty of any smallarea forecast that extends beyond a few years. It is assumed for this Plan that Littleton's 2040 population will fall within a forecast range of 51,289 to 74,200 persons, which yields a midpoint of 62,745 residents.

The midpoint of a potential growth range to assume for this Plan would mean **nearly 15,000 additional residents over 20 years.** This suggests that Littleton could add the equivalent of 31 percent of its 2017 base-year population by 2040. For perspective, Census 2010 reported an average household size in Littleton of 2.29 persons, meaning that **6,550 additional housing units would be needed to accommodate 15,000 added residents**.

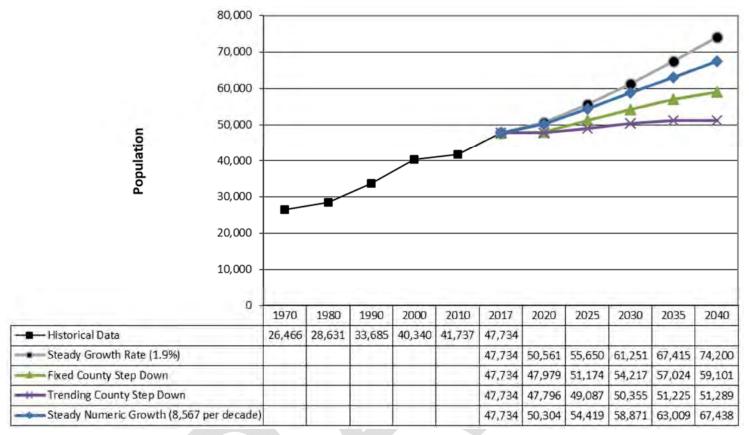


FIGURE 1: Littleton Population Projection Scenarios, 2017-2040

Source: Kendig Keast Collaborative based on U.S. Census Bureau historical data and 2017 estimates.

## **EXISTING CITY** HIGHLIGHTS FROM DATA BOOK

The Existing City Data Book, included as an appendix to the Plan, highlights key indicators and background information about Littleton as it is today. Compiling this data was step one in the 2019 Envision Littleton efforts to prepare a new Comprehensive Plan and create a first-ever Transportation Master Plan (TMP).

The Data Book content for the Comprehensive Plan is based on initial background studies by the City's community planning consultant, Kendig Keast Collaborative. The intent was to avoid duplication of available, more extensive profiles of Littleton. Instead, the booklet focuses on selected data points that speak to community values and priorities expressed by residents and other stakeholders as input to the Vision Report adopted by City Council in December 2018. Narrative within each section notes how a data point further validates aspects of the Vision Report and/or highlights essential planning considerations for the years ahead.

[Specific highlights to be inserted after pending Data Book updates.]

## **REGIONAL FACTORS AND CONSIDERATIONS**

[To be inserted later after pending Data Book updates.]

# UNIFYING VISION AND GUIDING PRINCIPLES

## From What We Treasure Today ...

Littleton will continue to be a hometown community that is widely known and envied as a city with "strong bones." Among the features that earn Littleton this reputation are its historic and vibrant downtown, its light rail transit link to the Denver region, and its distinguishing yet often unseen natural asset, the South Platte River. Along with the highly utilized greenway, trails, and preserves that frame the Platte, residents and visitors also prize the High Line Canal Trail that weaves through the city. A **Vision** is a broad statement of what a community hopes and intends to be in the future. With words and images, it offers a picture of that future to provide inspiration, motivation, and a framework for more detailed planning and decision-making.

Littleton will especially be held up as the "real thing" when it comes to maintaining a sense of community among its residents and managing the essential physical traits that define community character, neighborhood by distinct neighborhood.

It will remain a place where nature and city living intersect, can both be enjoyed, and are guarded with a fierce sense of stewardship.

#### ... To What We Strive For Going Forward

We recognize that our vision for Littleton's future is framed differently than many communities as we are a largely built-out city. As we focus on managing change amid this reality, we envision a Littleton in 2040 that has:

- Maintained the integrity of its established neighborhoods and historic areas.
- Protected its cherished natural setting in harmony with new development and redevelopment.
- Ensured that reinvestment in the community, whether in Littleton's legacy housing stock or along its commercial corridors, has met local expectations for quality and compatibility with its surroundings.
- Made itself even safer and more accessible for all the ways that people navigate through and within Littleton.
- Achieved a higher standard for cleanliness and burnished its appeal as a place with strikingly beautiful vistas.
- Secured the long-term sustainability of city finances to continue providing its citizens the best in public services.

## VALUES

In listening to stories and memories about Littleton, along with residents' desires and concerns for its future, the following values came through consistently. The bulleted items under each are examples of how those expressing such values related them to their own experience of or pride in Littleton. Many communities share common values, issues, and priorities (e.g., to be a safe place). Littleton's core values include a passion for and/or commitment to:

## Local History

- Preserve and celebrate it
- · Highlight and tie it to our identity and events
- Origin as own town, rural and later suburban heritage
- · Build on accomplishments of past eras and leaders

**Values** identify what matters most to the community and how it wishes to be viewed by others. Our shared values inform the vision.

## The Outdoors

- Health and fitness focus
- Front Range proximity
- Stewardship of river and open space assets

## **Being Inclusive**

- Age, race, income, and faith diversity
- Housing options
- Neighbors knowing neighbors
- Caring for those in need
- · Welcoming to families, newcomers, and visitors

## **Being a Model Community**

- Leader among metro and Colorado cities
- · High in livability, family-friendly, and other rankings
- Partnerships with other public agencies

## **Civic Involvement**

- Being informed citizens
- Having a voice in city government
- Volunteer service

## Integrity

- Of community and neighborhood character
- Of natural resources and open space endowment
- Of architectural heritage and landmarks
- Of governance and open, inclusive processes

## Quality

- Schools
- Built environment
- Air and water
- Open space
- Public services

## Safety

- Pedestrian/cyclist/driver safety
- Security from crime
- Child protection

## **GUIDING PRINCIPLES**



Even in the face of potentially significant demographic change ahead, Littleton will remain ANCHORED by a firm belief among its residents and leaders of what makes this a truly special place. These features include Littleton's traditional downtown, established neighborhoods, and the literal "river that runs through it" in the South Platte. Littleton also has a longstanding reputation as a community of choice for quality schools and is home to the Arapahoe Community College main campus. Serving as the Arapahoe County seat, a destination for health care, and a hub for cultural and lifestyle amenities also keeps a consistent conception of Littleton in the minds of residents and

visitors. Although stable in these various ways today, Littleton will approach its future with a sense of dynamism, looking to draw upon a culture of innovation and boldness inherited from earlier generations.



Littleton will continue to be AUTHENTIC and comfortable for both residents and guests. The often-cited "small town feel" and sense of community dates to our origin as a "Little Town" separate and apart from Denver. Littleton will continue to stand out in the region for its distinctive identity. Its genuine sense of place will always be contrasted with the look and feel of cities that came along much later or were master planned from scratch. The essential threads that will continue to sustain this community fabric include Littleton's historic character and architectural heritage, its varied neighborhoods and residential options, a robust and service-oriented faith community, and an inviting

Littleton will be an increasingly CONNECTED and accessible place. From a physical and mobility standpoint, it will continue to have regional ties via highways and arterials, transit services, long-distance trails, and the Mary Carter Greenway. Evolving technology and network speeds will link it even more to the nation and world. It will be an inclusive and neighborly community that provides opportunities for youth, seniors, and residents in need to thrive, including through more mobility options. Littleton will also remain a fun and eventful locale throughout the year, bringing residents

and safe atmosphere.



from near and far.



Littleton will always be a community of ACTIVE people who make the most of their city's cultural and natural resource abundance. It will support its residents' efforts to be fit and maintain a healthy lifestyle. It will embrace their desire to gather for live performances and other local happenings. And it will appreciate and build on the value of a lively downtown. Littleton will always seek to elevate its position as a dream community for

together for leisure and volunteer activities, and drawing visitors

outdoor recreation and nature enthusiasts – and a destination for visitors wishing to share in these local amenities.



Littleton will remain ENGAGED and civic-minded in all matters affecting the direction and priorities of city government and the community. Stakeholders will participate in transparent processes and take responsibility for maintaining a respectful and productive dialogue. Meaningful interactions must **Guiding Principles** describe the values identified by the community and serve as the foundation for the Vision. The Guiding Principles provide a reference point for Littleton to consider when making decisions. The guiding principles reflect major themes, or areas of focus, for achieving the desired vision that emerged based on analysis of input by stakeholders.

involve committed elected officials, informed residents, and other partner organizations and agencies interested in Littleton as it is today and will be tomorrow.

# LAND USE AND COMMUNITY CHARACTER

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## LAND USE AND COMMUNITY CHARACTER

The City of Littleton must plan effectively for future development and redevelopment. Sound land use planning is essential to ensuring that the City is prepared not only to serve anticipated public infrastructure and service needs, but also to create and maintain a desired community character.

Land use considerations are integrated with all other Plan components. For instance, the transportation network provides access to land, which, along with real estate market factors, influences the type and intensity of development that may occur. The capacity and condition of public utilities can dictate the location, amount, and timing of development, as can economic development efforts by the City and other partners. Similarly, proximity to parks and public facilities promotes public health and safety and affects the development potential of an area. Development character and site design shape community aesthetics and the perceptions held by area residents, tourists, and those considering investment in Littleton.

## FUTURE LAND USE AND CHARACTER

The **Future Land Use and Character Map** shows the general pattern of uses anticipated and/or desired in the years ahead, and the character contexts in which uses occur. The map, along with the text descriptions in this section, indicate the use that is expected to predominate in areas where land is undeveloped or, in previously developed areas, based on what is already on the ground and will likely remain or possibly evolve. Such transitions in use can occur through redevelopment of previously built sites, "infill" construction on a vacant parcel amid existing built sites, or repurposing of an existing structure for another use without significant site changes.

Along with the predominant use types, other complementary uses will also remain or may emerge in particular areas of the city (e.g., small-scale, neighborhood-oriented retail and service uses near the edges of largely residential areas). Certain uses can be located amid other predominant use types, such as public facilities and places of worship within predominantly residential areas. Mixing uses on sites is common in downtowns (e.g., upper floor office or residential above ground-floor retail) and may occur elsewhere in a community as the market accommodates and zoning allows.

Some uses are highly market-driven, with their timing and particular location dictated by the extent and pace of other types of development. This includes the typical pattern of retail uses locating near new residential "rooftops" and often at key roadway intersections. The location and extent of various forms of residential development can also be difficult to predict amid broader housing market cycles and regional needs, combined with developer areas of expertise and interest in bringing single-family or multi-family products to market.

# Future Land Use Map versus Zoning Map

Aspect	Future Land Use Map	Zoning Map
PURPOSE	<ul> <li>Outlook for future use of land and character of particular areas of the community.</li> <li>Macro level, showing generalized development patterns.</li> </ul>	<ul> <li>Basis for applying different land use regulations and development standards in different areas of the community ("zones").</li> <li>Micro level, with an area- and site-specific focus.</li> </ul>
USE	<ul> <li>Guidance for City's zoning map and related decisions (zone change requests, variance applications, etc.)</li> <li>Baseline for monitoring consistency of actions and decisions with the Comprehensive Plan.</li> </ul>	<ul> <li>Regulating development as it is proposed, or as sites are positioned for the future with appropriate zoning (by the property owner or the City).</li> </ul>
INPUTS AND CONSIDERATIONS	<ul> <li>Existing land use in the city.</li> <li>The locational aspects of community planning priorities involving housing, economic development, infrastructure, parks and recreation, public facilities, etc.</li> </ul>	<ul> <li>Comprehensive Plan and future land use map for general guidance.</li> <li>Zoning decisions that differ substantially from the general development pattern depicted on the future land use map will indicate the need for some map adjustments during the next plan update.</li> </ul>

## LAND USE PLANNING VERSUS ZONING

The side-by-side comparison above highlights the distinct purposes and uses of a future land use map relative to a zoning map. The City's development regulations are among the primary tools for implementing the Plan. The zoning and subdivision regulations, in particular, can play a significant role in establishing and protecting the physical character of the community. These regulations delineate land use districts and the uses permitted within them, together with standards for buildings and site improvements. As a result, the zoning and subdivision regulations largely direct development outcomes. Although the Plan and future land use map provide only general planning guidance, they become the bases for updates of the zoning and subdivision regulations and the Zoning Map.

## LAND USE PLANNING WITH CHARACTER

The accompanying **Future Land Use and Character Map** shows areas within Littleton designated in 16 categories that address both use and character:

- Estate Residential
- Suburban Residential
- Suburban Residential Attached
- Suburban Residential Multi-Family
- Auto-Oriented Residential
- Auto-Oriented Residential Attached
- Auto-Oriented Residential Multi-Family
- Residential Mix
- Mixed Character Core Neighborhood
- Suburban Commercial
- Suburban Business Park
- Auto-Oriented Commercial
- Corridor Mixed Use
- Urban Downtown Transition
- Urban Downtown Mixed Use
- Urban Downtown Main Street

## **COMMUNITY CHARACTER PRIMER**

The **community character** approach to evaluating and planning for land use emphasizes the variation in physical conditions experienced along a spectrum from natural and rural landscapes at the edges of a community to its most urbanized environments. Looking beyond land use alone, a character-based approach focuses on development intensity, which encompasses:

- > The density and layout of residential development;
- > The scale and form of non-residential development; and
- The building and pavement coverage relative to the extent of open space and natural vegetation or landscaping.

How the automobile is accommodated is a key factor in distinguishing character types including how public streets are designed, how parking is provided, and how buildings and paved areas are arranged on sites. Among the three major character classes:

- ▶ **Rural** character areas have wide open spaces where structures and paved surfaces occupy only a minimal portion of the landscape.
- Suburban character areas have noticeably less intensive use of land, with open and green spaces balancing – or, in Estate areas, exceeding – the extent of land covered by structures and paved surfaces.
- Urban character areas exhibit the greatest pedestrian orientation, through a more compact scale and "architectural enclosure" of streets by buildings situated close to front property lines and sidewalks.

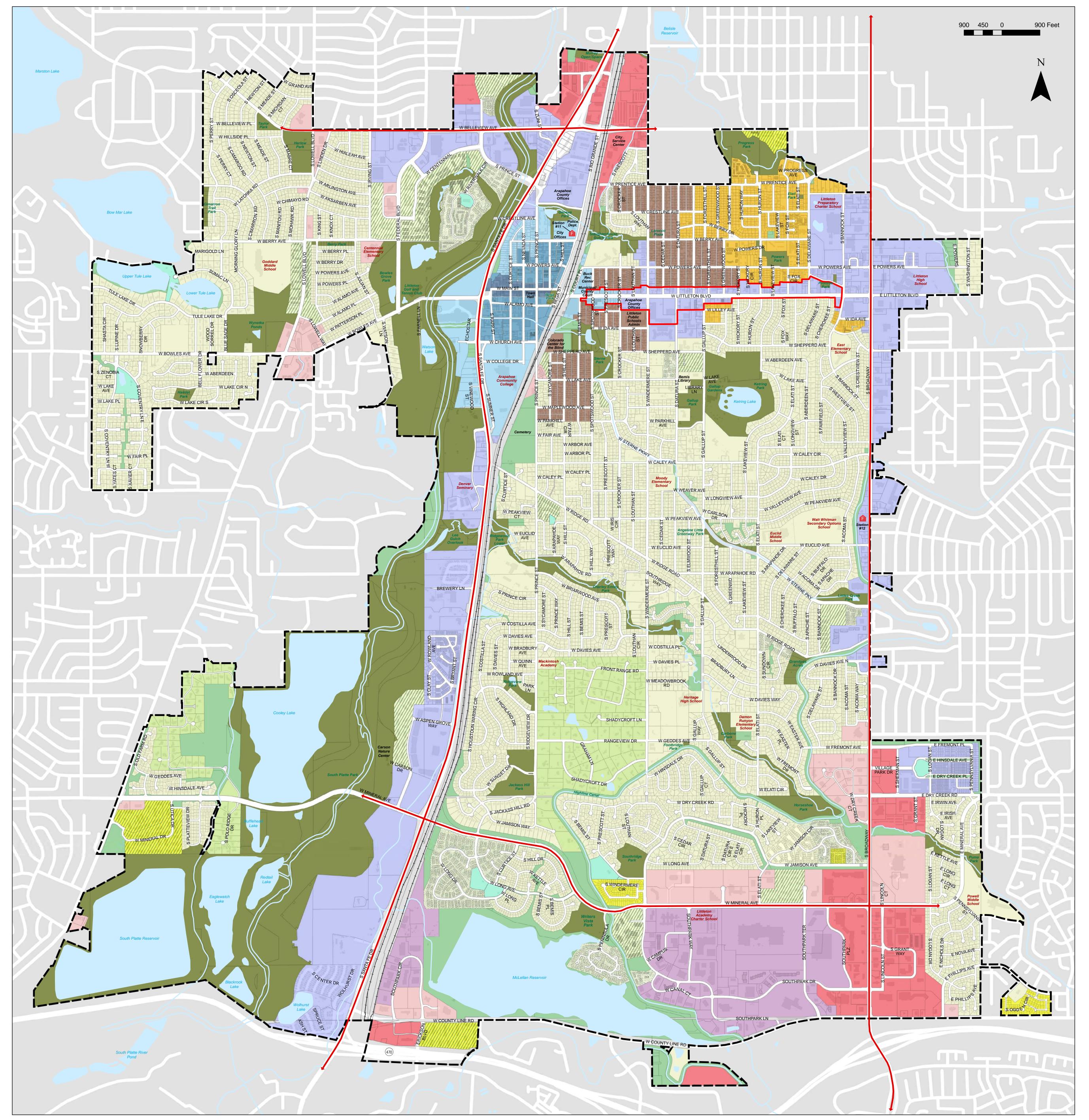
Within the Urban class, **Auto Urban** character areas are a particular planning challenge as they are designed mainly to accommodate automobile circulation and parking. Land cover by buildings and paved surfaces is similar to **Urban** areas, but without the walkability emphasis.

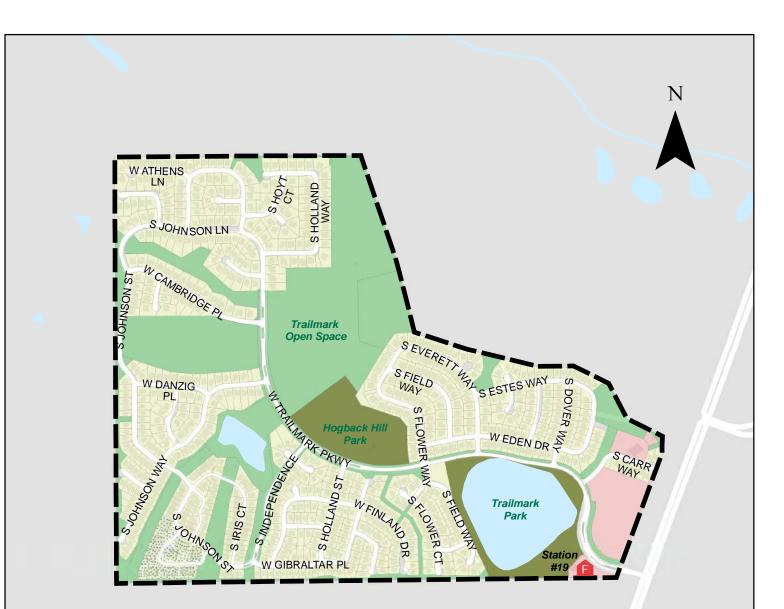


For context, the map also shows locations of preserved open space, public parkland, and private recreation sites (e.g., swimming pools, tennis courts, playgrounds and other amenities maintained by homeowner associations).

The following descriptions indicate the anticipated principal uses in each category, plus the intended character of the areas in which the land uses occur, abut, or mix. Public and institutional uses commonly occur in all of these areas and should match the character. Specific standards for land development based on these designations are articulated through the City's implementing regulations (zoning and subdivision) as they currently exist and may be further amended over time based on this planning guidance.

# **WORKING DRAFT** Future Land Use and Character in Littleton, CO (August 7, 2019)

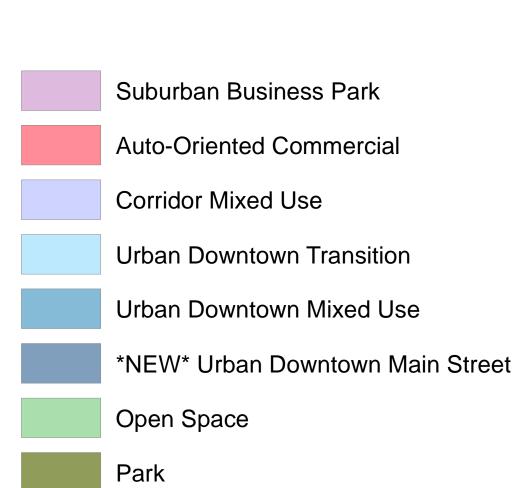




## Legend

## **Future Land Use and Character**

- Estate Residential
- Suburban Residential
- Suburban Residential Attached
- Suburban Residential Multi-Family
- Auto-Oriented Residential
- Auto-Oriented Residential Attached
- Auto-Oriented Residential Multi-Family
- **Residential Mix**



- **C** City Limits
  - Parcel Boundary
  - **South Metro Fire Rescue Station** F





\*RENAMED\* Mixed Character Core Neighborhood







## **ESTATE RESIDENTIAL**

This designation is for areas that should have limited development activity other than large-lot residential. Such areas provide a transition between a city's rural fringe and more urbanized in-city development patterns and intensities. Lots in this category ideally should be one acre or larger, which provides substantial openness and separation between individual dwellings, and can incorporate agricultural uses.



Estate character area along and south of Rangeview Drive in south Littleton. Source: Google Earth (all aerial views in this section).

## Primary Land Use Types

• Detached residential dwellings.

## Characteristics

- Transition from the Rural portion of the character spectrum where the landscape is visually dominant over structures to Estate areas where most of the land surface is still in unbuilt open space (green on the accompanying pie chart) but with more land now occupied by buildings (brown) and paved surfaces (gray).
- In the Suburban range of the character spectrum but with larger lots (typically one acre or larger), especially where required by public health regulations to allow for both individual water wells and on-site septic systems on properties where centralized water and/or wastewater service may not be available or feasible.
- One-acre lots are usually adequate in wooded areas to achieve visual screening of homes from streets and adjacent dwellings. Three-to five-acre lots may be needed to achieve and maintain true Estate character in more open areas with less vegetation and/or topographic changes.

# Paving Buildings Open Space

#### Where on Map

• Estate Residential is shown in south Littleton near Heritage High School, and also near the western city limits in the vicinity of Mineral Avenue.

## SUBURBAN RESIDENTIAL

This designation is for residential areas where Suburban character is established and preserved by achieving a balance between buildings and other site improvements relative to the degree of open space maintained within the neighborhood. The openness may be found in relatively large yard areas on individual lots and between homes and/or in common green spaces or water features. This distinguishes Suburban character areas from more auto-oriented residential areas where site coverage in the form of dwellings, driveways and other paved surfaces predominates relative to undeveloped space.



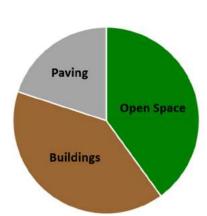
## **Primary Land Use Types**

Suburban Residential character area around S. Coventry Lane in west Littleton.

- Detached residential dwellings.
- Planned developments that may integrate other housing types (e.g., attached residential such as patio homes or townhomes), with increased open space to preserve an overall Suburban character.

## Characteristics

- Less noticeable accommodation of the automobile compared to more intensive autooriented areas, especially where residential driveways are on the side of homes rather than occupying a portion of the front yard space and where garages are situated to the side or rear of the dwelling.
- A larger baseline minimum lot size in a Suburban Residential zoning district allows for deeper front yards and building setbacks and greater side separation between homes. Character-based zoning and development standards can also:
  - Promote land planning approaches that discourage overly standardized subdivision designs and allow for varied lot sizes, with lots smaller than the baseline requiring greater set-aside of common open space (with the additional open space devoted to maintaining the Suburban character and buffering adjacent properties and roads).



- Include a cluster development option that further concentrates the overall development footprint on the site while providing the developer the same lot yield or even a density bonus to incentivize conservation designs with an even higher level of open space set-aside than results from standard development.
- Preservation of mature trees or other natural site features, along with generous landscaping, can offset auto-oriented design elements that detract from Suburban character.
- More opportunity for natural and/or swale drainage (and storm water retention/absorption) relative to concentrated storm water conveyance in Auto Urban character areas.

## Where on Map

 Suburban Residential is shown in large swaths across the city, especially south of Littleton Boulevard to the Mineral Avenue vicinity, and west of Santa Fe Drive.

## SUBURBAN RESIDENTIAL ATTACHED

This designation is a subset of Suburban Residential above, for areas and properties that offer various forms of attached housing (e.g., duplexes, townhomes, attached patio homes, etc.). Through careful land planning, the additional residential density within such developments is offset by green and open areas that yield a Suburban character. This designation sometimes provides a transition between residential areas entirely comprised of single-family detached dwellings and properties with larger-scale multi-family residential development. As needed, some of the planned open space and/or preserved vegetation should be along site boundaries to provide buffering between other character types or land use intensities.



## **Primary Land Use Types**

- Duplexes (two-family dwellings).
- Townhomes.
- Patio homes or other small-lot housing types with common walls.
- Detached residential dwellings.
- Planned developments that may integrate a mix of detached and attached housing types, with sufficient open space to preserve an overall Suburban character.

#### Where on Map

 Suburban Residential Attached is shown in multiple locations, most prominently in the Riverwalk area northwest of Downtown and in the SouthPark and Peninsula areas in south Littleton (plus the unique Highline Crossing cohousing community), along with several small areas north and south of Littleton Boulevard and an area of attached housing within Trailmark.

## SUBURBAN RESIDENTIAL MULTI-FAMILY

This designation is also a subset of Suburban Residential above, for areas and properties where multi-family residential development achieves – and blends in with – a Suburban character. Some such developments may strive for this character outcome on their own or due to the terrain and pre-existing vegetation in the vicinity and on-site. To ensure this outcome for multi-family residential uses, development standards and associated buffering requirements should be set appropriately within the context of nearby residential and/or nonresidential uses that also reflect Suburban character.



Suburban Residential character of multi-family housing north of Belleview Avenue and along the South Platte River.

## **Primary Land Use Types**

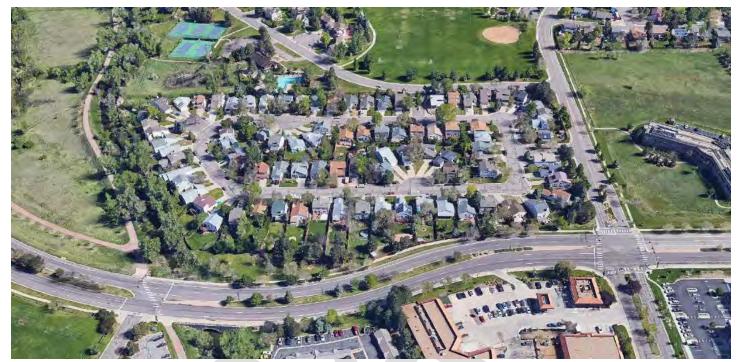
- Multi-unit residential buildings in concentrated development, whether for rent (apartments) or ownership (condominiums).
- Other attached residential forms (e.g., duplexes, townhomes, patio homes, etc.) as permitted in zoning districts intended primarily for multi-family residential uses.
- Planned developments that may integrate a mix of detached, attached and multi-family housing types, with sufficient open space to preserve an overall Suburban character.

## Where on Map

• Suburban Residential Multi-Family is shown in multiple locations including scattered within the widespread Suburban Residential areas south of Littleton Boulevard to Mineral, in the vicinities of Federal and Lowell boulevards west of Downtown, at the north end of the city adjacent to the South Platte River, and adjacent to Aspen Grove.

## **AUTO-ORIENTED RESIDENTIAL**

This designation covers areas of single-family detached residential use where accommodation of the automobile is more visually dominant relative to more prominent green space in Suburban Residential character areas, typically due to relatively smaller and narrower lots, and often with limited open space set-asides or amenities for residents.



Auto-Oriented Residential character area north of Mineral Avenue.

## Primary Land Use Types

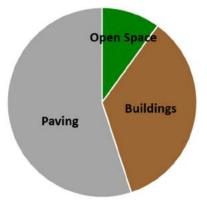
• Detached residential dwellings.

## Characteristics

- Residential neighborhoods with less openness and separation between dwellings compared to Suburban Residential areas.
- Auto Urban character, especially where driveways and front-loading garages dominate the front yards and front facades of homes. This can be offset by landscaping, "anti-monotony" architectural standards, and limitations on "cookie cutter" subdivision layouts characterized by straight streets and uniform lot sizes and arrangement.

## Where on Map

 Auto-Oriented Residential is shown in two locations, the neighborhood around Windermere Circle in south Littleton, and the Kensington Ridge neighborhood at the southeast corner of the city.



## AUTO-ORIENTED RESIDENTIAL ATTACHED

This designation is a subset of Auto-Oriented Residential above, for areas and properties with this character that offer various forms of attached housing (e.g., duplexes, townhomes, attached patio homes, etc.). This designation sometimes provides a transition between residential areas entirely comprised of single-family detached dwellings and properties with larger-scale multi-family residential development.

## **Primary Land Use Types**

- Duplexes (two-family dwellings).
- Townhomes.
- Patio homes or other small-lot housing types with common walls.
- Detached residential dwellings.
- Planned developments that may integrate a mix of detached and attached housing types, but with insufficient green and open space to achieve an overall Suburban character.

#### Where on Map

• Auto-Oriented Residential Attached is shown in just one location, the Jamison Villas development just west of Broadway on Jamison Avenue.

[No aerial image available as the only example in Littleton, along Jamison Avenue just west of Broadway, was under construction at the time of this Plan.]

## AUTO-ORIENTED RESIDENTIAL MULTI-FAMILY

This designation is also a subset of Auto-Oriented Residential. Areas and properties with this character are devoted primarily to structures with multiple residential units, at a greater intensity (i.e., units per building or acre) than typically found in developments with other attached residential housing types. The auto-oriented character is usually due to the extent of off-street parking needed. The auto-oriented appearance can be softened by perimeter and on-site landscaping, minimum spacing between buildings, site coverage limits, and on-site recreation or open space criteria. This designation can also provide a transition from primarily residential to mainly nonresidential areas. Multi-family uses designed primarily for senior residents are especially appropriate near medical facilities, parks, public services, shopping, and transit stops.



Auto-Oriented Residential character of multi-family housing along Belleview Avenue.

## **Primary Land Use Types**

- Multi-unit residential buildings in concentrated development, whether for rent (apartments) or ownership (condominiums).
- Other attached residential forms (e.g., duplexes, townhomes, patio homes, etc.) as permitted in zoning districts intended primarily for multi-family residential uses.
- Planned developments that may integrate a mix of detached, attached and multi-family housing types, but with insufficient green and open space to achieve an overall Suburban character.

## Where on Map

• Auto-Oriented Residential Multi-Family is shown in multiple locations including along County Line Road just east of Santa Fe Drive, at the west end of the city near Mineral Avenue, and at the north end along Belleview Avenue near Progress Park.

## **RESIDENTIAL MIX**

This designation encompasses areas of north Littleton near Littleton Boulevard and Broadway. Northeast Littleton has long had a mix of housing types in close proximity, from single-family detached to duplexes, other attached housing types, and multi-family apartment buildings. To live up to its core value of remaining an inclusive community, Littleton needs more areas with varied attainable housing for people at or below the median income range. Maintaining this area with residential variety meshes well with a revitalized and more walkable Littleton Boulevard corridor, and with the potential for future mixed-use redevelopment and Bus Rapid Transit (BRT) service on the Broadway corridor.



Residential Mix area of varied housing types and character in northeast Littleton, in the vicinity of Berry Avenue.

## **Primary Land Use Types**

- Detached residential dwellings.
- Duplexes (two-family dwellings).
- Townhomes.
- Patio homes or other small-lot housing types with common walls.
- Multi-unit residential buildings in concentrated development, whether for rent (apartments) or ownership (condominiums).
- Planned developments that may integrate a mix of detached, attached and multi-family housing types.

## Characteristics

• As with the diversity of housing types, character also varies across the area and may tend toward Auto Urban character where surface parking is especially needed (i.e., multi-family housing).

## Where on Map

• Residential Mix is shown primarily north of Littleton Boulevard, plus a few pockets to the south.

## MIXED CHARACTER CORE NEIGHBORHOOD

This designation is for residential areas relatively close to Downtown and Littleton Boulevard that, of all areas in Littleton, are the most conducive for pedestrian, bicycle, and wheelchair circulation within the neighborhood and to nearby shopping, parks, schools, and other destinations. Most of these blocks also have rear alley access to properties, at least decreasing the possibility of an Auto Urban street scene where rear garages or parking are still widely used versus front driveways. These are also some of Littleton's oldest neighborhoods, including the locally designated Louthan Heights Historic District.



Mixed Character Core Neighborhood area just north of Littleton Boulevard, east of Downtown.

## **Primary Land Use Types**

- Detached residential dwellings.
- Other attached residential forms as permitted by zoning.

## Characteristics

• A more Urban residential character prevails where lots with relatively shallow front yards bring single-family detached homes closer to the street, and especially where no front driveways or garages are visible due to property access from rear alleys. However, a transition toward Auto Urban character can occur on blocks where front driveways are introduced over time, especially on lots where new homes are built after removal of older dwellings.

## Where on Map

• Mixed Character Core Neighborhood is shown for various residential areas north and south of Littleton Boulevard, to the east of Downtown and the railroad corridor.

## SUBURBAN COMMERCIAL

This designation involves commercial developments, whether at a neighborhood-focused or larger scale, that stand apart from most auto-oriented contemporary development. The Suburban character is achieved through lesser coverage of the site with buildings and especially paved areas. Preservation of trees or other natural site features, along with generous landscaping, can also move a site into the Suburban range of the community character spectrum relative to sites where "gray" spaces predominate over "green" and open spaces.



**Primary Land Use Types** 

Nursery business use with Suburban Commercial character adjacent to a Suburban Residential area along East County Line Road in south Littleton.

Paving

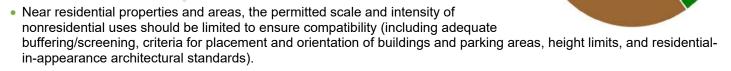
**Buildings** 

**Open Space** 

- Commercial retail and service uses, at varying scales and development intensities depending on the site.
- Office (involving large and/or multi-story buildings or small-scale office uses depending on the site), which may involve a
  medical or technology/research focus.
- Planned development to accommodate custom site designs or mixing of uses in a Suburban character setting.

## Characteristics

- Suburban character primarily from reduced site coverage relative to most autooriented commercial development.
- Encouraged at key community entries and along high-profile roadway corridors, may also involve other criteria to yield less intensive and more attractive development outcomes relative to auto-oriented areas, including higher standards for landscaping (along street frontages and within parking areas), signs, and building design.
- May exclude some auto-oriented uses that cannot achieve a Suburban character (e.g., car washes).



 More opportunity for natural and/or swale drainage (and storm water retention/absorption) versus concentrated storm water conveyance in auto-oriented areas.

#### Where on Map

• Suburban Commercial is shown in multiple areas, most prominently near Lowell and Federal boulevards in northwest Littleton, a few western locations along South Platte Canyon Road, along Mineral Avenue and Broadway in southeast Littleton, in the hotel and commercial area along County Line Road near Santa Fe Drive, and several properties in Trailmark along or near Wadsworth Boulevard.

## SUBURBAN BUSINESS PARK

This designation is often a subset of Suburban Commercial in communities that aim to promote high-quality office development as an economic development magnet or as part of overall efforts to set a high bar for nonresidential development. Some cities also aim for master-planned, campus-style office developments through a Business Park zoning district.



Section of SouthPark business park in south Littleton, with office uses and parking areas nestled amid generous landscaping and buffers, and with the High Line Canal Trail adding to the Suburban character.

## **Primary Land Use Types**

- Primarily office uses.
- Light industrial uses (including warehousing/distribution), well screened and in buildings with enhanced architectural design.
- Research and technology.
- Commercial retail and service uses secondary to the primary office focus, to serve local workers and visitors.

## Characteristics

- Suburban character, typically in a campus-style setting featuring reduced site coverage and increased open space, together with enhanced building design.
- Typically a minimum open space ratio of 30 percent, which allows for a sizable cumulative building footprint since most such developments involve large sites.
- Extensive landscaping of the business park perimeter, and special streetscaping and design treatments at entries, key intersections, and internal focal points.
- Development outcomes often controlled by private covenants and restrictions that exceed City ordinances and development standards.
- Intended to create a highly attractive business investment environment.

## Where on Map

 Suburban Business Park is shown for the extensive SouthPark business park area in south Littleton, along with the Southpark Circle area just east of Santa Fe Drive.

#### **AUTO-ORIENTED COMMERCIAL**

This designation is for properties in commercial retail, office and service uses, primarily along portions of major roadway corridors within the community for high visibility and accessibility, but also in other locations to accommodate smaller-scale and neighborhood-focused businesses.



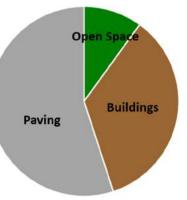
Auto-Oriented Commercial character area along Broadway near Mineral Drive (looking west) in southeast Littleton.

#### **Primary Land Use Types**

- "Strip" commercial centers along major roadways, with a range of uses including those on high-profile "pad" sites along the roadway frontage.
- "Big-box" commercial stores (e.g., grocery, appliances, clothing, etc.).
- Restaurant chains including various "fast food" and casual dining establishments.
- Automobile service related enterprises (e.g., gas stations, automobile service/repair, car washes).
- Offices.
- Hotels and motels.
- Mixed-use developments.

#### Characteristics

- Commercial areas with significant portions of development sites devoted to vehicular access drives, circulation routes, surface parking, and loading/delivery areas, making pavement the most prominent visual feature. This can be offset by reduced site coverage and enhanced landscaping, building design, and well-designed signage.
- Buildings typically set back toward rear of site to accommodate expansive parking areas in front, closest to passing traffic, resulting in less emphasis on architectural design in many cases.
- Development desire to maximize signage (number, size) to capitalize on site visibility to passing traffic.
- Often not conducive for access or on-site circulation by pedestrians or cyclists.



#### Where on Map

 Auto-Oriented Commercial is shown primarily at the north end of the city centered around Belleview Avenue and the railroad corridor, also along Broadway in southeast Littleton, plus several auto dealership properties near County Line Road.

#### **CORRIDOR MIXED USE**

This designation is for properties in commercial retail, office and service uses along and near a high-profile roadway corridor where mixed-use development outcomes are desired and encouraged. The mix of uses includes residential, especially to provide additional housing options within the community. Major public and/or institutional facilities may also serve as development anchors within the area.

Not all properties within this designation will be viable for or result in mixed-use outcomes given their size, location and/or market position. Therefore, a range of typical stand-alone uses is anticipated as in the Suburban Commercial and Auto-Oriented Commercial designations that are also shown along portions of Littleton's major roadway network. Relative to these other designations, however, Corridor Mixed Use is particularly intended to recognize fundamental paradigm shifts occurring in the development models for residential, retail, office and hospitality uses, leading to even greater focus on "destination" developments that creatively mix uses, integrate amenities and emphasize quality design. Whatever the approach for a particular property in Corridor Mixed Use, the design of the site and its use(s) should match the character of adjacent properties or provide adequate protections and buffering for character transitions.



Segment of Littleton Boulevard, east of Windemere Street, with existing use variety and the potential for better integrated, more pedestrian- and bike-oriented mixed-use outcomes through redevelopment.

#### **Primary Land Use Types**

- Commercial retail and service uses, at varying scales and development intensities depending on the site and adjacent uses.
- Offices (involving large and/or multi-story buildings or small-scale office uses depending on the site and adjacent uses).
- Live/work units.
- Multi-unit attached residential, whether for rent (apartments) or ownership (condominiums, townhomes, row houses, etc.), and whether permitted by zoning as a stand-alone use or only as a component of mixed-use development.
- Planned development to accommodate custom site designs and/or mixing of uses.

#### Characteristics

As elaborated on further in the Special Areas and Design section (where the Special Corridor Planning Areas on the map are also discussed), the nature of Corridor Mixed Use will vary across the different roadway environments where it appears on the Future Land Use and Character Map. Along Littleton Boulevard, an atmosphere more amenable to walking and biking may emerge through ongoing redevelopment and transition in uses. Such evolution would be more toward the Urban end of the character spectrum, but the potential scale of new or reconfigured uses would be tempered by the relatively smaller, shallower properties along this corridor. Additionally, Littleton Boulevard is framed by residential neighborhoods and also requires sensitivity to its unique collection of post-World War II commercial buildings designed in a Modernist style. Along Santa Fe Drive, Broadway and Belleview Avenue, various sites are of adequate size to be

conducive for master-planned, mixed-use development that also strives for a relatively Urban character by de-emphasizing large-scale surface parking and designing more for walkability. The core area of Littleton Village is a contemporary example of this approach.

However, in any of these corridor settings where most business patrons, employees, and visitors will still reach their destinations by private vehicle, it will be difficult to avoid an Auto Urban character outcome where significant surface parking must be provided. The potential for future Bus Rapid Transit (BRT) service on Broadway, linking south into Highlands Ranch and north into Denver, could change the equation and lead to less auto-oriented development at least in some locations along and near this corridor. Yet some stretches of Broadway today have existing low-intensity commercial activity fronting on this busy roadway. These small and shallow properties will continue to be a challenge to redevelopment and may result in the current uses continuing indefinitely.

Where a site's immediate vicinity has a greener Suburban character – for example, near Suburban Residential neighborhoods or abutting Mary Carter Greenway and the river corridor – site design and development criteria can minimize auto-oriented development outcomes (e.g., site coverage limits, more intensive landscaping and buffering, etc.). Littleton especially has opportunities for more river- and trail-oriented development, where new or redeveloped sites are carefully designed to embrace rather than turn their back on the South Platte and greenway corridors, particularly if the future of Santa Fe Drive is even greater restriction of direct vehicular access to properties from that busy roadway.

Finally, consensus on potential land uses and intensities in the vicinity of the Santa Fe/Mineral Avenue intersection has been so elusive precisely because so many character considerations come into play at this premier location. Extensive undeveloped land and surface parking near a busy light rail station offers obvious opportunity for transit-oriented development with a more Urban character. Yet proximity to the river/greenway corridor typically points to site designs with Suburban character in mind. At the same time, Santa Fe's vehicular volumes and the high-profile nature of this busiest of Littleton intersections introduces auto-oriented development pressures. The Corridor Mixed Use designation provides the flexibility to weigh all of these character factors when designing and vetting specific development concepts in such a unique location.

#### Where on Map

• Corridor Mixed Use is shown along portions of multiple key roadway corridors in Littleton including along Belleview Avenue west of the railroad, along Littleton Boulevard, along Broadway as far south as Littleton Village, and along Santa Fe Drive from Hudson Gardens south, and an area between Santa Fe and the railroad north of Downtown.

