



North Kipling Strategic Plan

City of Lakewood, Colorado
Comprehensive Plan Amendment
Community Planning & Development
Strategic Planning Division
May 1998



Lakewood



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April 27, 2015

98-53

A RESOLUTION

APPROVING THE NORTH KIPLING STRATEGIC PLAN AS AN AMENDMENT TO
THE LAKEWOOD COMPREHENSIVE PLAN

WHEREAS, the City of Lakewood Planning Commission adopted the Lakewood Comprehensive Plan on February 25, 1987; and,

WHEREAS, the City of Lakewood City Council approved the Lakewood Comprehensive Plan on March 9, 1987; and,

WHEREAS, the Lakewood Comprehensive Plan includes planning for major travel corridors as a major concept of the Plan, stating that the City will "prepare plans to acquire and develop parkways, linear open space, and all types of parks" (p.11), "improve the overall design quality of all developments in the City" (p. 15), "restructure existing commercial strips, and preclude development of new commercial strips" (p. 32), "provide a highly effective and efficient transportation system" (p. 55), "develop and maintain a coordinated pedestrian and bicycle system as a recreational amenity as well as an alternative transportation mode" (p. 57), and "enhance Lakewood's image through beautification of its infrastructure" (p. 61); and,

WHEREAS, citizens, property owners, business owners, and others participated in the development of the North Kipling Strategic Plan by identifying issues of concern, goals, a vision statement, and action steps to address concerns; and

WHEREAS, the Planning Commission conducted a public hearing on the North Kipling Strategic Plan, with notice made to residents, businesses, and property owners in the North Kipling study area and published in the Jefferson Sentinel and the Golden Transcript; and,

WHEREAS, The Planning Commission has considered the public testimony received and the staff report and recommendations and adopted the North Kipling Strategic Plan on May 20, 1998; and,

WHEREAS, the City Council has considered the public testimony received and the staff report and recommendation; and,

WHEREAS, the City Council has conducted a public hearing on the proposed North Kipling Strategic Plan, with notice made to residents and property owners in the area; and,

WHEREAS, the City Council has considered the public testimony received, the action of the Planning Commission, and the staff report and recommendation.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Lakewood that:

Resolution 98-53

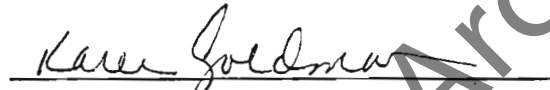
SECTION 1. The North Kipling Strategic Plan, as presented to City Council, is hereby approved as an amendment to the Lakewood Comprehensive Plan.

SECTION 2. The Mayor and City Clerk are hereby authorized and directed to affix their signatures on this Resolution and on the North Kipling Strategic Plan as evidence of the approval and adoption of the same by the City Council.

INTRODUCED, READ AND ADOPTED by a vote of 8 For and 0 Against at a regular meeting of the City Council on June 8, 1998, at 7 o'clock p.m. at Lakewood City Hall, 445 South Allison Parkway, Lakewood, Colorado.


Linda Morton, Mayor

ATTEST:


Karen Goldman, City Clerk

RESOLUTION OF CITY OF LAKEWOOD PLANNING COMMISSION

On May 20, 1998, the Lakewood Planning Commission held a public hearing to consider if the North Kipling Strategic Plan should be adopted as an amendment to the Lakewood Comprehensive Plan.

The Planning Commission of the City of Lakewood approved, and recommended to the Lakewood City Council adoption of the North Kipling Strategic Plan, as part of the Lakewood Comprehensive Plan, by a vote of 6 in favor and 0 in opposition on May 20, 1998 with the vote being as follows:

Rock Mirabeau	Aye
Ken Lloyd	Aye
Faye Crowe	Aye
Robert Murphy	Aye
Ed Peterson	Aye
Tom Quinn	Aye

FINDINGS OF FACT AND CONCLUSIONS

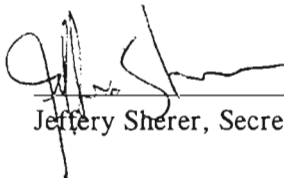
WE FIND THAT:

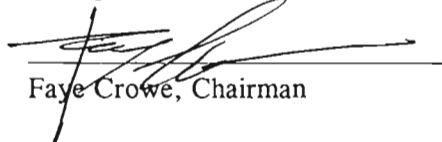
1. The City of Lakewood Planning Commission adopted the Lakewood Comprehensive Plan on February 25, 1987; and,
2. The City of Lakewood City Council approved the Lakewood Comprehensive Plan on March 9, 1987; and,
3. The Lakewood Comprehensive Plan includes planning for major travel corridors as a major concept of the Plan, stating that the City will "prepare plans to acquire and develop parkways, linear open space, and all types of parks" (p. 11), "improve the overall design quality of all developments in the City" (p. 15), "restructure existing commercial strips, and preclude development of new commercial strips" (p. 32), "provide a highly effective and efficient transportation system" (p. 55), "develop and maintain a coordinated pedestrian and bicycle system as a recreational amenity as well as an alternative transportation mode" (p. 57), and "enhance Lakewood's image through beautification of its infrastructure" (p. 61); and,
4. Citizens, property owners, business owners, and others participated in the development of the North Kipling Strategic Plan by identifying issues of concern, goals, a vision statement, and action steps to address concerns; and
5. The Planning Commission conducted a public hearing on the proposed North Kipling Strategic Plan on May 20, 1998, with notice made to residents, businesses, and property owners in the North Kipling Strategic Plan study area and published in the Jefferson Sentinel and the Golden Transcript; and,
6. The Planning Commission has considered the public testimony received and the staff report and recommendations.

Planning Commission Resolution
PL-98-003: North Kipling Strategic Plan
May 20, 1998

ACTION

NOW, THEREFORE, BE IT RESOLVED by the Lakewood Planning Commission, on the basis of the evidence presented to it and the findings and conclusions stated herein this 20th day of May, 1998, that, Planning Commission ADOPT AND RECOMMEND FOR APPROVAL to the City Council the North Kipling Strategic Plan as an Amendment to the Lakewood Comprehensive Plan.


Jeffery Sherer, Secretary


Faye Crowe, Chairman

CERTIFICATION

I, Elaine Tuffing, Secretary to the City of Lakewood Planning Commission, do hereby certify that the foregoing is a true copy of a resolution duly adopted by the Lakewood Planning Commission at a public hearing held in Lakewood, Colorado, on the 20th day of May, 1998, as the same appears in the minutes of said meeting.

May 20, 98
Date Approved


Elaine Tuffing, Secretary to the
Lakewood Planning Commission

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I. Executive Summary

North Kipling functions as a major north-south transportation corridor. The open feel and residential character of the corridor are important components of North Kipling. Even though commercial development is generally concentrated around the major intersections, it is slowly filling in areas between the intersections. It is starting to transform Kipling into an all-commercial corridor such as Wadsworth, Colfax, and Alameda. Since many of the properties along Kipling are residential, planning now is essential to ensure that Kipling develops according to community needs and preference.

The City of Lakewood's Comprehensive Plan recognizes the importance of major transportation corridors and provides direction for development of plans for these corridors. The North Kipling Strategic Plan is an amendment to the City's Comprehensive Plan. The North Kipling Strategic Plan identifies goals and action steps related to the future development and redevelopment of Kipling Street between 6th Avenue and 26th Avenue. The goals and action steps are intended to protect and enhance transportation, land use development and appearance.

The planning process involved an analysis of existing conditions, future needs, a review of related plans, and citizen input. A technical analysis team was formed with representatives from City departments including: Community Planning and Development, Community Resources, and Public Works. The technical analysis team also included representatives from the City of Wheat Ridge, Jefferson County, the Regional Transportation District, and the Colorado Department of Transportation. Citizen input included resident and business surveys, newsletters, the Kipling Plan Action Committee, open houses, and articles in local media publications.

Vision Statement

"Kipling Street functions as a major north-south transportation corridor. The open feel and residential aspects along the corridor should be preserved to remain its best distinguishing features. The business areas should be accessible, clean-looking, and prosperous."

Key findings and recommendations

Transportation

- Key Issue: ⇒ Lack of consistent pedestrian system throughout the corridor.
- Recommendations: ◇ Install detached sidewalks along both sides of Kipling.
 ◇ Enhance pedestrian environment at key intersections (6th, Colfax, 20th, 26th)

Land Use

- Key Issue: ⇒ Preserve residential characteristics along Kipling.
- Recommendations: ◇ Encourage more intense land uses such as retail, office buildings, and higher density residential to occur at key intersections (6th, Colfax, 20th, 26th).
 ◇ Discourage rezoning residential to commercial in between key intersections.
 ◇ Work towards implementing linear open space along Kipling to establish it as a greenway.
 ◇ Develop tools that address land use and design issues related to Kipling.

Appearance

- Key Issue: ⇒ Sides of the road need to be enhanced visually and functionally.
- Recommendations ◇ Ensure that sidewalks are kept clean from snow and sand.
 ◇ Install landscaping along the sides of Kipling.
 ◇ Underground utility lines.

