

BULL'S HEAD REVITALIZATION PLAN

The Intersection of Past, Present, and Future

Nomination Study for the NYS
Brownfield Opportunity Areas Program

January 2020

Believe.



City of Rochester, NY
Lovely A. Warren, Mayor
Rochester City Council

BULL'S HEAD REVITALIZATION PLAN

ACKNOWLEDGMENTS

The City of Rochester would like to thank the members of the Project Advisory Committee, staff from the City of Rochester and NYS Department of State, and the consultant team for their active involvement, valuable insight, and dedication in the preparation of this Revitalization Plan. Additional thanks are offered to those too numerous to name here who attended public meetings, participated in interviews, and/or provided input in various ways throughout the planning process. This document was prepared by Fisher Associates for the City of Rochester and the NYS Department of State with state funds provided through the NYS Brownfield Opportunity Areas Program.

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01

Project Description + Boundary

1.1 History of Bull's Head Area

Historically positioned as the City of Rochester's western gateway, the Bull's Head area was a common resting place for pioneers and cattle drivers as they traversed the region. Venturing west from the area, the travelers followed the route now known as W Main St (originally named West Ave). Following the construction of a cattle market and tavern in the early 1800s, known as the Bull's Head Tavern, the building was adorned with a bull's head on the front façade, and became a prominent watering hole for residents and travelers alike.

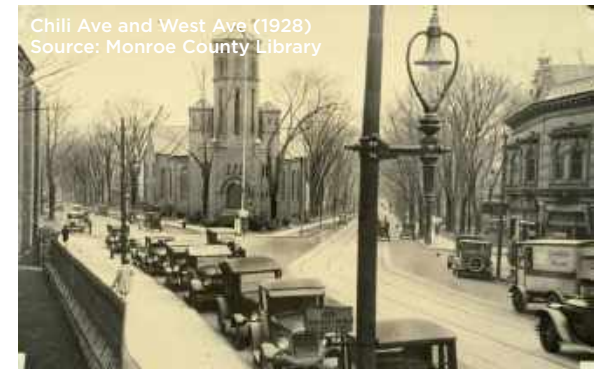
St. Mary's Hospital (now Rochester Regional Health) was founded in the neighborhood in 1857 near W Main and Genesee Streets and became one of the earliest hospitals in Rochester, predominantly tending to wounded Civil War soldiers. Bull's Head Tavern, located at the southeast corner of W Main and Genesee

Streets, later became Hallstead Hall, a water cure sanitarium. Hallstead Hall was later replaced by the St. Mary's Boys Orphan Asylum (later referred to as the St. Mary's Boys Home) (1864-1942) and St. Patrick's Orphan Asylum (1845-1942) (later referred to as the St. Patrick's Girls Home).

Many prominent Rochesterians established businesses and homes in the area, including Joseph Field, Derrick Sibley, Susan B. Anthony and Calvin Granger, with many of the homes featuring grand designs and large estates. The Strasenburgh Pharmacy stood on the north side of W Main St at the intersection of Brown St. The Strasenburgh family's successful pharmaceutical and medical supply business ultimately resulted in philanthropic contributions elsewhere in the city (Strasenburgh Planetarium). A small Wegman's

grocery store was also located on W Main St at the intersection of Brown St with a larger store later constructed on West Ave at the current location of the Salvation Army.

In the early 1900s, the Bull's Head area became one of the more prominent working class neighborhoods in the city coupled with a burgeoning commercial and industrial district. During this time, the affluence of the area was characterized by the ornate architecture of homes and commercial businesses. Historic photos capturing this period often showed bustling street activity along the W Main and Genesee Streets. This area's development was both prompted and served by the streetcar system that ran along W Main and Genesee Streets. West Ave United Methodist Church (c. 1899) was constructed at the intersection of West and Chili Aves which powerfully



terminated the vista along W Main St from the east. Today, the church remains an important landmark in the area. Construction of the current St. Mary's Hospital building began in 1941. By 1943, due to the proliferation of the automobile and bus transportation, the Streetcar lines that once carried passengers to and from the west end were removed. During this time period, St. Mary's Boys Home and St. Patrick's Girls Home were sold and razed as a newly created foster care system took hold and hundreds of orphaned children were placed in private homes. This property was later redeveloped as Bull's Head Plaza, an auto-oriented shopping center serving the immediate neighborhood.

During the 1970s and 1980s, the neighborhood suffered from significant disinvestment, resulting in a declining commercial and industrial base and deteriorating housing stock. However, the area still holds onto its rich history and strives to build upon that connection to improve its economic and social vitality.



W Main Street (1950)
Source: Monroe County Library



Taylor Instruments (1919)
Source: Analog Weather



Danforth Residence (1952)
Source: Monroe County Library



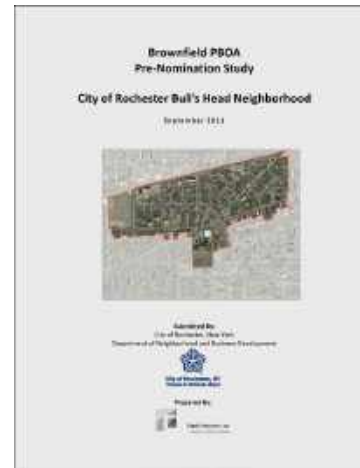
Bull's Head Tavern (1908)
Source: Diocese of Rochester

1.2 Relevant Studies + Plans

The City of Rochester is nearing its 200-year anniversary in 2034 and in that time several city-wide and neighborhood plans have been created that focus on different aspects of the City to increase the prosperity and standard of living of its citizens. From transportation plans to neighborhood plans, considerable time and effort has been spent by many to plan how the City will be shaped.

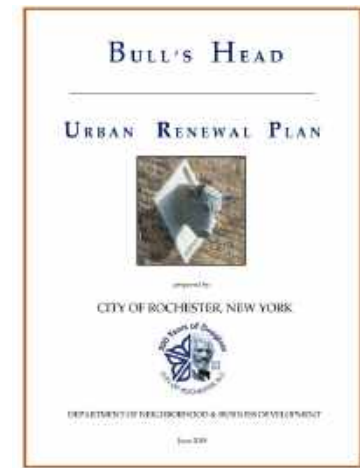
These plans have directly and indirectly addressed the Bull's Head study area's opportunities and challenges. This Plan, as described in "1.3 Purpose of this Plan" on page 8, did not seek to replicate these plans. Instead, this Plan was drafted in context to these other plans but focused on tackling the challenges posed from decades of environmental contamination that is restricting current and future development opportunities. Each section of the Plan was informed by public engagement, neighborhood inventory, and planning recommendations (past & present).

While recent plans were reviewed and informed this plan, the City and its people are ever evolving. Feedback received during public engagement for the Bull's Head Revitalization Plan was compared to and weighed against past feedback. The following summarizes these recent plans and describes how their findings were incorporated into this Revitalization Plan.



Bull's Head BOA Pre-Nomination Study

The Bulls Head BOA Pre-Nomination Study was completed in 2011 and was the precursor to this Revitalization Plan. The study provided a basic and preliminary analysis of the Bull's Head study area and a description of the area's potential for revitalization. The study utilized a community workshop to obtain feedback on neighborhood issues and opportunities, and to develop guiding principles for revitalization. Principles included: respecting human scale, sustainable patterns of development, landscaping and Streetscaping, mixed-use, multi-modal access, history and character, people promote activity, defensible space, and attention to detail. The study and guiding principles were used as a foundation to the planning process used for this Revitalization Plan.



Bull's Head Urban Renewal Plan

The Bull's Head Urban Renewal Area (URA) comprises approximately 34 acres centered at the convergence of W Main St, Genesee and Brown St, West Ave, and Chili Ave. The URA is centered in, and represents a small portion of, the Bull's Head BOA study area. In 2018, the Bull's Head Urban Renewal Plan (Phase 1) was approved by the City Council which included removal of blight and substandard, underutilized and deteriorated structures, identification, environmental due diligence, and land assembly activities in the eastern portion of the URA. Phase 2 of the Urban Renewal Plan is underway and will include adoption of an urban renewal district, slated for spring 2020.



From Blight to Bright, Project Green

Completed in 2009, the Project Green Plan was created by the City's Department of Neighborhood and Business Development and included a general framework to transform Rochester's vacant lands into an asset by creating viable green spaces that enhance the built environment. The objective was to create pilot greening projects which could be evaluated and updated for application across the City. One of these pilot greening projects included a portion of the Bull's Head study area from Brown St on the east, W Main St on the south, York/Child St on the west, and the railroad right-of-way on the north. The Plan includes tools to address the effects of high residential vacancy, surplus housing,

and surplus infrastructure. In addition, the Plan recommends a land-bank program, the development of a citywide green infrastructure initiative, development of green streets, and tools to reduce vacancy rates. The Plan notably included conceptual plans for portions of the Bull's Head study area for the development of community gardens, urban forests, and civic green spaces. To-date the recommendations for the pilot greening projects have not been fully implemented.



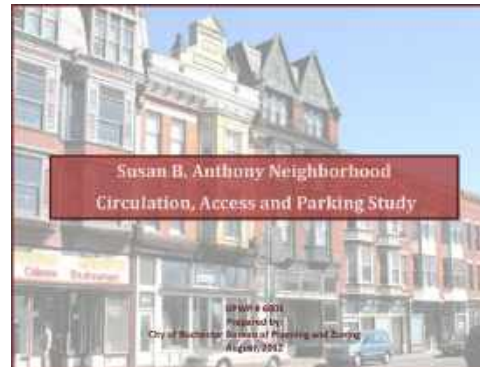
Rochester Bicycle Master Plan & Bicycle Boulevard Master Plan

Completed in 2011, the Rochester Bicycle Master Plan assessed the feasibility of new bicycle infrastructure throughout the City. Building on the 2011 plan, the 2015 Bicycle Boulevard Master Plan identified routes for a bicycle boulevard network. Both plans identified challenges and opportunities in the Bull's Head study area. The Bicycle Master Plan recommended re-striping on Genesee St, Chili Ave, and Brown St to accommodate bicycle lanes/sharrows. A more detailed corridor study was recommended for W Main St. The Bicycle Boulevard Master Plan recommended a priority bicycle boulevard route along Ames St.

Jefferson Avenue Focused Investment Strategy Area: Situation Analysis	
March 27, 2009	
Table of Contents:	
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Jefferson Focused Investment Strategy & Jefferson Ave Revitalization Plan

The 2009 Jefferson Focused Investment Strategy (FIS) recommends investments in local housing and neighborhood vitality to increase property values, attract investment, empower neighborhood stakeholders, and broaden the impact of investment to more low income families. The FIS Priority Area includes a small portion of the Bull's Head study area near the intersection of W Main St and Jefferson Ave. The FIS identified vacant buildings, code violations, and poor buildings conditions. While a number of FIS initiatives were implemented, several new programs to address blight were advanced in the area including sites within the Bull's Head BOA Pre-Nomination Study and Step 2 Nomination/Revitalization Plan.



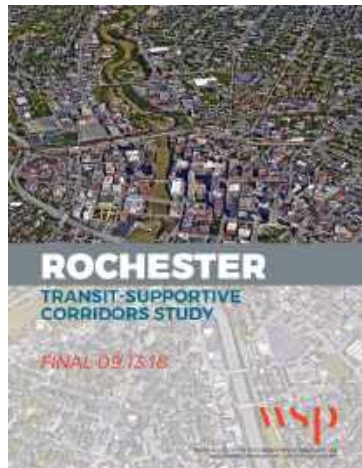
Susan B. Anthony Neighborhood CAP Study

The Susan B. Anthony Neighborhood Circulation, Access, and Parking (CAP) Study was completed in 2012 in response to parking and traffic issues associated with historic tourist destinations including the Susan B. Anthony House and Frederick Douglass Resource Center. While the study focused on the Susan B. Anthony Neighborhood, the study area included a small portion of the eastern Bull's Head study area. The study included recommendations for gateway improvements at the intersection of Silver St and Brown St, W Main St and Jefferson Ave, and a shared parking lot adjacent to the Bull's Head study area on W Main St.



Rochester 2034

“Rochester 2034” is the recently completed process for the creation of a new city-wide comprehensive plan that will serve as the fundamental basis for making public and private decisions on land use regulation and development, future investment, and the allocation of critical resources. Extensive public engagement has identified issues and opportunities across the City and in specific areas within the Bull's Head study area. Specific to Bull's Head, this includes distressed areas, key development opportunities, areas in need of investment, needed park enhancements, public safety issues, improved public transportation, and streetscape improvements.



