



Jefferson County Comprehensive Master Plan



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Introduction

The South Plains Area Plan is a set of policy recommendations developed for the southeastern portion of Jefferson County. Its purpose is to serve as a guide for land use and service decisions. It provides predictability and stability for current and future residents by designating locations for future development.

This Area Plan is an update of the 2007 South Jefferson County Community Plan. It is shorter than the 2007 plan because any goals or policies that were duplicated in the Comprehensive Master Plan have been removed. This Plan now only contains information, land use recommendations, and policies specific to the South Plains Area.

The recommendations in this South Plains Area Plan supersede the recommendations in the 1986 General Land Use Plan, the C-470 Corridor Plan, and previous versions of the South Jefferson County Community Plan.

The South Plains Area Plan policies and maps shall be applied in conjunction with other applicable Jefferson County special plans in effect. The special plans that apply to the entire county include, but are not limited to: the Mineral Extraction Policy Plan, the Sanitary Landfill Plan, the Telecommunications Land Use Plan, the County-Wide Transportation Plan, the Major Thoroughfare Plan, and the Jefferson County Open Space Master Plan. These special plans and all of the community plans are components of the county's comprehensive plan process.

This chapter previously existed as a separate, South Jefferson County Community Plan. The first version of the Plan was developed by a Community Advisory Group and adopted in 1984. In 1993, a Focus Group was formed to revise the Community Plan to address an unprecedented set of development pressures spurred by the recovery of the metropolitan economy, which resulted in the 1995 version of the Plan. Because the previous plans called for periodic review and revisions, Jefferson County Long Range Planning staff were prompted to begin new public involvement meetings in 2004. This resulted in the Planning Commission approving the most recent 2007 version of the Plan.

A 1999 Jefferson Economic Council (JEC) study revealed that only 4,000 acres of developable commercial and industrial land remained within Jefferson County. In 2001, the Planning Commission and the BCC directed staff to develop a plan for the C-470 corridor to identify and designate locations for employment-generating land uses. The result was the C-470 Corridor Plan, much of which is within the South Plains Area. This Plan was intended to encourage the development of job opportunities along the C-470 corridor to improve the county's jobs-to-population imbalance.

History

Until the mid-twentieth century when residential subdivisions began developing, the South Plains Area was sparsely settled and primarily agricultural, with several farms along the fertile South Platte River Valley and Deer Creek, and a few scattered cattle ranches and horse stables. Development of residential subdivisions began in the 1950s. This was accelerated by the mid-1950s opening of the Glenn L. Martin defense plant (today known as Lockheed Martin) just north of Waterton Canyon, and the early-1970s opening of the Johns Manville world headquarters, north of Deer Creek Canyon Road and at the south edge of Ken-Caryl Valley. The Chatfield Basin, south of present-day C-470 between the South Platte River and the Dakota Hogback, remained relatively undeveloped until the 1990s. Today, little remains of the area's agricultural origins. Undeveloped acreage and farm structures are being replaced with residential subdivisions, townhouses, apartment complexes, and commercial centers. Commercial development, all of it post-1950, is located primarily along Wadsworth Boulevard and Kipling Parkway and on Ken-Caryl Avenue east of Highway C-470.

West Littleton

The City of Littleton was platted in 1861 and is located east of the South Platte River in Arapahoe County. It flourished as a milling center and supply town for surrounding farms and ranches. Construction of the Santa Fe, Denver & Rio Grande (DRG), and Denver, South Park & Pacific (DSP&P) railroads, as well as development of streetcar transportation into Denver, encouraged Littleton's residential growth and commercial development.

As residential development increased, needs for services and recreation grew. In 1991, Jefferson County and the City of Littleton signed an Intergovernmental Agreement adopting a comprehensive development plan for the Chatfield Activity Center area and the Littleton annexation.

Columbine

Two large subdivisions occupy the area between Wadsworth Boulevard and the Jefferson-Arapahoe county line:

1. Columbine Hills, which lies between Ken-Caryl Avenue and Chatfield Avenue; and
2. Columbine Knolls, which lies between Ken-Caryl Avenue and Coal Mine Avenue. These, and successive subdivisions, have increased the population since 1950 and stimulated commercial development along South Wadsworth Boulevard, as well as construction of various schools and churches. Columbine Hills was one of the first postwar subdivisions in the area.

Much of the development began as a need to accommodate employees of the Glenn L. Martin defense plant at Waterton Canyon. Even more growth occurred when its function expanded to an aerospace-manufacturing complex. Most of the newer subdivisions appear to date from the 1970s. A few agricultural properties remain in the area on West Coal Mine Avenue.

Ken-Caryl Ranch

Ken-Caryl Ranch was once an enormous cattle ranch operation that stretched from the western foothills to east of the Dakota Hogback. Today, Ken-Caryl Ranch is home to over 13,000 people, contains approximately 6,000 acres of open space, and has more than 500 acres of land zoned for businesses. The Ranch is located along Ken Caryl Avenue on both sides of the Hogback.

Early pioneers reported encounters with the Native Americans who camped in this area. Later, archaeological excavations unearthed artifacts from that era.

Major Robert Boyles Bradford established a ranch, built a wagon road, and entertained visions of developing a townsite at the upper end of what is now called the North Ranch. Bradford, a partner in the well-known freighting firm of Russell, Majors and Waddell, developed the Denver, Bradford & Blue River Toll Road in 1860. This road ran southwest from Denver to the north end of Ken-Caryl, ascended steep "Terrible Bradford Road", and then dropped down into South Turkey Creek Canyon. It joined the road from Mount Vernon at present-day Conifer and continued on through South Park to Breckenridge. The Bradford Road closed in 1867 when a competing toll road opened lower in Turkey Creek Canyon. Bradford continued his ranching efforts and expanded his residence into a large, two story, stone building, completed in 1872. The building is preserved as a ruin and is on the State Historical Site list.

John C. Shaffer, owner of the Rocky Mountain News, acquired the portion of the ranch along the hogback and foothills in 1913, and expanded it into a 10,000-acre ranch named after his two sons, Kent and Carroll. Shaffer built the Manor House in 1914. From the 1930s through the 1960s, the ranch passed through a series of owners. It was one of the county's largest ranching operations, until it was acquired by Johns Manville in 1971. The firm built its world headquarters at the base of the valley and developed the Ken-Caryl Ranch Master Planned Community.