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II. Introduction

Purpose

The City of Lakewood's Comprehensive Plan recognizes the importance of major transportation corridors and provides direction for development of plans for these corridors. The North Kipling Strategic Plan is an amendment to the City's Comprehensive Plan. Figure 1 shows the corridor planning areas to date.

The purpose of the Plan is to identify goals and action steps related to the future development and redevelopment of North Kipling between 6th Avenue and 26th Avenue. The goals and action steps are intended to protect and enhance transportation, land use development and appearance.

Lakewood planning staff will implement the Plan by working closely with property owners, City departments, local jurisdictions, and regional and State agencies. The Plan will be evaluated on an annual basis to ensure that action steps are being implemented consistent with the adopted vision and goals.

Comprehensive Plan Relationship

The Lakewood Comprehensive Plan was adopted in March 1987. It provides an overall framework for planning efforts throughout the City of Lakewood. Goals and policies contained in the Comprehensive Plan provided guidance for the development of the North Kipling Strategic Plan. Specific goals and policies related to North Kipling are outlined in Fig. 2.

Because arterials contain the majority of commercial development within the city, they have different transportation, land use, and appearance issues than other streets. Although similarities exist between arterial corridors, each corridor has its own unique issues that should be resolved through corridor-specific plans and policies.

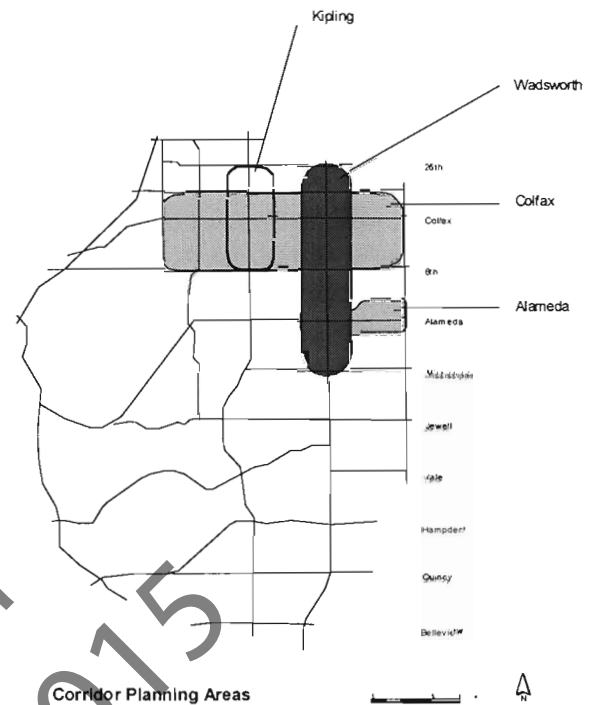


Figure 1: Corridor Planning Areas.

Figure 2: Comprehensive Plan Goals & Policies Related to North Kipling

- Prepare plans to acquire and develop parkways, linear open space, and all types of parks (p. 11).
- Improve the overall design quality of all developments in the City (p. 15)
- Restructure existing commercial strips, and preclude development of new commercial strips (p. 32)
- Provide a highly effective and efficient transportation system (p. 55).
- Develop and maintain a coordinated pedestrian and bicycle system as a recreational amenity as well as an alternative transportation mode (p. 57).
- Enhance Lakewood's image through beautification of its infrastructure (p. 61).

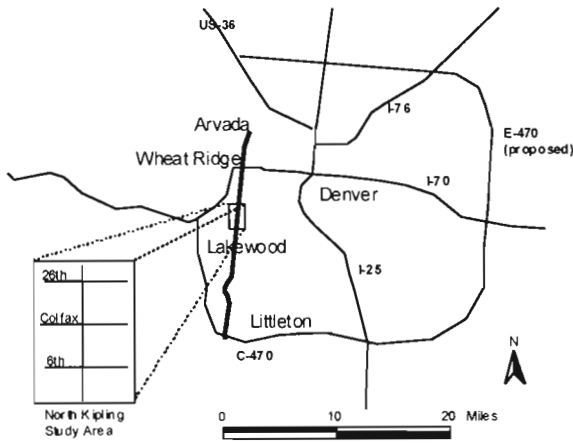


Figure 3: North Kipling Strategic Plan Study Area in its regional context.

Commercial development is slowly starting to transform Kipling into an all-commercial corridor such as Wadsworth, Colfax, and Alameda. Since many of the properties along Kipling are residential, planning now is essential to ensure that Kipling develops according to community needs and preference. For these reasons, North Kipling is designated in the Comprehensive Plan as a special area for study.¹

North Kipling Study Area Background

The study area includes properties north of 6th Avenue, south of 26th Avenue, east of Oak Street, and west of Garrison Street. By increasing the study area beyond the properties immediately adjacent to Kipling, a better understanding of Kipling's relationship to the neighborhoods is achieved. Projects such as sidewalks or landscaping for this study area will be concentrated along Kipling and possibly one block east and one block west of Kipling Street. Figure 3 shows Kipling and the study area in a regional context and Figure 4 depicts the study area in more detail.

History

Cason Howell, possibly Lakewood's first resident, owned the home and the surrounding land at what is now 1575 Kipling Street. Back then, Kipling Street was called, appropriately, Howell Avenue. Howell headed west from Missouri around the time of the

Civil War because of his "convictions that the South was in the wrong."²



Figure 5: The Cason Howell house at 1575 Kipling Street.

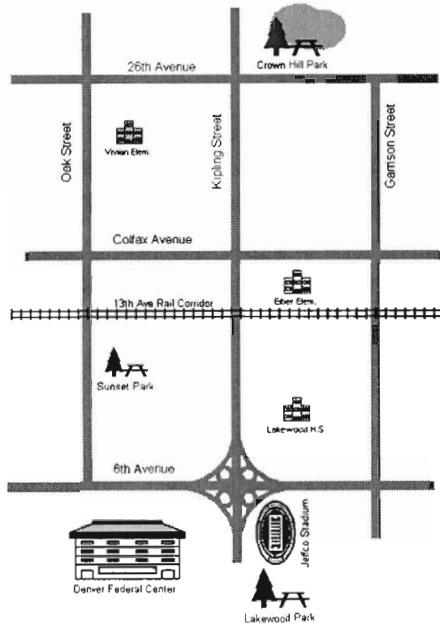


Figure 4. North Kipling Strategic Plan Study Area

¹ The Lakewood Comprehensive Plan designates the area from Colfax to 26th as a Special Area of Study.

² Lakewood - Colorado: An Illustrated Biography. 1994 Lakewood's 25th Anniversary Commission. Page 13.

Kipling Street has been strongly influenced by what is now called the Denver Federal Center. In the late 1930s and early 1940s the Federal Government was looking for a place to manufacture and test weapons for World War II. When the Denver Ordnance Plant was constructed, 6th Avenue, a gravel road at that time, was widened. Howell Avenue was widened from its two lanes of dirt, extended to Alameda Avenue and renamed Kipling Street, after Rudyard Kipling.^{3 4}

Because of the Ordnance Plant, and its need to transport materials and weapons, the Denver and Intermountain Railroad (D&IM) was also a very important part of Kipling's history. It ran along 13th Avenue stopping in the Kipling study area at Garrison Street (Smith's Station), Kipling Street (Beehive Station), and Oak Street (Coleridge Station). The D&IM was Lakewood's first public transit system.^{5 6}

Pattern of Development

Figure 7 shows the general pattern of development in the study area. The housing patterns indicate that the earliest housing construction followed the trolley lines.⁷ Houses were constructed close to the transportation system with easy access to Denver via the D&IM and to the Ordnance Plant just down Kipling Street.

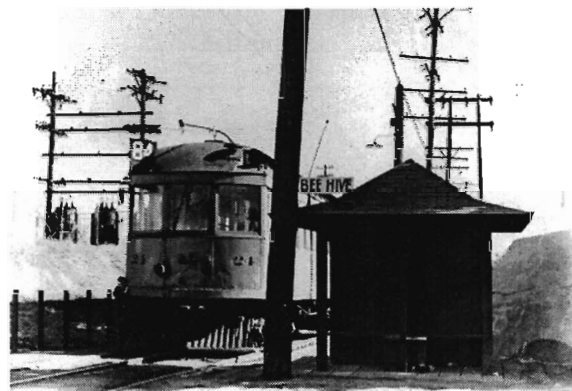


Figure 6: Bee Hive Station (13th and Kipling).