Transit Supportive Corridors Study

As part of the Rochester 2034 planning process, the Transit Supportive Corridors Study was completed in 2018 and identified land use, development, and zoning strategies to inform the drafting of the comprehensive plan. The study identified transit-supportive corridors for focused development which includes W Main St, Chili Ave, and Genesee St within the Bull's Head study area. The study evaluated these corridors for market potential and physical suitability and concluded W Main St as having a high potential for transit-supportive development. Recommendations for transit-supportive strategies focus on policy, infrastructure, and financing.



Comprehensive Access and Mobility Plan

The Comprehensive Access and Mobility Plan was recently completed as part of the Rochester 2034 planning process. The Plan is a coordinated multi-modal transportation plan comprising of bicycle, pedestrian, transit, goods movement/emergency service, and transportation demand management focus areas. The plan also includes a list of priority projects which include expanded bicycle facilities on W Main St and Chili Ave within the study area. Lastly, the plan includes a Street Design Guide which details design guidelines for the pedestrian zone, static zone, travel zone, intersections, traffic calming, and green infrastructure.

1.3 Purpose of this Plan

Why this plan and why now?

Although past planning, policies, actions, and investments from the City to decrease the number of vacant buildings, clean up vacant lots, increase property values, and create economic opportunity have resulted in a neighborhood with a much brighter future, the revitalization of the Bull's Head has been constrained by the restrictions associated with properties that have documented and suspected environmental containments. These properties, referred to as brownfields, require a process of identification, testing, and clean-up before they can be safely developed. Without this process, these properties have a limited future and may remain a burden on the neighborhood and constrain revitalization.

An overall pattern of contamination, disinvestment and decline has plagued the potential of this area for decades. Through planning and analysis from the Pre-Nomination Study and this Revitalization Plan, 31.0 acres of vacant land, 36 unoccupied buildings, and 40.6 acres (59 properties) of brownfields have been identified in the study area. In addition, this Plan has identified underutilized properties which account for more than 41.3% or 60 acres of the study area.

To overcome these constraints, this Plan was developed under, and utilizes the tools of, the

New York State Brownfield Opportunity Area (BOA) Program. The program, described in "1.5 BOA Program Overview" on page 12, offers the opportunity to preliminarily identify brownfield properties and bring together key stakeholders to examine the facts in a holistic way, target the elimination of constraints to revitalization, and realize the community's vision of a strong and prosperous neighborhood.

The timing of this Plan is critical. As the demand for urban living, working, shopping, and recreation increases, the Bull's Head is uniquely positioned in the City's west side with well connected transportation, proximity to downtown, large employers including St. Mary's Campus (Rochester Regional Health) and Rochester Gas & Electric, and an array of historic and cultural assets. In addition, the Economic & Market Trends Analysis indicated demand for commercial and residential

development within the Bull's Head area. Underutilized properties across the study area represent opportunities for redevelopment and investment to take advantage of the areas assets and the renewed interest in urban living, working, shopping, and recreation. While several smaller businesses have left the area, many smaller and larger businesses and employers remain in the neighborhood and have been supportive of redevelopment efforts.

What are the goals of the plan?

A plan that seeks to overcome the complex constraints imposed by properties with environmental contamination needs to be grounded in goals. The New York State BOA Program establishes a series of goals which have been developed based on years of transforming communities into economically and environmentally sustainable places for people to live, work, and play across New York

#GOALS

1. **Address development constraints caused by multiple brownfields**
2. **Build consensus on future opportunities for brownfield and strategic sites**
3. **Establish sustainable development goals and objectives**
4. **Establish the multi-agency and private-sector partnerships necessary to leverage assistance and investment to revitalize the neighborhood**
5. **Address environmental justice concerns from burden of brownfields**

Figure 1.1: Revitalization Plan Goals

State (see #GOALS). These goals established the framework for the planning process to carefully examine the Bull's Head study area and determine appropriate actions and investments for revitalization.

Who will benefit from this plan?

This Revitalization Plan was developed for the residents, visitors, business owners, and employees of the Bull's Head area. The planning process included numerous opportunities for the community to shape the components of the Revitalization Plan and the specific recommendations in Chapter "05" on page 163. These recommendations are broad and inclusive to ensure the diversity of the neighborhood is reflected during implementation.

How will this plan be used?

This Plan is companion to other planning efforts initiated by the City and represents another step forward in eliminating the constraints to revitalization and the realization of the community's vision of a strong and prosperous neighborhood. The Plan will be used in a systematic fashion by the City, local authorities, and agencies to align resources for further analysis of recommendations and planning resources for implementation. Revitalization Plan recommendations are detailed in Chapter "05" on page 163.

#THE PLAN

Chapter 01

Chapter 01 includes a description of the lead project sponsors and the BOA Team, an overview of the New York State BOA Program, and a description and justification of the BOA study area boundary.

Chapter 02

Chapter 02 includes a description of the methods and results of community engagement, description of PAC and public meetings, and the community-guided Bull's Head vision statement, value statements, and goals and objectives.

Chapter 03

Chapter 03 includes a detailed inventory and analysis of the physical and policy environment affecting the study area. Sections include land use, zoning, parks and open space, historic resources, transportation, brownfield sites, and strategic sites.

Chapter 04

Chapter 04 includes a summary analysis and key findings which evaluate inter-related opportunities and constraints to identify key factors that impact the redevelopment potential of the Bull's Head BOA study area.

Chapter 05

Chapter 05 includes recommendations for actions, policies, development, and land use within the study area. Recommendations are aligned to community-guided values and strategic areas established from public meetings.

Figure 1.2: Revitalization Plan Layout

What's in the plan?

The Bull's Head Revitalization Plan represents the collective ideas from the community, the City, and the BOA Team to revitalize the neighborhood. The components of the plan are shaped by the New York State BOA program in order to provide necessary and

consistent evaluation of a study area and the development of recommendations necessary for a community to address the numerous issues from brownfields (See #THE PLAN).

1.4 Lead Project Sponsors + BOA Team

The Bull's Head Brownfield Opportunity Area Revitalization Plan was sponsored by the City of Rochester's Department of Neighborhood and Business Development in collaboration with the 19th Ward Community Association, Project Advisory Committee, and with support from a diverse consultant team. Funding for the plan was provided through the New York State Brownfield Opportunity Areas Program which was overseen and administered by the New York State Department of State.

The **City of Rochester's Department of Neighborhood and Business Development** is the lead project sponsor for the Bull's Head Revitalization Plan and has been actively planning in the neighborhood to promote revitalization. The City has assumed this role to leverage its experience in the neighborhood, companion planning efforts, and its organizational and technical expertise. The City provided leadership and guidance for the BOA team consisting of representatives from City Departments, the 19th Ward Community Association, and the consultant team.

The **19th Ward Community Association** worked collaboratively with the City throughout the planning process. The 19th Ward, in partnership with other local community associations, took an active role in community engagement. With the 19th Ward's local knowledge an inventory

of stakeholders was developed for use by the BOA team to engage the community and conduct stakeholder interviews. The interviews provided insight to the economic and market trends analysis summarized in "3.2 Economic + Market Trends" on page 38. With its local experience, the 19th Ward informed and engaged the community to encourage their active participation. Through 19th Ward's efforts, the planning process resulted in broad and inclusive input to develop the recommendations in this Plan that were reflective of the collective desires and goals of the community. A summary of community participation used during the development of the Bull's Head Revitalization Plan is provided in Chapter "02" on page 9.

Supporting the City and the 19th Ward Community Association was a diverse team of consultants. **Fisher Associates** was the prime consultant with support from HR&A Advisors, Highland Planning, and Ravi Engineering. Together, the consultant team brought experience in brownfield planning, community development, community engagement, economic development, transportation planning, and environmental planning.

The **Project Advisory Committee (PAC)** oversaw the planning process implemented by the BOA Team to ensure it was community driven and

tackled the challenges facing the neighborhood. In addition, the PAC provided input throughout the planning process on findings and recommendations from the BOA Team. The PAC was composed of members with strong links to the local community and represented broad areas, interests, and priorities of the Bull's Head area. Members included neighborhood community associations, the Rochester Police Department, Rochester Regional Health, and other community members/stakeholders. A summary of PAC members and meetings is provided in "2.2 Project Advisory Committee" on page 22.

The **New York State Department of State (NYS DOS)** provided funding for this plan through the New York State Brownfield Opportunity Areas (BOA) Program and served in an oversight and advisory capacity for the planning process and development of the Revitalization Plan. The NYS DOS has an established planning process for Brownfield Opportunity Areas that can be tailored to each community's unique characteristics and needs. Additional detail of the BOA program is provided in "1.5 BOA Program Overview" on page 12.



Figure 1.3: Organizational Chart

1.5 BOA Program Overview

What is the BOA Program?

In 2003, the BOA Program was created to provide municipalities and community-based organizations with financial and technical assistance to complete area-wide revitalization strategies for neighborhoods impacted by the presence of brownfields and environmental hazards. Administered by New York State's Department of State (NYSDOS), participants are awarded technical and financial assistance up to 90% of total project costs. Activities funded by the Program include community visioning and stakeholder engagement, inventory and analysis of existing conditions, economic and market trends analyses, development of revitalization strategies, and other pre-development activities.

The BOA Program, as established in 2003, consisted of three distinct program steps:

Step 1 Pre-Nomination Study

Step 2 Nomination

Step 3 Implementation Strategy

The three program steps were created due to the complexity of issues associated with brownfield sites and the need for a thorough analysis which results in recommendations of projects with lasting impact.

Recognizing the need to advance planning in a more timely manner, in 2018 New York State amended the BOA Program and consolidated the program steps. Although this occurred

during the development of this plan, funding is available from the NYSDOS for pre-development activities including marketing, building studies, and environmental reports.

Why the BOA Program?

The Bull's Head has been constrained by the restrictions associated with properties that have documented and suspected environmental contaminants. These properties, referred to as brownfields, require a process of identification, testing, and clean-up before they can be safely developed. The BOA Program offers the support needed to preliminarily identify brownfield properties and bring together key stakeholders to examine the facts in a holistic way, target the elimination of constraints to revitalization, and realize the community's vision of a strong and prosperous neighborhood.

What is a brownfield?

Brownfields are abandoned, underutilized sites, and other real property where the redevelopment or reuse is constrained by the presence or perceived presence of environmental contamination. These sites typically contain environmental contaminants which originated from historical or current commercial and industrial activities. Although the U.S. Environmental Protection Agency (USEPA) and New York State's Department of Environmental Conservation (NYSDEC) enforce

strict environmental laws to protect human health and safety, accidental and intentional release of environmental contaminants have been documented in the Bull's Head study area.

How will the Program benefit the community?

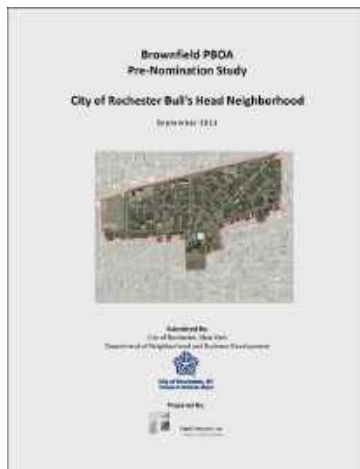
A key outcome of the BOA Program planning process is the official designation of the study area as a "Brownfield Opportunity Area." This official designation by the State of New York Secretary of State provides developers with access to funding and enhanced tax incentives through the State's Brownfield Cleanup Program (BCP). This funding assists developers with overcoming the financial burden of environmental clean-up. Additional benefits include brownfield site identification, addressing environmental justice issues, the creation of public/private partnerships, prioritization of public investments, creating shovel-ready sites, and marketing efforts to attract investors.

Why does planning take several years?

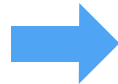
As previously described, in 2018 the BOA Program was consolidated into one program step. While this consolidation reduces the time associated with planning, the revitalization of a community that has experienced decades of environmental contamination and disinvestment requires thorough analysis which results in recommendations and the implementation of projects with lasting impact.

#BOA PLANNING

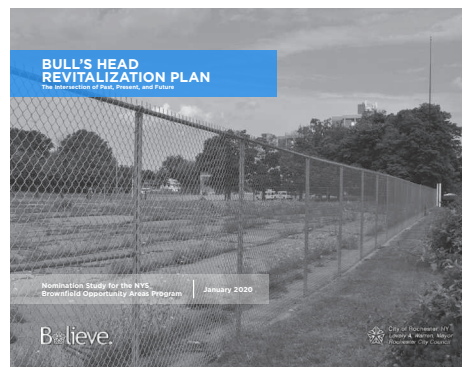
Bull's Head Pre-Nomination Study



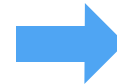
The **Pre-Nomination Study** was completed in 2011 and provided a preliminary analysis of the Bull's Head study area, vision and goals, potential brownfields, opportunities and constraints, and guiding principals for revitalization. In addition, the study incorporated the findings from the 2009 Bull's Head Area Community Design Workshop.



