South Broadway Corridor
Transportation and Urban Design Study
June 1999-July 2001

Revitalizing South Broadway’s Commercial Corridor
Broadway Corridor
Transportation and Urban Design Study

Presented to the City & County of Denver

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For the past two decades, Denver has made significant strides toward creating a livable, beautiful, functional city. The public and private sectors together have accomplished this goal project by project, piece by piece. The 16th Street Mall, the rebirth of Lower Downtown, the light rail, the renaissance of Cherry Creek and the Platte River, Five Points revival, Colfax on the Hill, Cherry Creek North….all over the City, there have been many many changes that have put Denver at the top of lists of America's most livable cities. The Broadway Corridor Urban Design and Transportation Project focuses on creating a vision for South Broadway's revitalization so that it too can claim a prominent place in the City.

**Introduction**

For the past two decades, Denver has made significant strides toward creating a livable, beautiful, functional city. The public and private sectors together have accomplished this goal project by project, piece by piece. The 16th Street Mall, the rebirth of Lower Downtown, the light rail, the renaissance of Cherry Creek and the Platte River, Five Points revival, Colfax on the Hill, Cherry Creek North….all over the City,

**Context and History**

South Broadway was originally part of the Town of South Denver, first incorporated in 1886. In 1894 it was annexed to the City of Denver after a lively debate largely centered on liquor prohibition and Denver's need to acquire water rights.

In 1913, the Ford Motor Company built a factory just south of where I-25 crosses Broadway today. By 1916, the company was producing about 50 Model T cars daily. The rail line allowed goods to be shipped in and out easily. Thus began the tradition of industrial uses along the west side of Broadway from I-25 south to Englewood. In 1947, the plant was sold to the Gates Rubber Company and, though most of its operations were shut down, Gates is still there today with limited operations. The company is possibly selling a large portion of its land for redevelopment. The Gates Rubber Company facilities currently occupy approximately 70 acres adjacent to South Broadway just south of the I-25 viaduct.

Today, South Broadway is a major traffic route connecting Downtown Denver with Denver's southern neighbors Englewood, Littleton, and Highlands Ranch. Buildings, businesses, lots, and homes line the 18 blocks from I-25 to the Denver-Englewood border at Yale Avenue. With its 30 - 40,000 vehicle trips per day, South Broadway's image is basically that of a major arterial roadway with businesses alongside.

Except for Antique Row (a collection of antique shops just south of I-25) most businesses along the corridor south of Gates to the City border at Yale attract customers to a single destination. Most customers leave the area after completing their business. There is little pedestrian activity or multiple destination trips.

Antique Row, at the north end of this stretch, is the only place along South Broadway with pedestrian activity where people go to several shops during one visit. This area draws antique shoppers locally, regionally, and nationally. The Antique Row Merchants Association promotes its businesses collectively and sponsors special events.
The purpose of the project was to define the present situation along the corridor and create a vision for what it could be in the future.

Introduction

Some remnant homes exist, generally small Denver bungalow style, built in the first half of the twentieth century. These are located mostly toward the southern end of the corridor. Specialty businesses, such as an upscale garden and plant shop, piano and music stores, and furniture stores are scattered along the corridor. Restaurants, a bakery, convenience stores, auto sales, repair and parts stores, repair shops, motels, a large glass supply business and storage facilities are also part of the mix of uses. Over the years, many of these shops and service places have developed a loyal clientele and have become strong businesses.

To the first-time visitor, South Broadway leaves a mixed impression.

Some properties are poorly kept, abandoned, or neglected. Broken sidewalks, weeds, and peeling paint are not uncommon. Clearly this is detrimental to the overall image and to those who have made significant investments in their buildings and properties.

To the east of Broadway are lively thriving neighborhoods, parks, and schools, along with some service businesses and local shops. To the west of Broadway, south of the industrial sector is the smaller Overland neighborhood enclave bounded by Broadway and Santa Fe. These neighborhoods consider Broadway their back door, rather than their neighborhood shopping area, largely because there are few neighborhood destinations along it.
This is a missed opportunity for Broadway businesses. These neighborhoods could serve as a customer base the businesses along Broadway if the corridor was redeveloped with that purpose in mind and the street itself was more inviting and pedestrian friendly.

**Project History and Purpose**

The South Broadway Corridor Urban Design and Transportation Study was initiated by the City in the spring of 1999. The project area includes eighteen blocks along South Broadway from Interstate 25 south to the Denver-Englewood border at Yale Street.

The recommendations of this study are consistent with the Denver Comprehensive Plan 2000, the Overland Neighborhood Plan, and the West Washington Park Neighborhood Plan. They are also consistent with the concepts being discussed in the planning processes that will lead to a Denver Land Use and Transportation Plan and an update to the Baker Neighborhood Plan. Additional direction might be provided as further studies are completed for the potential redevelopment of the Gates site and for the Southeast Transit Corridor.

The purpose of the project was to define the present situation along the corridor and create a vision for what it could be in the future. This effort focused mainly on transportation issues and urban design of the street and public right-of-way: lights, trees, benches, and other street furnishings. Historic buildings were noted as a potential resource in enhancing the corridor. A second project component was economic development and the evaluation of land use, zoning, and business potential.