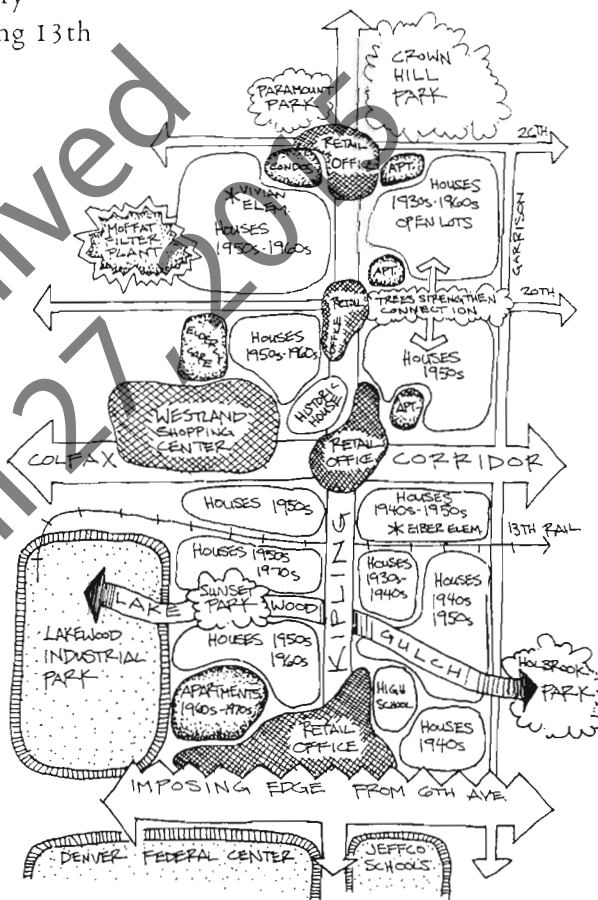


Figure 7: Development pattern within the North Kipling study area. Retail, office, and higher density housing currently exist at the major intersections.

³ et. al. page 72.

⁴ et. al. page 277.

⁵ et. al. page 72.

⁶ et. al. page 146.

⁷ The map shows pockets of housing labeled as "SFR" for single family residential. Year built is indicated by decade as "30s", "40s", etc.



Figure 8: North Kipling Strategic Planning Process

Planning Process

Issue Identification

In April of 1997 issues relating to transportation, land use, and appearance were identified by various City Departments. The Colorado Department of Transportation, the City of Wheat Ridge, the Regional Transportation District, and Jefferson County were also asked to identify specific issues related to North Kipling.

Survey

In May of 1997 a survey was sent out to the residents in the study area and to the businesses along Kipling. The surveys were based on the identified issues and were designed to formulate a starting point for the plan. There were three basic survey themes:

1. What are the good things about Kipling?
2. What are the bad things about Kipling?
3. What should Kipling be like in twenty years?

Chart 1 quantifies question #3, "What should Kipling be like in twenty years?" Survey results show that Kipling is viewed by people as an open, transportation corridor where commercial property does exist but should not dominate. Respondents also felt that the residential characteristics of the corridor are a strength and should be preserved.

Action Committee

To ensure public involvement with the plan, the Kipling Plan Action Committee, made up of residents and business owners, was formed and began meeting in July 1997. The committee was given the task of reviewing and revising the vision statement and goals.

Vision Categories

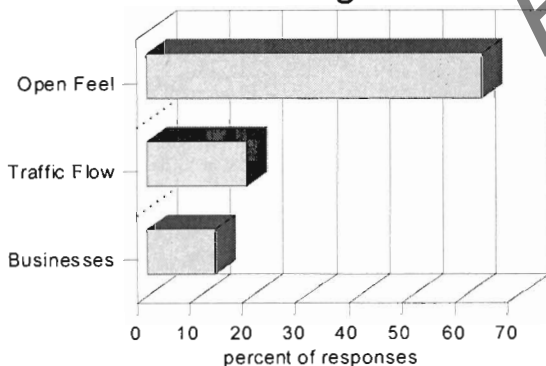


Chart 1: Survey results relating to the North Kipling Strategic Plan Vision Statement

The committee also identified action steps and projects such as landscaping and sidewalks. Finally, they provided insight on what types of land uses would fit the vision of the corridor and where these uses should be located.

Open Houses

After a first draft plan was developed, the public had the opportunity to have questions answered which related to the Plan's vision, goals, and action steps. The open houses were well attended and the comments provided further input into the Plan.

Vision Statement

The vision statement developed during the planning process provides the overall plan theme. It frames the goals and action steps for North Kipling.



Figure 9: Kipling Plan Action Committee

NORTH KIPLING PLAN VISION STATEMENT

"Kipling Street functions as a major north-south transportation corridor. The open feel and residential aspects along the corridor should be preserved to remain its best distinguishing features. The business areas should be accessible, clean-looking, and prosperous."

III. Transportation

Analysis

Regional Context

Kipling serves the west metropolitan area as a major north-south travel corridor. It stretches north from C-470 to Arvada, where it comes to a "T" at Ralston Road.

Existing Conditions & Issues

Traffic Volumes -- Kipling has four travel lanes and has the capacity to carry 46,000 vehicles per day.⁸ Traffic volume for Kipling between 6th Avenue and 26th Avenue was estimated at 40,000 vehicles per day in June 1996⁹. Dividing the existing volume by its total capacity results in what is called a volume to capacity (V/C) ratio. This ratio has been cross-referenced in Table 1 with another type of capacity indicator called level of service (LOS). LOS is based on a scale where LOS "A" is free flowing traffic with no stops and LOS "F" is a traffic jam. Taking the V/C ratio of 40,000/46,000 results in Kipling currently operating at 87 percent of its capacity, or a LOS "D". Because this is measured over a 24-hour period, it will be understated at the morning, noon, and evening peak hours. Level of service at major intersections like 26th Avenue, 20th Avenue, Colfax Avenue, or 6th Avenue during these peak hours may in fact be defined as congested, or LOS "E".

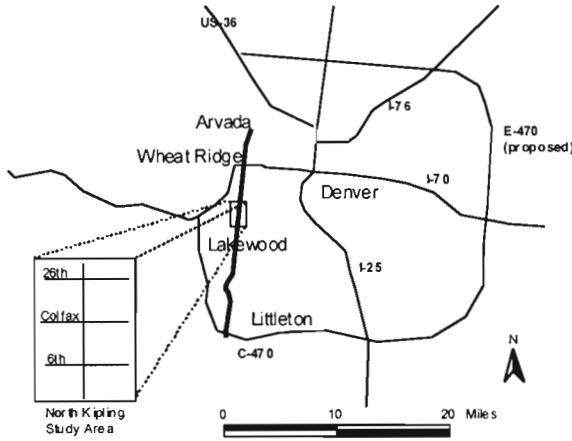


Figure 10: Kipling and the North Kipling Strategic Plan Study Area in their regional context.

Description	V/C ratio	LOS
Free flow (relatively)	≤60%	A
Stable flow (slight delay)	≤70%	B
Stable flow (acceptable delay)	≤80%	C
Approaching unstable flow (tolerable delay)	≤90%	D
Unstable flow (congestion: intolerable delay)	≤100%	E
Forced flow (jammed)	(Not meaningful)	F

Table 1. Levels of Service for Urban and Suburban Streets. Reformatted from Highway Capacity Manual, HRB SR 897, 1965, Table 10-13.

⁸ Based on Jefferson County Transportation Plan Phase I Final Report. Page 20-21: Section 2.1.5 Road Segment Capacity. A principal arterial in a suburban area with 2 through travel lanes can carry a maximum of 960 vehicles per hour (VPH). 960 VPH * 24 hours * 2 directions = 46,080 vehicles per day.

⁹ Traffic counts from Lakewood Traffic Engineering Division.

Accidents -- Figure 11 illustrates accident frequency along Kipling between 6th and 26th from June 1996 to June 1997.¹⁰ Forty-one accidents were recorded at the Kipling-Colfax intersection and 17 accidents were recorded at Sixth Avenue during this time period. Of the 109 accidents reported within the study area for this same time period, one involved a pedestrian, and one fatality occurred.¹¹

Transit -- Figure 12 depicts which routes serve the study area and the amount of transit patronage at the intersections. Route 100, which runs north and south along Kipling, has 30 minute intervals between buses. The majority of transit boardings occurs at Colfax and Kipling mainly because of Route 16 which serves Colfax.

Right of Way -- The amount of public right-of-way (ROW) ranges from 75 feet to 110 feet in width, with the majority being 85 feet in width. Four through travel lanes, two full left turn lanes, and right turn lanes at larger commercial properties exist within the current ROW.

Future Transportation Needs

Six Lanes -- The *Countywide Transportation Plan* was initiated in late 1995 to develop a more coordinated approach to transportation issues in Jefferson County. The planning document was completed in July 1997 and outlined a four step planning process: 1) Vision and Goals, 2) Needs Based Plan for 2015, 3) Fiscally Constrained Plan based on a forecast of future revenues, and 4) An implementation strategy. Regarding the Needs Based Plan, Kipling "needs" to be a 6-lane facility by the year 2015. Regarding the Fiscally Constrained Plan, Kipling is scheduled to have the addition of turn lanes at the major signalized intersections between C-470 and I-70.