#### **URBAN DOWNTOWN TRANSITION**

This designation is for areas near an Urban downtown core that still accommodate a mix of uses but at a lesser intensity than in the core area. The mixed-use area typically provides a transition from the downtown core to other nearby neighborhoods and roadway corridors that are more uniform as areas primarily for single-family detached residential uses and commercial uses, respectively. The transition area is often supportive of the downtown core by accommodating complementary uses (e.g., professional offices, restaurants, art galleries and other cultural venues, varied residential options, etc.) and by retaining a walkability exemplified in Urban character areas more often than auto-oriented areas. The vicinity around a core downtown usually also contains some of the community's most historic sites and districts, with historic homes still in residential use and others converted to shops, cafes, offices and other uses.

#### **Primary Land Use Types**

- Mixed uses, on single sites and within individual structures.
- Commercial retail and services.
- Offices.
- Live/work units.
- Attached residential types (e.g., townhomes, brownstones).
- Detached residential, often on relatively small and/or narrow lots in older neighborhood settings.

#### Characteristics

• Where a more Urban and walkable character is desired, may require development and design standards to avoid encroachment of uses designed with an auto-oriented character more suited to other areas of the community. While relatively small areas of parking may be permitted



Urban Downtown Transition area encompassing several blocks along Littleton Boulevard (looking west toward Downtown from Crocker Street).

in front and to the side of buildings, the intent is usually to limit any sizable surface parking areas along property frontages while also avoiding deep building setbacks.

 Often a focus area for infill and redevelopment activity within the community, which may require customized development and design standards to ensure compatibility with the established area character. This may include controlling the scale of development where larger sites have been created through assembly of smaller parcels.

#### Where on Map

 Urban Downtown Transition is shown in all directions around the fringes of Downtown including on the west side of Santa Fe Drive from Hudson Gardens north to Bowles Avenue, the neighborhood on the north side of Downtown (including Littleton Center), several blocks east of the railroad along Littleton Boulevard (including the historic Courthouse, Buck Recreation Center and Vita development), and the Arapahoe Community College campus south of downtown.

#### **URBAN DOWNTOWN MIXED USE**

This designation involves the most intensively developed area of a community in terms of the greatest coverage of sites with building footprints and the least amount of private development area devoted to off-street surface parking and landscaped open space. Instead, most parking is accommodated on-street and/or within public parking areas or structures. This enables most streets and other public spaces to be framed by buildings with zero or minimal front setbacks, creating "architectural enclosure" versus the progressively more open feel in other character areas (Auto Urban, Suburban, etc.). These elements, along with a predominance of mixed uses, make the Urban downtown area the most conducive for pedestrian activity and interaction. Public plazas and pocket parks provide green space amid the Urban environment and a place to gather and host community events, along with periodic street closures. Adding to the appeal of Downtown Littleton are two historic district designations (national and local) and numerous designated sites, including Town Hall and the recently designated Post Office on the National Register of Historic Places.



Primarily Urban character in Downtown Littleton (looking southwest), along with pockets of surface parking.

#### **Primary Land Use Types**

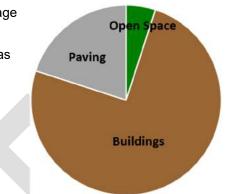
- Mixed uses, on single sites and within individual buildings.
- Residential space above commercial or office uses.
- Detached residential dwellings on relatively small lots.
- Attached residential types (e.g., townhomes, brownstones, apartments, condos, etc.).
- Live/work units.
- · Commercial retail and services.
- Offices.
- Entertainment (e.g., restaurants, pubs, live music venues, theater, cinema, etc.).
- Parking structures and limited public or commercial surface parking areas.

#### Characteristics

- Multi-story structures encouraged (or required) to bolster Urban character, encourage vertical mixed use, promote retail viability, support transit ridership, etc.
- Mostly on-street parking and minimal off-street surface parking (until transition areas around the downtown core give way to auto-oriented site design).
- Streetscape enhancements in public ways given limited area for private on-site landscaping relative to other character areas.
- May exclude some auto-oriented uses that cannot achieve an Urban character (e.g., gas stations, auto repair, drive-in and drive-through uses, etc.).
- Public/institutional uses designed to match the Urban character.
- Alleys and rear-access garages can reinforce Urban character on blocks with attached or detached residential dwellings.
- Often the only place in a community where multi-level parking structures may make sense and be financially viable.

#### Where on Map

• Urban Downtown Mixed Use encompasses the main area of Downtown Littleton, between Santa Fe Drive and the railroad, and from Church Avenue on the south to the vicinities of Powers and Berry avenues on the north.



#### **URBAN DOWNTOWN MAIN STREET**

This designation is a subset of Urban Downtown Mixed Use above, focused on the Main Street core area of Downtown. Nearly all buildings have zero front setbacks and abut the public sidewalk, multi-story buildings frame the street on most blocks, and the walkable street scene is "activated" by varied retail storefronts, restaurants and pubs, cultural venues (e.g., Town Hall Arts Center), historic architecture and properties, coffee and confections, open-air sidewalk seating areas for dining, and streetscape and design treatments in the public realm.

#### **Primary Land Use Types**

Same use range as Urban Downtown Mixed Use above, but with a principal commercial focus and residential uses more likely to occur on upper floors of mixed-used buildings rather than as stand-alone uses.

#### Where on Map

• Urban Downtown Main Street is shown primarily for the frontage properties along Main Street, from Santa Fe Drive to the Sycamore Street and Bega Park vicinity.



Urban Downtown Main Street area (looking east).

# LAND USE QUANTITIES ON MAP

Tallied in **Table 1**, *Future Land Use and Character Allocation*, are the estimated acres within each designation shown on the Future Land Use and Character Map. In more general terms, the map reflects this approximate use split:

- Residential: 45.8%
- Commercial: 11.0%
- Mixed Use: 12.7%
- Park / Open Space / Private Recreation: 30.5%

Then, in terms of major character classes, the split is:

- Estate: 4.7%
- Suburban: 63.5%
- Auto Oriented: 9.3%
- Urban: 3.2%
- Mixed Character: 19.3%

CATEGORY	ACRES	SHARE OF TOTAL
ESTATE RESIDENTIAL	247.0	3.4%
SUBURBAN RESIDENTIAL	2,474.5	33.7%
SUBURBAN RESIDENTIAL ATTACHED	158.7	2.2%
SUBURBAN RESIDENTIAL MULTI-FAMILY	151.3	2.1%
AUTO-ORIENTED RESIDENTIAL	22.2	0.3%
AUTO-ORIENTED RESIDENTIAL ATTACHED	3.0	0.0%
AUTO-ORIENTED RESIDENTIAL MULTI-FAMILY	61.0	0.8%
RESIDENTIAL MIX	120.7	1.6%
MIXED CHARACTER CORE NEIGHBORHOOD	121.1	1.6%
SUBURBAN COMMERCIAL	232.9	3.2%
SUBURBAN BUSINESS PARK	298.3	4.1%
AUTO-ORIENTED COMMERCIAL	276.5	3.8%
CORRIDOR MIXED USE	767.0	10.4%
URBAN DOWNTOWN TRANSITION	110.9	1.5%
URBAN DOWNTOWN MIXED USE	46.9	0.6%
URBAN DOWNTOWN MAIN STREET	9.2	0.1%
PARK	1,527.1	20.8%
OPEN SPACE	684.1	9.3%
PRIVATE RECREATION	28.0	0.4%
TOTAL	7,340.4	100%

#### **TABLE 1: Future Land Use and Character Allocation**

# LEGACY OF PAST PLANNING

- Citywide Plan, 2014
- Three Mile Plan, 2015

# **KEY ISSUES AND CONSIDERATIONS**

- Housing needs (options, cost relative to buyer/renter financial capacity, at different life-cycle stages, age of housing stock and needed upgrades).
- Ongoing parks/trails/open space stewardship.
- Land, water and air quality implications of land use and development choices.
- Transportation network overloads from a largely vehicle-dependent land use pattern.
- Importance of a quality school system to Littleton's success as a community.
- Long-term fiscal outlook for Littleton City government and its link to land use.
- How ongoing change in Littleton may affect the character of neighborhoods, commercial areas, Downtown, high-profile corridors, and parks and open space areas, especially as it relates to a desire to maintain Littleton's "small town" feel.
- · Prospects for Littleton's few remaining areas of undeveloped land, and areas prime for redevelopment.
- Littleton's image and beautification needs, and concern for loss of mountain views.
- · Residents' interest in, and the need to promote, healthy lifestyles.
- Littleton's heritage focus and the need to protect historical and cultural assets.

# FRAMEWORK FOR ACTION

# GOALS

- **GOAL L&C 1:** A land use allocation and pattern that supports and promotes Littleton's pride in, and reputation for, quality neighborhoods and an abundance of parks and preserved open space.
- **GOAL L&C 2:** A sustained focus on the long-term fiscal sustainability of Littleton City government while recognizing the direct connection to the community's land use mix, especially for sales tax revenue needs.
- **GOAL L&C 3:** Ongoing and effective collaboration between land use and transportation planning and implementation to ensure compatibility among decisions and actions taken with respect to each.
- **GOAL L&C 4:** A more attractive community, based on quality design and character of both private development and the public realm.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

**Policy L&C 1:** Emphasize compatible intensities and character when evaluating applications involving more intensive and/or nonresidential development near homes and neighborhoods.

**Policy L&C 2:** Plan for and take actions to ensure the ongoing integrity of its residential neighborhoods, from the oldest established to the newly developed.

**Policy L&C 3:** During development and building permit review processes, focus on the land use context around school campuses to promote a safe and conducive environment for learning and other on-campus activities.

**Policy L&C 4:** Create a regulatory framework for residential development that minimizes obstacles to developing diverse and attainable housing options in Littleton in terms of type, size, and cost to buyers and renters.

**Policy L&C 5:** Create a regulatory framework for nonresidential development that signals the City's interest in attracting target business sectors, needed and compatible revenue-generating uses, and lifestyle and leisure uses that support Littleton's livability and residents' quality of life.

**Policy L&C 6:** Manage land use patterns near Littleton's many parks, trails, greenways, and open spaces to: protect their ecological functions; prevent physical and other impactful encroachments; maintain public access; and preserve their overall quality and value – especially where public green spaces contribute to neighborhood character and enhance business park and other commercial settings.

**Policy L&C 7:** Recognize and promote land use and development decisions that further community objectives for reduced traffic congestion, enhanced walkability and biking opportunities, and expanded and viable public transit options.

**Policy L&C 8:** Promote the aesthetic appeal and beautification of the community through the quality expectations set within the City's Code.

# ACTIONS

#### **Capital Investments**

Action L&C 1: Add criteria to the City's capital improvements planning process to ensure that potential interaction between public investments and land use outcomes or evolution is considered when identifying and prioritizing candidate capital projects.

Action L&C 2: Explore opportunities to link the design and construction of specific capital projects to community beautification objectives.

#### **Programs and Initiatives**

Action L&C 3: Maintain fiscal impact analysis tools, customized to Littleton, for evaluating the potential net benefits to City government of specific land use scenarios and as an essential input to related decision-making.

#### **Regulations and Standards**

Action L&C 4: Complete an all-encompassing and thorough review and update of the City's zoning and related development regulations and standards, particularly to consider ways to address key issues and gaps illuminated by Plan discussions.

Action L&C 5: As part of the City's zoning and code update initiative:

- Add new or amend current provisions that are directly linked to actions in other plan sections related to housing attainability, neighborhood conservation, business retention and attraction, leisure and lifestyle related land uses, transit support, a more pedestrian- and cycling-friendly community, and park and open space protection and considering incentive-based techniques for guiding development applicants toward desired outcomes.
- Pursue a character-based zoning approach, which factors into the stated purposes and design of zoning districts along with various specific regulating elements (e.g., residential densities and nonresidential intensities; minimum lot and site areas; building setback, placement and orientation on sites and associated front/side/rear yard depths; building heights, including in relation to adjacent buildings and uses; lot and site coverage by buildings and other physical improvements; off-street parking quantities, design and screening; etc.).
- Incorporate more effective provisions for buffering between differing character types and land use intensities, and integrate such provisions with overall landscaping, screening and site design standards.
- Consider alternative methods and provisions for promoting and achieving creative land development and redevelopment approaches other than through the traditional "Planned Development" mechanism, which can be excessively time-consuming, costly and unpredictable for the City, development applicants, and neighbors and interested residents.
- Incorporate new or refreshed ways for addressing context-sensitive site planning and subdivision layout, quality site and building design, and community aesthetics during development review processes.

#### **Partnerships and Coordination**

Action L&C 6: Maintain Littleton's leadership and active participation in regional growth and land use planning, through the Denver Regional Council of Governments (DRCOG) and other public/private forums, given the implications for all other aspects of this Plan and the Transportation Master Plan.

Action L&C 7: Continue close coordination with Littleton Public Schools as one of the City's essential partners for community building and maintaining neighborhood integrity.

#### More Targeted Planning / Study

Action L&C 8: As was done through Envision Littleton, continue to coordinate updates of the Comprehensive and Transportation Master plans to ensure ongoing integration of land use and transportation analysis and decision-making.

Action L&C 9: Continue to pursue neighborhood planning within the framework of the City's new Plan.

## **POTENTIAL PARTNERS**

Partners for implementation of plan priorities related to Land Use and Community Character include:

- Neighboring jurisdictions and Arapahoe, Douglas, and Jefferson Counties
- S Area real estate and development community
- Denver Regional Council of Governments
- Nigh Line Canal Conservancy
- Regional Transportation District
- South Metro Housing Options
- SouthPark Owners Association
- South Platte Working Group
- South Suburban Parks and Recreation District
- Tri-County Health Department

# HOUSING AND NEIGHBORHOODS

# HOUSING AND NEIGHBORHOODS

Housing needs, gaps, and challenges in Littleton are central to this Plan. A key component of a city's livability is whether its residents can find suitable and affordable housing options at all stages of life to remain in the community they love. Littleton also must offer quality and sustainable neighborhoods, the elements of which – safe streets, great schools, nearby shopping, and parks and trails, among others – cut across all parts of this Plan.

While the development of new residences and the rehabilitation of older housing occurs primarily through the private sector, municipal government and other public and non-profit partners have essential roles to play. The City and other partners protect residential investments over time, and strong neighborhoods support the local economy and tax base. Having a diverse stock of housing – new and old, big and small, ownership and rental – is crucial for offering choice and providing for the individual needs of all households, regardless of economic conditions.

# LEGACY OF PAST PLANNING

- City of Littleton Neighborhood and Corridor Plans, 2016
- Downtown Neighborhood Plan, 2011
- Littleton Housing Overview, 2013
- City of Littleton Housing Study, 2017
- South Metro Housing Options (SMHO) Annual Public Housing Agency (PHA) Plan, 2017

# **KEY ISSUES AND CONSIDERATIONS**

- Affordability challenges for existing and potential new residents with rising home values and rents relative to income within Littleton and across the Denver region.
- Difficulty of aging in place due to the cost of staying in an existing residence, dispersed support systems, or inability to find other available, affordable housing options to transition into within Littleton, especially for those with assisted living or special care needs.
- Age of housing stock and opportunities for its revitalization, but also challenges for those who cannot afford to maintain or upgrade their homes.
- Concerns over residential density and effects on area character as neighborhoods evolve with new or more intensive housing forms.
- Concern for a potential loss of demographic diversity (by age, race/ethnicity, income level, etc.) driven by unattainable housing choices and/or neighborhood gentrification in Littleton.
- Needed and viable options to reduce homelessness in Littleton and surrounding communities.
- Need for ongoing code compliance in older areas of Littleton.

# FRAMEWORK FOR ACTION

# GOALS

- **GOAL H&N 1:** A quantity and diversity of housing options that makes living in Littleton attainable for a wide range of age groups and income levels.
- **GOAL H&N 2:** Appealing and affordable housing choices for young families wishing to access Littleton's reputable public school system.
- GOAL H&N 3: Neighborhoods that are safe and comfortable for both new and long-term residents.
- **GOAL H&N 4:** Neighborhoods that maintain their character and integrity even as residents come and go over time and as owners reinvest in and upgrade their properties.

GOAL H&N 5: Housing that supports choice in mobility and investments in transportation infrastructure.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

**Policy H&N 1:** Encourage an array of residential options within the city, through both new development and redevelopment, to respond to the need for varied housing types, sizes, and price points that are attainable for prospective owners and renters at all levels of income.

**Policy H&N 2:** In cooperation with public and private partners, consider the entire spectrum of tools for assisting people in attaining their ownership or rental goals, and methods for spurring and guiding the supply side of the market to pursue projects that will address local needs.

**Policy H&N 3:** Ensure that local development regulations and standards, and related permitting processes, do not unreasonably limit desired and compatible housing construction and renovation within the city.

**Policy H&N 4:** Be receptive to mixed-use development proposals that include a residential component, especially where this will support retail viability and transit ridership, place residents near education and local employment options, and provide affordable living options for seniors close to transit, parks, and shopping, medical, and other services.

**Policy H&N 5:** Support development of more assisted living and higher-level care facilities and other affordable residential options intended specifically for those hoping to age in place rather than leave Littleton during life transitions.

**Policy H&N 6:** Consider ways to extend the viable continuation of Littleton's two existing mobile/manufactured home parks along Santa Fe Drive (Wolhurst near County Line Road and Meadowood Village near Brewery Lane) as they provide a valuable and needed housing option.

**Policy H&N 7:** Adopt and apply development regulations and standards to ensure that new and redeveloped residential properties are consistent with the character of their surrounding area.

**Policy H&N 8:** Support the quality and integrity of City neighborhoods by using public investments in streets, infrastructure, parks and trails, pedestrian/bicycle safety measures, regular maintenance practices, and effective code compliance.

**Policy H&N 9:** Ensure that residential developments near parks, trails, and preserved open spaces capitalize on this proximity in terms of access and views, while not overwhelming such resources with excessive or poorly designed access or other detrimental impacts.

**Policy H&N 10:** Monitor both background market trends and direct actions that could cause people to be "priced out" from areas where they have long lived, to determine whether the City should consider actions to mitigate this effect.

# ACTIONS

#### **Capital Investments**

Action H&N 1: Add criteria to the City's capital improvements planning process to include consideration of neighborhood integrity and enhancement when identifying and prioritizing candidate capital projects.

#### **Programs and Initiatives**

Action H&N 2: Convene a Housing Advisory Committee, comprised of residents, real estate and development professionals, and South Metro Housing Options (SMHO) representatives, to focus on the details and logistics of implementing the 2017 Housing Study recommendations, focusing first on the 1-2 year action steps recommended in the study and incorporating the City's anticipated Economic Impact Model in 2020.

**Action H&N 3:** Continue support of Community Development Block Grant (CDBG) funding and examine the potential for leveraging additional financial resources for preservation and development of affordable/mixed-income housing.

Action H&N 4: Maintain an inventory of vacant and/or underutilized residential parcels and assess the potential for specific housing types that further Plan goals and Housing Study recommendations.

Action H&N 5: Examine the potential for acquiring vacant land for future affordable/mixed-income housing, utilizing a land trust model.

Action H&N 6: Explore the potential for developing a rental rehabilitation program to help maintain rental unit affordability and sound physical conditions.

Action H&N 7: In coordination with SMHO, conduct public engagement efforts to improve perceptions of Low-Income Housing Tax Credit developments.

Action H&N 8: Place greater focus on home ownership resources and on advertising home ownership programs with information about available resources and loan programs for first-time home buyers.

Action H&N 9: Continue active code compliance efforts with a focus on measurable results, including producing an annual report on the status of substandard buildings through the Building Board of Appeals.

- Produce educational materials detailing maintenance responsibilities of home owners, and identify resources for those who need assistance in meeting their responsibilities.
- Ensure home owners, tenants and landlords are aware of resources available through various state and federal programs, such as weatherization programs to improve energy efficiency.

**Action H&N 10:** Pursue opportunities to advance Littleton as a lifelong community, including Age-Friendly certification from the American Association of Retired Persons (AARP).

#### **Regulations and Standards**

Action H&N 11: As part of the City's zoning and code update initiative:

- Incorporate a "housing palette" that promotes more diverse housing forms, particularly housing types identified in the 2017 Housing Study as needed in Littleton (e.g., affordable rental units, starter homes, and dwelling types/sizes attractive to seniors and people with disabilities).
- Develop character-based zoning districts and provisions to accommodate more diverse housing forms that are compatible within Suburban Residential character areas.
- Incorporate incentives for affordable housing development.
- Add floodplain areas to the Zoning Map to increase awareness of building restrictions and risk.

Action H&N 12: Seek input from SMHO and real estate/development representatives to ensure that the City's development regulations, standards, and review processes do not unnecessarily or unreasonably hinder affordable housing development.

#### Partnerships and Coordination

Action H&N 13: Continue active dialogue and coordination with SMHO, particularly as the agency adjusts its housing portfolio within Littleton.

Action H&N 14: Maintain relationships with local and regional real estate/development representatives, and with economic development entities that recognize housing attainability as critical to community success, public school system viability, and the fiscal sustainability of local government.

Action H&N 15: Work with local and regional not-for-profit groups, such as Habitat for Humanity Metro Denver, to increase the supply of affordable housing.

# **POTENTIAL PARTNERS**

Partners for implementation of plan priorities related to Housing and Neighborhoods include: Neighboring jurisdictions and Arapahoe,

- Douglas, and Jefferson Counties
- S Area real estate and development community
- Scolorado Center for the Blind
- <u>Network</u> Denver Regional Council of Governments
- Netro Denver
- Nigh Line Canal Conservancy
- Littleton Public Schools
- Regional Transportation District
- South Metro Denver Realtors Association
- South Metro Housing Options
- South Platte Working Group
- South Suburban Parks and Recreation District
- Tri-County Health Department

#### More Targeted Planning / Study

Action H&N 16: Periodically update the 2017 Housing Study, particularly to incorporate newer data on demographic and housing market trends, locally and across the region, and to revisit recommended strategies and their relative priority and timing.

# TRANSPORTATION



# TRANSPORTATION

Envision Littleton involved concurrent preparation of a new Comprehensive Plan and the City's first-ever Transportation Master Plan (TMP). The two plans were synchronized through joint community and leadership engagement processes involving City Council, Planning Commission, other City boards/commissions, a Project Management Team with City staff and consultant representatives for both plans, and extensive interaction with residents and other stakeholders across the city. During each Envision Littleton phase, inputs to the Comprehensive Plan and the Transportation Master Plan were coordinated to ensure an integrated set of policies and priorities, along with ongoing discussion of the evolving draft Future Land Use and Character map.

As of August 2019, this coordination continues as initial drafts of both plans are released for community review and comment. As the plans are finalized over the next few months, summaries and pertinent information from each plan will be incorporated into the other, as appropriate, to complete the plan integration effort. In the meantime, the policy statements below from the draft TMP are included in this Comprehensive Plan review draft:

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

Policy TMP 1: Focus on developing safe, well-connected, and comfortable networks to serve all travel modes.

**Policy TMP 2:** Advance regional partnerships to build consensus and leverage funding toward significant transportation projects.

Policy TMP 3: Provide automobile Level of Service E or better on all streets.

Policy TMP 4: Prioritize transportation projects that lead to operations and safety improvements.

Policy TMP 5: Prioritize pedestrians throughout the city.

Policy TMP 6: Prioritize the safety of vulnerable user groups on streets and trails.

Policy TMP 7: Support connections to employment, retail, and entertainment/recreation opportunities via transit.

# INFRASTRUCTURE AND SERVICES

# **INFRASTRUCTURE AND SERVICES**

Littleton must prepare for, and have the capacity to meet, the service demands of current residents plus future new development and redevelopment. As with other mature cities, Littleton has a full slate of aging infrastructure and public facility needs to address. Infrastructure and services are essential to secure investor interest and assurance to undertake private projects in Littleton. Likewise, the City depends on an adequate tax base from business activity and private property improvements to fund essential capital projects and ongoing maintenance.

Capital investments in public infrastructure such as utilities and streets can signal desired locations for growth, help maintain a high quality of life for residents, and create a framework for desired land development and revitalization. Meanwhile, local development regulations govern subdivision and re-platting activity, provide for the appropriate use of land through zoning, and set minimum standards for the nature and quality of development. The City can employ financing and special district mechanisms that advance the community's economic development and growth management objectives while supporting beneficial private development and reinvestment. Finally, effective oversight and management of ongoing growth and revitalization depends on solid partnerships with other key public agencies, including County government, Littleton Public Schools, South Platte Water Renewal Partners, and South Metro Fire Rescue, among others.

# LEGACY OF PAST PLANNING

- Arapahoe County, CO Multi-Hazard Mitigation Plan 2015-2022
- Various Floodplain Hazard Area Delineation Studies (Mile High Flood District, formerly known as Urban Drainage and Flood Control District, and City of Littleton), various years.
- Federal Emergency Management Agency Flood Insurance Studies and Flood Insurance Maps, various dates
- Collections Division Tactical Action Plan (Brown and Caldwell), 2016

# **KEY ISSUES AND CONSIDERATIONS**

- Capacity of City government to maintain levels of service and support needed for economic development and revitalization.
- Financial implications for the City given its streets, utility infrastructure, and City-owned public facilities that are in need of repair and ongoing maintenance.
- Water pressure in older areas of the city.
- Extent of existing homes and businesses located within floodplains (as many areas of Littleton were developed prior to federal floodplain mapping), which can complicate redevelopment and building upgrades.
- Ensuring effective partnerships with other entities that provide public services essential to Littleton's livability and resident satisfaction (e.g., schools, parks/trails, fire, etc.).
- Crime trends and adequate levels of community policing.

# FRAMEWORK FOR ACTION

# GOALS

- **GOAL I&S 1:** Well-maintained water, wastewater, and storm drainage infrastructure that serves the needs of Littleton residents and businesses while minimizing adverse impacts on the environment.
- **GOAL I&S 2:** Consistent budget and community support of a well-staffed, trained, and equipped police force to ensure a safe and secure city.
- **GOAL I&S 3:** A continuing commitment to periodic assessment, and ongoing maintenance, of public facilities that are essential to Littleton's livability and accommodation of visitors.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

**Policy I&S 1:** Commit to a robust program of capital improvements year to year, as its financial means allow, while avoiding a deferred maintenance approach when resources are limited.

• Avoid unmet needs accumulating and becoming more costly.

**Policy I&S 2:** Remain an active and reliable partner in interlocal and interagency approaches to oversight and operation of essential infrastructure, and public facilities and services, including with South Platte Water Renewal Partners, Denver Water, and South Metro Fire Rescue, among others.

**Policy I&S 3:** Link capital improvements planning and project prioritization to the City's economic development agenda and tax base needs, especially where public infrastructure investments will leverage complementary private investment in support of this Plan and other adopted City plans.

Policy I&S 4: Be a prepared and resilient community.

- Ensure that City infrastructure, City-owned buildings, and public safety services can withstand and recover quickly from the effects of severe weather and natural hazards.
- Ensure that growth and development are managed to reduce risk and recover from natural disasters.

**Policy I&S 5:** Pursue multi-objective drainage design solutions, where appropriate, that integrate open space, recreational, and aesthetic considerations while maintaining public safety.

**Policy I&S 6:** Be a leader among Colorado cities in managing and maintaining public infrastructure and facilities, and in learning about and adopting best practices, green infrastructure, and new technologies.

# ACTIONS

#### Capital Investments

Action I&S 1: Continue ongoing infrastructure maintenance, rehabilitation efforts, and upgrades through the City's capital projects planning and budgeting process.

Action I&S 2: Utilize the results of recent asset management planning efforts and the Impact Fee Update study to refine facility maintenance and improvement priorities, determine funding needs, and identify potential sources of funding.

#### **Programs and Initiatives**

Action I&S 3: Continue adequate funding to maintain high-quality police services in line with continued population growth and development and other indicators of policing coverage, response time, and service level.

Action I&S 4: Continue the City's participation in the Community Rating System under the National Flood Insurance Program, particularly for the potential benefits for resident and business insurance premium costs.

Action I&S 5: Expand outreach to owners of residential and commercial properties who may not be aware of their property's floodplain mapping status and flooding risk, and of their flood insurance options.

- Raise awareness and provide educational resources on how a property's flood zone classification can limit renovation and improvements to existing structures, and after a damaging storm, could restrict reconstruction of structures deemed substantially damaged or otherwise limit redevelopment in such areas.
- This is especially crucial for some of the city's oldest and currently most affordable neighborhoods (e.g., northeast Littleton), where property improvements and public or private redevelopment efforts could be hindered.

#### **Regulations and Standards**

Action I&S 6: As part of the City's zoning and code update initiative, evaluate the potential for integrating any new or adjusted hazard mitigation considerations related to development in floodplains or other hazard areas.

#### Partnerships and Coordination

Action I&S 7: Develop a collaborative process for emergency responders to review plans, new or updated regulations, and significant development proposals for any impacts to emergency response.

Action I&S 8: Continue partnership with Mile High Flood District (formerly known as Urban Drainage and Flood Control District) to leverage funds for major drainageway improvements and maintenance.

Action I&S 9: Participate in and support High Line Canal Conservancy efforts to convert the canal to storm water infrastructure.

Action I&S 10: Continue to demonstrate municipal leadership in partnerships with South Platte Water Renewal Partners, Denver Water, and South Metro Fire Rescue, among others.

#### More Targeted Planning / Study

### **POTENTIAL PARTNERS**

Partners for implementation of plan priorities related to Infrastructure and Services include: Neighboring jurisdictions and Arapahoe.

- Douglas, and Jefferson Counties
- Denver Water
- Mile High Flood District (formerly known as Urban Drainage and Flood Control District)
- South Metro Fire Rescue
- South Platte Water Renewal Partners
- Urban Drainage and Flood Control District
   Xcel Energy

Action I&S 11: Continue asset management planning on all components of City infrastructure.

Action I&S 12: Prepare and regularly update master plans for City infrastructure systems, the findings and recommendations of which are an essential input to capital improvements planning and any related grant pursuits to leverage local dollars.

Action I&S 13: Study the storm and sewer fee structure to determine if any changes are needed to support infrastructure investment.

Action I&S 14: Assess potential priority areas for purchasing flood-prone properties as opportunities arise, and the estimated costs to the City for such acquisitions.

Action I&S 15: Continue to participate in updates to the county-level Multi-Hazard Mitigation Plans.

Action I&S 16: Create updated master plans for Bemis Library and Littleton Museum collaboratively with the Library Advisory and Museum Boards.

# ECONOMY AND TAX BASE

# **ECONOMY AND TAX BASE**

Continued economic opportunity and prosperity in Littleton will bolster the community's tax base to support quality public services and amenities. The City's development strategies and implementation tools must be nimble and flexible enough to respond to a dynamic economic climate at the local, regional, and national levels. Successful economic development also requires a focus on quality of place, capitalizing on Littleton's special character and unique identity to attract and retain businesses and draw visitors to the community.

# LEGACY OF PAST PLANNING

- City of Littleton Economic Plan, 2013
- City of Littleton Annual Economic Development Report, 2018

# **KEY ISSUES AND CONSIDERATIONS**

- The long-term fiscal sustainability of the City of Littleton.
- The tax base implications from conversion of existing commercial properties to residential use.
- Increased cost of living and tax implications for residents, and return on residential and business investments in Littleton.
- Vacant and inadequately maintained retail centers and spaces and the adverse effect on Littleton's image and investor interest.
- Concern about loss of small, independent businesses.
- Challenges to redevelopment in Littleton, especially involving older vacant and underutilized commercial sites.
- Whether Littleton is positioned for and can attract "Class A" (high quality) office development, which is a minimal share of its current land use pattern.
- Desire for additional visitor lodging options.

# FRAMEWORK FOR ACTION

# GOALS

- **GOAL E&T 1:** A focus on the tax base enhancement needs of Littleton City government to continue meeting the public service expectations of its residents, businesses, and institutions.
- **GOAL E&T 2:** Continued nurturing of key employment sectors and target industries that expand local job opportunities and contribute to better incomes for those who live and/or work in Littleton.
- **GOAL E&T 3:** Revitalized commercial centers and areas that alleviate obsolete conditions and vacant sites and that meet the contemporary shopping and service needs of Littleton residents and visitors.
- GOAL E&T 4: Continued provision of resources and services that help businesses develop and grow.
- **GOAL E&T 5:** A commitment to education at all levels that meets the workforce needs of area businesses and ensures lifelong learning and skills acquisition opportunities for residents and visitors.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

**Policy E&T 1:** Maintain City official and public awareness of the financial challenges the City faces in meeting the high, and increasingly costly, public service expectations of a largely residential community.

**Policy E&T 2:** Seek opportunities to enhance the City's tax base and diversify revenue sources in ways that are compatible and consistent with Littleton's unique character while also providing relief from the tax burden residents bear.

**Policy E&T 3:** Assess the fiscal implications, property by property, when existing nonresidential sites are proposed for residential use.

• Recognize that some properties are no longer viable for commercial use and/or may provide more net benefit to the community by converting to residential development that brings added disposable income to support Littleton's retail sector.

**Policy E&T 4:** Support and complete planning to better understand Littleton's economic position in the Denver region (as both city and region evolve).

Identify the strengths the City should capitalize on and which liabilities it needs to overcome, which industry sectors
offer the best prospects for attracting new businesses, and what strategies will be most impactful as Littleton
pursues its economic development objectives.

Policy E&T 5: Continue to promote, and work to retain, its existing and distinctive local businesses.

• Remain cognizant of how they can be affected by larger chain and franchise establishments and the changing retail environment.

**Policy E&T 6:** Consider all tools and strategies for reviving vacant and underutilized commercial properties before they deteriorate while building public consensus for determining which methods Littleton should pursue.

**Policy E&T 7:** Periodically re-assess the array of economic development tools, techniques, and financing methods available through federal agencies and State of Colorado legislation and programs.

 Determine which tools and techniques are appropriate for Littleton and are supported by City officials and the public.

**Policy E&T 8:** Monitor and adjust local government processes and activities that hinder desired development and redevelopment.

• Ensure that development proposals are consistent with adopted City policies and regulations and can be accommodated with adequate public infrastructure and services.

**Policy E&T 9:** Foster a "community of learning" in which quality primary and secondary education, vocational and higher education, and lifelong continuing education are valued and accessible to Littleton residents.

# ACTIONS

#### **Capital Investments**

Action E&T 1: Continue funding for the revitalization incentive grant program.

#### Programs and Initiatives

Action E&T 2: Continue successful business resource services provided by the Economic Development and Business Services Department including support for entrepreneurs and start-ups.

Action E&T 3: Pursue ways to diversify City revenue sources to decrease reliance on sales tax revenue.

Action E&T 4: Monitor the changing retail environment, and support the revitalization of underperforming retail centers to meet market demands and address City revenue needs.

Action E&T 5: Explore further ways to promote the creative economy and innovation within Littleton.

Action E&T 6: Examine potential adoption of incentives for business investments that would advance community goals expressed in the Plan and other adopted City plans (e.g., tax increment financing, sales tax sharing, permit fee abatement, etc.).

Action E&T 7: Continue to pursue fiber/broadband technology investments and upgrades with public and private partners.

Action E&T 8: Continue to monitor state legislation affecting economic development best practices and tools for Colorado municipalities.

#### **Regulations and Standards**

Action E&T 9: As part of the City's zoning and code update initiative, create a new zoning district and associated standards for accommodating mixed-use development.

#### Partnerships and Coordination

Action E&T 10: Continue active participation in regional economic development organizations to advance Littleton's interests.

Action E&T 11: Continue to foster relationships with and support local economic development organizations including the recently established Littleton Business Chamber.

Action E&T 12: Continue to strengthen and grow partnerships with education and workforce training providers, including Littleton Public Schools, Arapahoe Community College, medical institutions and others.

Action E&T 13: Continue to engage property owners and developers, keeping abreast of their plans and desires for their property.

Action E&T 14: Utilize the City's newly established Next Generation Advisory Committee as a sounding board for economic development priorities and potential strategies amid Littleton's evolving demographic and economic environment.

#### More Targeted Planning / Study

Action E&T 15: Prepare a full Economic Development Plan, building upon the 2013 Economic Plan, to identify tools and strategies that will attract, retain and grow businesses in Littleton and guide the development of vacant land, infill development and redevelopment, and revitalization of key roadway corridors.

# **POTENTIAL PARTNERS**

Partners for implementation of plan priorities related to Economy and Tax Base include: Neighboring jurisdictions and Arapahoe,

- Douglas, and Jefferson Counties
- Arapahoe Community College
- Arapahoe/Douglas WORKS!
- Aspen Grove
- S Area real estate and development community
- Denver Regional Council of Governments
- Denver South Economic Development Partnership
- Historic Downtown Littleton Merchants Association
- Littleton Business Chamber
- Littleton Optimists Club
- S Littleton Public Schools
- Littleton Rotary Club
- Metro Denver Economic Development Corporation
- Regional Transportation District
- South Metro Denver Chamber of Commerce
- SouthPark Owners Association

Action E&T 16: Pursue a strategic marketing plan based on identified assets to help attract targeted new businesses to Littleton.

# RECREATION, HERITAGE, AND TOURISM

# **RECREATION, HERITAGE, AND TOURISM**

Parks, open space, and recreation facilities are an essential part of a healthy and sustainable community. They offer relaxation and exercise outside of the home, work, and school. Much like streets, utilities, and police and fire protection, parks, greenways, and trails are integral parts of municipalities – and often among the public services most valued by residents. With its unique history and architectural heritage, appreciation for the arts, abundant green and open spaces, and many community events year-round, Littleton offers an array of amenities that appeal to residents and visitors. All aspects of the Plan shape the livability of Littleton, but this section especially reinforces the quality of life its residents enjoy.

# LEGACY OF PAST PLANNING

- City of Littleton Parks, Recreation, and Trails Master Plan, 2016
- South Platte Park Management Plan, 2017
- South Platte River Corridor Vision, Arapahoe County, 2013
- South Suburban Parks and Recreation Master Plan, 2017
- High Line Canal Vision Plan, 2017
- High Line Canal Framework Plan, 2019

# **KEY ISSUES AND CONSIDERATIONS**

- Threats to Littleton's historic legacy and architectural heritage, whether due to economic development pressure or the extent to which Littleton uses preservation methods and tools.
- Concern over development encroachment, both physical and visual, on Littleton's preserved green and open spaces, and desire for greater emphasis on the continuity and potential enlargement of linear greenway segments within the community.
- The need for more effective collaboration with partner entities that have responsibility for managing and enhancing elements of Littleton's park and open space inventory (e.g., South Suburban Parks and Recreation District, High Line Canal Conservancy, etc.), and with the volunteers and entities that make Littleton's event-filled calendar possible.
- Convenient and safe public access to parks, trails, and greenways within the city, especially where potential users are separated from these resources by major roadways and other physical barriers.
- Ongoing appreciation and promotion of Littleton Museum and Bemis Library as special public assets.
- Littleton's tourism appeal and its approach to accommodating visitors for leisure and business.

# FRAMEWORK FOR ACTION

# GOALS

- **GOAL RHT 1:** Preserved and enhanced public green spaces that provide access to nature, widespread opportunities for recreation and play close to home, and continuous greenway connections within and through the city.
- **GOAL RHT 2:** Continued protection and promotion of Littleton's heritage, especially where it is tangibly visible in historic architecture, designated districts and landmarks, and distinctive neighborhoods and buildings.
- **GOAL RHT 3:** A healthy community with convenient access to recreational facilities and programming, outdoor fitness activities, and quality nutrition options.
- **GOAL RHT 4:** A vibrant city for both residents and visitors, enlivened by an active downtown, an array of cultural and entertainment options both indoor and outdoor, and popular community events and festivals throughout the year.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

**Policy RHT 1:** Maintain close and mutually beneficial relationships with the South Suburban Parks and Recreation District, High Line Canal Conservancy, Hudson Gardens, and other key partners that enable Littleton residents and visitors to enjoy a large quantity of high quality recreational assets and public open space.

Policy RHT 2: Continue to build consensus on measures the City should consider and implement to:

- · Preserve more areas and structures with historic character, and
- Protect designated and potential new historic districts and landmarks.

**Policy RHT 3:** Prioritize public safety, including safe access to and from parks and other public spaces, and personal security while enjoying parks, trails, and community events.

**Policy RHT 4:** Incorporate guidance and incentives into the City's zoning and subdivision regulations that will achieve better design and integration of green and open spaces on private development sites with those nearby on public lands, and sensitive design approaches on sites with, or adjacent to, historic structures and areas.

**Policy RHT 5:** Continue to plan for, and budget, adequate resources to maintain Bemis Library and Littleton Museum as premier public facilities for the enjoyment of both residents and visitors.

**Policy RHT 6:** Regularly evaluate the appropriate and most effective methods the City can use for devoting resources and support to cultural arts and community events programming.

Policy RHT 7: Be sensitive to the perspective and needs of visitors to Littleton.

• Develop awareness of the various ways visitors travel to and move about the community; how they experience popular locations and events; what they tell others about their experience; and what factors determine how much time and money they spend locally.

## **ACTIONS**

#### **Capital Investments**

Action RHT 1: Utilize the project funding prioritization methodology recommended by the Open Space and Parks Task Force to maximize the leveraging of available funding and advance park, trail and open space projects that address objectives of the City and its multiple partners (e.g., South Suburban Parks and Recreation District, Arapahoe County, High Line Canal Conservancy, Hudson Gardens, South Platte Working Group, Trust for Public Land, etc.).

#### Programs and Initiatives

Action RHT 2: Develop an organizational structure within the City for handling park-related issues, collaboration, public inquiries and funding pursuits as detailed in the 2016 Parks, Recreation and Trails Master Plan.

Action RHT 3: Improve access to parks and recreation information and increase City communication (website, social media, etc.) to promote awareness of plans, policies, facilities and programming at recreational sites, including those of South Suburban Parks and Recreation, Hudson Gardens, and others.

Action RHT 4: Track visitor utilization of recreation facilities, sites, and other types of Littleton amenities, and monitor changing local, state, and national tourism trends.

Action RHT 5: Continue to promote awareness and appreciation of Littleton's cultural heritage and historic assets through Historic Preservation Board activities and events, together with local, regional, and state partners.

#### **Regulations and Standards**

Action RHT 6: Evaluate the potential for dedicated park and recreation funding through impact fees, in lieu of land contributions or other fees, as detailed in the 2016 Parks, Recreation and Trails Master Plan.

Action RHT 7: Through the Historic Preservation Board and other forums, continue to build consensus on measures the City should consider and implement – regulatory and/or otherwise – for preserving more areas and structures with distinctive historic value and character, along with ongoing protection of previously designated places and identification of potential new historic districts and landmarks.

#### Partnerships and Coordination

Action RHT 8: Continue and enhance collaboration and partnerships with the many agencies, organizations and non-profits that provide and/or advocate for recreation, open space and other amenities in Littleton.

Action RHT 9: Promote the wellness of residents by collaborating with the Tri-County Health Department, other health advocacy and resource organizations and non-profits, Littleton Public Schools, and other partners, and market Littleton's many parks and recreation offerings as essential elements of an active lifestyle.

Action RHT 10: Continue to identify and collaboratively pursue methods to address missing links in the existing local and regional trail systems to improve access and connectivity to jobs, education, fresh food, and health care, among others.

• Improving High Line Canal Trail connections at Broadway is identified as one of seven transformation projects in the High Line Canal Conservancy Framework Plan.

