



2. KEY FINDINGS

OVERVIEW

The Penn Avenue Vision and Implementation Framework - Inventory and Analysis report addresses a broad range of topics including relevant past plans, demographics, transportation, housing, economic development, corridor character, utilities, and land use. This information establishes a foundation of facts, figures, and preliminary findings that support the launch of Phase 3 of the project, which will focus on assembling a series of options and alternatives for future corridor improvements.

The Introduction section of this report characterizes the information that has been gathered to date as a series of “layers”. As Phase 3 is initiated, these layers will become increasingly intertwined as comprehensive options and alternatives are assembled, reviewed publicly, and refined. In order to present a summary of the key findings of the Inventory and Analysis work, an initial compilation of the full spectrum of information and findings has been completed. Key findings are summarized in three categories:

- Housing and Economic Development (see Table 2-1)
- Transportation and Transit (see Table 2-2)
- Land Use and Corridor Character (see Table 2-3)

The following tables summarize key findings and observations for each of these categories.

2. KEY FINDINGS

FIGURE 2-1: KEY FINDINGS - HOUSING AND ECONOMIC DEVELOPMENT

Station/Node	Residential In-fill Opportunities	Commercial Opportunities	Retail Mix/Marketing Strategies	Jobs Concentrations	Jobs Development Opportunities	Existing Initiatives Underway	Development Constraints
49th Avenue	Limited	Moderate	Connect retail to jobs/residents	Moderate	High; redevelopment of sites	Hyde Development	What services/retail to provide?
44th Avenue	Limited; mixed use	Moderate to high; compatible uses	Strengthen business mix; enhance marketing	Limited	Limited	None at this time	Limited land to support development
Dowling Avenue	Limited would require site acquisition	Limited; would require redevelopment	None at this time	Limited	Limited	None at this time	Limited land to support development
Lowry Avenue	Sites available	Moderate to high; compatible uses	Strengthen existing retail mix	Limited	Limited	2007 AIA redevelopment study	Concern about resources/funding
Broadway Avenue	Available as part of Capri Block	High; identify sites for new commercial development	Support new commercial development	Moderate	Moderate on specific sites	Rose Investments Capri Block	Support private investment
Golden Valley Road	Available on each corner of intersection	Moderate; in concert w/ new residential development	Strengthen existing and encourage new businesses	Limited	Limited	Building Blocks	Funding to support initiatives
Plymouth Avenue	Site available	Moderate to high; additional retail to serve employees/residents	Health services node; New grocery planned;	Living wage jobs	High; expansion of living wage jobs	Northpoint expansion; Grocery Store planned	Potential concerns from operators re: lower spending power
Highway 55	Potential site available	Connected to BRT/LRT	None at this time	Connections to job concentrations	Limited	BRT/LRT Station Area Design	Parcel sizes/shapes may be limiting for some uses
Glenwood Avenue	Site available	Strengthen retail goods and services	Improve business mix and marketing	Limited	Limited	Redeemer Church; Possible coop nearby	Acquisition of parcels may be difficult
Cedar Lake Road	Sites for increased density limited	Strong as existing business mix may shift	None at this time	Limited	Limited	None	Limited
I-394	High; connection to SWLRT	Moderate; in concert w/ SWLRT and residential	None at this time	Limited	Limited	SWLRT Station	Limited
Corridor-Wide							
Programmatic	Develop business support strategies, employment strategies, improved connections to living wage jobs; connections to organizations to build worker skill sets.						
Economic Development	Develop strategies for viable long-term property investment/management to sustain housing quality.						
Housing Management/Livability	Develop a continuum of housing density options directed at specific sites and locations that address housing needs and neighborhood preferences.						
Housing Density	Identify sites to accommodate smaller scale residential designs; consider locations with adjacent blighted properties for potential acquisition to optimize new investments.						
Infill	Develop strategies to promote community assets and improve neighborhood aesthetics to attract local and regional investment that will expand outward from the corridor.						
	Improved transit connections can connect residents to a multitude of job opportunities and reduce transportation costs resulting in increased discretionary income.						
	Increased access to retail goods and services in the neighborhood reduces auto dependence and expense.						
Financial Resources	Need to develop/create better communication strategies between public sector and private sector; improve direction and assistance to the private development community to navigate public financial resources; create a developer toolkit/resources.						
Critical Mass	Identify locations where there is the potential to create a critical mass that will attract additional investment (e.g. Broadway Ave., Plymouth Ave., Golden Valley Rd., and Lowry Ave.)						
Synergies w/Existing Uses	Leverage existing uses to support additional development that would be compatible and enhance livability (e.g. employment at Northpoint and in the Humboldt Industrial Park)						