Bull's Head Revitalization Plan (Nomination Study)



The Bull's Head Revitalization Plan represents the **Nomination Study** required for the designation of the study area as a BOA. The Plan further analyzed the Bull's Head study area to create comprehensive recommendations for revitalization. The comprehensive analysis included brownfields, land use, zoning, land ownership, parks and open space, transportation, infrastructure, and vacant land. The Plan includes a community vision, goals, and objectives, list of known and suspected brownfields, strategic sites that will act as catalysts for revitalization, and recommendations to achieve the community vision.



Next Steps & Implementation

Next steps for planning and implementation include a review of implementation techniques and strategies, compliance with the New York State Environmental Quality Review Act (SEQRA) regulations, site assessments, remedial investigations, and remediations (site clean-ups) on strategic brownfield sites within the BOA.

Other pre-development activities such as land surveys, land acquisitions, archaeological investigations (if necessary), engineering assessments of infrastructure and buildings or structures, site preparation, final designs and plans, construction documents, bid documents, permits, etc.

Additional public meetings will be held to review key components and milestones during implementation.

Figure 1.4: BOA Planning Process

1.6 Boundary Description + Justification

The Bull's Head BOA study area is located in the southwest quadrant of the city of Rochester, New York and is often considered the western gateway to the city due to its geographic location and convergence of major transportation corridors including West Ave, Chili Ave, Genesee St, W Main St, and Brown St.

Community Context

In context to the metropolitan area, the Bull's Head study area is ideally situated with proximity to several towns including the Towns of Greece, Gates, Chili, Irondequoit, Henrietta and Brighton (see "Figure 1.5: Community Context" on page 15). These towns are home to regional office centers, retail areas, and local education institutions including Rochester Institute of Technology, Roberts Wesleyan College, Nazareth College, St. John Fisher College, and Monroe Community College. These towns also include numerous recreational opportunities including Greece Canal Park, Gates Memorial Park, Genesee Valley Park, Buckland Park, Black Creek Park, and Brookdale Preserve.

Study Area Context

The study area is located in the southwest quadrant of the city and includes portions of several neighborhoods/neighborhood associations, including the 19th Ward, Neighborhoods United, and Changing of

the Scenes (C.O.T.S.).(see "Figure 1.6: Study Area Context" on page 15). Adjacent neighborhoods/neighborhood associations include the historic Susan B. Anthony Neighborhood, Plymouth Exchange, Genesee-Jefferson, and historic Corn Hill.

The center of Bull's Head is generally considered the area around the intersection of West Ave, Chili Ave, West Main St and Genesee St. While Bull's Head is a locally recognized place with an approximate center, there is no official designation, boundary, or representation from a neighborhood association. Bull's Head does, however, represent a convergence point of several neighborhoods/neighborhood associations, a center of community commerce, and includes important transportation links and medical service providers.

Study Area Boundary

The study area is 185.6 acres in size with its borders generally defined by key transportation infrastructure (see "Figure 1.7: Study Area" on page 17). The northern boundary is the rail lines owned by CSX. The western boundary is considered the western edge of the former Taylor Instruments property at 95 Ames St. The eastern boundary is adjacent to the eastern edge of Jefferson Ave. The southern boundary is adjacent to the southern edge of West Ave and W Main St, including the Bull's Head Plaza

and adjacent parcels, and the St. Mary's Campus and associated parcels.

Boundary Justification

Over the last two decades the Bull's Head area has been studied and redevelopment options have been explored. However, the concentration of underutilized and environmentally challenged properties and the lack of investment climate in this particular area of the city has made the prospect of redevelopment too daunting for any one property owner, developer, or municipal agency to tackle.

The proposed BOA boundary discussed in this Plan aligns with the boundary presented in the Pre-Nomination Study. The limits of the Pre-Nomination study area boundary were chosen based on the concentration of underutilized properties, vacant land, properties with known and suspected environmental contamination, and residential properties adversely affected by the proximity to these properties.

The greatest concentration of these properties is centered around the intersection of W Main St, Genesee St, and Brown St. This area has seen various commercial and industrial activities over the past several decades which have resulted in various levels of environmental contamination including gasoline, oils, solvents,



Figure 1.5: Community Context

Bull's Head BOA

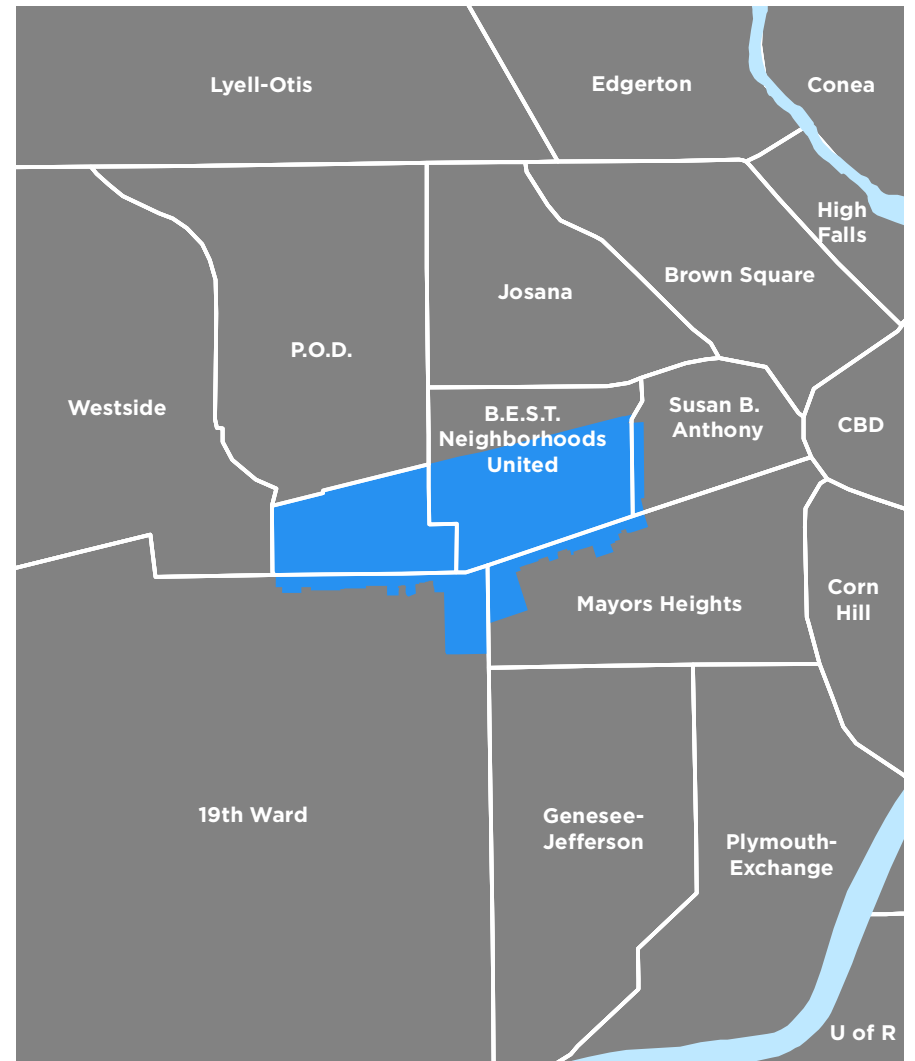


Figure 1.6: Study Area Context

Bull's Head BOA
 Neighborhoods/Associations

and dry cleaning chemicals. While this area has a large percentage of vacant land, several remaining businesses and adjacent residential properties remain negatively impacted by the presence of environmental contamination. This area represents the **central/southern boundary** of the Bull's Head study area and is delineated by Ardmore St, Moran St, Genesee St, Clifton St, and Churchlea Pl.

The **southern boundary** of the study area is additionally delineated by the West Ave commercial/manufacturing/residential corridor and the W Main St commercial/residential corridor. Properties along West Ave include current and former gas stations, manufacturing operations, and industrial operations. Properties along W Main St include numerous commercial properties with known and suspected environmental contamination from gas stations, to automotive service/repair, and small industrial operations. Properties facing these streets represent a portion of the

southern boundary of the study area.

North of these corridors and the commercial area around the intersection of W Main St, Genesee St and Brown St is a residential area consisting mostly of rental properties. These residential properties are surrounded by the commercial properties along W Main St and West Ave, and industrial and manufacturing properties along the CSX rail line. These industrial, manufacturing, and other properties along the southern edge of the active CSX rail line form a man-made border to the neighborhood and represent the **northern boundary** of the study area.

The **western boundary** is delineated by a single 14-acre former industrial property at 95 Ames St (commonly referred to as the former Taylor Instruments property). Industrial operations were conducted by several businesses from 1904 to 1991 at this location with operations ending by 1993 and building demolitions in

1996. While the property has undergone environmental investigation and remediation, redevelopment of the property has not taken place.

The **eastern boundary** is delineated by properties facing the eastern edge of Jefferson Ave from W Main St to Brown St. This segment of the Jefferson Ave corridor has been viewed locally as the corridor separating the Bull's Head area from the Susan B. Anthony neighborhood immediately adjacent to the East.

Based on the characteristics of the properties within the proposed study area boundary and input from City representatives, the Project Advisory Committee, and the general public, the study area boundary continues to be valid and thus remains unchanged from the boundary established in the Pre-Nomination Study.



95 Ames St (former Taylor Instruments property)



Wright St, looking east



Left, Bull's Head Plaza
Right, former dry cleaner (demolished)

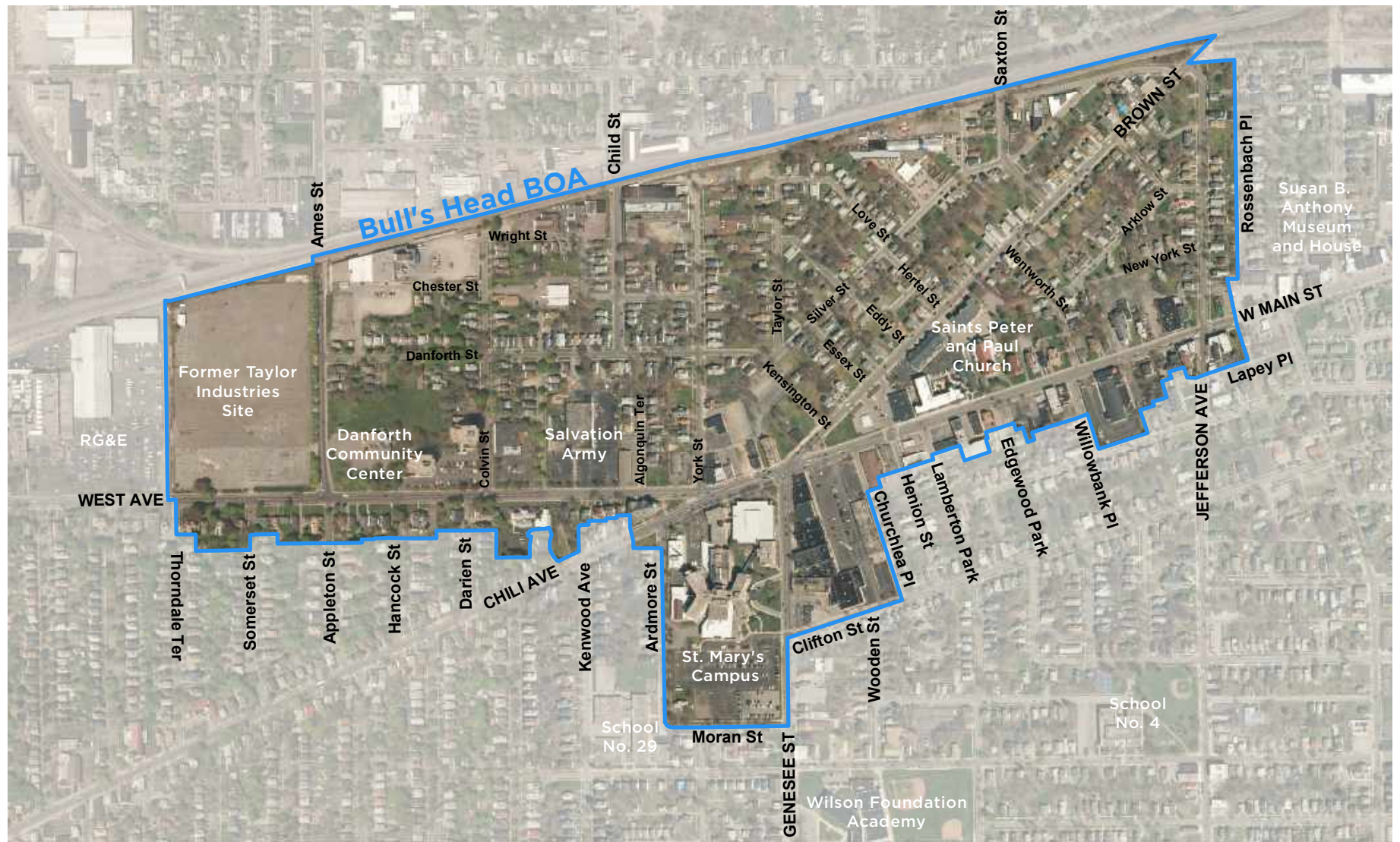


Figure 1.7: Study Area





02 Community Participation

2.1 Community Participation Plan

Prior to the commencement of this project, the City recognized the importance and potential of the Revitalization Plan and the essential need for a community-driven process that brought the interests and priorities of the community into the Plan's recommendations. To achieve a community driven process, a Community Participation Plan (CPP) was developed at the onset of the project which detailed a community participation approach and outlined several methods of participation. The Community Participation Plan is provided in Appendix A.