# **POTENTIAL PARTNERS**

Partners for implementation of plan priorities related to Recreation, Heritage, and Tourism include:

- Neighboring jurisdictions and Arapahoe, Douglas, and Jefferson Counties
- S Aspen Grove
- Scolorado Tourism Office
- Denver Regional Council of Governments
- Nigh Line Canal Conservancy
- Nudson Gardens
- Littleton Public Schools
- Scientific and Cultural Facilities District
- South Platte Working Group
- South Suburban Parks and Recreation District
- Tri-County Health Department

Action RHT 11: Work with partners to promote multi-use trail etiquette, safety and education.

Action RHT 12: Engage volunteers and leverage their involvement to increase awareness, education, and use of park and recreation amenities.

Action RHT 13: Improve coordination of signage and wayfinding at parks, recreation sites, trails, and open space areas, and also within residential neighborhoods and commercial areas.

Action RHT 14: Continue to emphasize regional collaboration as the best means for enhancing the South Platte River corridor as both an environmental and community amenity.

#### More Targeted Planning / Study

Action RHT 15: Build on planning efforts for the South Platte River Corridor to clarify and integrate goals for this key community asset involving economics, aesthetics, recreation, and the environment.

Action RHT 16: Complete regular updates to the Parks, Recreation and Trails Master Plan, highlight implementation progress and successes – especially through partnership efforts, and continue to communicate Littleton's park, recreation and open space priorities to funding partners.

Action RHT 17: Lay the groundwork for preparing a holistic historic preservation plan and strategy for ongoing preservation efforts in Littleton, involving broad community engagement to gauge resident, property owner and stakeholder sentiment on the methods and extent to which the City should utilize available preservation tools.

• Use the City's initiatives to update its zoning and development regulations and pursue further downtown-focused planning as precursors to a historic preservation plan.

# **ENVIRONMENT**

# **ENVIRONMENT**

The quality of land, water, and air resources is essential to the character and livability of a community, especially within a highly populated, and relatively intensively developed, metropolitan area. Environmental systems and ecological functions operate at regional and even global scales beyond the control or influence of just one city. Individuals, groups, and governments have a responsibility to appreciate and assess their respective contributions, both positive and negative, to a shared natural environment. To be responsible stewards they must determine how best to integrate such considerations into their planning and decision-making processes.

All the other Plan elements tie to the environment, whether in terms of how land is managed through municipal planning and development regulation; how residents are housed and the design of their neighborhoods; how people travel; how basic water, sanitation, waste disposal, and storm drainage needs are met; how residents and visitors access and enjoy the outdoors and other leisure activities; and how certain areas of the community are given particular planning attention, because of the natural resources they depend on. Consideration of prudent resource conservation practices requires a holistic view of the community and how it interacts with, benefits from, and manages the integrity of its natural "infrastructure."

# LEGACY OF PAST PLANNING

- City of Littleton Renewal Municipal Separate Storm Sewer (MS4) State of Colorado Permit #090055 Program Description Document (PDD), 2018
- Water Quality Report, Denver Water, 2018
- Denver Regional Council of Governments (DRCOG) CO and PM10 Conformity Determination, 2017 Amendments
- DRCOG Denver Southern Subarea 8-Hour Ozone Conformity Determination, 2017 Amendments

# **KEY ISSUES AND CONSIDERATIONS**

- Long-term sustainability of land, water, and air resources.
- Concern for water quantity and quality within the South Platte River and other local waterbodies and waterways.
- Challenges to maintaining the look and feel of the High Line Canal corridor given changes in area water management, loss of trees along the canal, and other adverse factors.
- Accommodating wildlife within a city of Littleton's size and human footprint on the landscape.
- Maintaining Littleton's mature tree canopy over time, on both public and private lands.
- Concern over loss of open and green spaces that have preserved a semi-rural atmosphere, maintained mountain views, and contributed to a Suburban character across portions of the community.
- More noticeable noise levels.
- Desire for an improved and integrated approach to solid waste management and waste reduction, including enhanced recycling and composting.

# FRAMEWORK FOR ACTION

# GOALS

- GOAL ENV 1: Appreciation of, and respect for, the land, air, and water resources within Littleton's jurisdiction.
- **GOAL ENV 2:** Recognition of Littleton's role in contributing to clean water and healthy air across the Denver metropolitan region.
- **GOAL ENV 3:** Public education and tangible actions to ensure efficient use and conservation of Littleton's water resources.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

**Policy ENV 1:** Maintain as a core community priority the protection and enhancement of the South Platte River within Littleton.

• This includes its water quality, the greenways and trails that frame and buffer it, the type and sensitive design of development that occurs in close proximity, and well-managed access for public enjoyment.

**Policy ENV 2:** Be a committed partner, with state and regional agencies, organizations, and other area cities, in planning and executing programs and public education that will improve regional air quality and satisfy Clean Air Act targets and requirements.

**Policy ENV 3:** Continue to be a leader in promoting and incentivizing wise water use, water-saving measures, and water conservation and re-use.

• Monitor Colorado's long-term water outlook together with the entire metropolitan area.

**Policy ENV 4:** Apply its stewardship ethic enthusiastically in collaboration with other public agencies, private interests, and the non-profit sector, to ensure that the City's public open space inventory remains a defining and well-managed facet of Littleton.

**Policy ENV 5:** Include habitat protection among its community planning considerations, recognizing that wildlife presence and movement within the city is a continuing reality and part of its appeal.

**Policy ENV 6:** Monitor all forms of noise pollution, and ensure responsive methods for limiting and abating excessive noise levels, especially where it affects enjoyment of parks, trails, and public open space areas.

**Policy ENV 7:** Continue to explore viable and cost-effective ways to assist Littleton residents and businesses in reducing their solid waste generation, and to offer expanded recycling options.

**Policy ENV 8:** Consider reasonable and equitable means for protecting Front Range views when evaluating proposals for new development and redevelopment.

**Policy ENV 9:** Encourage energy efficiency and other "green" building practices, including adaptive reuse whenever possible.

# ACTIONS

#### **Capital Investments**

Action ENV 1: As recommended by the Open Space and Parks Task Force, budget funds for land purchase opportunities and respond to new opportunities that may arise for open space preservation in service of preserving floodplains and drainage lands.

#### Programs and Initiatives

Action ENV 2: Utilize best management practices for City-maintained open spaces and facilities, such as efficient mowing, xeriscape (i.e., low-water, low-maintenance, and native plantings), reduced pesticide use, and energy and water conservation.

Action ENV 3: Keep abreast of water conservation best management practices and promote wise water use throughout the community, including through related grant opportunities.

Action ENV 4: Evaluate the potential to expand recycling and composting availability for Littleton residents, businesses and institutions.

Action ENV 5: Leverage the South Platte Volunteer program to advance environmental stewardship education.

Action ENV 6: Evaluate opportunities to manage storm water through green infrastructure methods on all City-owned properties.

• The High Line Canal Conservancy's "Canal Stormwater Transformation and Enhancement Project" seeks to manage storm water naturally, providing multiple benefits.

#### **Regulations and Standards**

Action ENV 7: Continue to refine and update the City's municipal code, zoning, subdivision regulations, and engineering standards to ensure that storm water management, grading and erosion control, and post-construction pollution prevention measures reflect best management practices.

Action ENV 8: Update the City's zoning and subdivision regulations so that landscaping requirements reflect best management practices for plant and tree selection, irrigation design, and xeriscaping.

Action ENV 9: As part of the City's zoning and code update initiative, evaluate the potential for:

- Integrating view protections more prominently within the development regulations.
- Promoting and potentially incentivizing Low Impact Development (LID) strategies, tools and techniques.
- Developing tree canopy protection provisions and updated landscaping standards.

#### **Partnerships and Coordination**

Action ENV 10: Continue and enhance partnerships with local and regional organizations advancing air quality objectives and actions.

Action ENV 11: Collaborate with the South Suburban Parks and Recreation District and other partners to continue to prioritize active habitat, vegetation, wildlife, water resource, and visitor management measures for South Platte Park as detailed in the South Platte Park Management Plan.

#### More Targeted Planning / Study

Action ENV 12: As recommended in the 2013 South Platte River Corridor Vision, work with partners to pursue the following studies:

- South Platte corridor water quality opportunities study.
- South Platte corridor-wide habitat study.
- South Platte fishing management plan.

# **POTENTIAL PARTNERS**

Partners for implementation of plan priorities related to the Environment include:

- Neighboring jurisdictions and Arapahoe, Douglas, and Jefferson Counties
- Chatfield Watershed Authority
- Colorado Department of Public Health and Environment Colorado Stormwater Council
- Colorado Open Lands
- Scolorado Parks and Wildlife
- Scolorado Preservation, Inc.
- Scolorado Water Conservation Board
- Denver Regional Air Quality Council
- Denver Regional Council of Governments
- Denver Water
- Nigh Line Canal Conservancy
- Nistoric Littleton, Inc.
- Nudson Gardens
- S Littleton Public Schools
- South Metro Land Conservancy
- South Platte River Metro Roundtable
- South Platte Working Group
- South Suburban Parks and Recreation District
- State Historic Preservation Office
- Tri-County Health Department
- SUS Army Corps of Engineers (USACE)

# SPECIAL AREAS AND DESIGN

### SPECIAL AREAS AND DESIGN

Through the initial 2018 vision phase of Envision Littleton, specific areas of the city were confirmed as highly valued by both residents and visitors. In particular, these include Downtown and the South Platte River corridor and its associated greenways. Other areas have received special attention for many years, especially Littleton Boulevard because of its emergence as a community gathering place during a period when Downtown was less of a draw. The Boulevard's collection of post-World War II commercial buildings designed in a Modernist style also sets Littleton Boulevard to its Range cities (with Colorado Preservation, Inc., adding the 1949-1967 Mid-Century Buildings of Littleton Boulevard to its Most Endangered Places list in 2014, citing potential threats from development and demolition, and stating, "These buildings are integral to interpreting the automobile movement of the 1950s in Littleton.").

Additionally, this Plan and the concurrent Transportation Master Plan have placed significant focus on other major roadway corridors that help to define Littleton's physical layout. These corridors are crucial to future land use and traffic circulation within the community, and to its economic development and housing needs. These key corridors are delineated on the Future Land Use and Character Map and include Belleview Avenue, Santa Fe Drive, Broadway, and Mineral Avenue.

This section builds on issues, goals, policies, and actions in earlier Plan sections that are relevant to the areas mentioned above, while adding further specifics within this section. As illustrated by the Legacy of Past Planning listing below, Littleton has other areas that have also merited special planning attention over the years, involving considerations such as historic preservation, transit-oriented development potential, commercial area and corridor revitalization, urban design, and neighborhood-focused planning, among others.

# LEGACY OF PAST PLANNING

- Belleview Avenue Corridor Vision, 2018
- Neighborhood and Corridor Plans, 2016
- Broadway Corridor Study, 1998
- Littleton Boulevard Corridor Study, 2002
- Commercial Modernism in the Greater West Littleton Boulevard Corridor 1950-1980, 2018
- Historic Context of Littleton, Colorado 1949-1967, 2008
- Mineral Station Framework, 2018
- Mineral Station Area Urban Land Institute Technical Advisory Final, 2014
- Mineral Station Urban Land Institute Advisory Services Report, 2006
- Arapaho Hills National Historic District Voluntary Design Guidelines, 2016
- Downtown Littleton Design Standards, 2018
- Downtown Littleton Historic Preservation Design Guidelines, 2011
- Louthan Heights Historic District Design Guidelines, 2017
- South Platte River Corridor Development Design Guidelines, 2000
- South Platte River Corridor Vision Plan, 1999

# **KEY ISSUES AND CONSIDERATIONS**

• What is next for a renewed and active Downtown Littleton given real and perceived challenges involving parking, housing turnover and affordability, retail mix and viability, and concerns about the scale and intensity of some recent redevelopment activity.

- Opportunity for a more vibrant and walkable Littleton Boulevard corridor without sacrificing its "hometown" appeal and historic assets.
- Desire to move beyond multiple South Platte River planning initiatives of the past, with limited implementation results to show, to establish a consensus vision that leads to tangible actions involving both resource protection and future riveroriented development.
- The urgent need to document community preferences and expectations for the future function, design and appearance
  of Santa Fe Drive as an essential framework for pending Colorado Department of Transportation studies that will delve
  into these very roadway corridor considerations.
- Spurring revitalization at and around the former Columbine Square retail site.
- The land use/transportation outlook for Broadway, especially if it continues to advance as a priority corridor in the Regional Transportation District's Regional Bus Rapid Transit (BRT) Feasibility Study.
- The importance of Mineral Avenue as a gateway to the distinctive SouthPark area, which is both a leading economic
  asset and a location for varied, attractive housing options all within a Suburban character setting, and near rail transit.

# FRAMEWORK FOR ACTION

#### GOALS

- **GOAL 1:** A downtown that continues to serve the entire community as a civic, historic, cultural, and economic focal point while becoming even more welcoming and accessible for residents and visitors.
- **GOAL 2:** A future Littleton Boulevard that accommodates more community-serving businesses and nearby attainable housing options amid a walkable setting of authentic neighborhoods and historic architecture.
- **GOAL 3:** An ecologically sound and exceptionally attractive South Platte River corridor, framed by sensitively planned land uses, that continues to anchor the entire community's trail and open space networks.
- **GOAL 4:** Roadway corridors that fulfill their primary transportation functions for drivers, pedestrians, cyclists, and public transit while advancing the community's economic development, housing, and aesthetic interests.

#### POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

- 1. Amid the many competing priorities of municipal government, pursue new special area planning efforts only where there is commitment, including committed funding and other resources, to follow through on the resulting action agenda.
- 2. Evaluate investment and revitalization opportunities in special planning areas always with an eye toward Littleton's guiding principles of being Anchored, Authentic, Connected, Active, and Engaged, and the community character framework established in the Land Use and Community Character section.
- 3. Emphasize quality urban design and cultivation of a positive community image for Littleton in all special area investments involving both the public and private realms.
- 4. Foster continuing community dialogue when special area planning efforts highlight divergence between market factors that drive private real estate decisions relative to community desires for influencing land use outcomes and development design.
- 5. For areas within one-half mile of a rail transit station, promote development designs that prioritize the pedestrian and include transit-supporting uses and intensities.
- 6. Seek opportunities to engage public, private and non-profit partners in special area planning and implementation efforts, as appropriate, to leverage local funds with other resources and to explore ways to advance shared interests and multiple objectives through joint initiatives.
- 7. Stay active in regional planning processes and decision-making forums with implications for special planning areas identified within Littleton.

# ACTIONS

#### **Capital Investments**

- 1. Add criteria to the City's capital improvements planning process to prioritize capital projects that will respond to and capitalize on unique opportunities in a targeted special planning area but will also result in much broader community benefits.
- 2. Continue to expand wayfinding and community identity/branding investments in more areas of the city.

#### **Programs and Initiatives**

- 3. Adapt the City's fiscal impact analysis tools and methods for use in evaluating potential policies or actions in particular sub-areas of the community.
- 4. Explore the potential for a more formal and systematic program for expanding and prioritizing Littleton's public art installations.

#### **Regulations and Standards**

- 5. As part of the City's zoning and code update initiative, evaluate the potential for:
  - Creating additional zoning districts and/or provisions customized for specific areas of the city, especially for maintaining or achieving certain community character conditions.
  - Creating a new zoning district and associated standards specifically for mixed-use development proposals, with built-in parameters and flexibility to accommodate the varied settings encompassed by the Corridor Mixed Use designation on the Future Land Use and Character Map (i.e., Belleview Avenue, Broadway, Littleton Boulevard and Santa Fe Drive).
  - Adjusting the zoning districts and/or strategy for Downtown Littleton, where multiple districts currently apply and where this may allow for character discrepancies (e.g., the current "CA" Central Area Multiple Use District allowing auto-oriented uses in Downtown).
  - Especially for Downtown, revisiting the overall zoning approach to parking management given the many changes in this area of planning practice in recent years.

#### Partnerships and Coordination

6. Draw upon the many potential public, private and non-profit partners itemized in earlier plan sections, as appropriate to a particular geographic area of focus within the city.

#### More Targeted Planning / Study

- 7. As first and second priorities for further special area planning following adoption of the Plan:
  - Pursue a corridor planning effort focused on both Santa Fe Drive and the parallel South Platte River corridor, especially to get ahead of the Planning and Environmental Linkages (PEL) study to be initiated soon by the Colorado Department of Transportation as a first step toward any future substantial design changes to Santa Fe.
  - Pursue a Downtown Master Plan, especially to explore potential funding and administrative mechanisms for capitalizing on opportunities and overcoming challenges in an active, successful downtown setting (e.g., parking, traffic management, aesthetic enhancements, security, ongoing programming and event management, etc.).

# IMPLEMENTATION

### **IMPLEMENTATION**

With Envision Littleton (the Plan), the City of Littleton and other partner agencies and organizations have an essential new document that should be frequently referred to for guidance in community decision-making. The Plan should be a "living document" that responds to change. Its key planning considerations, goals, policies, and action strategies must be revisited periodically to ensure that the Plan is providing clear and reliable direction on a range of matters, including land development issues and public investments in infrastructure and services.

Implementation is not just a list of action items. It is a challenging process that requires the commitment of the City's elected and appointed officials, staff, residents, business owners, major institutions, other levels of government, and other organizations and individuals who will serve as champions of the Plan and its particular direction and strategies. Among its purposes, this final Plan section highlights specific roles, responsibilities and methods of implementation to execute plan recommendations. Equally important are formalized procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, and new opportunities and challenges that emerge after Plan adoption. This is in addition to any other change in circumstances, which may require rethinking of plan priorities. Scheduled plan evaluations and updates, as described later in this section, will help maintain its relevance and credibility as the policy and action guide for the City.

# PLAN ADMINISTRATION

During the development of this Plan, representatives of government, business, community groups, and others came together to inform the visioning and planning processes. These community leaders – and new ones that will emerge over the horizon of this Plan – must maintain their commitment to the ongoing implementation and updating of the plan's goals, policies and action strategies.

# ENGAGEMENT

While long-range plans such as Envision Littleton are relatively general they are still complex policy documents that attempt to balance various policy objectives. Engaging decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the Plan, City management and department heads, the City Council, and Planning Commission should all be in agreement with regard to priorities, responsibilities, and interpretations.

Consequently, an engagement initiative should be undertaken immediately after Plan adoption, including:

- A discussion of the individual roles and responsibilities of the Council, Planning Commission (and other advisory bodies), City departments and staff;
- A thorough overview of the entire Envision Littleton Plan, with emphasis on the parts of the Plan that relate to each individual group;
- Implementation tasking and priority setting, which should establish a one-year and three-year implementation agenda; and
- An in-depth question and answer session, with support from the City Attorney and other key staff.

# **DEFINITION OF ROLES**

As the community's elected officials, the City Council should assume the lead role in the implementing the Plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which actions will be initiated and completed, and determine the budget to be made available for implementation efforts. Based on this City Council direction, the City Manager and staff must help to ensure effective coordination among the groups that are responsible for carrying out the plan's action strategies.

#### **City Council**

The City Council should take the lead in the following general areas:

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- Adopting and amending the Plan, when necessary and appropriate, after recommendation by the Planning Commission.
- Acting as a champion of the Plan.
- Establishing the overall implementation priorities and timeframes by which action strategies in the Plan will be initiated and completed.
- Considering and approving necessary funding commitments.
- Directing staff to draft new or amended zoning and subdivision regulations.
- Adopting the new or amended zoning and subdivision regulations.
- Approving intergovernmental and development agreements that implement the Plan.
- Approving projects, activities, and budgets that are consistent with the Plan, during the City's annual budget process.
- Providing policy direction to the Planning Commission, other appointed City boards and commissions, and City staff.

#### **Planning Commission**

The Planning Commission should take the lead in the following general areas:

- Ensuring that recommendations forwarded to the City Council are reflective of Plan goals, policies and priority action strategies.
- After holding one or more public hearings to discuss new or evolving community issues and needs, making
  recommendations to the City Council regarding plan updates and plan amendments.

#### City Staff

City staff should take the lead in the following general areas:

- Managing day-to-day implementation of the Plan, including coordination through an interdepartmental plan implementation committee.
- Supporting and carrying out capital improvement planning efforts.
- Managing the drafting of new or amended zoning and subdivision regulations.
- Conducting studies and developing additional special-purpose and/or special area plans.
- Reviewing land development applications for consistency with Envision Littleton.
- Providing an economic analysis for any proposed rezoning.
- Negotiating the specifics of intergovernmental and development agreements.
- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit partners.
- Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.
- Generating and presenting an annual report to the Planning Commission and City Council concerning progress toward implementation of Envision Littleton.
- Periodically obtaining public input to keep the Plan up to date, using a variety of community outreach methods.

# **ACTION AGENDA**

The Plan goals will ultimately be attained through a multitude of actions as itemized in each Plan section. The action strategies are categorized as to whether they involve: (1) capital investments, (2) programs and initiatives, (3) regulations and standards, (4) partnerships and coordination, or (5) more targeted planning/study. These actions must be prioritized by the City to establish a shorter "to do" list of strategic priorities, their potential timing, and who initiates, administers, and participates in the implementation process.

Determining a near-term action agenda relative to longer-term tasks is an important first step toward Plan implementation. This is done through direction set by City Council in alignment with the Priority Based Budgeting Process. Action priorities are also set during Capital Improvement Plan (CIP) preparation and through departmental work planning. Once the necessary funding is committed and roles are defined, a lead City staff member should initiate a first-year work program in conjunction with City management, other departments, and other public and private implementation partners.

The near-term action priorities should be revisited by City officials and staff annually to recognize accomplishments, highlight areas where further attention and effort are needed, and determine whether items have moved up or down on the priority list given emerging needs and changing circumstances, including funding and resources. It should be kept in mind that early implementation of certain items, while perhaps not the uppermost Plan priorities, may be expedited by the availability of related grant funds, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. At the same time, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of a lead entity or individual to carry the initiative forward, or by the community's hesitation to take on a potentially controversial new program.

Progress on the near-term items should be the focus of the first annual review and report a year after adoption of the Plan, as described later in this section. Then, similar to multi-year capital improvements programming, the entire near-term action agenda – and all other action strategies dispersed throughout the Plan sections – should be revisited annually to decide if any additional items are ready to move into the next near-term action timeframe, and what the priority should be.

# **ENVISION LITTLETON AMENDMENT PROCESS**

Envision Littleton is a flexible document allowing for adjustment to changing conditions. Shifts in political, economic, physical, technological, and social conditions, and other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As Littleton evolves, new issues will emerge while others will no longer be as relevant. Some action items will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant over time, the Plan must be revisited regularly.

Revisions to Envision Littleton are two-fold, with *minor plan amendments* occurring at least every other year and *more significant updates and modifications* occurring every five years. As an example, a minor amendment could include revisions to certain elements of the Plan as a result of the adoption of another specialized plan. Major updates will involve: reviewing the community's base conditions and anticipated population trends; re-evaluating the plan findings and formulating new ones as necessary; and adding, revising, or removing action strategies in the Plan based on implementation progress.

#### **Annual Progress Report**

City staff should prepare an annual progress report for presentation to the Planning Commission, Mayor, and City Council. This ensures that the Plan is consistently reviewed and that any needed modifications or clarifications are identified for the biennial minor plan amendment process. Ongoing monitoring of consistency between the Plan and the City's regulations should be an essential part of this effort.

The Annual Progress Report should include and highlight:

- Significant actions and accomplishments during the last year, including the implementation status of each programmed task.
- Obstacles or problems in implementing the Plan.
- Proposed content amendments that have come forward during the year.

- Recommendations for needed actions, programs, and procedures to be developed and implemented in the coming year.
- Priority coordination needs with public and private implementation partners.

#### **Biennial Amendment Process**

Plan amendments should occur on at least a biennial basis (every two years), allowing for proposed changes to be considered concurrently so the cumulative effects may be understood. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the goals, policies, and action strategies in the Plan.
- Potential effects on infrastructure provision including water, wastewater, storm water drainage, and the transportation network.
- Potential effects on the City's ability to provide, fund, and maintain services.
- · Potential effects on environmentally sensitive and natural areas.
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in the Plan vision and goals, and reflected in public input.

#### Five-Year Update / Evaluation and Appraisal Report

An evaluation and appraisal report to City Council should be prepared every five years. This report should be prepared by City staff with input from City departments, the Planning Commission, and other boards and commissions. The report process involves evaluating the existing Plan and assessing how successful it has been in achieving the community's goals. The report identifies the successes and shortcomings of the Plan, looks at what has changed over the last five years, and makes recommendations on how the Plan should be modified.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unaddressed major action strategies. The evaluation report and process should result in a strategy to amend the Plan, including identification of new or revised information that may lead to updated goals and action strategies.

The report should identify and evaluate:

- 1. Summary of major actions and interim plan amendments undertaken over the last five years.
- 2. Current significant issues in the community and how these issues have changed.
- 3. Changes in the assumptions, trends, and base data in the Existing City Data Book, including:
- The rate at which growth and development is occurring relative to the projections put forward in the Plan.
- · Shifts in demographics and other growth trends.
- City-wide attitudes, and whether apparent shifts, if significant, necessitate amendments to the stated goals or action strategies of the Plan.
- Other changes in political, social, economic, technological, or environmental conditions that indicate a need for Plan amendments.
- 4. Ability of the Plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
- Individual sections and statements within the Plan must be reviewed and revised, as necessary, to ensure that the Plan provides sufficient information and direction to achieve the intended outcome.
- Conflicts between goals and action strategies that have been discovered in the implementation and administration of the Plan must be pointed out and resolved.

- The list of priority actions must be reviewed and major accomplishments highlighted. Those not completed by the specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.
- Lessons learned by the City in the case of mistakes, missed opportunities, or other barriers to achieving goals should be discussed.
- As conditions change, the timeframes for implementing major actions in the Plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
- Based upon organizational and procedural factors, and the status of assigned tasks, the implementation of task
  assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the Plan's action strategies.
- Changes in laws, procedures and missions may affect the community's ability to achieve its goals. The Plan review
  must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in
  strategies or priorities.

#### **Ongoing Community Outreach and Engagement**

All review processes and updates related to the Plan should emphasize and incorporate ongoing public input. The annual and continual plan evaluation and reporting processes should also incorporate specific performance measures and quantitative indicators that can be compiled and communicated both internally and to elected officials and residents in a "report card" fashion.

Examples might include:

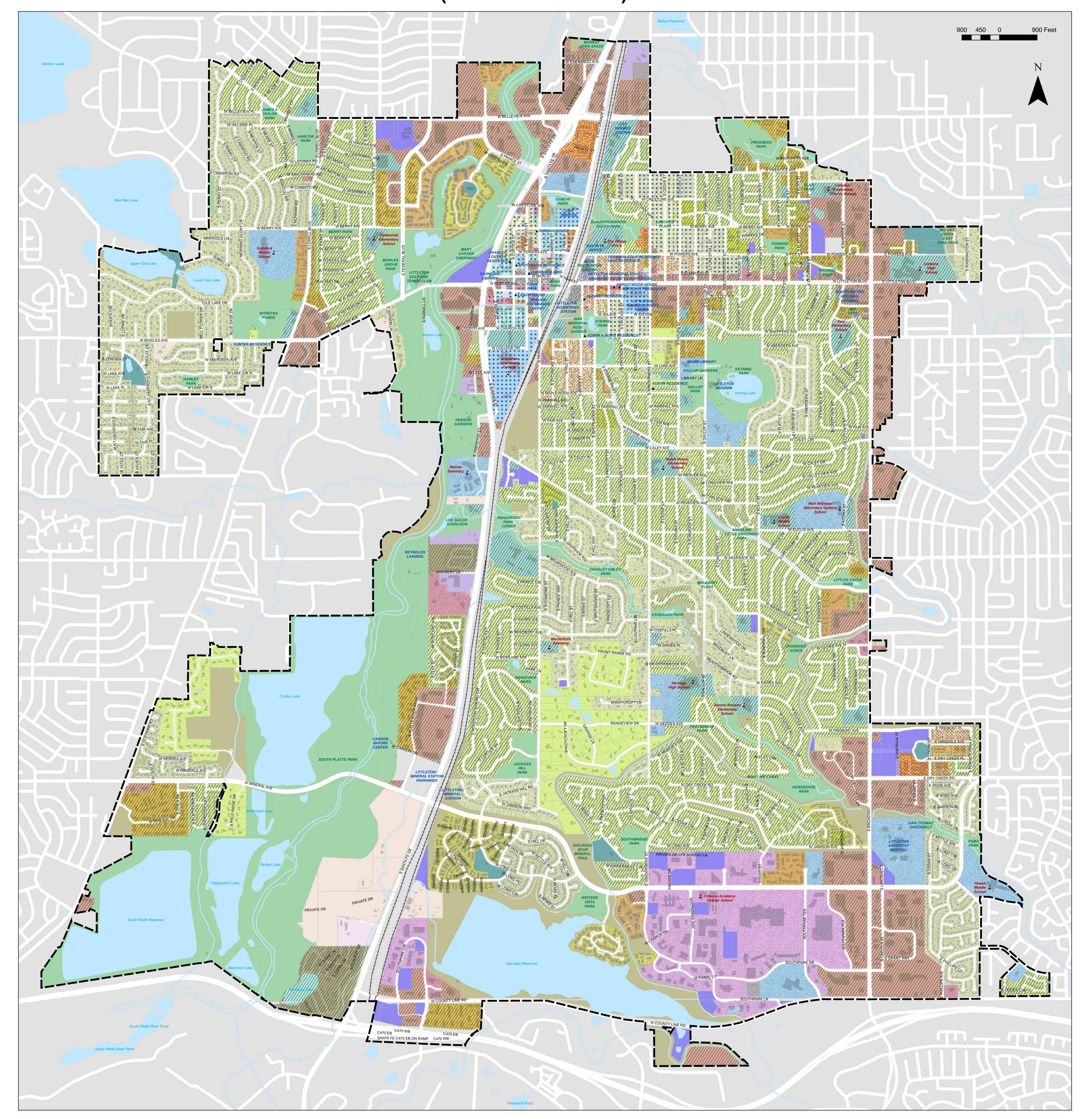
- Acres of new development and redevelopment (plus number of residential units by type and square footage of nonresidential space) approved and constructed in conformance with the Plan and Littleton's development regulations.
- Measures of service capacity added to the City's utility infrastructure systems and the number of dollars allocated to fund the capital projects.
- New and expanded businesses, added jobs, and associated tax revenue gains through economic development initiatives.
- Lane miles of new or rehabilitated road, plus bike, pedestrian, transit, and other improvements added to Littleton's transportation system that increase mobility options.
- Dollar value of park and recreation improvement projects, and miles of trail developed or improved.
- Indicators of the benefits from redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units, retail and office spaces in mixed-use settings, etc.).
- The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to Envision Littleton implementation and periodic review and updating, as outlined in this section.

[Revisions pending]

# APPENDIX 1: EXISTING CITY DATA BOOK

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# Existing Land Use and Character in Littleton, CO (As of Summer 2018)





# Legend

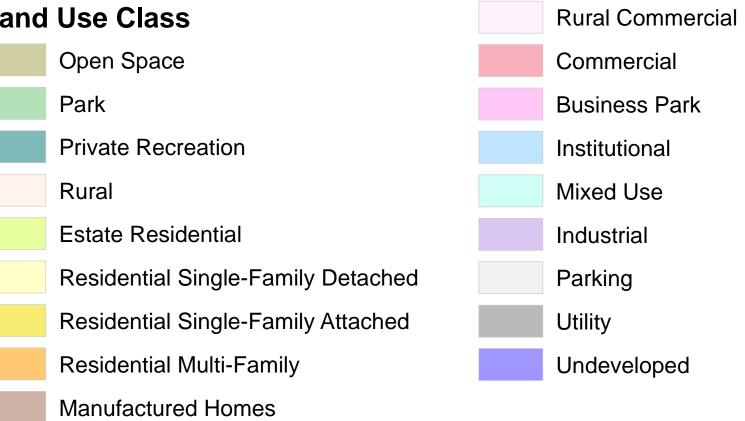
# City Limits

# **Character Class**

Suburban /////// Auto Urban Urban

Mixed Character





[Analysis proceeding and report pending]

# APPENDIX 2: FISCAL IMPACT ANALYSIS REPORT

[Pending]

# APPENDIX 3: ENGAGEMENT SUMMARY

# APPENDIX 4: GLOSSARY



### GLOSSARY

Below are definitions for certain unusual or technical terms, as used in the Comprehensive Plan.

[To be completed later, and expanded as needed]

Adaptive Reuse. X.

Aging in Place. X.

Best Management Practice. X.

Bus Rapid Transit (BRT). X.

Clean Air Act. X.

Community Development Block Grant (CDBG). X.

Fiscal Impact Analysis. X.

Fiscal Sustainability. X.

Green Infrastructure. X.

Housing Stock. X.

Impact Fee. X.

Infill Construction. X.

Intergovernmental Agreement. X.

Lifelong Community. X.

Low-Impact Development (LID). X.

Low-Income Housing Tax Credit. X.

Mixed-Use Development. X.

Multi-Use Trail. X.

Planned Development. X.

Redevelopment. X.

Revitalization. X.

Streetscape. X.

Subdivision Regulations. X.

Tree Canopy. X.

View Protection. X.

Wayfinding. X.

Xeriscape. X.

Zoning. X.



# TRANSPORTATION MASTER PLAN

**DRAFT AUGUST 2019** 



#### TRANSPORTATION MASTER PLAN: INTRODUCTION

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#### **GLOSSARY OF TERMS DEFINITIONS**

The following terms are defined for their particular use and application with this Transportation Master Plan. In some cases these terms may be defined and used differently in City Code or other City documents.

American Association of State Highway & Transportation Officials (AASHTO)	A nonprofit, nonpartisan association representing highway and transportation departments in the 50 states, the District of Columbia and Puerto Rico. It represents all five transportation modes: air, highways, public transportation, rail and water. Its primary goal is to foster the development, operation and maintenance of an integrated national transportation system.
Americans With Disabilities Act (ADA)	The legislation defining the responsibilities of and requirements for transportation providers to make transportation accessible to individuals with disabilities.
Arterial	A class of roads serving major traffic movements (high-speed, high volume) for travel between major points.
Autonomated Vehicles (AV)	Vehicles that incorporate technology that assist with operation of the vehicle. They perform some of the tasks to drive the vehicle, and driverless vehicles require no human operator.
Average Annual Daily Traffic (AADT)	The total volume of traffic on a highway segment for one year, divided by the number of days in the year.
Bikeway	<ol> <li>Any road, path, or way which in some manner is specifically designated as being open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are to be shared with other transportation modes.</li> <li>A facility designed to accommodate bicycle travel for recreational or commuting purposes. Bikeways are not necessarily separated facilities; they may be designed and operated to be shared with other travel modes.</li> </ol>
Bus Rapid Transit (BRT)	A bus-based public transit system combining the quality of rail transit and the flexibility and economics of a traditional bus system. BRT systems are usually constructed on designated multimodal corridors.
Capacity	A transportation facility's ability to accommodate a moving stream of people or vehicles in a given time period.
Carsharing	Rental cars that are available for use by the hour or mile. These can be located in one spot or able to be parked anywhere within a service area.
Collector	A class of roads that provide direct access to neighborhoods and arterials.
Comprehensive Plan	A guiding document; a framework for City policies and priorities; a long-range vision of what we want our City to become; a tool for making decisions about how that vision should be achieved; strategic steps to make the vision a reality; targeted and strategic planning of the City.
Connected Vehicles (CV)	Vehicles that incorporate technology that allows the on-board computers to communicate with other vehicles and with sensors and other infrastructure on the ground.
Corridor	A broad geographical band that follows a general directional flow connecting major sources of trips that may contain a number of streets, highways and transit route alignments. (APTA1)

Image: constraint of the traffic way.Electric VehiclesVehicles that are powered by electric motors using energy from batteries that are charged at home or at charging stations.ExpresswayA controlled access, divided arterial highway for through traffic, the intersections of which are usually separated from other roadways by differing grades.FatalityFor purposes of statistical reporting on transportation safety, a fatality is considered a death due to injuries in a transportation crash, accident, or incident that occurs within 30 days of that occurrence.Federal HighwayA branch of the US Department of Transportation that administers the federal-aid administration (FHWA)Administration (FHWA)A branch of the US Department of Transportation that administers the highway transportation program of the Department of Transportation under pertinent legislationFederal Transit Administration (FHWA)A branch of the US Department of Transportation under pertinent legislationFederal Transit Administration (FTA)A branch of the US Department of Transportation under pertinent legislationFederal Transit Administration (FTA)A branch of the US Department of Transportation under pertinent legislationFederal Transit Administration (FTA)A divided arterial highway designed for the unimpeded flow of large traffic volumes. Access to a freeway is rigorously controlled and intersection grade separations are required.GoalsGeneralized statements which broadly relate to the physical environment to values apparations are required.GrantsA federal financial assistance award making payment in cash or in kind for a purpose of HOV highway lanes may be designated differently by different transportation appende. The federal government is not the r	Crash (Vehicular)	An event that produces injury and/or property damage, involves a motor vehicle in transport, and occurs on a trafficway or while the vehicle is still in motion after
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	Highway	bridges, railroad-highway crossings, tunnels, drainage structures, signs, guardrail,
	Infrastructure	

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Intelligent Transportation Systems (ITS)	The application of advanced technologies to improve the efficiency and safety of transportation systems.
Intersection	Used to describe the point where two or more roadways cross or meet.
Level of Service (LOS)	A qualitative assessment of a road or intersection's operating conditions. An indicator of the extent or degree of service provided by a facility based on and related to the operational characteristics of the facility. A standard measurement used by transportation officials which reflects the relative ease of traffic flow on a scale of A to F, with free-flow being rated LOS-A and congested conditions rated as LOS-F.
Light Rail	A streetcar-type vehicle operated on city streets, semi-exclusive rights-of-way, or exclusive rights-of-way. Service may be provided by step-entry vehicles or by level boarding.
Local Street	A street intended solely for access to adjacent properties.
Long Term	In transportation planning, refers to a time span of, generally, 20 years. The transportation plan for metropolitan areas and for States should include projections for land use, population, and employment for the 20-year period.
Manual on Uniform Traffic Control Devices (MUTCD)	A document issued by the Federal Highway Administration (FHWA) of the United States Department of Transportation (USDOT) to specify the standards by which traffic signs, road surface markings, and signals are designed, installed, and used.
Measures of Effectiveness	Measures or tests which reflect the degree of attainment of particular objectives.
Micromobility	Personal shared transportation devices like bikes, mopeds, and electric scooters.
Microtransit	Privately owned and operated shared transportation system that can offer fixed routes and schedules, as well as flexible routes and on-demand scheduling."
Mobility	The ability to move or be moved from place to place.
Mode	A specific form of transportation, such as automobile, bicycle, subway, bus, rail, or air.
Multimodal	The availability of transportation options using different modes within a system or corridor.
National Association of City Transportation Officials (NACTO)	A coalition of the Departments of Transportation in North American cities.
Objectives	Specific, measurable statements related to the attainment of goals.
Parkway	A highway that has full or partial access control, is usually located within a park or a ribbon of park-like developments, and prohibits commercial vehicles.
Public Transit	Traditional public transportation via bus and rail that usually operates on a fixed route and schedule.
t	

Ridehailing	Uber or Lyft or other services that provide on-demand point-to-point rides in privately owned autos.
Shared Mobility	A wide range of transportation options involving fleet ownership or operation of various modes of transportation
Stakeholders	Individuals and organizations involved in or affected by the transportation planning process. Include federal/state/local officials, MPOs, transit operators, freight companies, shippers, and the general public.
Telecommuting	Communicating electronically (by telephone, computer, fax, etc.) with an office, either from home or from another site, instead of traveling to it physically.
Traffic Analysis Zone (TAZ)	A traffic analysis zone or transportation analysis zone (TAZ) is the unit of geography most commonly used in conventional transportation planning models
Transportation Systems Optimization	The systems that are emerging to better manage and optimize the transportation networks, using real-time data. Emerging technologies include adaptive signal control, transit signal priority, and the sensors and communications infrastructure to allow remote management of the systems
Vehicle Hours of Travel (VMT)	The number of hours traveled along a roadway or roadway network during a given time period.
Vehicle Miles of Travel (VMT)	The number of miles traveled along a roadway or roadway network during a given time period.

Chapter 1. Introduction and Planning In Context

### INTRODUCTION

The Transportation Master Plan (TMP) will help address the challenges of facilitating mobility and access in a strategic manner, within the reasonable fiscal constraints of the city's budget and limited state and federal funding opportunities, and in a way that is responsive to anticipated demographic and technological changes.

The TMP resulted from an 18-month planning and community engagement process. The process began with the Envision Littleton Vision Report, adopted unanimously by City Council on December 18, 2018. The Vision Report established a unifying vision and identified Littleton's core values, guiding principles, and shared priorities and concerns. With influence from the City of Littleton's Comprehensive Plan and other guiding documents, the TMP will establish the city's ultimate transportation system vision, the policies to support that system, and capital projects that are prioritized with consideration of funding constraints. The final TMP will provide a long-term transportation vision for the City of Littleton, and serve as a guiding document for improvements to roadways and multimodal transportation networks.

### LITTLETON'S MOBILITY FRAMEWORK

The mobility framework for the City of Littleton has served the City for more than 100 years, connected to Denver and beyond by the Denver & Rio Grande Railroad as well as the section line road corridors that still make up the major transportation framework today. This well-conceived and planned framework hosts a City of nearly 48,000 and has contributed to the City being recognized as one of the best places to live in Colorado. Littleton has several important and highly-functional transportation assets that contribute to its economic vitality. These include the major arterial network that provides connectivity to the Denver region, light rail service through the heart of the city, and the very popular trail network that connects citizens to the natural beauty within the City and region.

Population growth within Littleton is not new, but when the City experienced similar growth starting in the late 1970's, the transportation investments were both long-lasting and proactive. Now population growth from surrounding areas has placed new burdens on the City's transportation system and will require a new approach to being both proactive and provide long-term solutions. A history of the City's major transportation initiatives is below.

1970's and 1980's	Traffic signals were added throughout the City (\$\$ hundreds of thousands)
Mid 1980's	W Mineral Ave extended from Southpark Lane to Platte Canyon Road (\$\$ hundreds of thousands)
Mid 1980's	W Bowles Ave was widened from two lanes to four lanes from Santa Fe Drive to Sheridan Boulevard (\$\$ hundreds of thousands)
Mid 1980's	Railroad tracks were depressed from Ridge Road on the south to the northern border of the City (\$\$ hundreds of thousands)
Early 1990's	Single-point urban interchange at Santa Fe and Belleview completed (\$25 million)
Late 1990's	S Santa Fe Drive beautification project upgrading signal poles and street lights for a more uniform corridor
2000	Light Rail opens with two stations in Littleton; the first rail connection in the region outside Denver. The City upgraded the downtown station; adding public art and relocating the historic train station to the site.
2010	S Santa Fe Drive and C-470 east overpass built (\$25 million)

The City's arterials and expressways, and often its collector streets, swell with traffic beyond their physical capacity during the daily rise and fall of regional commuting traffic. The City is also significantly impacted by the regional transit solutions that have been deployed to date. For example, the Regional Transportation District (RTD) park-n-ride lots at the Mineral Avenue and Downtown Littleton Stations fill to capacity by 7am with commuters from Highlands Ranch, Southglenn, Columbine, and Ken Caryl. The ability of RTD rail and bus services to meet the local needs of the City is compromised by the undersupply of service.

