

# A REVITALIZATION PLAN

FOR :

BRUCE RANDOLPH AVE  
3400 N



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## BRUCE RANDOLPH AVENUE PLAN

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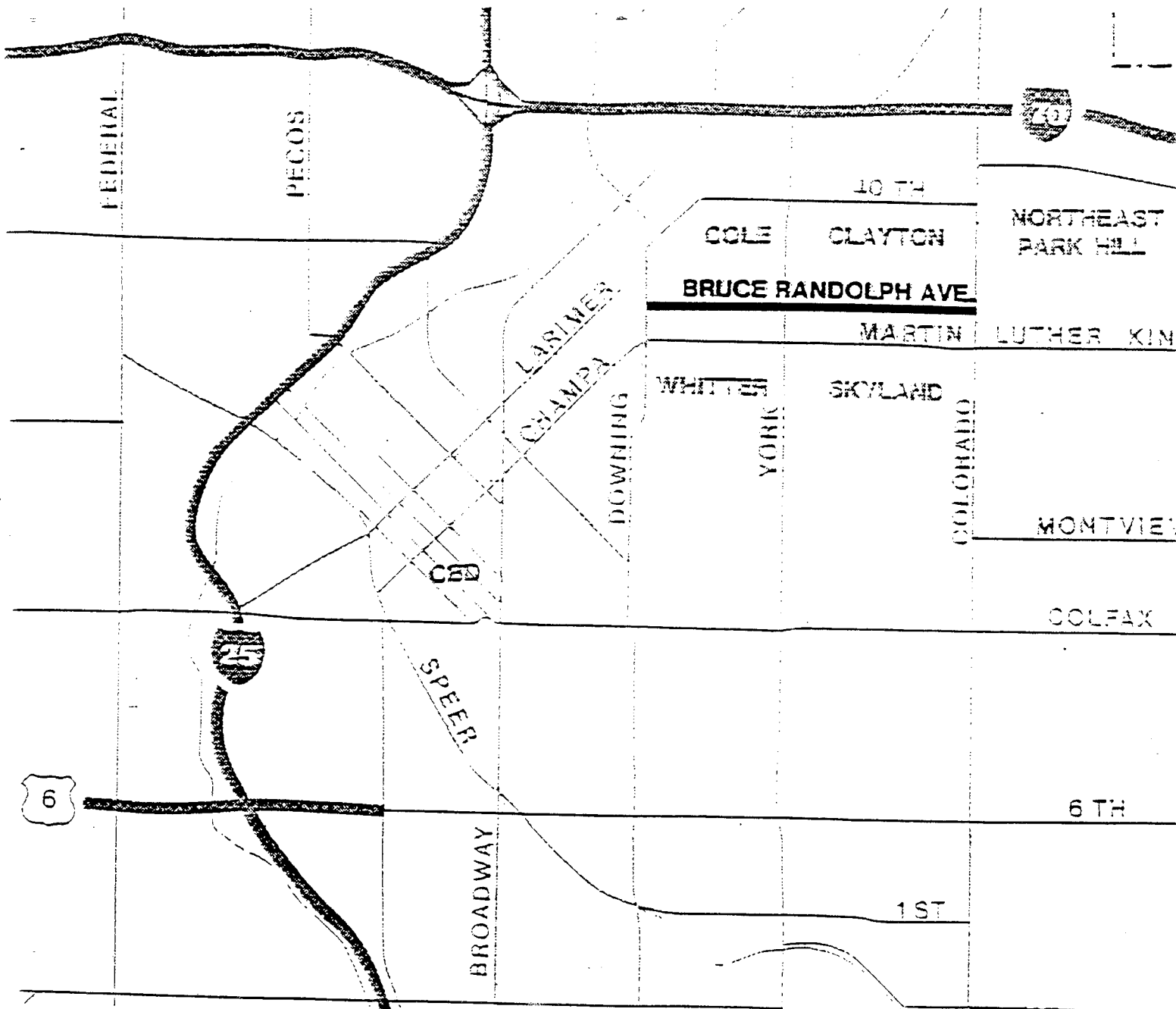
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Frank Murray - Rocky Mountain News, Cover Photograph

# VICINITY MAP



## I. OVERVIEW

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### A. Neighborhood Planning

Neighborhood and small area planning is a collaborative process between the city, residents and property owners of a particular area which actively solicits participation in the formulation of a plan for a neighborhood. The process places issues on the table, identifies goals, generates and tests alternative ways to achieve the desired ends, and proposes a plan for the area, which spells out policy changes and investments which should be implemented to help realize that future. It is a forum in which the various interest groups within a neighborhood, who may have different goals, work out their differences to arrive at a mutually satisfactory plan. The private-public partnership is essential to the ultimate success of the venture.

### B. Use of the Plan

Once adopted, the neighborhood or small area plan is an advisory document for directing and managing change. It serves as an official guide for decisionmakers, including the Denver Planning Office, the Mayor and City Council, various city departments, and also guides public deliberations and investments. It plays the same role for the private sector, advising residents, businessmen and investors as to expectations and direction for the neighborhood. The plan is not an official zone map and, as a guide, does not imply any implicit rights to a particular zone or to the land uses permitted within. Zone changes, which are proposed in the plan, must be initiated under a separate procedure established under the City and County of Denver Municipal Code.

The plan is intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social and physical health, safety and welfare of the people. The neighborhood or small area plan addresses issues and opportunities at a scale which is more refined and more responsive to needs than can be attained under the broad outlines of the City's Comprehensive Plan; the neighborhood plan serves as a component of that document.

### C. Planning Process

The Cole Neighborhood residents have been organized for several years and asking for planning and economic development assistance from the city. In recognition of the need to provide more personalized neighborhood planning assistance, Mayor Peña hired additional neighborhood planners and assigned two to assist the Cole planning effort.

Planning meetings were held to discuss individual projects and activities in the neighborhood as well as to work on proposed development plans with developers. There were discussions about broadening the level of involvement in terms of citizen participation and there were discussions about what the area of focus ought to be. At numerous meetings, residents and merchants stated that the biggest concerns were related to Bruce Randolph Avenue (B.R.A.), previously named 34th Avenue. The Planning Office agreed with the community, to focus efforts on improvement and revitalization of Bruce Randolph Avenue.

To kick off revitalization efforts, Councilman Hiawatha Davis, Jr., the Denver Planning Office, merchants and the community worked together to change the name of East 34th Avenue to Bruce Randolph Avenue. This was accomplished in 1986 in honor of Daddy Bruce. The name change brings positive attention to the strip as a very special place. A Bruce Randolph Avenue task force was then organized by the Planning Office and Councilman Hiawatha Davis, Jr., with representation from Cole and Clayton resident groups; merchants on Bruce Randolph Avenue; landowners; the Northeast Denver Housing Center; the Center for Community Development and Design; a pastor from a local church on Bruce Randolph Avenue; a private architect and five city agencies (Planning Office, Economic Development Agency, Community Development Agency, Department of Safety and the Department of Public Works). This task force has been meeting since December 1985 with the single goal of developing a workable plan to revitalize the strip.

All members of the committee have contributed verbally and in writing to the issues and recommendations found in this draft plan. Initial input was obtained from the larger neighborhood at a special community meeting held in the Fall of 1985. Early input was also obtained from merchants through a Cole neighborhood merchant survey conducted in 1984. It is the committee's intention to go back and present this draft to the larger community, the merchants organization and other city agency personnel for additional input and fine tuning.

## II. INTRODUCTION

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### A. Background

The revitalization of Bruce Randolph Avenue (B.R.A.) from Downing Street to Colorado Boulevard is crucial to improving the quality of life in both the Cole and Clayton neighborhoods. B.R.A. is a key mixed use collector street bisecting both of these communities. Residents, merchants, landowners, area professionals, the City and the Council representatives have come together to address the issues facing Bruce Randolph Avenue and to prepare this plan for action. This effort has come about in response to a push for change by the community and merchants. The planning process was designed to coordinate efforts through a broadly representative committee and to build on recent momentum stemming from new private investment visible on the strip. This planning work builds on the following activities:

- o The Bruce Randolph Avenue area is located in the heart of inner city neighborhoods that are experiencing some rejuvenation and improvement of the adjoining housing stock.
- o The Bruce Randolph Avenue area is in the city's revitalization area (based on locational and socio-economic factors) and thus it qualifies for special funds and programs for housing and economic development funds. A Fall 1985 Slum and Blight Study prepared by HOH Associates, Inc., also found the area to be in need of assistance. The findings identified Bruce Randolph Avenue as a potential area for urban renewal funding stating, "... it is clear that there is a presence of substantial adverse conditions that affect the sound growth of the community and the living environment of the adjoining neighborhoods."
- o In the late 1970s, the commercial shopping center at 34th and Downing received a Neighborhood Business Revitalization (NBR) designation which led to its revitalization. Public improvements including trees, sidewalks and handicapped ramps, have just been installed. This shopping area serves as the strip's anchor on the west end.
- o Commercial and residential investments are evident with improvements to Daddy Bruce's existing business at 1629 East Bruce Randolph Avenue and his proposed new deli on the corner of B.R.A. and Franklin Street. At that same corner, the old Franklin Hotel has been newly renovated into apartments above the deli. Another vacant and abandoned apartment building on the corner of Bruce

Randolph Avenue and Williams has been purchased and is undergoing renovation for ten units. There is a third residential building also proposed for renovation a block north at 35th and Williams Street and a couple of single family homes along the strip that are also participating in rehabilitation programs. These projects are public/private ventures assisted by the City's Economic Development and Community Development Agencies. The southeast corner of Bruce Randolph Avenue and Franklin Street has recently been purchased by the Northeast Denver Housing Center. They are currently developing strategies for commercial redevelopment of that block. Finally, the owners of the Park Hill Golf Course property are moving forward with development plans for their property at 35th and Colorado Boulevard. They are researching options for retail or mixed use development. This project once off the ground would serve as an anchor on the east end just off of the strip.

- o There are several franchise businesses that are stable and should participate in revitalization efforts. All are in the study area.
- o There are 3 city owned sites and a fourth owned by the Denver Housing Authority in the study area. All are vacant and provide an excellent opportunity for infill housing development. Specifically, the sites are located at Bruce Randolph Avenue and Marion both the south and northeast sides, Lafayette and Bruce Randolph Avenue's southwest corner (DHA), and Humboldt and Bruce Randolph Avenue on the southwest corner.
- o An entire block on Bruce Randolph Avenue between Elizabeth and Clayton Streets on the north side is being renovated by the Hope Center. The Hope Center will provide preschool and daycare services for the retarded, out of this facility. This large previously abandoned structure was formally a supermarket. The Hope Center recently was awarded \$200,000 from the Mayor's Advisory Council to help offset the cost of renovation for the facility. The funds will be used primarily for a play ground, landscaping and beautification of the grounds.
- o Cole Junior High School occupies an entire face block on the south side of Bruce Randolph Avenue between Humboldt and Franklin Streets. The committee will be working with the Denver Public Schools to determine how they can assist with beautification efforts of their property. Additionally, it has been suggested that their grounds be made more open to the community for parades and festivals that can pull the entire community together.

- o Merchants applied for and received close to \$200,000 in grant funds for beautification of 6 different nodes on the strip along the public right of way. A \$12,000 grant was awarded to an apartment renovation project at Bruce Randolph Avenue and Williams.
- o A merchant's organization has been formed as a result of a recent workshop held to expand communications with all merchants on the strip. Merchants are working to secure a paid staff person to implement the plan's recommendations and to take it a step further in applying for an expansion of the Neighborhood Business Revitalization program east towards Colorado Boulevard and individual developers and landowners continue to work on revitalization and development projects.

#### B. Issues/Goals

The critical issues brought out by all involved are centered around two items: 1) the poor visual environment, ranging from deteriorated properties and structures to the widely known criminal activities and anti-social street behavior; and 2) the uncertain economic climate and the particular needs of area business persons.

The primary goal is to clean up and beautify the strip so it becomes more useful and inviting as a pedestrian avenue, and to join the city, the community and the merchant's association in a partnership to improve the economic climate of the area.

There are no grandiose schemes or surprises with this plan, it is simply a statement of the problems and a call for action to address these problems in a timely way. The plan must increase public, private and political awareness about the importance of providing assistance to the strip. It is also intended to be the common framework for making future decisions about economic stability, city services, public/private development, urban design and beautification of Bruce Randolph Avenue. Hopefully, improvement will take place without the prescription approach and will instead be the result of common goals spelled out in this plan.

### III. CHARACTER SUMMARY AND DEMOGRAPHIC PROFILE

#### A. Character Description

The Bruce Randolph Avenue study area spans two neighborhoods, Cole and Clayton. There is quite a bit of diversity along the 2 mile stretch. The study area is anchored on the west by the Downing shopping center and the east by the Colorado Boulevard retail activity and the Parkhill Golf Course property scheduled for retail/office development. It consists of a series of nodes that differ dramatically in terms of the overall feel, the mixture of land uses and existing zoning. Properties vary in terms of their level of deterioration, visual attractiveness, architectural styles, the level of activity generated and type of activities both positive and negative. The retail mix ranges from small mom and pop shops that attract nearby residents who walk in, to major franchises located at busy intersections (e.g., Colorado Boulevard) that attract neighborhood and regional traffic. The housing stock is also mixed with some multi-family structures but predominantly single family houses. Houses tend to be in better condition than many of the commercial properties, and overall conditions generally improve when moving east on the strip.