The recommendations of this study will be presented to the Planning Board and the City Council for adoption as a supplement to the Comprehensive Plan.

**Steering Committee**

A Steering Committee made up of property owners, neighborhood leaders, and business owners met monthly to craft the vision for the future. They gave guidance to the consultant team and helped shape a physical concept for...
The public reached a consensus that the corridor concept should be brought forward to implementation.

**Introduction**

The development of a street design to be built over time.

Steering Committee members were appointed by the City and represented interests along the length of corridor and surrounding neighborhoods. Committee discussions were not only about physical improvements, but also the need to form a property and business organization along the entire corridor. The organization would not only maintain street improvements, but also possibly promote the area and be a point of contact for the City. This organization could be a Business Improvement District (BID) or a General Improvement District (GID). The Committee understood the need to act collectively to achieve greater benefit for the whole corridor.

**Public Meetings**

During the seven months of this project, there were two public meetings. Subsequently, a third public meeting was held to review an option to totally reconstruct the street from building front to building front.

The first meeting, attended by over 50 people, was a community discussion about the project possibilities. Participants reviewed some early project ideas and discussed how South Broadway might develop over time.

The second public meeting, held in late October 1999, was a review of street element concepts, districts along the eighteen-block corridor, and organizational ideas. Approximately 40 people attended the meeting to review the design concepts. There was a slide show presentation and discussion of the ideas contained in this document. Participants came from all along the corridor and adjacent neighborhoods. The public reached a consensus that the corridor concept presented should be brought forward to implementation. There was also a discussion about the need for a private-sector organization to oversee the implementation, be a point of contact for the City, and perhaps promote and market the corridor.

At the final public meeting held in January of 2001, an option was discussed to keep the same basic design, but totally replace the sidewalk and street sections from building front to building front. The sidewalks and streets would be constructed of concrete, be a significant improvement to the existing condition, and tie into improvements made by Englewood to the south and Denver north of I-25. The City’s Traffic Engineer suggested that while this was a more expensive project, it was a much better solution with long-term application.

The pros and cons of this option were thoroughly discussed including: construction costs and schedules, possible disruption to businesses, a better final product with consistent sidewalk and roadway widths, a more lasting design.

The meeting attendees (approximately 50 people) unanimously agreed that the option to completely reconstruct the streets and sidewalks was a better option.
As with any urban design project, the South Broadway Corridor Project was conducted as other related projects were going forward. These include reconstruction of the I-25 viaduct, extension of the light rail system, and drainage and roadway improvements.

**Existing Conditions**

**Concurrent Projects**
As with any urban design project, the South Broadway Corridor Project was conducted as other related projects were going forward.

**Interstate 25 Viaduct**
The largest concurrent project is the reconstruction of the Interstate 25 viaduct over Broadway at the northern end of the site. This project will straighten the curve on the viaduct, bring the highway to current safety standards, and realign the on- and off-ramps between I-25, Broadway, and Lincoln Street. Construction of this improvement may not begin for several years.

**Light Rail**
The light rail station at Broadway connects to the Southwest corridor that opened in July of 2000. A new station at Santa Fe and Evans, four blocks from the busiest intersection within this study, Evans and South Broadway, is likely to be a catalyst to redevelopment of the area west of Broadway in the Overland Park Neighborhood.

Additionally, a new Southeast corridor will also be constructed and connect to the Broadway Station. This would open, at the earliest, in 2006. These light rail extensions not only provide better access to Broadway, but also have implications for new development associated with the transit stations.

**Drainage and Roadway Improvements**
Roadway resurfacing and drainage improvements are scheduled for the area between Louisiana and Iowa Streets. Denver’s Wastewater Management will perform drainage improvements.

The exact construction timing is not known because of the identification of funding for these projects. Denver Regional Council of Governments (DRCOG), the agency that controls State and Federal funding contributions, will review these projects along with other regional projects and set priorities for funding. Therefore, the funding timing is not predictable.

The Evans-Broadway intersection, one of the busiest in the area, is scheduled for major improvements involving additional lanes and realignment of the right-of-way. This intersection improvement is not scheduled as a near-term project, but was considered in the development of the long-term vision for the corridor.

**Transportation Roadway**
South Broadway has a 100-foot right-of-way, which consists of the public property, including sidewalks and road-
Existing Conditions

The lack of a comfortable pedestrian environment means that most customers drive to a single destination, and then leave.

South Broadway is a major arterial that serves as a commute route from Downtown Denver to the communities of Englewood, Littleton, and Highlands Ranch to the south. The broad expanse of asphalt and the number of moving traffic lanes act as a significant divider between the east and west sides of the street. The busiest intersections are at Mississippi and South Broadway, with southbound cars heading west to Santa Fe for the evening commute home, and the intersection of Evans and South Broadway, where two major arterials cross.

The Iowa/Broadway intersection is noteworthy because neighbors to the east report that it is their major access point from Broadway into that neighborhood. It is the only access to South Santa Fe Drive and destinations west of the South Platte River.