Denver, Lakewood & Littleton Borders

A strip of unincorporated land remains on either side of Hampden Avenue/US 285 from Sheridan Boulevard to Kipling Street. Most properties consist of mid- to late- 1900s Ranch-style dwellings. Some pre-1951 properties remain along West Quincy Avenue east of Kipling Street.

On the northeast corner of Quincy Avenue and Kipling Parkway is the Federal Correctional Institution, which occupies extensive grounds. The first building was constructed circa 1940, and the facility expanded over the years. The acreage surrounding Green Gables Country Club (Wadsworth Blvd. and Jewell Ave.) also remains unincorporated. Once the large acreage of the Verner and Marjory Reed estate, the northwestern portion was developed as the Green Gables Country Club and Golf Course. The large Reed residence, built in 1935, remains.

Chatfield Basin

Chatfield Reservoir, created in 1977 by the dam on the South Platte River, lies along the Jefferson-Douglas county line. To the west rises a chain of foothills, including Plymouth Mountain (7,295 feet) and Warren Peak (8,001 feet). The South Platte River flows northeast from Waterton Canyon.

The Chatfield Basin was originally homesteaded by farmers and ranchers who cultivated the fertile land along the South Platte River Valley and Deer Creek. Early farmer and rancher, Isaac W. Chatfield, raised cattle and cultivated crops along the South Platte River; this property was inundated by the reservoir. The Chatfield Basin once sustained a few other agricultural enterprises, among them were: Riverside Acres, the Chatfield Turkey Farm, the Great Western Sugar Company Farm's sugar beet fields (cultivated in the 1920's), and the Hildebrand Farm.

The Hildebrand Farm was homesteaded in the 1860s. By 1943, the Hildebrands expanded their property to over 2,800 acres, raising Hereford cattle and growing hay and various grains. The Jefferson County Open Space program acquired 1,453 acres of the property in 2001.

The South Platte River was dammed in 1977 by the U.S. Army Corps of Engineers to decrease river flooding and create recreational opportunities. The Chatfield Recreation Area consists of the reservoir, recreational uses, and a campground. A segment of the Denver, South Park & Pacific rail bed is now submerged by the reservoir. To the west, the hogback is scattered with clay pits and gravel quarries.

West of the hogback at Waterton, a site was selected in 1955 for a defense manufacturing facility to build booster rockets; the plant later produced various rockets and space exploration devices. (Taken from Jefferson County Place Names Directory, Martin Marietta Aerospace.) From the 1950s to the 1990s, the plant expanded to several dozen buildings, now operated by Lockheed Martin.

The Kassler Water Treatment Plant at the entrance to Waterton Canyon consists of a complex of early-to-mid 1900s buildings owned by the Denver Water Board. Two 1940s stone farm buildings, previously a part of the water treatment plant, have been acquired by the Audubon Society for development as an interpretative center.

The Chatfield Basin Conservation Network, composed of entities located in the basin, was organized in the early 1990s to coordinate area conservation efforts.

Demographics

Demographics for the Area Plans are updated when an individual Area Plan is updated. Demographic information, such as trends in economic data, population forecasting and aging, influences the goals and policies in the Comprehensive Master Plan. Data is gathered primarily from the US Census, Colorado State Demographer, Denver Regional Council of Governments (DRCOG), Jefferson County R-1 School District and the Jefferson Economic Development Corporation (Jeffco EDC). The most current demographics can be found on the Jefferson County Demographics website.

Plan Area Boundaries do not always correspond with census tract data, therefore, staff derives information from the best data available.

Land Use Recommendations

As growth continues, it is vital that the county and its citizens work together to ensure our natural resources are protected now and well into the future. Infrastructure and services must be able to support future development, and any necessary improvements should be done to mitigate the potential negative impacts on man-made and natural resources.

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

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

Retail uses should be targeted to Activity Centers, Neighborhood Centers, existing commercial centers, or integrated into a new planned development residential project as a commercial center.

Equestrian facilities enhance the character of rural South Plains Area neighborhoods. There are no properties specifically recommended for equestrian uses. Proposed new equestrian facilities or expansions to existing ones should be evaluated on a case-by-case basis for compatibility with adjacent properties.

Illuminated signs should be directed away from existing residential uses.

Non-Residential Development

The location and availability of goods and services influences where people choose to live. There should be locations for commercial goods and services within a reasonable distance of a supporting residential land use, while at the same time being well planned, blending with the character of the community, and transitioning to uses that are needed or more desirable in the future. Land uses should be promoted that increase the number of employment-generating land uses and increase the County's tax base.

Note: If commercial development incorporates the pedestrian and mixed use concepts and principles of the Neighborhood Center, the implementation strategies and incentives described in the Neighborhood Center Section may be considered for other commercial areas.

To encourage commercial intensity appropriate to surrounding development, there are three levels of commercial development identified in the South Plains Area Plan;

1. Activity Centers, the highest intensity of land uses intended to accommodate development at a regional level;
2. Neighborhood Centers, intended to become extensions of the surrounding residential neighborhood; and,
3. Development outside of Activity Centers Neighborhood Centers or Designated Residential Areas.

Activity Centers

An Activity Center is an area of the community where a mix of the most intense land uses occur, including residential, retail, office, light industrial, community uses, and public and private open space. They serve a regional population, are intended to increase the non-residential portion of the County's real estate tax base, especially higher-wage employment opportunities, and provide areas for support services and higher density housing. Within areas recommended for mixed use, maximum residential densities should be limited by compatibility, available services and infrastructure, and the impacts on existing residential development.

There are five Activity Centers defined in this plan (see specific Activity Center maps):

1. Southwest Plaza Activity Center.
2. Fehring Ranch Activity Center.
3. C-470/Bowles Activity Center
4. Ken Caryl Activity Center
5. Belleview Activity Center

Note: If the Federal Correction Facility at the southwest quadrant of Kipling Parkway and US Highway 285 is ever redeveloped as other than a correction facility, it should be considered as a new activity center.