The perception or image of the area has two sides, internal and an external to the neighborhood. The external image is basically negative to passersby and neighborhood residents a few blocks away who occasionally view it from a distance. Many properties are felt to have become a "relocation" area for illegal and anti social street activities that previously flourished at "the Points". The anti social behavior affects some pedestrians and inhibits them from walking about freely and frightens them away from businesses. The negative image is compounded by the feeling of hopelessness and the feeling that there is a lack of support to address the issues. Many also feel that the area is neglected in terms of general code enforcement and the efficiency and frequency of basic city services such as street sweeping, trash pick up and the lack of maintenance, clean up or landscaping of city properties and rights of way. The external image is that this is an area that is deteriorating physically and socially. Progress exists but goes relatively unnoticed. There is little knowledge about the individual or collective efforts to revitalize the strip, but the problems are well known by people in the larger community.

The internal image of the study area held by Bruce Randolph Avenue residents, merchants, landowners and developers as well as Bruce Randolph Avenue committee members, is more positive. The problems are clear and the impacts have been felt, but the possibilities for renewal are seen as good especially in light

of renewed interest on the part of property owners and the city, and with the push from the community to take action. Those on the strip know the area well and thus, recognize positive changes occurring. They are hopeful but realistic and most are willing to be active participants in the revitalization movement.

## B. Demographic Profiles

### COLE

The Cole Neighborhood is bounded by 40th Avenue on the north, York Street on the east, Martin Luther King Boulevard on the south, and Downing/Walnut Street on the west. It is classified by the Denver Planning Office as a minor to moderate redeveloping area.

Cole is a small neighborhood with 339 acres. It is predominantly residential. The population according to Denver Regional Council of Government's 1985 estimate was 4,970. The 1980 census showed the population at 4,928 as compared to 5,418 for 1970 and 7,259 for 1960. The most recent loss is minimal and is similar to losses experienced by other neighborhoods; it is reflective of a national trend to fewer persons per household.

Ethnically, the area is mixed but is occupied primarily by persons of Spanish origin and Blacks. The 1980 census shows 2,338 persons of Spanish origin (47.4%); 2,026 Black (41.1%); 511 White (10.4%); 31 Asian (.6%); and 22 Native Americans (.5%).

Young adults (25-34 years) form the largest age group with 841 persons. Persons 75 years and older make up the smallest age group with 146. Other age groups are about equal with just over 400 in each category (i.e., children and middle aged persons).

This inner city neighborhood has a mix of owner and renter occupied housing. The average age of the housing stock is mixed but is generally 44 years or older for single family homes and 35 years for multi-family structures. The area has experienced some redevelopment or conversions of single family units to multi-family structures. There have only been a few new infill housing developments in recent years.

The median household income was \$10,341 in 1970, but dropped by \$1,255 to \$9,086 in 1980 (Census Bureau). The median family income citywide in 1980 was \$15,500. The unemployment rate for the neighborhood in 1970 was 6.7% compared to 4.29% citywide. For 1980, the neighborhood experienced a significant increase to 13.3% unemployment as compared to 6.02% citywide. Cole's unemployment increased by 6.44% during that ten year period. The 1980 adult median education level was 11 years (11th grade) as compared to 10 years for 1970.

### CLAYTON

The Clayton neighborhood is also a predominantly residential neighborhood and it lies to the east of Cole. It is bounded on the north by 40th Avenue, the south by Martin Luther King Boulevard, on the west by York Street and the east by Colorado Boulevard. The neighborhood has experienced very little redevelopment pressures compared to neighborhoods closer in toward Downtown. The land uses are basically compatible with the R-2 medium density zone district that covers much of the neighborhood.

Clayton is a small 350 acre neighborhood and according to the Denver Regional Council of Government's 1985 estimate, it has 4,758 people. The 1980 census revealed the population as 4,622 as compared to 5,112 for 1970 and 5,172 for 1960.

Ethnically, the area was 79.1% Black in 1980. The 1980 census also shows 515 persons of Spanish origin (11.1%); 351 White (7.6%); 84 Asian (1.85%); and 18 Native Americans (9.4%).

Young adults (25-34 years) form the largest age group with 374 persons. Other age groupings are nearly equal in numbers, with over 200 persons in each category. The median age for the neighborhood is 28.7 years.

Income and employment data published by the U.S. Census shows Clayton's median household income for 1970 was \$12,985, and like Cole, salaries dropped to \$11,587 for 1980. The 1980 citywide income was \$15,560. The percent of residents unemployed in 1970 was 8.58% as compared to 8.36% in 1980. The 1980 adult median education level was 12.1 years, close to the 1980 citywide median education level which was 12.8% years.

## C. Community Facilities

### Overview

The richness and diversity of Bruce Randolph Avenue is evident with the large number of community facilities located on this short 2 mile stretch. There are 10 facilities, equating to nearly one every other block. These facilities are well supported by the neighborhood and they offer a variety of services to meet special needs. The condition of many of the facilities, however, is poor, either in terms of general appearance, structural conditions or upkeep of the public rights of way. Many will be targeted for improvement programs as revitalization continues. These facilities include:

1. Mercy and Peace Pentecostal Church  
Location: 3350 Lafayette Street  
Built: 1888
2. Cole Middle School Playground  
Location: Humboldt Street; Franklin Street along Bruce Randolph Avenue
3. St. Paul Grand Lodge Scottish Rite No. 1 and Electra Grand Chapter OES  
Location: 1615 Bruce Randolph Avenue  
Built: The building in which the organization is quartered was built in 1890.  
The secret fraternal religious non-profit charitable organization was established in Denver, 1962. It is connected with John G. Jones affiliate in Chicago.
4. Epworth United Methodist Church  
Location: 3401 High Street  
Built: 1936
5. Mt. Calvary Church of God in Christ  
Location: 3354 High Street  
Built: 1913
6. Denver Federation of Colored Women's Clubs  
Location: 3401 Race Street  
Built: 1916  
The Denver Chapter is affiliated with the National Headquarters located in Washington, D.C. The local group engages in grass roots educational work for the benefit of themselves and community besides contributing to some social services. The National Association of Colored Women's Clubs was organized in 1896 and is one of the oldest women organizations in the United States. The seven program objectives for the national association include:

1. Promote education for women and girls.
  2. Raise the standards of home.
  3. Work for moral, economic, social and religious welfare of women and children.
  4. Protect equal rights of women and children.
  5. To secure and use their influence for enforcement of civil and political rights for the group.
  6. To obtain for colored women the opportunity of reaching the highest standards in all fields of human endeavor.
  7. Promote interracial understanding so that justice and goodwill may prevail among all people.
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7. Mt. Sinai Baptist Church  
Location: 3356 Clayton Street  
Built: 1876
  
  8. Central States Conference Corporation 7th Day Adventist Church  
Location: 3301-3385 Albion Street  
Built: 1963
  
  9. Park Hill Orthodox Presbyterian Church  
Location: 4095 Bruce Randolph Avenue  
Built: 1956
  
  10. East Denver Temple Association  
Location: 3400 Albion Street  
Built: 1958  
A temple hall owned by East Denver Lodge #160 AF & AM.

#### IV. MAJOR ISSUES AND RECOMMENDATIONS

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##### A. Environment

###### Overview

Environmental conditions along Bruce Randolph Avenue (B.R.A.) are mixed. The general feel or atmosphere of any area is created by the people, the businesses, the street activity and the cleanliness of properties. Community pride, private management of properties and buildings along with adequate code enforcement and city services are all important factors in shaping an environment.

While there are some deteriorated residential properties along the strip, residential uses tend to be in better condition than commercial properties. Generally speaking, the environment on the east end of the strip towards Colorado Boulevard is better than conditions west towards Downing. There is a movement in the community now, to combat crime, to push for revitalization of Bruce Randolph Avenue and to change the negative image that has developed because of poor environmental conditions. People want to see the physical and visual environment of the area, addressing both real and perceived problems.

###### Major Issues

1. Bruce Randolph Avenue has a poor image and has been viewed as a rough and deteriorating neighborhood. The recent revitalization and investment that has taken place is overshadowed by the negative image.
2. The high crime rate in the Cole neighborhood (#23 of 68 citywide with 68 the best), coupled with some anti social street behavior and illegal activities on the strip contributes to the poor image, and keeps people from using the positive businesses along the strip. This also deters new investors from coming into the area. In a 1984 merchant's survey crime was identified as the primary concern. Merchants who have been in the area for 10-16 years noted problems with burglaries, robberies, shoplifting and vandalism. Other illegal or anti social activities along the strip identified by the community include loitering, gambling, fencing of goods, prostitution, drug dealing, public drinking and harassment. Many feel that if the police/community relations were improved, the police could be more effective. There are no effective community crime watch mechanisms in place.

3. Some of the business are marginal and the houses deteriorated. Vacant land and buildings that are neglected or abandoned are a blighting influence on the strip. Internal structural conditions and maintenance of buildings is not always safe, comfortable or inviting. Storefronts and displays are not always attractive or well kept. Many exteriors of older buildings have been covered up with new surfaces, disguising the original character of structures.
4. The strip is not as clean as it should be; trash and litter are strewn across property; streets and alleys are often dirty and need cleaning. Many feel that City codes are not consistently enforced on property owners.
5. Improvements are needed with regard to streets, alleys, sidewalks, curbs and gutters. Better maintenance is also needed.
6. There is concern that deterioration breeds further deterioration, thus impacting the physical and moral character of the strip and increasing the lack of pride and sense of hopelessness. Residents and merchants want to stop negative trends and turn this area around to "recapture" it as a safe neighborhood street.

#### Major Recommendations

1. Merchants and police need to work together cooperatively to combat crime. Merchants need to create a crime watch program and organize an operation/identification program in the study area. Merchants and property owners should post private property signs as part of the new trespass ordinance permitting police to come on to private property to enforce the sign. Merchants and property owners need to work to secure better lighting; they need to work with the police to secure a commitment for increased scooter patrols and vice enforcement by continually communicating concerns and reporting illegal activities. Merchants need to obtain assistance from the District Attorney in filing a public measure to close down business with illegal activities that do not cooperate. Merchants need to identify acceptable street activity and discourage unacceptable street activity.
2. Landowners and business persons need to increase their sense of responsibility and work on improving property and building conditions. The city needs to provide consistent, systematic and sensitive code enforcement and institute necessary code revisions to strengthen, alter or improve the delivery of services.

3. A streetscape beautification program should be initiated. A study is needed of traffic patterns and ways to better utilize Bruce Randolph Avenue, itself to improve the appearance of the strip, and strengthen Bruce Randolph Avenue as a pedestrian avenue.
4. Annual clean up weeks are needed to clean streets, alleys, rights of way, vacant land and would serve to pull the residents and merchants together.
5. The businessmen, the larger community, political leaders and city officials should work on joint programs or events that will lead to an improved environment and image of the strip. Campaigns, parades and festivals can boost neighborhood pride and attitudes, encourage self-help and begin to change the mood of the neighborhood.
6. The business community should obtain positive press coverage of events and should educate the press about the revitalization movement.
7. A slogan contest for the strip or the merchant's organization should be developed and marketed along with a poster to increase awareness and boost pride.
8. The Bruce Randolph Avenue merchant's organization should prepare a public relations and marketing plan for the entire strip.
9. Efforts should be continued to build on neighborhood and merchants pride efforts already started by increasing involvement, awareness and self help in revitalizing the strip.

#### B. Land Use and Zoning

##### Description

The mix of land uses along Bruce Randolph Avenue from Downing to Colorado Boulevard consists of linear stretches of residential property broken up by 7 commercial nodes and an occasional free standing retail shop or office. The frontage parcels from Downtown to Colorado Boulevard make up 37 acres. Residential use and public facilities equal 28 acres and the community nodes together make up 9 acres. All commercial uses are neighborhood serving except those at York and Colorado Boulevard which have regional economic support due to high visibility and heavy traffic volumes. The 7 nodes are at Downing, Franklin, Gilpin, York, Elizabeth, St. Paul, Colorado Boulevard. Some are more active than others. The kinds of businesses include liquor stores, service stations, restaurants, barber/beauty shops, bar/lounges, grocery stores,

a drug store, a cleaners/laundromat, hardware store, and a fish market. The residential uses are predominantly single family with a few duplexes and low density multi family structures.

The zoning along the strip includes B-4 (general business district), B-2 (neighborhood serving retail), and a limited amount of B-1 (low scale professional office). The B-2 zone district is the primary zone for commercial properties. There are 2 Planned Unit Development zones (PUD), one for a grocery store. The other is a vacant lot planned for commercial development. Residential zoning includes R-4 (very high density residential and/or office), R-3 (very high density multi-family housing), R-2 (single-family and low density multi-family). The R-4 and R-3 districts each cover one face block on Bruce Randolph Avenue. The vacant R-4 parcels are on the south side of Bruce Randolph Avenue between Marion and Lafayette Streets. The R-3 site is on the south side of Bruce Randolph Avenue between Monroe and Garfield. There are 4 single-family houses on the R-3 site in good condition and all face Bruce Randolph Avenue.

The scale of commercial and residential structures along Bruce Randolph Avenue is predominantly single story with several older 2 story houses mixed in and a couple of older apartment buildings. The tallest structure is the Old Franklin Hotel which is 3 stories. The character and scale of development along the strip is compatible with that of the adjacent residential neighborhoods. The relationship between how the land is used and how it is zoned, is not cohesive. While legally permitted, single family uses are nearly all zoned R-2 for slightly higher densities, thus, allowing conversions to multiple units. There are some single-family units zoned R-3 for high density apartments. There are a few duplexes zoned for commercial development and there are commercial properties zoned for residential use. Both the R-3 and R-4 zone districts permit development to occur that would not be in character with Bruce Randolph Avenue land uses nor would the development be in character or scale with the adjacent neighborhoods. While development of the vacant R-4 land is desired, proposals must assure compatibility and sensitivity to the character and scale of existing adjacent development.