There are many plans being implemented by CDOT, RTD and adjacent municipalities that will affect traffic and mobility in Littleton over the next several years. There are also tremendous increases in regional growth south and west of Littleton that will increase pressure on the major thoroughfares and transit networks that surround and traverse the City. The implications of these changes will need to be understood and incorporated into our City's plans moving forward.

# **PLAN PURPOSE**

The intent of planning is to set the desired course for our City. When we plan, we make a commitment to make the City a better place to live, work, and play. The purpose of Envision Littleton is to set down on paper what we want to accomplish in the near future and in the long term. That is why this plan ends with a list of recommendations for projects to accomplish in the next five years, but also includes a Mission and Goals that set the long term outlook for the city. The Mission and Goals allow us to consider different types of transportation improvements on a level playing field, and allow us to prioritize improvements. Finally, viewed through the lens of what we can afford (using existing as well as new funding sources), the projects can be sorted into an implementation plan.

The TMP will serve as the reference for elected leaders and policy makers to advocate for the regional transportation needs of the City and to articulate the City's position on regional transportation projects. The TMP will also inform the Capital Improvement Plan for streets and transportation infrastructure, setting out priorities along a logical and fiscally sound progression that fulfills the TMP over a period of years.

The TMP applies an approach to planning that focuses on providing a transportation system that works for all users. In the context of the City of Littleton and the concurrent update to the Comprehensive Plan, this means the plan maps out a complete network of streets that finds the balance where streets are vibrant, safe and promote a sense of place while providing multimodal choices for users of all ages and ability. This systematic approach emphasizes the following major themes:

- Community: No plan or project can truly be successful without engaging the community. This is about returning streets to the community and improving a community's quality of life.
- Choices: The healthiest and most vibrant communities understand that bicycling, walking and transit are critical components of the transportation system. A complete system not only addresses safety and mobility concerns, but also provides encouragement of active living, ultimately improving community health.
- Capacity: Although a multimodal approach can increase the overall person capacity of a roadway corridor, the impact on auto capacity is often a concern that must be addressed. A toolbox of analysis techniques and operations strategies to manage roadway capacity has been identified to help balance mobility needs across modes.
- Calming: Plans and designs should create context-appropriate streets that consider the needs of all potential users, encourage appropriate driving behaviors and speed, and provide welcoming environments for non-motorized users.
- Connections: We know that providing connections between sites, neighborhoods, modes and jurisdictions is crucial to maintaining healthy transportation systems and communities. A systematic approach to providing a complete network can facilitate key connections within the community.

# **PLANNING IN CONTEXT**

This Transportation Master Plan represents an alignment of previous and ongoing plans, guidelines, and reports conducted by the City of Littleton and regional partners. In a review of 37 such documents, several common themes emerged (meaning they appeared in at least 3 previous planning efforts). Note that these themes, which are listed below, do not necessarily represent the top priorities for the City of Littleton's transportation policy; instead, they suggest likely starting points for the discussion.

#### **Common Themes from Existing Plans**

- Make Littleton pedestrian friendly by extending pedestrian network, adding pedestrian bridges, extending sidewalks and improve existing sidewalks.
- Improve connections between downtown/river corridor/parks/trails.
- Complete streets/road diet/traffic calming where appropriate.
- Improve traffic flow on arterials.
- Improve bike facilities.
- Decrease cut-through traffic in residential areas.
- Improve multimodal connections between commercial locations/residential developments.
- Improve trail network for transportation around and out of city.
- Improve intersection crossings.
- Improve connections to light rail.
- Improve road connections to key destinations but not through natural areas/build fewer cul-de-sacs/promote grid street network.
- Improve parking downtown, implement parking structures, consider parking restrictions.
- Implement traffic calming strategies in neighborhoods.
- > This plan has a foundation in prior planning efforts, including but not limited to:

#### Littleton Plans & Studies

- Scitywide Plan (2014)
- Belleview Avenue Corridor Vision (2018)
- Bicycle and Pedestrian Master Plan (2011)
- Broadway Corridor Study (2009)
- Downtown Neighborhood Plan (2011)
- Littleton Downtown Design Standards (2006)
- Mineral Station Area Framework (2018)
- Neighborhood Plans and Corridor Plans (2016)
- Three Mile Plan (2015)
- Amended Columbine Square Urban Renewal Plan, City of Littleton (2015)
- Arapaho Hills Historic Preservation Guidelines, City of Littleton (2016)

#### TRANSPORTATION MASTER PLAN: INTRODUCTION

- Resident & Business Surveys (2018)
- Oity of Littleton Parks, Recreation, and Trails Master Plan (2016)
- Downtown Littleton Historic Preservation Guidelines (2011)
- Landscape Design Criteria Manual (1992)
- Louthan Heights Historic District Design Guidelines (2017)
- South Platte River Corridor Development Design Guidelines (2000)
- Mineral Station ULI Advisory Services Report (2006)
- Mineral Avenue TAP Final (2014)
- Littleton Housing Report (2017)
- Neighborhood Traffic Management Program (not dated)
- Storm Drainage Design and Technical Criteria Manual (2018)

#### Relevant Regional Plans and Studies

- South Platte River Corridor Vision, Arapahoe County, (2013)
- South Suburban Parks and Recreation Master Plan (2017)
- Arapahoe County Bicycle/Pedestrian Master Plan (2017)
- High Line Canal Conservancy Vision Plan (2017)
- RTD (Regional Transportation District) 2015-2020 Strategic Plan (2015)
- RTD Regional BRT Feasibility Study (2018)
- RTD Quality of Life Study (2017)
- RTD TOD Strategic Plan (2010) and Status Report (2013)
- DRCOG (Denver Regional Council of Governments) Metro Vision 2035 (2017)
- DRCOG (Denver Regional Council of Governments) Active Transportation Plan (Draft) (2018)
- DRCOG (Denver Regional Council of Governments) Regional Transportation Plan 2040 (2017)
- Arapahoe County 2035 Transportation Plan (2010)
- Jefferson County Bicycle and Pedestrian Plans (2012)
- Sefferson County Countywide Transportation Plan (1998)
- Douglas County 2030 Transportation Plan (2009)

#### PLAN CONTENT OVERVIEW

The TMP combines quantitative analysis of the city's existing transportation system with feedback from the Envision Littleton process. Following the Existing City report, which provides background and insights about the state of driving, walking, riding a bike, and transit service in Littleton today, the TMP introduces a strategic framework to guide decision-making about the future.

The middle sections of the plan focus on articulating a future for the transportation system and identifying a pathway toward that future. Sections on auto & freight, active transportation, transit, and mobility trends contain several common components:

**Legacy of Past Planning.** Plans and studies previously developed for Littleton and vicinity offer insights from the time they were prepared, and provide an essential foundation for this Plan.

**Key Issues and Considerations.** These reflect input and discussions from varied Envision Littleton community engagement activities, workshops with City Council and Planning Commission, and interaction with other City boards/commissions, City departments, and partner agencies and organizations.

Framework for Action. The framework is organized in three tiers: (1) Goals, (2) Policies, and (3) Actions.

The actions in each section convey tangible steps that will lead to achievement of the goals in line with the stated policies. A final section with considerations and procedures for implementation and periodic updates rounds out the plan.

# Chapter 2. Existing City

OWN

×

#### INTRODUCTION

Littleton is defined by its neighborhoods, its expansive trail and open space network, and its historic downtown. The transportation system is characterized here by mode: auto, transit, and active transportation. Existing data was collected and public input reviewed to gather information on the ability of these networks to meet the needs of the community. What follows is a data book, summarizing the major takeaways from that inventory of existing conditions.

CONGESTION

According to INRIX (a Big

Data aggregator), delay on

economic impact of:

per year.

arterials and highways within Littleton have an annual

\$25 to \$33 million

### **MODE: AUTO**

People who drive their private automobiles (autos) make up the majority of travelers in Littleton. As ride-hailing services have proliferated in the region, an increasing portion of auto travelers are using these services as well. In general, traffic volumes have increased and congestion in Littleton has worsened throughout its recent history as more people have moved to the City and to surrounding communities.

That said, Littleton is characterized by good access to major regional auto corridors, including Santa Fe Drive (US 85), Broadway, Belleview Avenue, County Line Road, Bowles Avenue/Littleton Boulevard, Mineral Avenue, and C-470. These routes have served the residents of Littleton well, providing convenient access to regional job and activity centers.

Internal city circulation is characterized by a network of collector streets that provide access to neighborhoods.

Major issues related to auto travel within the City include:

- Congestion: Growth within and surrounding Littleton has resulted in increased congestion on many streets.
- Barriers: the city is crossed by multiple barriers limiting connectivity. While some areas of the city have a strong internal grid, barriers like the South Platte River, Santa Fe Drive, the rail corridor, and even some suburban neighborhoods exist that break up the grid and force traffic to use one of only a few major connections, resulting in traffic congestion.
- Safety: A total of 5,089 crashes occurred in Littleton during the 5-year period from 2014 to 2018 about three per day. The social and economic impacts of these crashes are vast.
- Parking: Downtown parking has been identified as a major issue, and has been cited as a reason for avoiding coming to the downtown retail and commercial district.

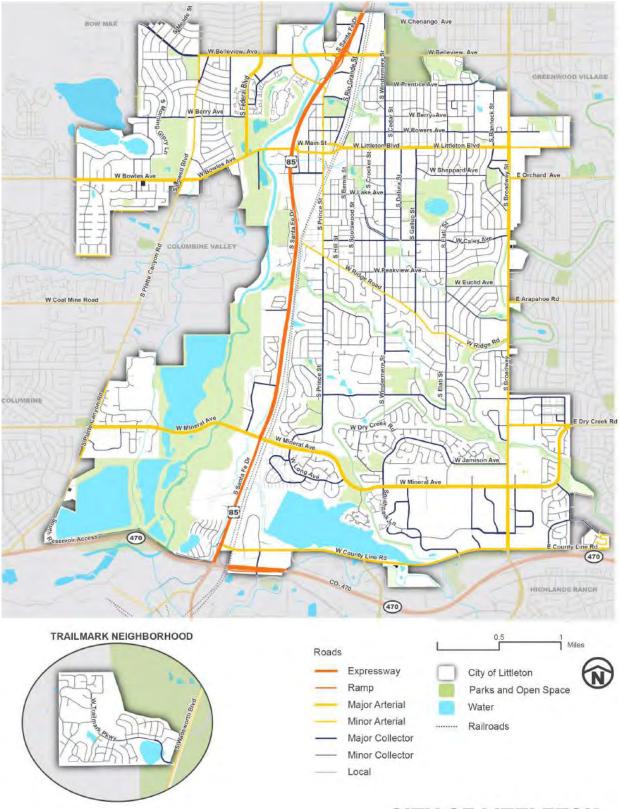


Congestion at Santa Fe Dr & Mineral Ave.



Parking is fully utilized on Main Street.

81.80/0 Percent of Littleton residents who commute to work in a private auto (including those who drive alone as well as those who carpool; 8.4% telecommute)



#### CITY OF LITTLETON EXISTING ROADS

#### TRANSPORTATION MASTER PLAN: EXISTING CITY

# Traffic Congestion

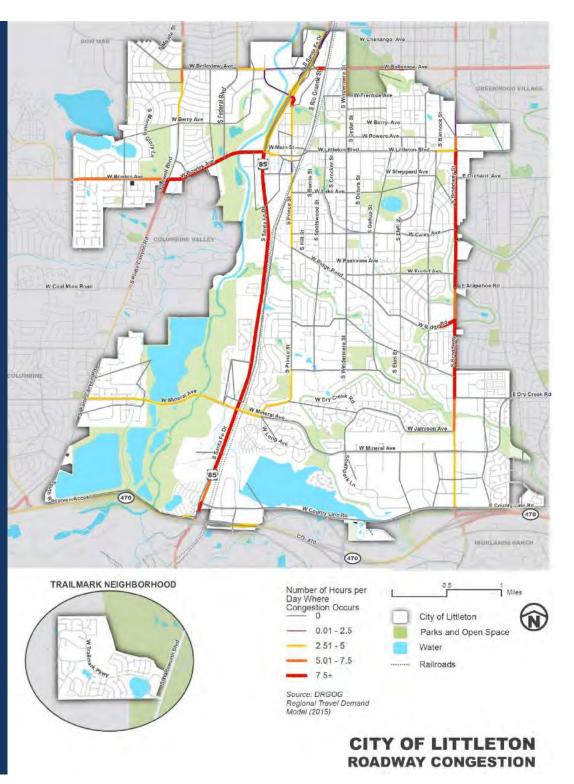
Vehicular delay is common in Littleton, with several major corridors experiencing many hours of delay each day.

The map at right depicts the average number of hours of delay per day. Of note, Santa Fe Drive, Broadway, and Bowles Avenue are congested throughout most of the day.

Other roadways are congested during peak periods, particularly Prince Street and Mineral Avenue, which can experience very severe congestion, albeit during shorter periods.

Bottlenecks occur at several intersections throughout the city as well, notably including intersections along Santa Fe Drive at Mineral Avenue, Bowles Avenue, and Prince Street.

Santa Fe Drive carries as many as 60,000 vehicles per day near Mineral Avenue, well over it's intended capacity.



**TRAFFIC:** #1 public CONCERN \$25m to \$33m annual economic impact

#### TRANSPORTATION MASTER PLAN: EXISTING CITY

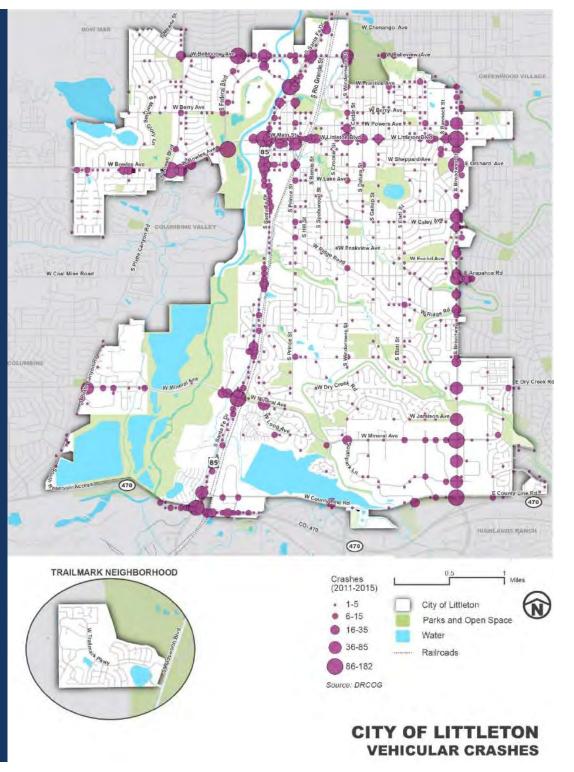
# Auto Safety

Over a 5-year period from 2014 through 2018, 5,089 crashes occurred in Littleton. During that same time period, 418 people were injured in automobile crashes.

Crash concentrations exist at the following locations:

- The length of the Broadway corridor
- Santa Fe & Mineral
- Santa Fe & Church
- Santa Fe & Bowles
- Santa Fe & Prince
- Federal and Bowles
- Bowles and Platte
   Canyon

In general, where congestion occurs, crashes follow. Congestion-related crashes (such as rearends) make up by far the highest proportion of crashes in the city. Between 2014 and 2018, rear-ends accounted for 42% of all crashes.



SAFETY: #4 public concern 1,000+ CRASHES PER YEAR

### **MODE: TRANSIT**

Littleton is within the Regional Transportation District (RTD) service area. RTD operates fixed route and demand-response service in Littleton. Major transit routes include:

C-line and D-line Light Rail: These two routes interline through Littleton but serve different destinations in Downtown Denver, with the C-line terminating at Denver Union Station and the D-line terminating in Central Downtown at the 18th & California Station.

- Bus routes serving the following corridors:
  - Broadway
  - Federal Boulevard
  - Lowell Boulevard
  - Bowles Avenue/Littleton Boulevard
  - Ridge Road
  - Mineral Avenue
  - South Santa Fe Drive
  - County Line Road
- Littleton's Shopping Cart service: Shopping Cart is a scheduled fixed-route service shuttling passengers to/from area grocery stores and the Streets of Southglenn Monday-Saturday. The service is provided for disabled residents or residents age 55 or older and serves approximately 8,000 rides per year
- Demand-response services in Littleton include:
  - RTD's FlexRide
  - Littleton's OmniBus: OmniBus service is scheduled by appointment only, Monday-Friday, with ride priority given to medical trips (top priority), grocery shopping, and hair/barber trips. The service is provided for disabled residents or residents age 55 or older and serves approximately 6,000 rides per year



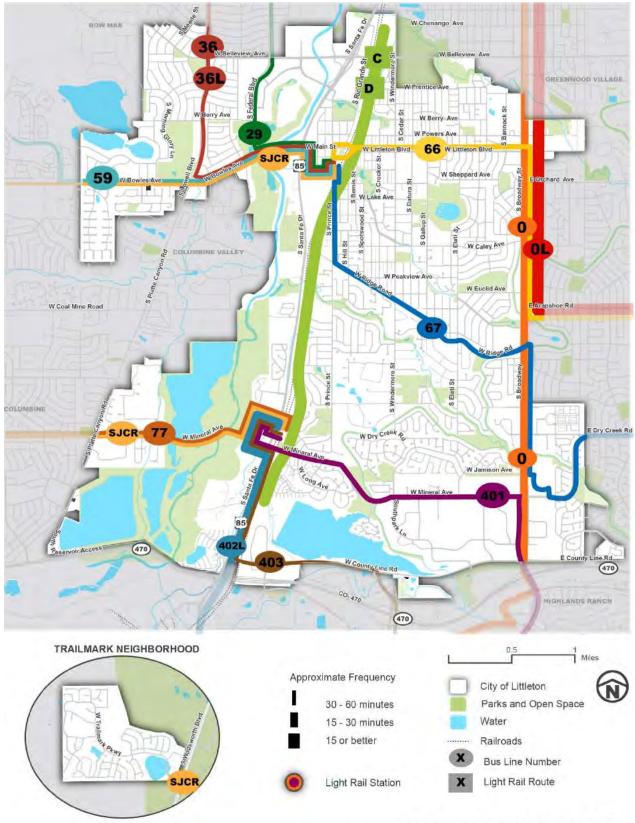


While 72% of respondents to the city's recent traveler survey perceive transit service positively, several challenges have been identified:

- Parking: The Littleton Downtown and Mineral Park-n-Rides fill to capacity early in the morning and demand for parking at these stations exceeds their capacity.
- S Connectivity: Auto, pedestrian, and bicycle connectivity is poor at the Mineral station.
- S0-minute peak period service for most bus routes does not meet a typical Level of Service standard that makes taking transit attractive to "choice riders" those who can choose another mode of travel.

# 6.4% Percent of Littleton residents who commute to work via transit

#### TRANSPORTATION MASTER PLAN: EXISTING CITY



#### CITY OF LITTLETON EXISTING TRANSIT FACILITIES

#### TRANSPORTATION MASTER PLAN: EXISTING CITY

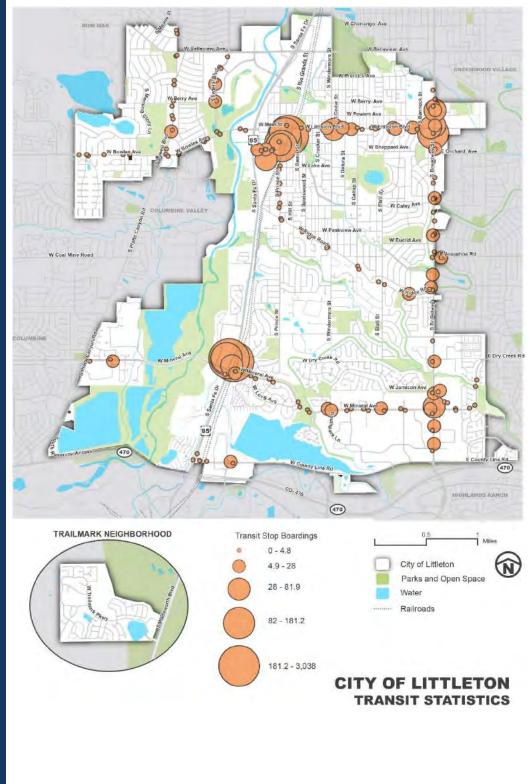
## **Transit Usage**

Transit ridership in Littleton is highest on bus service along Broadway and Littleton Blvd (especially downtown) as well as light rail. The map at right depicts the average number of boardings at each transit stop each day. Average weekday ridership for each route:

Route	Ridership
0	340
OL	170
29	170
36	420
36L	360
59	160
66	570
67	150
77	90
401	150
402L	120
403	110
C (light rail)	2000
D (light rail)	2300

According to RTD and INRIX, it can take anywhere from 33 to 57 minutes to drive from the Mineral Station to downtown Denver, depending on traffic. By comparison, the same trip using light rail service takes between 29 and 33 minutes.

Route 67 along Ridge Road has been identified by RTD as struggling to meet ridership standards. This route remains in service because of the lack of transit alternatives in the area.



## TRANSIT: 2 Light Rail Lines 1,800+ DAILY BUS RIDERS

## **MODE: WALK**

Littleton is a diverse city when it comes to pedestrian activity and infrastructure. On one hand, Littleton has active pedestrian-friendly areas like downtown Littleton, and the city is home to an extensive trail system. On the other hand, Littleton is crisscrossed by auto-oriented arterials that prioritize motorized travel modes. This dichotomy means that the City faces challenges and has real opportunities to address pedestrian comfort, convenience, and safety. Major challenges identified through the inventory of the pedestrian system include:

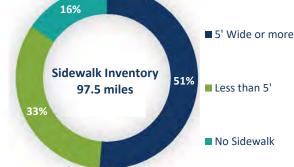
Adopted in November 2011, Littleton's Bicycle & Pedestrian Master Plan was developed through a grant from tri-county health and focuses on short term, implementable improvements to the on-street system for walking and biking in Littleton.

Safety: Over the 5-year period from 2011 to 2015, 121 crashes that involved pedestrians occurred, a rate of about 2 per month. People walking are vulnerable to serious injury when involved in a crash with an auto. Of particular concern is the Broadway corridor, where 17 such auto-pedestrian collisions occurred during the study period.

- Connectivity: The freight and RTD rail corridor represents a major pedestrian barrier. The rail corridor and the Santa Fe Drive corridor stand between the majority of Littleton residents and the South Platte River and adjacent trails – a wonderful pedestrian amenity. Another challenge identified is pedestrian connectivity to neighborhood parks.
- Transit Access: While walking to the Littleton Downtown station is possible, access to the Mineral Station is difficult for pedestrians. In addition, many of Littleton's bus stops are not well served by pedestrian facilities.
- Accessibility: People with disabilities encounter challenges throughout Littleton. The city has nearly 4,000 locations that have been identified in a self-assessment as needing improvements for accessibility. These upgrades will take place as community improvements are constructed over forthcoming years.

Littleton can build upon the following amenities:

Trail Network: 51 miles of regional and local trails provide excellent pedestrian facilities throughout Littleton.



Streets designated as collector or arterial

Downtown Littleton: Walking in and around Downtown Littleton is generally comfortable and convenient. The Downtown Littleton station can be accessed from the surrounding neighborhood.



Littleton contains 51 miles of trails.

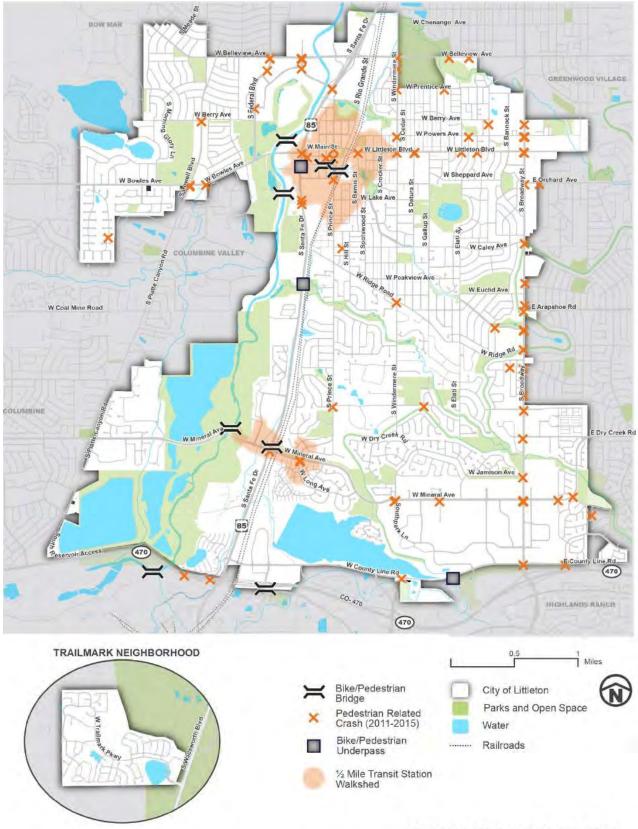


Typical auto-oriented neighborhood street with narrow sidewalk.

**49%** 

Percent of Littleton sidewalks that are missing or too narrow on mobilityfocused streets

#### TRANSPORTATION MASTER PLAN: EXISTING CITY



CITY OF LITTLETON PEDESTRIAN CHALLENGES AND OPPORTUNITIES

## **MODE: BIKE**

As with walking in Littleton, biking is well-served by the regional facilities, but can be impeded by barriers and the design of infrastructure. Major challenges include:

- Safety: Over the 5-year period from 2011 to 2015, 77 crashes that involved bicyclists occurred. People biking are vulnerable to injury when involved in a crash with an auto. Again, the Broadway corridor has been a hazardous place to bike, with 17 bicycle related crashes in that period
- Connectivity: The freight and RTD rail corridor represents a major barrier. The rail corridor and the Santa Fe Drive corridor stand between the majority of Littleton residents and the South Platte River and adjacent trails a wonderful amenity for bicycling.
- Transit Access: Access to the Mineral Station is difficult for bicyclists, and the station itself represents a barrier for access to the Mary Carter Greenway.

Littleton can build upon the following amenities:

- Trail Network: 51 miles of regional and local trails provide excellent bicycle facilities throughout Littleton.
- On-street Bike Facilities: Littleton has 24 miles of on-street bike facilities, covering 15% of the city's roads. These facilities include sharrows, signed bike routes, shared parking/bike lanes, and separate marked bike lanes. On most minor arterial and collector streets, these bike facilities provide convenient access for most of the city. Improvements to the design of these lanes and expansion of the network could enhance the utility of these facilities.

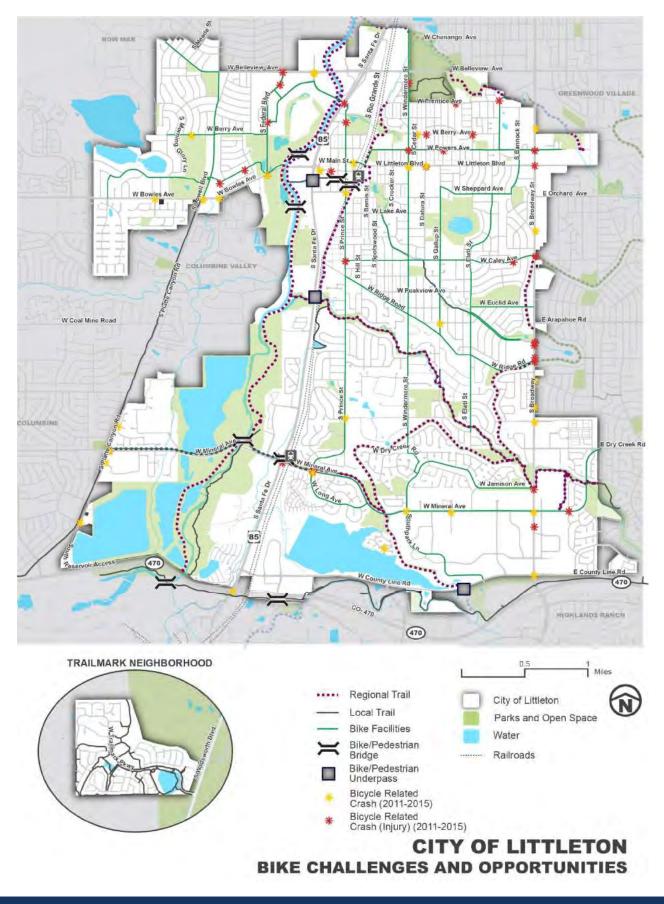


Many of Littleton's trails are bike-friendly.



Typical bike lane, striped and signed, but no markings.

0.4% Percent of Littleton residents who bike to work



## **FUNDING SOURCES**

Littleton spends the vast majority of its annual transportation budget on maintenance and operations of the existing system. Significant improvements to the system will require securing additional funding.

Littleton funds its transportation projects through a mix of revenue generated at the local, state, regional, and federal levels. The primary source of this revenue is Colorado's Highway Users Tax Fund (HUTF), which currently disperses approximately \$1.4 million to Littleton each year. Statutorily, HUTF funds must be spent only on transportation improvements, and Littleton has dedicated the entirety of these funds to maintenance.

The growth of the city and aging infrastructure has placed an increased burden on street maintenance in recent years. The available funds are currently inadequate to support ongoing maintenance needs, and no funding exists for capacity improvements.

As of today, no funding for capital improvements is available through the budget process. Typically, the only way the City has been able to fund capacity improvements, bicycle facilities, pedestrian enhancements, or other projects has been through saving funds allocated for other means and re-allocating them to transportation needs. This is not a sustainable funding plan.

A complete funding analysis is to be provided in the Implementation section, which will be included in the packet materials for the September 10, 2019 Joint Leadership study session, provided on <u>www.envisionlittleton.org</u> on September 9, 2019, and in the final draft of this Transportation Master Plan.

# Chapter 3. *Mission and Goals*

## **MISSION AND GOALS HOW DID WE GET HERE?**

Littleton's Transportation Master Plan (TMP) is a tactical approach to achieving the community's vision for a transportation network that moves people and goods while enhancing Littleton's unique character and identity. The goals, objectives and strategies introduced here are a response to more than a year of listening to citizens and stakeholders through a series of surveys, workshops, events, newsletters, and conversations.

The Envision Littleton process created a foundation to describe what gives Littleton its identity and what is important to those who live and work here, and who enjoy all the city has to offer. Building on the adopted set of guiding principles, values, and other guidance in that plan, the TMP's strategic framework was developed through a lengthy refinement process involving listening sessions and workshops with City staff, Joint Leadership (City Council and Planning Commission), community representatives including a Community Coordinating Committee (CCC), and other stakeholders.

#### City Departments engaged through workshops and listening sessions:

- Finance
- Police
- **Community Development**
- **Economic Development**
- Communications
- Information Technology (IT) •
- Public Works

#### **Ongoing Outreach**

- 5 Community Coordinating Committee workshops
- 852 online survey responses •
- 2,959 conversations
- **35** pop-up events
- 51,941 reached through partner newsletters

"We can't just solve today's problems - we have to solve tomorrow's problems."

"The goal is a transportation

and play. That's an enabler for

to have big expenses coming up, and we don't have the funding sources for those."

"Change is going on system that supports a community around us. Do we want it to happen to us, or do we want to participate? quality of life and it's an enabler of It's about time -- we need to be proactive and not reactive"

"The traffic, as is, is It has to be

"I could think of no other city where I would wish to live."

## STRATEGIC FRAMEWORK

The Envision Littleton guiding principles, values, shared priorities, and shared concerns form the basis for the TMP. The strategic framework shown here explains how the TMP is structured. The rest of this section explains each of the five goals in detail, shows how the objectives support the goals, and introduces key policy points.

## **Envision Littleton Vision Report** A unifying vision and summary of Littleton's core values, guiding principles, and shared priorities and concerns Transportation Master Plan Mission What we are doing, for whom and why? The purpose of the Transportation Master Plan Goals Broad, qualitative statements regarding what we are trying to achieve **Objectives** Specific, measurable, time limited, quantifiable desired achievements in support of the goals Policies, Strategies, and Investments Actions we will be taking Measures How we will measure our progress toward our plan and a way for us to assess the need to adjust the plan

#### What are the City's Mission and Goals?

#### TRANSPORTATION MASTER PLAN MISSION STATEMENT:

Littleton will enable connection and accessibility for all through regional leadership and responsible stewardship of the city's transportation systems, policies, programs and services.







## GOAL: CONNECTED Connect people conveniently to the community, resources, and opportunities.

#### What are we trying to achieve with the "connected" goal?

A connected Littleton is one where people have convenient ways to get from home to school, work, and popular destinations such as downtown and the Mary Carter Greenway. Achieving this goal will require creative approaches to crossing existing barriers and closing existing gaps in the transportation network, with a focus on comfortable and convenient networks as well as improved connections for all travelers.

"East to west connection is an issue for bikes and pedestrians as well as cars. There are significant barriers." " We have a desire and need to improve connections with regional systems."

"The trail network is a huge benefit for the city." ALIGNMENT WITH ENVISION LITTLETON:

- Connected (Guiding Principle)
- Anchored (Guiding Principle)
- Seing a Model Community (Values)
- Accessibility (Shared Priorities)
- Small town feel and community (Shared Priorities)
- Traffic (Shared Concerns)

"Our transportation system needs to balance moving people through and encouraging them to stay."

32



## GOAL: HEALTHY Promote safety and support efforts to maintain a healthy and active lifestyle.

#### What are we trying to achieve with the "healthy" goal?

In a healthy Littleton, the transportation network minimizes the safety risks of travel by any mode, and citizens have plenty of opportunities to maintain an active lifestyle. Achieving this goal requires a holistic, ongoing effort to identify and mitigate transportation network deficiencies. Success will also mean ensuring easy access to the city's abundant open spaces for all citizens.

"The trails are great for bicyclists and people who want to run or walk to get some exercise."

"Safety, safety, safety, safety ."

Certain intersections don't feel safe or pedestrians."

#### ALIGNMENT WITH ENVISION LITTLETON:

- Active (Guiding Principle)
- The Outdoors (Values)
- Notes the second second
- Safety (Values, Shared Priorities)
- Park, trails, and open space (Shared Priorities)



## GOAL: INCLUSIVE

Allocate services and facilities so that all people have transportation options that are best suited for their needs and lifestyle.

#### What are we trying to achieve with the "inclusive" goal?

An inclusive Littleton allows people an intuitive way to travel, regardless of ability, age, or socioeconomic status. Success will require a human-scale approach to adapting the transportation network – one that finds practical solutions to the mobility challenges of all people in Littleton.

"The cost of transportation shouldn't prevent people from getting to work." "Community partners can continue to teach us how to create an accessible system that's practical for people, not just compliant. "

#### ALIGNMENT WITH ENVISION LITTLETON:

- Solution Anchored (Guiding Principle)
- Being Inclusive (Values)
- Civic Involvement (Values)
- Accessibility (Shared Priorities)
- S Affordability (Shared Concerns)

"The light rail is a huge strength of the transportation system, but connections to the stations could be better."



## GOAL: PROSPEROUS

Contribute to our economic prosperity while maintaining and enhancing our community's character

#### What are we trying to achieve with the "prosperous" goal?

A prosperous Littleton is one where services and facilities provide a cohesive civic identity and are the backbone for prosperity. Achieving this goal requires a coordinated approach to land use, transportation, and other infrastructure development. Success will mean thriving neighborhoods throughout the city.

"Improved mobility for pedestrians, bicyclists, motorists, and transit riders would encourage more people to live here and do business here." "The truth is people think there's a parking problem, so we have a parking problem."

"Downtown is a huge strength. It's a place where people want to be want to walk around."

#### ALIGNMENT WITH ENVISION LITTLETON:

- Authentic (Guiding Principle)
- Local History (Values)
- Quality (Values)
- Downtown Littleton (Shared Priorities)
- Compatibility of redevelopment (Shared Concerns)
- Srowth impacts (Shared Concerns)
- Small town feel and community (Shared Priorities)



### GOAL: SUSTAINABLE Build and operate a financially and environmentally sustainable transportation system.

#### What are we trying to achieve with the "sustainable" goal?

For Littleton, sustainability means taking a long-term view of the city's financial and environmental resources. This includes establishing a prioritized set of transportation improvements that allows for adaptability as technology and demographics change. These improvements should include a focus on improving air and water quality. The city will work toward both aspects of its sustainability goal by maintaining a strong presence in regional planning efforts.

"The way the budget is currently, structured, it would be hard to keep up with transportation needs if the economy changes." "We can't just solve today's problems - we have to solve tomorrow's problems."

"Colorado is a place where people want to be out in nature -- being tied up your car for an hour runs antithetical to that goal."

#### ALIGNMENT WITH ENVISION LITTLETON:

- Solution Active (Guiding Principle)
- Anchored (Guiding Principle)
- Seing a Model Community (Values)
- ♦ The Outdoors (Values)
- Quality (Values)
- Parks, trails, and open space (Shared Priorities)
- Contentious local politics (Shared Concerns)

## **OBJECTIVES**

Building from the goals, a series of workshops involving the Community Coordinating Committee, Joint Leadership Team, and TMP technical staff worked to develop a tactical approach to planning for the future of Littleton's transportation system. Those efforts produced the list of 36 objectives below, spread across seven topic areas: Quality of Life, Community, Mobility, Active, Auto, Transit, and Freight.

**How the objectives are used:** The objectives are statements about the direction the City wants to take its transportation system. Each objective is associated with one or more performance measures, which include a baseline and a target for 2040. These measures informed the project prioritization effort found in the TMP. In addition, they provide a system of accountability for tracking progress over time.

The TMP is designed to be a living document that can be revisited at regular intervals. The objectives offer a benchmark to evaluate how effectively the City is achieving its goals as well as a record of the community's priorities as of 2019.

No.	Topic	Related Goals					
	_		Connected	Healthy	Inclusive	Prosperous	Sustainable
1	Quality of Life	Achieve high resident satisfaction rates with transportation services	•		•	•	•
2	Quality of Life	Provide spaces that people can enjoy within the public right-of-way		•		•	
3	Quality of Life	Provide people with a sense of personal safety while traveling		•	•		
4	Quality of Life	Provide transportation infrastructure that meets local business needs				•	٠
5	Community	Provide transportation facilities that are well integrated with land use and character				•	
6	Community	Minimize transportation-related air quality degradation					•
7	Community	Minimize transportation-related water quality degradation					•
8	Community	Minimize transportation-related noise impacts				•	٠
9	Community	Provide a flexible transportation work plan					•
10	Community	Provide transparency about the transportation plan					٠
11	Community	Provide a transportation system the City can afford to maintain					•
12	Mobility	Provide a reliable transportation system	•			•	
13	Mobility	Achieve a balanced mode share	•	•	•	•	•
14	Mobility	Provide high-quality transportation people can afford	•			•	
15	Mobility	Provide human-scale infrastructure			•	•	•

No.	Topic	Fopic Objective R					
			Connected	Healthy	Inclusive	Prosperous	Sustainable
16	Mobility	Provide travelers with relevant, timely information	•	•	•		
17	Active	Provide a well-connected bicycling network	•	•			
18	Active	Provide a comfortable bicycling network	•	•			
19	Active	Provide a safe biking environment	•	•	•		
20	Active	Achieve a Sliver Bicycle Friendly Community designation	•	•			
21	Active	Provide high-quality end-of-trip bicycle facilities	•	•			
22	Active	Provide a well-connected pedestrian network	•	•			
23	Active	Provide a comfortable walking experience	•	•			•
24	Active	Provide a safe walking environment	•	•	•		
25	Active	Provide excellent pedestrian and bike access to schools	•	•			
26	Active	Provide high quality access to recreational facilities		•			٠
27	Active	Provide healthy transportation choices		•			•
28	Auto	Provide a well-connected automotive network	•			•	
29	Auto	Provide for safe automobile travel		•		•	
30	Auto	Provide a resilient and responsive traffic operations system	•				٠
31	Transit	Provide a well-connected transit network	•			•	
32	Transit	Provide comfortable transit service	•		•		
33	Transit	Provide high-quality demand response services for at-need populations			•	•	
34	Freight	Provide a reliable freight network	•			•	
35	Freight	Provide a well-connected freight network	•			•	
36	Freight	Provide a safe freight network		•		•	
		Totals	21	18	11	17	18

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## WHAT IT MEANS TO PROVIDE A COMPLETE NETWORK

A complete multimodal transportation network in the city that provides connections, choice, calming, and capacity while meeting the needs of the community will be the result of implementing the projects defined in subsequent sections. These projects and strategies, combined, will allow the City to realize its Transportation Goals, and ultimately deliver upon the Mission defined by the community. Not every street has the room or capacity to serve every mode, nor do they all have the demand for each mode, so priorities have been determined based on the adjacent land uses, network needs, ability of the right-of-way to accommodate various modes and major destinations. Many of these priorities have evolved over time already, and are in place today, in the form of transit service on some streets, wider sidewalks, and bicycle facilities. The complete networks presented here will build upon this foundation and are intended to present a path to completion of networks so that all people can choose the mode that best suits their travel needs and lifestyles.

## **LEVEL OF SERVICE**

The City is using the term "Level of Service" (LOS) to define appropriate facility types and widths of facilities for the various transportation modes. These criteria are described in depth in the mode-specific chapters that follow. In Littleton, Level of Service allows us to judge how well our transportation networks are performing. Maintaining LOS standards allows the City to better manage the impacts of development and forms the foundation for how we can manage our transportation networks in a way that is responsive to growth pressures from within and from surrounding communities. The LOS standards or thresholds are defined within each mode-specific chapter.

- Auto LOS: for auto and freight networks, LOS refers to the relation between the number of vehicles that are using a specific roadway or intersection and the traffic capacity of those roadways or intersections. It is generally provided as a letter-grade that easily communicates the level of congestion that exists in a location on a scale from A to F. See The Auto and Freight Chapter for details.
- Transit LOS: for transit, LOS refers to the availability, frequency, comfort, and convenience of transit for people who make trips via transit on either bus or rail. The percentage of citizens with convenient access to high-quality transit is used to measure how well transit services are meeting Littleton's needs. It must be acknowledged that Littleton is but a part of RTD and does not provide the majority of transit service in the City. See the Transit Chapter for details.
- Active Transportation LOS: for pedestrians and bicyclists, LOS refers to the level of stress that pedestrians and bicyclists feel from adjacent auto and freight traffic. In order to provide a complete network, comfortable and safe (low-stress) facilities must be provided. In order to provide such facilities, bicycle and pedestrian facilities require different levels of protection from autos and trucks to feel safe. See the Active Transportation Chapter for details.

Provision of a complete transportation network that meets the needs of the citizens of Littleton requires that these criteria, combined with the other objectives outlined in this plan are met. In order to meet our goals, we will need to re-think the way we have designed our streets. In order to lay that groundwork, the types of streets that we provide as a service have been reconsidered below.

## **STREET TYPES**

Littleton has a diverse set of street types, from local residential streets to wide commercial streets. The City has long used a standard functional classification approach to define the street network in the past. The City's classification system consisted of local, collector, and arterial street classes. However, this functional classification system does not adequately account for the way the surrounding land use intensity and character affect the street's operation and design.