TABLE 2-1: KEY FINDINGS - TRANSPORTATION AND TRANSIT

Station/Node	Roadway Configuration / Traffic Control	Parking	Traffic Signal	Pedestrian Accommodations	Sidewalks	Bicyclist Accommodations	Traffic Operations	Crash Analysis	Existing Transit Service	Future Transit Service
49th Avenue	Turn lanes; Signalized intersection	No on-street parking along Osseo Road	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings	Gaps in the sidewalk system; Some deteriorated sidewalk panels	Bike lanes along 49th Ave.	--	No crash issue	Existing NB and SB bus stops north of 49th Ave making it difficult to find for a user not familiar with the location; Bus stops consist of signs and no passenger shelters; Low transit demand	--
44th Avenue	Turn lanes; Signalized intersection (Intersection is being improved as part of city project in 2014/2015)	On-street parking along Penn Ave. and 44th Ave. (east of Penn Ave.)	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Some deteriorated sidewalk panels	Bike lanes along 44th Ave.	Acceptable level of service; Significant northbound stacking of cars during the evening commuter peak period	Critical crash rate is exceeded at this intersection indicating improvements are needed	Existing bus stops offer connections to Route 5, 721 and 724. NB bus stop is on Penn south of 44th- stop consists of sign and no shelter; SB bus stop is on Osseo Rd- stop consists of sign and bench (not owned by MT); bus stop doesn't have delineated customer waiting area and has minimal buffer between roadway and customers. Existing bus shelter on 44th Ave.	Planned BRT station
Dowling Avenue	No striped turn lanes; Signalized intersection	On-street parking along Penn Ave. and Dowling Ave. (west of Penn Ave.)	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings;	Penn Ave lacks sidewalk along the Cemetery side of the street; Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	No existing bike lanes; planned bike lanes along Dowling Ave.	Acceptable level of service; Traffic on Dowling Ave can be fast moving due to direct access to I-94	Critical crash rate is exceeded at this intersection indicating improvements are needed	Existing bus stops consist of signs and no shelters. Limited sidewalk and/or blvd space at the SB stop push the stop right against the roadway leaving limited room for waiting customers.	Planned BRT station
Lowry Avenue	Turn lanes; Signalized intersection	On-street parking along Penn Ave. and Lowry Ave.; Significant off-street parking supply available	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings	--	Bike lanes along Lowry Ave. Bike racks and Nice Ride facilities	Acceptable level of service	Critical crash rate is exceeded at this intersection indicating improvements are needed	Existing bus stops with connections to Route 32- with existing shelters on Lowry. High transit demand intersection. Existing SB bus stop on Penn has a large shelter with delineated customer waiting space; NB bus stop consists of sign and no shelter.	Planned BRT station
West Broadway Avenue	Turn lanes; Signalized intersection; Unique intersection geometry (5 points)	On-street parking along Penn Ave. and W Broadway Ave.; Significant off-street parking supply available	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	Nice Ride nearby	Acceptable level of service; Significant northbound stacking of cars during the evening commuter peak period	Average crash rate is exceeded at this intersection	Existing bus stop with connection to Route 14. High transit demand intersection. Blossoms of Hope shelter in SE corner. SB bus stop consists of sign and no shelter.	Planned BRT station; Connections to other transit along West Broadway
Golden Valley Road	Turn lanes; Signalized intersection	On-street parking along Penn Ave. and Golden Valley Rd.	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	No existing bike lanes; planned bike lanes along Golden Valley Rd.	Acceptable level of service	Average crash rate is exceeded at this intersection	Existing bus stop with connection to Route 14; High transit demand intersection. Stops in NB and SB direction consist of signs with no shelters or delineated customer waiting areas.	Planned BRT station; Proposed Bottineau LRT station located within a 10 minute walk west