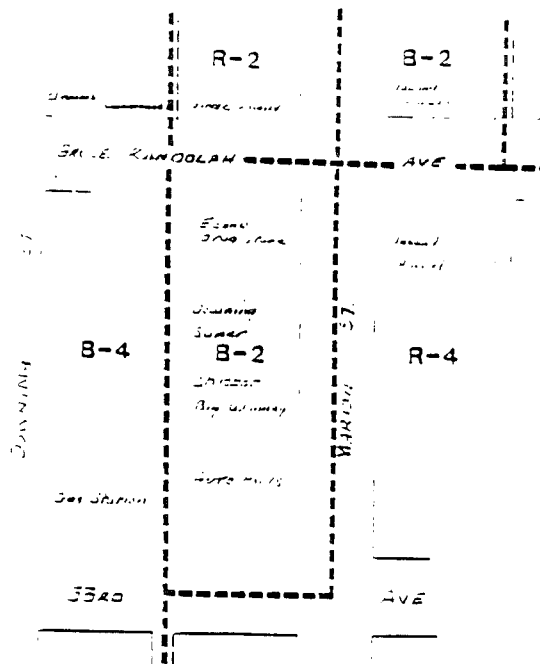
For descriptive purposes and to get a better feel for land use and zoning conditions, the strip has been divided below into sections:

#### Downing-Marion

The small 2.5 acre shoppette located on Bruce Randolph Avenue between Downing and Marion was designated a Neighborhood Business Revitalization area (NBR) back in 1978 by the Mayor's Advisory Council. The designation was made because of the

deterioration taking place and the need to retain neighborhood serving retail uses in this low-moderate income area. This program entitled the merchants and landowners to receive concentrated matching funds and technical assistance from the city to improve the economic development climate. The NBR helped to bring in the current grocery chain and strengthen other support retail services. Matching funds were used for renovation of facades and for beautification. Public improvements (i.e., sidewalks, trees) for the right-of-way were also installed. Today, this is a thriving center. Businesses in and/or adjacent to the shoppette include a drug store/liquor store, restaurant, grocery, meat market, auto repair shop, a gas station, a health facility and a cleaners and laundromat. The center benefits from the support of the immediate residents as well as drawing on heavy traffic volumes along Downing Street.

North of the center on Marion, are 4 single-family structures which face Bruce Randolph Avenue. They are zoned R-2 for single-family and duplexes. Both the northeast and southeast corners of Bruce Randolph Avenue and Marion are vacant and owned by the city. The northern parcel is zoned B-2 and the southern one is zoned R-4 for office/residential at very high densities. The following map depicts land use and zoning for this area.



**DOWNING to  
MARION streets**

### Lafayette-Williams

The land uses along this 4 block stretch of Bruce Randolph Avenue are mixed but the area is predominantly commercial. An exception is at the Lafayette intersection where there are 5 single-family houses, a church and a vacant lot owned by the Denver Housing Authority. The residential uses are properly zoned. From Humboldt to Gilpin Street is the commercial strip where Daddy Bruce's Barbeque is located (at Gilpin). Also in the B-2 zoned area is Cole Jr. High, a lodge, a fourplex, the Old Franklin Hotel (at Franklin Street), a vacant commercial building, and a single-family house. Other retail uses include a Phillips gas station, a thrift store, an auto electric shop, Bait and Tackle shop, a record store, liquor store and a bar. Daddy Bruce is planning to open a deli on the ground floor of the Old Franklin Hotel which has recently been renovated into apartments. Three frontage parcels from Humboldt to Gilpin on the south side, are zoned R-2. Two are vacant lots (one city-owned) and one is part of Cole Jr. High. Three of the four corners on Williams Street are also zoned for residential and include an apartment building, a duplex and a single family house. The apartment building which has been abandoned was recently purchased by a developer who is renovating it into 10 apartments. The northeast corner is a small grocery store zoned Planned Unit Development (PUD) specifically for its use. The match between zoning and land use here, is poor. There are a few single family houses and apartments in the B-2 zone district and part of Cole Jr. High is zoned B-2 (see the following map).

Generally speaking, property conditions here need improvement. There are some buildings in especially poor condition that bring down the appearance of the rest. This area has received a lot of positive publicity in recent years due to Daddy Bruce. His community wide free dinners to feed the poor on holidays has gained him national recognition. There is concern that his efforts and the visibility and exposure he has offered the strip has been offset by the poor condition of other properties and because of visible crime and anti-social street activity which all attract negative attention.

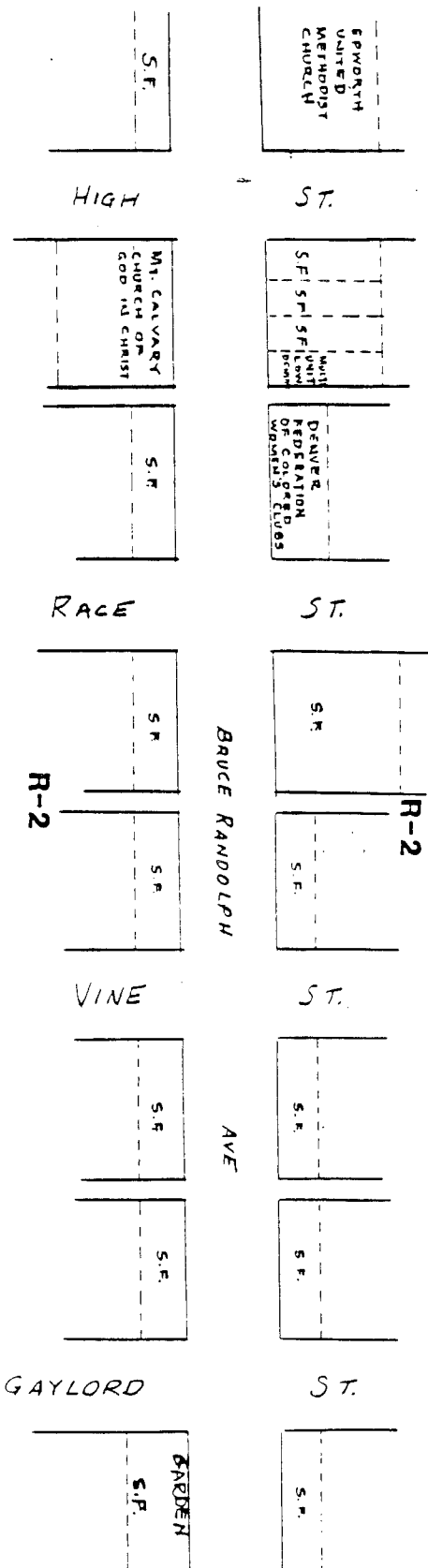


### High Street-Gaylord

This area is predominantly single-family residential with one duplex. There is one vacant lot which is being used as a private garden at Gaylord. The only other land uses are public facilities including two churches and the Denver Federation of Colored Womens Clubs. Only 4 of the structures face Bruce Randolph Avenue (at High street). The others (11 units) orient toward the side streets. All of this area is zoned R-2 which typically permits single-family units and duplexes. (see following map).

Property conditions range from good to excellent with maintenance improving as you move eastward along Bruce Randolph Avenue. Private yards tend to be attractively landscaped and well maintained, as is much of the public right of way.

# HIGH to GAYLORD streets



S.F. = Single Family

### York-Fillmore

The uses from York to Fillmore includes a fairly equal mix of single family residential and retail, a couple of duplexes, vacant land and public facilities. A major retail node exists at York Street and Bruce Randolph Avenue. It appears quite active and serves a number of shopping needs of nearby residents. This node also flourishes from support of auto passengers who stop on their way to other destinations. While the visibility is good and the high volume of traffic brings business, there are a couple of constraints. One is the limited amount of parking available and the other is an unacceptable amount of illegal activity. The retail uses include a hardware store, cleaners, gas station, a bar, a beauty shop, maintenance club, liquor store, office, drug store and a restaurant (see following map).

A second smaller commercial stretch begins at Columbine Street and runs along the north side of Bruce Randolph Avenue to Fillmore Street. Residential uses occupy the southern part of the strip except for a real estate office on the southwest corner of Fillmore and Bruce Randolph Avenue. The most notable land use is a vacant abandoned grocery store that occupies an entire block at Elizabeth and Bruce Randolph Avenue. This was once a very busy center with a number of retail outlets. When the grocery chain moved out, support retail followed. Retail that remains adjacent to the old store, includes a bait and tackle shop, a radio/tv repair shop, a small grocery, a fish market and a couple of vacant storefronts.

The match between zoning and land use is good except part of one commercial development at York is zoned R-2 and part of a retail use at Elizabeth is R-2, and a single family structure on Fillmore is zoned B-1 (see following map).

Property conditions vary. Residential properties are in good condition with trees and landscaping evident. Retail uses could be upgraded in terms of improved facades, store displays, landscaping and street trees.



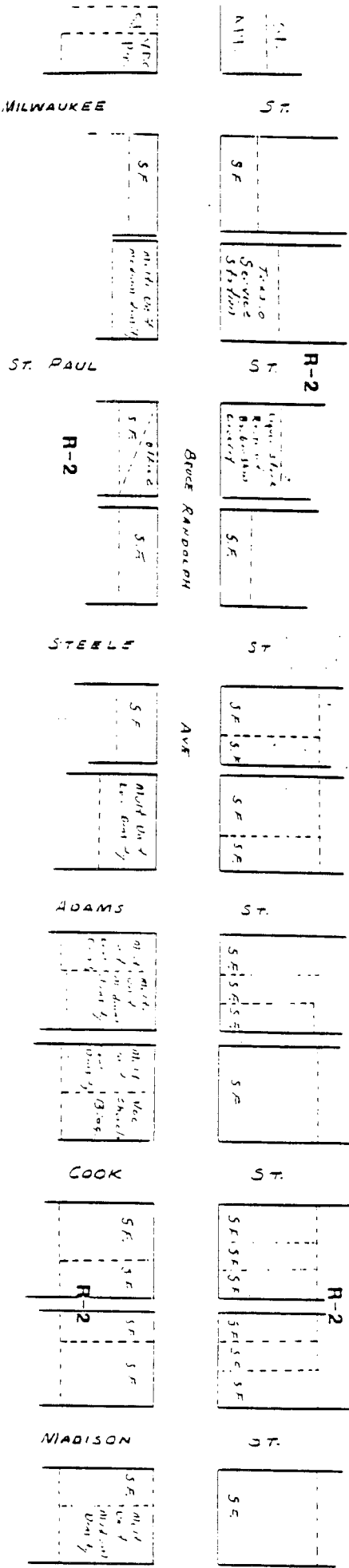
### Milwaukee-Colorado Boulevard

The primary land use here is single family residential, most of which faces on to Bruce Randolph Avenue. There are also about a half dozen duplexes or low density multi-units houses and 2 retail nodes. One is a mini retail node at St. Paul with a Texaco, liquor store, bait and tackle shop, barber shop, office and a small grocery store. The second and most prominent retail node on the strip, is at Colorado Boulevard. This is a strong, active neighborhood and regional serving business node that benefits from high traffic volumes, 2 bus routes that intersect here and good visibility. There are a few franchise businesses including McDonalds, Jack in the Box, Texaco and Churches Chicken. Most of the businesses are well kept but landscaping is minimal.

The Park Hill Golf Course property is one block north at 35th and Colorado Boulevard. Part of this land is owned by the Clayton Foundation and part is owned by an Alaskan Indian group. They are currently looking at potential redevelopment of the site to mixed use or a major retail center. Ideally, redevelopment of this site would provide an activity node or anchor retail project for the east end of Bruce Randolph Avenue.

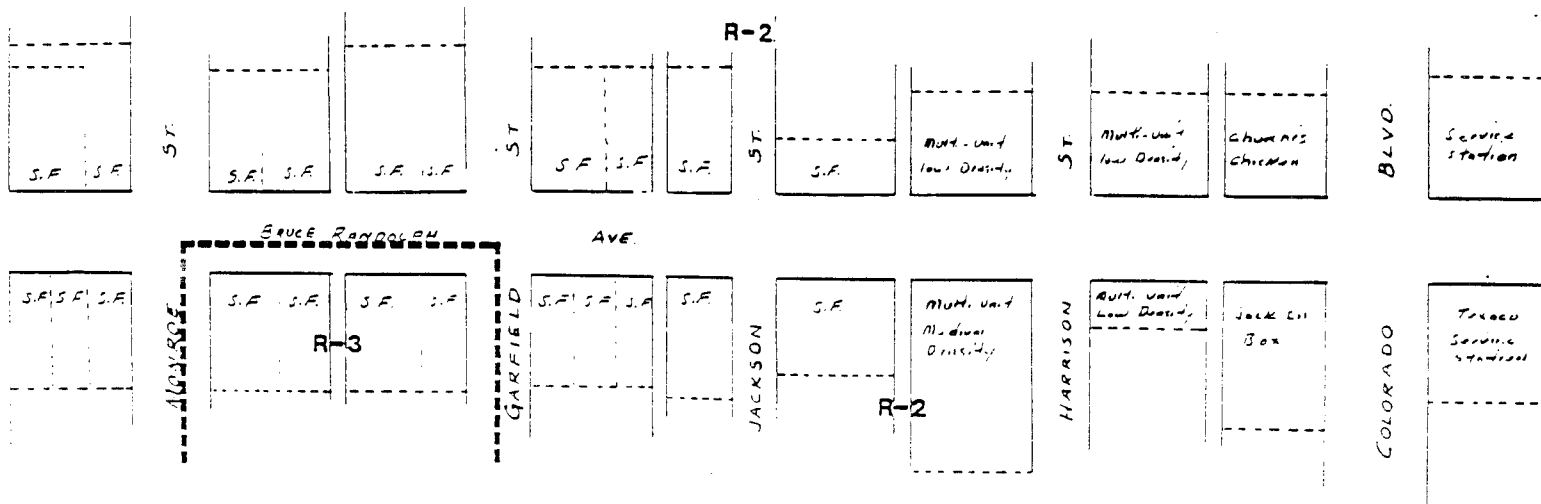
The zoning along this few block area, is all for low density residential use with the exception of the Colorado Boulevard node (B-2) and one parcel for apartment type development (R-3) from Monroe to Garfield on the south side of Bruce Randolph Avenue. The golf course property is zoned O-1. The zoning and land use are compatible except for the R-3 which covers 4 single-family structures and permits high density residential redevelopment to occur.