**Pedestrian Activity**

Pedestrians often find it difficult to cross South Broadway because of a lack of balance between pedestrian and vehicular uses. While it is clear that the street must serve its arterial function, the street can better accommodate pedestrians, transit riders, and bicyclists. The lack of a comfortable pedestrian environment discourages pedestrian activity with the result that most customers drive to a single business destination and then leave the area. This not only is a loss for adjacent businesses, but also deprives the area of an active street life. The single destination pattern is exacerbated by the lack of mixed land uses that encourage pedestrian activity.

**Parking**

Parking for the businesses is sometimes incorporated onto the building site. Public parking is provided along each side of the street. Still, there is a concern about parking near the Antique Row area. Businesses are looking for more parking nearby, and the neighbors to the east are concerned about overflow parking in their neighborhoods.

**Transit**

South Broadway carries a number of RTD bus routes: 0, 0 Limited, 11, 14, 19, and 21. The bus stops along the corridor generally consist of simply a
The layering of shops, apartments, and offices is proving to be a successful means of keeping the evening streets alive, with people at hand to enjoy them.

- John Simonds

**Existing Conditions**

The light rail station at Evans and Santa Fe, which opened in July 2000, has become a destination for pedestrians, bicyclists and those taking connecting buses to the light rail station. The station includes 99 parking spaces. The station site is located in a mainly industrial area with the Evans Avenue viaduct just north of the platform.

**Bicycles**

South Broadway is a major arterial and, while bicyclists use the roadway, it is not a designated bicycle route. The City of Denver bicycle route D18 crosses Broadway at Iowa and D20 at Iliff. Route D9 runs parallel to Broadway north/south along Logan to Iowa and then continues on Sherman to the Englewood limits.

The South Broadway corridor has limited bicycle parking, mostly provided by private properties. The light rail stations at Evans and Broadway provide some bicycle parking. The City has a bicycle parking program that pays for the installation of bicycle racks and could be employed on Broadway.

**Land Use and Economic Development**

**Land Use**

The land uses along the entire corridor are mainly business uses with some office buildings. A few homes, especially to the south of Evans, still have residential uses, although housing is a very small component of the overall corridor land use mix. There are also two motels along the corridor.

The Gates Rubber Company site, at the north end of the corridor, dominates the land use between the I-25 viaduct and Arizona Avenue. In early 2001, Gates was in the process of selling 49 acres on the west side of Broadway for redevelopment as a mixed use site. The specific development plan is not complete as of this writing.

Between Arizona and Iowa, for about four to five blocks, there is a grouping of shops collectively known as Antique...
Row. In this same area, there are destination businesses such as a glass retailer/fabricator and warehouse, a bank, and an Italian restaurant.

To the south of Iowa, the businesses are generally destination oriented. These include music stores, furniture stores, auto-related businesses, truck rental, and a scattering of restaurants and bars.

Most of the buildings that house these businesses are one to three stories tall with 96% of the properties built before 1980. The majority of the older structures are not historically significant. The building areas are generally of less square footage than allowed by zoning and much of the land and buildings are underutilized.

Ownership

Most of the buildings and properties along the corridor are locally owned. In fact, 92% are locally owned and another 3% have owners in the Denver-Metro area. There are no significant assemblages of publicly-held land or buildings. With only a few exceptions, the land along South Broadway remains largely in individual lots or small parcels (unassembled), making redevelopment difficult.

Zoning

The land along South Broadway is zoned B-4 and allows business and commercial uses. The uses range from office to restaurant, to car lots, to light industrial. The area to the north

Existing Conditions

The land along South Broadway remains largely in individual lots or small parcels (unassembled), making redevelopment difficult.
(where the Gates Rubber Company is located) is zoned industrial, and that is likely to change.

The blocks facing Broadway on either side often contain housing on the half block between the alley behind Broadway and the adjacent streets of Lincoln to the east and Acoma to the west. The neighborhoods one-half block away from South Broadway to the east are zoned R-2, which allows more than one residence on a zone lot. The proximity to housing restricts the building height and bulk that is allowed and limits the amount of square feet that can be built.

**HOUSING**

There are currently no significant areas of housing along South Broadway, although one block to either side there are stable neighborhoods. This is partly due to the nature of the street as a major arterial. The consultant team identified the lack of assembled land and the current zoning as two issues that discourage housing from being built on Broadway.

The recent opening of the Evans light rail station on the Southwest LRT corridor may provide an opportunity for multi-use projects near the intersection of Evans and Broadway. These could include apartments and housing along with retail and commercial uses. A further market study will be needed to determine the feasibility of such a project. However, from an urban design point of view, a mixed-use development with housing could greatly contribute to improving the character of that area.

Economic strengths and weaknesses along the Corridor include:

**STRENGTHS**
- Most of the businesses are locally owned which bodes well for future financing programs supported by those owners. Lack of absentee owners also suggests that it might be easier to form a property owner association.
- The surrounding neighborhoods are stable and provide a strong customer base for future neighborhood-based businesses such as restaurants, drug stores, and specialty shops.
- Antique Row is a valuable anchor within the corridor.
- Traffic counts are high enough to support local, regional, and national chain operations.
- There are a significant number of underdeveloped properties where redevelopment can occur.