The Envision Littleton plan has established a method to better account for these distinct issues when designing and operating our streets. The street types listed herein allow the City to address typical challenges encountered and develop

future street type maps that will set the table for updated design standards. In addition to street types, this plan also incorporates modal priorities for active transportation, transit, and auto/freight, as well as overlays for character classes, consistent with those identified in the Comprehensive Plan. The Complete Network and Overlay maps can be found in the Recommendations Chapter following the mode chapters.

Local Stre	et	A local street can exist in any context	
Typical Right- of-Way Target Design Speed Average Daily Traffic Range (vpd) Lanes Primary	60-80 feet 20-25 mph <3,000 2 (no lane markings) Local access	and is used primarily for access to adjacent properties. The cross-section should encourage slow speeds and inherently multimodal operations, serving pedestrians, bicyclists, autos, and even infrequent freight traffic (i.e., deliveries, trash services, etc.). These streets provide the least through movement connectivity. On-street parking is allowed on these streets, and landscaping is provided by	
Purpose		property owners.	1
Neighborh Connector	r	Neighborhood connector streets are typically found in areas with almost exclusively adjacent residential land use. These streets are intended to	
Typical Right- of-Way Target Design Speed	60-100 feet 25-35 mph	serve short to medium length trips, and are slow speed. They include some local access to properties and are	
Average Daily Traffic Range (vpd) Lanes	3,000-18,000	characterized by modest setbacks. These streets are good candidates for active transportation connections, as they will typically have less auto and	
Primary Purpose	2, plus turn lanes where warranted Local mobility	truck traffic. Traffic calming may be desired to keep speeds slow and promote safety for all users. Some of these streets would have bicycle facilities and on-street parking,	
		depending on priority and available width. Street trees are encouraged.	
Suburban	Connector	Suburban connector streets are	
Typical Right- of-Way Target Design	80-120 feet 30-40 mph	typically found in areas with adjacent residential land use and some suburban retail and commercial. These	
Speed Average Daily	18,000-40,000	streets are intended to serve medium length trips, and are medium speed. They include minimal local access to	1.15
Traffic Range (vpd)		properties and are characterized by modest setbacks. These streets are	
Lanes	4, plus turn lanes where warranted	good candidates for active transportation connections including	
Primary Purpose	Local and regional mobility	bicycle facilities, but should provide adequate separation. On-street parking is not usually permitted. Street trees are encouraged.	

## Mixed Use / Downtown Connector

Typical Right- of-Way	60-100 feet
Target Design Speed	20-30 mph
Average Daily Traffic Range (vpd)	6,000-24,000
Lanes	2 or 4, plus turn lanes where warranted
Primary	Local access,
Purpose	business access

Mixed Use / Downtown Connectors are found in areas that have a combination of retail, commercial, office, restaurant and residential uses. These streets are typically slower speed, and may have driveways and on-street vehicle parking. They are intended to be multimodal, with wide sidewalks and sometimes with facilities for biking. Street trees and other plantings are encouraged on these streets.



## Mixed Use / Downtown Main Street

Typical Right- of-Way	60-110 feet
Target Design Speed	20-25 mph
Average Daily Traffic Range (vpd)	6,000-40,000
Lanes	2 or 4, plus turn lanes where warranted
Primary Purpose	Business access, placemaking

The buildings along these streets should have little to no setback. pedestrian-oriented frontages, and activated main floor uses. The rightof-way should provide ample space for walking and green infrastructure including planters and street trees. Auto speeds should be slow and driveways should be limited. Onstreet parking may be incorporated, but due consideration to better uses of valuable public right-of-way should be given. Pedestrians are the priority on these streets, but people on bicycles or other soft vehicles should be provided a safe environment.



Commerc	ial Corridor	Commercial corridors serve mostly commercial uses, including shopping	
Typical Right- of-Way	80-150 feet	centers, industrial uses, offices, and other commercial activity.	
Target Design Speed	30-55 mph	Commercial corridors typically serve both through trips and provide	
Average Daily Traffic Range (vpd)	>20,000	property access, although direct access should be discouraged. Commercial corridors in Littleton	
Lanes	4 or 6, plus turn lanes where warranted	have typically been focused on automobile travel, but should	
Primary Purpose	Regional mobility	transition to include better pedestrian and transit facilities, with shared use paths for bicycles where appropriate. These streets will have two or three lanes of automotive travel in each direction. Speed limits should only exceed 40 mph on highly controlled facilities.	

## **OVERLAYS**

The following overlays identify areas or corridors within the City that should provide streets that cater to certain modes. These overlays will allow the City to provide complete networks for each mode, and will affect the design of the street and guide the City to make decisions about types of facilities to provide within the right-of-way.

#### Modal Priorities:



#### Pedestrian

The City is focused on the safe and efficient movement of pedestrians (people walking or using mobility devices such as wheelchairs). All city streets should provide safe spaces to move along and across the street. Pedestrians are our most vulnerable travelers, and prioritizing their safety is of utmost importance. This plan focuses the City's future pedestrian enhancements on these areas of greatest need:

- First and last mile connections to transit including Mineral Station, Littleton Downtown Station, and the Broadway Transit Corridor.
- Safe Routes to Schools
- Park connections
- Regional trail connections

Sacrifice: As pedestrian enhancements are considered, it must be acknowledged that in many instances, this priority will require sacrificing space for some other mode. Most often in Littleton, this will result in sacrificing space or mobility for the private automobile. Sometimes this will take the form of slower speeds due to narrower lanes or longer delays due to fewer lanes for auto capacity, while other times this will mean the reduction of space for on-street parking.



#### Bicycle

Bicycle priority streets aim to provide low-stress bicycle options to reach destinations. The treatments used on these streets may include striped bike lanes, protected bike lanes, cycle tracks, or separate off-street facilities, such as parallel trails. The City will phase out the use of "sharrows" in the future, upgrading these facilities where feasible to a safer design. As with the pedestrian network, the City will focus on upgrades to the bicycle network where the need is greatest:

- First and final mile connections to transit including Mineral Station, Littleton Downtown Station, and the Broadway Transit Corridor.
- Safe Routes to Schools
- Park connections
- Regional trail connections

Sacrifice: As bicycle enhancements are considered, it must be acknowledged that in many instances, this priority will require sacrificing space for some other mode. Most often in Littleton, this will result in sacrificing space or mobility for the private automobile. Sometimes this will take the form of slower speeds due to narrower lanes or longer delays due to fewer lanes for auto capacity, while other times this will mean the reduction of space for on-street parking.



#### Transit

Transit corridors should be enhanced to meet the City's objectives to provide competitive and attractive transit service as an alternative to the private auto. The future Transit priority streets in the City, in addition to maintaining light rail operations along Santa Fe Drive, are:

- 📀 Broadway
- Littleton Boulevard
- 📀 Mineral Avenue
- 📀 Church Avenue
- 📀 Bowles Avenue
- Ridge Road

Treatments to enhance transit on these streets include, but are not limited to:

- Speed and reliability: queue jumps, transit signal priority, exclusive lanes
- Amenities: enhanced stops to include benches, lighting, shelters, fare payment systems, real-time information, or other means developed and recommended by the Regional Transportation District (RTD).
- Connectivity: future transit streets should ensure that stops are accessible to users, through sidewalk connections, ramps, and crossing treatments that enhance safety.

Sacrifice: As transit enhancements are considered, it must be acknowledged that in many instances, this priority will require sacrificing space for some other mode. Most often in Littleton, this will result in sacrificing space or mobility for the private automobile. Sometimes this will mean that buses make stops within the travel lane to increase speeds, while other times this will mean the reduction of space for on-street parking, or even the reduction of auto capacity.



#### Truck

The City maintains designated truck routes intended to funnel freight movement onto corridors that are designed to handle heavy vehicles. As goods delivery evolves, it will be important for the City to remain flexible, and adapt to changes in the types and numbers of freight vehicles on our streets. Given these shifting trends, the truck route map and related policies should be reviewed annually.

Sacrifice: As freight movement enhancements are considered, it must be acknowledged that in many instances, this priority will require sacrificing space for some other mode. In many instances, truck design standards require that pedestrian and bicycle facilities are not as direct or comfortable. Proper consideration for these modes must be taken into account as designs proceed.

#### Character

The character of the adjacent land use should affect the design of the street. The major character contexts listed below have been identified in Littleton.

#### Estate or Natural

On streets in the estate or natural character areas, the separation between active and auto transportation users is generally less defined. Many streets in these areas are shared streets where different user groups mingle in the same space. Detached sidewalks are rare and the natural or landscaped setting generally comes right up to the edge of the street. On-street parking is generally discouraged and off-street parking facilities are common.

#### Suburban

On streets in the suburban character areas, the City envisions detached or wider attached sidewalks, with street trees. The mix of users includes all modes on many streets in these character areas. Green space should be prioritized as part of the streetscape. Building setbacks in these areas are larger, meaning that the building frontage is less important for activation, and landscaping plays a more prominent role. On-street parking is typically permitted where appropriate on lower mobility street types.

#### Urban

On streets in the urban character areas, the urban building forms interact with the streetscape to create a street wall. Sidewalks can be wide and attached with planters or trees, or can be detached with a tree lawn separating pedestrians from autos. Generally, urban areas will have more pedestrian activity and streets should dedicate more space to active transportation. Curb space management may become a priority, as ride-hailing and valet services become more popular. On-street parking is typically permitted, although due consideration should be given to using that space for other modes.

## **POLICIES, STRATEGIES & PROJECTS**

The goals and objectives describe the community's desired future for its transportation system. In order to move toward that future while protecting existing values, the City must develop a detailed work plan consisting of capital improvement projects, and organizational strategies.

The following chapters detail the specific needs related to active transportation (such as bike, pedestrian, and micromobility), transit (bus and rail), and auto (including freight). This analysis results in a set of strategies and projects that would help Littleton work toward its transportation objectives, in the short term as well as over the next several decades.

## Chapter 4. Auto and Freight

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#### TRANSPORTATION MASTER PLAN: AUTO AND FREIGHT

Because Littleton was developed in a time of rapid auto adoption and in times in which most people have access to a private auto, the city has a strong auto and freight network with few gaps. The City's network includes the full hierarchy of auto streets, from freeway (C-470) down to local streets.

The geography of the city has determined much of this network, particularly the location of the South Platte River and the freight and light rail tracks. These major linear assets also act as barriers and mean that crossing from west to east is limited. Another asset that determines the connectivity of the city is the Highline Canal, which meanders through the city and limits some connectivity.

The city is characterized by these and other features, and the way people move in and through the city is shaped by the way the city has been built. The primary auto-oriented corridors exist mainly along the city's edges:

- North-South Corridors:
  - o Platte Canyon Road
  - o Santa Fe Drive (US 85)
  - o Broadway
- East-West Corridors:
  - o Belleview Avenue
  - o Bowles Avenue / Main Street / Alamo Avenue / Littleton Blvd
  - o Mineral Avenue
  - o County Line Road

Meanwhile, the interior of the city is defined by its neighborhood character and slower moving traffic on narrower streets.

Auto traffic on the main auto-oriented corridors has been increasing in the recent past, spurred primarily by growth outside the city. Major developments have been built south and west of the city and have resulted in traffic congestion on Littleton streets.

## LEGACY OF PAST PLANNING

The following plans previously developed for Littleton and vicinity offer insights from the time they were prepared and provided an essential foundation for preparing this Auto and Freight element of the Transportation Master Plan.

- Oitywide Plan (2014)
- Belleview Avenue Corridor Vision (2018)
- Broadway Corridor Study (2009)
- Downtown Neighborhood Plan (2011)
- South Platte River Corridor Development Design Guidelines (2000)
- South Platte River Corridor Vision, Arapahoe County, (2013)
- DRCOG (Denver Regional Council of Governments) Metro Vision 2040 (2017)
- Arapahoe County 2035 Transportation Plan (2010)

Key takeaways from past planning efforts include:

- Improve connections between downtown/river corridor/parks/trails.
- Complete streets/road diet/traffic calming where appropriate.
- Improve traffic flow on arterials.
- Decrease cut-through traffic in residential areas.
- Improve multimodal connections between commercial locations/residential developments.
- Improve connections to light rail.
- Improve road connections to key destinations but not through natural areas/build fewer cul-de-sacs/promote grid street network.

## **KEY ISSUES AND CONSIDERATIONS**

Input and discussions for this Transportation Master Plan, through varied *Envision Littleton* community engagement activities, workshops with City Council and Planning Commission, and interaction with other City boards/commissions, City departments, and partner agencies and organizations, yielded the following list of key items that relate to the auto and freight transportation network:

- Congestion: Growth within and surrounding Littleton has resulted in increased congestion on many streets.
- Barriers: the city is crossed by multiple barriers limiting connectivity. While some areas of the city have a strong internal grid, barriers like the South Platte River, Santa Fe Drive, the rail corridor, and even some suburban neighborhoods exist that break up the grid and force traffic to use one of only a few major connections, resulting in traffic congestion.
- Safety: A total of 5,089 crashes occurred in Littleton during the 5-year period from 2014 to 2018 about three per day. The social and economic impacts of these crashes are vast.
- Parking: Downtown parking has been identified as a major issue, and has been cited as a reason for avoiding coming to the downtown retail and commercial district.

More information on each of these key issues is provided below.

## CONGESTION

Congestions is a term used to describe traffic conditions where motorists experience delay and the volume of traffic on a street is at or near its capacity. Congestion, also referred to as poor Level of Service, in Littleton is primarily concentrated on its major regional corridors. In urban areas, most congestion occurs at intersections. This is the case in Littleton, with congestion occurring at major bottleneck locations throughout the city where arterials intersect.

#### Level of Service

A key method of evaluating the need for improvement is to examine roadway capacities. Through goal-setting, the City has set a desired Level of Service threshold for its roadways. Level of Service (LOS) refers to a letter grade system of gauging a road's ability to serve travel demand. The grades range from A to F, where A represents free-flow traffic conditions with almost no delay, and LOS F represents gridlock or severe congestion with high levels of delay.

The City's desired Level of Service is LOS E or better for Commercial Corridors and Suburban Connectors and LOS D or better for all other streets. LOS is a tool that allows the City to identify the appropriate improvement types for streets within

its borders, and to require roadway improvements as mitigation from development that may increase the demand on the existing system.

The table below shows the planning level bi-directional (total of both directions) daily traffic capacities for typical roadways in Littleton based on these LOS thresholds.

Facility Type and lanes	Capacity*
2-lane Local Street (LOS D)	3,000
2-lane Mixed Use/Downtown or Neighborhood Connector or Main Street (LOS D)	10,000
3-lane Mixed Use/Downtown or Neighborhood Connector or Main Street (LOS D)	18,000
4-lane Suburban Connector or Commercial Corridor (LOS E)**	40,000
6-lane Suburban Connector or Commercial Corridor (LOS E)**	60,000
* 2-way total vehicles per day ** Assumes turn lanes are provided as needed at intersections	

The capacity indicates the maximum number of vehicles per day (vpd) that can be served by a typical roadway before exceeding the LOS threshold. While the theoretical maximum number of vehicles served is higher, as traffic increases beyond these capacities, congestion occurs and travelers experience delay. Many factors can raise or lower these capacities, including but not limited to the number of intersections or access points, provision of turn lanes or other operational improvements, level of peak hour traffic, and even driver behavior. These capacities are widely-accepted typical capacities and traffic behavior and roadway characteristics in Littleton are generally consistent with the typical roadways on which these capacities are based.

In addition to corridor Level of Service, the City should also monitor intersection LOS, which is based on the typical average delay experienced by all of the motorists traveling through an intersection. Due to the number of intersections in the city, a thorough analysis of intersection LOS with traffic engineering software was not feasible for this plan. However, other tools allow the use of cell phone and GPS data to identify where poor LOS is occurring at intersections throughout the city.

An analysis of bottlenecks through use of INRIX data identifies those locations that cause the most traveler delay and frustration. INRIX is a Big Data aggregation company that compiles GPS and cell phone data all over the world. This data can be used to determine typical free-flow traffic conditions on major roads and subsequently when and where delay is occurring compared to free-flow conditions.

Analyzing the data in Littleton, it is apparent that the most severe bottlenecks in the city occur at intersections along the Santa Fe Drive, Broadway, Belleview Avenue, and Mineral Avenue corridors. The table at right shows the 25 worst bottlenecks in the city ranked by the total delay (in minutes per day) experienced by motorists during the course of driving in 2018. These locations currently experience poor LOS at some point during a typical day.

#### **Future Travel Demand**

The Denver Regional Council of Governments (DRCOG) maintains a regional Travel Demand Model that is federally-mandated and used for transportation planning purposes. The current DRCOG TDM is referred to as the FOCUS model and is a tour-based TDM capable of projecting travel demand based on socio-economic data (land use), traveler behavior (where and when people make trips), mode choice (how people choose to make those trips), and network analysis (the most convenient ways to move around).

The DRCOG TDM was used to forecast future traffic volumes In Littleton to assess future needs and how they may differ from the needs of today. The model results were compared to real-world observations of traffic to make sure the model is accurately representing traffic in Littleton and adjusted where necessary.

In general, traffic in Littleton is expected to increase, as a result of increases in population in the region, including some in Littleton. Socio-economic data for

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25 WB Bowles at S Federal 5,672	25	WB Bowles at S Federal	5,672	2

Traffic Analysis Zones (TAZ's, which are geographic areas within the region) that are within or directly adjacent to Littleton are presented below. Note that these forecasts differ slightly from those presented in the Comprehensive Plan Update, due to the differences in geographic area and the source. The differences are minor between the two forecasts and are not expected to have an impact on the forecasted travel demand. The growth percentages are the total percent change in population expected by DRCOG in and around Littleton. These equate to about 1% to 1.5% growth per year.

	2020 Model	2040 Model	+/- Growth	% Growth
Population	61,249	73,208	11,959	20%
Households	27,017	32,610	5,593	21%
Employment	37,199	47,628	10,429	28%

As a result of this increase in nearby population, the TDM projects that overall vehicle miles traveled (distance traveled in a car, VMT) and vehicle hours traveled (time spent traveling in a car, VHT) are projected to increase in Littleton if no other measures are implemented to reduce them. Correspondingly, because the City has few programmed increases to

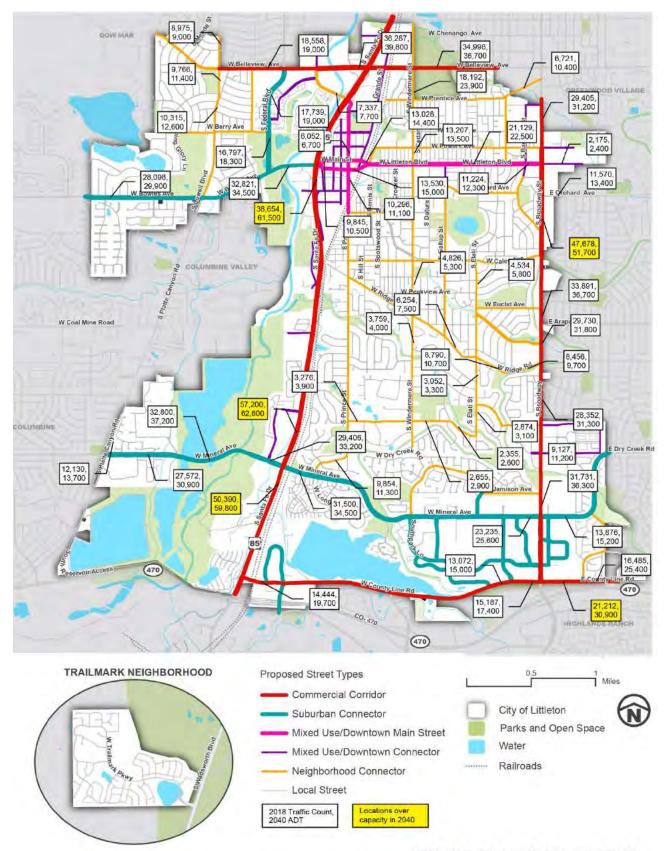
#### TRANSPORTATION MASTER PLAN: AUTO AND FREIGHT

roadway capacity, the amount of congestion is expected to increase as well. The table below illustrates this increase, which means that Littleton residents are likely to spend a much greater percentage of their travel time in congested conditions.

	2020 Model	2040 Model	+/- Growth	%
				Growth
VMT	1,109,785	1,222,104	112,319	10%
VHT	34,781	39,986	5,205	15%
Congested VMT	215,583	322,786	107,203	50%
Congested VHT	9,036	13,550	4,514	50%

The map below shows traffic counts – existing year traffic (vehicles per day) – and forecasted volumes – future year 2040 traffic (vehicles per day) – for the street network in Littleton. A process consistent with industry practice to produce these forecasts was followed to adjust the travel demand model's output. This allows us to forecast which streets are likely to be operating at a LOS that does not meet the standard set by the City. These locations are indicated on the map. In general, the segments that are projected to be over capacity are consistent with existing conditions where bottlenecks occur today.

#### TRANSPORTATION MASTER PLAN: AUTO AND FREIGHT

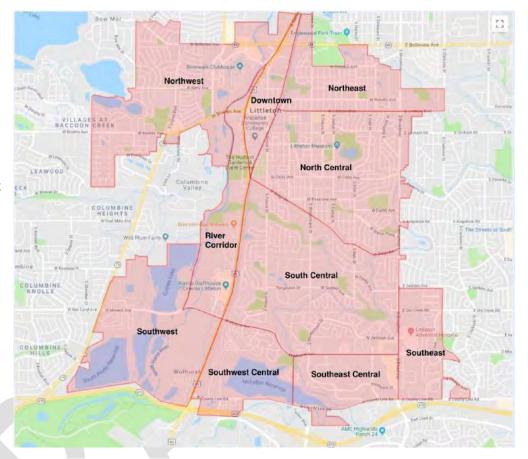


CITY OF LITTLETON PROPOSED STREET TYPES WITH CURRENT AND FUTURE VOLUMES

#### **Origin-Destination Analysis**

Because Littleton is experiencing so many regional pressures, an origin-destination analysis was undertaken to better understand how traffic from the greater region is impacting Littleton's streets. A tool developed by Streetlight Data, Inc. was used to determine where traffic entering or exiting the city or moving within the city is going. In general, the analysis indicates that the public and stakeholder perception of through traffic contributing to the majority of the congestion along major corridors is supported by the data. Indeed, 43% of all trips that use a Littleton street at some point in their journey are what are referred to External-to-External or Pass-Through trips, having neither an origin nor a destination within the city. The graphics below summarize this data.

The key takeaways from this analysis are:



The city was divided into these districts for the analysis (note these are different than TAZs)

- Nearly half of all traffic entering the city on Broadway from the south heads east into Centennial. However, more than 11% continues through the city to the north while another 10% traverses the city to the west.
- > People coming to Littleton from outside the city are generally destined for northern areas of the city.
- People leaving Littleton for other areas of the region are generally heading either north or east, with a slightly larger portion of travelers heading east.
- Eleven percent of people entering downtown at Bowles are destined for someplace within downtown. Other major origins/destinations include areas west and east of the city, accounting for 34% of traffic on Bowles/Alamo/Main east of Santa Fe.
- People on Littleton Blvd just east of downtown are generally headed in northern areas of the city or outside of the city, with even splits north, west, and east.
- The perception that Santa Fe Drive serves as a pass-through corridor seems to be confirmed by the data. Only 23% of people coming into the city along Santa Fe Drive from the south have a destination within the city.
- Though not as pronounced as the NB direction, SB Santa Fe still serves as a pass-through corridor. Only 42% of people coming into the city along Santa Fe Drive from the north have a destination within the city.

#### Freight

The City maintains a truck route map that identifies corridors that are appropriate for heavy vehicle use. This map is posted on the City website and is available for reference for freight haulers.

A review of the map was conducted for this plan. No changes are proposed to the Truck Route Map at this time. The map can be found in the Recommendations chapter as the Truck Overlay.

## BARRIERS

The major physical barriers to auto and freight travel in Littleton are the South Platte River, Santa Fe Drive/Rail corridor, and some suburban neighborhoods that lack connectivity.

South Platte River: In Littleton, the only four roadways offering bridged crossings of the South Platte River include Mineral Avenue, Bowles Avenue, Prince Street, and Belleview Avenue. Particularly, the over two mile separation between the Bowles Avenue and Mineral Avenue crossings results in a funnelling of a great deal of traffic on to those two east-west corridors.

Santa Fe Drive/Rail Corridor: Again, between Mineral Avenue and Bowles Avenue/Main Street, crossings of the rail corridor and intersections with Santa Fe Drive are limited. This means that Prince Street serves as the only other viable route between the southern parts of the city and Downtown. When Santa Fe Drive is congested or an incident occurs, Prince Street is the alternate route and experiences traffic flows that are inconsistent with the classification and design.

Suburban Neighborhoods: Some neighborhoods in the southern part of the city have circuitous streets that lack connectivity to the roadway grid network and to each other. This results in additional traffic being forced onto neighborhood connector streets that are intended to serve a minimal local area.

## SAFETY

As the City's roadway network carries more traffic due to regional and local growth, the safety of those traveling within the City will continue to be a top priority. The major current crash locations are shown in the Existing City chapter, and are generally in locations that are congested. Between 2014 and 2018, a total of 5,089 crashes occurred in the city, with 418 resulting in injuries. Locations where a high number of crashes result in injuries have been identified as the High Injury Network (HIN). Any intersection where 5 or more injury crashes occurred in the 5-year analysis period qualifies. The HIN list of intersections is shown in the table below.

A map summarizing the HIN and Bottleneck intersections is shown on the next page. These locations are the prime candidates for safety improvements.

High Injury Network (2014 to 2018)					
Intersection	# of Crashes	Injury Crashes	% of Crashes at Intersection Resulting in Injury	# of Bike Crashes	# of Ped Crashes
Santa Fe Dr & Prince St	114	13	11%	0	0
Bowles Ave & Federal Blvd	106	12	11%	2	1
Belleview Ave & Prince St	56	11	20%	1	5
Broadway & County Line Rd	90	9	10%	0	0
Broadway & Mineral Ave	92	8	9%	0	1
Mineral Ave & Platte Canyon Rd	42	8	19%	2	0
Mineral Ave & Jackass Hill Rd	39	7	18%	7	3

High Injury Network (2014 to 2018)

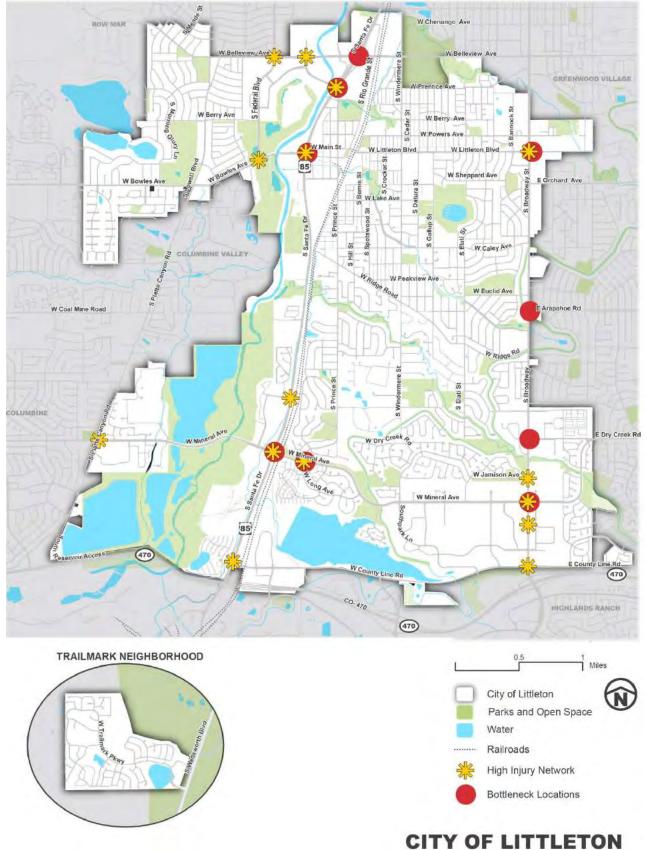
#### TRANSPORTATION MASTER PLAN: AUTO AND FREIGHT

High Injury Network (2014 to 2018)									
Intersection	# of Crashes	Injury Crashes	% of Crashes at Intersection Resulting in Injury	# of Bike Crashes	# of Ped Crashes				
Broadway & Littleton Blvd	86	6	7%	1	0				
Broadway & Grant Way	43	6	14%	0	0				
Belleview Ave & Federal Blvd	26	6	23%	0	0				
Broadway & Jamison Ave	14	5	36%	1	0				
Santa Fe Dr & Mineral Ave	161	5	3%	1	1				
Santa Fe Dr & County Line Rd	59	5	8%	0	0				
Santa Fe Dr & Bowles Ave	135	5	4%	1	0				

## PARKING

Throughout the Envision Littleton process, parking downtown is identified as an issue by stakeholders and residents. Downtown is currently served by a combination of on-street parking, off-street private parking lots, some off-street public parking lots, and a few privately owned valet parking services. This plan is not focused on parking but recognizes the importance of parking to the community from an economic standpoint and expectation for convenience and viability. It is recommended that parking be addressed in an upcoming Downtown Mobility Plan.

#### TRANSPORTATION MASTER PLAN: AUTO AND FREIGHT



HIN AND BOTTLENECK INTERSECTIONS

## FRAMEWORK FOR ACTION

The framework for action below is organized in three tiers: (1) Goals, (2) Policies, and (3) Actions. All are intended to mesh with and support the other aspects of this Transportation Master Plan.

## GOALS

- Consistent with the Connected and Inclusive Guiding Principles, automobile (auto) and freight mobility is also important to the City's transportation goals. These modes of travel serve needs that are difficult to serve with other modes. Auto trips can be longer and more convenient than trips by active transportation modes or transit. Freight movements allow us to conduct commerce efficiently. Complete Auto and Freight networks support the City's goals:
- Connected: Auto and Freight networks provide connectivity that is otherwise difficult to provide through other modes, providing point-to-point access to jobs and destinations throughout the region..
- Healthy: It is increasingly important that people are connected to health care services in a reliable and convenient manner, particularly as our population ages.
- Inclusive: People who are unable to walk, bike, or otherwise use an active or transit mode should have access to transportation options that give them freedom of mobility for their daily needs.
- Prosperous: Our auto and freight networks provide the point-to-point long-haul and local service needed to conduct commerce and are the backbone for economic development.
- Sustainable: the auto and freight networks in the city are already mostly built and generally require only maintenance and operations to continue to serve their purpose. Improvements to these networks can be accomplished with incremental steps. The City should advocate for measures that encourage autos and trucks to transition to technology that does not harm the environment.

Improving the city's auto and freight networks is consistent with the following goals and objectives:

No.	Торіс	Objective	Related Goals				
			Connected	Healthy	Inclusive	Prosperous	Sustainable
1	Quality of Life	Achieve high resident satisfaction rates with transportation services	٠		•	•	•
4	Quality of Life	Provide transportation infrastructure that meets local business needs				•	•
5	Community	Provide transportation facilities that are well integrated with land use and character				•	
12	Mobility	Provide a reliable transportation system	•			•	
16	Mobility	Provide travelers with relevant, timely information	•	•	•		
28	Auto	Provide a well-connected automotive network	•			•	
29	Auto	Provide for safe automobile travel		•		•	

#### TRANSPORTATION MASTER PLAN: AUTO AND FREIGHT

No.	Торіс	Objective	Related Goals				
			Connected	Healthy	Inclusive	Prosperous	Sustainable
30	Auto	Provide a resilient and responsive traffic operations system	٠				•
34	Freight	Provide a reliable freight network	٠			•	
35	Freight	Provide a well-connected freight network	٠			•	
36	Freight	Provide a safe freight network		•		•	

The community has consistently identified traffic congestion as the most important issue facing the city from a transportation perspective. Traffic volumes on major roadways have increased dramatically in the last two decades as development pressures to the south have mounted. This has impacted not only those major roadways but also local streets and neighborhood connector streets, as drivers search for alternate routes to avoid congestion. These pressures are expected to continue to increase as more regional development and growth occurs. Major developments like Sterling Ranch, expected to consist of more than 12,000 additional homes south of C-470 in Douglas County, have already started to influence traffic in Littleton.

## POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

- 1. Focus on developing safe auto and freight networks.
- 2. Advance regional partnerships to build consensus and leverage funding toward significant transportation projects.
- 3. Provide automobile Level of Service (LOS) E or better on Suburban Connectors and Commercial Corridors and LOS D or better on all other streets .
- 4. Prioritize auto and freight network projects that lead to operational and safety improvements.
- 5. Prioritize the safety of vulnerable user groups on streets and trails.
- 6. Support connections to employment, retail, and entertainment/recreation land uses given the opportunity.
- 7. Develop street design and construction standards that prioritize safety and mobility, not speed.
- 8. Develop a Transportation Demand Management policy as a tool to help reduce congestion.
- 9. Maintain and periodically update the truck route map.

# ACTIONS

The actions below convey tangible steps that will lead to achievement of the goals in line with the stated Policies.

### **Capital Investments**

Capital investments are under development and will be included in the packet materials for the September 10, 2019 Joint Leadership study session, provided on <u>www.envisionlittleton.org</u> on September 9, 2019, and in the final draft of this Transportation Master Plan.

### **Programs and Initiatives**

- 1. Develop and utilize a traffic operations and safety checklist of inexpensive operational and safety improvements that can be implemented as part of other infrastructure investments.
- 2. Develop a Transportation Demand Management program focused on reducing peak hour congestion through Littleton.
- 3. Create and maintain an Incident Management Plan.
- 4. Explore the feasibility of a Traffic Management Center, ideally partnering with adjacent municipalities and other agencies.

### **Regulations and Standards**

5. Develop new street design standards for the new street classifications consistent with current industry best practices.

### **Partnerships and Coordination**

- 6. Maintain partnerships with adjacent municipalities for the US 85 (Santa Fe Drive) Planning and Environmental Linkages (PEL) study.
- 7. Pursue partnering with Douglas County, Arapahoe County, and Jefferson County on improvements in their jurisdictions that will benefit Littleton residents and businesses.

### **More Targeted Planning / Study**

- 8. Additional planning for the following corridors:
  - a. Santa Fe Drive the US 85 PEL is expected to kick off in 2019 or 2020, in coordination with CDOT and other regional partners. Littleton should take a leadership role in that study.
  - b. Littleton Boulevard building on past planning and the vision of the corridor outlined in the Comprehensive Plan, a Littleton Boulevard study should be conducted to evaluate opportunities for multimodal improvements.
  - c. Broadway partnering with Centennial and RTD
  - d. Prince Street
  - e. Windermere Street
  - f. Ridge Road
  - g. Bowles Avenue
  - h. Belleview Avenue building on past planning including the recently completed framework study
- 9. Additional planning for the intersections identified as having safety and operational issues. These should be evaluated in detail to identify cost-effective and implementable solutions.

A strategic **Action** priority is aimed at seizing a special opportunity or addressing a particular challenge one faces, given limited resources – financial and otherwise – and recognizing that a broader agenda of new or ongoing activities will also be pursued in the meantime.

# POTENTIAL PARTNERS

Partners for implementation of plan priorities related to Land Use and Community Character include:

- Area real estate and development community
- Denver Regional Council of Governments
- Regional Transportation District
- SouthPark Owners Association
- South Platte Working Group
- South Suburban Parks and Recreation District
- Tri-County Health Department
- Arapahoe, Douglas, and Jefferson Counties
- Colorado Department of Transportation (CDOT)

# STATE OF THE PRACTICE

Many municipalities and agencies are encountering increased traffic congestion on their streets. Our cities continue to grow and mobility is seen as an essential freedom. Because cars take up a lot of space on our streets, compared to other modes, cities have begun to look for ways to provide the additional auto capacity needed through innovative operations and management, as well as through innovative, non-traditional engineering solutions. These innovations have been taking the place of traditional capacity expansions in many cities and will continue to be improved upon. As Littleton searches for ways to optimize the use of limited right-of-way and time, while providing a system that we can afford to maintain, it will be incumbent upon the City to utilize these new strategies. A short sampling of these strategies is provided below, as a start to a toolkit for the City moving forward. Other resources for these solutions are available.

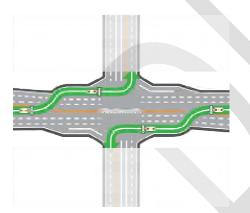
# **NON-TRADITIONAL INTERSECTIONS**

The following non-traditional intersection improvements and reconfigurations should be considered to improve operations.

**Roundabouts**: roundabouts can improve operations in many locations where un-due delay is caused by either stop-controlled intersections or traffic signals. Roundabouts can improve traffic flow by nearly eliminating delay when no opposing traffic is present. They also have major safety benefits, reducing the occurrence of crashes that result in injury by 51%.

Typical cost: \$1 million to \$2 million





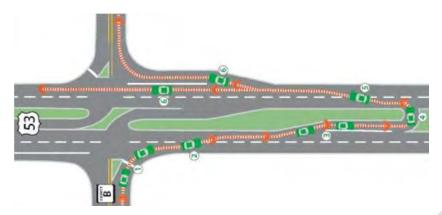
**Continuous Flow Intersection (CFI)**: CFI's, or Displaced Left Turn Intersections (DLTI), are a way for cities to expand capacity at an intersection without greatly increasing the intersection footprint. These intersections require additional signals to allow left turns to move to the opposite side of the road prior to the intersection, and then travel through the intersection at the same time as through traffic. These intersections are generally less expensive than massive reconstruction projects, and can work in situations where major corridors intersect.

Typical Cost: \$10 million to \$15 million

**Quadrant Roadway Intersection**: a Quadrant Roadway can facilitate left turn movements in locations where heavy left turns cause congestion. These intersections route some or all left turn traffic to a separate roadway and allow the main intersection to simplify signal timing and increase traffic flow.

Typical Cost: \$5 million to \$15 million





### Median U-turn Intersection, Restricted Crossing U-turn Intersection, and others

There are other non-traditional intersection types that the City should consider where appropriate, which have varying costs and applications. Many of these simplify operations at the main intersection while providing turn movements via new routes.

Typical cost: \$5 million to \$15 million

# OPERATIONAL IMPROVEMENTS

More efficiently operating the current system can allow the City to squeeze every bit of capacity out of the roadway network it has, at low cost. Strategies, some of which the City already implements, include:

- Traffic signal re-timing: adjusting the timing and phasing of signals and providing better coordination between signals so they operate in sync with each other should be performed periodically. Typical cost: \$5,000 per signal.
- Adaptive signal control: install signal detection and communications technology to allow signal timing software to continuously adjust signal timings based on real-time conditions. Typical cost: \$20,000 to \$50,000 per signal (USDOT).
- Planned Special Event Traffic Management: implement a traffic management program for special events.
- Road Weather Management: implement a management program to handle weather events.
- Incident Management: implement a management program to respond to traffic incidents, including crashes.
- Active Traffic Management: actively manage traffic control devices during periods of congestion through the use of communications technology and Traffic Operations Center.

# SAFETY IMPROVEMENTS

Safety innovations are focused on vulnerable users (pedestrians and bicyclists), as well as addressing issues like distracted driving and aggressive driving. In general, to improve safety, projects are focused on ways to reduce vehicle speeds, and increase driver awareness of people on foot and on bikes.

Vulnerable user safety improvements are discussed in the Active Transportation section.

Operational improvements can also improve safety by decreasing speed differentials and reducing the occurrence of congestion-related crashes.

Geometric improvements, such as improving curves, adding turn lanes, traffic calming, and other treatments can improve safety by reducing the occurrence of and severity of crashes. Signal timing adjustments can also be used to improve safety where congestion or poor signal coordination contributes to crash frequency.

# Chapter 5. Active transportation

Developing safe and comfortable walking and bicycling networks has become a much higher priority in many U.S. cities in the past decade. There is a new emphasis on creating "low-stress" walking and bicycling networks in U.S. cities. Lowstress means that people of all ages and abilities feel comfortable walking or bicycling. Because of this new emphasis, the best practices for evaluating and designing walking and bicycling networks have changed with an emphasis on quality in addition to connections to destinations. Historically, walking networks have been built to design minimums resulting in less-than ideal sidewalks and crossings and often challenging conditions for people using wheelchairs or other mobility aids. Likewise, bicycle networks have also been built with minimal resources resulting in bike facilities that only work for the small percentage of people who are comfortable bicycling on almost any type of street with or without dedicated space for bicyclists. Most recently, micromobility devices have become more popular including electric scooters, electric bikes, hoverboards, and electric skateboards. This chapter is focused on considering the needs of people walking, biking, and rolling in the City of Littleton.

# LEGACY OF PAST PLANNING

A number of recent plans have made recommendations for improving Active transportation in the City of Littleton. Below are some common themes and the studies that presented them.

### **Common Themes from Existing Plans**

- Make Littleton pedestrian friendly by extending pedestrian network, adding pedestrian bridges, extending sidewalks and improve existing sidewalks.
- Improve connections between downtown/river corridor/parks/trails.
- Complete streets/road diet/traffic calming where appropriate.
- Improve bike facilities.
- Improve multimodal connections between commercial locations/residential developments.
- Improve trail network for transportation around and out of city.
- Improve intersection crossings.
- Improve connections to light rail.
- Implement traffic calming strategies in neighborhoods.

### **Littleton Plans & Studies**

- Citywide Plan (2014)
- Belleview Avenue Corridor Vision (2018)
- Bicycle and Pedestrian Master Plan (2011)
- Second Study (2009)
- Downtown Neighborhood Plan (2011)
- Oity of Littleton Parks, Recreation, and Trails Master Plan (2016)
- Neighborhood Traffic Management Program (not dated)

# **2011 BICYCLE AND PEDESTRIAN MASTER PLAN**

The most relevant past plan to Active transportation is the 2011 *City of Littleton Bicycle and Pedestrian Master Plan*. This plan conducted extensive outreach, inventoried existing bicycle and pedestrian facilities, and made project and program recommendations for improving walking and bicycling in the City of Littleton. Progress on key recommendations is shown below:

### Sample list of 2011 Pedestrian Recommendations:

Recommendation	Progress
Pedestrian intersection improvements at Federal/Bowles intersection	Planned for fall of 2019
Pedestrian signals at Federal and Berry Ave	Curb ramps installed in 2015, full signal installation planned for Spring 2020
Actuated crossing (RRFB) at Prince St/Jackass Hill and High Line canal trail spur crossing (south of Sunset Drive)	RRFB planned for installation in 2020; in-street yield to pedestrian sign installed.
Actuated crossing (RRFB) at Prince St and Lee Gulch Trail crossing (near Briarwood Ave)	Complete
Install stairs connecting Mineral Ave elevated sidewalk on east side of LRT tracks up to social path on Jackass Hill behind subdivision	Planned, year to be determined

### Sample list of 2011 Bicycle Recommendations

Recommendation	Progress
Install "L" bicycle routes throughout City of Littleton	Complete
Online bike route mapping	Complete
Coordinate with SRTS to create a back-to-school packets giving info on biking to and from school	Incomplete
Create an educational video about bicycling in Littleton	Complete
Install bicycle route wayfinding signage including destinations	Incomplete
Add more bicycle parking downtown	Complete

# **KEY ISSUES AND CONSIDERATIONS**

Input and discussions for this Transportation Master Plan, through varied *Envision Littleton* community engagement activities, workshops with City Council and Planning Commission, and interaction with other City boards/commissions, City departments, and partner agencies and organizations, yielded the following list of key items that relate to the active transportation network:

- Existing Pedestrian Infrastructure: Currently the City of Littleton has great walking infrastructure downtown and along the Mary Carter Greenway but some challenges exist walking along and crossing arterial streets.
- Existing Bicycle Infrastructure: There is a strong trail system that connects the City of Littleton to the rest of the region, however, there is a lack of low-stress bicycle facilities to make local connections.