Plymouth Avenue	Turn lanes; Signalized intersection	On-street parking along Penn Ave. and Plymouth Ave. (west of Penn Ave.); Lacks off-street parking during the daytime hours (current parking supply is well used)	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	Bike lanes along Plymouth Ave.; Nice Ride nearby	Acceptable level of service	Average crash rate is exceeded at this intersection	Existing bus stop connections to Route 7 and 32. High transit demand intersection; Existing bus shelters on NB Penn and EB Plymouth. SB stop consists of sign and bench (not owned by MT) without a shelter.	Planned BRT station; Proposed Bottineau LRT station located within a 10 minute walk west
Highway 55	Turn lanes; Signalized intersection	No on-street parking along Highway 55	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	No existing bike lanes; Potential future east-west bike connection (not in Bike Master Plan)	--	Average crash rate is exceeded at this intersection	Existing bus shelters on Highway 55 in EB direction. WB direction consists of sign and bench (not owned by MT)- current stop provides little buffer between customers and roadway traffic.	Future transit station area – Bottineau LRT/Penn Ave Arterial Bus corridors intersection/ transfer point
Glenwood Avenue	No striped turn lanes; Signalized intersection	On-street parking along Penn Ave. and Glenwood Ave.	Yes	Missing pedestrian ramps; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	Bike lanes along Glenwood Ave.	Acceptable level of service	No crash issue	Existing bus stop for Route 9. Existing EB bus shelter on Glenwood Ave. NB and SB bus stops on Penn consist of sign and no shelters. Very limited customer waiting space.	--
Cedar Lake Road	No striped turn lanes; Unsignalized intersection (all-way stop control); Skewed intersection impacts sight lines for vehicles	On-street parking along Penn Ave. and Cedar Lake Rd.	No (All-way-stop)	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	--	Bike racks provided; No existing bike lanes; planned bike lanes along Cedar Lake Rd.	Acceptable level of service	Average crash rate is exceeded at this intersection	Existing bus stop for Route 9; Existing bus shelter on Cedar Lake Rd.	Proximity to future Southwest LRT station at Penn Ave and I-394
Corridor-Wide										
Osseo Road	Two-lane divided roadway with turn lanes from 44th Ave. to 45th Ave. North of 45th Ave., Osseo Rd is a four-lane undivided facility.	No on-street parking along Osseo Rd.		Residential, local commercial and business nodes generate many pedestrian trips in the corridor; Highest pedestrian traffic in the corridor occurs at Lowry Ave. and W Broadway Ave. Hennepin County recently improved many intersections along Penn Avenue. However, there are still 16 intersections in the corridor that are not ADA compliant	Sidewalks widths in the corridor vary between six and seven and a half feet wide and are in good condition, except for a few locations; Multiple locations where the placement of utility poles and traffic signals significantly narrow the width of the available sidewalk; Few locations with sidewalk gaps, the largest gap is along the Crystal Lake Cemetery	No existing bike lanes along Osseo Rd.	--	No segment crash issues identified along Osseo Rd.	Route 19 is the corridor's main north-south route north of Highway 55; south of Highway 55, Route 9 runs along Penn between Glenwood Ave. and Cedar Lake Rd. There are eight other routes that intersect the corridor. There are currently very few bus shelters in the Penn Ave. corridor.	Planned corridor transit improvements include bus rapid transit (BRT) - C Line. The C Line has 23 stations spaced approximate every 1/3 of a mile- 11 of these stations are within the Penn Ave. corridor. There are locations in the corridor where ideal station configuration cannot be used due to narrow right-of-way width.
Penn Avenue	Two-lane undivided roadway (public right-of-way varies between 54 - 64 feet wide - typical distance from curb to curb is 44 feet)	On-street parking along Penn Ave.				No existing bike lanes along Penn Ave.	--	Five segments along Penn Ave. where the critical crash rate is exceeded, indicating improvements are needed		