**WEAKNESSES**
- The physical environment is not consistently pedestrian-friendly.
- There is limited precedence for creatively financed projects in the corridor.
- A single merchants or property owners association for the corridor is absent.
- Housing is limited along Broadway and existing housing is low-density.
- There are limited publicly held properties that could be used to leverage investment.
- With the exception of Antique Row, there are few anchors within the corridor making it difficult to leverage activity.
- Limited neighborhood-serving retail, such as drug stores, convenience stores, restaurants, and coffee shops, keeps the surrounding neighborhoods from seeing Broadway as their shopping district.
Economic Corridor Characteristics

Seven percent of the property in the corridor is located at the Gates site. Currently, the portions of the property west of Broadway are slated for redevelopment as a mixed-use area. This redevelopment should have a strong and positive influence on the areas to the south and open up opportunities for redevelopment that do not currently exist.

A high percentage of owners have small parcels and underutilized properties. This makes assemblage difficult and thus development of a significant project is impeded. Many of the properties are passed down to family members, with the result that some owners who are not necessarily interested in change. However, some multi-generational ownerships work exceedingly well maintaining long-term business establishments with a loyal clientele.

Property ownership is stable relative to other Denver areas. During the 1990s, property ownership changes ranged from one to three percent per year. This means that significant reinvestment in the corridor has been minimal. The fact that 96% of the buildings in the corridor were built before 1980 reiterates that fact.

Sales Tax Generation

One measure of the economic success of businesses along Broadway is the sales tax revenue. The City records show a disappointing return for the number of businesses and amount of property and land along South Broadway. In 1998, 71% of the businesses contributed under $1,000 to the City’s sales tax. Considering the amount of land along this corridor, there is a clear loss of revenue to the City because of low volume business. This indicates an opportunity to make improvements that would change this trend.

A reason for this low sales tax generation is that a number of conditions exist that decrease business volumes. Single destination trips, the inconsistent character of the buildings and businesses in terms of upkeep, the particular mix of businesses that don’t encourage spontaneous spending, the lack of neighborhood-oriented businesses, and few eating and drinking establishments are some of those reasons.

Market Draw

South Broadway caters more to the regional market than the local market. Antique Row draws beyond the regional market to the national. The missed opportunity seems to be in the local draw. South Broadway continues to be the back door for surrounding neighborhoods and thus loses the economic benefit of its immediate location.

There are a number of specialty shops, such as music stores, that are single destination draws. Because there is no supportive retail nearby (like an ice cream or coffee shop) to capture additional business, spillover sales are limited and pedestrian activity is minimal. This lack of mixed use reduces business volumes along the corridor.

A good example of the importance of diversifying the mix along South Broadway can be seen in the renaissance that has taken place on South Broadway north of I-25. Over the past 15 to 20 years, this area has reinvented itself as a neighborhood place and at the same time maintains a strong regional draw. Physical improvements, a strong business organization, and new strong businesses are part of the ingredients of success.
Existing Conditions

The restored historic buildings contribute to the character of Broadway, particularly at Antique Row.

To increase the South Broadway market, the consultants believe that new development and redevelopment must take place. This will likely be led by the private sector. However, the City could support these efforts in terms of rezoning for mixed-use commercial or mixed-use housing projects and assisting with public involvement.

**Architecture and Historic Buildings**

**Architecture**

South Broadway’s non-historic buildings have no cohesive architectural style. The eclectic collection of buildings in some blocks is interesting and contributes to the overall street character. However, there are buildings and properties that are neglected and have been in poor repair for many years. This is particularly true between Iowa and Yale.

Denver’s Commercial Corridor Development Review Criteria apply to the development of new buildings or redevelopment of existing ones along the Broadway Corridor. Specific design guidelines tailored to the unique characteristics of South Broadway may be prepared in the future.

The City of Englewood has developed Review Criteria for their commercial corridors. This process guides private redevelopment in the areas of building location, improvements to the right-of-way, and siting effects on adjacent properties. Along with improvements made through Englewood’s low-interest loan and business grant program as well as its streetscape project, the Broadway Corridor south of Yale has made significant improvements.

**Historic Buildings**

The consultant team conducted an informal survey to identify those buildings that might be of historical value either because they are historically significant or because they contribute to the historic feel of a block. Perhaps the greatest potential for historic revitalization from both a preservation and critical mass point of view is the Gates Rubber Company property between I-25 and Arizona Avenue.

Most of the other historic buildings in the corridor are located in the northern end of the study area between I-25 and Iowa Avenue. Many of these buildings are restored, although some are neglected. The restored historic buildings contribute to the character of Broadway, particularly at Antique Row. Some of these buildings are covered with siding or otherwise disguised. Restoring them could not only make them more individually valuable, but also would contribute to the quality of the street. These building owners may be able to take advantage of tax credits if they redevelop their properties.
To achieve the vision for the South Broadway corridor, the consultant team worked with the Steering Committee to determine the issues facing the Corridor and the objectives of the study.

**Issues/Objectives**

**Issues**

During the examination of the existing conditions along the Corridor, six main issues emerged.