# MILWAUKEE to MADISON STREETS



S.F. = Single Family  
 Vac. = Vacant  
 Bus. = Business  
 Apt. = Apartment

# MONROE to COLORADO BLVD



S.F. = Single Family

### Major Issues

1. The R-3 and R-4 zoning permit much higher densities and scales of development to occur than exist along the strip or in adjacent neighborhoods. The R-4 land is vacant.
2. There are six commercial buildings or parking areas in the R-2 zone district. Nearly all are viable uses that serve the neighborhood. Three of these are located at the St. Paul intersection. One is a busy Texaco station, another is an office, and the third structure accommodates a grocery store, a liquor store, bait and tackle shop and a barber shop. All are in fair to good condition. A fourth commercial structure at Milwaukee is vacant and abandoned. It formerly housed a small ice cream shop similar to a Dairy Queen. The other two are commercial extensions into R-2 zones. One is the parking area for a business on York Street's southeast corner. The other is on Elizabeth and Bruce Randolph Avenue's northwest corner where the building sets back into R-2 but the frontage and parking area are in the B-2 zone district.
3. It is felt by many that existing zoning ordinances governing land use and zoning and health and safety regulations are not well followed by merchants, residents and landowners, nor are the codes enforced properly by appropriate city agencies. Examples include dirty streets and alleys, improper use of dumpsters, inadequate dumpster pick up, outdoor storage and visible illegal activities.

### Major Recommendations

1. Research the feasibility of changing the R-3 zone district (Monroe-Garfield) to be more compatible with the single-family uses on the block.
2. Determine the appropriate land use(s) for the city-owned R-4 zoned parcel at Marion and the appropriate zone district for desired development.
3. Determine the viability and future of all non-conforming uses and bring into conformance (land uses not appropriately zoned). Reduce conflicts between existing non-conforming uses and neighboring land uses.
4. Encourage merchants, residents and landowners to take better care of properties and follow the city codes and ordinances governing the care and maintenance of their property.

5. Encourage city agencies involved in code enforcement (Zoning, Building Department, Health and Hospitals, Police) to crack down on code violators.
6. As redevelopment and new development takes place, encourage design that is in character with existing land uses in terms of heights, scale, density and open space.
7. Encourage the development of additional neighborhood serving convenience uses concentrated at existing commercial nodes or on the Park Hill Golf Course site when redeveloped. Continuous linear strip commercial development should be discouraged.
8. Develop better transitions between commercial uses and residential, in terms of design considerations, landscaping, fences, etc.
9. Require developers to attractively landscape developments including parking areas and rights of way.

#### C. Economic Development

##### Overview

The primary emphasis of this plan is to improve the economic climate and livability of Bruce Randolph Avenue, with emphasis on areas where deterioration has occurred. The goals are to improve or replace marginal business activity; eliminate illegal activities; discourage anti-social street activity; improve the physical environment through clean up, rehabilitation and beautification; attract new business and residential development on the strip; increase the business person's ability to survive and attract a stronger, more diverse market.

While Bruce Randolph Avenue has a mixture of residential and commercial uses, there is a strong commercial feel to the Avenue. This is for a variety of reasons. First, Daddy Bruce's establishment is well known as being on the strip; there is a strong presence of active retail nodes; the residential environment is interrupted with the dispersal of these retail nodes over a 2 mile stretch. This commercial "feel" is also due to the fact that Bruce Randolph Avenue is not a quiet, local neighborhood street. It is a collector street that is more heavily traveled and thus, lends itself to some retail development. Finally, the business deterioration draws attention to commercial nodes more than residential uses. There is no uniform design along the strip outside of the streetscape and sidewalk work being installed around the Downing center.

Some renovation is visible. Some is planned both in terms of rehabilitation and new infill development. Still other business owners are gaining interest in rehabilitating their properties. The Downing Center is complete and a number of other businesses across from the center are planning renovations and streetscaping. Other economic development projects along Downing Street and Bruce Randolph Avenue include La Hacienda Restaurant (complete), Hanks Conoco, Your Valet Cleaners, Koin Kwick Laundry, Sandmac convenience store and car wash, the old Franklin Hotel (complete) and Daddy Bruce's Deli. La Hacienda, at 32nd and Downing has just opened for business after major expansion and remodeling. It has been in the community for over 45 years. It has been redesigned with a southwest decor including bright colors, plants and colorful tile work.

A number of businesses along Bruce Randolph Avenue are quite stable in that they have been in business at their current location for many years. Since many are small and have small gross leasable areas, they require less capital and inventory which provides them with the opportunity to be self employed and be to entrepreneurs. The vacancy rate along the strip is quite low because of the market for these smaller spaces.

As mentioned, there are a number of vacant lots on or adjacent to Bruce Randolph Avenue that are prime for development. Most are zoned for residential use but may make sense for mixed use as well. Development of housing units on city owned vacant sites on Bruce Randolph Avenue (i.e., Marion, Humboldt, Lafayette) will provide more purchasing dollars to support existing businesses and attract new retail development.

There are 9 acres of commercial zoning along Bruce Randolph Avenue. The average age of commercial structures is 30 to 40 years with the newer, more modern structures concentrated at major crossroads such as Colorado Boulevard and York Streets.

Studies indicate there is a market for convenience retail and professional services in the area. Unfortunately, a lot of patronage is lost because of crime, environmental conditions and poor marketability of existing businesses and services. Improvement of the business climate along Bruce Randolph Avenue is key to turning the entire area around.

The following pictures are just a few examples of commercial nodes and structures, vacant parcels, residential use and abandoned structures.



DOWNING ST & BRUCE RANDOLPH AVE. DOWNING CTR.



LAFAYETTE ST & BRUCE RANDOLPH AVE. LOOKING N.W.  
CITY OWNED VACANT PARCEL.



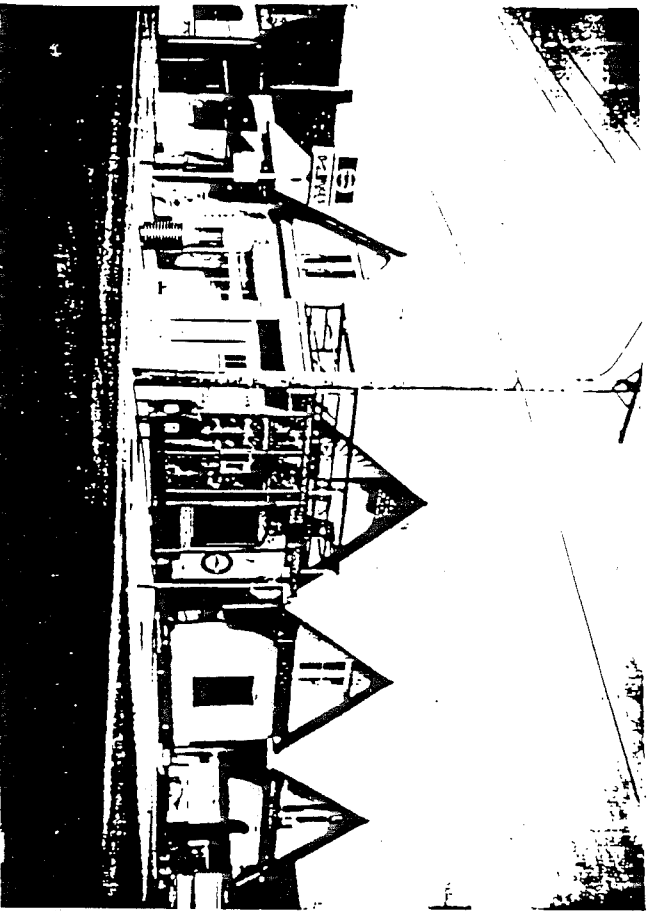
N.E. MARION ST & BRUCE RANDOLPH AVE. CITY OWNED  
VACANT LOT.



N.W. CORNER FRANKLIN ST & BRUCE RANDOLPH AVE.  
RETAIL NODE.



N. E. CORNER FRANKLIN ST & BRUCE RANDOLPH AVE.  
 OLD FRANKLIN HOTEL. PROPOSED DELI.



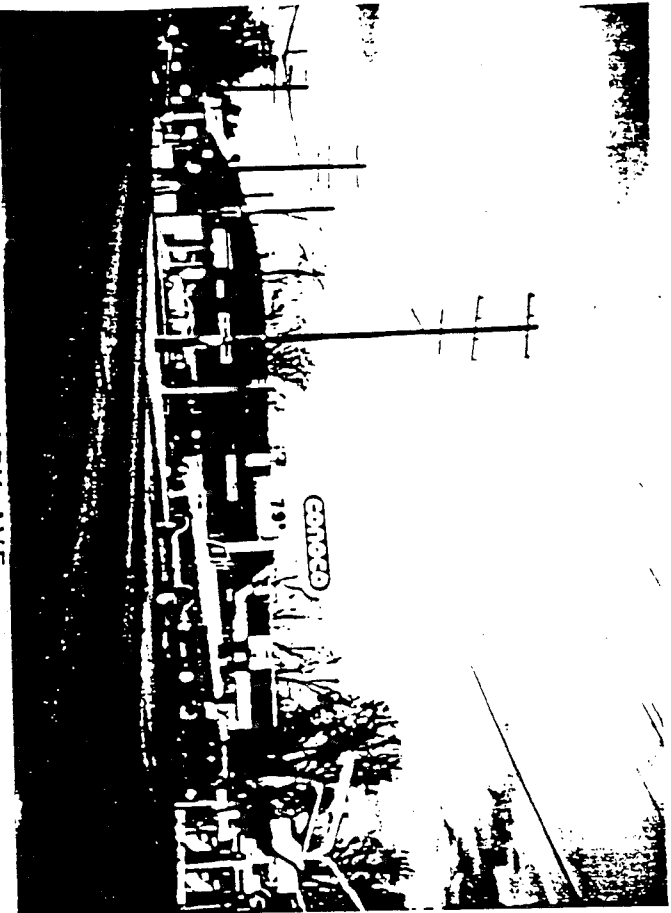
GILPIN ST & BRUCE RANDOLPH AVE.  
 DADDY BRUCE'S RESTAURANT



S. E. CORNER FRANKLIN ST & BRUCE RANDOLPH AVE.  
 VACANT. PROPOSED FOR REDEVELOPMENT.



WILLIAMS ST. & BRUCE RANDOLPH AVE. APARTMENT  
 RENOVATION.



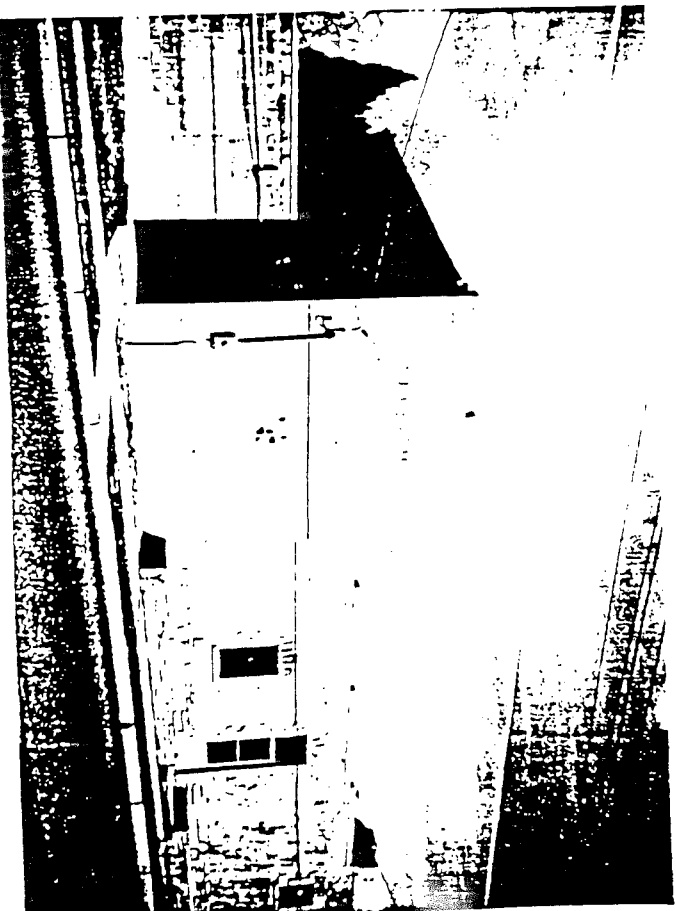
YORK ST & BRUCE RANDOLPH AVE.  
ACTIVE RETAIL NODE.