Complete Bicycle and Pedestrian Networks: There is a strong desire to improve bicycle and pedestrian networks to make it easier to cross Santa Fe Drive and to connect to downtown Littleton.

### LEVEL OF SERVICE

Multiple level of service measures are documented in this Active transportation chapter. Moving forward, the City of Littleton should continue to update measures of serving pedestrians and bicyclists. The key measurements to update are:

- 1. Pedestrian Level of Traffic Stress (for sidewalks and crossings)
- 2. Walksheds to high-frequency transit stops and schools
- 3. Bikesheds to high-frequency transit stops and schools

### **EXISTING NETWORK EVALUATION**

In order to understand how existing walking and bicycling facilities are serving the Littleton community two quality analyses were conducted: *Pedestrian Level of Traffic Stress* and *Bicycle Level of Traffic Stress*. Additionally, multiple network coverage analyses were conducted for walking and bicycling to and from schools and RTD light rail stations. These analyses were conducted based on guidance from the 2018 *FHWA Guidebook for Measuring Multimodal Network Connectivity*.

### **Pedestrian Analysis**

### **Pedestrian Level of Traffic Stress**

In order to quantify the experience of walking along streets in different parts of the city of Littleton, a Pedestrian Level of Traffic Stress analysis was conducted. The Pedestrian Level of Traffic Stress (PLTS) method was developed by the Oregon Department of Transportation. This method uses up to 14 data inputs about sidewalks, streets, and intersections to determine how stressful it typically is for someone to use a sidewalk or street crossing. A simplified PLTS network analysis was completed using the sidewalk network layer. Due to data limitations, segments and intersections were assigned a PLTS score using sidewalk width, adjacent land use, and presence of a traffic control device at a crossing of a collector or arterial street. The PLTS method helps decision-makers understand the experience of walking along individual street segments and determines whether the experience is low-stress enough for anyone to use or so high-stress that people will likely avoid walking along a street in that area unless it is the only way to go from point "a" to point "b". Definitions of each PLTS level are shown below.

### **Oregon DOT Pedestrian Levels of Traffic Stress (PLTS)**

PLTS 1: Represents little to no traffic stress and requires little attention to the traffic situation. This is suitable for all users including children 10 years or younger, groups of people and people using a wheeled mobility device (WhMD). The facility is a sidewalk or shared-use path with a buffer between the pedestrian and motor vehicle facility. Pedestrians feel safe and comfortable on the pedestrian facility. Motor vehicles are either far from the pedestrian facility and/or traveling at a low speed and volume. All users are willing to use this facility.

PLTS 2: Represents little traffic stress but requires more attention to the traffic situation than of which young children may be capable. This would be suitable for children over 10, teens and adults. All users should be able to use the facility but, some factors may limit people using WhMDs. Sidewalk condition should be good with limited areas of fair condition. Roadways may have higher speeds and/or higher volumes. Most users are willing to use this facility.

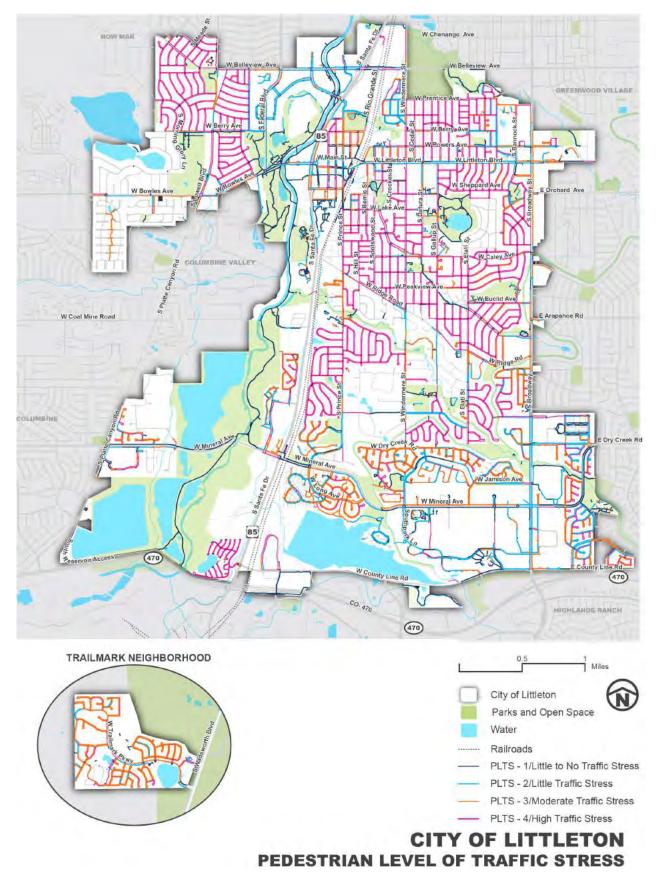
PLTS 3: Represents moderate stress and is suitable for adults. An able-bodied adult would feel uncomfortable but safe using this facility. This includes higher speed roadways with smaller buffers. Small areas in the facility may be impassable for a person using a WhMD and/or requires the user to travel on the shoulder/bike lane/street. Some users are willing to use this facility.

PLTS 4: Represents high traffic stress. Only able-bodied adults with limited route choices would use this facility. Traffic speeds are moderate to high with narrow or no pedestrian facilities provided. Typical locations include high speed, multilane roadways with narrow sidewalks and buffers. This also includes facilities with no sidewalk. This could include evident trails next to roads or 'cut through' trails. Only the most confident or trip-purpose driven users will use this facility.

In the City of Littleton, the majority of sidewalks are PLTS 3 or 4 (See table at right).

Most of the sidewalks that are PLTS 3 or PLTS 4 are located in residential areas and were given that score because they are 4 feet wide or narrower. In the downtown area many of the sidewalks are PLTS 1 or PLTS 2 but some are PLTS 3 or PLTS 4 further away from Main Street. The majority of sidewalks along collector and arterial streets are PLTS 1 or PLTS 2. A map showing results of the PLTS analysis is shown on the next page.

PLTS	Miles	Percent
1	64	20%
2	48	15%
3	61	19%
4	145	46%

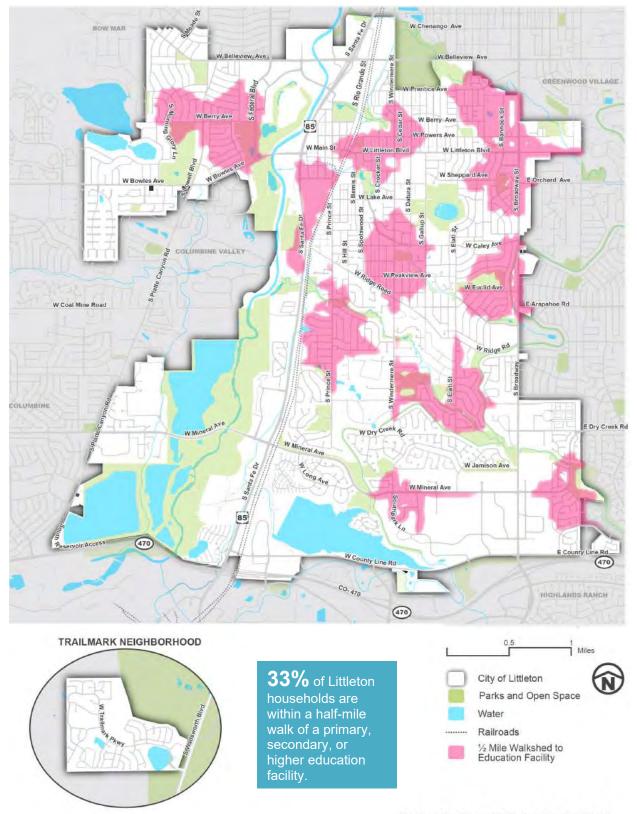


### Walksheds

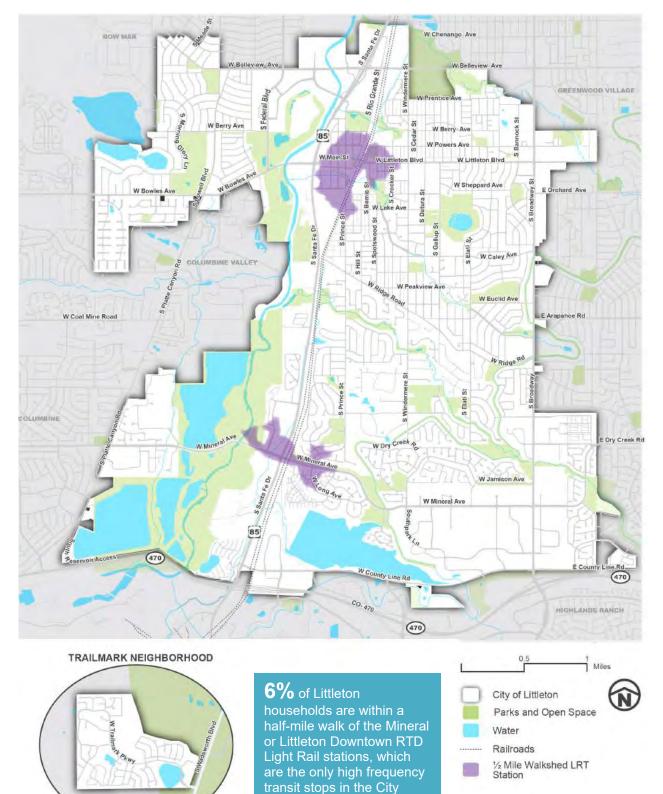
A walkshed analysis was completed to understand the current walking connections to schools and RTD light rail stations. In this case, the sidewalks and trails within the City of Littleton were used as a network along which to route trips of specific distances. Currently 33% of Littleton households are within a half-mile walk of a primary, secondary, or higher education facility. A half-mile walkshed roughly equates to a 10-15 minute walk depending on the walking speed. This distance is used as a standard in determining the walkability of an area (sometimes a 5 minute or ¼ mile walkshed is used – most commonly for measuring connections to bus service). The walkshed coverage map below shows the results of this analysis. The existing walkshed coverage is quite good, though dead-end streets or missing sidewalks reduce the full potential walkshed coverage in some areas.

Currently, 6% of Littleton households are within a half-mile walk of the Mineral or Littleton Downtown RTD Light Rail stations, which are the only high frequency transit stops in the City. Walkshed coverage to the Littleton Downtown station is quite good, though the rail lines create a barrier for neighborhoods to the southeast of the station resulting in walking out of direction along Prince Street or Littleton Boulevard to get to the station. The Mineral Station walkshed coverage is poor in comparison due to its placement adjacent to the Santa Fe and Mineral Ave intersection and the lack of a traditional street grid in the vicinity of the station. Walking to the Mineral station also requires out of direction travel for many households within a half-mile.

Maps of the walksheds are shown on the following two pages.



CITY OF LITTLETON 1/2 MILE EDUCATION FACILITY WALKSHEDS



### CITY OF LITTLETON 1/2 MILE LRT STATION WALKSHEDS

### **Bicycle Analysis**

### **Bicycle Level of Traffic Stress**

The Bicycle Level of Traffic Stress (BLTS) method was developed in the 2012 Mineta Transportation Institute report <u>Low</u> <u>Stress Bicycling and Network Connectivity</u>. The inputs for this method are bicycle facility type, such as sharrows, bike lanes, protected bike lanes, and separated paths, and other street data such as traffic speed, volume, and curbside use. The analysis is intended to help determine whether a child, an average person, or only the most confident bicyclists would bicycle along a street. A simplified Level of Traffic Stress analysis was completed for streets and trails in the City of Littleton. In this case, the analysis was simplified to "low-stress" or "not low-stress" due to data limitations. Low-stress bicycle facilities were defined as:

- Soff-street trails (paved or unpaved)
- Local streets, or
- Shared lanes or bike lanes on streets with a speed limit of 25 or 20 miles per hour and with less than 4,000 ADT

There are currently 60 miles of low-stress bicycle facilities in the City of Littleton.

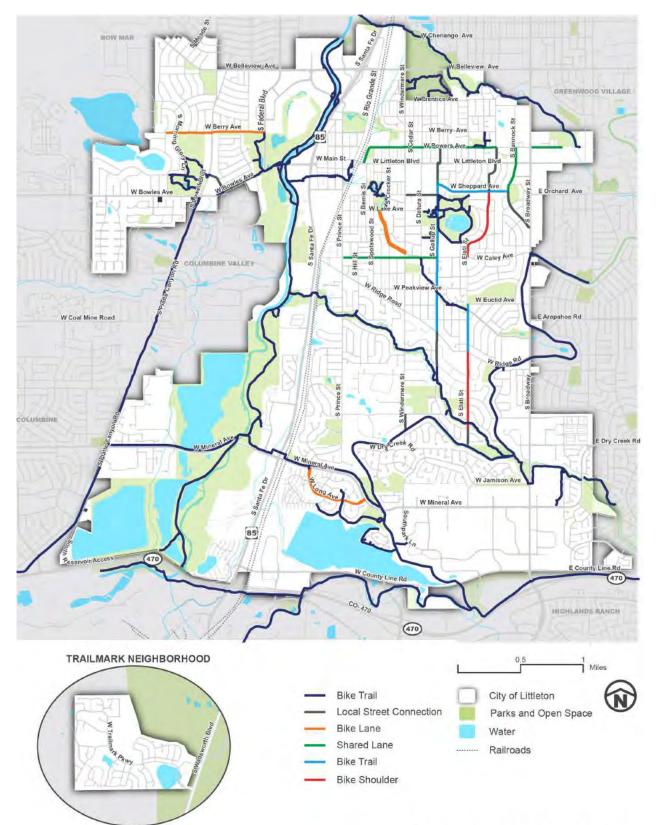
### **Existing Low-Stress Bicycle Facilities**

Miles
2
1
2
50
3
2
60

The results of the analysis below show the existing low-stress bicycle network, and identification of key gaps in the network. There is a strong existing trail system and plenty of low traffic volume streets in the city, but collector and arterial streets pose a barrier both to cross and to travel along for bicyclists. The most direct routes to travel for bicyclists currently tend not to be low-stress facilities. There are 28 miles of projects proposed to complete the low-stress bicycle network in the City of Littleton. These are summarized in the table below and shown in the map on the following page.

### Proposed New Low-Stress Bicycle Facilities

Туре	Miles
Advisory Bike Lane	2
Bike Lane	1
Buffered Bike Lane & Traffic Calming	2
Protected Bike Lane	14
Shared Use Path	8
Total	28



### CITY OF LITTLETON LOW STRESS BIKE NETWORK

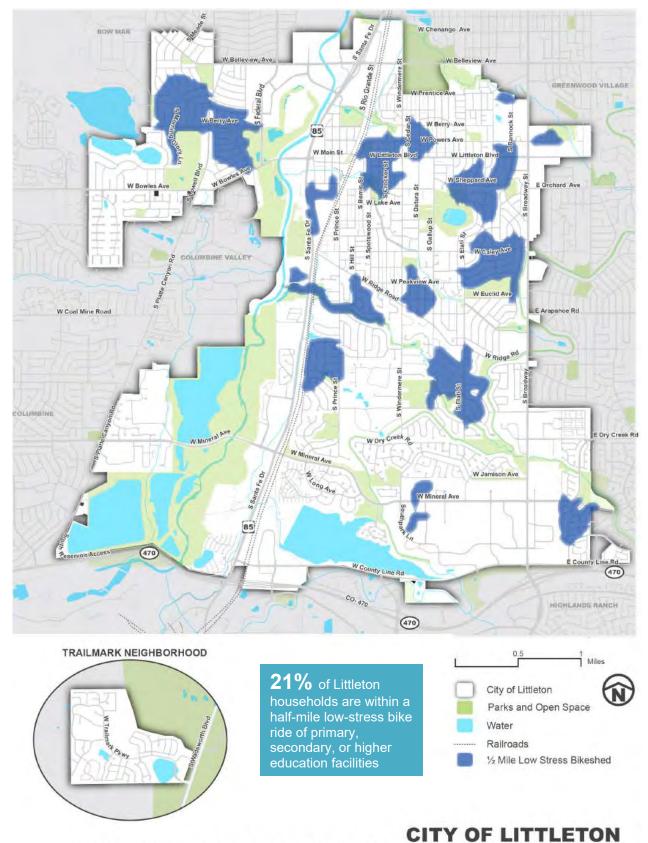
### **Bikesheds**

Using the low-stress bicycling network identified above, bikeshed analyses were completed for access to schools and the RTD light rail stations. Currently, 21% of Littleton households are within a half-mile low-stress bike ride of primary, secondary, or higher education facilities. This is relatively low, especially compared to the walkshed analysis shown previously. This number is low because of the lack of low-stress bicycle facilities on collector and arterial streets which pose a barrier to bicycling.

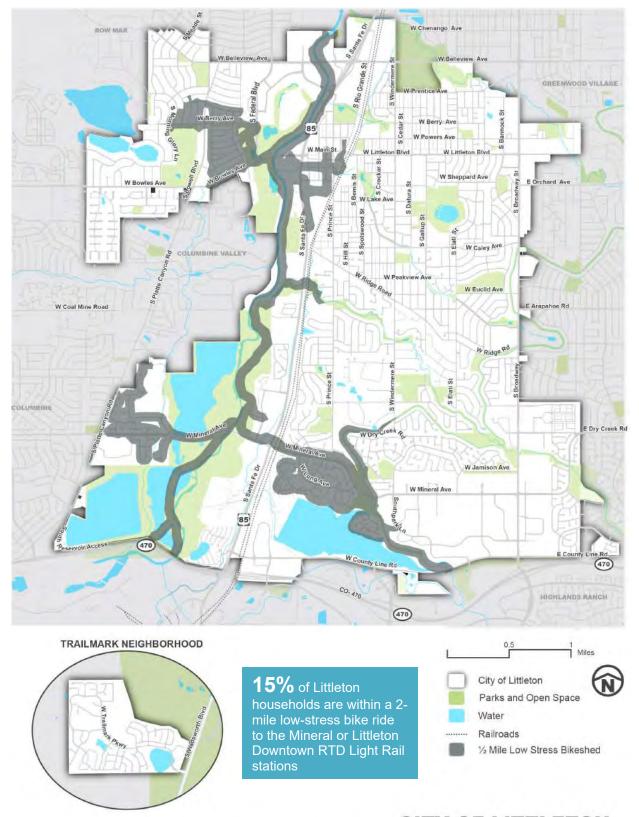
Currently, 15% of Littleton households are within a 2-mile low-stress bike to the Mineral or Littleton Downtown RTD Light Rail stations. A 2-mile bike ride is a typical bicycle shed distance as it takes the average rider roughly 10 minutes which is the same amount of time as the  $\frac{1}{2}$  mile walkshed discussed previously. The existing bikeshed coverage is primarily routed along existing trails, and a lack of on-street low-stress bicycle facilities to connect to the stations reduces the potential bikeshed coverage.

Maps of the walksheds are shown on the following two pages.

### 72



1/2 MILE LOW STRESS BIKESHED TO EDUCATIONAL FACILITIES



CITY OF LITTLETON 1/2 MILE LOW STRESS BIKESHED TO LRT STATIONS

### **COMPLETE BICYCLE AND PEDESTRIAN NETWORKS**

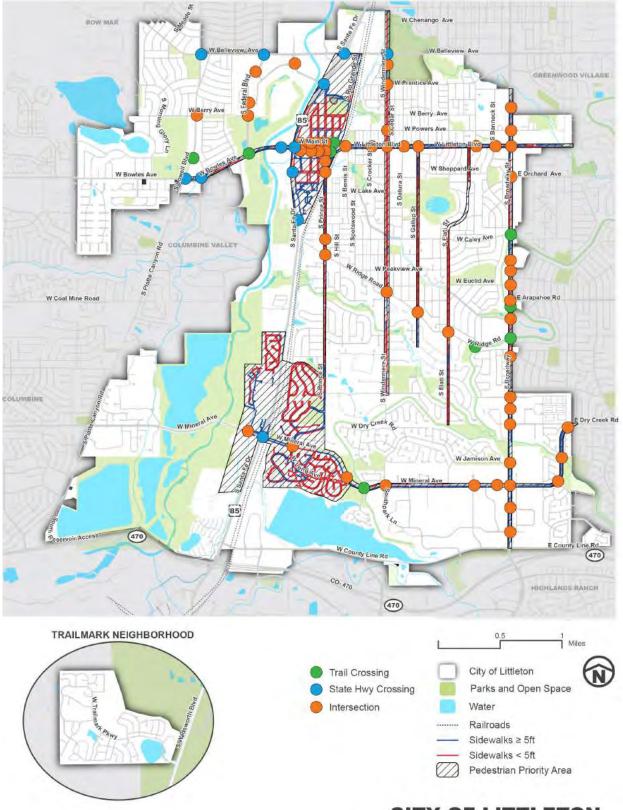
In order to connect people in the City of Littleton with more destinations more easily by walking and biking, a vision for complete bicycle and pedestrian networks was developed. The vision was developed by examining the existing network, conducting a gaps assessment, and making recommendations for completing the bicycle and pedestrian networks.

# **PEDESTRIAN NETWORK**

At a high level, gaps in the pedestrian network were identified using sidewalk widths in the city. To better focus improvement efforts, pedestrian priority areas were identified in the City. These correspond with downtown, the area around both RTD light rail stations, and along important streets in the city including:

- Sowles Avenue/ Littleton Boulevard
- Prince Street
- Windermere Street
- Gallup Street
- 📀 Elati Street
- 📀 Broadway
- Mineral Avenue
- 📀 Ridge Road
- Caley Avenue
- Belleview Avenue

Examining these areas more closely, pedestrian network gaps were identified as any sidewalk narrower than 5 feet wide. In addition to sidewalks, key crossings were identified in the pedestrian network. These were defined as any location in a pedestrian priority area where a route crosses an arterial and any location identified as a key bicycle crossing. These locations are shown below. Most of these crossings already have a traffic signal or rectangular rapid flashing beacons (RRFBs) to aid pedestrian crossings. There are two locations which could be candidates for RRFBs and one location which could be a candidate location for a traffic signal. A map of the sidewalks and crossing locations is shown on the following page.



### CITY OF LITTLETON KEY PEDESTRIAN CROSSINGS

## **BICYCLE NETWORK**

Building off the existing low-stress bicycle network described in the Existing Network Evaluation section, key gaps in the bicycle network were identified. The NACTO <u>Contextual Guidance for Selecting All Ages & Abilities Bikeways</u> decision matrix was used to identify what type of bicycle facility would be most appropriate to create a low-stress connection given the existing number of lanes, motor vehicle speed, and motor vehicle volume. This guide recommends the following types of bicycle facilities based upon motor vehicle speed, volume, number of lanes, and operational characteristics:

- Shared Street
- Bicycle Boulevard
- 👂 Bike Lane
- Buffered Bike Lane & Traffic Calming
- Protected Bike Lane
- Shared Use Path

The results of this analysis are:

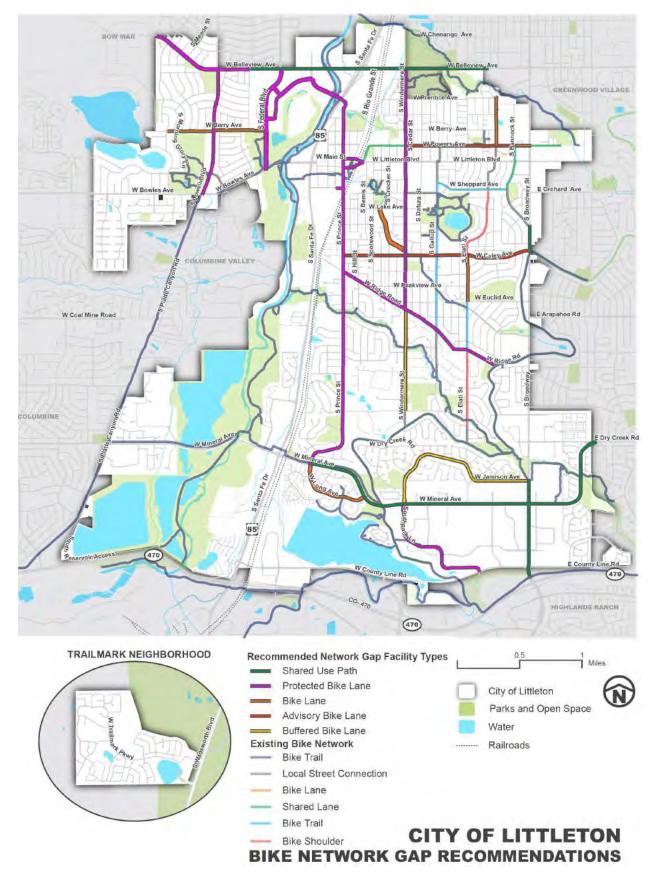
Once the Low-Stress Bicycle Network is complete...

**76%** of Littleton households will be within a 2-mile low-stress bike ride to the Mineral or Littleton Downtown RTD Light Rail stations or Broadway bus stops.

### 4.6x more people connected

**53%** of Littleton households will be within a half-mile lowstress bike ride of primary, secondary, or higher education facilities.

### 1.9x more people connected



# FRAMEWORK FOR ACTION

The framework for action below is organized in five tiers: (1) Goals, (2) Objectives, (3) Policies, (4) Level of Service, and (5) Actions. All are intended to mesh with and support the other aspects of this Transportation Master Plan.

# GOALS

Improving Active transportation in the City of Littleton will help to achieve all five overarching goals of this Transportation Master Plan. How Active transportation help support each of the five goals is described below.

- Connected: By improving connections for people walking and bicycling, more people will be connected to more destinations no matter what mode they choose to use to get around.
- Healthy: Active transportation is the healthiest way for people to move around. If more people are able to walk and bicycle for more trips in the City of Littleton then more people will be able to achieve an active and healthy lifestyle.
- Inclusive: By elevating active transportation as a priority for transportation, people of all ages, abilities, and backgrounds will be able to move around the City of Littleton in ways that are best suited to their needs and lifestyle.
- Prosperous: People that walk or bicycle to businesses tend to visit businesses more and spend more on average than people driving past businesses. Providing Active transportation connections to businesses will support local economic prosperity.
- Sustainable: Walking and bicycling are both zero-emissions modes of travel which also have a very small impact on pavements in comparison to driving. With an increase in the number of people walking and bicycling, transportation and infrastructure emissions will be reduced.

### **OBJECTIVES**

In order to achieve the overall Transportation Master Plan goals outlined above, multiple objectives have been developed. The objectives below are specific to improving Active transportation in the City of Littleton.

No.	Topic	Objective	F	Relat	ed (	Goal	S
			Connected	Healthy	Inclusive	Prosperous	Sustainable
1	Quality of Life	Achieve high resident satisfaction rates with transportation services	•		•	•	•
2	Quality of Life	Provide spaces that people can enjoy within the public right-of-way		•		•	
3	Quality of Life	Provide people with a sense of personal safety while traveling		•	•		
4	Quality of Life	Provide transportation infrastructure that meets local business needs				•	•
5	Community	Provide transportation facilities that are well integrated with land use and character				•	
6	Community	Minimize transportation-related air quality degradation					•

No.	Topic	Objective	F	Relat	ed (	Goal	S
			Connected	Healthy	Inclusive	Prosperous	Sustainable
7	Community	Minimize transportation-related water quality degradation	-				•
8	Community	Minimize transportation-related noise impacts				•	•
10	Community	Provide transparency about the transportation plan					•
11	Community	Provide a transportation system the City can afford to maintain					•
12	Mobility	Provide a reliable transportation system	•			•	
13	Mobility	Achieve a balanced mode share	٠	•	•	•	•
14	Mobility	Provide high-quality transportation people can afford	•			•	
15	Mobility	Provide human-scale infrastructure			•	•	•
17	Active	Provide a well-connected bicycling network	•	•			
18	Active	Provide a comfortable bicycling network	٠	•			
19	Active	Provide a safe biking environment	•	•	•		
20	Active	Achieve a Sliver Bicycle Friendly Community designation	٠	•			
21	Active	Provide high-quality end-of-trip bicycle facilities	•	•			
22	Active	Provide a well-connected pedestrian network	•	•			
23	Active	Provide a comfortable walking experience	•	•			•
24	Active	Provide a safe walking environment	٠	•	•		
25	Active	Provide excellent pedestrian and bike access to schools	•	•			
26	Active	Provide high quality access to recreational facilities		•			•
27	Active	Provide healthy transportation choices		•			•

# POLICIES

### **Existing Policies**

The installation of "bikeways" is enabled by the Littleton City Code, Chapter 9 Traffic Code, Section 1-7 Bikeways. There is currently a lack of other detailed policies for implementing pedestrian and bicycle facilities.

80

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

TRANSPORTATION MASTER PLAN: ACTIVE TRANSPORTATION

### Planning

- 1. Develop a Complete Networks policy
- 2. Develop a Transportation Demand Management policy
- 3. Implement a comprehensive bicycle and pedestrian count program similar to the vehicle count program. Consider permanent installations.
- 4. Consider installing an all ages and abilities bicycle facility for every new bicycle project
- 5. Update City Code to address burgeoning micromobility industry. Include operating rules such as number of permits, speed limits, whether users should use sidewalks, bike lanes, or general purpose lanes depending on speeds and establish restricted areas

### Maintenance

- 1. Consider including bicycle and pedestrian facility upgrades as part of every infrastructure project, including resurfacing projects
  - a. Develop a resurfacing checklist that considers bicycle facilities https://www.fhwa.dot.gov/environment/bicycle\_pedestrian/publications/resurfacing/
- 2. Include bicycle and pedestrian detection for signal actuation in every new traffic signal installation
- 3. Maintain a fleet of smaller snow removal vehicles to plow trails, shared use paths, and protected bike lanes
- 4. Update City Code to require residents/businesses to clear sidewalks within 24 hours; existing code states, "within a reasonable time after every snowfall"

### Development

- 1. In development proposals, limit curb cuts along proposed planned bicycle and pedestrian routes
- 2. Require maintaining clear sidewalks or bicycle lanes during building or street construction or provide a detour: <u>http://www2.oaklandnet.com/oakca1/groups/pwa/documents/memorandum/oak061424.pdf</u>
- 3. Encourage new developments to provide high quality parking and other end-of-trip facilities for bicyclists
- 4. Encourage development to utilize grid street networks and limit the use of cul-de-sacs

# ACTIONS

### **Capital Investments**

Capital investments are under development and will be included in the packet materials for the September 10, 2019 Joint Leadership study session, provided on <u>www.envisionlittleton.org</u> on September 9, 2019, and in the final draft of this Transportation Master Plan.

### **Programs and Initiatives**

- 1. Develop and fund a sidewalk improvement program, aimed at addressing highest need areas and facilities.
- 2. Create a bike map that is easy to understand and use and can be integrated into mobile mapping applications

### **Regulations and Standards**

 Update street design standards to include best practices from National Association of City Transportation Officials (NACTO), Federal Highway Administration (FHWA), Manual on Uniform Traffic Control Devices (MUTCD), and American Association of State Highway and Transportation Officials (AASHTO)

### **Partnerships and Coordination**

- 1. The City of Littleton should coordinate with CDOT, RTD, and adjacent municipalities where appropriate to implement Active transportation projects.
- 2. The City of Littleton may choose to partner with neighboring or regional agencies in applications for grant funding to implement Active transportation projects.

### More Targeted Planning / Study

1. Create a bicycle wayfinding program that includes region-wide and city-specific system maps posted in key locations, as well as comprehensive, easy-to-understand signing.

# STATE OF THE PRACTICE

Since the first *City of Littleton Bicycle and Pedestrian Master Plan* was completed in 2011, there have been many new progressive design and planning guidance documents published for improving walking and bicycling facilities in cities. The National Association of City Transportation Officials (NACTO) has published very thorough and easy-to-use guidance documents that help achieve the principles of designing for all ages and abilities. For linear bicycle facilities, the NACTO *Urban Bikeway Design Guide* (2014) and *Designing for All Ages and Abilities* guide (2017) are valuable references. For bicycle design at intersections, the NACTO *Don't Give Up at the Intersection* guide (2019) is a great resource. Below are examples of best practices from these guides that the City of Littleton will consider when implementing the complete bicycle and pedestrian networks identified in this document.

Photo

# **BICYCLE TRAVEL LANES**

### Description

**Protected Bike Lane/ Cycle Track:** A protected bike lane is a street-level bicycle facility that are protected from motor vehicle traffic by a raised physical barrier which can include concrete curbs, bollards, planters, and/or on-street parking. Typically when the protected bike lane is raised it is referred to as a cycle track.

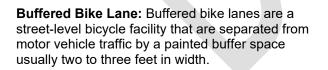
**Two-Way Protected Bike Lane/ Cycle Track:** A two-way protected bike lane is a wider protected bike lane only on one side of the street that allows for two-way bicycle travel. Typically when a two-way protected bike lane is raised it is referred to as a two-way cycle track. Because one direction of bicycle travel is running against the expected direction of traffic, special design considerations should be made to ensure the visibility and safety of



Source: NACTO



Source: NACTO



bicyclists on this type of facility.



Source: NACTO

**Conventional Bike Lane:** A conventional bike lane is a street-level bicycle facility that is immediately adjacent to motor vehicle traffic.



Source: NACTO

Advisory Bike Lane: Advisory bike lanes work like a narrow two-way local street. Bicyclists travel in the advisory bike lane and motor vehicles must yield to bicyclists. If there is oncoming traffic then motor vehicles must yield to the bicyclist and the oncoming motor vehicle before passing. Centerlines are not compatible with advisory bike lanes. Oftentimes advisory bike lanes allow the installation of a bike facility without the need to remove existing on-street parking lanes.



Source: City of Alexandria, VA/Hillary Orr

**Bicycle Boulevards:** Streets with low automobile traffic volumes that are designed to prioritize bicyclists of all ages and abilities. Typically Bicycle Boulevards are installed on local streets with minimal design treatments except at intersections. Typical elements of a Bicycle Boulevard include: traffic calming, through-traffic diversion, pavement markings and wayfinding signage.



Source: NACTO

# **BICYCLE INTERSECTION TREATMENTS**

### Description

**Bicycle Signal:** Dedicated signal for bicyclists to be provided in addition to a traffic signal when bicyclespecific traffic movements are desired such as a protected bicycle phase or a leading bicycle interval phase. A dedicated bicycle facility should be a prerequisite to installing a bicycle signal so that bicyclists are not mixed in with motor vehicle traffic and unable to make it to the front of the queue. Photo



Source: NACTO

**Bike Box:** A bike box is a dedicated space for bicyclists at the front of a traffic lane at an intersection. Bike boxes allow for large volumes of bicyclists to queue at the head of an intersection and increase their visibility to adjacent motor vehicle drivers. Bike boxes must be installed with a no turn on red sign for motor vehicle drivers.

**Protected Bicycle Intersection:** A protected bicycle intersection involves installing physical barriers in the intersection to extend the protection for bicyclists from turning motor vehicles and allow for additional space for bicycle queuing ahead of stopped motor vehicles.

Intersection Crossing Markings – "Crossbike": Markings that indicate to bicyclists where to travel when crossing an intersection and indicate to motor vehicle drivers where to expect crossing bicyclists.



Source: NACTO



Source: bicycledutch.wordpress.com



# **PEDESTRIAN & BICYCLE INTERSECTION TREATMENTS**

### Description

**Median Refuge Island:** A median with refuges for pedestrians and bicycles and enhanced crossing markings and signage. The refuges allow for twostage crossings of a street—crossing one direction of traffic to reach the refuge and then crossing the other direction of traffic.

**Curb Extension:** A curb extension (also sometimes called a bulb-out or bump-out) is an extension of the sidewalk or curbline at an intersection that is roughly the same width as the parallel parking lane. Curb extensions reduce crossing distances for pedestrians and slow motor vehicle traffic by narrowing the roadway.

**Raised Crossing:** Elevating a pedestrian or bicycle crossing to the level of the sidewalk or adjacent curb. Motor vehicles must slow down to traverse the raised crossing which improves yielding compliance to crossing pedestrians or bicyclists. Raised crossings are easier for pedestrians of all ages and abilities to traverse because the flush crossing eliminates the need to travel down a ramp off of the sidewalk and back up a ramp at the other side of the street.

**Reduce Corner Radii:** The design radius of intersection corners determines the speed with which someone can take a turn at that intersection. Designing intersections with small corner radii can reduce motor vehicle speeds, increase driver awareness, shorten pedestrian crossings, provide additional space for improved ADA ramp design, and improve traffic control device visibility.



Source: NACTO



Source: NACTO



Source: NACTO



Source: Dan Burden

**Rectangular Rapid Flashing Beacons (RRFB):** Rectangular rapid flashing beacons (RRFBs) alert drivers to the presence of a pedestrian or bicyclist crossing, and are installed along with a pedestrian, bicycle, or school crossing warning sign. RRFBs are presently installed in multiple locations in Littleton.



Source: NACTO

# Northbound

bni

9

# Chapter 6. Transit

Transit plays an important role in defining Littleton's transportation system. In addition to alleviating the burden on the roadway network and providing mobility options, transit can help to anchor vibrant, people-oriented centers of activity within the city.

Transit includes all fixed-route bus and rail routes, as well as demand-response transportation available to the general public. In Littleton, these services are predominately provided by RTD, although the City operates the Shopping Cart fixedroute bus and Omnibus demand-response shuttle. The Shopping Cart and OmniBus provide transit services to disabled residents and residents age 55 or older. Shopping Cart is a scheduled fixed-route service operating Monday-Saturday, shuttling passengers to/from area grocery stores and the Streets of Southglenn. Omnibus is scheduled by appointment only, Monday-Friday, with ride priority given to medical trips (top priority), grocery shopping, and hair/barber trips. Maps summarizing the

88.6% of Littleton households are within a halfmile walk of a bus or rail stop.

The average Littleton household has 1,346 transit trips available within  $\frac{1}{2}$ mile per week.<sup>1</sup>

city's transit routes, frequency, and ridership can be found in the Existing City chapter on page 14.

### THE CITY'S ROLE IN PUBLIC TRANSIT

The reasons someone might choose to take a bus or train, instead of driving alone, go well beyond the service planning jurisdiction of RTD (which includes factors such as the schedule and trajectory of the route). Achieving a transportation network that optimizes transit ridership requires the participation of employers (who dictate a large percentage of overall trips), developers (who have some control over how housing, retail, and office space will incentivize certain modes of travel), municipalities like Littleton (which generally own and operate the streets, sidewalks, and trails), and the public itself.

RTD was created by the state legislature and collects tax within its borders to fund a transit system. RTD has always worked closely with the municipalities of the region, and Littleton in particular has a history of leadership when it comes to connecting its residents with opportunities through transit expansion. The city was instrumental in building the region's first suburban light rail line.

Several of the Denver region's municipalities have taken an even more proactive role in guiding transit service. In the 1990s, the City of Boulder established its own vision for transit by establishing the Community Transit Network (CTN), which has led the city to fund additional bus service beyond what RTD would typically have been able to provide in their city<sup>2</sup>. In a similar move, the City and County of Denver will ask voters in November 2019 to approve a change in city charter to allow the public works department to offer transportation services, essentially enabling the creation of a transit agency housed within the city.

As Littleton works toward the goals of Envision Littleton, RTD and other regional partners such as DRCOG can provide administrative resources and institutional knowledge to support the city's public transit goals. These partners can also serve as conduits for access to additional state and federal funding to bolster local investments in capital projects related to transit service (such as traffic operations or station amenities).

# LEGACY OF PLANNING

The following plans previously developed for Littleton and vicinity offer insights from the time they were prepared and provided an essential foundation for preparing this Auto and Freight element of the Transportation Master Plan.

- RTD FasTracks (Southwest Corridor Extension Environmental Evaluation)
- RTD Regional BRT Feasibility Study

<sup>&</sup>lt;sup>1</sup> <u>https://alltransit.cnt.org/metrics/?addr=lit</u>tleton

<sup>&</sup>lt;sup>2</sup> https://www-static.bouldercolorado.gov/docs/BOULDER TMP-SOS Final Rept COMP-1-

<sup>201311011558.</sup>pdf? ga=2.112863436.956415599.1557545591-1894891957.1557437939

- City of Littleton Mineral Station Area Framework
- RTD Mobility Hub Guidelines

Key takeaways from past planning efforts include:

- Extension of light rail service along the southwest lines from Mineral & Sante Fe to a new Park n Ride station in Highlands Ranch at C-470 & Lucent Blvd. New station would include 1,000 parking spaces. Interim station (not included in original FasTracks system) is being considered at Sante Fe & C-470. This station would include 404 parking spaces.
- Broadway/Lincoln identified as top-priority BRT corridor through three tiers of screening based on ridership, travel demand, congestion/delay, and viability.
- Community Support" identified as key criteria for successful BRT implementation.
- Enhanced safety amenities and character based design guidelines needed for light rail stations.
- Implement character-based design guidelines.
- Shift in thinking from "transit stops" to "mobility hubs" to allow for flexibility and maximize community benefit. (Four stops/stations in Littleton).

### **KEY ISSUES AND CONSIDERATIONS**

Input and discussions for this Transportation Master Plan, through varied *Envision Littleton* community engagement activities, workshops with City Council and Planning Commission, and interaction with other City boards/commissions, City departments, and partner agencies and organizations, yielded the following list of key items that relate to the auto and freight transportation network:

- Resident Satisfaction & Usage: Transit services in Littleton receive generally high support from residents, but satisfaction with bus service has declined somewhat in recent years. Compared with other cities in the region, Littleton has a slightly higher rate of commuting via transit.
- Level of Service: Includes considerations of frequency, coverage, and reliability of bus and rail service. While nearly all households in Littleton have access to transit service of some kind, the usefulness of that service varies in general, bus routes run infrequently and most trips within the city require a transfer.
- Stops & Stations: Enhancements to transit stops/stations can be a useful tool for achieving desired community character (particularly for areas among the mixed-use designations)
- Specialized Service: The City operates fixed-route (Shopping Cart) and demand-response (Omnibus) shuttle services targeted at providing for the mobility needs of those with disabilities as well as people over the age of 55.

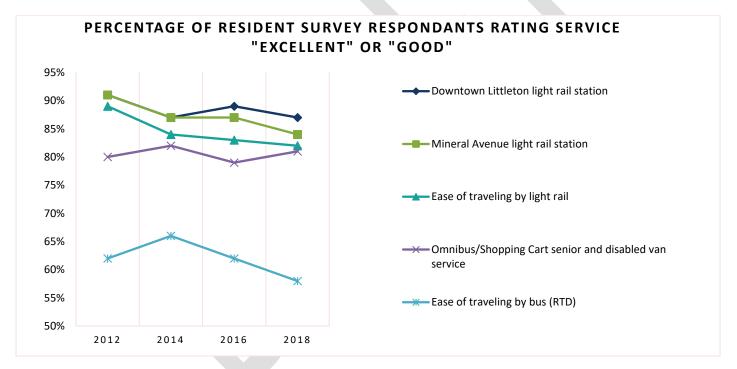
More information on each of these key issues is provided below.