Approach

The community participation approach focused on providing broad and inclusive opportunities for the community to help shape and enhance a plan which represents a shared vision for a more vibrant and prosperous Bull's Head. The BOA Team and Project Advisory Committee (PAC) sought effective communication, learning opportunities, and information gathering/sharing throughout the planning process. In addition, each public meeting conveyed the importance of input on the outcomes of the Revitalization Plan.

Methods

Community engagement methods outlined in the CPP included the identification of stakeholders and stakeholder groups,

engagement methods for each stakeholder group, a general outline for PAC meetings and each planned public meeting, and additional engagement methods.

Stakeholder groups included residents and visitors, neighborhood organizations, environmental groups, businesses and merchant associations, municipal agencies, property owners, and developers. Engagement methods were detailed for each group and included door-to-door engagement, neighborhood and public meetings, interviews, and surveys.

For planned PAC and public meetings, the CPP included details on topics, objectives, format, notification, and documentation method. Each meeting was planned within the requirements of the BOA program but tailored with consideration to past community engagement events and current community expectations. Additional engagement methods included the use of the City's project website, opportunities for public meeting attendees to leave feedback and comments, and the establishment of a project document repository at the Arnett Branch Library.

Engagement Timeline

The CPP included a project schedule to guide the planning and community engagement process. The schedule focused on aligning PAC

and public meetings with the planning process and key points/milestones. As the planning process progressed, strategic adjustments were made to the schedule to accommodate an expanded inventory/analysis and development of a detailed Bull's Head Urban Renewal Plan (see "1.2 Relevant Studies + Plans" on page 4). An overview of community engagement for the Revitalization Plan is shown in "Figure 2.1: Project Timeline" on page 21.

Outcomes

The outcome of the CPP is evident in the level of public meeting attendance, comments received, and input from the community on the Revitalization Plan recommendations. Over 250 people attending public meetings and over 300 written comments were received, analyzed, and incorporated. The community's pursuit for a more vibrant and prosperous Bull's Head provided the BOA team with the ideas and tools necessary for creating an implementable and effective plan.

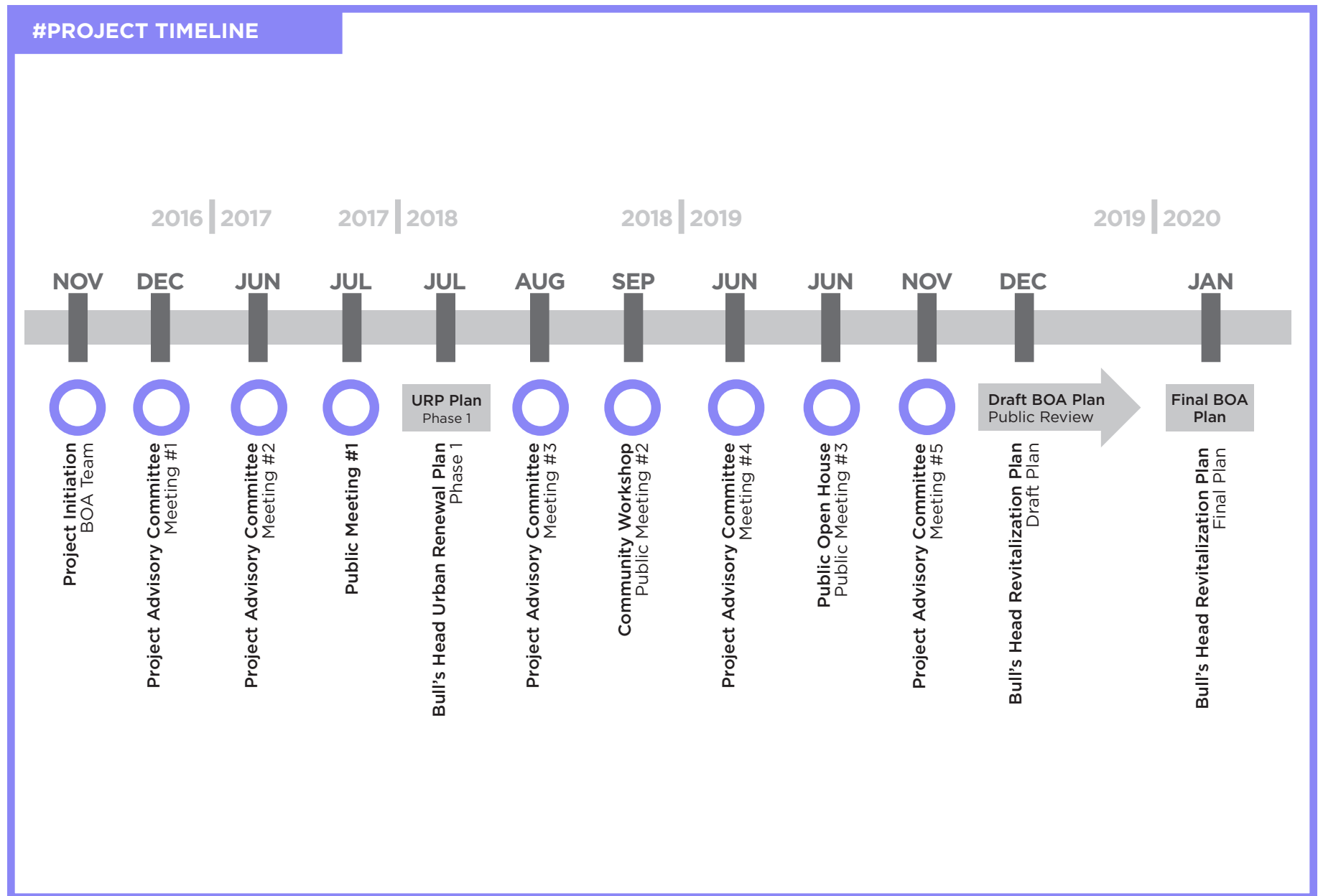


Figure 2.1: Project Timeline

2.2 Project Advisory Committee

The Revitalization Plan was created by the BOA Team in collaboration with the Project Advisory Committee (PAC). The role of the PAC included project over-site, providing guidance and insight on project tasks and deliverables, providing insight to community issues and opportunities, providing input on public meeting design, and reviewing the draft and final Revitalization Plan. Their role was specific to the BOA Program and did not replicate past or other ongoing planning initiatives in the neighborhood. Their local knowledge and experience was utilized for the development of the CPP, inventory and analysis, identification of strategic sites, and development of recommendations.

Membership

The PAC was composed of 11 members with strong links to the local community and provided environmental and planning experience with neighborhood revitalization (See #PAC MEMBERS on the following page). Members included neighborhood community associations, Rochester Police Department, Rochester Regional Health, community members/stakeholders, and City representatives. These members were representative of the interests and priorities within the Bull's Head area, forming future project champions to transition the project from the planning stage to implementation.

Meetings

PAC meetings were held at key points/ milestones during the development of the Revitalization Plan. Meetings were held at the completion of the inventory, analysis, identification of strategic sites, and findings and recommendations. Meetings were structured to both inform PAC members of critical information and provide a forum for discussion and knowledge sharing. Meeting minutes for all four PAC meetings are included in Appendix B.

Outcomes

The members of the PAC provided dedicated and critical insight to the development of the Revitalization Plan. Key topics of discussion during the meetings included tools for providing economic opportunity, increasing homeownership, improving safety, planning for aging residents, fixing pedestrian, biking, and traffic issues, and addressing the lack of park and recreational spaces.

#1 PAC Meeting December 7, 2016

This meeting included a formal kick-off of the planning process for the Revitalization Plan. The meeting covered the roles and responsibilities of the PAC, overview of the BOA program, findings from the Step 1 Pre-Nomination Study, preliminary inventory/ analysis, anticipated project timeline, community participation plan, and an overview of the planning process being completed for the development of the Bull's Head Urban Renewal District and Plan.

#4 PAC Meeting June 17, 2019

The fourth PAC meeting included a presentation and review of a revised BOA vision statement, value statements; draft goals & objectives; revised strategic sites; and draft recommendations. PAC members reviewed all of the information presented and discussed minor modifications that would further enhance the Plan. In addition, PAC members and representatives from the NYSDEC discussed revitalization potential for numerous identified brownfield properties including 95 Ames Street.

#2 PAC Meeting June 22, 2017

This meeting included an overview of the final community participation plan, project website, additional inventory and analysis findings, and a review of the inventory and analysis being completed for the Bull's Head Urban Renewal District and Plan. In addition, the PAC and project team discussed the upcoming first public meeting and the goals for obtaining public comments and feedback.

#5 PAC Meeting November 25, 2019

The fifth PAC meeting included a review of accomplishments since the last PAC meeting including a summary of Public Meeting #3. The public meeting summary presented included the Vision Statement, Goals and Objectives, Strategic Sites, conceptual development frames for the Bull's Head Urban Renewal Area, and the results of the Visual Preference Survey. In addition, a summary of the BOA Designation Application process was presented which includes a public comment period on the Application (including the draft Revitalization Plan) and submittal to the NYSDOS. Finally, representatives from Labella presented information on the Brownfield Opportunity Area Site Assessment Program (BOASAP) being advanced in four BOAs including the Bull's Head BOA.

#3 PAC Meeting August 22, 2018

The third PAC meeting included an updated project schedule and review of accomplishments since the last PAC meeting including a summary of Public Meeting #1, Bull's Head Urban Renewal Plan Phase 1, and continued inventory & analysis. In addition, a group exercise reviewed and updated the Bull's Head vision and goals from the Pre-Nomination Study, reviewed and discussed the draft strategic sites, and discussed potential land uses.

#PAC MEMBERS

John DeMott	19th Ward Community Association
Zola Brown	19th Ward Community Association
Christopher Buitrago	19th Ward Community Association
Dawn Noto	Susan B. Anthony Neighborhood Association
John Lightfoot	Changing of the Scenes (COTS) Neighborhood Association
Bill Washington	Neighborhood United
Michael Owen	Rochester Regional Health
Kathy McGuire	Rochester Regional Health
Gillian Conde	DePaul Properties
Deputy Chief Joe Morabito	Rochester Police Department
Scott Peters	Rochester Police Department
Rick Rynski, AICP	City of Rochester
James H. Demps III	NSC Administrator
David Hawkes	City of Rochester/NBD
Chris Bauer, AICP	NYS Department of State

Figure 2.2: PAC Members

2.3 Community Meetings

Community meetings were an integral part to the development of this Revitalization Plan. These meetings provided the BOA Team and the PAC with the opportunity to directly engage with a broad range of community stakeholders representing many interests and priorities. In addition, the meetings provided a forum for information sharing, discussion of issues and opportunities, and direct community input on the decision-making process for the development of a Bull's Head vision statement, value statements, identification of strategic sites, opportunity sites, future land uses, and recommendations.

Building Upon Success

During the Step 1 Pre-Nomination Study the City held a Community Design Workshop. The workshop focused on engaging the community in a series of discussions that explored ideas for physical and environmental improvements in the Bull's Head area. The workshop used a brainstorming session, visual preference survey, and breakout groups for a hands-on charrette to develop a series of recommendations. The successful turnout and documentation of community interests and priorities helped inform the BOA Team in the planning for community meetings. In addition, the BOA Team was able to incorporate identified community interests and priorities into the Revitalization Plan.