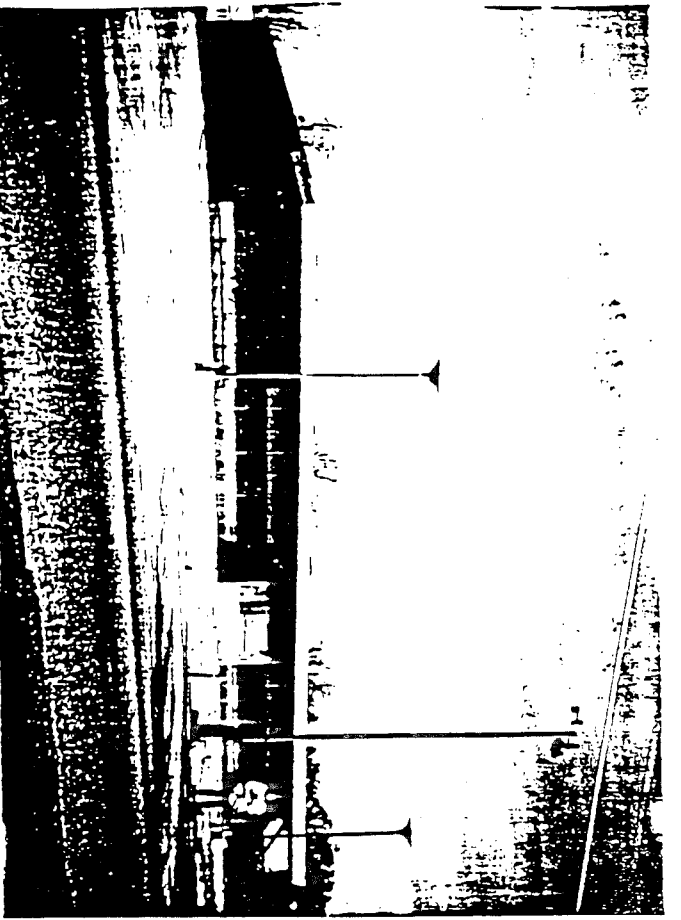
JOSEPHINE ST & BRUCE RANDOLPH AVE. N.E. CORNER.  
TYPICAL RESIDENTIAL STYLE.



COLUMBINE ST & BRUCE RANDOLPH AVE. N.E. CORNER.  
VACANT UNDERGOING RENOVATION.



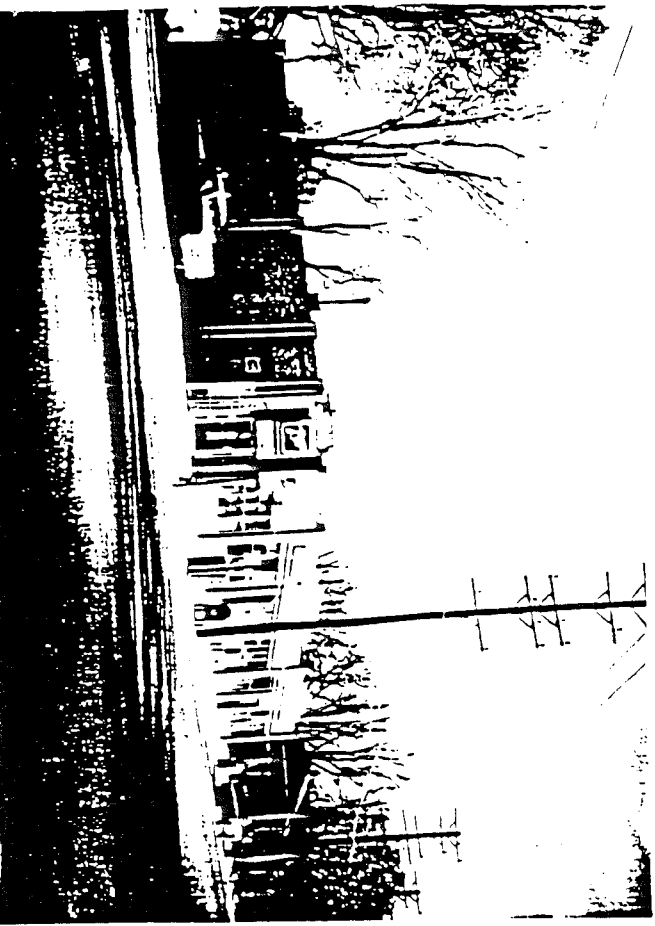
COLUMBINE ST & BRUCE RANDOLPH AVE. N.W. CORNER  
COLUMBINE VACANT BUILDING.



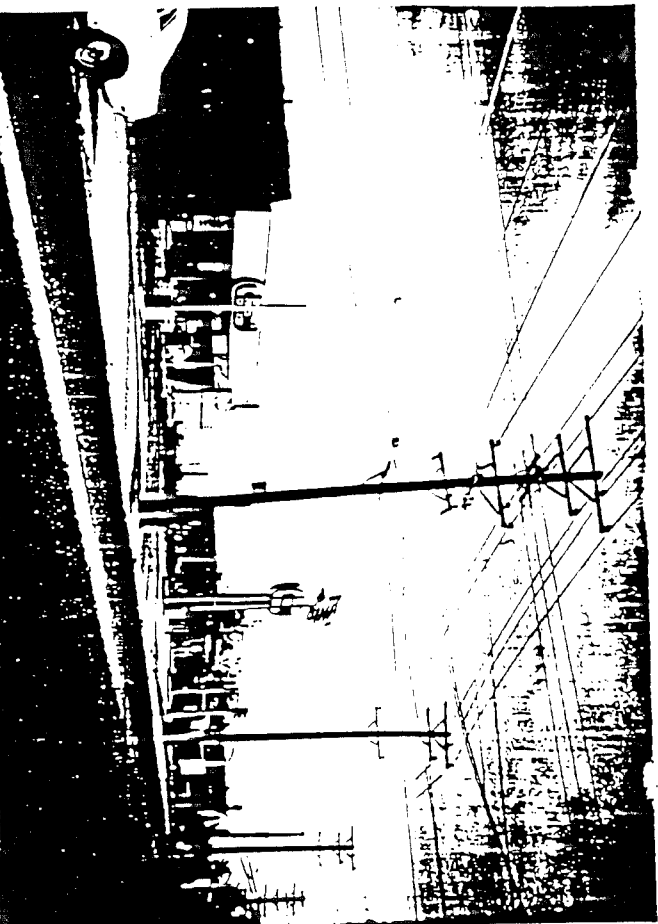
ELIZABETH ST & BRUCE RANDOLPH AVE. HOPE CENTER SCHOOL.



ST. PAUL ST. & BRUCE RANDOLPH AVE. N.W. CORNER GAS STATION.



ST. PAUL ST & BRUCE RANDOLPH AVE. N.E. CORNER MOM & PO ROCCERY.



COLORADO BLVD. & BRUCE RANDOLPH AVE. N.W. CORNER. ACTIVE RETAIL NODE

## Major Issues

1. Two merchant surveys conducted in 1984 and 1985 report that the number one problem affecting businesses is crime. Vandalism and burglaries are higher than in many other parts of the city. The high crime rate keeps people from using the businesses, and keeps investors away. Many are concerned about the illegal business activity on the strip that draws the rough crowd and encourages loitering and anti-social street activity to occur.
2. The appearance and environment of the strip as a whole is not aesthetically pleasing. Many structures in commercial nodes are not in good interior or exterior condition. They lack paint and facade work; landscaping is minimal at best, sidewalks, curbs and gutters need repair or replacement; handicapped ramps are few; and maintenance of many properties is inadequate or non-existent.
3. Major deterioration occurred with the grocery store closing at Bruce Randolph Avenue and Elizabeth a few years ago. That loss led to other business closings, deterioration of property and structures and an increase in graffiti. The Hope Center School has purchased the building and received \$200,000 from the Mayor's Advisory Council for landscaping the grounds. While this will address the issue of this building, there is still concern about adjacent commercial uses and their needs.
4. Many businesses have high mark up on goods making them unaffordable or encouraging shoppers to go out of the neighborhood for similar goods and services. Many have poor quality merchandise and minimal selection of goods to serve basic needs.
5. Many business persons lack sufficient knowledge about business management; many until very recently have not been aware of services, funds and programs available from the city agencies. Many lack necessary financing to survive, expand or make any physical improvements without assistance, and lending agencies are reluctant to participate in this area.
6. High utility costs are reportedly a burden on struggling businesses and insurance rates are stated to be too high possibly due to the crime rates.
7. The lack of sufficient parking at some nodes (i.e., Gilpin, Franklin, York) is thought to be hurting businesses.

8. Landowners and tenant relations often need improving i.e., governing fix up work and lease agreements.
9. There is some fear that as beautification and redevelopment takes place, some long standing legitimate businesses may be displaced.
10. There is concern that the unemployment rate in neighborhoods adjacent to Bruce Randolph Avenue is higher than the city's average.
11. Traffic is viewed both positively and negatively for the betterment of businesses; some feel it is an opportunity for drawing additional support; others feel the street is a barrier.

#### Major Recommendations

1. Maintain the character of the strip as primarily neighborhood serving. Build on the existing positive qualities of each node in terms of services provided, friendliness and physical character.
2. Encourage the development of a major retail anchor at 35th and Colorado Boulevard to enliven the strip, improve the image of the area and to serve shopping needs (i.e., department store with support businesses).
3. Improve the maintenance of structures and property and encourage regular clean up campaigns in the area. Encourage merchants to work with the city to meet their needs for business development or expansion and facade work. Encourage individual business owners to participate in low interest loan programs for interior and exterior renovation/expansion programs offered by the city. Channel public funds and resources onto the strip while the momentum is high, the need is great and there is strong community backing.
4. Encourage selective relocation or elimination of unwanted businesses that do not complement the goals of the plan i.e., especially blighted or illegal business that are fronts for gambling or drug dealing. Provide the space for new legitimate neighborhood serving retail uses.
5. Hire a project manager to work closely with merchants and the city to coordinate revitalization efforts and to expedite goals. Merchants and landowners should, through their dues, help support the salary for this position. This person would guide the merchant's association, organize advertising, promotions and special events, mobilize merchants to participate in revitalization

programs and help raise funds for the betterment of Bruce Randolph Avenue. The person should be skilled in small business development and must be action oriented and be accountable for producing results.

6. Work with the city's Economic Development Agency to find new tenants for vacant stores. Encourage positive business activity to come to Bruce Randolph Avenue and help force out the negative influences. Establish a leasing plan for new businesses to be brought in.
7. Conduct a city/merchant code enforcement "walk-through" along the strip. Increase city officials awareness of problems; obtain solutions and commitments; give property owners 30 days maximum to meet the codes.
8. Explain city programs on an individual basis and through educational workshops. Provide assistance and advice in the areas of purchasing, merchandising, bookkeeping, computerization of inventory, quality of goods and services, pricing and other needs. Respect differences in attitudes and management methods while also recommending valuable alterations. Work with merchants to increase pride in their stores, the strip and the broader community. Work with those that are struggling, to improve their ability to survive; capitalize on traffic and visibility as well as Daddy Bruce's exposure.
9. Strengthen the relationship between the industrial sector a few blocks north of the strip and the businesses along Bruce Randolph Avenue. Obtain their patronage through advertising and promotions and providing needed services.
10. Government buildings should be encouraged to locate on or near the strip, to help stabilize the area and bring people into the neighborhood to support the businesses.
11. Explore the possibility of establishing an business "incubator" incubator on the strip for the same reasons outlined above.
12. Encourage merchants to work closely with owners of major business and anchors (i.e., Colorado Boulevard and York Street) to draw them into the revitalization process as well as to tap into their management expertise.
13. Improve aesthetics and visibility of signage. Encourage uniform signage for the whole strip while allowing some individuality and flexibility for each node.
14. Determine what steps can be taken to improve tenant - property owner relations regarding fix up and lease agreements.

15. Determine the extent of problems with high utilities and insurance rates and the relationship of these costs to the negative perception of the area and/or crime rates.
16. Study existing parking to determine if there are deficiencies or management problems.
17. Discourage any efforts to make Bruce Randolph Avenue a continuous commercial strip. Focus efforts on the improvement of existing businesses and nodes prior to attracting new businesses or infill development. Tailor programs to the needs of these businesses. Concentrate on the qualities of each node and strengthen conditions with available resources in a phased fashion. Marginal cosmetic fix up work is not enough (i.e., at Colorado Boulevard and York, improvements should capitalize on the crossroads image, franchises, traffic and convenience. At Gilpin, emphasize the specialty shops and Daddy Bruce's restaurant. At Downing, emphasize the complete neighborhood retail center).
18. Determine the status and future of existing non-conforming business uses in residential zones; for those that remain on the strip, encourage code enforcement, clean up and beautification of property including the rights-of-way. It may be desirable to relocate some of them to the more active retail nodes.
19. Encourage merchants to hire local neighborhood residents for jobs to help the unemployment situation. Analyze employment needs and identify strategies, i.e., training, job placement, expand existing businesses and manufacturing companies at the neighborhood perimeter; develop "export" businesses or service businesses with high employment potential.
20. A specific trade area analysis may need to be completed in order to further define the market area for Bruce Randolph Avenue and to identify specific new businesses that could be supported along the corridor. Solicit the Center for Community Development and Design to conduct this study. Also conduct a participatory economic analysis of Cole and Clayton households to determine where the dollars flow.