- The street itself is problematic in that it overwhelms the adjacent businesses. This is in part due to the width of the street, the traffic speed, and the difficulty pedestrians have crossing. Further, in most areas, the street is in poor repair and often the sidewalks are as well. This inconsistency contributes to disruptive shifts in traffic lanes and a general look of neglect.
- While Broadway is not a designated bicycle route, there are many destinations that could be accessed by bicycle. The lack of adequate and safe bicycle parking is likely a hindrance because Broadway is not “bicycle friendly.”
- The sidewalk is inconsistent in quality and the lights, furnishings, trees, and other elements are related to adjacent businesses rather than the corridor. There are no street elements that tie the corridor together.
- The corridor is overwhelmed with private and public signs as well as billboards. Many of the signs seem designed to overpower other nearby signs resulting in a visual clutter of signs and billboards that compete for attention. The signage is a major contributor to visual disorganization along the street.
- The corridor is not the same along its 18-block length from I-25 to Yale Avenue. The sidewalk and its ele-
The sidewalk and its elements appear random and there is little to distinguish one area from another. Thus, the roadway dominates the adjacent land uses instead of changing its character to reflect land uses change.

- The land along the corridor is vastly underutilized. Despite some strong businesses and well-kept properties, the overall impression is one of neglect.

**Design Objectives**

To create a sense of order along the South Broadway corridor and define a vision for its future, the consultant team developed the following objectives.

- Create a Kit of Parts for street elements (lights, benches, utilities, etc.) that can be used in varying combinations to create a consistent theme and distinguish different areas along the corridor.
- Use the Kit of Parts to create an attractive, pedestrian friendly environment.
- Address issues such as building disrepair and signage that clutter the corridor.
- Maintain or improve vehicle, pedestrian, transit, and bicycle access along the corridor.
- Identify market issues that impede business development.
- Identify historic buildings that contribute to the character of South Broadway and could qualify for special tax credits if they were redeveloped.
- Identify the steps necessary for implementation of this vision and potential funding sources that could be used.
Based on the analysis of the issues and objectives, the Steering Committee and the consultant team crafted a set of recommendations. These recommendations are individual actions that collectively make the vision a reality.

**Recommendations**

**Corridor Street Reconstruction Recommendations**

As a result of discussions with the City Engineer, the Steering Committee, and among the public and property owners at the final public meeting, the following recommendations are made for street reconstruction.

- Along the entire 18 block corridor, the streetscape Kit of Parts should be installed according to the correct zone: District, Destination, or Crossroads as explained below. This installation should be designed to encourage pedestrian activity and bicycle access.
- Street sections should include dimensions for a median to be initially built only in areas defined as a “District” (see page 16). Other street cross-sections will remain the same with a painted median unless there is enough pedestrian and multi-destination traffic to warrant construction of a raised median.
- Because there are varying widths of sidewalks and street sections and their general condition is poor, the street and sidewalks should be replaced building front to building front with consistent dimensions and paving.
Recommendations

Much like the coordinated furnishings in a home or office, the Kit of Parts contains coordinated individual elements used along the sidewalk: benches, trees, traffic signals, kiosks, fencing.

Material. On the advice of the City engineer, the street and sidewalks should be totally replaced with concrete with typical dimensions as detailed on page 17.

• Left-turn lanes should be installed at every intersection along the corridor to increase traffic flow, improve access, and reduce the size of the outside lanes. Some intersections along the corridor have left-turn lanes and some do not. Where there is no left-turn lane, motorists who disregard the “No left turn” sign block traffic on the inside lane which occasionally results in minor accidents. Additionally, the no-left-turn areas limit access to streets where people want to go. The provision of left-turn lanes at every intersection should be part of the overall roadway design that will standardize the lane widths, sidewalk widths, and turning lanes for the entire corridor.

OVERALL DESIGN FRAMEWORK
DESIGN ZONES

The study area encompasses 18 blocks of Broadway from I-25 to Yale Avenue. The character of the Corridor is not the same along its entire length.

The differences are due to a change in the types of shops and businesses. Further, the intensity of vehicular traffic at the Broadway-Evans intersection makes that area function differently than other sections.

The consultant team, working with the Steering Committee, identified three design zones:

• The District: between Arizona and Iowa Avenues, the only place in the Corridor where there is currently significant pedestrian activity.

• The Crossroads: two blocks either side of Evans and Broadway where two major arterial streets cross, the busiest intersection in the corridor.

• The Destination areas: between Jewell and Colorado Avenue and between Iliff and Yale where most of the businesses are single destinations.

The area directly south of Interstate 25 to Arizona is dominated by the Gates Rubber Company facilities. The more than 70-acre facility is mostly vacant or underutilized. In 2001, Gates sold its property west of Broadway. At this writing, it is not yet clear what type of redevelopment will go forward, the timing, or to what extent the property uses will change.

Because this area is such a large, independent property and so little is known about the owner’s plans, the consultant team decided that it was premature to develop any urban design recommendations along that stretch of Broadway. The team did, however, recognize that
area as a gateway to the rest of South Broadway. When it is redeveloped, the street should be designed to reflect its gateway function using the same street elements designated for the rest of the corridor.

The Kit of Parts
One of the urban design problems along the corridor is the lack of any consistent treatment of the street furnishings and utilities along the sidewalk. There are few trees, most of the traffic signals hang from span wires across the intersections, and the overhead wires and signs visually dominate the street. There are some improved sidewalks, trees, and other furnishings associated with particular properties, but they are isolated and do not have a significant influence in the overall impression of South Broadway.