Southwest Plaza Activity Center

The Southwest Plaza Activity Center is one of the places identified by the Denver Regional Council of Governments (DRCOG) Metro Vision Plan as an urban center. DRCOG describes urban centers as active, pedestrian, bicycle, and transit-friendly places that are more dense and mixed in use than surrounding areas, allow a range of housing types, and serve as transit origins and destinations that are friendly to all travel modes. This Plan supports designation of this Activity Center as an Urban Center.

1. It should serve as a primary regional retail hub, along with office and business center uses, a major health and recreation area, and multi-family and single-family development supporting commercial uses.
2. The Planned Development, a Mixed Use Zone District, or Form Based Code should be considered to provide the flexibility necessary for creative, innovative site design.
3. Redevelopment of under-utilized and/or under-valued property should be encouraged to emphasize primary jobs, such as professional and medical office.
4. Existing multi-family uses should be preserved. Additional multi-family uses should be considered when rezoning or redevelopment proposals are evaluated to improve the balance of jobs and housing.
5. Affordable housing should be encouraged, to serve workers in the area.
6. Housing for active seniors is also encouraged, especially in the vicinity of Ammons Way, at the southwestern border of Clement Park.
7. In areas recommended for mixed-use, housing on upper levels should be permitted.
 - a. Multifamily residential at the ground floor or as a stand alone use is acceptable as long as it comprises no more than 25% of any new or redeveloped building gross square footage, and is constructed as part of a larger commercial project.
 - b. The total square footage of multifamily should not exceed 50% of all gross floor area (ground floor and above commercial).
8. Buildings higher than 35 feet may be appropriate within this Activity Center. However, consideration should be given to mountain views from existing development.
9. Jefferson County's Transportation and Engineering Division should consult with the City and County of Denver and the Colorado Department of Transportation (CDOT) to consider methods to improve the Cross Drive and Wadsworth Boulevard intersection.
10. Jefferson County's Transportation and Engineering Division should coordinate with the Regional Transportation District (RTD) and the City and County of Denver on the traffic circulation pattern and RTD bus transfer problems.

Fehringer Ranch Activity Center

The Fehringer Ranch Activity Center is appropriate for a mix of primary job land uses and public uses. Emphasis should be on employment uses that pay, on average, higher than the median salary such as general and medical offices, hospital, financial institutions, retail and wholesale facilities, light manufacturing, research and development, some multifamily residential, and flex space.

1. Ancillary retail uses should be limited to uses that support primary jobs, generally limited to 25% of the total gross leasable area (GLA). Site design should include clustered buildings, a high percentage of open area, and no outdoor storage.
2. There should be a mix of open area, parks, recreational uses, trails, buffers, educational facilities, government facilities, and other community uses.
3. Within the mixed-use portion of Fehringer Ranch Activity Center, higher density multifamily residential development is acceptable when it comprises no more than 25% of the gross floor area of all buildings permitted and is part of a master-planned development project. Primary job creating commercial uses should remain the predominant uses in this area.

4. Existing residences should be adequately buffered from future development.

C-470/Bowles Activity Center

Emphasis should be on employment uses that pay, on average, higher than the median salary, such as general and medical offices, retail and wholesale facilities, light manufacturing, research and development, and flex space. Stand-alone retail uses should be limited to the intersection of Alkire Street and Bowles Avenue as indicated in the land use map.

1. Any new development should establish view corridors and have limited building heights, to protect views to the Hogback and Mountain Backdrop (see Open Space Master Plan)
2. Any new development should be compatible with the existing character of the area, which is low-density residential, Jefferson County Open Space and agricultural uses.
3. There should be adequate buffering and protection of the existing adjacent uses. Rezoning should ensure compatibility with the existing uses; meet all Design Guidelines, and other applicable sections of this Plan. Planned Development (PD) may provide opportunities for creative site design.
4. A trail connection should be considered west of C-470 to provide access from the Bowles Avenue terminus to any existing or potential open space or trails to the west. This trail connection could include a trailhead and associated parking, as appropriate.

Ken-Caryl Activity Center

The Ken-Caryl Activity Center is intended to serve as an employment center for technology, health care and research and development. Emphasis should be on employment uses that pay, on average, higher than the median salary, such as general and medical offices, financial institutions, retail and wholesale facilities, light manufacturing, research and development, and flex space. To provide housing opportunities nearer to employment and encourage a more vibrant center, residential units may be allowed above commercial units in specified areas.

1. In the event of rezoning, the entrances into this Activity Center at the West Ken Caryl/Shaffer Parkway and West Chatfield Avenue/Kipling Parkway intersections should be redeveloped as mixed use as shown on the activity center map. The remaining land in the Ken-Caryl Area should be Office, Light Industrial and Research and Development.
2. Within areas developed for mixed use (residential above commercial), there should be a mix of open area, parks, recreational uses, trails, buffers and other community uses.

Bellevue Activity Center

The Bellevue Activity Center is intended to be a smaller activity center of office and light industrial uses, with retail allowed on either side of Quincy Avenue east of C-470, and mixed use and stand alone residential west of C-470. Maximum residential densities should be limited by compatibility, available services and infrastructure, and the impacts on existing residential development.

1. Retail should be allowed on either side of Quincy Avenue directly east of C-470. Neighborhood and Large Scale Commercial is recommended at the northwest side of Quincy Avenue (as indicated on the Bellevue Activity Center Map). Limited Commercial is recommended at the southeast side of Quincy Avenue to serve the adjacent neighborhood directly west of Eldridge Street.
2. Office and Light Industrial uses are recommended west of C-470 and north and west of Quincy Avenue with residential allowed on upper levels only.

3. Multifamily residential may be allowed either as a stand-alone use, or above office and light industrial uses at the southwestern portion of the Activity Center (west of C-470 and north of Belleview Avenue). Uses should transition to office and/or lower density residential as development nears the periphery of this Activity Center nearest Belleview Avenue.
4. A trail connection should be considered west of C-470 to provide access from the Belleview Activity Center to any existing or potential open space or trails to the west. This trail connection could include a trailhead and associated parking, as appropriate.