## D. Housing

### Overview

Residential development along Bruce Randolph Avenue includes single family houses, duplexes, court houses and low rise apartments. The housing diversity is part of what adds to the character of the strip. The density and scale of housing development along the strip is compatible and blends in well with housing in the larger area. It is one and two stories in height. There are 76 single family structures, representing 10 acres of the 38 acres in the study area.(1) There are also 83 units in multi family structures, predominantly in duplexes, triplexes and small court yard developments.

The average age of single family housing is 64 years which is 20 years older than the citywide average age of 44 years. The housing includes a variety of architectural styles - from small brick bungalows to older two story Victorian homes. Multi family structures average 60 years in age and include older duplexes and more modern brick apartments and courts.

Owner occupancy of single family houses along the strip is 72%, which is quite high in comparison to the broader neighborhood. Cole's 1985 homeownership figure was 44% and Clayton's was 57%.

The average single family housing sales prices from 1982-1984 along Bruce Randolph Avenue increased from \$48,000 to \$52,000. This increase is average in comparison to Clayton but slower than increases in Cole.

The residential uses are, on the whole, in much better physical and visual condition than the commercial properties. There are, however, many that could use fix up, clean up and landscape beautification. The vision is to achieve a diverse multi use strip with compatible commercial and residential uses that are secure and unblighted with a minimal amount of displacement and with affordable housing.

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(1) All data from Denver Planning Office Housing Detail Report, 1986.

## Major Issues

1. As the strip is improved there is concern about the impact on property values and the availability of affordable housing.
2. The following specific sites along Bruce Randolph Avenue from Downing to Colorado Boulevard have been identified as problems either because of their condition or because they are vacant lands that need to be cleaned up and developed:
  - o N.E. corner of Marion and BRA - vacant lot (city-owned).
  - o South side of BRA between Lafayette and Marion - very large vacant lot (city-owned).
  - o S.E. corner of Lafayette and BRA - narrow vacant lot. (May be part of parcel that includes boarded-up church next door on south side.)
  - o S.W. corner of Humboldt and BRA - large vacant lot (DHA owned).
  - o N.E. corner of Humboldt and BRA - 1501, 05, 07, 09, 11, 15 BRA. Two story now house in disrepair.
  - o 1615 BRA - 6 unit multi family house in disrepair.
  - o 1621-23 BRA - duplex in disrepair.
  - o 1625 BRA - single family house in disrepair.
  - o S.E. corner of Gilpin and BRA - narrow vacant lot.
  - o N.W. corner of Williams and BRA - boarded-up apartment building (undergoing renovation).
  - o S.W. corner of High and BRA - boarded-up houses.
  - o N.E. corner of Race and BRA - narrow vacant lot.
  - o S.E. corner of Gaylord and BRA - vacant lot.
  - o S.W. corner of Josephine and BRA - vacant lot.
  - o N.E. corner of Clayton and BRA - vacant lot.
  - o S.E. corner of Fillmore and BRA - vacant lot.
  - o 2904 BRA - single family house in disrepair.
  - o S.W. corner of Cook and BRA - small boarded-up church on large lot.
  - o North side of BRA between Clayton and Elizabeth - vacant and boarded-up large grocery store (proposed school).
3. Many feel housing deterioration continues to worsen as the commercial areas deteriorate. Landowners are not aware of rehabilitation or beautification programs available through the city or nonprofit organizations.
4. Vacant and abandoned structures in the immediate vicinity are a blighting influence on the area. Many residential units above retail uses are not well kept or even occupied.

5. Many feel that there are major problems procuring construction and permanent financing in the Cole neighborhood for multi family residential:
- o Constraints facing housing development include land costs, securing financing, market factors and negative image of the strip.
  - o Some of the previous major lenders are no longer doing the business (e.g., World Savings).
  - o The 312 HUD loan program is very conservative in its approach to computing loan mortgage amounts.
  - o Most vacant and abandoned buildings require too much renovation and the market street rents will not come close to supporting the required permanent mortgages.
  - o Redlining is reportedly taking place in the Cole neighborhood.
6. There are specific risks and other problems with the processing required under the CHFA bond money/FHA 221 DT Program: (CHFA will only lend with FHA insurance); the individual developer must spend money up front on a set of detailed architectural drawings; these must be approved by the Denver Building Department, Health and Hospitals, FHA, CHFA's architectural representative, and Wastewater Management. For example, upfront costs for drawings and specifications can average \$16,500 - \$17,000. This process takes four to six months. Revision of the project to make it more economically feasible and do only moderate rehab, requires that the entire process start over again (more up front costs and 4-6 more months). There would be no guarantee a revised version would be accepted.

In a nutshell, the developer takes great risk coming into a distressed area, has to go through a time consuming process, spend money and time, and gamble that FHA will insure the project for a least 90% of the financing required, to obtain CHFA assistance.

#### Major Recommendations

1. In order to attract developers who are willing to take risks by investing in a deteriorated area, low and no interest loans should be made available for for-profit developers. This is crucial to the viability of the first five or six major developments that come in and take the first steps toward revitalizing an area such as Bruce Randolph Avenue. Examples of needs include:

- o Grants or low interest loans for architectural specifications and start up costs.
  - o Low interest loans for permanent financing for projects so rents can cover debt service.
  - o Incentives to get 5 or 6 projects moving simultaneously to continue momentum and attract other investments into the area.
2. The city should solicit proposals to develop new infill housing on the three city owned sites at Marion and Lafayette. Test financial feasibility and work with the community to establish parameters for development. Work with DHA to develop their lot at Humboldt with affordable housing. Include the community, merchants and citizens in the review of concepts for development and design. Establish a game plan for soliciting developers. Make interim improvements on these sites (i.e., clean up programs, interim parks or community gardens).
  3. Infill housing should be diverse in terms of cost, styles and scale of development. A percent of housing development should be affordable to area residents but should also include units that entice more middle income families to move into the area.
  4. Conserve, rehabilitate and protect the existing single family and multi family housing stock.
  5. When public funds are used, there should be a legal stipulation that assures adequate property and building maintenance.
  6. Include representatives of private lending institutions in the planning and implementation process to create awareness about the area, Bruce Randolph Avenue goals and to obtain assistance with implementation of specific projects.
  7. Maintain the current Bruce Randolph Avenue Committee or create an official standing committee to carry out this plan and complete objectives.
  8. Continue the multi family housing rehabilitation program along and adjacent to Bruce Randolph Avenue. Target specific structures from the housing issues section and work with the owners to get the buildings fixed up and occupied.
  9. Develop the parcel at Bruce Randolph Avenue and Franklin (southeast corner) into mixed use, retail on the ground floor and residential upstairs or on the back side.

10. Work with developers of other major neighborhood projects proposed in the area that will have positive spin off effects for the strip (i.e., Wyatt School, Hope Center, RTD building).
11. Increase community awareness and involvement in such programs as the Neighborhood Small Projects grants for beautification and physical improvements in the public right of way; crime watch programs; street and alley maintenance; code enforcement, etc.
12. Work with the Denver Public Schools on physical improvements and beautification of their property including the right of way along Bruce Randolph Avenue.
13. Target outreach efforts for homeownership counselling, single family rehabilitation, vacant and boarded up building programs, etc.
14. Identify, acquire and develop other key parcels or structures, on or adjacent to Bruce Randolph Avenue that are holding down revitalization efforts. Test developer interest prior to moving forward on acquisition.
15. Work with area nonprofits that might be interested in purchase and fix up programs that will result in affordable housing (i.e., Northeast Denver Housing, Brothers Redevelopment, Inc., McCauley Housing Foundation/Mercy Housing Corporation, Hope Communities, etc.)
16. Study the possibility of converting some residential structures into retail use when located at retail nodes (i.e., Franklin, Gilpin block).

#### E. Traffic and Transportation

##### Overview

Traffic and transportation conditions along Bruce Randolph Avenue affect the overall image of the strip, the visual atmosphere and environment, as well as pedestrian accessibility and safety. Since Bruce Randolph Avenue is the spine of the revitalization area, how it is treated in balancing local traffic, through-traffic and in terms of aesthetics, is crucial to revitalization efforts. Much of the avenue serves as a neighborhood commercial area for Cole and Clayton communities and as a convenient uninterrupted east-west traffic corridor that takes people to northeast Denver and central downtown. Because of this, it receives a tremendous amount of exposure. Therefore, street redesign and

beautification is an important component of this plan to complement economic development and housing rehabilitation.

Bruce Randolph Avenue along with cross streets Franklin, Williams and Steele Streets, is classified as a "collector" street, one that collects the traffic from quieter "local" streets and passes it on to busier "arterials" and freeways. All of these streets are currently operating under average levels for collector streets which is generally 5,000-10,000 vehicles per day. Additionally, where Bruce Randolph Avenue intersects with arterial streets (Colorado Boulevard, York, Marion, Downing), traffic counts are at collector street volumes (4,550 - 7,250 vehicles per day). Arterials generally carry 17,500 - 35,00 vehicles per day.

Trends show that traffic volumes have been decreasing on all of these streets in recent years. While some consistent level of traffic is good for business visibility and patronage, some feel that too much traffic disturbs the visibility, environment and convenience of using businesses. From 1975 to 1981 traffic volumes decreased by 38% just east of Downing on Bruce Randolph Avenue. East of Marion on Bruce Randolph Avenue there was a 25% loss over that time period and a slight 7% loss east of York Street. The one increase noted was 8% just west of Colorado Boulevard. The general feeling is that the traffic volume loss is positive and continues to enhance the pedestrian environment as long as there is a steady flow of traffic on Bruce Randolph Avenue for business exposure.

#### Major Issues

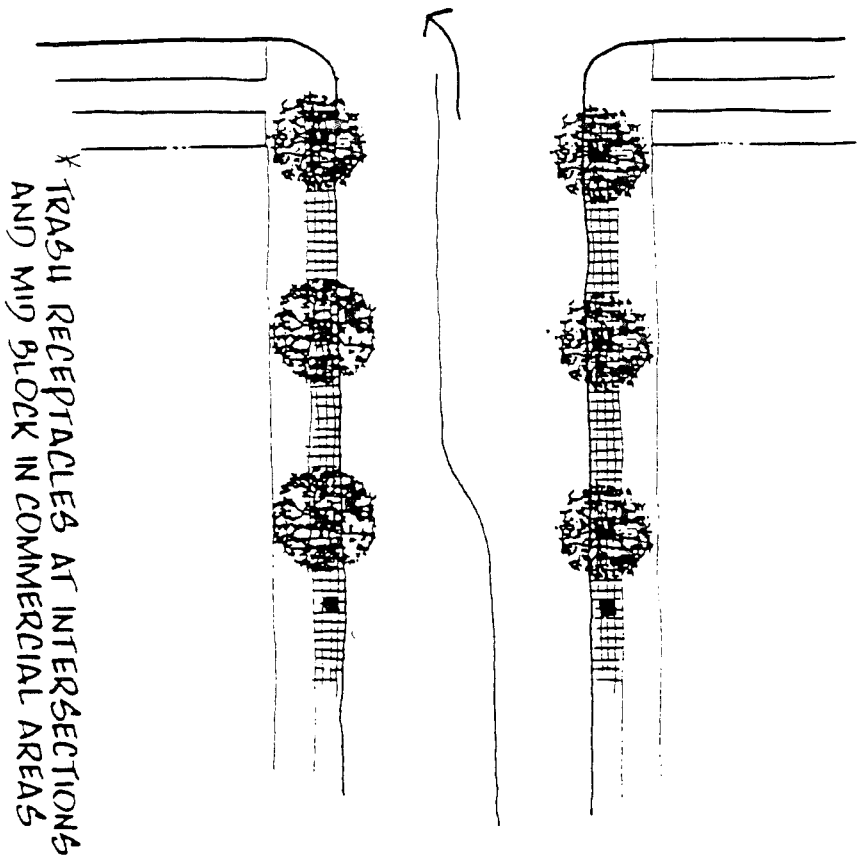
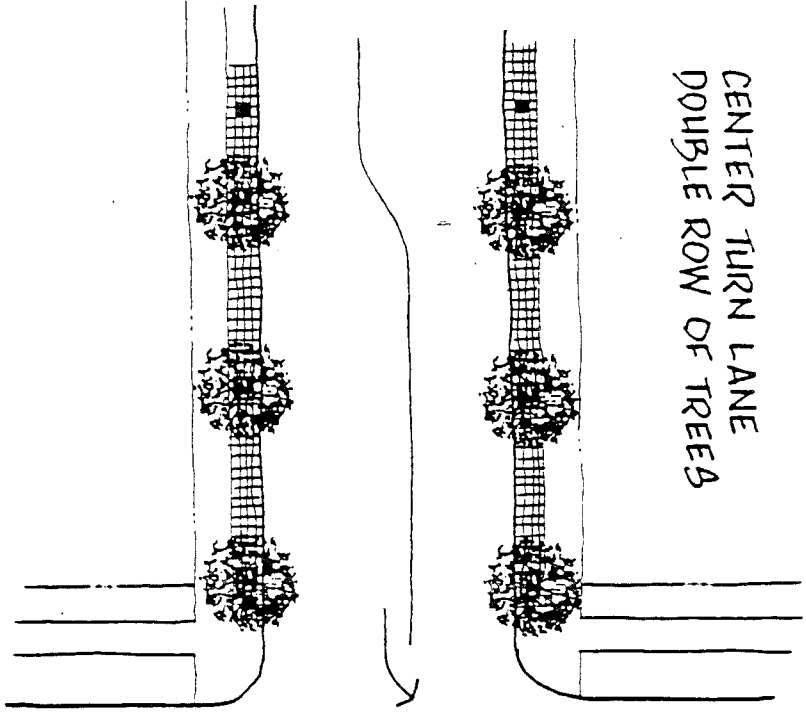
1. The visual appearance of the street including curbs, gutters, and rights of way, is unaesthetically pleasing to passersby and pedestrians.
2. With traffic volumes down, the street width is more of a visual and physical barrier than a convenience. The width combined with traffic volumes, deters pedestrians from using the strip or crossing. The street design is not sensitive to pedestrian activity.
3. Excessive speeds are reportedly a major concern.
4. There are mixed feelings about bus service. The #38 local bus stops along Bruce Randolph Avenue twice per hour at every three or four blocks. Connecting service exist at Colorado Boulevard, York Street and Downing. Some feel that while service is good at major intersections, it is less efficient at other places along Bruce Randolph Avenue. Many are concerned about the lack of bus shelters.

