

COMPREHENSIVE PLAN

Future Land Use and Character

June 20, 2019



The **future land use map** is intended to show the general pattern of uses anticipated and/or desired in the years ahead. The map indicates the type of use that is expected to predominate in areas where land is currently undeveloped or, in previously developed areas, based on what is already on the ground and will likely remain or possibly evolve over time. Along with the predominant use types, other complementary uses will likely remain or 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.

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, regional needs, plus developer areas of expertise and interest in bringing single-family or multi-family products to market.

Future Land Use Planning Versus Zoning

The side-by-side comparison below 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 Comprehensive Plan. The zoning 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 types of uses permitted within them, together with standards for buildings and site improvements. As a result, the zoning regulations, together with the City's subdivision regulations, largely direct development outcomes. Although the Comprehensive Plan and associated future land use map provide only general planning guidance, their role is especially relevant as it can lead to rewrites and updates of the zoning regulations and district map.

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

Future Land Use Map versus Zoning Map

Land Use Planning with Character in Mind

The accompanying draft **Future Land Use and Character Map** shows potential areas within Littleton designated in 17 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.
- Urban Neighborhood.
- Urban Residential Multi-Family.
- Suburban Commercial.
- Suburban Business Park.
- Auto-Oriented Commercial.
- Institutional.
- Corridor Mixed Use.
- Urban Downtown Transition.
- Urban Downtown Mixed Use.

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

The following descriptions indicate the anticipated principal types of 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

COMMUNITY CHARACTER PRIMER

The **community character** approach to evaluating and planning for land use emphasizes the variation in physical conditions that is 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 amount of 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.



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.

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.



Primary Land Use Types

• Detached residential dwellings.

Characteristics

- Transition between Rural and Suburban character areas, with further progression along the character spectrum from rural environments where the landscape is visually dominant over structures.
- 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.

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.

- 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.



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

- Less noticeable accommodation of the automobile compared to more intensive auto-oriented 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 open space set-aside (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 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.
- 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.

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 comprised entirely 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.

- 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.



Suburban Residential character of attached housing along Ridge Road at Elati Street.

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.

- 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.



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

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.

Primary Land Use Types

• Detached residential dwellings.



Auto-Oriented Residential character area north of Mineral Avenue.

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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.

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 comprised entirely 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.

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AUTO-ORIENTED RESIDENTIAL MULTI-FAMILY

This designation is also a subset of Auto-Oriented Residential above, for areas and properties with this character that 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 are especially appropriate near medical facilities, parks and public services, shopping and transit stops if designed primarily for senior residents.

- 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.



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

RESIDENTIAL MIX

This designation encompasses areas of north Littleton in the vicinity of Littleton Boulevard and Broadway, as well as the residential portion of Littleton Village that features a diversity of housing types. 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 an area with varied housing that is attainable for people at or below the median income range. Maintaining this area with residential variety could also mesh well with a revitalized and more walkable Littleton Boulevard corridor, and with the potential for future 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).

URBAN 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 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.

Primary Land Use Types

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



Urban Neighborhood area just north of Littleton Boulevard, east of Downtown.

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 Urban 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.

URBAN RESIDENTIAL MULTI-FAMILY

This designation is for areas and properties devoted primarily to structures with multiple residential units, where such structures are at or close to street frontages and parking is situated partially or entirely within the interior of the site.

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.



Urban Residential character of multi-family housing near Santa Fe Drive, Belleview Avenue and Rio Grande Street.

Characteristics

- Multi-family residential development with the highest use intensity given the extent of site coverage by buildings and/or the mass and height of the structures.
- Limited areas of on-site green and open space due to minimal building setbacks along streets and/or the extent of buildings and paved surfaces within the interior of the site.
- In the most intensive such developments, multi-level parking structures are located within the interior of the site and "wrapped" by the residential buildings, which adds to the Urban character by making on-site parking less visible.

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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

- Wide range of 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.



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

- Suburban character primarily from reduced site coverage relative to most auto-oriented commercial development.
- Especially 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, by their very nature, cannot achieve a Suburban character (e.g., car washes).
- Near residential properties and areas, the permitted scale and intensity of nonresidential uses should be limited to
 ensure compatibility (including adequate buffering/screening, criteria for placement and orientation of buildings and
 parking areas, height limits, and residential-in-appearance architectural standards).
- More opportunity for natural and/or swale drainage (and storm water retention/absorption) versus concentrated storm water conveyance in auto-oriented areas.

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.

Primary Land Use Types

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



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.

- 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 still allows for a sizable cumulative building footprint since most such developments involve large sites.
- Extensive landscaping of 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.

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.



Primary Land Use Types

Auto-Oriented Commercial character area along Belleview Avenue in north Littleton.

- "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.

- Commercial areas with an auto-oriented character that have 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.

INSTITUTIONAL

This designation is for government facilities and other non-commercial and public assembly uses. Schools and places of worship located within primarily residential areas are included as part of the residential designations for such areas on the Future Land Use and Character map. This is because zoning often allows them as permitted uses in such locations, and the properties likely would convert to residential use if ever discontinued as a church or school site. Alternatively, where schools and places of worship are located along principal roadways, they are generally included within commercial or other nonresidential designations (e.g., Corridor Mixed Use) as their sites would be attractive for such uses if ever discontinued as a church or school site.

Primary Land Use Types

- Government offices and other public facilities (e.g., library).
- Higher education campuses.
- Large-scale hospitals and medical centers.



Suburban character of Bemis Library (center left) and the adjacent Gallup Gardens amid a Suburban Residential area.

Characteristics

• Institutional uses should be designed to match the prevailing character of their vicinity, to match the character and quality expectations placed upon private properties and developments.

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 may also include residential, especially to provide additional housing options and forms within the community. Major public and/or institutional facilities may also serve as development anchors within the area. Where nonresidential and mixed-use developments in Corridor Mixed Use areas are adjacent to lower-intensity residential neighborhoods, site and design standards involving building scale, placement and appearance should be triggered to ensure compatibility.

Primary Land Use Types

• Wide range of 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.



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.

• With regard to community character, the intent of a Corridor Mixed Use area may be to achieve a more Urban character outcome, although this may be difficult to achieve in a setting where most business patrons, employees and visitors will still reach their destinations by private vehicle, unless a master-planned approach is applied to a larger site. At a minimum, site design and development criteria may be set to soften the auto-oriented development character found along most busy roadway corridors, as well as to enhance walkability and safety for pedestrians and cyclists. Such design and development criteria are especially needed if the intent is achieve Suburban character consistent with nearby Suburban Residential or Suburban Commercial areas.

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 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 retaining a walkability more characteristic of Urban character areas 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.

- 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

- 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 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.



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

URBAN DOWNTOWN MIXED USE

This designation involves the most intensively developed area of the community in terms of the greatest coverage of sites with building footprints and the least amount of private development area devoted to off-street 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.). All of 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.

- Mixed uses, on single sites and within individual buildings.
- Potential for 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 uses (e.g., restaurants, pubs, live music venues, theater, cinema, etc.).
- Potential for parking structures and limited public or commercial surface parking areas.



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

- 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 begin to 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, by their very nature, 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.