The consultant team and the Steering Committee created a Kit of Parts that can be used in various combinations along the entire length of the corridor.

**Recommendations**

Proposed traffic improvements include left turn lanes at every intersection, a median and on-street parking spaces to maximize the number of spaces per block.

The streetscape improvements ultimately should extend along the entire corridor.
Much like the coordinated furnishings in a home or office, the Kit of Parts contains coordinated individual elements used along the sidewalk: benches, bicycle racks, trees, traffic signals, kiosks, and fencing. Traffic control devices have been identified as part of this kit.

These “parts” are then used in varying combinations along the entire length of the corridor. The team used them differently in each of the urban design zones depending on the character and function of the area. However, because they are of the same style, material, and color, the overall effect is unifying.

A conceptual design for the Kit of Parts has been proposed (see illustration on page 15) and will be developed when the first project is initiated since manufacturers specifications could change. The Steering Committee helped identify color, materials, and design character types and the consultant team developed conceptual level cost estimates for budgeting purposes only. The City will use these estimates to help secure funding sources for future implementation.

**Recommendations**

To unify the corridor and make the sidewalks more pedestrian friendly, the consultant team and the Steering Committee recommend a consistent pattern of pedestrian lights, overhead lights, and trees.

**Lights and Trees**

To unify the corridor and make the sidewalks more pedestrian friendly, the consultant team and the Steering Committee recommend a consistent pattern of pedestrian lights, overhead lights, and trees. Because there was concern among the business and property owners that their frontages not be blocked, the recommended pattern is spaced to allow visibility.

Six trees and six lights alternate along each block face at 50-foot intervals. Additionally, at each corner there are overhead lights, combined with traffic signals at signalized intersections. If overhead lights are required mid-block, they should be placed geometrically within this pattern. The luminaire on all the lights is the same, although the overhead lights may require a larger size luminaire of the same style. The specific recommendation of light style is noted for each urban design zone below.

Part of the implementation of this streetscape should include the burying of utilities as part of the City’s continuing program to replace overhead utilities during reconstruction projects.

The trees, when planted, should be of
Recommendations

The main purpose of these medians is to make crossing the street easier at the intersections. Pedestrians can walk halfway across and then have a place to stand before proceeding the rest of the way.

A sufficient caliper to have a visual impact and not be a target for vandals. Tree guards and grates, as shown in the Kit of Parts, should be installed to protect the trees. The Denver Streetscape Design Manual should guide the selection, placement and installation of trees. Additionally, there should be a tree watering and maintenance program in place prior to tree planting to ensure their health. This may include an irrigation system.

**Urban Design Zones**

**The District**

This zone, between Arizona and Iowa is dominated by antique shops and is known locally as Antique Row. Particularly on weekends, antique shoppers go from shop to shop within these blocks. One of the problems identified by the Steering Committee and the public was the difficulty in walking across Broadway and the lack of a pedestrian friendly environment.

Within the District zone, elements were chosen from the Kit of Parts that create comfort for the pedestrians. The double light, benches, trees, and fencing help achieve this goal. Additionally, the kiosk can provide a map of the area, a place to post notices, and an information center for the District.

The pedestrian light standard in the District zone is the double luminaire. This will provide more light at the pedestrian level during the evening. It will also distinguish this area from the other zones because of the light level and the visual impact of the double light standard.

Because of the pedestrian traffic in the District and the difficulty in crossing Broadway, the consultant team and the Steering Committee recommend that low medians be placed in the center of the street. These will follow the existing double yellow lines in the blocks where there are left turn lanes. Medians will not be extensively landscaped because plantings in the medians sometimes further divide the sides of the street, which is contrary to the objective of unifying the opposite sides.
One of the problems identified by the Steering Committee and the public was the difficulty in crossing Broadway and the lack of a pedestrian friendly environment.

Recommendations

of the street. Therefore, the medians will be raised six to eight inches, perhaps with some decorative surface treatment or low plantings as determined during final design.

The main purpose of these medians is to make crossing the street easier at the intersections. Pedestrians can walk halfway across and then have a place to stand before proceeding the rest of the way. Details for median placement and dimensions are included in the drawing on page 17.

Where the median is widest, about 15 feet back from the intersection, it will have a double light and a tall median standard containing a logo, art piece, or banner. This will distinguish the

District and help to bring the two sides of the street together. The exact design of the upper portion of this fixture will be determined during design development prior to producing construction documents.

The Crossroads

This zone is now and will continue to be a high volume area for vehicular traffic. Additionally, the light rail station at Evans and Santa Fe will increase bus traffic. The City has plans to widen this intersection to accommodate traffic flow, although the implementation of this project is likely long-term.

The consultant team and Steering Committee recommend that this zone
also be designed to accommodate transit riders, and pedestrians comfortably. Transit shelters, bright lights, benches, and trees from the Kit of Parts should be placed along the sidewalk to accomplish this objective. Additionally, pedestrian crosswalks should be well maintained and marked, and the traffic signals should accommodate easy pedestrian movement.