## Major Recommendations

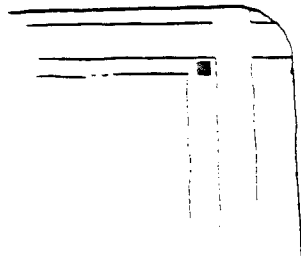
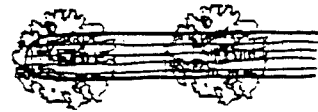
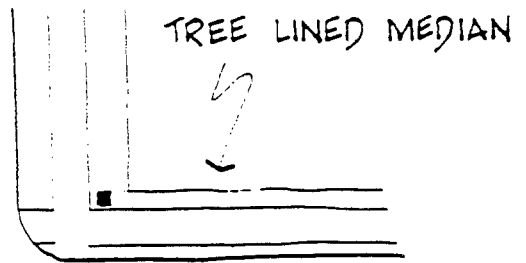
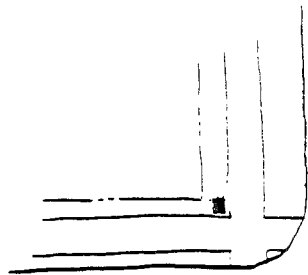
1. Redesign the street to appeal visually to residents living on the strip and to help improve the business environment. Research the possibility of eliminating laneage to install landscaped medians in residential areas and increased landscaped frontages for commercial areas. The existing laneage is not needed to carry current or desired traffic volume (see following drawings).
2. Paint attractive crosswalks at major intersections.
3. Work with the Police Department to increase monitoring of speeding and enforce the existing limits.
4. Work with RTD to study additional issues and needs and obtain funding approval for bus shelters.
5. Study the need for additional pedestrian signalization and stop signs along Bruce Randolph Avenue.
6. Study ways to improve bicycle access to the strip and bicycle safety in using Bruce Randolph Avenue.

# Commercial Areas

CENTER TURN LANE  
DOUBLE ROW OF TREES



# Residential Areas



## F. Urban Design

### Overview

If an area looks and feels comfortable, it is generally the result of good urban design. Clean streets, ample lighting, safe sidewalks, patterned concrete, planter boxes, treelined avenues, and attractive storefronts, all contribute to the environment of an area. These kinds of improvements are necessary along Bruce Randolph Avenue in order to improve existing businesses, attract new investment, and to draw local and regional clientele.

The beautification effort has started. Some private landowners such as Daddy Bruce have taken the initiative over the years to take care of the appearance, and cleanliness of their structures. A number of business persons and owners of residential properties have followed suit in the last year. Major development and design improvements are visible at the Downing Center (including streetscaping); Franklin and Bruce Randolph Avenue (Franklin Hotel and Daddy Bruce's Deli); Humboldt and Bruce Randolph Avenue (apartment renovation); Franklin and Bruce Randolph Avenue southside (proposed redevelopment plan) and others.

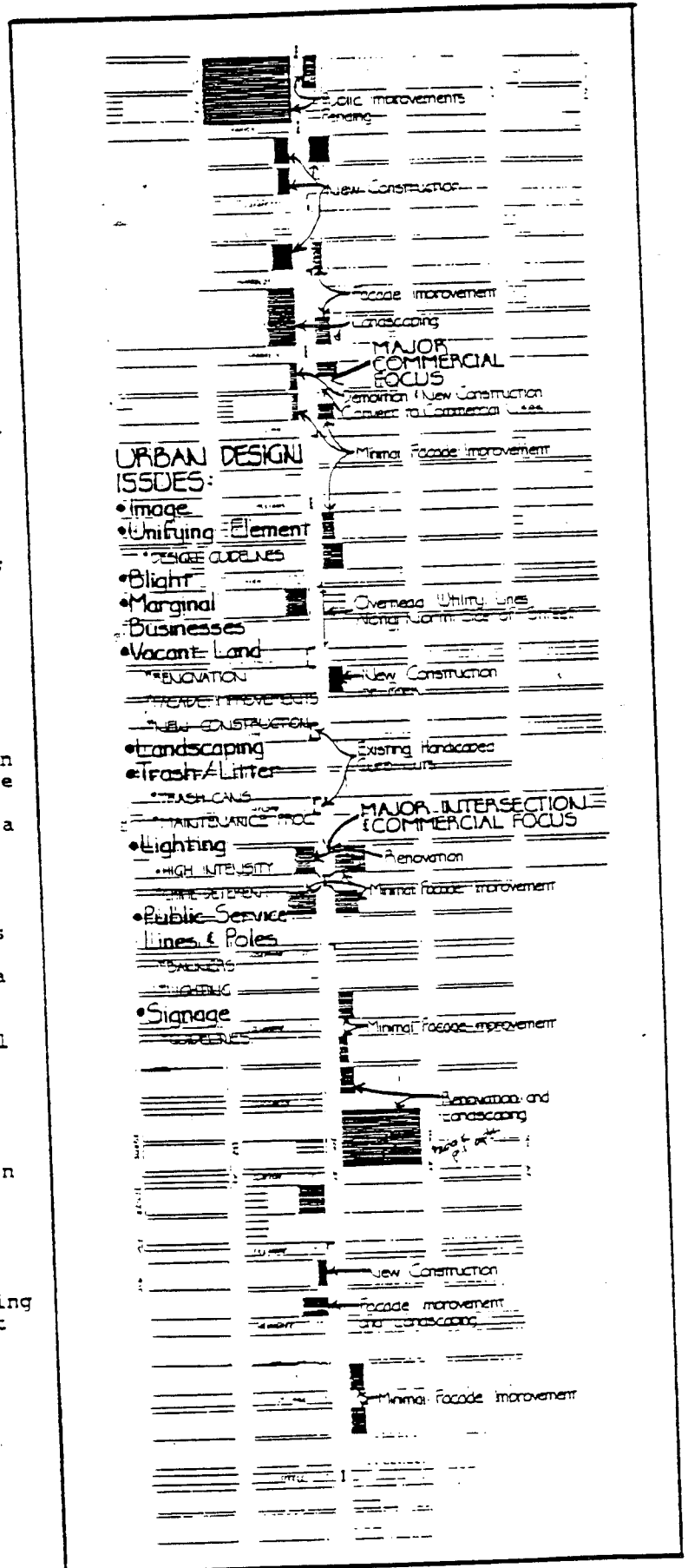
On May 22, 1986, approximately 50 merchants representing 7 commercial nodes, and area residents came together to appeal for commercial neighborhood small projects (CNSP) funds from the Mayor's Advisory Council. The grant funds, totaling close to \$200,000 were awarded for urban design improvements, including trees, sod, irrigation, sidewalks, curbs, gutters and handicapped ramps. On June 14, 1986, a \$12,500 grant was awarded to the owner renovating the Magnolia apartments at Bruce Randolph Avenue and Williams Street for similar improvements. This is a good start and will keep momentum moving forward. There is, however, a long way to go in terms of gaining the participation of additional business, public and quasi public facilities and resident owners on the strip. Improvements needed to complement these, include uniform lighting, creative treatment to utility poles on the north side of Bruce Randolph Avenue, trash receptacles at commercial nodes, additional landscaping and tree planting, street painting and redesign and most importantly, facade work to improve the appearance of structures.

Major issues and recommendations are listed and depicted on the following two sketches which represent only a sample of the study area from Downing to Steele Streets.

# Urban Design Issues

## Major Issues

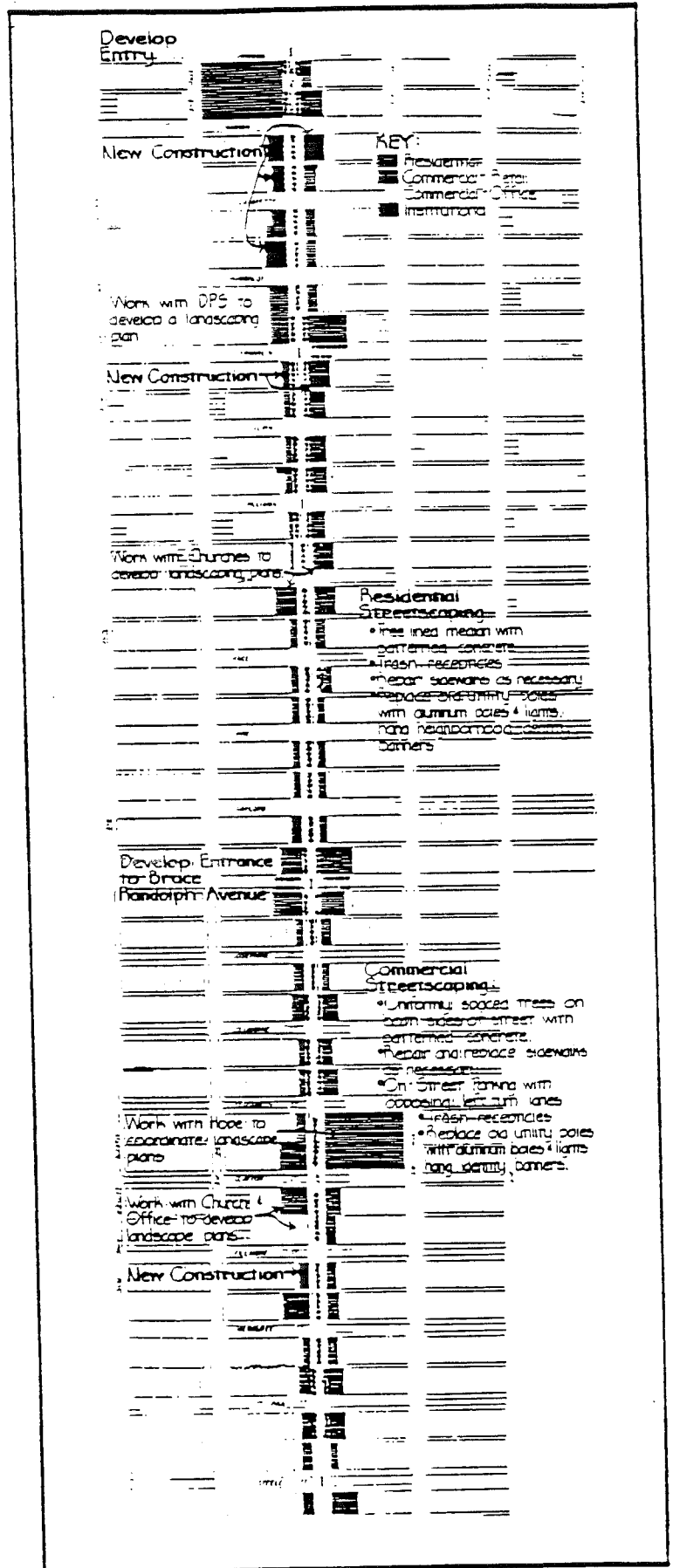
- There is no unifying element to the strip in terms of design. There are no unique or architecturally significant buildings. The strip lacks an identity with the exception of the new name. Changes in land use interrupt the strip, some residential properties face Bruce Randolph Avenue while others face side streets. Lighting along the strip is insufficient to assure safety or provide a unifying theme; signage along the strip is outdated and is not uniform or attractive, many signs are inexpensive and sometimes hand lettered or painted on old wood; public service lines and wood poles along the north side of Bruce Randolph Avenue detract from the appearance of the area when driving or walking the strip.
- Landscaping is not evident except for a few trees mostly in residential sections. They have not been planted with any consistency and do not provide a unifying theme; rights of way are generally not well landscaped or well maintained.
- Bruce Randolph Avenue itself is not attractively designed in a way that signifies arrival at a special neighborhood "place."
- Some commercial and residential structures are marginal or blighted and detract from improvements made by other landowners.
- There is no design coordination of the various improvements being made, both in terms of landscaping and facade renovations.
- Vacant parcels look like missing teeth on the strip and attract litter and weeds.