2. KEY FINDINGS

TABLE 2-2: KEY FINDINGS - LAND USE AND CORRIDOR CHARACTER

Station/Node	Character Description	Mix of Land Uses	Current and Planned Development	Vacant and Underutilized Sites	Redevelopment Opportunities	Parks/Open Space	Schools	Faith-Based Institutions	Public Art	Community Gardens	Existing Streetscape Elements					
											Seating	Bike Parking (BP) Bikeshare (BS)	Traffic Signals	Wayfinding	Street Trees	Security Cameras
49th Avenue	Neighborhood Destination	Residential, Light Industrial, Office		Yes	Near Term	Ryan Lake Park			Future Potential		Existing	Potential BP		Future Potential	Future Potential	
44th Avenue	Neighborhood Destination	Restaurant, Retail, Residential		Yes	Near Term	Victory Memorial Parkway, Victory Prairie/Dog Park, Victory Park, Victory Memorial Ice Arena, Loring and Patrick Henry School Playfields	Patrick Henry High School, Loring Community School	Faith Baptist Church, United Christian Fellowship Church	Future Potential	Existing	Existing	Potential BP, BS		Future Potential	Future Potential	Proposed
Dowling Avenue	Neighborhood Destination	Residential, Institutional, Service		Yes		Folwell Park and Rec Center			Future Potential	Existing	Existing		Existing	Future Potential	Existing	Proposed
Lowry Avenue	Neighborhood Business	Retail, Restaurant, Office, Services, Residential, Institutional	Jordan Apartments, New Horizons Academy	Yes	Near Term	Cleveland Park	Lucy Craft Laney Community School	New Mount Sinai House of Faith, Spirit and Truth Worship, Christ English Lutheran Church	Future Potential	Existing	Existing	BP, BS	Existing	Existing	Existing	Existing
Golden Valley Road	Neighborhood Destination	Residential, Retail	The Commons at Penn	Yes	Near Term			Faith in the City, Health Ministries	Future Potential			Potential BP	Existing	Future Potential	Future Potential	Proposed
Plymouth Avenue	Health and Wellness	Institutional, Service, Residential	NorthPoint Expansion, Praxis Marketplace	Yes	Near Term	Willard Park, Lincoln School Playfields	Minneapolis College Prep School	Trinity Tabernacle Church, Minneapolis Believers in Christ Ministries, House of Israel	Future Potential	Existing	Existing	BS, Potential BP	Existing	Existing	Future Potential	Proposed
Highway 55	Multi-Modal Transit	Residential		Yes	Near and Long Term	Harrison Neighborhood Park and Community Center			Existing, Future Potential		Existing	Potential BP, BS	Existing	Future Potential	Future Potential	Proposed
Glenwood Avenue	Neighborhood Destination	Retail, Residential	PUSH @ Glenwood	Yes	Near Term	Bassett's Creek Park, Bassett Creek Trail		Redeemer Lutheran Church	Future Potential			BP	Existing	Future Potential	Future Potential	Proposed
Cedar Lake Road	Neighborhood Destination	Retail, Restaurant, Office, Services, Residential		No	Long Term	Bryn Mawr Meadows Park, Laurel Triangle,	Bryn Mawr Community School, Anwatin Middle School	Bryn Mawr Presbyterian Church	Future Potential	Existing	Existing	Potential BP		Existing	Existing	Proposed
I-394	Multi-Modal Transit	Office, Light Industrial, Residential		Yes	Near Term	Cedar Lake Park, North Cedar Lake Trail			Existing, Future Potential			Potential BP, BS	Existing	Future Potential	Future Potential	Proposed

Corridor-Wide

Streetscape Enhancements	<p>Enhance and complete sidewalks throughout the corridor – meet ADA requirements.</p> <p>Provide adequate and attractive seating at key nodes along the corridor.</p> <p>Provide street trees, plantings and other amenities throughout the corridor.</p> <p>Incorporate district identity/placemaking elements related to the character designation (banners, signage, etc.).</p>
Neighborhood Concerns	Safety, security at night; pedestrian environment; amount of vehicular traffic on Penn Avenue; desire for more goods and services in close proximity; concerns about gentrification in some locations; caution regarding the amount of additional rental housing in some locations; desire for more community gathering and recreation spaces.
Corridor Strengths	<p>Strong residential character along the corridor.</p> <p>Key intersections at major east-west cross streets offer opportunities to increase development intensity/density.</p> <p>Several nodes have already started to shape individual identities (health services, arts-entertainment, neighborhood services).</p> <p>Several nodes already have specific projects and/or initiatives underway that will increase the availability of affordable housing and access to retail goods/services.</p> <p>Residents are supportive of increasing density in the corridor.</p> <p>Neighborhoods that abut the corridor have 1,774 businesses with 11,815 workers.</p>
Corridor Weaknesses	<p>There are a number of vacant lots or properties in poor condition along the corridor between nodes.</p> <p>Limited sites available at some nodes to establish a critical mass, especially for commercial development.</p> <p>Incomes are higher at opposite ends of the corridor; this may present a challenge in trying to attract more retail to the central nodes in the corridor.</p> <p>Limited diversity of housing products; single-family dwellings dominate.</p> <p>Higher concentrations of retail and service employment in the corridor.</p>
Development Opportunities	<p>Opportunity to introduce more diverse mix of housing products in the corridor.</p> <p>Develop individual identities for the nodes to increase the potential to attract cluster development.</p> <p>Develop commercial mix and improve marketing strategies, especially for neighborhood commercial nodes.</p> <p>Some nodes have opportunities to create a critical mass of housing and commercial to increase momentum for new development.</p> <p>Opportunity to increase employment at nodes that already have existing job concentrations.</p>
Development Challenges	<p>Some nodes may require additional property acquisition to create sufficient critical mass to ensure feasibility.</p> <p>Need to create a strong toolbox of resources initially to encourage private development to mitigate higher front-end development risks.</p> <p>Need to introduce more market rate housing into the corridor, but need an effective and viable strategy to do so.</p> <p>Challenging to match the service needs with appropriate retail formats.</p> <p>Need to develop good strategies for attracting living wage jobs to the corridor.</p>

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