This zone needs to be well lit because of the heavy traffic, transit uses, and pedestrians. The consultant team and Steering Committee recommend using two to four luminaires at each corner of Broadway and Evans. Additionally, only overhead lights will be used in the Crossroads zone, spaced six per blockface to continue the tree and light pattern. The intent is to create a consistent ambient light with a brighter level than other zones, but not so bright that it is glaring.

In this zone, many of the businesses are set back with parking in front between the building and the sidewalk at the front of the lot. Combined with the high traffic volumes at Evans and Broadway, this arrangement contributes to the feeling of vehicular domination of the environment. To address this, the fence from the Kit of Parts should be used at the edge of the sidewalk in front of the parking lots to help maintain the building line at the sidewalk and to separate the sidewalk from the parking lot.

The design of this intersection is complicated by the need to increase its capacity. At the time of this writing, the City has plans to increase the capacity of the Evans/Broadway intersec-

The Destination Areas need to be woven into the overall design of the corridor.

Recommendations

Some sidewalks have landscaping.

Vehicles dominate the landscape.
Recommendations

Bus shelters provide comfort for the transit riders. They also, if carefully designed, provide a sense of identity to the corridor.

The Destination Areas

These zones are on either side of the Crossroads and are characterized by the destination businesses that line this portion of Broadway. Customers patronizing these businesses tend to go to one destination and then leave the area. Therefore, convenient access to those businesses is critical.

The Destination Areas need to be woven into the overall design of the corridor. These areas are perhaps in the most need of a consistent design because the land uses are so inconsistent. As with all portions along this corridor, the consultant team and the Steering Committee recommend a continuation of the light and tree pattern. The pedestrian light will have a single luminaire and the tree and light pattern will be the same as the other urban design zones. Overhead lights will be placed at each corner of the intersection, combined with traffic signals where appropriate. They may be added mid-block into the pattern of lights and trees as needed.

In this area, the medians are not raised, but rather painted on the street to keep the lanes consistent throughout the corridor. If these areas change land uses and become more like the District zone, the median could be added in the same manner as in the District.

Bus Shelters

Bus shelters provide comfort for the transit riders. They also, if carefully designed, provide a sense of identity to the corridor. Nearby communities, including Englewood, Thornton and Glendale, have worked with a supplier who provides shelters in exchange for advertising revenue.

At this writing, the City and County of Denver is exploring this bus shel-
Since signage is an important part of any business, property owners and businesses should work closely with the City to determine the best course of action.

**Recommendations**

The lack of consistency in signage gives Broadway a disorganized look.  

The Broadway corridor is in dire need of a well-coordinated advertising program to determine if it can be used on Denver’s public rights of way. If they determine that it can, Broadway is an excellent candidate for a pilot project.

**Signage**

Through its Zoning Code, the City has limited the number and location of billboards. No additional billboards should be permitted on Broadway.

All public signage (such as parking signs) should be part of the design package of the streetscape and coordinated with the Department of Public Works.

Private signage should be addressed by a property owner organization (there is not one in place at this writing). It (the owners organization) should work with the City to develop a signage program that integrates the private signs into the overall street design and program to improve the look of the corridor. For example, signage should probably fit within the architecture of the building. Perhaps vertical signs, which are more pedestrian oriented, could be used. Neon is another option that might fit well with the eclectic nature of the buildings. Some of these ideas will likely mean changes or additions to the current City sign code. Since signage is an important part of any business, property owners and businesses should work closely with the City to determine the best course of action.
The vision created as part of this study will be implemented over many years. Hundreds of projects and people will need to make it happen. There will also be opportunities and issues that we cannot now anticipate. This implementation plan is a flexible guide to realizing the vision for South Broadway.

**Implementation Plan**

**Implementation**

The purpose of this Study is to create a vision for what Broadway could become based on its character and use. Currently, there are no City funds earmarked for implementation. However, the Steering Committee will work with the City to identify a pilot project for this corridor.

This document will be presented for Planning Board approval and then as an ordinance to City Council with a request to make it an amendment to the Comprehensive Plan. At that point, the urban design elements and the Kit of Parts will become part of the guidelines as street improvements are made over time. For example, if traffic signals are replaced, they will be designed not only according to the requirements of the Transportation Department, but also in accordance with the design concept shown in the Kit of Parts.

Similarly, bicycle racks and bus shelters could be added prior to the larger implementation project because they can be moved during construction and replaced within the new streetscape.

**Property Owner Organization**

In areas where the City constructs street improvements, it requires that the property owners maintain the streetscape elements: lights, trees, benches, and other furnishings. This is part of the City's effort to stretch the limited resources they have for these kinds of projects. The Steering Committee and the public who attended the public meetings expressed interest in exploring the formation of a business organization along the entire corridor that could represent the ideas of this study and work with the City to implement the concept plan.

The organization will, at a minimum, take the responsibility of maintaining the installed streetscape improvements, but may also be interested in promotion, event planning, or other business development activities. The Steering Committee and other interested parties will pursue creating an organization.