Neighborhood Centers

Neighborhood Centers are neighborhood shopping areas that serve as community focal points. They are intended to be priority areas to target mixed use redevelopment, transit and pedestrian/bicycle use improvements and connectivity, and to improve air quality, reduce traffic, and provide more efficient use of infrastructure. They should be smaller in scale than Activity Centers, oriented toward the adjacent community and pedestrians rather than the automobile, provide a sense of place, accommodate neighborhood civic functions, be designed to serve the day-to-day needs of the immediate surrounding neighborhood, and provide higher density housing. They should be surrounded by and integrated into residential neighborhoods, typically anchored by a grocery store, with supporting establishments including, but not limited to flower shops, pharmacies, restaurants, hardware stores, and personal service establishments, such as medical offices, dry cleaners, and beauty shops.

Policies

1. A Neighborhood Center should provide land uses that complement the adjacent residential neighborhood. Goods and services should be offered that are required daily within an immediate market area, neighborhood, or community, such as specialty shops, restaurants, art galleries, or grocery stores. Businesses should serve a local, not a regional population.
2. Neighborhood Commercial is recommended within Neighborhood Centers.
3. Neighborhood Centers should be walkable, active, pedestrian and bicycle friendly developments.
4. Architecture should emphasize the primary building entrance and be designed to a pedestrian scale. Increased ground floor transparency through windows and display cases should be pursued to accentuate pedestrian interest.
5. Gas stations, fast food restaurants and other automobile-serving uses should be subordinate uses in Neighborhood Centers. Illuminated structures (such as gas canopies) should be subdued. Drive through lanes should not be located between the building and the main street, and should be screened appropriately.
6. Signage should be cohesive and should utilize similar colors, materials and lighting. Internally-illuminated cabinet signs should be minimized.
7. Where appropriate, allow street vendors, farmers markets, or other temporary or portable businesses.
8. Appropriate locations should be identified within the Centers for outdoor and community events.
9. A mix of office, service, and retail , as well as multifamily residential development on upper floors, should be permitted. Some multifamily residential units may be allowed at ground floor level or as a stand alone use provided it can be demonstrated that it is subordinate to and provides support for the commercial uses within the center.

10. The surrounding neighborhood, including any special historical context, should be integrated into the Neighborhood Center master plan and design. A neighborhood is an area that consists primarily of residential land uses.
11. Support to businesses in the Neighborhood Center should be provided by including housing over ground floor retail and office uses. Higher densities and greater building heights should be allowed for upper floor residential.
12. Buildings directly adjacent to single family residential should be limited to 35 feet in height. Building heights in excess of 35 feet can be considered when residential units are constructed above commercial uses or buildings contain parking garages to reduce parking lots. These buildings should be evaluated on a case by case basis for compatibility, view corridors, and any grade differences.
13. Maximum residential densities should be limited by compatibility, available services and infrastructure, and the impacts on existing residential development. Higher densities are appropriate at the centers of these developments and nearest arterial frontages. At the peripheries, densities should be compatible with the densities of adjacent existing residential.
14. Buildings in the Neighborhood Center should be oriented to the street.
15. Parking lots should not dominate the street frontage. Wherever possible, parking lots should be located behind or on the side of buildings. Shared parking, reduction in parking requirements, or other options should be explored to reduce large expanses of parking lots.
16. Setbacks and building shapes, forms and heights should be varied;
17. Central gathering places, street furniture, pedestrian amenities, squares, and parks should be included to promote social interaction and a focal point for the center.
18. Small community buildings such as neighborhood libraries, and community or recreation centers should be located within Neighborhood Centers. These types of uses should support, not dominate, the Neighborhood Center.
19. Internal circulation paths should coordinate vehicular and pedestrian circulation, signage, and landscape design with adjoining properties.
20. The Planned Development (P-D) a Mixed Use Zone District, or Form Based Code can be used to provide the flexibility necessary for creative, innovative site design.
21. Natural site amenities should be featured, when possible, and negative impacts on the boundary communities should be avoided and or mitigated.

There are four Neighborhood Centers identified in this Plan:

1. Belleview/Kipling Center
2. Bowles/Kipling Center
3. Coal Mine/Pierce Center
4. Chatfield/Wadsworth Center

Specific Land Use Recommendations

Kipling/Belleview Neighborhood Center

Southwest corner, south of Progress Ave

Land uses should provide transitional buffering and screening, such as single family homes allowing horses, or other transitions, such as trails. Senior housing could be considered within this area. Any development should be cohesive and similar in look and feel to the Montgomery Acres Subarea. Shared access should be provided to the property to the south. Vehicular access should not be permitted into the Montgomery Acres special character subarea.

Belleview & Kipling – in the southwest corner, east and west of Lee

1. Front portion (eastern): Mixed use with commercial uses oriented on the front portion towards Kline and Belleview. These commercial uses should emphasize primary and professional employment, medical uses, research and development, restaurants with no drive-thrus, plus ancillary retail. These uses should have limited heights, no bright lights, and landscape buffers along the back of the lots adjacent to the Montgomery Acres Subarea. Overflow parking for adjacent commercial uses may also be considered. All traffic should be oriented to Kline.

2. Back portion (western): The land uses should provide transitional buffering and screening. Single family homes with large animals allowed, trails, etc. Any development should be cohesive, and similar to the look and feel of the Montgomery Acres Subarea. In order to integrate any development of the back portion of the property into the Montgomery Acres Subarea, access should be off of Miller Street.

Coal Mine/Pierce Neighborhood Center – Southwest Corner

1. Neighborhood Level Commercial, except grocery stores should not exceed 24,000 square feet in gross leasable area. Higher density residential or assisted living could be appropriate on the western half of the parcel when negative impacts can be avoided and/or mitigated and it can be demonstrated that it is subordinate to and provides support for the commercial uses within the center. Preferred access should be from Coal Mine Avenue and Pierce Street and not through the Columbine West neighborhood, except for bicycle and pedestrian access.

Chatfield/Wadsworth Neighborhood Center – Northeast Corner

1. The existing pedestrian connection from the northeast portion of the Neighborhood Center into the Columbine Knolls South Neighborhood should be improved to enhance the identification of this connection as an entryway into the Center. The detention facility and existing open space should be considered for a neighborhood park, including consideration of a trail connection from Wadsworth Boulevard to Upham Street within the presently vacant land along the north periphery of the property from Upham Street to Wadsworth Boulevard.