Meetings

The BOA Team planned and designed three community meetings that aligned with key points/milestones during the development of the Revitalization Plan. Meetings were held at the completion of the inventory/analysis, identification of strategic sites, and findings and recommendations. Meetings were designed in three different formats: public meeting, community workshop, and public open house. Each style of meeting aligned with specific goals for providing technical information, forums for discussions and knowledge sharing, and seeking community input/feedback. Meeting summaries for all three meetings are included in Appendix B and brief meeting summaries are provided on the following page.

Participants

To achieve broad and inclusive engagement, the BOA Team developed a stakeholder database comprised primarily of residents and business owners within the Bull's Head study area. In addition, the database included key stakeholders from the City of Rochester, local agencies, organizations, associations, and developers. This database was used for e-mail, direct-mail, and door-to-door notification of community meetings. This notification method proved highly successful in informing these stakeholders of community meetings and achieving high meeting turnout. In total, over

250 people attended community meetings.

Outcomes

During these community meetings the BOA Team and PAC had productive conversations with participants that resulted in over 300 written comments. These meeting participant comments were analyzed and incorporated into the Revitalization Plan. Summaries of these comments for individual topics indicate a varied range of desired outcomes and priorities, and are included in subsequent sections of the Plan.

Input received during the first community meeting helped the BOA Team understand the context of technical data and identify additional areas that needed to be researched, such as housing affordability. During the second community meeting participants provided valuable insight to develop a Bull's Head vision statement and value statements. The third community meeting participants provided insightful feedback on recommendations.

Through these meetings, participants provided valuable insight for the development of this Revitalization Plan. Their long-standing dedication to improving their community has resulted in a Revitalization Plan that will help guide City and local agencies in the allocation of public monies for implementing recommendations.

#1 Public Meeting July 27, 2017



The first public meeting included a formal kick-off of the planning process for the Revitalization Plan with a welcome from City of Rochester Mayor Lovely Warren. The public meeting included a presentation from the BOA Team covering an overview of the BOA Program, description of the inventory and analysis to-date, and a description of the Bull's Head Urban Renewal Area and Plan. The meeting then transitioned to a series of breakout stations for the public to leave feedback and comments. The stations were focused on four areas (demographic and economic conditions, parks and recreation, transportation and infrastructure, and land use) and included several key questions for the public to comment/address. The meeting was attended by more than 90 community members who provided over 280 written comments.

#2 Community Workshop September 6, 2018



The second public meeting was structured in two parts. The first part included a welcome and presentation from the BOA Team detailing the progress of the Revitalization Plan, planning activities over the past year, and the time-frame for completing the Revitalization Plan. The second part of the meeting was designed as a workshop which enabled discussions between participants and the BOA Team regarding the future of Bull's Head within the context of community values and neighborhood opportunities. The meeting/workshop was attended by over 70 community members who provided over 100 written comments.

#3 Public Open House June 26, 2019



The third public meeting was also structured in two parts. The first part included a welcome and presentation from the BOA team detailing activities since the previous meeting, updates to the BOA vision statement and value statements, draft goals & objectives, updated strategic sites, and draft revitalization plan recommendations. The presentation also included an overview of the Bull's Head Urban Renewal Plan and conceptual redevelopment frames. The second part of the meeting was designed in an open house format which enabled meeting participants to review the components of the Revitalization Plan, Urban Renewal Plan, and provide comment and feedback.

2.4 Vision, Goals, + Objectives

A vision statement is a future-oriented statement that represents a community's preferred image and embodies deeply held beliefs and ideals. A community's vision provides the foundation for decision making and prioritization of actions, policies, and projects.

The planning process for this Revitalization Plan revisited the 2011 Pre-Nomination Study vision statement and evaluated the statement based on the most recent public meetings and PAC meetings. The determination was made for a revised vision statement which represented additional community beliefs and ideals. The process for drafting a new vision began with development of a series of value statements based on community input/feedback. These value statements received refinement and adjustment from the PAC and during the 2018 community workshop (public meeting #2).

The resulting value statements cover many aspects of the Bull's Head area and represent the diversity of community desires. These values, along with all of the feedback received during PAC meetings and public meetings, were used to shape a new vision statement. These values also directed the development of the goals and objectives listed on the following page and the recommended actions, policies, projects, and land uses detailed in Chapter 05 starting on page 163.

Vision

The Bull's Head area is an attractive and prosperous neighborhood which includes opportunities for all current and future residents of all ages and income levels.

Once contaminated, vacant, and blighted lands are now healthy and sustainable places where our local businesses and residents thrive.

We embrace our historic and strategic location as a center of commerce and health, and leverage our role as a transportation hub that connects all people and modes safely and comfortably.

Our parks and open spaces play an active role in connecting our community to nature and provide recreation options for our youth.

Our broad inclusiveness and continuous drive to improve our neighborhood provides a safe, affordable, prosperous, and attractive place for all.

Figure 2.3: Vision, Goals and Objectives

Values

Sense of community connecting neighbors

Transportation that is safe and accessible for everyone including pedestrians and bicyclists

Employment opportunities from new and expanded businesses supported by training and education

New development that utilizes brownfield, vacant, and underutilized land

Historic character maintained through new development and reuse of existing buildings

Improve housing opportunities for current and future residents that also assist first time and current homeowners

Green space, parks, and recreation facilities with space for community events, gatherings, and markets

Public safety and the efforts of RPD to address crime and violence

Goals & Objectives

- Coordinate/consolidate efforts of neighborhood and business associations with direct involvement and impact in the Bull's Head area
- Facilitate neighborhood events and farmers markets
- Evaluate expansion of programming and facilities at the Danforth Community Center
- Utilize "complete street" tools for pedestrians, bicyclists, and transit users
- Evaluate traffic calming and intersection safety measures
- Encourage new development to incorporate bicycle, pedestrian, and transit facilities
- Encourage the hiring and training of local residents in local businesses
- Develop a business recruitment program to bring businesses to the Bull's Head area
- Host business association events tied to job fairs
- Facilitate testing, remediation, and redevelopment of brownfield properties
- Complete a viable re-use plan for 95 Ames St (former Taylor Instruments)
- Attract diverse businesses that can accommodate daily needs of local residents
- Redevelop the Bull's Head Plaza with mixed-use buildings that front the street
- Encourage new development to utilize traditional neighborhood design
- Facilitate historic property and building identification
- Promote resources available for historic building reuse and renovation
- Promote awareness of the Bull's Head and its historic past
- Seek development that includes housing choice (e.g. age-in-place housing)
- Increase awareness of the City's housing assistance programs
- Address the issues of investor owners/landlords
- Increase home ownership in the Bull's Head area
- Focus on residential infill development compatible with the character of the area
- Add amenities and recreation facilities to Lynchford Park
- Utilize vacant land for a new park which can support multiple uses/events
- Replace vacant lots within residential areas with pocket parks and gardens
- Examine the feasibility of a new RPD station
- Ensure new development promotes safety and utilizes urban design principles such as CPTED (Crime Prevention Through Environmental Design)





03

Inventory + Analysis

3.1 Community + Regional Setting

The Bull's Head BOA study area is located within the city of Rochester in Monroe County, New York. Monroe County and surrounding areas are part of the Fingers Lakes Region of New York State, the Finger Lakes Regional Economic Development Council, and the Genesee Transportation Council. The city of Rochester is located between the metropolitan areas of Syracuse and Buffalo, New York, adjacent to Lake Ontario, and is bisected by the Genesee River.

From the 2018 Finger Lakes Regional Economic Development Council Annual Report, the Finger Lakes Region is seeing positive growth in population, employment, wages, and product output and a decrease in unemployment and poverty. Although the economy of the region is generally positive, several areas of the city of Rochester, including the Bull's Head area, continue to see many economic disparities.

The following includes a summary and context of population, demographics, housing, employment and income within the Bull's Head study area, city of Rochester, and Monroe County. Additional analysis of economic and market trends are detailed in Section "3.2 Economic + Market Trends" on page 38.

Overall, the BOA represents a very small percentage of the city's population, is declining

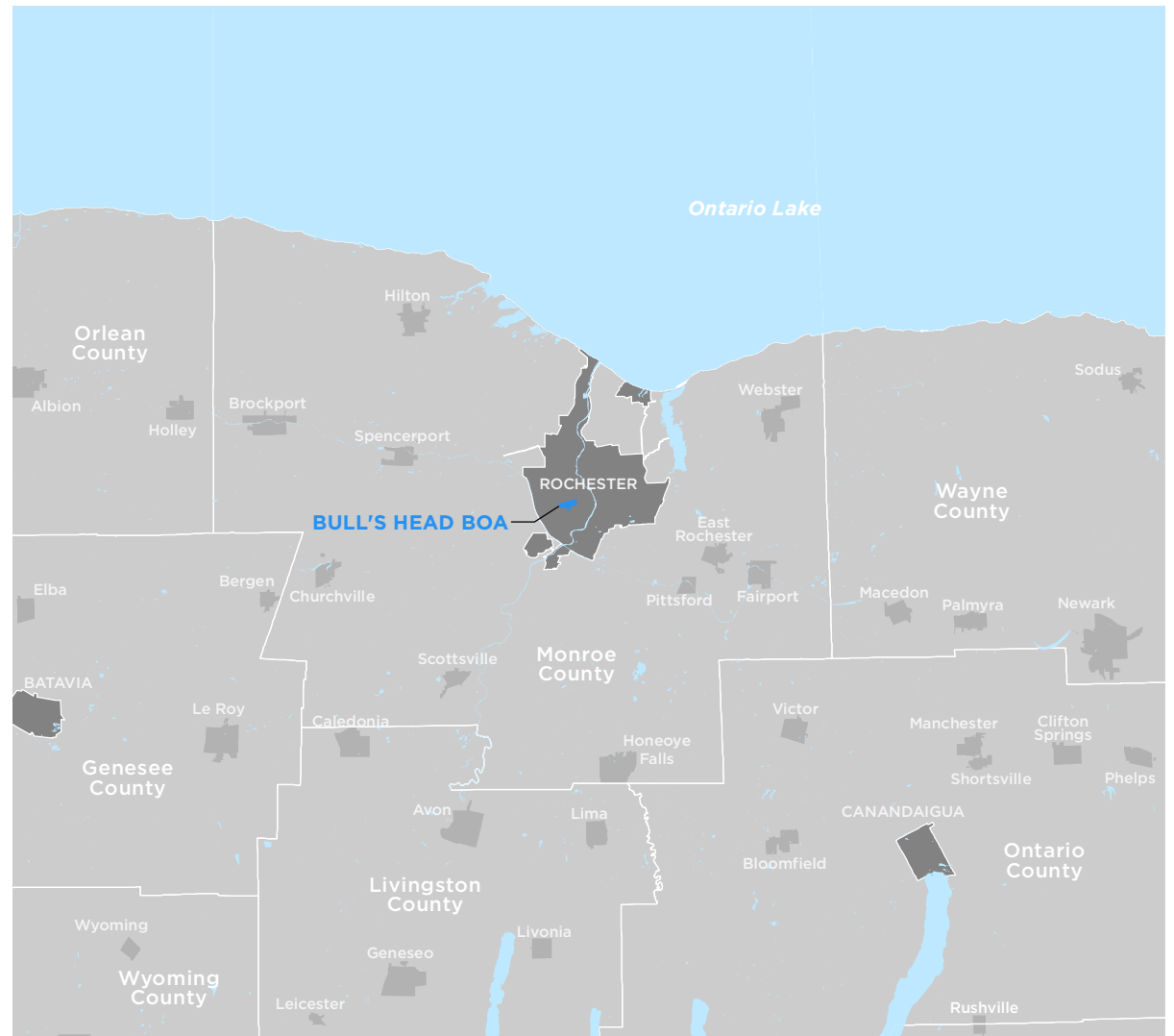
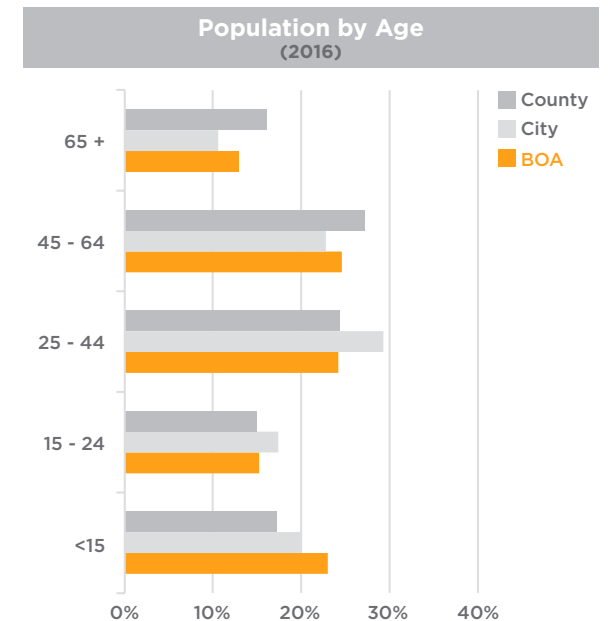
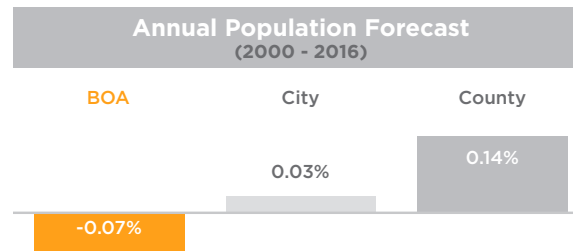
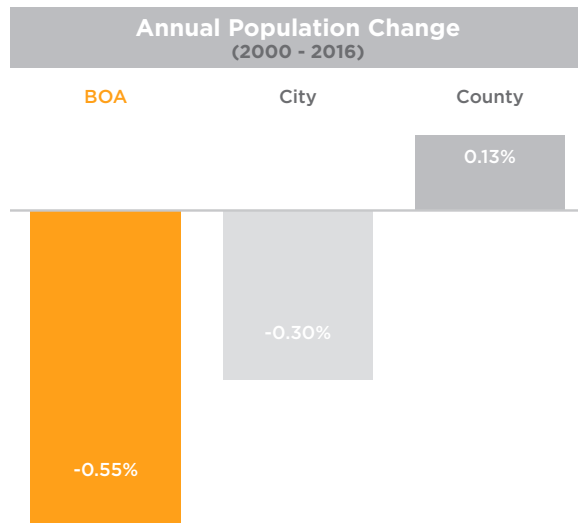