### **RESIDENT SATISFACTION & USAGE**

Overall, Littleton's transit network and usage compares favorably to peer cities within the region and elsewhere in the country. As shown in the table below, Littleton has a greater percentage of transit commuters than comparable cities (even those with more extensive bus and rail coverage).

Peer Cities – Transit at a Glance					
2018 Population (Estimate)	% of population commuting by public transit⁵				
48,007	6				
31,400	5				
34,690	5				
156,789	5				
69,267	4				
110,831	3				
58,449	2				
117,268	2				
	48,007 31,400 34,690 156,789 69,267 110,831 58,449				

More than four out of five respondents to the Littleton Resident Survey rated light rail and Shopping Cart/Omnibus service "good" or "excellent<sup>3</sup>." Still, local bus routes within the city are generally underutilized, and respondents to the resident survey rate bus travel as the least convenient mode.



# SERVICE QUALITY

### **Level of Service**

For transit, LOS refers to the availability, frequency, comfort, and convenience of transit for people who make trips via transit on either bus or rail. The percentage of citizens with convenient access to high-quality transit is used to measure how well transit services are meeting Littleton's needs. It must be acknowledged that Littleton is but a part of RTD and

<sup>&</sup>lt;sup>3</sup> https://www.littletongov.org/home/showdocument?id=16730

does not provide the majority of transit service in the City. Moving forward, the City of Littleton will continue to update measures of transit service. The key measurements to update are:

- 1. Ridership within the city (measured by boardings and alightings)
- 2. Households within one mile of high-frequency transit stop/station
- 3. Jobs within 30-minute transit ride
- 4. Ratio of transit travel time vs. auto travel time at peak hour on key corridors
- 5. Utilitzation of parking near high-frequency transit stop/station
- 6. Number and subject of submitted complaints or satisfactions
- 7. Stop/Station Environment (Percentage of stops with high quality amenities)

### Frequency

High-frequency transit service (defined as busses or trains arriving every 15-

minutes or less) is among the most important factors contributing to increased ridership as well as people's satisfaction with transit service<sup>4</sup>. Currently, Littleton's only high-frequency service is along the C and D light rail lines during peak commuting hours.

RTD's service standards stipulate a minimum of 25 boardings per vehicle hour to warrant consideration for 15-minute frequency<sup>5</sup>. The table at right above shows 2017 boardings per hour for each bus route that serves Littleton (note that ridership figures include segments of the route outside city limits). Candidates for shorter headways include routes along Broadway, Lowell/Federal, and Littleton Boulevard.

### Coverage

Nearly all Littleton residents live within a half-mile of a bus or rail stop, and ridership is relatively strong on the C and D light rail lines, as well as the bus routes along Broadway and Littleton Boulevard.

City	% of households within 1/2 mile of Available transit trips with transit stop <sup>6</sup> mile of average household	
Littleton, CO	89%	1,346
Wheat Ridge, CO	98%	1,259
Englewood, CO	95%	1,337
Lakewood, CO	94%	1,276
Broomfield, CO	57%	644
Centennial, CO	69%	556
Commerce City, CO	65%	726
Arvada, CO	89%	681

#### Reliability

Littleton can improve speed and reliability of existing transit service by prioritizing the movement of buses along key segments and at certain intersections. RTD analysis of average ridership and bus speed shows that buses generally operate adequately within Littleton<sup>6</sup>. However, the corridor along Littleton Boulevard and through downtown experiences

Halisit Route Performance				
	Boardings per Hour			
Route	(Route-Wide)			
С	72*			
D	95*			
0 (0L)	34* (59)*			
36 (36L)	27* (30)*			
29	35*			
59	14			
66	23*			
67	14			
402L	14			
403	12			

Transit Route Performance

<sup>&</sup>lt;sup>4</sup> <u>http://transitcenter.org/publications/whos-on-board-2019/</u>

<sup>&</sup>lt;sup>5</sup> http://rtd-denver.com/documents/serviced/service-standards-7-2016.pdf

<sup>&</sup>lt;sup>6</sup> http://www.rtd-denver.com/documents/serviced/RTD-networkAnalysis-032016.pdf

regular delay. Improvements would serve the existing strong ridership in the corridor and encourage transit growth in the future. Broadway is also a good candidate for future improvements.

#### Top 5 Bus Segments (by Ridership)

Church/Sante Fe/Bowles (Downtown Station to Federal Blvd)

Broadway (Arapahoe to Littleton Blvd)

Broadway (Mineral to Ridge Road)

Littleton Blvd (Broadway to Downtown Station)

Federal Blvd (Bowles to N limit)

### **STOPS AND STATIONS**

Stops and stations can play a significant role in determining how well transit serves riders overall, and whether or not people choose to make trips via a fixed-route bus or rail network<sup>7</sup>. The way people access stops and stations, as well as the amenities they experience while waiting or transferring, can also have a symbiotic relationship with land use goals. For Littleton, enhancements to transit stops/stations can be a useful tool for achieving desired community character (particularly for areas among the mixed-use designations).

Littleton is home to four locations identified in RTD's 2019 Mobility Hub Guidelines report. The two light rail stations are identified as Tier 2, meaning they have more daily activity (boardings plus alightings) than 95% of stops in the region. Two additional locations, at S Broadway/W Littleton

### Top Ten Littleton Transit Stops/Stations (by Daily Boardings)

- 1. Downtown Light Rail
- 2. Sante Fe & Mineral Light Rail
- 3. S Broadway/W Littleton Blvd
- 4. Arapahoe Community College
- 5. W Littleton Blvd/S Broadway
- 6. W Littleton Blvd/S Windermere St
- 7. S Broadway/Arapahoe Rd
- 8. W Littleton Blvd/S Datura St
- 9. W Littleton Blvd/S Cherokee St
- 10. S Broadway/Mineral Ave

Blvd and Arapahoe Community College, are in the 90<sup>th</sup> percentile for daily activity, and therefore qualify as Tier 3 mobility hub candidates. Additional stops along Broadway and Littleton Blvd experience above-average activity, and would be good candidates for amenity improvements such as benches, shelters, lighting, and passenger information as appropriate.

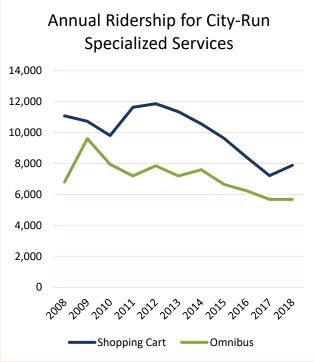
<sup>&</sup>lt;sup>7</sup> <u>https://transitcenter.org/wp-content/uploads/2018/10/BusReport\_Spreads.pdf</u>

# SPECIALIZED SERVICES

The City operates fixed-route (Shopping Cart) and demandresponse (Omnibus) shuttle services targeted at providing for the mobility needs of those with disabilities as well as people over the age of 55. Shopping cart connects select apartment complexes with grocery stores and other services. Omnibus is available by appointment only, and prioritizes rides for: 1) medical trips, 2) grocery shopping, 3) hair & barber, 4) other activities. Both services are donation-based.

Ridership on both Shopping Cart and Omnibus has declined somewhat in recent years. However, **Omnibus has nearly doubled its riders-per-mile since 2008**, and continues to attract new riders, becoming more efficient.

These specialized services serve a critical need, given the large elderly population in the city. The Littleton Resident Survey and the Envision Littleton outreach efforts indicate citizen support for both Shopping Cart and Omnibus, with some respondents citing them as among the things they value most about living in Littleton.



Omnibus and Shopping Cart complement existing RTD access-a-

ride demand-response service coverage in the area (available to those with physical and/or cognitive disabilities for fares ranging from \$5 to \$20 per one-way trip).

# FRAMEWORK FOR ACTION

# GOALS

Littleton has its own distinct character, and the community has articulated its vision for transportation. Improving transit service (through operations and/or amenity enhancements) can play an important role helping Littleton achieve its transportation goals. Transit aligns with the City's established TMP goals as follows:

### **Goal 1: Connected**

Transit helps decrease traffic congestion by moving more people per vehicle. It also creates activity around stops and stations, ensuring access to employment and commercial destinations.

### **Goal 2: Healthy**

Bus and train riders have less than a tenth of the per-mile crash rate as automobile occupants. In addition, communities with higher transit riderships experience significantly fewer traffic fatalities overall.<sup>8</sup>

### **Goal 3: Inclusive**

Transit service gives mobility options to people who cannot afford to own a car or who cannot drive (including the elderly and those with disabilities).

<sup>&</sup>lt;sup>8</sup> <u>https://www.apta.com/wp-content/uploads/Resources/resources/reportsandpublications/Documents/APTA-Hidden-Traffic-Safety-Solution-Public-Transportation.pdf</u>

#### **Goal 4: Prosperous**

Transit-oriented development (TOD) can help Littleton work toward desired land-use and community character goals along key corridors such as Broadway and Littleton Boulevard.

#### **Goal 5: Sustainable**

Buses and trains offer significant reductions in greenhouse gas emissions on a per-person basis compared with cars. In addition, investments in high-capacity transit are associated with increased property values for nearby homes and businesses.<sup>9</sup>

Improving the city's transit network is consistent with the following goals and objectives:

No.	Topic Objective		R	Related Goals					
			Connected	Healthy	Inclusive	Prosperous	Sustainable		
1	Quality of Life	Achieve high resident satisfaction rates with transportation services	•		•	•	•		
3	Quality of Life	Provide people with a sense of personal safety while traveling		•	•				
4	Quality of Life	Provide transportation infrastructure that meets local business needs				•	•		
5	Community	Provide transportation facilities that are well integrated with land use and character				•			
6	Community	Minimize transportation-related air quality degradation					•		
7	Community	Minimize transportation-related water quality degradation					•		
12	Mobility	Provide a reliable transportation system	•			•			
13	Mobility	Achieve a balanced mode share	•	•	•	•	•		
14	Mobility	Provide high-quality transportation people can afford	•			•			
15	Mobility	Provide human-scale infrastructure			•	•	•		
16	Mobility	Provide travelers with relevant, timely information	•	•	•				
21	Active	Provide high-quality end-of-trip bicycle facilities	•	•					
31	Transit	Provide a well-connected transit network	•			•			
32	Transit	Provide comfortable transit service	•		•				
33	Transit	Provide high-quality demand response services for at-need populations			•	•			

<sup>&</sup>lt;sup>9</sup>"Transit-Oriented Development in the United States - The National ...." https://www.nap.edu/catalog/23360/transit-oriented-development-in-the-unitedstates-experiences-challenges-and-prospects. Accessed 6 Aug. 2019.

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

- 1. Advocate for maintenance and enhancement of existing RTD bus and rail service in Littleton.
- 2. Improve ADA connections and trip-planning services connecting to fixed-route transit network.
- 3. Pursue regional partnerships with neighboring municipalities to fund high-capacity transit improvements (including light rail and BRT).
- 4. Prioritize the safety of vulnerable user groups on trains, buses, and at stations.
- 5. Support connections to employment, retail, and entertainment/recreation opportunities
- 6. Develop a Transportation Demand Management policy to reduce congestion.

# ACTIONS

## **Capital Investments**

Capital investments are under development and will be included in the packet materials for the September 10, 2019 Joint Leadership study session, provided on <u>www.envisionlittleton.org</u> on September 9, 2019, and in the final draft of this Transportation Master Plan.

## **Programs and Initiatives**

- 1. Maintain Omnibus and Shopping Cart service. Consider additional uses for City-owned shuttles (including downtown parking relief, special event access, and connections to community resources).
- 2. Pursue EcoPasses Programs. RTD's EcoPasses provide unlimited transit rides. They can be purchased on a peremployer, district, or development-wide basis. Littleton should consider instituting EcoPass incentives and/or recommendations for developers and employers within the city in order to improve transit ridership.

## **Regulations and Standards**

1. Establish Standards for Stop/Station Enhancements: All stops should be connected to the pedestrian network. RTD service standards recommend shelter installation at all stops with more than 40 boardings per day. Improvements to access and wayfinding should serve populations that might otherwise rely on demand-response service.

## Partnerships and Coordination

- 1. Support service frequency increases (especially at peak hours) on bus routes servicing Broadway (including 0, 0L, 66) and Littleton Boulevard/Downtown/Bowles corridor (including 66, 36, 36L, 29).
- Build support from regional partners to leverage available state and federal funding pools. Developing that support starts with collaboration with neighboring municipalities (including Centennial, Highlands Ranch, and Englewood).
   Possible mechanisms include informal coordination, inter-governmental agreements (IGA), memoranda of understanding (MOU), and transportation management associations (TMA) or organizations (TMO).

## More Targeted Planning/Study

- 1. Consider opportunities for stop consolidation (in partnership with RTD) to improve transit speeds and maximize investments in amenities.
- Consider circulator shuttle service east from downtown along Littleton Boulevard corridor. Route would connect downtown with Littleton High School along future mixed-use corridor, serving vulnerable populations north of roadway and population centers throughout. Vehicles could be city-owned and operated, managed by RTD, or provided

through partnersh*ips* with private companies. Autonomous vehicle technology has been applied in similar settings in several cities across the U.S.<sup>10</sup>

# STATE OF THE PRACTICE

Transit is evolving. Cities across the world are recognizing the potential for optimizing existing bus service and re-thinking the relationship between rapid transit (bus and rail) and land use. The Transit Cooperative Research Program (TCRP) has published detailed guidance for bus transit improvements in the <u>Bus Rapid Transit Practitioner's Guide (2007)</u>. The National Association of City Transportation Officials (NACTO)'s <u>Transit Street Design Guide (2016)</u> illustrates common transit design treatments. Below are examples of best practices from these guides that the City of Littleton will consider when implementing transit operations improvements identified in this document.

**Transit Lanes**: Creating dedicated bus lanes requires pavement markings (typically a solid white line and "BUS ONLY" stencil at intersections) as well as signage (overhead or curbside) to indicate lane restrictions. Can be center- or side-running, offset (to allow parking between bus lane and curb), all hour or peak-hour only

Typical Cost<sup>11</sup>: \$100,000 per route mile (re-striping)





**Transit Signal Priority (TSP)**: Active TSP involves modifying traffic signal timing or phasing when buses are present. Bus arrival information can be communicated to traffic systems via GPS, optical, or high-bandwidth (such as fiber) signals. TSP requires dedicated transit space at intersections to maximize benefits. Variations include transit signal *progression* (pre-timed cycles for transit), conditional (signal priority only to late vehicles), adaptive (incorporates continuous bus detection along corridors to optimize signal timing)

Typical Cost<sup>7</sup>: \$30,000 per intersection

**Queue bypass**: Queue jump or queue bypass lanes allow buses to bypass traffic at intersections by using short dedicated lanes alongside TSP. This movement can take place in conjunction with vehicular right turns (assuming low enough traffic volumes) space formerly dedicated to parking, or a new dedicated lane.

**Typical Cost:** Negligible (in cases of parking removal or use of right turn lane AND TSP is already present), \$300,000 per intersection (in cases where a new lane must be constructed)



<sup>&</sup>lt;sup>10</sup> https://www.nlc.org/sites/default/files/2018-10/AV%20MAG%20Web.pdf

<sup>&</sup>lt;sup>11</sup> TCRP-BRT Practioner's Guide, Exhibit S-1

#### TRANSPORTATION MASTER PLAN: ACTIVE TRANSPORTATION

**Bus Bulb:** Extending the curb allows buses to stop in-lane, eliminating a primary source of transit delay. Additionally, extended bus stops allow more space for pedestrians, reduce intersection crossing distances, and create placemaking opportunities.

Typical Cost: \$60,000 per extension

**Bus Rapid Transit (BRT)**: The Federal Transit Administration (FTA) defines BRT as a "rapid mode of transportation that can provide the quality of rail transit and the flexibility of buses." Functionally, BRT is a suite of improvements to bus service on existing roadways (including a combination of all design tactics previously discussed) that allows for the reliability and consistency of rail service. The core elements of BRT service as identified by the Institute for Transportation & Development Policy (ITDP) include dedicated right-of-way, busway alignment, off-board fare collection, intersection treatments, and platform-level boarding.



**Typical Cost:** Varies, but average cost for BRT in countries like the United States is approximately \$16 million per mile (as opposed to \$60 million per mile for light rail).



**Mobility Hub:** A mobility hub is a place where transit, pedestrians, bicyclists, and shared mobility options. It is designed to be a safe, attractive place where people can access the transit and/or mobility system. Amenities might include shelters, lighting, wayfinding, bike-share or parking, rideshare drop-off, and placemaking elements.

**Typical Cost:** Varies, but improvements range from approximately \$30,000 to \$250,000 per station .

Popular transit stations such as the one at Sante Fe and Mineral (which currently predominantly serves as a park n ride) offer the potential for improving multimodal connections and integrated trip planning.



Beyond mode-specific policies, capital investments, programs, and strategies, Littleton is committed to providing excellent service to the traveling public in general. The ability to respond to citizens' mobility needs is likely to be affected by a variety of forces as this TMP takes shape. Achieving the vision for the future set forth in the Envision Littleton process will require a holistic view of mobility. Major technological advancements are occurring in the transportation industry that could change everything from how cars function to how people plan each day's travel. As these technologies evolve, the City must be prepared to remain flexible in order to ensure that these technologies serve overarching mobility and safety goals. Finally, the City must remain transparent in its efforts to plan and program improvements in order to build toward long-term goals and maintain the engagement of residents. These and other objectives will help the City stay true to the Mission laid out in this plan.

# **LEGACY OF PAST PLANNING**

As described in the introduction to this plan, the City has a long history of planning that has resulted in many great strides forward for the mobility framework of the City. Building upon that legacy, the City will incorporate ideas and standards that have been developed but also create new, modern policies and projects for today's and tomorrow's mobility needs.

# **KEY ISSUES AND CONSIDERATIONS**

Input and discussions for this Transportation Master Plan, through varied *Envision Littleton* community engagement activities, workshops with City Council and Planning Commission, and interaction with other City boards/commissions, City departments, and partner agencies and organizations, yielded the following list of key items that relate to general mobility trends:

- Transparency: the public and stakeholders have a strong desire to be involved in planning and for the City to be transparent in allocation of resources.
- Technology: transportation technologies are changing and advancing rapidly. There is a desire to be prepared for the impacts these technologies will have on our ability to move around the city and the region.
- Cost-effectiveness: there is an acknowledgment that resources are limited and that transportation infrastructure costs have increased significantly in the past several decades. Therefore, it will be important to innovate and use every dollar effectively.

## TRANSPARENCY

The City of Littleton is home to a community that takes pride in its civic traditions and identity. As the city works to realize the future described by Envision Littleton and maintain its shared values, maintaining an open, inclusive process will be critical. The city will offer clear updates on its progress toward community goals, and welcome ongoing discussion with the public.

# **TECHNOLOGY**

The City of Littleton is well-positioned to be a major regional force in helping to determine the way technology impacts the region's mobility systems. One way this has already begun is in the participation in the Mobility Choice Initiative.

The Mobility Choice Initiative, a partnership of the Denver Metro Chamber, DRCOG, RTD, and CDOT recently developed a Mobility Choice Blueprint (MCB). The MCB is an effort to document how transportation technology is impacting our daily lives and prepare for that change. The MCB states, "The disruptive forces of new transportation technologies,

demographic changes, and shifting societal values are compelling us to change our vision of the Denver region's mobility future."<sup>12</sup>

The MCB categorized mobility technology into five types of established and emerging systems:

- Shared Mobility is defined as "a wide range of transportation options involving fleet ownership or operation of various modes of transportation." These include:
  - o Micromobility personal shared transportation devices like bikes, mopeds, and electric scooters.
  - Carsharing rental cars that are available for use by the hour or mile. These can be located in one spot or able to be parked anywhere within a service area.
  - Ridehailing Uber or Lyft or other services that provide on-demand point-to-point rides in privately owned autos.
  - Microtransit "privately owned and operated shared transportation system that can offer fixed routes and schedules, as well as flexible routes and on-demand scheduling."
  - Public Transit traditional public transportation via bus and rail that usually operates on a fixed route and schedule.

S Vehicle Technology refers to the emergence of Connected, Automated, and Electric Vehicles.

- Connected Vehicles incorporate technology that allows the on-board computers to communicate with other vehicles and with sensors and other infrastructure on the ground.
- Automated Vehicles incorporate technology that assist with operation of the vehicle. They perform some of the tasks to drive the vehicle, and driverless vehicles require no human operator.
- Electric Vehicles are powered by electric motors using energy from batteries that are charged at home or at charging stations.
- Transportation Systems Optimization refers to the systems that are emerging to better manage and optimize the transportation networks, using real-time data. Emerging technologies include adaptive signal control, transit signal priority, and the sensors and communications infrastructure to allow remote management of the systems.
- Travel Information and Payment refers to technology that could allow for easy, quick trip planning and payment, regardless of mode. Mobile devices can unlock the universe of travel options for users in the palm of their hand.
- Freight and Delivery Logistics are changing rapidly as more people use online services (e-commerce) for everyday purchases. E-commerce companies will continue to push technology that allows for faster delivery at lower cost, including the incorporation of Connected, Automated, and Electric delivery vehicles.

The impact of these technologies on existing travel behaviors remains to be seen. However, early analysis is beginning to reveal some trends. While fully autonomous vehicles remain in the early pilot stages, some analysis suggests self-driving cars could be common within the next several decades (ranging from 24% to 87% adoption rate by 2045)<sup>13</sup>. The impact of this change on issues like traffic congestion remains to be seen, although some studies<sup>14</sup> suggest technology could induce additional demand for car travel and ultimately excacerbate traffic issues.

Some emerging technologies are already changing travel behavior in places like LIttleton. A report published by the University of Kentucky linked the emergence of transportation network companies (TNC) such as Uber and Lyft with a

<sup>12</sup> https://www.mobilitychoiceblueprintstudy.com/

<sup>&</sup>lt;sup>13</sup> https://www-sciencedirect-com.aurarialibrary.idm.oclc.org/science/article/pii/S0965856415300628

<sup>&</sup>lt;sup>14</sup> https://www.sciencedirect.com/science/article/pii/S0306261919305823?via%3Dihub

decrease in transit ridership – however, other services based on new technology encouraged more people to ride buses and trains<sup>15</sup>.

# **COST EFFECTIVENESS**

A critical aspect of the City's renewed focus on strategic planning is a commitment to data-driven decision-making and performance-based budgeting. In order to maximize taxpayer dollars and leverage funding from state, federal, and private sector sources, Littleton will work to solve short-term problems in ways that contribute to long-term goals.

The sample toolkits in each chapter of this plan outline cost-effective strategies for addressing mobility challenges. These, combined with responsible stewardship of City resources, will allow the City to use the funds available in the most efficient manner possible.

# FRAMEWORK FOR ACTION

# GOALS

Consistent with the Anchored, Connected, Active, and Engaged Guiding Principles, responsiveness to trends is also important to the City's transportation goals.

- Connected: Ability to adapt and provide services as things change and at reasonable cost will be increasingly important.
- Healthy: Healthy choices will be dependent on the City's ability to best utilize technology to encourage an active lifestyle.
- Inclusive: Technology and cost-effective improvements can be used to provide services to under-served populations with the right planning.
- Prosperous: Being transparent and responsive, while providing excellent overall mobility allows the City to help its citizens be prosperous.
- Sustainable: Constantly refining and adjusting our outlook will help us respond to environmental and fiscal pressures.

Responding to these trends is consistent with the following objectives:

<sup>&</sup>lt;sup>15</sup> http://usa.streetsblog.org/wp-content/uploads/sites/5/2019/01/19-04931-Transit-Trends.pdf

No.	Торіс	Objective		elat	ed G	Goal	S
			Connected	Healthy	Inclusive	Prosperous	Sustainable
1	Quality of Life	Achieve high resident satisfaction rates with transportation services	•		•	•	•
2	Quality of Life	Provide spaces that people can enjoy within the public right-of-way		•		•	
3	Quality of Life	Provide people with a sense of personal safety while traveling		•	•		
4	Quality of Life	Provide transportation infrastructure that meets local business needs				•	•
5	Community	Provide transportation facilities that are well integrated with land use and character				•	
9	Community	Provide a flexible transportation work plan					•
10	Community	Provide transparency about the transportation plan					•
11	Community	Provide a transportation system the City can afford to maintain					•
14	Mobility	Provide high-quality transportation people can afford	•			•	
15	Mobility	Provide human-scale infrastructure			•	•	•
16	Mobility	Provide travelers with relevant, timely information	•	•	•		
28	Auto	Provide a well-connected automotive network	•			•	

# POLICIES

In making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others, Littleton will:

- 3. Coordinate traffic management center systems and operations with adjacent municipalities and CDOT
- 4. Partner with neighboring municipalities and the private sector as needed to manage the introduction of new technologies to Littleton.
- 5. Transition government fleets to electric and other zero-emission vehicles
- 6. Be transparent about prioritization and implementation of capital improvements.

## ACTIONS

The actions below convey tangible steps that will lead to achievement of the Goals in line with the stated Policies.

## **Capital Investments**

No capital investments have been identified as part of this plan for this category.

### TRANSPORTATION MASTER PLAN: ACTIVE TRANSPORTATION

## **Programs and Initiatives**

- 5. Consider testing or piloting integrated corridor management in partnership with neighboring municipalities.
- 6. Develop incentives and/or improve ridehailing and ridesharing operations to serve our citizens needs and improve access to services.
  - a. Implement curbside management standards and smart parking practices
  - b. Pilot neighborhood-scale mobility hubs that simplify multimodal trips and create safe, inviting spaces for all residents.
- 7. Pilot smart parking technologies (including real-time information and variable payment) in busy locations such as downtown and in the vicinity of light rail stations.
- 8. Develop and use a traffic operations and safety checklist of inexpensive operational and safety improvements that can be implemented as part of other infrastructure investments.

### **Regulations and Standards**

9. Participate in the development of a regional compact defining common standards for micromobility services.

## **Partnerships and Coordination**

10. Explore the feasibility of a Traffic Management Center, ideally partnering with adjacent municipalities and other agencies.

## More Targeted Planning / Study

None at this time.

A strategic **Action** priority is aimed at seizing a special opportunity or addressing a particular challenge one faces, given limited resources financial and otherwise – and recognizing that a broader agenda of new or ongoing activities will also be pursued in the meantime.

Chapter 8. Complete Network Recommendations

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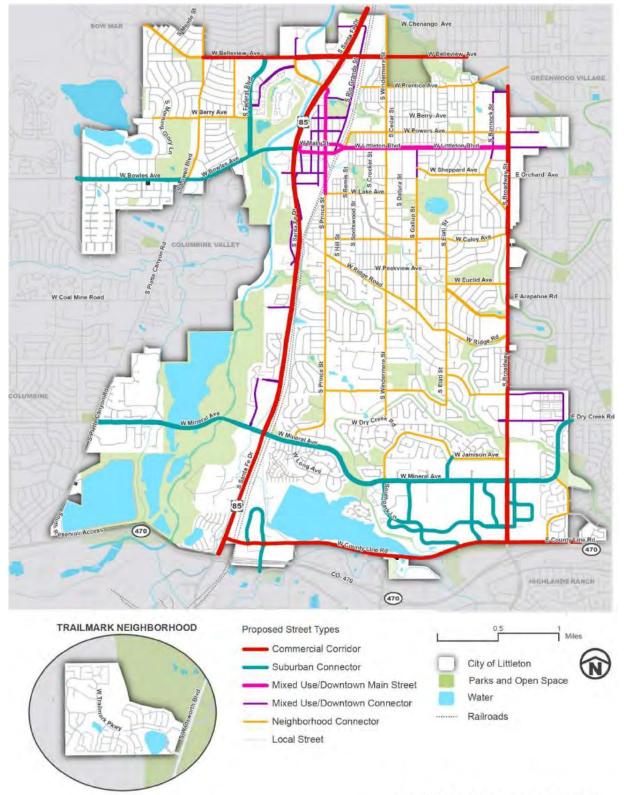
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# RECOMMENDATIONS

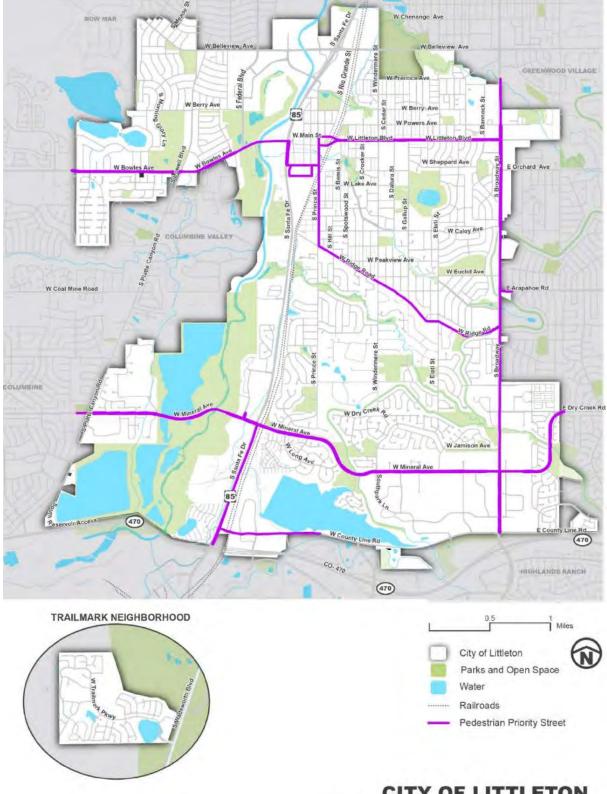
A complete network of streets in the city that provides connections, choice, calming, and capacity while meeting the needs of the community will be the result of implementing the projects defined in previous sections. These projects and strategies, combined, will allow the City to realize its transportation Goals, and ultimately deliver upon the Mission defined by the community. The networks presented here are intended to present a path to completion of these networks so that all people can choose the mode that best suits their travel needs and lifestyles.

A summary of the Capital investments will be included in the packet materials for the September 10, 2019 Joint Leadership study session, provided on <u>www.envisionlittleton.org</u> on September 9, 2019, and in the final draft of this Transportation Master Plan.

A summary of the actions required for critical corridors is provided.

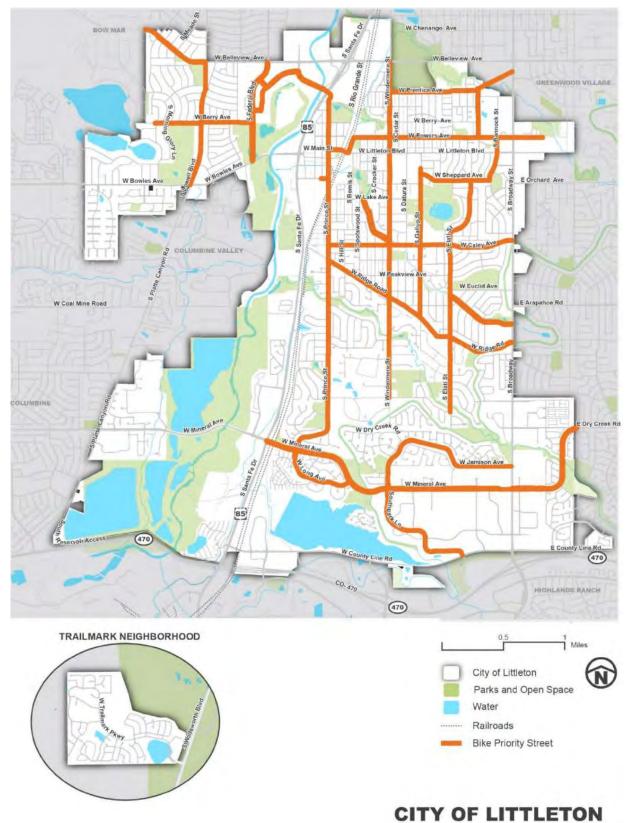


CITY OF LITTLETON PROPOSED STREET TYPES

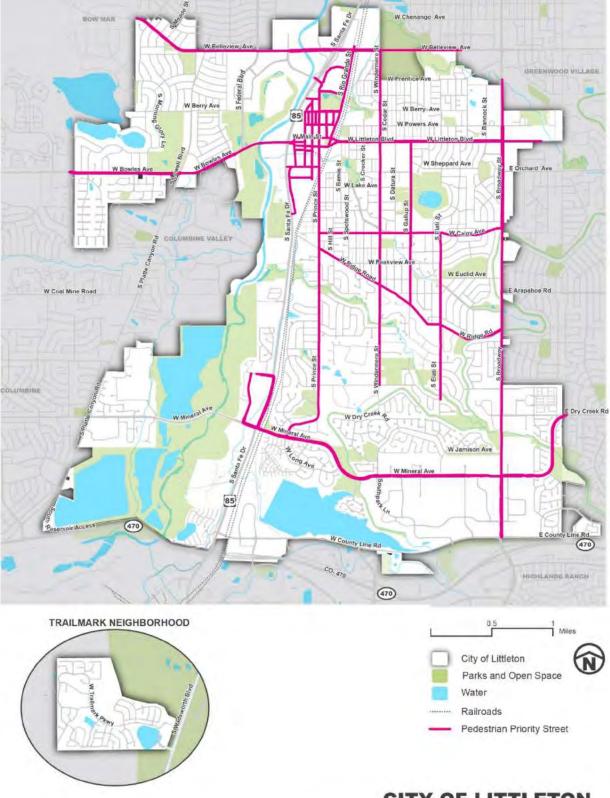


## **CITY OF LITTLETON TRANSIT PRIORITY STREETS**

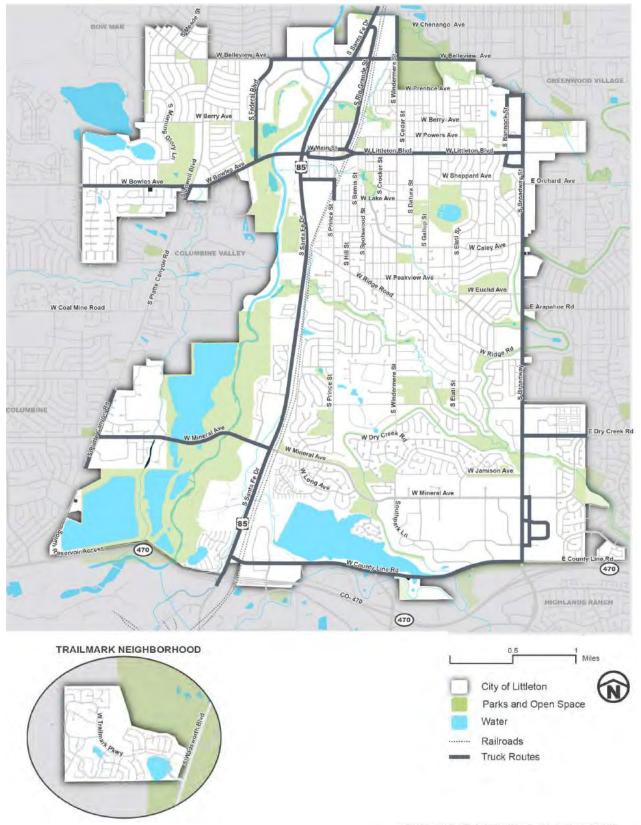
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**BIKE PRIORITY STREETS** 



CITY OF LITTLETON PEDESTRIAN PRIORITY STREETS



CITY OF LITTLETON TRUCK ROUTES

111

# **CRITICAL CORRIDOR MAPS**

Summaries of the actions to be taken on critical corridors are provided on the next pages.

## Critical Corridor: Santa Fe Drive (US 85)

Santa Fe Drive is a state and federal highway that has long served as Littleton's connection to the rest of the region. Today, it is a mix of limited access expressway and commercial arterial. It carries a massive amount of traffic through the city and serves not just Littleton's north-south travel needs, but also as a primary route for traffic moving through the City. It will continue to serve this function in the future as a state highway.

The future of Santa Fe Drive is as the City's main north-south auto and freight route. Santa Fe Drive is unique in that the corridor is flanked on either side by premium transit (LRT) or active transportation (Mary Carter Greenway) facilities. These adjacent multimodal corridors allow Santa Fe Drive to be an auto and freight mover.

Right-of-way Width Range	50' 6	0' 70'	80' 90'	100' 110	120'	130' 140'	150' 160'
Speed Limits	SPEE LIMP 25		SPEED LIMIT 35	SPEED LIMIT 40	speed Limit 45	speed Limit 50	speed Limit 55
Traffic Volumes	δ.	10K	20к з	<u>з5к</u> зок 4	ок 50	57K 60	<u>зкі</u> к 70к
Transit Ridership		1,000	2,00	0	3,000	4,300 4,000	5,000

### STRATEGIES AND PROJECTS:

- · Implement near-term operational improvement projects:
  - Alternative intersection at Mineral Avenue
  - Safety and operational improvements at Bowles
  - Safety and operational improvements at S Prince St
  - Pursue grade-separated interchange at Mineral Avenue
- · Improve downtown connections at north and south ends of downtown to alleviate congestion at Bowles Ave
- Create a downtown mobility and land use plan that identifies a vision for connecting downtown to the river, . and establishes the desired Santa Fe Drive alignment (both horizontal and vertical)
- Potential visions could include: .
  - Grade-separation of Bowles and Santa Fe (no interchange)
  - Grade-separation of Bowles and Santa Fe (with interchange) • Reconfigure downtown circulation to provide access to downtown via Prince and Rio Grande, and potential future connections
- · Pursue regional partners to proceed with the extension of LRT to Highlands Ranch, or a shorter segment.
- Study the feasibility of connecting South Platte River Parkway, west of Santa Fe, into the downtown area to . serve local traffic.
- · Work with CDOT to create a plan for access management as part of the Planning and Environmental Linkages Study (PEL).



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## **Critical Corridor: S Broadway**

Broadway currently serves a number of uses. It is the most traveled transit corridor (beside the LRT lines), it serves as a regional automotive and truck route, and it provides direct property access to a mix of general commercial uses and even some single-family residential uses. Broadway is one of the most dangerous places to be as a pedestrian or bicyclist in the City, and its wide footprint and fast speeds mean that those who attempt to cross it are vulnerable to being struck by autos.

STATISTICS: Right-of-way Width Range	50'	60'	70'	80'	90'	100'	110'	120'	130'	140'	150'	160'
Speed Limits		EED MIT 5	speed LIMIT 30		PEED IMIT 35	SPE LIM 4(	IT	speed Limit 45		EED MIT 0	SPEI	T
Traffic Volumes	5	1	lok	20K	23K 3	óк	40	48K5 K 5	52KI FOK	60	ĸ	70K
Transit Ridership		550	1,000	-	2,000	0	3	,000	4	,000	-	5,000

### STRATEGIES AND PROJECTS:

The future of Broadway is as the City's eastern transit Boulevard. Because the right-of-way is wide, Broadway is a prime candidate for exclusive transit lanes with Bus Rapid Transit service. Repurposing underutilized road space for transit will allow Broadway to evolve into an asset for Littleton, and will generate economic activity. Broadway has been identified as a Tier 1 BRT corridor by RTD and the City should dedicate resources to working with partner municipalities to take transit service on the corridor to the next level.

As the transit vision evolves, other modes, particularly auto and freight, must be accommodated. Broadway currently carries as many as 48,000 vehicles per day on some segments and experiences a significant amount of congestion.

Sacrificing space for transit vehicles will likely mean providing for auto mobility in other, innovative ways, which could include alternative intersection treatments, adaptive signal controls, or other applications of new technology.

Special attention must be paid to the residential land uses on the corridor.

Specific actions include:

- 1. Partner with RTD, Centennial, and Arapahoe County to study the future of the corridor.
- 2. Implement quick action projects to enhance transit speeds and reliability.
- 3. Implement quick action safety projects for pedestrians, bicyclists, and motorists.



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## Critical Corridor: Littleton Blvd / Main St / Alamo Dr / Bowles Ave

This corridor, which passes directly through downtown Littleton, currently serves as the main east-west route through the northern part of the City. At the heart of the City, Littleton Blvd and Main Street have a rich history as a place to go, a place to do business, and a place to be with the community.

The Comprehensive Plan envisions Littleton Boulevard transitioning to a mixed use corridor and extension of downtown, while respecting its history.

### STATISTICS:

Right-of-way Width Range	50'	60' 70'	80, 90,	100' 110'	120' 13	0' 140'	150' 160'
Speed Limits	SPE LIM 25		물건 수가 집에 대한 것은 것은 것입니까? 것을 수 있다.	speed LIMIT 40	LIMIT	LIMIT	SPEED LIMIT 55
Traffic Volumes	6	<u>бк</u> 10К	zók	33K 35K 30K 40	ок 50к	60K	70K
Transit Ridership	0	1,00	00 2,0	00	3,000	4,000	5,000

### STRATEGIES AND PROJECTS:

The future of this corridor is as Littleton's Main Street. This corridor is many things to many people, but at its core it is the identity of Littleton. Extending the positive aspects of Downtown Littleton and Main Street to the east along Littleton Boulevard and reconnecting civic uses east of the railroad tracks will bring a better sense of connection with the downtown area and the rest of the community. With Littleton High School anchoring the east end of the corridor, the transformation of Littleton Blvd into a mixed use urban arterial will create a place that generates activity and contributes to the City's prosperity.

The corridor has the potential to serve as a true place, not just a place to move cars.

#### Specific Actions include:

1. Conduct a corridor study that builds upon the foundation in this TMP. a. Create an access control plan to address redevelopment concerns.

2. Implement quick action projects to enhance transit speeds and reliability.

3. Implement quick action safety projects for pedestrians, bicyclists, and motorists.

4. Advocate for increased transit frequency along the corridor with RTD.

5. Enhance bicycle connections to the Powers Avenue bicycle priority street to the north.

6. Enhance the pedestrian environment, particularly on the east end.

7. Conduct a Downtown Mobility Plan and Streetscape Plan



## **Critical Corridor: Prince St/ Windermere St**

Prince St and Windermere St are parallel north-south roadways, extending through the majority of the City. These roadways serve the primarily residential communities to the south and the mixed uses to the north, including the downtown area. The roadways are generally two-lane connector facilities providing access to local roadways and direct access to residential and commercial uses.

The future of these facilities are as complete streets that continue to provide local access to residents and businesses of Littleton. Both Prince St and Winderwere are identified as pedestrian priority streets where widening narrow sidewalks will better serve the community. Both roadways are also recommended for bicycle improvements along the majority of their extents, including protected bike lanes along Prince St and protected or buffered bike lanes along Windermere.

#### Right-of-way Width Range 100 120' 130 150 90' 110 140' SPEED SPEED SPEED SPEED SPEED SPEED SPEED LIMIT LIMIT LIMIT LIMIT LIMIT LIMIT LIMIT Speed Limits 25 30 Traffic Volumes 30k Transit Ridership 2,000 3,000 5,000 1,000 4,000

### STRATEGIES AND PROJECTS:

- Widening narrow sidewalks and bridging sidewalk gaps
- Installing protected bike lanes along Prince St
- Installing protected or buffered bike lanes along Windermere
- o Implementing safety and operational improvements at designated intersections along both facilities
- o Implementing traffic calming along Windermere from Ridge Rod to Rangeview Dr
- Others under development



STATISTICS:



# Today's Agenda

- Comprehensive Plan
  - Future City overview
  - Newest Future Land Use
     and Character map
  - Where does this get us?