2. Future development and improvement along the eastern border of this Neighborhood Center should consider providing a smoother transition into the Columbine Knolls South Neighborhood by such methods as landscaping, building placement, open plazas and earthen berming, versus walls and/or solid and opaque barriers.

Implementation

To successfully create viable Neighborhood Centers, the County should consider proactive strategies, such as:

1. County-initiated rezonings of existing and underutilized Neighborhood Centers;
2. Exploring financial tools and incentives such as use of the county's bond authority, community block grants, public improvement districts, tax increment financing, parking meters within the centers to fund improvements, use of enterprise zones, reduction or crediting of County fees, or using parks fees toward onsite public space improvements.
3. Targeting future public improvements toward these areas. These could include providing additional bicycle and pedestrian connections, creating pedestrian refuges to create more security for intersection crossings, considering "stoplight countdown timers" were appropriate, painting or raising crosswalks, widening sidewalks or landscape areas along right-of-ways, and locating outdoor furniture in pedestrian areas.
4. Considering strategies through zoning to attract desirable development. These strategies include:
 - a. Creation of mixed-use zone districts to expedite and provide flexibility in development.
 - b. Allowing reduced parking requirements to allow more commercial square footage, and encourage walking and biking. If parking is reduced, safeguards should be taken that it does not spill into adjacent neighborhoods and streets.
 - c. Allowing reductions in open space requirements.
 - d. Allowing construction of additional buildings within the parking lot.
 - e. Allowing greater densities when residential units are constructed above commercial uses or as part of a mixed use commercial project;
 - f. Allowing greater building heights if parking garages are constructed to reduce parking lots or residential is constructed above commercial.
 - g. Reducing setbacks, instead considering "build to lines" near the sidewalk.

Development Outside Activity Centers, Neighborhood Centers, or Designated Residential Areas

Outside Activity Centers, Neighborhood Centers or designated residential areas, locations for commercial goods and services should be compatible with existing surrounding uses. Well-planned retail and service levels, balanced by sufficient residential development, provide a source of community identity within convenient walking or short driving distances. The highly visible quadrants formed by arterial roads, which are designed to move large volumes of traffic at relatively high speeds and to manage access to adjoining parcels of land, are most suitable for higher intensity land uses, such as retail, office, light industrial, and higher-density residential projects.

1. Commercial development is the preferred land use at the intersection of two arterial roads.
2. Retail uses are most appropriate directly abutting arterial frontages.
3. Office, research and development, and light industrial uses should be located at the periphery of commercial development, especially adjacent to existing residential neighborhoods.
4. Development along the arterial frontages should utilize landscaping, varied setbacks and building separations, and other creative site design to avoid the appearance of "strip development."

5. Primary access locations should avoid funneling traffic through existing residential neighborhoods.
6. Heights should be compatible with surrounding developments and should not exceed 35 feet, with the following exceptions:
 - a. In cases where surrounding heights exceed 35 feet, a greater height may be considered, but should be evaluated on a case-by-case basis for compatibility, view corridors, and any grade differences.
 - b. In cases where there are substantial grade differences between developments, further limitations on height should be considered or alternative options. Suggested alternatives may include varying the location of walkout basement units and encouraging ranch style units.
7. Rezoning should be processed as a straight zone district except in those cases where a planned development district is needed to meet minimum development standards of the Zoning Resolution.

Mixed Use Areas 17-22

In some locations outside of Activity Centers or Neighborhood Centers, allowing the mixing of commercial and residential uses on the same property is acceptable to meet market conditions, provide more efficient use of infrastructure, or provide an alternative to traditional suburban residential development that allows living in closer proximity to goods and services.

Policies

1. Single and multifamily dwelling units should be permitted when the impacts would be compatible with adjacent land uses, traffic capacity of the arterials, density of surrounding residential areas, and availability of necessary services.
2. Higher densities are appropriate at the centers of developments and nearest arterial frontages. At the peripheries, densities should be compatible with the densities of adjacent existing residential.

Area 17: Limited Commercial, with residential uses allowed above ground floor.

Area 18: Limited Commercial and/or Residential

Area 19: Limited Commercial with Residential of up to 15 dwelling units per acre.

Area 20: Office and/or Residential

Area 21: Office and/or Residential, of up to 7 dwelling units per acre.

Area 22: Neighborhood Commercial, Limited Commercial, and Residential.

1. This area should be a collection of office, light industrial, retail and other commercial uses, with higher density residential supporting and providing synergy to the surrounding commercial development. If development incorporates the pedestrian-oriented and mixed use concepts and principles of the Neighborhood Center, larger square footages for an anchor tenant may be considered.
2. Neighborhood Commercial and the highest residential densities are appropriate closer to the Wadsworth Boulevard / Jewell Avenue intersection.
3. Uses should transition to Limited Commercial and lower residential densities as distance increases from the Wadsworth Boulevard / Jewell Avenue intersection.
4. Other appropriate uses would include bed and breakfasts, hospital and medical rehabilitation uses, or health and fitness centers with no square footage limitation. Intensities should decrease to the south and east peripheries.

5. Private recreational uses such as golf courses, tennis courts, swimming pools or similar uses should be allowed throughout Area 22.
6. The existing clubhouse facility at the southeastern portion of this area may continue to be used for recreational or event center purposes. Future development should consider preserving and incorporating this facility and the existing reservoir as focal points of the developments.
7. Height of buildings should not exceed 35 feet. Some residential building heights of up to 45 feet may be considered but should be evaluated on a case by case basis for grade differences, compatibility, and preservation of mountain views to the west, especially from the existing residences in close proximity at the north and east of the property

Special Recommendations for Arterial Intersections

1. Interference between commercial area destination traffic and through traffic should be minimized by:
 - a. Preventing the need to cross several lanes at one time.
 - b. Considering traffic calming measures when right-of-ways have multi-modal components or are within residential areas.
 - c. Providing internal access between sites within each quadrant;
 - d. Using medians to prohibit undesirable movements;
 - e. Encouraging the location of major commercial access points on the lower functional class of the two arterials at an intersection, e.g., at Chatfield/Kipling, use West Chatfield Avenue; and
 - f. Implementing specific solutions to resolve or prevent sight distance problems that are developed by the Jefferson County Transportation and Engineering Division.
2. Any new rezoning request that does not generally conform to the Transportation Chapter of the Services and Utilities Section, unless mitigated or eliminated, should not be deemed to be in substantial conformance with the Plan.