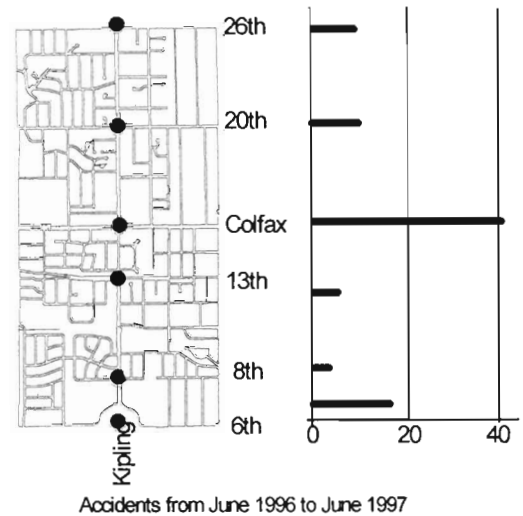


Figure 11: Accidents along Kipling.

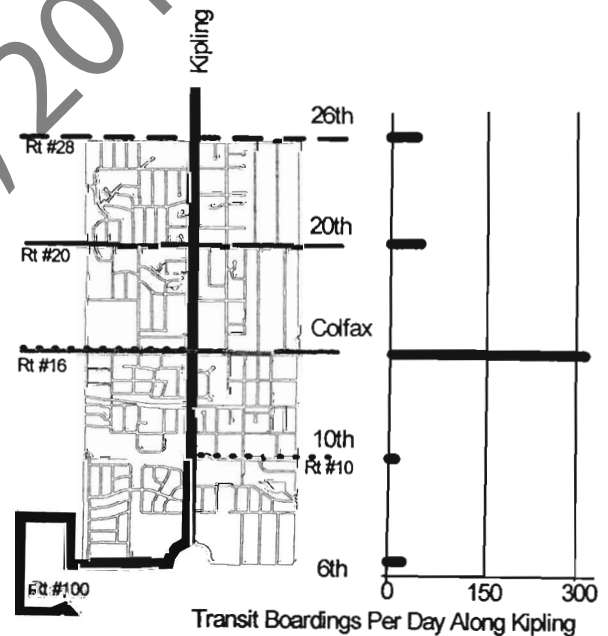


Figure 12: Kipling Study Area Transit Patronage

¹⁰ Figures compiled from Lakewood Traffic Engineering accident listings.

¹¹ Fatality was not pedestrian-related.

The *Countywide Transportation Plan* lists that Kipling will need an additional lane by the year 2015 to accommodate the corresponding growth in population, employment, and traffic. However, funding is available for the major signalized intersections only. The cross-section shown in Figure 13 incorporates a third lane which will align the current right turn lanes and bus "pull outs" forming a continuous lane for decelerating into and accelerating out of properties along Kipling. This lane will also function as a continuous transit lane for RTD buses.

The future alignment will help with business access by providing a continuous "accel/decel" lane for right turns, rather than turns being made from the travel lane. It will also provide a safer area for transit operations.

Given the six-lane alignment, minimum right-of-way needed will range from 102 feet to 116 feet. Since the existing ROW width is typically 85 feet, minimizing the property impacts becomes a priority. In order to accomplish this the two full left turn lanes have been consolidated into a planted median. Having the median still allows for left turns, while increasing safety and landscaping along Kipling.

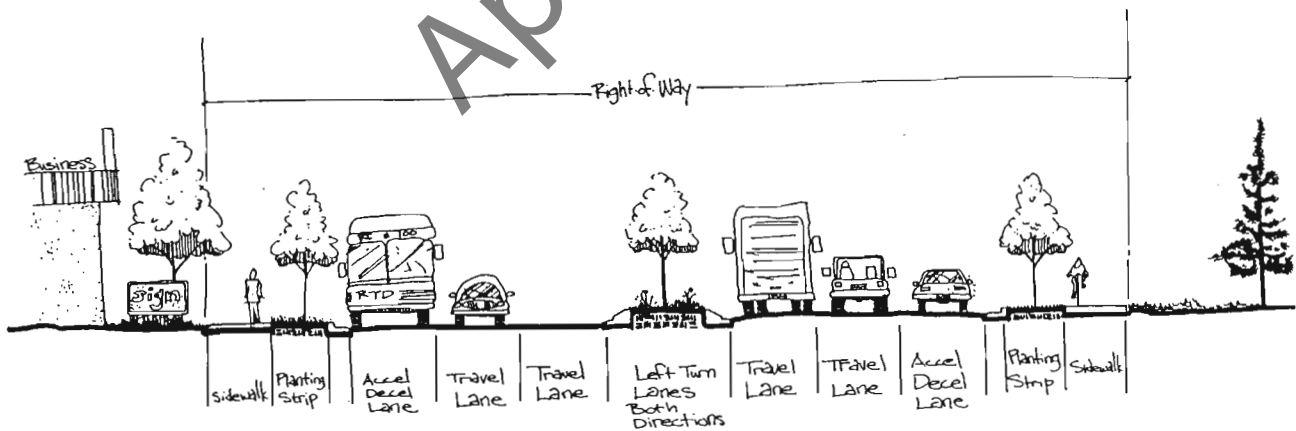


Figure 13: Six-lane concept with landscaped medians. The lane closest to the curb can function as a continuous accel/decel and transit lane.

Edge Treatments -- There are two types of treatments recommended along Kipling:

1. Detached sidewalk which has a planting strip between it and the curb is the preferred option.
2. Attached sidewalk which is directly adjacent to the curb is an exception for properties with frontyard setback constraints.

Sidewalk width along Kipling shall be 8 feet minimum, since Kipling is designated as a regional bicycle route. Planting strips are preferred and shall be a minimum of 6 feet. Since the numbers are minimums, if room exists, the planting strip should be maximized. Figure 14 illustrates the preferred edge treatment concept.

In this configuration, the planting strip serves as a physical barrier between the pedestrian or cyclist and the vehicular traffic on Kipling. The planting strip also serves as a catchment area for snow, salt, and sand from Kipling during the winter months. It should protect the sidewalk from getting covered with these materials, make it more inviting for pedestrians, and create less sidewalk sweeping for business owners. Plants in this strip should be hardy and drought-tolerant. Please refer to the plant list in Appendix A for recommended plant materials for the planting strip.

Related Planning Efforts

Transit stop shelters -- In the City of Lakewood transit stop shelters are provided by a private contractor. The contractor installs and maintains the shelters in exchange for the ability to sell and display advertising at the shelter. Provision of bus stop shelters in this manner results in the installation of more transit shelters for Lakewood residents and enhanced maintenance of the shelters. Since Kipling is a primary transit corridor in the City of Lakewood, it is scheduled to receive priority for installation of shelters.

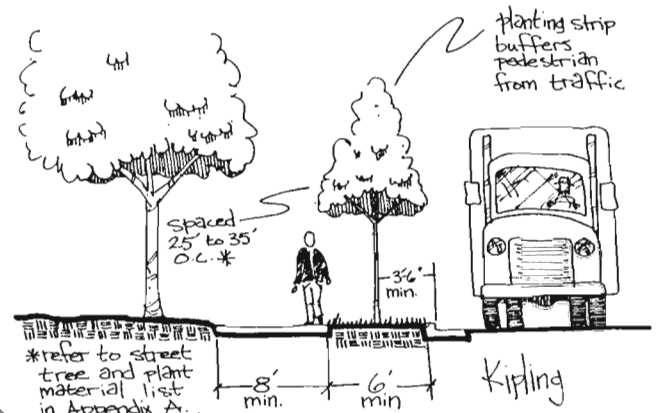


Figure 14. Preferred edge treatment for North Kipling.



Figure 15: Lakewood's enhanced transit shelter.

West MIS -- In the spring of 1997, the Regional Transportation District completed a Major Investment Study (MIS) for mass transit service in the west metropolitan area. This area is comprised of the western portion of the City and County of Denver and the City of Lakewood. The Study resulted in the recommendation for the operation of light rail transit along the West 13th Avenue Associated Rail Line. The Study recommended that the light rail line be separated from Kipling by an underpass to protect traffic operations on Kipling. The Study also recommended that a transit station be located at the intersection of Kipling and West 13th Avenue.

Citizen Input

The business and resident survey results shown in Chart 2 indicate that the top transportation priority is to provide adequate sidewalks along Kipling. This includes installing new sidewalks and repairing damaged ones to create a cohesive pedestrian network. A well-designed, consistent pedestrian system provides better opportunities for people to use alternative transportation modes such as bicycles or transit.

Traffic signal timing rated as a high priority as well. However, because of changing traffic patterns, traffic signals are retimed every year by the City of Lakewood Traffic Engineering Division. Signal timing and optimization typically results in emissions reductions, fuel savings, and reduced travel times based on the new signal coordination.¹²

The final two top priorities involve turn lanes. Left turn lanes rating as a high priority suggests that left turns off Kipling should remain and not be totally eliminated. New median construction which consolidates the existing left turn lanes should seek a

Transportation Priorities

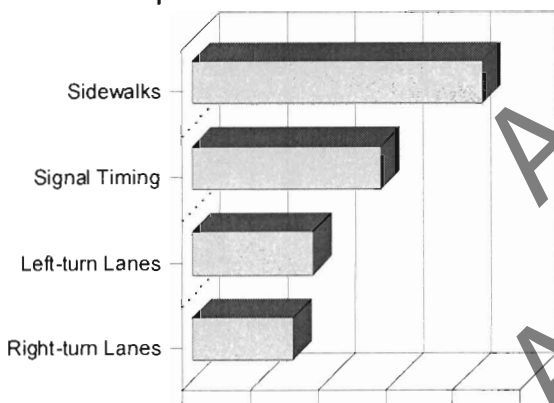


Chart 2: Survey results showing transportation priorities for North Kipling.