Figure 3.1: Community and Regional Context



at twice the rate of the city, contains a higher proportion of children than the city, contains a larger share of single-person households than the city and the county, and has lower educational attainment levels than that of the city and the county. The racial makeup of the BOA is predominantly African American.

Population Context

The BOA's residential population represents a very small percentage of the city of Rochester's population. As of 2016, the BOA study area was home to 1,815 residents, representing roughly 0.9% of the city of Rochester's population and 0.3% of Monroe County's population. In recent

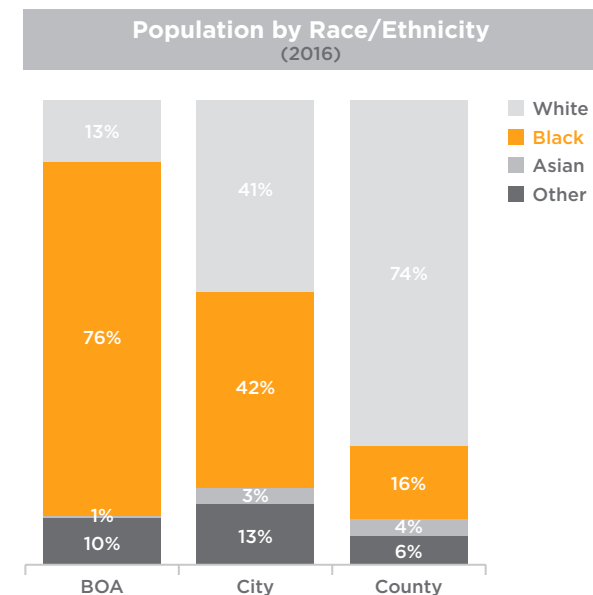
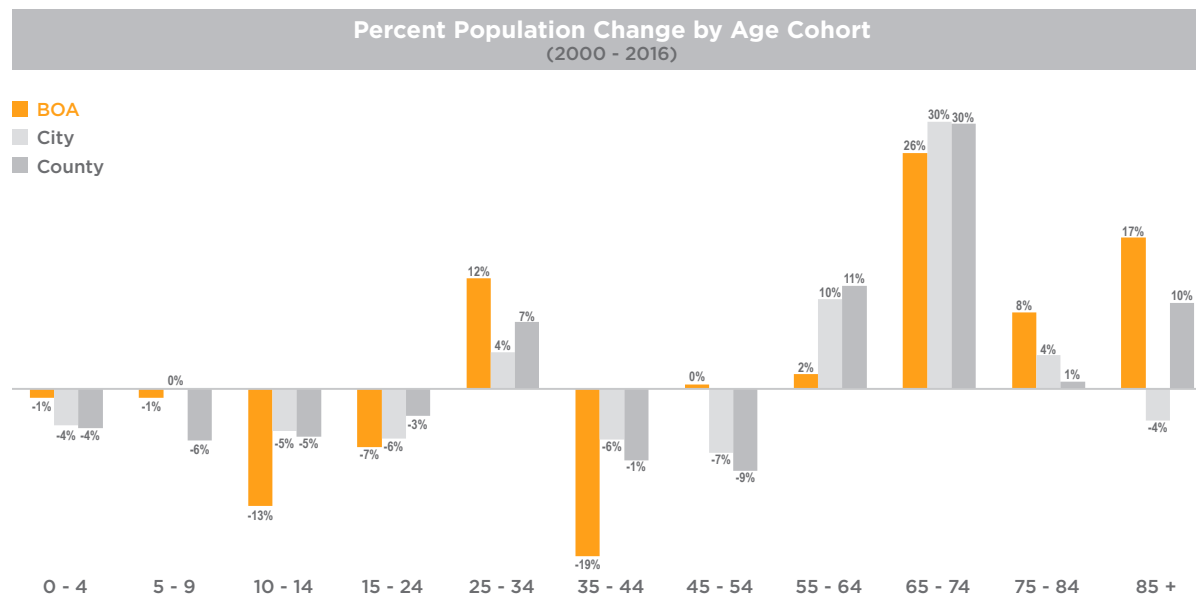
years, the BOA's population has declined at a faster rate than that of the city. Between 2000 and 2016, the BOA's population decreased by approximately 8% while the city lost 4% and the county gained 2% of their respective populations.

Demographic Context

The age distribution of the residents within the BOA is generally comparable to the city of Rochester and Monroe County. However, the BOA contains a higher proportion of residents younger than 15 years old compared to the surrounding city and county. Nearly one-quarter of BOA residents are younger than 15.

Additionally, the median age of BOA residents in 2016 was 33 years, similar to the city of Rochester's median age of 32 years. Residents of Monroe County are typically older, on average, with a median age of 40 years.

Since 2000, the city of Rochester and Monroe County have generally grown in a similar manner when compared across age cohorts. However, the BOA has differentiated from these broader regional trends. In three cohorts - ages 10-14, 35-44, and 55-64, the BOA underperformed the region, either experiencing a significantly higher percentage point decrease in population or remaining stagnant while



the city and county grew. Conversely, in four cohorts – ages 25-34, 45-54, 75-84, and 85+, the BOA over-performed the region, experiencing a higher percentage point increase in population for those age ranges.

The BOA is a predominantly occupied by African-Americans, with approximately 76% of individuals identified on the U.S. Census. In comparison, the city of Rochester and Monroe County are 42% and 16% Black respectively. The BOA also contains a smaller proportion of residents identified as Asian, with 1% of the population identified as Asian, compared to 3% for the city and 4% for the county.

Residents of the BOA typically have lower educational attainment than residents of the city and the county. Approximately 31% of BOA residents have not received a high school diploma, compared to 19% in the city and 10% in the county. Additionally, only approximately 6% of BOA residents have attained a bachelor's degree or higher, much lower than the city and the county. Lower levels of educational attainment have a high impact on employment, housing choice, and income potential.

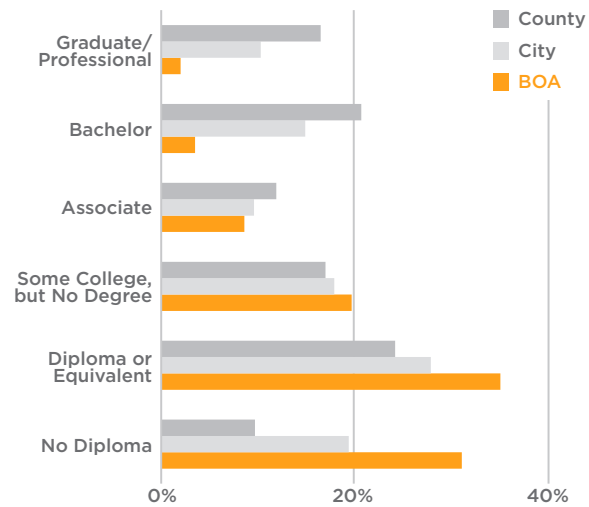
Housing Context

While the BOA's population has been steadily declining since the 1950s, the total number

of households in the BOA increased between 2000 and 2010, reflecting a reduction in the average size of households. Since 2010, however, the total number of households in the BOA has been declining at a minor rate and is projected by ESRI to continue to do so. This is in contrast with recent trends for the city and the county, both of which have seen the number of households increase since 2010, and ESRI data projects that growth to continue through 2021. Once more data is published, housing trends can be re-evaluated.

At 70%, the BOA has a significant percentage of housing which was built before 1949. This

Population by Education (2016)

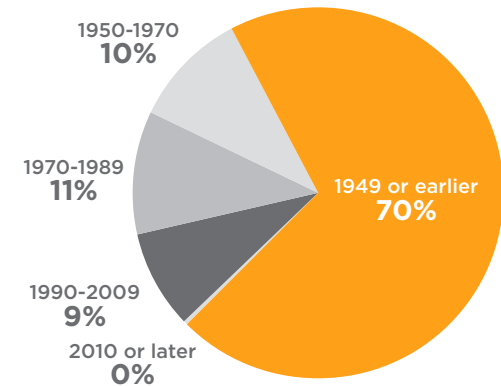


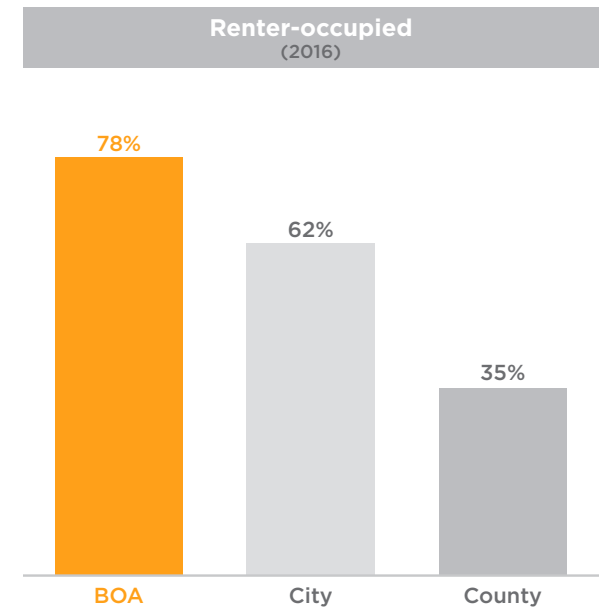
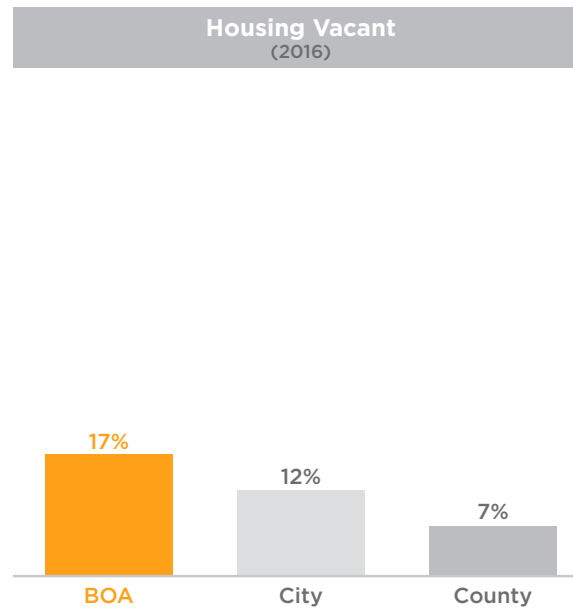
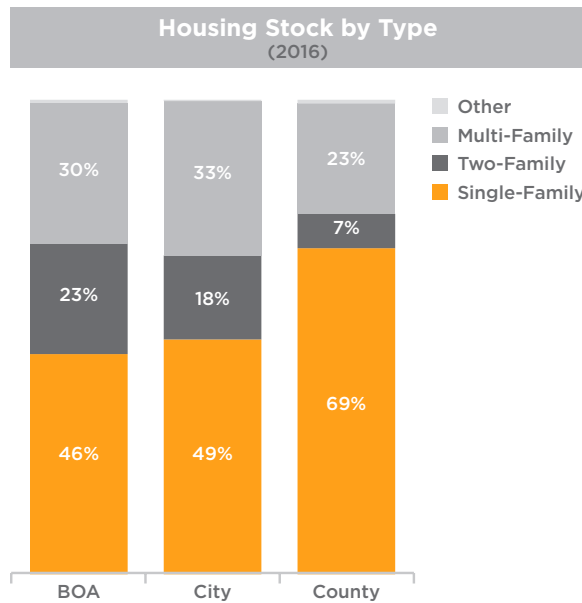
Total Households (2000 - 2021*)

Year	BOA	City	County
2000	792	89,055	286,512
2010	822	87,027	300,422
2016	812	87,637	306,090
2021*	811	88,211	310,017

*ESRI Forecast

Housing Stock by Year Built (2016)





is consistent with the rest of the city where development exploded during the late 1800's and early 1900's and decreased during later decades due to migration out of the city. Some newer development since 1950 has occurred in the BOA at a similar rate to the city, but less than the county. Since 2010 data indicates there has been no to little residential development within the BOA. The city and county have seen a relatively small increase in residential housing stock since 2010.