Residential Development

People are drawn to Jefferson County because of the proximity to open space, unique geologic features, wildlife viewing, and mountain recreation, in addition to the proximity to city amenities. In order to accommodate the diverse demographic of people who choose to live in Jefferson County, Jefferson County offers residents a wide variety of housing options. In the future, growth should be accommodated by promoting well planned and well executed residential neighborhoods, while ensuring the character of existing residential areas is protected.

Policies

1. New residential densities should be as reflected in the South Plains Area Land Use Recommendations Map.
2. Recommended residential densities should not be construed as guarantees of the number of residential units that may be built upon a site, but as the maximum number of housing units that could be built upon a site. The actual number of units should be determined based upon the densities of surrounding existing residential development, and adherence to any applicable Design Guidelines.
3. Within multifamily developments of more than 4 units provide at least 20% common open space, usable for both passive and active recreation, for the residents of the development. This is in addition to immediate open space around individual units.

4. Area 7, at the northwest quadrant of Morrison Road and Kipling Parkway: Residential densities of up to ten (10) dwelling units per acre, to a maximum of 1,000 units, are acceptable. Private recreational uses such as golf courses, tennis courts, swimming pools or similar uses should be allowed throughout Area 7.

Subareas West of the Hogback

The Hogback is a unique geological and environmental resource and should be preserved in its natural state to the greatest extent possible. Development should balance the unique and highly sensitive environmental conditions of these areas with land uses to serve people.

1. The Hogback and the Mountain Backdrop/Foreground (see Jefferson County Open Space Master Plan) are major scenic resources in this area. It is strongly recommended that Jefferson County Open Space acquire, protect or preserve the undeveloped portions of the Hogback which still remain in private ownership (see Open Space, Trails, Parks and Recreation section).
2. If any use other than Open Space is to be considered on the Hogback, such uses should conform strictly to the West of the Hogback Design Policies outlined in this section.
3. Rezoning to multi-family or non-residential uses could be supported when such uses can be sited in suitable or appropriate locations. Suitability should be evaluated in terms of overall project density, degree of visibility, potential for screening and buffering, and degree of scarring or disturbance.
4. The environmental factors that might be adversely affected by the development proposal should be identified. Adverse impacts should be avoided or mitigated.
5. Any development allowed should strive to preserve the scenic resources of the area and ensure compatibility with its natural amenities.
6. Non-agricultural uses are acceptable within subareas when they are compatible with the existing character of the area.

Belleview Subarea

1. Detached single family housing is recommended, if open space is not feasible.
2. The maximum lot coverage by structures (i.e., anything under a roof) should be 25% of the lot area.
3. The minimum common open area (not including the yards of individual lots) should be 15%.
4. The minimum separation between buildings should be 100 feet.
5. The Belleview Subarea is within a water and sanitation district, and gross density should not exceed 1 du/5 ac, due to the following unique features:
 - Geology, including fossils, and spring discharge points
 - Wildlife, including migration areas for birds of prey
 - Vegetation
 - Slopes
 - Views
 - Minimal traffic
 - Rural area/character (adjacent to the Historic Bax Farmstead)
 - Quiet – lack of noise

- No pollution (traffic, lights, smog)
- Low density

Willows Subarea

1. Detached single family housing is recommended, if open space is not feasible.
2. The maximum lot coverage by structures (i.e., anything under a roof) should be 25% of the lot area.
3. The minimum common open area (not including the yards of individual lots) should be 15%.
4. The average gross density for land adjacent to US 285 and along Turkey Creek should be 1 du/10 acres because of the following unique features:
 - Geology
 - Floodplain
 - Wildlife
 - Views
5. Development should conform to the recommendations in the Housing Density Chart for the Willows Subarea and Subarea C:
6. If served by public water and sanitation, the remaining areas in this subarea should be 1 du/ac with lower density/ larger lots near:
 - Dedicated Open Space and the wildlife migration corridor to the west.
 - The Lyon's Hogback to the east.
7. The minimum lot size should be 20,000 square feet.
8. The minimum separation between buildings should be 50 feet.
9. These standards may be altered for development that can demonstrate exceptional conformance to the criteria and a minimum amount of 50% open area, but in no case should the maximum gross density be exceeded.

Highway 8 Subarea

1. Densities for Semi-Rural Residential:
 - a. Inside Water & Sanitation District: 2-3 du/acre.
2. Light Industrial uses should be defined and characteristics listed. Characteristics should include:
 - a. no outside storage
 - b. building height limited to 35 feet
 - c. 360 degree architecture
 - d. natural materials (architectural finish)
 - e. earth tone colors
 - f. no perimeter fencing
 - g. lot coverage limited to 30%, including parking areas
3. Light industrial uses should be allowed when roadway capacity can carry the anticipated traffic.

Ken Caryl Subarea

1. Maintain or decrease densities and land uses in effect at the time of Plan adoption.
2. Demonstrate a high degree of conformance to the West of the Hogback Design Policies in this section of this Plan.
3. The Manor House should be allowed to continue to operate as an event center and restaurant. Future land use proposals of the Manor House should be evaluated on a case-by-case basis for compatibility with the surrounding low density residential development

Deer Creek Subarea

1. Density recommendations vary with constraints. Proposals should conform to the Housing Density chart for the Willows Subarea and Deer Creek Subarea
2. To achieve the maximum gross density, the proposed development should meet the following recommendations:
 - a. The West of the Hogback Design Guidelines of this section should be followed.
 - b. Buffering and transitions between uses should be provided.
 - c. Internal circulation should be provided and should ensure that the external road networks have the capacity to carry the traffic generated by the project.
 - d. Excellent architectural and site design should be specified, including building materials; building types; building orientation, separation, massing and height; lot layout and fencing; and overall integration of the project site into the existing community development pattern and prevailing topography and setting.

Housing Density Chart for the Willows Subarea and Deer Creek Subareas

	Site Design Excellent	Site Design Average
Slope		
0-30%	1 du/1-5 ac	1 du/10 ac
30-40%	1 du/10 ac	1 du/35 ac
40% or more	1 du/20 ac	1 du/35 ac
Water & Sanitation		
Public water and/or sanitation	1 du/1-5 ac	
Individual wells & sewage disposal	See "Allowed Housing Density & Minimum Lot Size" chart in the Water Resources Chapter	
Policies regarding wildfire, wildlife, floodplains and geologic hazards may also impact densities. See the appropriate sections for recommendations.		