**Market Study**

The consultant team and the Steering Committee recommend working with the City to develop a market study. The study would focus on analyzing market forces, understanding the existing mix of uses and identifying retail gaps, looking for potential redevelopment sites, and defining methods for stimulating private redevelopment. The potential for mixed-use developments...
that include some housing will also be explored.

Because of the underutilization of land along this corridor, stimulating redevelopment is beneficial not only to private property owners, but also the City. Sales tax revenues along this corridor are low and redevelopment could help stimulate more revenues.

The market study should conclude with a roundtable discussion that includes developers, property owners, and lenders to identify potential redevelopment sites and initiate a project. Private sector redevelopment is critical to the improvement of the corridor.

**Recommended Implementation Timing**

The following is a suggested timetable and identification of responsibilities for implementing the concepts outlined in this report. The formation of a property owner organization to work with the City on implementation and maintenance is critical to the implementation of this plan.

**Short-term: one to five years**

- The Steering Committee and the City work together to conduct a Market Study and initiate private property redevelopment.
- The Steering Committee initiates the effort to form an organization and defines its powers, level of taxing, and duties.
- The Steering Committee works with the City to identify a pilot project (that leverages private investment), funding source for that project, and an implementation strategy. This effort includes:
  - design development;
  - preliminary engineering; and
  - refinement of constructions costs.
- Private property owners evaluate their properties for potential improvements and implement upgrades consistent with the desire to improve the appearance of the overall corridor.
- The City uses the Kit of Parts and urban design concepts when it implements street improvements or replaces traffic signals along Broadway and its adjacent areas.
- Private property redevelopment continues and keys in on taking advantage of the new light-rail station at Santa Fe and Evans.
- The Gates redevelopment, the I-25 viaduct reconstruction project, and the Southeast Corridor Transportation Project uses the Kit of Parts elements along the Broadway Corridor and adjacent areas.

**Mid-term: three to seven years**

- The City continues to use the design concepts and Kit of Parts in all improvements to the street.
- The private property organization conducts an evaluation of the urban design initiatives to date and makes a five-year plan for continued implementation.
- The Broadway/I-25 viaduct is reconstructed and should be designed as an attractive entry to the South Broadway Corridor.

**Long-term: beyond seven years**

- The Evans and Broadway intersection

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Renovated historic buildings contribute to the character of South Broadway.
Implementation Plan

Private sector redevelopment is critical to the improvement of the corridor.

Funding Sources
As with all urban design projects, this one is likely to be implemented over time from a variety of funding sources. The City should work with the property owners to identify specific opportunities for applying for funds. The following is a list of potential funding sources for consideration.

- When there is reconstruction of the street for any reason (such as to replace water or wastewater lines) it should be reconstructed according to the urban design concept developed in this plan and the future design development, preliminary engineering and pilot project. This approach maximizes the resources available.

- TEA 21 (Transportation Equity Act for the 21st Century): The City applies for this federal source of money through the Denver Regional Council of Governments (DRCOG). Funds are specifically targeted to projects with a multi-modal transportation emphasis. The pedestrianization of the District and the provision of shelters and benches for transit riders could qualify for this fund.

- Community Development Block Grants (CDBG): Although this funding is limited with many more requests than can be met, this could be a potential fund for street improvements. The key is to identify a project and get in line for funding, which may not be immediate. The City should work with the Steering Committee or its organization to initiate this effort.

- Capital Improvements Program (CIP): Every year the City identifies a set of capital improvements to be made over the next five years and sets aside resources to implement those improvements. With this concept plan in place, the private-sector organization and the City should work together to identify a pilot project and implement it.

- MOEDIT (Mayor’s Office of Economic Development and International Trade): This group may be helpful, especially with the Market Study. Possibly they could identify funding sources for specific projects.

- Denver Urban Renewal Authority (DURA): During the proposed market study, DURA should be involved...
Implementation Plan

- to identify potential initiatives that could be used to stimulate private development and implementation of streetscape elements in conjunction with private property efforts.
- The Steering Committee or organization should work closely with their City Council representative to identify potential funding sources or matching funding sources that could be made available through the general fund or other source within the City.

**Afterword**

The South Broadway Corridor includes many strong businesses along it. It also contains much underutilized property. The vision outlined in this document, demonstrates a simple, straightforward, urban design concept intended to be implemented over time as resources allow.

The obvious benefit of implementing this concept is a more attractive street. Denverites are proud of their City and South Broadway needs to be improved to become competitive with other areas.

Because of its location near two light rail stations, there are opportunities to implement transit-oriented development that is both profitable and helps increase transit ridership. This is an opportunity to make the most of our community investment in light rail.

The consultant team was very impressed with the Steering Committee and the public interest and input into this project. The talent to carry this plan forward and work with the City on implementation is there. If private property owners collectively move forward with property improvements and creating an organization, they stand to greatly benefit. The success in achieving this vision rests largely with those who own property and businesses along South Broadway.

Perhaps the most important key to implementing this vision is the private-sector leadership necessary to make it happen. The Steering Committee has been diligent in its effort to create this plan. The public was supportive of these concepts. Now is the time for the private leadership to emerge and carry these ideas forward. It will require tenacity, patience, and dedication. As has been seen with similar efforts around the City, it can be done.

South Broadway should be an integral part of its surrounding neighborhoods and not a division.