¹² DRCOG produces reports on signal timing for the metro area. Past studies for North Kipling show emission reductions, fuel savings, and reduced travel times based on new signal coordination. A report for North Kipling for the most recent benefits is scheduled to be completed by Summer 1998.

balance between safety, left turn access, and landscaping.

The current system of "pull outs" for right turns is inconsistent and presents traffic safety issues. Implementation of the continuous "accel/decel" lane will help resolve right turn access issues.

Transportation Goals & Action Steps

The transportation goals and action steps were formulated from analysis of existing conditions, future needs, related plans, and citizen input. Table 2 lists out the goals and proposed steps for action.

TRANSPORTATION	
GOALS	
<ul style="list-style-type: none"> • Maintain existing traffic flows along Kipling • Improve pedestrian connectivity throughout the corridor • Improve business accessibility 	
ACTION STEPS	
T1	Install sidewalks along both sides of Kipling
T2	Install accel/decel lanes at key intersections (26th, 20th, Colfax, 6th)
T3	Enhance pedestrian environment to correspond with infill and redevelopment at key intersections
T4	Strengthen neighborhood pedestrian connections to Kipling, commercial areas, and transit
T5	Encourage strategies that promote internal vehicular circulation such as shared driveways, shared parking, and alley access

Table 2: Transportation Goals and Action Steps

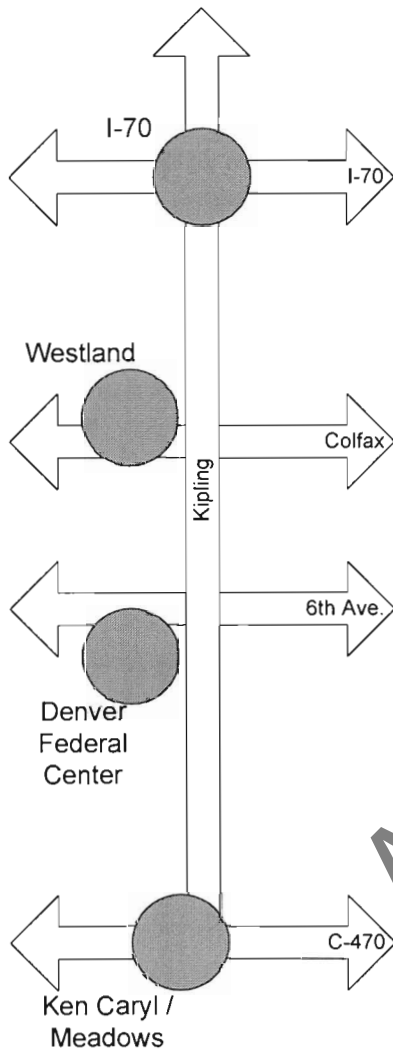


Figure 16: Regional land use context diagram showing nodal pattern.

IV. Land Use

Analysis

Regional Context

Pattern -- Figure 16 shows Kipling's regional land use context. An analysis of Kipling's current land use pattern indicates that more intense development such as commercial and high density housing occurs at the major intersections. There are four major activity centers along Kipling between Arvada and Ken Caryl Ranch:

- **I-70 Interchange** -- The node's general pattern at build-out will entail a series of retail, office, light industrial, and multi-family residential pockets. It extends north to Arvada where future land uses will encourage transit near the Ridge Road intersection. This node also extends south to 40th Avenue where the future Wheat Ridge Recreation Center will be located.
- **Westland** -- The Westland Activity Center is roughly bounded by Simms, 13th, Miller, and 17th. It currently includes the Westland Town Center, a predominantly retail development that is currently Lakewood's biggest sales tax generator. Future uses will continue the mix of retail, office, and multi-family housing. Although the Westland node does not directly intersect Kipling, its close proximity and the high frequency of bus service along Colfax form a strong link between it and Kipling.
- **Denver Federal Center** -- Located between Alameda and 6th, the one square mile site contains facilities which support 6,700 employees from more than 25 federal agencies. There is just over 3 million square feet of office, storage, laboratory, and other special-type space on the DFC.

- **KenCaryl / Meadows** -- The Ken Caryl / Meadows node is set out as an "Activity Center" in the *South Jefferson County Community Plan*. It will consist primarily of office / industrial property, but will have residential and retail uses as well.

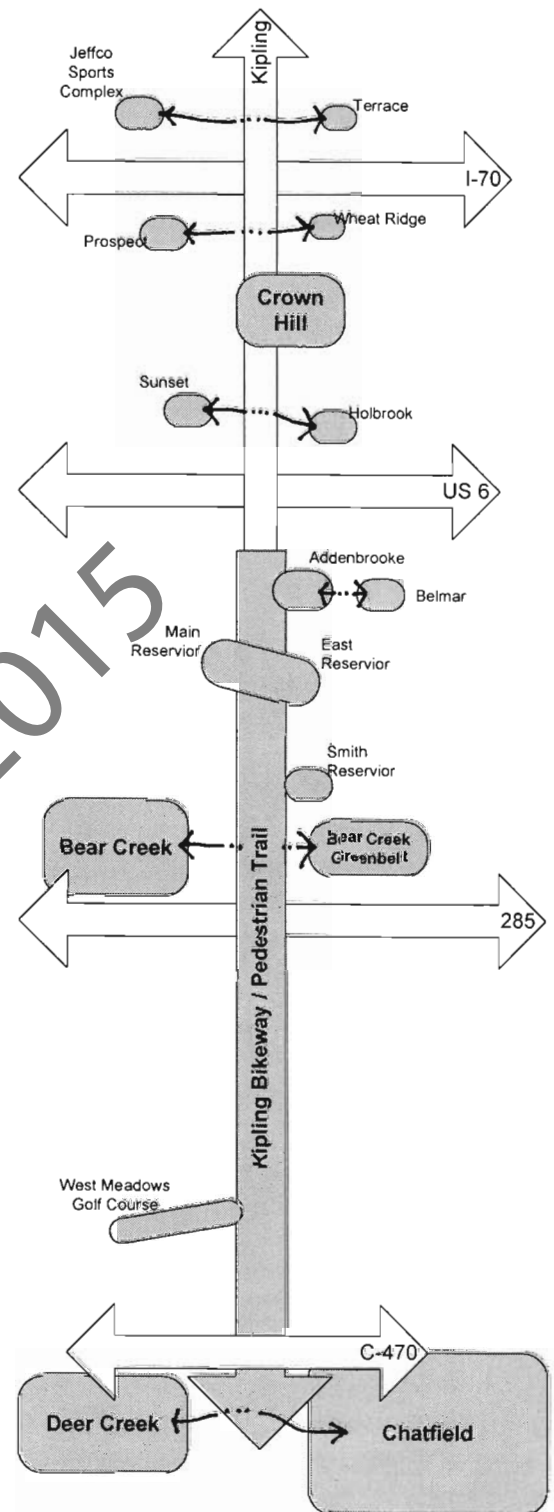
With Kipling serving as a major arterial that connects these four major trip generators, future transit possibilities along Kipling show strong potential.

Urban Greenway -- The proximity of parks and open space presents an excellent opportunity for Kipling to function as an urban greenway for bicycle and pedestrian travel. Figure 17 shows the relationship between Kipling and the surrounding parks and open space systems from C-470 to I-70.

A strong north-south link already exists for much of Kipling south of 6th Avenue. East-west park systems such as Addenbrooke Park and the Bear Creek Greenbelt cross Kipling, forming an excellent parkway system.

The opportunity exists for Kipling to become a strong greenway link between the parks north of 6th Avenue and the park systems south of 6th Avenue. The urban greenway concept has excellent potential because of the amount of residential properties fronting Kipling. Traffic generated by these uses is minimal and therefore reduces vehicle / pedestrian conflicts. The existing front yards provide an excellent starting point for pedestrian trail establishment.

In cases where structures are too close to Kipling, purchasing the entire property would have to be assessed for its feasibility. Purchasing property to implement the urban greenway concept along Kipling will be costly and long term. However, it preserves the open feel of the corridor, it promotes pedestrian travel, and it does not allow more commercial development to occur on the purchased property.