Policies regarding wildfire, wildlife, floodplains and geologic hazards may also impact densities. See the appropriate sections for recommendations.

1. Excellent = Complies with all applicable Design Guidelines and county design standards.

2. Average = Complies with a majority of applicable Design Guidelines and county design standards.

Subareas East of the Hogback

The South Plains Area has subareas with a "special character," distinguishable by their rural appearance. Residents of these areas value the agricultural uses and the "country feeling." These subareas should be recognized as valuable parts of South Jefferson County's history and as unique geographic locales with low population densities and an agricultural identity. They offer an alternative development pattern to more dense residential neighborhoods.

1. New residential development should be designed with sensitivity to any adjacent or nearby permitted agricultural uses. New residential development should include vegetative or other buffers, and could utilize other design techniques to mitigate the noise, odor and other off-site impacts associated with the agricultural uses permitted by adjacent or nearby zoning.
2. Proposed lot sizes for the keeping of livestock should comply with the adopted county regulations and policies in the Comprehensive Master Plan.
3. In new planned developments, lots permitting horses and other livestock should be clearly identified on the rezoning document. Livestock lots and non-livestock lots should be segregated within a development to prevent conflicts between livestock activities and non-livestock residential activities.
4. Alternatives to curbs, gutters, and sidewalks should be allowed in the subareas where appropriate. Examples are pans, swales, and soft-surface trails..
5. Heights of buildings should be 35 feet or less.
6. Rezoning should be compatible with existing uses and meet all of the criteria in pertinent Design Guidelines and other applicable sections of this Plan. The rezoning should contain design criteria that take into consideration and are compatible with both the general characteristics of the subareas and the unique characteristics of each subarea. Planned Development (P-D) may provide opportunities for creative site design.
7. General characteristics that should be preserved include:
 - a. Agricultural and rural appearance;
 - b. Residential and agricultural mix;
 - c. Primarily single family dwellings;
 - d. Open land spaces;
 - e. Accessory structures, such as outbuildings and barn structures;
 - f. Corral fences for animal exercise areas;
 - g. Presence of large, domesticated animals, such as horses, cows and llamas;
 - h. Wildlife supported in a natural setting;
 - i. Custom, non-tract-home appearance of development;
 - j. Wide spacing between dwellings comparable to existing spacing between dwellings;
 - k. A mix of fencing that is open to retain the feel of open lands, yet solid when used to screen traffic from arterials/ collectors;
 - l. Few sidewalks, curbs, gutters, and streetlights; and
 - m. Features such as rock outcroppings, pasture lands, natural vegetation, older trees, ditches, or creeks with floodplain areas.
 - n. Equestrian circulation within the special character area, including maintaining and increasing connections to equestrian-compatible trails.

Montgomery Acres Subarea

1. Spacing between new dwellings should be comparable to spacing between existing dwellings. In this area 30 to 50-foot front and side setbacks, for the equivalent of 60 to 100 feet between dwellings, and 20 to 50-foot rear setbacks, for the equivalent of 40 to 100 feet between dwellings should be specified, depending upon existing separations in the adjacent properties. These setbacks and

separations should apply between the new dwellings within the subdivision and between the new dwellings and the existing surrounding dwellings.

2. Average gross density should not exceed 1 dwelling unit per 1-3 acres
3. Low traffic volumes should be maintained, with the exception of nearby arterial roads. Through roads should not be allowed. Example: Oak Street should not be connected through the floodplain.
4. This subarea should be adequately buffered from adverse impacts of any new development from the Belleview/Kipling Neighborhood Center.

Bowles Avenue/Eaton Lane Subarea

1. Spacing between new dwellings should be comparable to spacing between existing dwellings. In this area, 50-foot front setbacks, for the equivalent of 100 feet between dwellings, 30-foot side setbacks, for the equivalent of 60 feet between dwellings, and 50-foot rear setbacks, for the equivalent of 100 feet between dwellings should be specified. These setbacks and separations should apply between the new dwellings within the subdivision and between the new dwellings and the existing surrounding dwellings.

2. Average gross density should not exceed 1 du per 2-4 acres.
3. Neighbors should be aware of the use of flood irrigation.
4. Views of distant lakes, foothills or mountains should be preserved.
5. Roads should be private with shared maintenance agreements. No county maintained roads should be created.
6. Low traffic volumes should be maintained, with the exception of nearby arterial roads. Through roads should not be allowed.

Jefferson Avenue/Carr Street Subarea

1. Spacing between new dwellings should be comparable to spacing between existing dwellings. In this area, 50-foot front setbacks, for the equivalent of 100 feet between dwellings, 30-foot side setbacks, for the equivalent of 60 feet between dwellings, and 50-foot rear setbacks, for the equivalent of 100 feet between dwellings should be specified. These setbacks and separations should apply between the new dwellings within the subdivision and between the new dwellings and the existing surrounding dwellings.

2. Average gross density should not exceed 1 dwelling unit per 1-2 acres
3. Low traffic volumes should be maintained, with the exception of nearby arterial roads. Through-roads should not be allowed.

Bergen Reservoir Subarea

1. Spacing between new dwellings should be comparable to spacing between existing dwellings. In this area, 50-foot front setbacks, for the equivalent of 100 feet between dwellings, 30-foot side setbacks, for the equivalent of 60 feet between dwellings, and 50-foot rear setbacks, for the equivalent of 100 feet between dwellings should be specified. These setbacks and separations should apply between the new dwellings within the subdivision and between the new dwellings and the existing surrounding dwellings.

2. Average gross density should not exceed 1 dwelling unit per 10-15 acres. Properties bisected by the Bergen Reservoir Subarea -C-470 /Bowles Activity Center dividing line may be as small as 5 acres.
3. Natural wildlife corridors should be preserved.

4. Neighbors should be aware of the use of flood irrigation.
5. Vistas of lakes, foothills, or mountains should be preserved.
6. The night sky is a valued amenity that should be respected and protected.