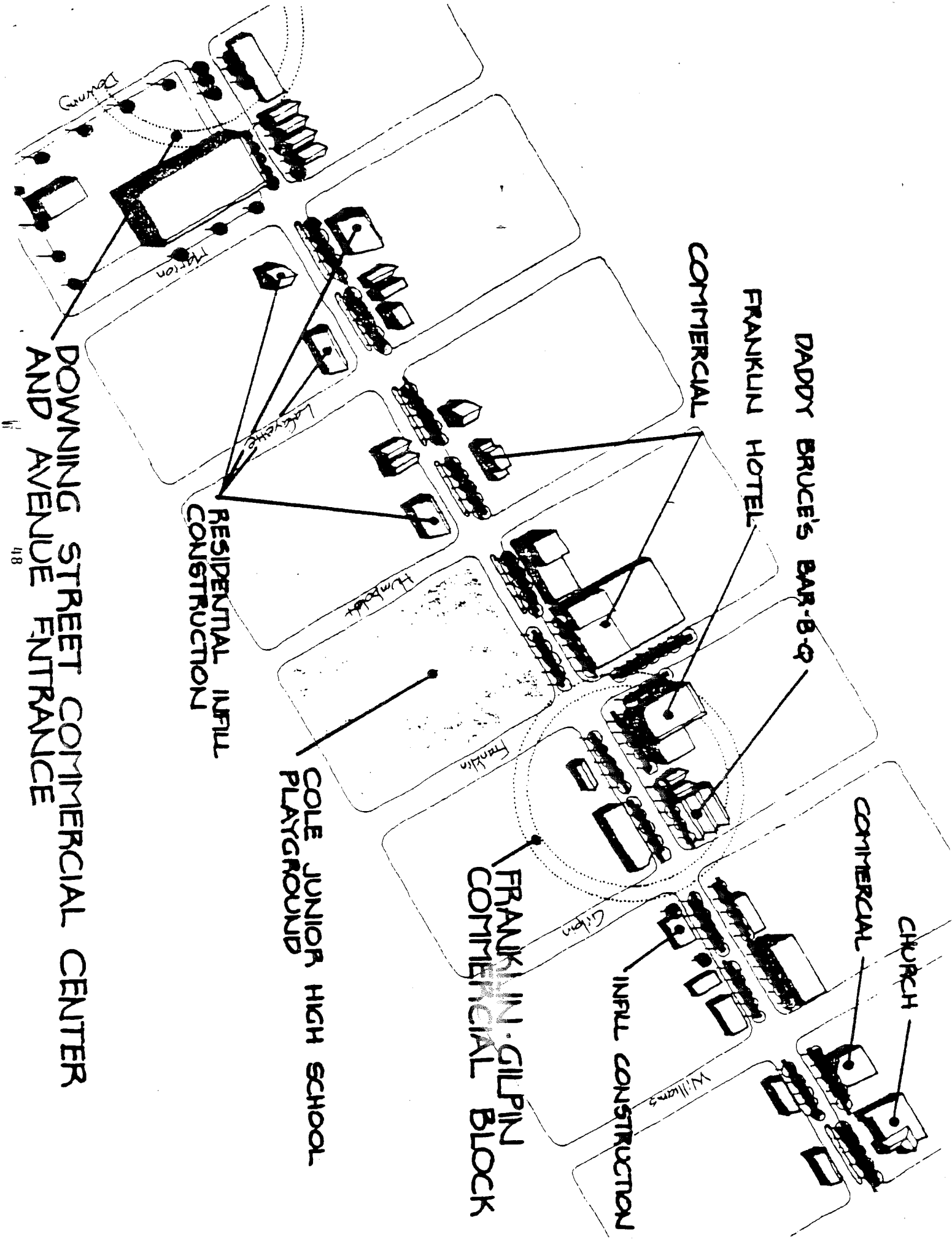


# Schematic Design

## Major Recommendations

1. Develop urban design guidelines that will precede decision making by landowners, merchants, residents and the city and will help achieve the overall design "vision" for the strip found on the following pages.
2. Work with the public facilities along BRA to participate in streetscape improvements to the public right of way, as well as needed improvements to private property and grounds (i.e., churches, schools).
3. Continue to offer the CNSP and NSP and similar grant programs to targeted business and residential nodes along the strip. Assure proper maintenance of all improvements.
4. Work towards the eventual installation of new, attractive, functional and uniform lighting along the strip.
5. Develop creative solutions to deal with the utility poles lining the northside of the avenue (i.e., replace with aluminum poles and lights, create a colorful painting scheme, etc.)
6. Install attractive trash receptacles in every commercial block.
7. Develop creative interim solutions for vacant lands, i.e., temporary open space, gardens, parks.
8. Create a set of unique and noticeable entry way signs for installation at Downing Street, Colorado Boulevard and York Streets.





DADDY BRUCE'S BAR-B-Q

FRANKLIN HOTEL

COMMERCIAL

CHURCH

INFILL CONSTRUCTION

FRANKLIN GILPIN COMMERCIAL BLOCK

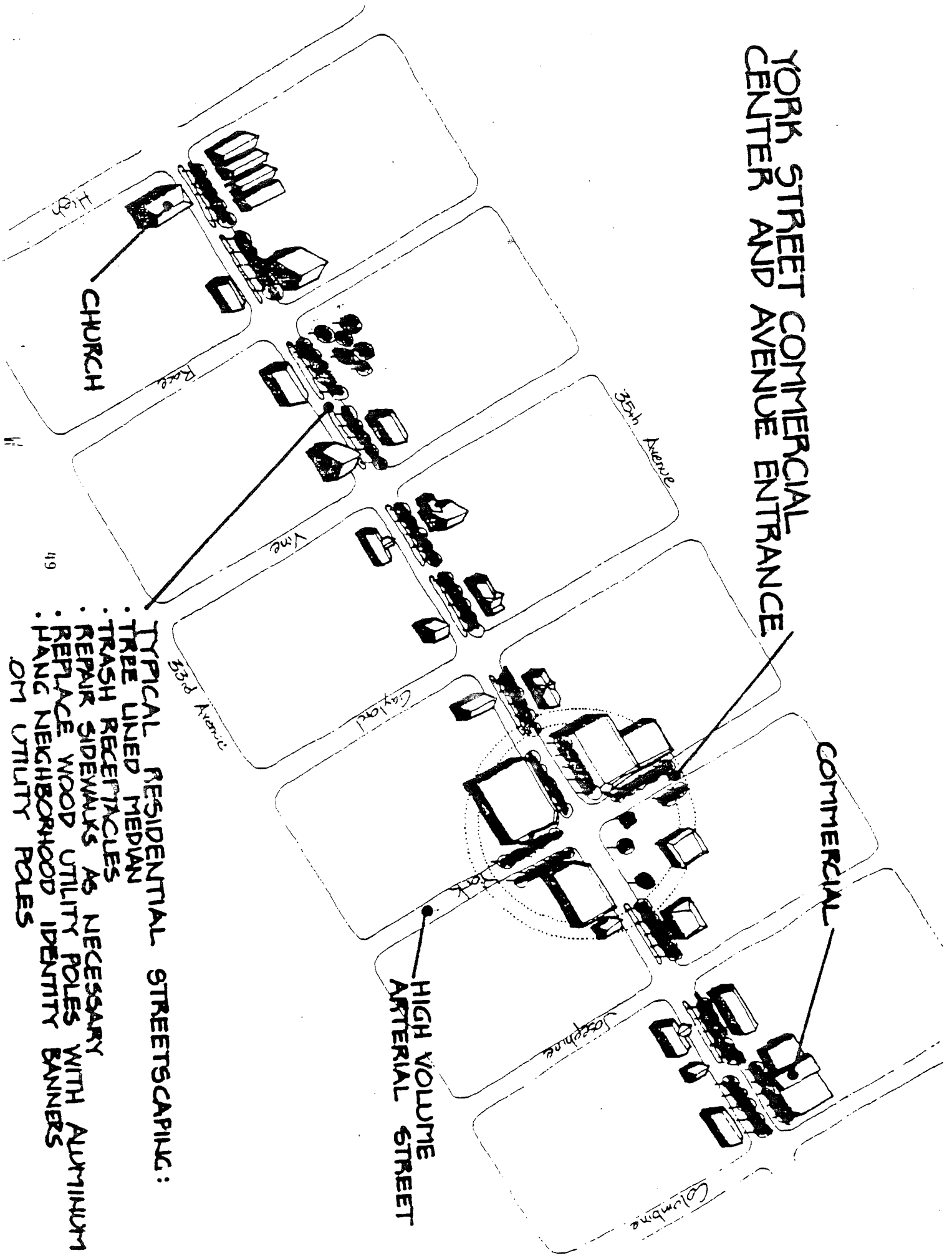
COLE JUNIOR HIGH SCHOOL

RESIDENTIAL INFILL CONSTRUCTION

DOWNING STREET COMMERCIAL CENTER AND AVENUE ENTRANCE

418

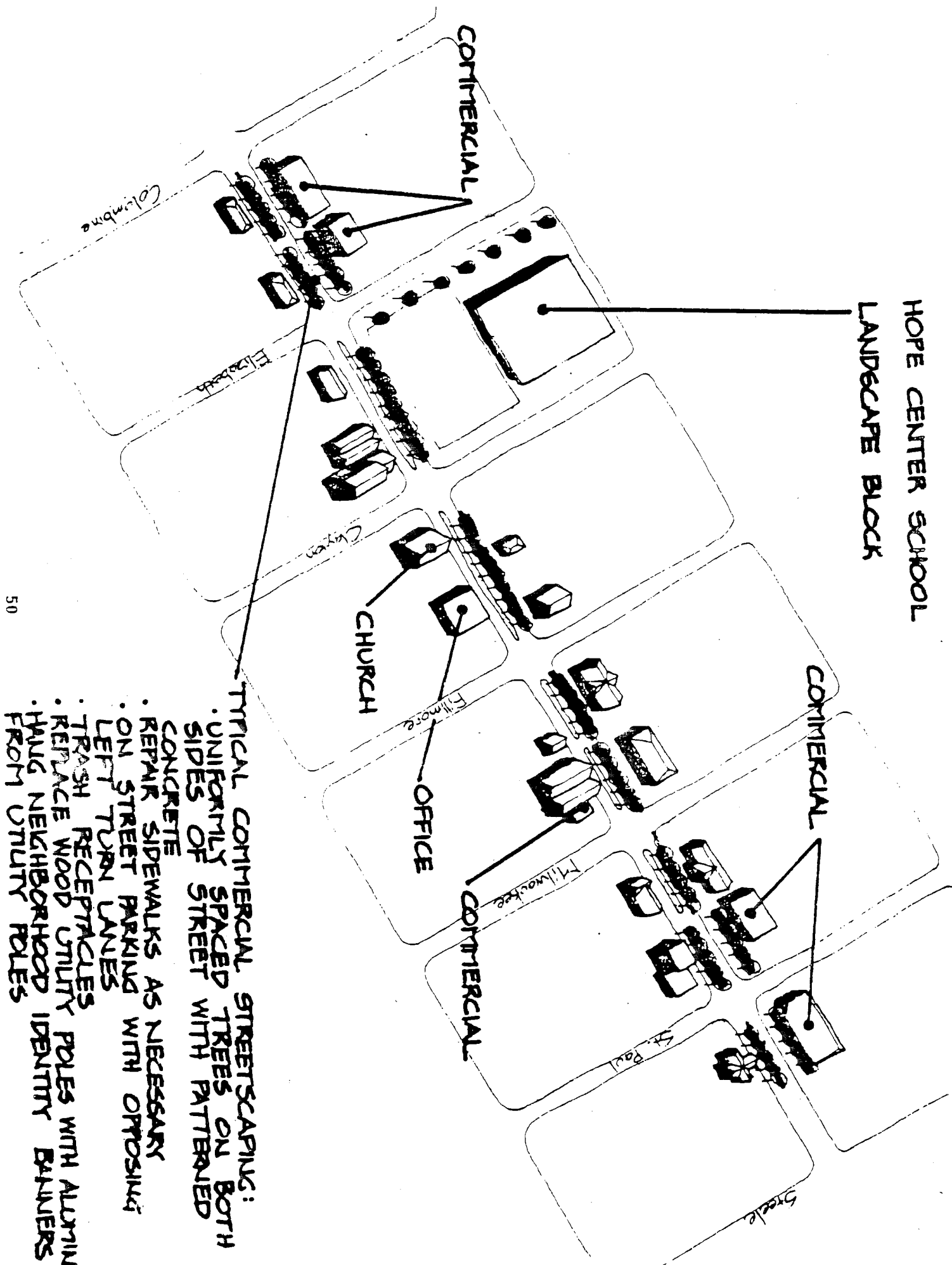
# YORK STREET COMMERCIAL CENTER AND AVENUE ENTRANCE



- TYPICAL RESIDENTIAL STREETSCAPING:
- TREE LINED MEDIAN
  - TRASH RECEPTACLES
  - REPAIR SIDEWALKS AS NECESSARY
  - REPLACE WOOD UTILITY POLES WITH ALUMINUM
  - HANG NEIGHBORHOOD IDENTITY BANNERS
  - ON UTILITY POLES

HOPE CENTER SCHOOL

LANDSCAPE BLOCK



- TYPICAL COMMERCIAL STREETSCAPING:
- UNIFORMLY SPACED TREES ON BOTH SIDES OF STREET WITH PATTERNAED CONCRETE
  - REPAIR SIDEWALKS AS NECESSARY
  - ON STREET PARKING WITH OPPOSING LEFT TURN LANES
  - TRASH RECEPTACLES
  - REPLACE WOOD UTILITY POLES WITH ALUMINIUM
  - HANG NEIGHBORHOOD IDENTITY BANNERS FROM UTILITY POLES