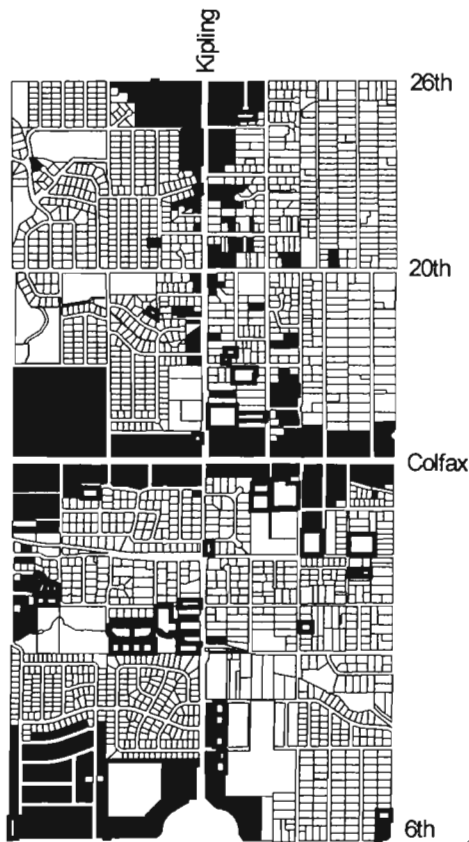


Figure 18: Study area land use map. Darker shades indicate more intense development such as retail, office, or higher density housing.

Kipling study area context

Pattern -- Figure 18 illustrates the current land use pattern within the study area. The most intense development, indicated by the darker shades, occurs at the major intersections of 6th, Colfax, and 26th.

While the 20th Avenue intersection does have a fair amount of traffic, the commercial development does not extend much further than the corners. It is also surrounded by single family housing, indicated by the lighter shades. Although 20th Avenue is not considered a major intersection, it is considered a minor intersection.

The properties in between the major intersections are predominantly single family. This pattern is more apparent south of Colfax. Single family uses have helped curb the amount of traffic on Kipling and are an important part of the character of Kipling and Lakewood. Survey respondents and members of the Action Committee view the residential character of Kipling as a strength that should remain and be protected.

Residential character includes trying maintain the houses as much as possible. Residential character also refers to the amount of green space the front yards provide, relating to the open feel component of Kipling's vision statement.

Citizen Input -- Survey respondents are satisfied with the current provision of goods and services on a neighborhood level. This opinion is consistent with

"There is still some open space along Kipling. The fields and the trees help to break up the lights and concrete of development. This gives Kipling a less urban feel and appearance."

Kipling survey respondent answering "What are the best things about Kipling?"

Kipling's character as a neighborhood-based economic corridor. It does not function like a more regionally-based economic corridor such as Wadsworth or Colfax.

Regarding specific uses, survey respondents prefer more specialty food markets which serve bagels, coffee, or similar items. Although specialty food businesses are smaller scale businesses, they typically need a customer base from an area which is much larger than the neighborhood. With the amount of traffic along Kipling, this type of business could work well at one of the major intersections along Kipling.

Preferred Uses

In order to more effectively guide future land development along Kipling, the corridor has been divided into two components: 1) Intersections and 2) Areas between intersections. Overall, preferred uses along Kipling include those which do not generate more traffic than the current zoning permits. More intense commercial uses such as retail or office buildings should continue only at the major signalized intersections of 6th, Colfax, 20th, and 26th. In between these intersections the uses should be low traffic generating.

Intersections -- The following intersection scenarios should be used to guide future land use decisions as proposals are submitted. Figure 20 on page 16 illustrates the general, desired land uses for intersections and between intersections.



Figure 19: The single family residential uses play an important role in Kipling's future. They have served to keep commercial development at the intersections, they low traffic generators, and the yards provide green space.

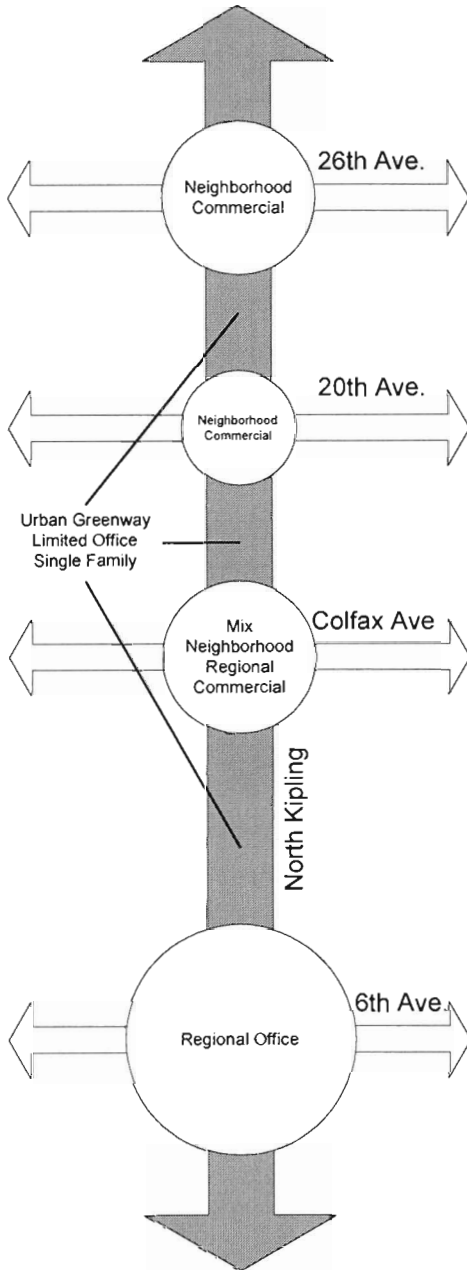


Figure 20: Conceptual land use for North Kipling.

26th / Kipling -- Includes properties within a two block radius. There is high potential here for a vital, neighborhood commercial center. Based on land use and zoning analysis, this node has a mix of both residential and commercial uses. Because of the close proximity to Crown Hill Park, incorporating pedestrian connections and other amenities should be encouraged.

The properties on the north side of 26th are in the City of Wheat Ridge and play an important role in the health of the entire node. Cooperative strategies with those property owners and with the City of Wheat Ridge need to be developed.

20th / Kipling -- This intersection can be considered secondary in relation to the other major intersections described. It includes properties within a one to two block radius. The more intense commercial development has not spread out much past the four corners. Uses in this area should continue to be neighborhood serving.

Colfax / Kipling -- Includes properties within a two block radius. Because of the Westland Activity Center and the high traffic volumes along Kipling and Colfax, this node will have a mix of regional and neighborhood serving businesses. With the close proximity of well-established, single-family residential uses, maintaining neighborhood integrity is important.

6th / Kipling -- Includes properties within a three to four block radius. Large parcels with office buildings make up the majority of property within this node. Because of the amount of office and support retail already in place, good visibility from 6th Avenue, and close proximity to the offices, laboratories, and facilities of the Denver Federal Center, regional office will function well.

Between intersections -- One of the major land use issues facing the corridor is the presence of single family residential properties fronting Kipling. Many of

these homes were built before Kipling was widened to its present, four-lane alignment. The high traffic volumes and noise associated with living along a major arterial present impacts to Kipling's residential properties. Three strategies to deal with the single family housing include:

Option 1 -- The land could be purchased and turned into linear open space to form an urban greenway. Because this option involves tremendous costs, full implementation may not be possible. However, incorporating parts or segments may prove to be feasible and should be pursued.

Option 2 -- Allow small businesses that could reuse the housing structure for limited office with minimal parking and traffic impacts. Because most small businesses have limited start-up capital, efforts should be made to make the reuse conversion as smooth as possible.

Option 3 -- Some of the homes along Kipling are set back far enough to remain as single family. When this case exists, cooperation between the property owners and the City is crucial. Maintaining a balance between future improvements and impacts to the property is key to successful implementation.

Regardless of the path the existing housing takes, mitigation measures should be taken to ensure that the single family housing character remains along Kipling.

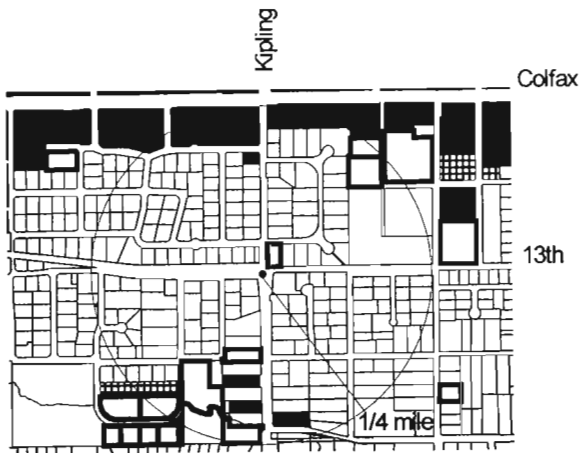


Figure 21: General land use pattern for the 13th/Kipling intersection with 1/4 mile radius. There is a large amount of single family residential uses surrounding the intersection.

Related Planning Efforts

West MIS -- In the spring of 1997, the Regional Transportation District completed a Major Investment Study for high capacity transit service in the west metropolitan area. This area is comprised of the western portion of the City and County of Denver and the City of Lakewood. The Study resulted in the recommendation for the operation of light rail transit along the West 13th Avenue Associated Rail Line. The Study recommended that the light rail line be separated from Kipling, either by an overpass or underpass, to protect traffic operations on Kipling. The Study also recommended that a transit station be located at the intersection of Kipling and West 13th Avenue. Figure 21 illustrates the area around the 13th and Kipling intersection.