The BOA has a slightly larger share of two-family housing than the city, but the proportion of housing types in the BOA are generally in

line with citywide trends, with more two-family and multifamily properties than the county. Multi-family housing is typical of upstate communities developed prior to World War II and the suburbanization of metropolitan areas. The high percentage of single-family homes in the county reflects policies and financing mechanisms implemented post World War II. However, the BOA has a 78% rate of renter-occupancy which indicates many single-family homes are not owned by local residents. Multi-family housing accounts for 53% of housing stock and single-family housing accounts for 46% of housing stock in the BOA. The city's share of rental housing is 62% and the county's

share is 35%. Based on available data, the average monthly asking rent for the BOA is approximately \$568 which is well below the average monthly asking rent for the city and county at \$856 and \$909 respectively. This value difference is additionally present in home values. The median home value in the BOA is \$58,000 while the city and county are \$81,000 and \$140,000 respectively.

Employment Context

Employment context includes a summary of the top locations of employment for BOA residents and includes information that compares the BOA to the city and county for

Rent & Home Values

Average Asking Rent

BOA: **\$568**

City: **\$856**

County: **\$909**

Median Home Value

BOA: **\$58k**

City: **\$81,000**

County: **\$141,000**

Top Locations of BOA Resident Employment (2014)

Location of Employment	Total	Share
Rochester, NY	223	46%
Central Business District	43	9%
University District	27	6%
Bull's Head BOA	6	2%
Other Areas	147	30%
Brighton CDP, NY	28	6%
Irondequoit CDP, NY	15	3%
All Other Locations	217	45%
Total	483	100%

New York had average unemployment rates of 4.3% for 2017 which is approximately half the unemployment of BOA residents. In addition, according to the NYS Department of Labor, the January 2019 unemployment rate is 4.6% for NYS, 4.4% for Monroe County, and 5.9% for the city of Rochester. Unemployment data for the BOA after 2017 was not available for this analysis.

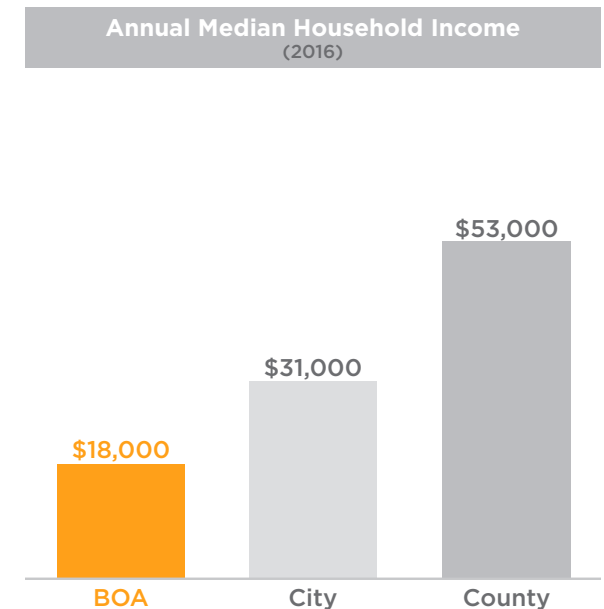
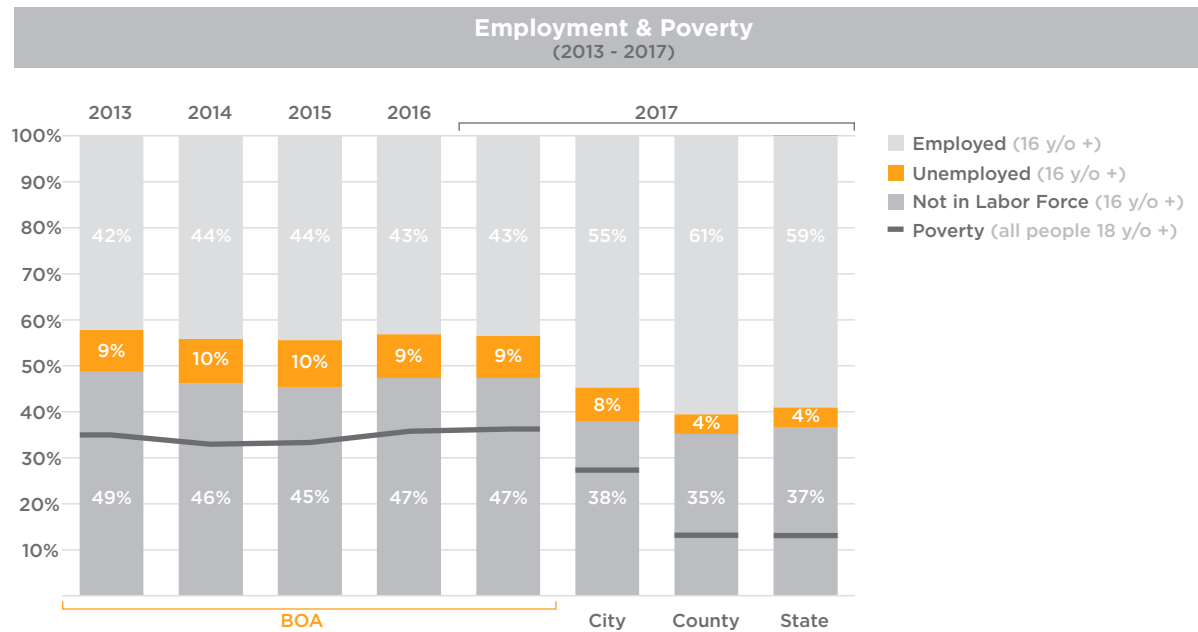
According to the most recent data from ESRI, the 14611 zip code which includes the Bull's Head study area has a total area employment of approximately 6,230 jobs, up from 5,980 in 2001. The city has a total of approximately 294,612 jobs, down slightly from 303,334 in 2001, and the county has a total of 394,460 jobs, down from 403,490 in 2001. The 14611 zip code has a high share of manufacturing, service, healthcare, and government jobs, and has seen job growth since 2000 in the Professional, Scientific, and Technical Services sectors, and a high share of Utilities jobs as compared with the city and the state. Within this zip code, approximately 49% of job distribution is in the manufacturing, service, healthcare, and government sectors. Manufacturing and service jobs are more concentrated in this zip code than in the city and the county, and there are fewer health care, government, retail, accommodation, and educational jobs relative to the proportions seen city and statewide. Since 2000, job growth within the 14611 zip code has primarily been within the Professional, Scientific, and Technical Services sector, as well as utilities, and healthcare. The rate of job growth within the

unemployment, total area employment, poverty, median household income and job distribution. Overall, BOA residents work predominantly outside of the city of Rochester, suffer from high **unemployment rates**, and have much lower median household incomes than the city and county.

According to most recent data available from the U.S. Bureau of Labor Statistics, the **top locations of employment** indicates approximately 2% of BOA residents are employed within the BOA while slightly more than half work outside the city of Rochester with concentrations of employment in the

towns of Brighton and Irondequoit. The remaining BOA residents work within the city of Rochester with concentrations downtown and in the University of Rochester area.

According to the most recent data from the U.S. Census, the census tracts that correspond to the BOA study area have an average **unemployment** rate higher than city and twice the rate of the county and state. In 2017, approximately 9.2% of BOA residents were unemployed, 43.4% were employed, and 47.3% were not in the labor force. In 2017 approximately 7.5% of the city was unemployed and 37.8% were not in the labor force. Both the county and the state of



zip code in professional, scientific, and technical services is far greater than the share added to either the city or state. Jobs within the utilities sector are exceptionally concentrated within this zip code when compared to the location quotients of the city and State for this sector. Additional information, data, and statistics are provided in the Economic & Market Trends Analysis section (Section 3.2).

Income Context

According to the latest data from the U.S. Census, the annual **median household income** for the BOA of \$18,000 indicates lower incomes than city and county residents of \$31,000 and

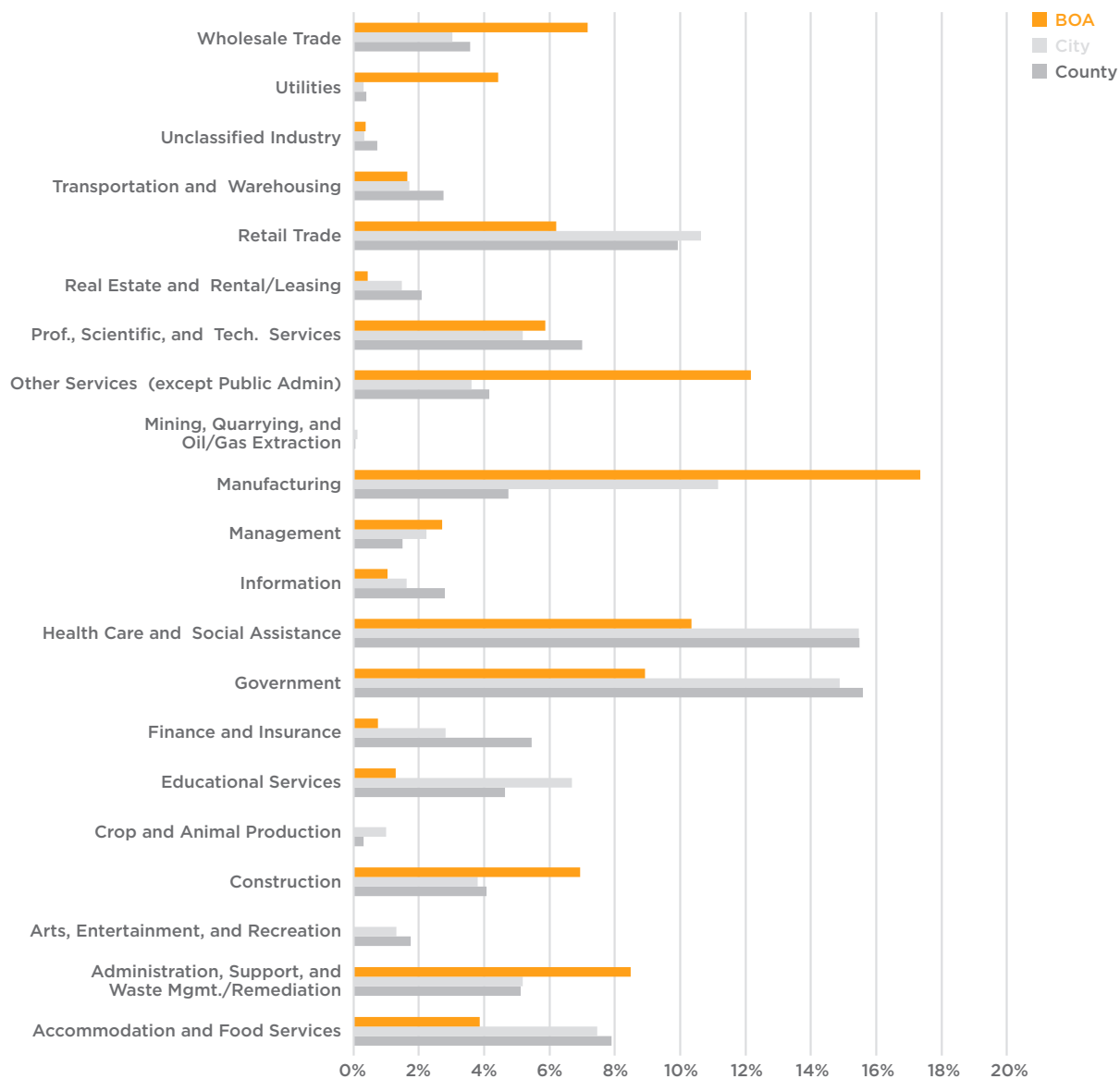
\$53,000 respectively. The median household income for BOA residents is less than 50% of the median household income of the county.