Bear Creek Subarea

1. Spacing between new dwellings should be comparable to spacing between existing dwellings. In general, east of where Bear Creek Drive and Parfet Court connect, 50-foot front setbacks, for the equivalent of 100 feet between dwellings, 50-foot side setbacks, for the equivalent of 100 feet between dwellings, and 100-foot rear setbacks, for the equivalent of 200 feet between dwellings should be specified.
2. West of the Bear Creek Drive and Parfet Court connection, 30-foot front setbacks, for the equivalent of 60 feet between dwellings, 30-foot side setbacks, for the equivalent of 60 feet between dwellings, and 50-foot rear setbacks, for the equivalent of 100 feet between dwellings is appropriate. These setbacks and separations should apply between the new dwellings within the subdivision and between the new dwellings and the existing surrounding dwellings.
3. Average gross density should not exceed 1 dwelling unit per acre.
4. Views of distant lakes, foothills or mountains should be preserved.

Implementation

1. Any new or expanded transportation facilities that are located either within or adjacent to these subareas should produce a minimal adverse impact upon the subareas, including the topography, trees, and other landscaping located thereon.
2. Incentives such as conservation easements and other methods described in the Open Space, Trails, Parks and Recreation section should be considered to preserve and maintain privately owned land.

General Policies

Parks, Open Space and Trails

The South Plains Area's open spaces, trails, park and recreational opportunities are a significant facet of the public's health and quality of life. The Dakota Hogback and the Front Range Mountain Backdrop/Foreground Preservation Area's natural beauty are highly valued by the area's residents, Jefferson County citizens, as well as visitors from the Denver Metropolitan Area and reaches beyond.

The Open Space and Trails Map shows many of the area's open spaces, parks, trails, and recreational facilities in the South Plains Area. The map is not all inclusive. Open space can be lands owned and managed by a public or quasi-public agency, such as the Jefferson County

Open Space Program or the Foothills Park and Recreation District. Public access to private open space is usually restricted.

1. Designated open space should be preserved, and preferably increased. Proposals to rezone open space should be evaluated based upon pertinent open space rezoning recommendations of the Jefferson County Zoning Resolution and the Comprehensive Master Plan..
2. The Hogback and mountain fronts that are within the Front Range Mountain Backdrop/Foreground Preservation Areas (see the Jefferson County Open Space Master Plan for a map) are major scenic resources in this area and should be maintained as undeveloped vacant land (public or private open

spaces). It is strongly recommended that Jefferson County Open Space preserve those portions of the Hogback, or properties adjacent to the Hogback, that still remain in private individual ownership through purchases, conservation easements, or other methods.

3. The Bax Ranch, located to the west of the Dakota Hogback, south of US 285, and north of Belleview Avenue, should be considered for Open Space purchase or alternative conservation strategy.
4. When vacant land is being developed in the area south of Bowles Avenue and east of Kipling Parkway, trails, parks and open areas should be required, when feasible.
5. The trail along the Hogback, shown in the Jefferson County Open Space Master Plan, should address impacts to the pristine environment, such as wildlife habitat, erosion, and visual impacts. A continuous trail along the entire length of the Hogback should be pursued. Trails should not be located along the top of the Hogback for sustained distances, to avoid impacts.
6. There should be a connection from the commercial area in the southwest corner of Alkire Street/ Bowles Avenue to the C-470 trail.
7. The following trail recommendations are based upon community input:
 - a. About half of the proposed trail to connect Tiny Town with the North Ranch of Ken-Caryl, would traverse the privately owned Willow Springs Open Space. The location of this trail should be changed to go through public Open Space.
 - b. Jefferson County Open Space should consider working with the Town of Morrison and Denver Mountain Parks (DMP) to allow the completion of an interconnect loop trail that would link the Hogback continuously from Bowles Avenue to the Town of Morrison, from the Town of Morrison to Mount Falcon Park, from Mount Falcon Park to US 285, and from US 285 to Tiny Town. The trail should be as free from vehicles as possible, and suitable for mountain biking, horseback riding, trail running, and hiking.

NOTE: Much of the open area west of C-470 and north of Ken-Caryl Avenue, from Massey Draw north to Dutch Creek, is privately owned by the Ken-Caryl Ranch Master Association, and the trails in this area are private.

Design Guidelines

West of the Hogback

The beauty of the Hogback, mountains and surrounding landscape, unique rock formations of the area, and diverse wildlife, are all major assets to the Jefferson County community. Scenic or unique elements of the natural landscape need to be maintained or enhanced. All development within this area should be integrated into the existing natural character through sensitive location and design of structures and associated improvements. Within all proposed development, 40% or more open space should be provided. The following guidelines should apply to development in the Hogback, Hogback valley and mountain areas:

1. Buildings should be oriented with the long axis of the building parallel to contours to limit visual scarring and minimize site grading. Multiple building developments should be stair-stepped along contours.
2. Building envelopes should be established for all structures, with building footprints and impervious areas minimized.
3. Clustering of buildings should be encouraged to minimize disturbance of slopes and to maintain the visual integrity of the landscape.

4. Density and gross leasable area may be transferred to protect slopes and views and to maximize the amount of open space.
5. Roads, access drives, and utility corridors should parallel natural contours.
6. Buildings or other structures should be located to avoid a dominant silhouette on the top of the ridge. The ridge silhouette should be composed predominantly of trees and landforms.
7. Lighting, signs, outside storage areas, and fencing should not be obtrusive in the Hogback and Mountain Backdrop/Foreground area. The materials used should blend with the natural landscape.
8. Under-structure parking should be encouraged because it is generally less visually obtrusive and obscures or disturbs less of the Hogback scenery.
9. Any new development should preserve the relatively undisturbed character of the Hogback and its wildlife values.

Highway Corridors

1. A designated visual buffer should be provided along C-470 unless dense landscaping, berming or natural occurring topographic features are present on site.
 - a. No structures, fences, parking or signage other than project identification signs should be allowed in the designated buffer area.
 - b. The only signage permitted within the designated buffer area should be major project identification for business parks and other major developments.
 - c. To prevent a long continuous walled effect, any fence that is visible from the highway corridor should vary the alignment or change the surface material of the fence. No opaque fencing should be allowed in the designated visual buffer.

Maps

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

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

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