Because of the amount of well established, single family housing in the immediate area around the 13th and Kipling intersection, any transit station should be designed to minimize the impacts to the surrounding area. The station should function only as a transfer point for riders from Route 100 along Kipling or Route 16 along Colfax.

A station that incorporates additional commercial and high density residential should be discouraged at the 13th and Kipling intersection because this goes against Kipling's major strength, its single-family residential character.

Land Use Goals & Action Steps

The land use goals and action steps were formulated from analysis of existing conditions, future needs, related plans, and citizen input. Table 3 lists out the goals and proposed steps for action.

LAND USE

GOALS

- Encourage land uses such as commercial or higher density housing to occur at intersections where compatible zoning exists
- Minimize traffic impacts for land uses between key intersections
- Preserve residential characteristics along Kipling

ACTION STEPS

L1	<i>Promote infill and redevelopment at key intersections (26th, 20th, Colfax, 6th)</i>
L2	<i>Discourage rezoning residential to commercial in between key intersections</i>
L3	<i>Encourage residence-to-limited office conversions in between intersections rather than new retail or office buildings.</i>
L4	<i>Identify parcels for greenway and linear open space establishment</i>
L5	<i>Identify how tools such as Transfer of Development Rights can be used to encourage development along the corridor</i>

Table 3: Land Use Goals and Action Steps.

Appearance Priorities

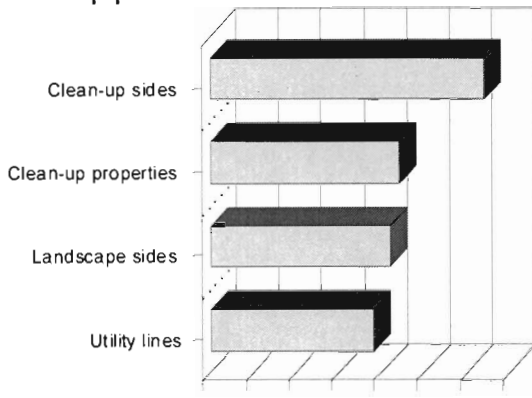


Chart 3: North Kipling's top appearance priorities.

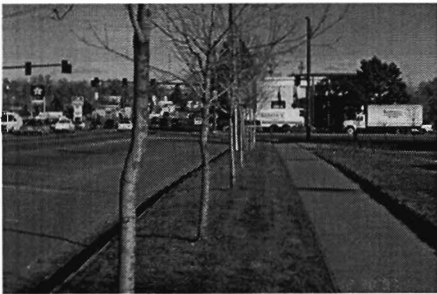


Figure 22: A well-maintained property.

V. Appearance

Analysis

Citizen Input

Survey respondents reported that the top appearance priorities included cleaning up the sides of the road as well as the adjacent properties. Installing landscaping along the sides of the road was also rated as a high priority. Finally, undergrounding the utility lines along the corridor also rated high. Chart 3 depicts the relative importance of Kipling's top appearance priorities.

Existing Conditions

The overall appearance of Kipling is good when compared to other metro area arterial corridors. The residential properties break the monotony of paved parking lots common to most suburban commercial corridors. The plentiful amount of parks and open space along the corridor is also a strength.

Maintenance -- The biggest maintenance issue facing Kipling as well as other arterial corridors is the amount of sand and gravel build-up along the sides of road and on sidewalks. Sand and gravel build-up has occurred because of snow removal and road sanding during the winter months. Because Kipling is a state highway, the Colorado Department of Transportation plows and sands the road during snow storms.

Kipling, along with other arterials in Lakewood, is swept by the City about once every two weeks. Adjacent property owners are responsible for sidewalk sweeping and shoveling year round. Although, along arterials, the City also sweeps major sidewalks (8 feet wide, high foot traffic areas) and bikepaths once per year during the spring.

Landscaping -- The commercial properties located at the intersections need more landscaping along Kipling's edges to soften the hard effects of the parking areas.

The majority of the residential properties have landscaping associated with the front yard along Kipling.

Major Intersections -- 6th, Colfax, and 26th intersections serve as Lakewood entry points and high profile intersections. In order to better define these intersections as focal points, they need to be improved with landscaping and other design techniques such as entry signs or sculpture.

Utility lines -- Another issue facing Kipling is the presence of overhead utility lines. Phone, cable, and electrical lines are strung across the streets and present visual clutter. Burying utility lines essentially removes the visual clutter and presents a more open, clean look for Kipling. Some of the high tension utility lines require a more complicated and more expensive process. As properties develop or redevelop, efforts to bury the overhead utility lines should be made.

Preferred Design Features

Landscaping -- Where adequate frontyard setbacks occur, the planting strip between the curb and the detached sidewalk will provide landscaping along the sides of Kipling. Where applicable, a landscaped area between the sidewalk and the building is also important to help enhance the greenway along Kipling. Positioning buildings so that parking is located at the side or behind the building will help provide more area for landscaping along Kipling. Well landscaped frontage along Kipling will make the corridor more inviting for pedestrian travel and help reduce the amount of hard surface along Kipling. Figure 23 shows an example of how the sides of Kipling should look. Please refer to the plant list in Appendix A for recommended plant materials for the planting strip.



Figure 23: A well landscaped commercial frontage. There is a mix of proper street trees, the sidewalk is detached, and the parking is screened with landscape materials.

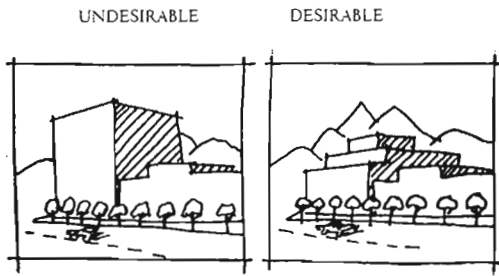


Figure 24: Stepping back building facades is one means of maintaining an "open feel" and protecting views along Kipling.



Figure 25: The monument style sign shown here is preferred for North Kipling. This particular sign has dimensions 6 feet high by 7 feet wide. It is clean-looking, it maintains an open feel, and it is landscaped.

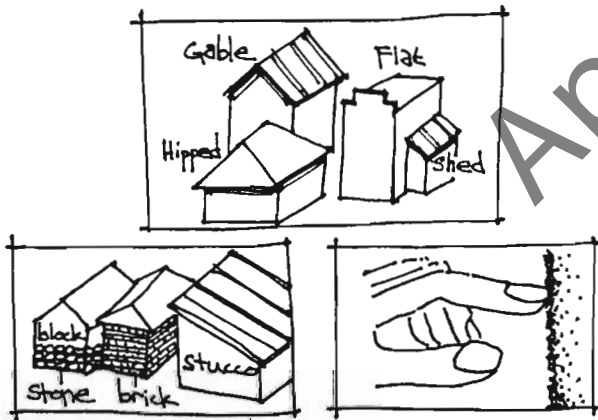


Figure 26: Roof forms should be considered for their size, shape, and type. Gable roofs are prominent within the residential buildings along Kipling. Consider impacts based upon exposure (solar panels, snow dumps).

Building materials may vary, but should be coordinated. Materials should have both a visual and tactile quality, both of which should be considered for consistency.

Views -- Views are another strength of the North Kipling Corridor. Ways to maintain scenic views should be developed. The technique of stepping back the facade retains views and maintains the open feel of the corridor. Figure 24 shows the concept.

Signage -- Business identification signage along Kipling should not dominate the streetscape. Because the open feel is important to maintain along Kipling, the number and size of the signs should be minimized while not hindering business identification. Materials should be consistent with and complement the materials used on the business.

Building style -- A consistent building style for Kipling does not exist. However, because of the amount of single family housing along the corridor, residential styles comprise an important component of Kipling's character. New commercial buildings can enhance the existing character by incorporating design that complements the residential styles through measures such as roof type, facade articulation, and building materials. These techniques are illustrated in Figures 26 and 27.

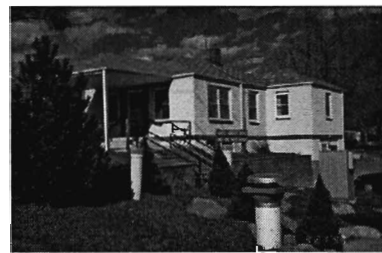


Figure 27: These examples show how the existing housing can be reused as limited-office while not sacrificing residential character. Parking is to the side or behind and landscaping exists along Kipling.

Appearance Goals & Action Steps

The appearance goals and action steps were formulated from analysis of existing conditions, future needs, related plans, and citizen input. Table 4 lists out the goals and proposed steps for action.