- Transportation Master Plan
  - Draft plan overview
  - Street Types
  - Critical Corridors
  - Next Steps

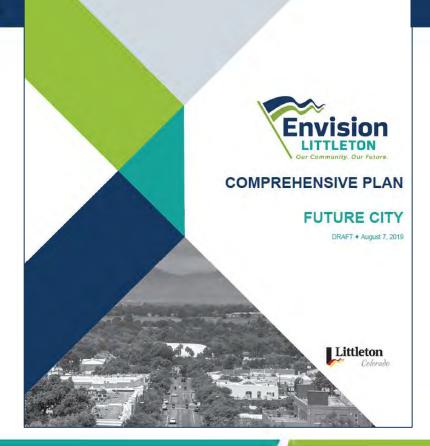
# **COMPREHENSIVE PLAN**



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# **Future City Elements**

- Introduction
- Existing City
- Unifying Vision and Guiding Principles
- Land Use and Community Character
- Housing and Neighborhoods
- Transportation (TMP link)
- Infrastructure and Services
- Economy and Tax Base
- Recreation and Amenities
- Environment
- Special Areas and Design
- Implementation



# **Core Plan Elements**

- Legacy of Past Planning
- Key Issues and Considerations
- Framework for Action
  - Goals
  - Policies
  - Actions
- Potential Partners

#### RECREATION, HERITAGE, AND TOURISM

Parks, open space, and recreation facilities are an essential part of a healthy and sustainable relaxation and exercise outside of the home, work, and school. Much like streets, utilities, and parks, greenways, and trails are integral parts of municipalities - and often among the public : residents. With its unique history and architectural heritage, appreciation for the arts, abundar and many community events year-round. Littleton offers an array of amenities that appeal to r All aspects of the Plan shape the livability of Littleton, but this section especially reinforces the

#### LEGACY OF PAST PLANNING

- City of Littleton Parks, Recreation, and Trails Master Plan, 2016
- South Platte Park Management Plan, 2017
- South Platte River Comdor Vision. Arapahoe County. 2013.
- South Suburban Parks and Recreation Master Plan, 2017.
- High Line Canal Vision Plan, 2017. · High Line Canal Framework Plan, 2019

#### KEY ISSUES AND CONSIDERATIONS

. Threats to Littleton's historic legacy and architectural heritage, whether due to economic de extent to which Littleton uses preservation methods and tools.

 Concern over development encroachment, both physical and visual, on Littleton's preserve and desire for greater emphasis on the continuity and potential enlargement of linear green community.

. The need for more effective collaboration with partner entities that have responsibility for m elements of Littleton's park and open space inventory (e.g., South Suburban Parks and Rec Canal Conservancy, etc.), and with the volunteers and entities that make Littleton's event-fit

· Convenient and safe public access to parks, trails, and greenways within the city, especially separated from these resources by major roadways and other physical barriers.

· Ongoing appreciation and promotion of Littleton Museum and Bemis Library as special public

. Littleton's tourism appeal and its approach to accommodating visitors for leisure and busine

#### FRAMEWORK FOR ACTION

#### GOALS

- GOAL RHT 1: Preserved and enhanced public green spaces that provide access to natur for recreation and play close to home, and continuous greenway connections within and through the
- GOAL RHT 2: Continued protection and promotion of Littleton's heritage, especially where it is tangibly visible in historic architecture, designated districts and landmarks, and distinctive neighborhoods and buildings
- GOAL RHT 3: A healthy community with convenient access to recreational facilities and programming, outdoor fitness activities, and quality nutrition options.
- GOAL RHT 4: A vibrant rity for both residents and visitors, entiwhend by an artise downlown, an artise of orthonal and entertainment options both indoor and outdoor, and popular community events and festivals throughout the year.

#### POLICIES.

in making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others. Littleton wilt

Policy RHT 1: Maintain close and mutually beneficial relationships with the South Suburban Parks and Recreation District, High Line Canal Conservancy, Hudson Gardens, and other key partners that enable Littleton residents and visitors to enjoy a large quantity of high quality recreational assets and public open space.

- Policy RHT 2: Continue to build consensus on measures the City should consider and implement to:
- · Preserve more areas and structures with bistonic character, and
- · Protect designated and potential new hist

Policy RHT 3: Prioritize public safety, includir security while enjoying parks, trails, and com

Policy RHT 4: Incorporate guidance and ince better design and integration of green and op and sensitive design approaches on sites wit

Policy RHT 5: Continue to plan for, and budo as premier public facilities for the enjoyment

Policy RHT 6: Regularly evaluate the approp and support to cultural arts and community er

Policy RHT 7: Be sensitive to the perspective

· Develop awareness of the various ways ' popular locations and events, what they I time and money they spend locally.

#### **Capital Investments**

Action RHT 1: Utilize the project funding price Force to maximize the leveraging of available objectives of the City and its multiple partners High Line Ganal Conservancy, Hudson Gard

#### **Programs and Initiatives**

Action RHT 2: Develop an organizational stru inquiries and funding pursuits as detailed in t

Action RHT 3: Improve access to parks and media, etc.) to promote awareness of plans, South Suburban Parks and Recreation. Huds

Action RHT 4: Track visitor utilization of recri changing local, state, and national tourism tre

Action RHT 5: Continue to promote awarene through Historic Preservation Board activities

Regulations and Standards

Action RHT & Evaluate the optiontial for dark contributions or other fees, as detailed in the Action RHT 7: Through the Historic Preservation Board and other forums, continue to build consensus on measures the City should consider and implement - regulatory and/or otherwise - for preserving more areas and structures with distinctive historic value and character, along with ongoing protection of previously designated places and identification of potential new historic districts and landmarks.

#### Partnerships and Coordination

elements of an active lifestyle.

#### Action RHT 8: Continue and enhance collaboration and partnerships with the many agencies, organizations and nonprofits that provide and/or advocate for recreation, open space and other amenities in Littleton.

Action RHT 9: Promote the wellness of residents by collaborating with the Tri-County Health Department, other health advocacy and resource organizations and non-profits. Littleton Public Schools, and other nartners, and market Littleton's many parks and recreation offerings as essential

Action RHT 10: Continue to identify and collaboratively pursue methods to address missing links in the existing local and regional trail systems to improve access and connectivity to jobs, education, fresh food, and health care, among others.

· Improving High Line Canal Trail connections at Broadway is identified as one of seven transformation projects in the High

Action RHT 11: Work with partners to promote multi-use trail etiquette, safety and education.

areas, and also within residential neighborhoods and commercial areas.

comdor as both an environmental and community amenity.

#### More Targeted Planning / Study

Action RHT 15: Build on planning efforts for the South Platte River Comdor to clarify and integrate goals for this key community asset involving economics, aesthetics, recreation, and the environment.

Action RHT 16: Complete regular updates to the Parks, Recreation and Trails Master Plan, highlight implementation progress and successes - especially through partnership efforts, and continue to communicate Littleton's park, recreation and open space priorities to funding partners.

Action RHT 17: Lay the groundwork for preparing a holistic historic preservation plan and strategy for ongoing preservation efforts in Litteton, involving broad community engagement to gauge resident, property owner and stakeholder sentment on the methods and extent to which the City should utilize available preservation tools.

. Use the City's initiatives to update its zoning and development regulations and pursue further downlown-focused planning as precursors to a historic preservation plan.

- POTENTIAL PARTNERS Partners for implementation of plan priorities stated to Recreation, Hentage, and Tourism Neighboring jurisdictions and Arapahoe Doudlass and Jefferson Counties Aspen Grove Colorado Toursen Office

  - Deriver Regional Council of Governments High Line Canal Conservancy Littleton Public Schools Scientific and Collural Facilities Detrict South Plate Working Group South Suburban Parks and Recreation District Tri-County Health Department

Line Canal Conservancy Framework Plan

Action RHT 12: Engage volunteers and leverage their involvement to increase awareness, education, and use of park and recreation amenities

Action RHT 13: Improve coordination of signage and wayfinding at parks, recreation sites, trails, and open space

Action RHT 14: Continue to emphasize regional collaboration as the best means for enhancing the South Platte River

# **Pathways to ACTION**

Roles and Responsibilities



## **Capital Investments**



**Programs and Initiatives** 



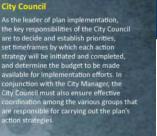
**Regulations and Standards** 



Partnerships and Coordination



Targeted Planning / Study



#### Planning Commission

The Planning Commission makes recommendations to the City Council based on plan principles. The Commission should prepare an Annual Progress Report to ensure plan relevance.

#### **City Management and Staff**

City staff manage the day-to-day implementation of the plan. In particular, City staff are responsible for supporting the City Council, Planning Commission and other City boards/commissions.

# Vision Phase Integrated

## **Vision 2040**

From What We Treasure Today ...

... To What We Strive For Going Forward

## **Guiding Principles**



#### UNIFYING VISION AND GUIDING PRINCIPLES

#### VISION 2040

#### From What We Treasure Today

Littleton will continue to be a hometown community that is widely known and envied as a city with "strong bones." Among the features that earn Littleton this reputation are its historic and vibrant downtown, its light rail transit link to the Denver region. and its distinguishing yet often unseen natural asset, the South Platte River. Along with the highly utilized greenway, trails, and preserves that frame the Platte, residents and visitors also prize the High Line Canal Trail that weaves through the

Littleton will especially be held up as the "real thing" when it comes to maintaining a sense of community among its residents and managing the essential physical traits that define community character, neighborhood by distinct neighborhood

It will remain a place where nature and city living intersect, can both be enjoyed, and are guarded with a fierce sense of

stewardshin ... To What We Strive For Going Forward

We recognize that our vision for Littleton's future is framed differently than many communities as we are a largely built-out city. As we focus on managing change amid this reality, we envision a Littleton in 2040 that has:

Maintained the integrity of its established neighborhoods and historic areas.

· Protected its cherished natural setting in harmony with new development and redevelopment.

. Ensured that reinvestment in the community, whether in Littleton's legacy housing stock or along its commercial corridors, has met local expectations for quality and compatibility with its surroundings.

· Made itself even safer and more accessible for all the ways that people navigate through and within Littleton.

· Achieved a higher standard for cleanliness and burnished its appeal as a place with strikingly beautiful vistas. Secured the long-term sustainability of city finances to continue providing its citizens the best in public services.

#### VALUES

Local History

· Preserve and celebrate it

· Highlight and tie it to our identity and events

Origin as own town, rural and later suburban heritage

· Build on accomplishments of past eras and leaders

In listening to stories and memories about Littleton, along with residents' desires and concerns for its future, the following values came through consistently. The bulleted items under each are examples of how those expressing such values related them to their own experience of or pride in Littleton. Many communities share common values, issues, and priorities (e.g., to be a safe place). Littleton's core values include a passion for and/or commitment to:

Values identify what matters ost to the community and ho wishes to be viewed by hers. Our shared values

A Vision is a broad statemen

of what a community hopes an

ends to be in the future. Wit

rds and images, it offers a

cture of that future to provid

spiration, motivation, and a

mework for more detailed

anning and decision-making

share in these local amenities.



or areas of focus, for achieving matters affecting the direction and priorities of city the desired vision that emerge government and the community. Stakeholders will participate in transparent processes and take responsibility for maintaining a respectful and productive dialogue. Meaninoful interactions must

involve committed elected officials, informed residents, and other partner organizations and agencies interested in Littleton as it is today and will be tomorrow.

· Pedestrian/cyclist/driver safety

Safety

Security from crime

Child protection

#### **GUIDING PRINCIPLES**



Even in the face of potentially significant demographic change ahead, Littleton will remain ANCHORED by a firm belief among its residents and leaders of what makes this a truly special place. These features include Littleton's traditional downtown, established neighborhoods, and the literal "river that runs through it" in the South Platte. Littleton also has a longstanding reputation as a community of choice for quality schools and is home to the Arapahoe Community College main campus. Serving as the Arapaboe County seat, a destination for health care, and a bub for cultural and lifestyle amenities also keeps a consistent conception of Littleton in the minds of residents and

visitors. Although stable in these various ways today. Littleton will approach its future with a sense of dynamism, looking to draw upon a culture of innovation and boldness inherited from earlier generations.



from near and far

Littleton will continue to be AUTHENTIC and comfortable for both residents and guests. The often-cited "small town feel" and sense of community dates to our origin as a "Little Town" separate and apart from Denver. Littleton will continue to stand out in the region for its distinctive identity. Its genuine sense of place will always be contrasted with the look and feel of cities that came along much later or were master planned from scratch. The essential threads that will continue to sustain this community fabric include Littleton's historic character and architectural heritage, its varied neighborhoods and residential options, a robust and service-oriented faith community, and an inviting

Guiding Principles describe the values identified by the

nmunity and serve as the

undation for the Vision. The

uiding Principles provide a

onsider when making

isions. The guiding

nciples reflect major the

ased on analysis of input by

ference point for Littleton to

and safe atmosphere



Littleton will always be a community of ACTIVE people who make the most of their city's cultural and natural resource abundance. It will support its residents' efforts to be fit and maintain a healthy lifestyle. It will embrace their desire to gather for live performances and other local happenings. And it will appreciate and build on the value of a lively downtown. Littleton will always seek to elevate its position as a dream community for outdoor recreation and nature enthusiasts - and a destination for visitors wishing to



Littleton will remain ENGAGED and civic-minded in all

# From Input and Vision ...



# ... to Plan and ACTION

# **Recreation, Heritage, and Tourism**

# **Goal RHT 1**

Preserved and enhanced public green spaces that provide access to nature, widespread opportunities for recreation and play close to home, and continuous greenway connections within and through the city.

# Policy RHT 1

Maintain close and mutually beneficial relationships with the South Suburban Parks and Recreation District, High Line Canal Conservancy, Hudson Gardens, and other key partners that enable Littleton residents and visitors to enjoy a large quantity of high quality recreational assets and public open space.

POLICY

# Action RHT 10

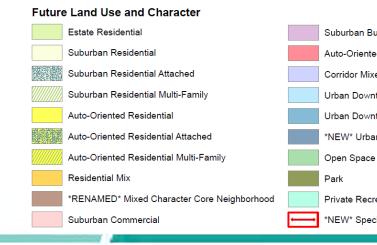
Continue to identify and collaboratively pursue methods to address missing links in the existing local and regional trail systems to improve access and connectivity.

GOAL

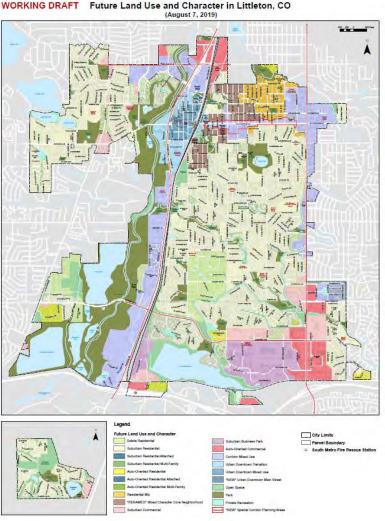
ACTION

# Future Land Use & Character

- Eliminated Institutional and Urban Residential Multi-Family categories
- Added Urban Downtown Main Street category
- Changed Urban Neighborhood to Mixed Character Core Neighborhood
- Reduced extent of Corridor Mixed Use
- Highlighted 5 Special Corridor Planning Areas







# **Use and Character Amounts**

CATEGORY	ACRES	SHARE OF TOTAL
ESTATE RESIDENTIAL	247.0	3.4%
SUBURBAN RESIDENTIAL	2,474.5	33.7%
SUBURBAN RESIDENTIAL ATTACHED	158.7	2.2%
SUBURBAN RESIDENTIAL MULTI-FAMILY	151.3	2.1%
AUTO-ORIENTED RESIDENTIAL	22.2	0.3%
AUTO-ORIENTED RESIDENTIAL ATTACHED	3.0	0.0%
AUTO-ORIENTED RESIDENTIAL MULTI-FAMILY	61.0	0.8%
RESIDENTIAL MIX	120.7	1.6%
MIXED CHARACTER CORE NEIGHBORHOOD	121.1	1.6%
SUBURBAN COMMERCIAL	232.9	3.2%
SUBURBAN BUSINESS PARK	298.3	4.1%
AUTO-ORIENTED COMMERCIAL	276.5	3.8%
CORRIDOR MIXED USE	767.0	10.4%
URBAN DOWNTOWN TRANSITION	110.9	1.5%
URBAN DOWNTOWN MIXED USE	46.9	0.6%
URBAN DOWNTOWN MAIN STREET	9.2	0.1%
PARK	1,527.1	20.8%
OPEN SPACE	684.1	9.3%
PRIVATE RECREATION	28.0	0.4%
TOTAL	7,340.4	100%

Residential	45.8%
Commercial	11.0%
Mixed Use	12.7%
Park / Open Space / Rec	30.5%

# **Use and Character Amounts**

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OPEN SPACE	684.1	9.3%
PRIVATE RECREATION	28.0	0.4%
TOTAL	7,340.4	100%

Estate	4.7%
Suburban	63.5%
Auto Oriented	9.3%
Urban	3.2%
Mixed Character	19.3%

# Where Does This Get Us?

# **Overarching City Plan**

- Links to other levels of planning, budgeting
- Guidance for decisions
- Based on extensive input
- From "Big Picture" to specific actions

Vision & Comprehensive Plan

Council Strategic Initiatives

Departmental Business Plans

Departmental Goals/Objectives/Measures Service Standards/Guarantees

> Individual Performance Plans

## **Multiple Timeframes**

- 20+ year outlook
- 10-year priorities
  - 5-year agenda
    - Immediate actions to pursue

Aim for wins and results versus a "too full plate"

# **COMPREHENSIVE PLAN**



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## TRANSPORTATION MASTER PLAN



## **Future City Elements**

- Introduction
- Existing City
- Mission and Goals
- Complete Networks
- Auto and Freight Network
- Transit Network
- Active Transportation Networks
- Mobility Trends
- Recommendations Summary
- Implementation

## **Core Plan Elements**

- Legacy of Past Planning
- Key Issues and Considerations
- Framework for Action
  - Goals
  - Policies
  - Actions
- Potential Partners

#### RECREATION, HERITAGE, AND TOURISM

Parks, open space, and recreation facilities are an essential part of a healthy and sustainable relaxation and exercise outside of the home, work, and school. Much like streets, utilities, and parks, greenways, and trails are integral parts of municipalities - and often among the public : residents. With its unique history and architectural heritage, appreciation for the arts, abundar and many community events year-round. Littleton offers an array of amenities that appeal to r All aspects of the Plan shape the livability of Littleton, but this section especially reinforces the

#### LEGACY OF PAST PLANNING

- City of Littleton Parks, Recreation, and Trails Master Plan, 2016
- South Platte Park Management Plan, 2017
- South Platte River Comdor Vision. Arapahoe County. 2013.
- South Suburban Parks and Recreation Master Plan, 2017.
- High Line Canal Vision Plan, 2017. · High Line Canal Framework Plan, 2019

#### KEY ISSUES AND CONSIDERATIONS

. Threats to Littleton's historic legacy and architectural heritage, whether due to economic de extent to which Littleton uses preservation methods and tools.

 Concern over development encroachment, both physical and visual, on Littleton's preserve and desire for greater emphasis on the continuity and potential enlargement of linear green community.

. The need for more effective collaboration with partner entities that have responsibility for m elements of Littleton's park and open space inventory (e.g., South Suburban Parks and Rec Canal Conservancy, etc.), and with the volunteers and entities that make Littleton's event-fit

· Convenient and safe public access to parks, trails, and greenways within the city, especially separated from these resources by major roadways and other physical barriers.

· Ongoing appreciation and promotion of Littleton Museum and Bemis Library as special public

. Littleton's tourism appeal and its approach to accommodating visitors for leisure and busine

#### FRAMEWORK FOR ACTION

#### GOALS

- GOAL RHT 1: Preserved and enhanced public green spaces that provide access to natur for recreation and play close to home, and continuous greenway connections within and through the
- GOAL RHT 2: Continued protection and promotion of Littleton's heritage, especially where it is tangibly visible in historic architecture, designated districts and landmarks, and distinctive neighborhoods and buildings
- GOAL RHT 3: A healthy community with convenient access to recreational facilities and programming, outdoor fitness activities, and quality nutrition options.
- GOAL RHT 4: A vibrant rity for both residents and visitors, entiwhend by an artise downlown, an artise of orthonal and entertainment options both indoor and outdoor, and popular community events and festivals throughout the year.

#### POLICIES.

in making decisions that involve public resource allocation, regulatory matters, and physical improvements, among others. Littleton wilt

Policy RHT 1: Maintain close and mutually beneficial relationships with the South Suburban Parks and Recreation District, High Line Canal Conservancy, Hudson Gardens, and other key partners that enable Littleton residents and visitors to enjoy a large quantity of high quality recreational assets and public open space.

- Policy RHT 2: Continue to build consensus on measures the City should consider and implement to:
- · Preserve more areas and structures with bistonic character, and
- · Protect designated and potential new hist

Policy RHT 3: Prioritize public safety, includir security while enjoying parks, trails, and com

Policy RHT 4: Incorporate guidance and ince better design and integration of green and op and sensitive design approaches on sites wit

Policy RHT 5: Continue to plan for, and budo as premier public facilities for the enjoyment

Policy RHT 6: Regularly evaluate the approp and support to cultural arts and community er

Policy RHT 7: Be sensitive to the perspective

· Develop awareness of the various ways ' popular locations and events, what they I time and money they spend locally.

#### **Capital Investments**

Action RHT 1: Utilize the project funding price Force to maximize the leveraging of available objectives of the City and its multiple partners High Line Ganal Conservancy, Hudson Gard

#### **Programs and Initiatives**

Action RHT 2: Develop an organizational stru inquiries and funding pursuits as detailed in t

Action RHT 3: Improve access to parks and media, etc.) to promote awareness of plans, South Suburban Parks and Recreation. Huds

Action RHT 4: Track visitor utilization of recri changing local, state, and national tourism tre

Action RHT 5: Continue to promote awarene through Historic Preservation Board activities

Regulations and Standards

Action RHT & Evaluate the optiontial for dark contributions or other fees, as detailed in the Action RHT 7: Through the Historic Preservation Board and other forums, continue to build consensus on measures the City should consider and implement - regulatory and/or otherwise - for preserving more areas and structures with distinctive historic value and character, along with ongoing protection of previously designated places and identification of potential new historic districts and landmarks.

#### Partnerships and Coordination

elements of an active lifestyle.

#### Action RHT 8: Continue and enhance collaboration and partnerships with the many agencies, organizations and nonprofits that provide and/or advocate for recreation, open space and other amenities in Littleton.

Action RHT 9: Promote the wellness of residents by collaborating with the Tri-County Health Department, other health advocacy and resource organizations and non-profits. Littleton Public Schools, and other nartners, and market Littleton's many parks and recreation offerings as essential

Action RHT 10: Continue to identify and collaboratively pursue methods to address missing links in the existing local and regional trail systems to improve access and connectivity to jobs, education, fresh food, and health care, among others.

· Improving High Line Canal Trail connections at Broadway is identified as one of seven transformation projects in the High

Action RHT 11: Work with partners to promote multi-use trail etiquette, safety and education.

areas, and also within residential neighborhoods and commercial areas.

comdor as both an environmental and community amenity.

#### More Targeted Planning / Study

Action RHT 15: Build on planning efforts for the South Platte River Comdor to clarify and integrate goals for this key community asset involving economics, aesthetics, recreation, and the environment.

Action RHT 16: Complete regular updates to the Parks, Recreation and Trails Master Plan, highlight implementation progress and successes - especially through partnership efforts, and continue to communicate Littleton's park, recreation and open space priorities to funding partners.

Action RHT 17: Lay the groundwork for preparing a holistic historic preservation plan and strategy for ongoing preservation efforts in Litteton, involving broad community engagement to gauge resident, property owner and stakeholder sentment on the methods and extent to which the City should utilize available preservation tools.

. Use the City's initiatives to update its zoning and development regulations and pursue further downlown-focused planning as precursors to a historic preservation plan.

- POTENTIAL PARTNERS Partners for implementation of plan priorities stated to Recreation, Hentage, and Tourism Neighboring jurisdictions and Arapahoe Doudlass and Jefferson Counties Aspen Grove Colorado Toursen Office

  - Deriver Regional Council of Governments High Line Canal Conservancy Littleton Public Schools Scientific and Collural Facilities Detrict South Plate Working Group South Suburban Parks and Recreation District Tri-County Health Department

Line Canal Conservancy Framework Plan

Action RHT 12: Engage volunteers and leverage their involvement to increase awareness, education, and use of park and recreation amenities

Action RHT 13: Improve coordination of signage and wayfinding at parks, recreation sites, trails, and open space

Action RHT 14: Continue to emphasize regional collaboration as the best means for enhancing the South Platte River

## **Pathways to ACTION**

Roles and Responsibilities



## **Capital Investments**



**Programs and Initiatives** 



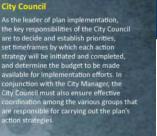
**Regulations and Standards** 



Partnerships and Coordination



Targeted Planning / Study



#### Planning Commission

The Planning Commission makes recommendations to the City Council based on plan principles. The Commission should prepare an Annual Progress Report to ensure plan relevance.

#### **City Management and Staff**

City staff manage the day-to-day implementation of the plan. In particular, City staff are responsible for supporting the City Council, Planning Commission and other City boards/commissions.

## Vision Phase Integrated

## **Vision 2040**

From What We Treasure Today ...

... To What We Strive For Going Forward

## **Guiding Principles**



#### UNIFYING VISION AND GUIDING PRINCIPLES

#### VISION 2040

#### From What We Treasure Today

Littleton will continue to be a hometown community that is widely known and envied as a city with "strong bones." Among the features that earn Littleton this reputation are its historic and vibrant downtown, its light rail transit link to the Denver region. and its distinguishing yet often unseen natural asset, the South Platte River. Along with the highly utilized greenway, trails, and preserves that frame the Platte, residents and visitors also prize the High Line Canal Trail that weaves through the

Littleton will especially be held up as the "real thing" when it comes to maintaining a sense of community among its residents and managing the essential physical traits that define community character, neighborhood by distinct neighborhood

It will remain a place where nature and city living intersect, can both be enjoyed, and are guarded with a fierce sense of

stewardshin ... To What We Strive For Going Forward

We recognize that our vision for Littleton's future is framed differently than many communities as we are a largely built-out city. As we focus on managing change amid this reality, we envision a Littleton in 2040 that has:

Maintained the integrity of its established neighborhoods and historic areas.

· Protected its cherished natural setting in harmony with new development and redevelopment.

. Ensured that reinvestment in the community, whether in Littleton's legacy housing stock or along its commercial corridors, has met local expectations for quality and compatibility with its surroundings.

· Made itself even safer and more accessible for all the ways that people navigate through and within Littleton.

· Achieved a higher standard for cleanliness and burnished its appeal as a place with strikingly beautiful vistas. Secured the long-term sustainability of city finances to continue providing its citizens the best in public services.

#### VALUES

Local History

· Preserve and celebrate it

· Highlight and tie it to our identity and events

Origin as own town, rural and later suburban heritage

· Build on accomplishments of past eras and leaders

In listening to stories and memories about Littleton, along with residents' desires and concerns for its future, the following values came through consistently. The bulleted items under each are examples of how those expressing such values related them to their own experience of or pride in Littleton. Many communities share common values, issues, and priorities (e.g., to be a safe place). Littleton's core values include a passion for and/or commitment to:

Values identify what matters ost to the community and ho wishes to be viewed by hers. Our shared values

A Vision is a broad statemen

of what a community hopes an

ends to be in the future. Wit

rds and images, it offers a

cture of that future to provid

spiration, motivation, and a

mework for more detailed

anning and decision-making

share in these local amenities.



or areas of focus, for achieving matters affecting the direction and priorities of city the desired vision that emerge government and the community. Stakeholders will participate in transparent processes and take responsibility for maintaining a respectful and productive dialogue. Meaninoful interactions must

involve committed elected officials, informed residents, and other partner organizations and agencies interested in Littleton as it is today and will be tomorrow.

· Pedestrian/cyclist/driver safety

Safety

Security from crime

Child protection

#### **GUIDING PRINCIPLES**



Even in the face of potentially significant demographic change ahead, Littleton will remain ANCHORED by a firm belief among its residents and leaders of what makes this a truly special place. These features include Littleton's traditional downtown, established neighborhoods, and the literal "river that runs through it" in the South Platte. Littleton also has a longstanding reputation as a community of choice for quality schools and is home to the Arapahoe Community College main campus. Serving as the Arapaboe County seat, a destination for health care, and a bub for cultural and lifestyle amenities also keeps a consistent conception of Littleton in the minds of residents and

visitors. Although stable in these various ways today. Littleton will approach its future with a sense of dynamism, looking to draw upon a culture of innovation and boldness inherited from earlier generations.



from near and far

Littleton will continue to be AUTHENTIC and comfortable for both residents and guests. The often-cited "small town feel" and sense of community dates to our origin as a "Little Town" separate and apart from Denver. Littleton will continue to stand out in the region for its distinctive identity. Its genuine sense of place will always be contrasted with the look and feel of cities that came along much later or were master planned from scratch. The essential threads that will continue to sustain this community fabric include Littleton's historic character and architectural heritage, its varied neighborhoods and residential options, a robust and service-oriented faith community, and an inviting

Guiding Principles describe the values identified by the

nmunity and serve as the

undation for the Vision. The

uiding Principles provide a

onsider when making

isions. The guiding

nciples reflect major the

ased on analysis of input by

ference point for Littleton to

and safe atmosphere



Littleton will always be a community of ACTIVE people who make the most of their city's cultural and natural resource abundance. It will support its residents' efforts to be fit and maintain a healthy lifestyle. It will embrace their desire to gather for live performances and other local happenings. And it will appreciate and build on the value of a lively downtown. Littleton will always seek to elevate its position as a dream community for outdoor recreation and nature enthusiasts - and a destination for visitors wishing to



Littleton will remain ENGAGED and civic-minded in all

## From Input and Vision ....





## **Recreation, Heritage, and Tourism**

Goal TMP 1

Policy TMP.AT 4

## Action TMP.AT 1

Connected:

Connect people conveniently to the community, resources, and opportunities



Consider installing an all ages and abilities bicycle facility for every new bicycle project Work with South Platte Working Group to construct additional bicycle and pedestrian crossings of Santa Fe Drive to the river.

GOAL

POLICY

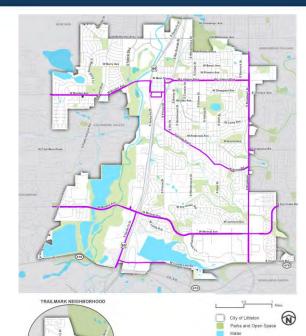
**ACTION** 

## **Future Complete Street Networks**

- Created a context-sensitive street type classification system
- Institute a Level of Service policy for Auto/Freight, Transit, Bicycle, and Pedestrian networks
- Incorporate Overlays to identify which streets should receive special treatments for certain mode priorities
- Identify discrete projects designed to quickly and efficiently build out the complete networks



## Overlays

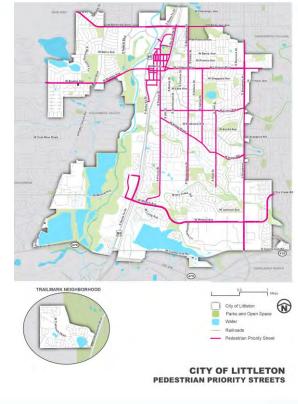


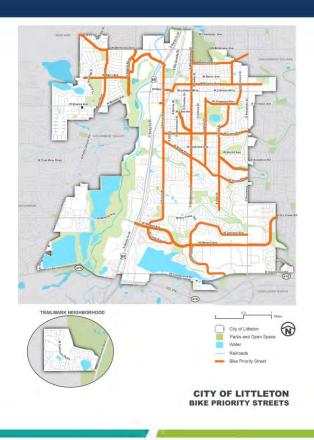
Railroads

TRANSIT PRIORITY STREETS

---- Pedestrian Priority Street

**CITY OF LITTLETON** 





## **Critical Corridors**

#### Critical Corridor: Santa Fe Drive (US 85)

mover

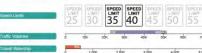
Santa Fe Drive is a state and federal highway that has long served as Littleton's connection to the rest of the region. Today, it is a mix of limited access expressway and commercial arterial. It carries a massive amount of traffic through the city and serves not just Littleton's north-south travel needs, but also as a primary route for traffic moving through the City. It will continue to serve this function in the future as a state highway. The future of Santa Fe Drive is as the Citr/s main north-south auto and freinht route. Santa I in that the corridor is flanked on either side by premium transit (LRT) or active transportation Greenway) facilities. These adjacent multimodal corridors allow Santa Fe Drive to be an auto

STRATEGIES AND PROJECTS: Alternative intersection at Mineral Avenue Safety and operational improvements at Bowles Critical Corridor: S Broadway

· Implement near-term operational improvement projects:

Broadway currently serves a number of uses. It is the most traveled transit corridor (beside the LRT lines). it serves as a regional automotive and truck route, and it provides direct property access to a mix of general 70' 80' 90' 100' 110' 120' commercial uses and even some single-family residential uses. Broadway is one of the most dangerous places to be as a pedestrian or bicyclist in the City, and its wide footprint and fast speeds mean that those who attempt SPEED 45 to cross it are vulnerable to being struck by autos. STATISTICS:

2,000



4,000

#### STRATEGIES AND PROJECTS:

The future of Broadway is as the City's eastern transit Boulevard. Because the right-of-way is wide, Broadway is a prime candidate for exclusive transit lanes with Bus Rapid Transit service. Repurposing underutilized road space for transit will allow Broadway to evolve into an asset for Littleton, and will generate economic activity. Broadway has been identified as a Tier 1 BRT corridor by RTD and the City should dedicate resources to working with partner municipalities to take tran

currently carries as many as 48,000 vehicles amount of concestion

technology.

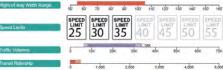
#### As the transit vision evolves, other modes, par Critical Corridor: Littleton Bivd / Main St / Alamo Dr / Bowles Ave

This corridor, which passes directly through downtown Littleton, currently serves as the main east-west route Sacrificing space for transit vehicles will likely through the northern part of the City. At the heart of the City, Littleton Blvd and Main Street have a rich history which could include alternative intersection tre as a place to go, a place to do business, and a place to be with the community

The Comprehensive Plan envisions Littleton Boulevard transitioning to a mixed use comidor and extension of Special attention must be paid to the residenti downtown, while respecting its history.

#### Specific actions include: 1. Partner with RTD, Centennial, and Arabahc

2 Implement quick action projects to enhance STATISTICS: Implement quick action safety projects for p



#### STRATEGIES AND PROJECTS:

The future of this corridor is as Littleton's Main Street. This corridor is many things to many people, but at its core it is the identity of Littleton. Extending the positive aspects of Downtown Littleton and Main Street to the east along Littleton Boulevard and reconnecting civic uses east of the railroad tracks will bring a better sense of connection with the downtown area and the rest of the community. With Littleton High School anchoring the east end of the corridor, the transformation of Littleton Bivd into a mixed use urban arterial will create a place that generates activity and contributes to the City's prosperity.

The corridor has the potential to serve as a true place, not just a place to move cars.

#### Specific Actions include:

1. Conduct a corridor study that builds upon the foundation in this TMP. a. Create an access control plan to address redevelopment concerns.

- 2. Implement quick action projects to enhance transit speeds and reliability. 3. Implement quick action safety projects for pedestrians, bicyclists, and motorists. 4. Advocate for increased transit frequency along the comdor with RTD. 5. Enhance bicycle connections to the Powers Avenue bicycle priority street to the north.
- 6. Enhance the pedestrian environment, particularly on the east end 7 Conduct a Downtown Mobility Plan and Streetscape Plan







- Prioritized projects to achieve vision of Complete Networks
- Implementation plan to provide a road map for those projects
- Incorporation of comments from the public to ensure that the process is transparent and inclusive
- Continued outreach

## Wrap-up

- Upcoming Events
  - August 28 Telephone Town Hall
  - September 12 Speaker Series #4 Peter Kageyama
  - What's Next
    - September 10 Fiscal Impact & Implementation Plan
    - October 8 Final Review & Comments Incorporated
    - October 14/15 Recommendation & Adoption



#### Staff Communication

#### File #: ID# 19-208, Version: 1

Agenda Date: 08/13/2019

Subject:

An amendment to Littleton City Code Title 10, Chapter 1 to create enabling legislation and procedures for the creation, adoption, and amendment of a comprehensive plan

Presented By: Mike Sutherland, AICP, Deputy Community Development Director

#### **PURPOSE:**

Does city council wish to adopt enabling legislation and procedures for a comprehensive plan?

#### **PRESENTATIONS:**

#### Staff Presenter(s): Mike Sutherland, AICP, Deputy Community Development Director Reid Betzing, City Attorney

Additional Presenter(s): None

#### SUMMARY:

Currently, the Littleton City Code references the comprehensive plan but does not describe how the comprehensive plan is started, nor does it contain a process for adopting and amending the comprehensive plan. The proposed amendment would codify and establish these procedures.

#### **PRIOR ACTIONS OR DISCUSSIONS:**

Council, planning commission, staff, citizens and stakeholders have been engaged in an update to the comprehensive plan, Envision Littleton, for nearly two years.

#### **ANALYSIS:**

#### Staff Analysis

The proposed code language is relatively simple. The process requires at least one public hearing by the planning commission to make recommendations for adoption or amendment of the comprehensive plan to the city council. City council takes final action by resolution to adopt or amend the comprehensive plan through at least one public hearing. City council has authority to cause the creation or amendment of the comprehensive plan, in whole or in parts. In addition, the proposed code amendment allows citizens to request amendments specifically to the future character and land use map.

Currently, the Littleton City Code (LCC) has a definition of the comprehensive plan and requires development applications to be reviewed "in light of the city's comprehensive plan..." (LCC 10-1-9). At this time, the current code adequately connects the review of development to the comprehensive plan. However, as part of a broader zoning code update in the future, staff recommends including clearer review criteria language for all development review processes, similar to the recently adopted site development plan review criteria (LCC 10-7-3).

Council Goal, Objective, and/or Guiding Principle

Adoption of the comprehensive plan is expected in October, 2019. The proposed amendment provides the code process for achieving

#### File #: ID# 19-208, Version: 1

this goal.

Fiscal Impacts None

#### <u>Alternatives</u>

Council may choose not to amend the code. This may cause some confusion about future adoption of a comprehensive plan and amendments thereto.

#### **STAFF RECOMMENDATION:**

Staff recommends moving the item forward concurrently with the comprehensive plan, tentatively scheduled for consideration by planning commission on October 14, 2019 and consideration by city council on October 15, 2019.

### CODE: Comprehensive Plan

#### DATE: 8/13/19 Joint Study Session

	Proposed Change	Reason
1	Add a new section to Title 10, Chapter 1 - Administration, with the title "10-1-10 Comprehensive Plan"	Establish enabling legislation allowing the council to create a comprehensive plan and establishing a process to approve and amend the comprehensive plan
2	No changes to sections 10-1-9 (general procedures), 10-2-23 (PD), 10-7 (SDP), 10-8-1 (conditional uses), 10-9-1 (PDO), or 10-12-1 (rezonings)	Each section already references review criteria tied to the comprehensive plan. The review criteria at present time is limited to referring back to 10-1-9(B) which directs staff to "comment on the concept proposed in light of the city's comprehensive plan"

#### Title 10 - Zoning Regulations

#### CHAPTER 1 ADMINISTRATION, DEFINITIONS, AND ENFORCEMENT

SECTION

10-1-1:	Short Title
10-1-2:	Definitions
10-1-3:	General Provisions
10-1-4:	Violations and Additional Remedies
10-1-5:	Zone Districts Created
10-1-6:	Official Zoning Map
10-1-7:	Administration
10-1-8:	Preliminary Project Plans
10-1-9:	General Application Requirements and Procedures
10-1-10:	Comprehensive Plan

#### 10-1-10: COMPREHENSIVE PLAN:

(A) Preparation: The city council shall cause the preparation of a comprehensive plan for the physical development of the city, possibly including areas outside its boundaries, which in the city council's judgment bear relation to the planning of the city. The comprehensive plan, with the accompanying maps, plats, charts, and description matter, shall show the city council's plan for the future development of said territory, including but not limited to:

1. The general location, character, and extent of proposed land uses;

2. The general location and extent of public facilities; and

3. The proposed transportation plan for the city, including all appropriate modes of transportation.

As the work of making the whole comprehensive plan progresses, the city council may from time to time adopt and publish a part thereof. Any such part shall cover one or more major sections or divisions of the city or one or more of the foregoing or other functional matters to be included in the comprehensive plan. The city council may amend, extend, or add to the plan from time to time.

- (B) Purpose: The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, character based, and harmonious development of the city and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development, including, among other things, adequate provision for traffic, the promotion of safety from fire, flood waters, and other dangers, adequate provision for light and air, the promotion of healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, the promotion of energy conservation, and the adequate provision of public utilities and other public requirements.
- (C) Procedure for Adoption: The city council may adopt the comprehensive plan as a whole by a single resolution or may by successive resolutions adopt successive parts of the plan, said parts corresponding with major geographical sections or divisions of the city or with functional subdivisions of the subject matter of the plan, and may adopt any

amendment or extension thereof or addition thereto. Before the adoption of the plan or any such part, amendment, extension, or addition:

- The planning commission shall hold at least one public hearing thereon, notice of the time and place of which shall be given in accordance with section 10-1-9(C)(2) of the Littleton City Code at the conclusion of which the planning commission shall by resolution recommend approval, approval with conditions, or denial of the plan or any such part, amendment, extension, or addition to the city council; and
- The city council shall hold at least one public hearing thereon, notice of the time and place of which shall be given in accordance with section 10-12-4(B)(3)(c) of the Littleton City Code.

The adoption of the plan, any part, amendment, extension, or addition shall be by resolution of the city council. The resolution may refer expressly to the maps and descriptive and other matter intended by the city council to form the whole or part of the plan, and the action taken shall be recorded on the map and plan and descriptive matter by the identifying signature of the mayor or mayor pro tem and attested by the city clerk. A copy of the plan or part thereof shall be certified to each governmental body of the territory affected and shall be filed with the county clerk and recorder of each county wherein the territory is located.

(D) Comprehensive Plan Future Character and Land Use Map Amendments: An applicant for a comprehensive plan future character and land use map amendment shall pay an application fee in an amount to be established by city council resolution.

# Littleton

# Comprehensive Plan Enabling Legislation Proposed Code Update

August 13, 2019 Mike Sutherland, Deputy Community Development Director Jennifer Henninger, Community Development Director Reid Betzing, City Attorney

# Requested Council and Planning Commission Action

- No formal action at the study session
- Proceed with enabling legislation?
- Discussion of proposed amendment



# **Current Code**

- Defines comprehensive plan
- Adequately ties comprehensive plan to development review
- No process for comprehensive plan:
  - Creation
  - Revision
  - Adoption



# **Proposed Amendment**

- Council responsibilities
  - Cause, amend in whole or in part
- Public hearings:
  - Planning Commission:
    - At least one
    - Recommendation
  - Council:
    - At least one
    - Decision by Resolution
- Citizens can request changes only to character / land use map



# **Staff Recommendation / Conclusion**

- Move forward concurrent with comprehensive plan
  - Planning Commission: October 14, 2019 (tentative)
  - Council: October 15, 2019 (tentative)
- Broader code update (tentatively scheduled to begin 2020)
  - Strengthen review criteria for each development process