APPEARANCE

GOALS

- Upgrade the sides of the road along Kipling and ensure adequate maintenance
- Retain viewsheds throughout the corridor
- Encourage residential characteristics in new building design and construction

ACTION STEPS

A1	<i>Clean up existing sidewalks and sides of the road</i>
A2	<i>Develop educational tools that keep Kipling property owners and tenants informed about street, sidewalk and property maintenance.</i>
A3	<i>Install landscaping on sides of Kipling where desirable</i>
A4	<i>Improve appearance of the major intersections of 6th, Colfax, and 26th through landscaping and other techniques.</i>
A5	<i>Underground the utility lines</i>
A6	<i>Develop tools that address land use and design issues related to Kipling</i>
A7	<i>Encourage architectural design techniques like stepping back facades along the corridor</i>

Table 4: Appearance Goals and Action Steps.

VI. Implementation Plan

Prioritization of Action Steps

While implementation of all action steps is important to the long-range function and appearance of North Kipling Street, implementation is undertaken in light of available staff and resources. Given this situation, City staff prioritized proposed action steps utilizing the following criteria.

City Control over Action Step

This criteria referred to the degree to which other jurisdictions and entities have control over the action step. For example, Kipling Street is State Highway 391 and the Colorado Department of Transportation has jurisdiction over the facility regarding plowing, sanding, road repairs, and access permits.

Resources

This criteria referred to the availability of resources. For example, some action steps could be implemented utilizing existing City resources, while others may require other funding sources.

Timeframe for Implementation

This criteria examined the amount of time it would take to accomplish the action step.

Technical Analysis and Citizen Input

This criteria referred to the importance of the action step based on input from the technical team members. Citizen involvement in the planning process via surveys and comments from the Kipling Plan Action Committee also formed a measure of relative importance.

High Priority Action Steps

The action steps were ranked using the prioritization criteria on page 24. Table 5 outlines the high priority action steps. The action steps are categorized into Projects, Programs, and Policies. Projects direct action to physical, capital projects, programs direct action toward further study, and policies direct action toward staff, Planning Commission, and City Council when each reviews development proposals for North Kipling.

#	HIGH PRIORITY ACTION STEPS
PROJECTS	
T1	<i>Install sidewalks along both sides of Kipling</i>
A3	<i>Install landscaping on sides of Kipling where desirable</i>
A4	<i>Improve appearance of the major intersections of 6th, Colfax, and 26th through landscaping and other techniques</i>
T2	<i>Install accel/decel lanes at key intersections (26th, Colfax, 20th, 6th)</i>
A5	<i>Underground the utility lines</i>
PROGRAMS	
A1	<i>Clean up existing sidewalks and sides of the road</i>
A2	<i>Develop educational tools that keep Kipling property owners and tenants informed about street, sidewalk and property maintenance.</i>
L4	<i>Identify parcels for greenway and linear open space establishment</i>
POLICIES	
L1	<i>Promote infill and redevelopment at key intersections (26th, 20th, Colfax, 6th)</i>
L2	<i>Discourage rezoning residential to commercial in between key intersections</i>

Table 5. High Priority Action Steps

Action step implementation will begin upon plan adoption. Implementation will require coordination between City departments and other jurisdictions and will also involve competition for City and/or regional funds. Lakewood's Strategic Planning Division will monitor action step implementation and ensure that more specific plans and funding applications are prepared.

Action Plan

#	ACTION STEPS	TIMING				PRIORITY	LEAD & OTHERS	RESOURCES
		ADOPT WITH PLAN	1-5 YRS	5-10 YRS	10-20 YRS			
	PROJECTS							
T1	Install sidewalks along both sides of Kipling			•		High	PW, SP	CIPP, ISTE A
A3	Install landscaping on sides of Kipling where desirable			•		High	SP, CR, DR	CIPP
A4	Improve appearance of the major intersections of 6th, Colfax, and 26th through landscaping and other techniques			•		High	SP, CR	CIPP
T2	Install accel/decel lanes at key intersections (26th, Colfax, 20th, 6th)				•	High	PW, CDOT, SP	CIPP, TIP
A5	Underground the utility lines				•	High	SP, PW, UTIL	UCF
T3	Enhance pedestrian environment to correspond with infill and redevelopment at key intersections			•		Moderate	PW, SP	CIPP, ISTE A
T4	Strengthen neighborhood pedestrian connections to Kipling, commercial areas, and transit				•	Low	PW, SP	CIPP, ISTE A
	PROGRAMS							
A1	Clean up existing sidewalks and sides of the road		•			High	SP, CE, CR, POL PW	City Staff, Volunteers
A2	Develop educational tools that keep Kipling property owners and tenants informed about street, sidewalk and property maintenance.		•			High	SP, CR	City Staff
L4	Identify parcels for greenway and linear open space establishment		•			High	SP, CR	City Staff
A6	Develop tools that address land use and design issues related to Kipling		•			Moderate	SP, DR, UD	Planning Staff
L5	Identify how tools such as Transfer of Development Rights can be utilized to encourage development of constrained properties		•			Low	SP, DR	Planning Staff
	POLICIES							
L1	Promote infill and redevelopment at key intersections (26th, 20th, Colfax, 6th)	•				High	SP, ED, DR, UD	
L2	Discourage rezoning residential to commercial in between key intersections	•				High	DR, SP, ED, UD	
L3	Encourage residence-to-limited office conversions in between key intersections rather than new retail or office buildings	•				Moderate	DR, SP, ED, UD	
T5	Encourage strategies that promote internal vehicular circulation like shared driveways, shared parking, and alley access	•				Moderate	SP, DR, UD, PW	
A7	Encourage architectural design techniques like stepping back facades along the corridor	•				Moderate	DR, SP, UD	

Codes for Lead & Others column are as follows: CDOT=Colorado Dept. of Transportation, CE=Code Enforcement, CR=Community Resources, DR=Development Review, ED=Economic Development, POL=Police Administrative Services, PW=Public Works, SP=Strategic Planning, UD=Urban Design, UTIL=Utility companies such as Public Service Co., USWest, or TCI.

Codes for Potential Funding Sources column are as follows: CIPP=City of Lakewood's Capital Improvement and Preservation Program, ISTE A=Intermodal Surface Transportation Efficiency Act Enhancement Funding, TIP=Regional Transportation Improvement Program, UCF=City of Lakewood's Underground Credit Fund

NOTE: Action Steps were adopted by City Council Resolution. The projects, programs, and policies listed are a starting point. As studies are undertaken, some actions will need to be amended, or in some cases, replaced with other proposals found to be more feasible.

VII. Reference

Arvada Comprehensive Plan. City of Arvada, 1995.

Countywide Transportation Plan. Jefferson County, 1997.

Denver Federal Center Master Plan. Ballofet and Associates, 1995.

Lakewood Colorado: An Illustrated Biography. 1994.

Lakewood Comprehensive Plan. City of Lakewood, 1987.

South Jeffco Community Plan. Jefferson County, 1995.

West Colfax Revitalization Plan, City of Lakewood & City and County of Denver, 1993.

West MIS. BRW, 1997.

Wheat Ridge Comprehensive Plan. City of Wheat Ridge, 1974
(Currently being updated).

Archived
April 27, 2015

Appendix A

For a complete list of approved plant species for entire site development please see Article 15. The following list has plants materials selected from the Article 15 plant list. The following plants are to be used in the planting strip between the sidewalk and the curb along Kipling.

APPROVED SHADE TREES

Ash, Marshall Seedless
Ash, Patmore Green
Catalpa
Hackberry
Linden, American
Locust, Shademaster
Maple, Autumn Blaze
Maple, Parkway Norway
Oak, Bur
Oak, English
Oak, English Columnar

APPROVED EVERGREEN TREES

Recommend leaving out of planting strip unless 12 foot minimum exists Great screening tree.

Pine, Austrian
Pine, Pinyon
Pine, Ponderosa

APPROVED ORNAMENTAL TREES

Crab, Spring Snow - White
Golden Rain Tree
Hawthorn, Crimson Cloud
Hawthorn, Russian
Hawthorn, Thornless Cockspur
Maple, Amur
Maple, Ginnala
Newport Plum
Pagoda Dogwood
Red Bud
Serviceberry, Shadblow

APPROVED TREES FOR PLANTING

NEAR OVERHEAD LINES ON PUBLIC SERVICE COMPANY'S RIGHT-OF-WAY

Amur Maple
Serviceberry
Pagoda Dogwood
Hawthorn, Thornless Cockspur
Russian Hawthorn
Newport Plum
Pinyon Pine

APPROVED SPREADING JUNIPERS

Recommended to be planted in clusters where 12 foot minimum exists; not total ground cover.

Andorra
Arcadia
Bar Harbor
Blue Chip
Buffalo
Hughes
Prince of Wales
Scandia
Wiltoni/Blue Rug

GRASSES

Turf grasses which are hardy, low-maintenance, and drought tolerant. Following mixtures from Arkansas Valley Seed Company, Inc. list #128, April 15, 1998.

Premium Lawn Mix
Low Maintenance Mix
Natures Choice Mix
Buffalo Grass
Foothills Mix
Mountain Mix
Wetland Mix
Multi-Color High Altitude
Low Grow Mix
Wildflowers