According to data for the U.S. Census tracts that correspond to the study area, 36.3% of individuals are below the poverty threshold. This is much higher than the 27.2% for the city, and significantly higher than the 12.8% for the county and 13.4% for the state. The unemployment rate for the BOA is 12.5% greater than the unemployment rate for the state and county. Finally, the study area has a greater percentage of those not in the labor force compared to the city, county, and state.

Total Area Employment (2016)

Employment Sector	14611	City	County
Accommodation and Food Services	240	20,089	28,150
Admin., Support, and Waste Mgmt. & Remediation	530	15,818	23,590
Arts, Entertainment, and Recreation	0	3,465	5,090
Construction	430	8,843	13,810
Crop and Animal Production	0	468	600
Educational Services	80	31,094	31,920
Finance and Insurance	50	8,858	11,820
Government	560	28,060	49,440
Health Care and Social Assistance	640	54,689	65,660
Information	60	5,596	7,170
Management of Companies and Enterprises	170	7,585	10,460
Manufacturing	1,080	32,952	40,240
Mining, Quarrying, and Oil and Gas Extraction	<10	27	90
Other Services (except Public Administration)	760	10,679	14,590
Professional, Scientific, and Technical Services	370	16,997	24,580
Real Estate and Rental and Leasing	30	5,109	6,860
Retail Trade	390	27,898	39,010
Transportation and Warehousing	100	4,960	6,550
Unclassified Industry	20	930	1,250
Utilities	280	820	910
Wholesale Trade	450	9,675	12,660
Total	6,230	294,612	394,460

Distribution of Jobs (2016)



3.2 Economic + Market Trends

Economic & Market Trends Analysis

This comprehensive economic and market trends analysis describes and analyzes economic conditions and market trends within the Bull's Head BOA study area. The analysis summarizes the current, past, and future demographic, economic, and real estate market trends in and around the Bull's Head BOA. This Economic & Market Trends Analysis consisted of the analyses of socioeconomic trends, residential development market, commercial development market, and consumer spending. Each market segment includes an overview of available data, value assessment, vacancies, market performance, and a demand analysis. The socioeconomic trends analysis is described and summarized in Section "3.1 Community + Regional Setting" on page 30.

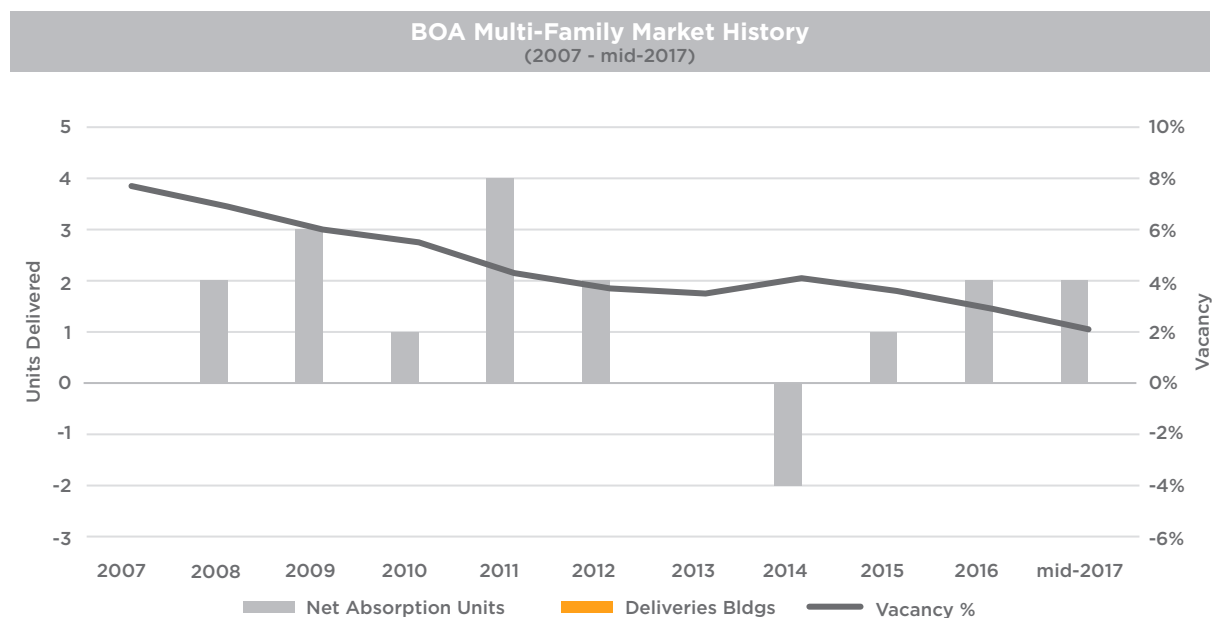
The economic and market trends analysis identified several indicators of economic distress and opportunities that, in part, provided the framework for strategic site identification as well as justification for the range of realistic future land uses that could be accommodated in those areas. The following sections summarize the data, analysis, and findings from the analysis.



Residential Market

Based on the analysis of the existing residential market and the area's surrounding context, there is potential demand for multi-family housing with ground floor commercial to serve as an amenity for local residents. However, despite economic conditions that could support market-driven development in nearby areas such as downtown and neighborhoods immediately surrounding the University of Rochester, there is limited anticipated near-term market support for new private development within the BOA. Therefore, future development within the Bull's Head will likely require public subsidy to support near-term development.

With adequate public subsidy, there is potential to support workforce housing and senior housing due to the BOA's aging demographics and the proximity of healthcare services within the BOA. Single-family new construction is unlikely to be feasible unless done through a non-profit organization, such as Habitat for Humanity, which drastically reduces construction costs and provides affordable mortgages for low-income homeowners. In 2019, Habitat For Humanity will conclude a multi-year effort to build 92 homes in the nearby JOSANA neighborhood, and it expressed interest in beginning new efforts in Bull's Head area.



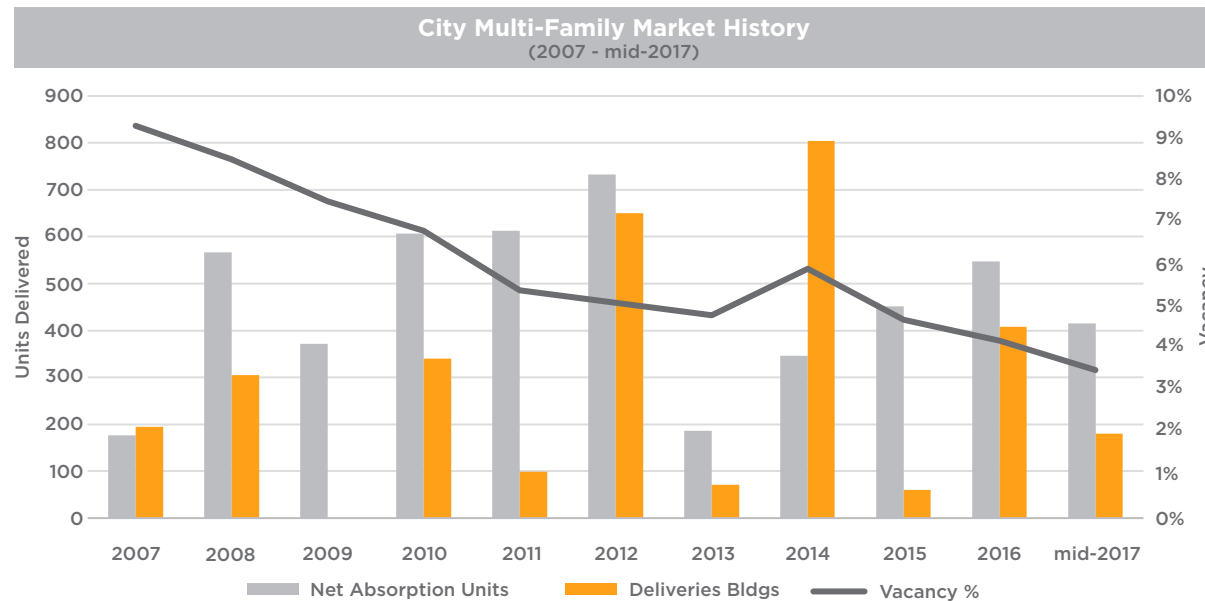
Two publicly subsidized new multi-family products have come online within the BOA in recent years: Brown St Apartments and Halstead Square. Both products were developed in 2010 by DePaul Properties, a private, not-for-profit organization that develops affordable housing, senior housing, and housing for people with mental health issues and disabilities. Brown St Apartments consists of 24 single and two-person units that are only eligible to applicants who meet the requirements of the Low-Income Housing Tax Credit Program. Halstead Square consists of three separate buildings: a converted historic building with 14 special needs apartments, a 24-

unit affordable housing apartment building, and a 75-unit single room occupancy residence for adults with a psychiatric disability.

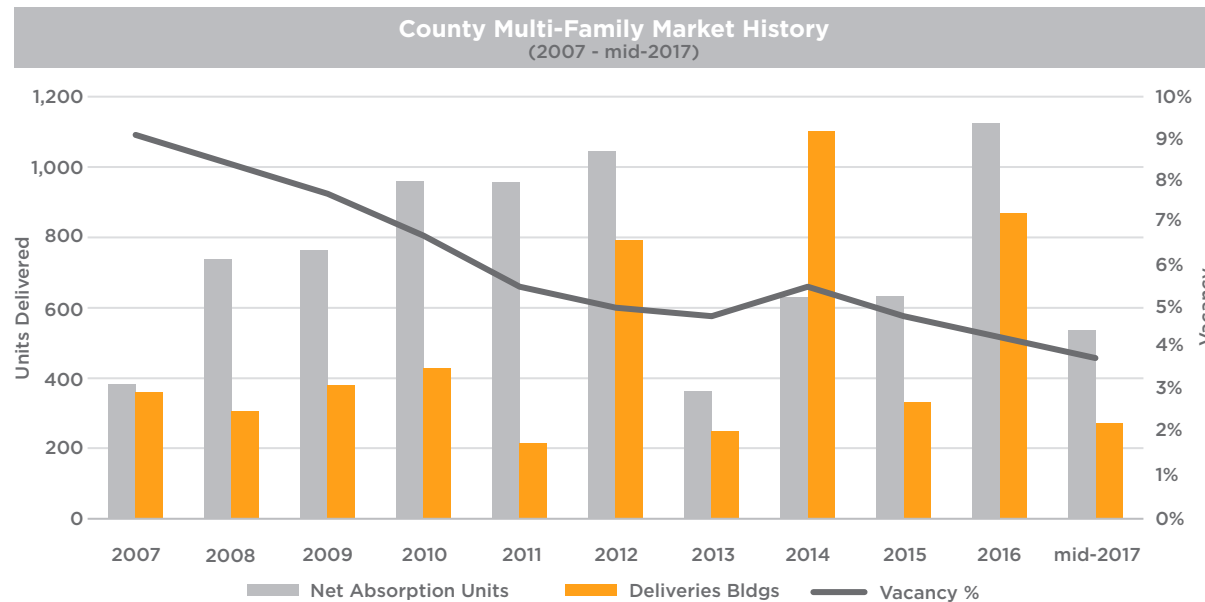
Traditionally, a market analysis uses a database of real estate market data such as CoStar to summarize market performance. However, datasets for the BOA study area are limited. Datasets used for this analysis have been augmented with data from City Tax Assessment Rolls, industry reports, and from conversations the BOA Team had with local developers.

CoStar data for the BOA study area, shown in the graph above, indicates that the multi-

family market in the BOA is very limited with an annual net absorption around 1-2 units and no deliveries of new residential product in recent years. **Annual net absorption** is the rate at which available multi-family units are rented in a specific market and period. **Deliveries** are the number of new residential units constructed/developed for any given market and period. Based on the data above, multi-family vacancies have dropped over time in the study area likely due to the lack of new multi-family units. However, based on data from the U.S. Census, it is estimated that the actual vacancy rate in the BOA study area is approximately 17%.



CoStar data indicates that both the city and the county have seen vacancy rates decline steadily since 2007, with the exception of 2014, when a large number of units were delivered, as seen in the graphs to the left. Unlike the Bull's Head study area, the city and the county have had new multi-family housing units constructed over the past several years. Based on the data, the construction of these units is cyclical in nature while the net absorption doesn't show a clear year-by-year pattern. The delivery of new multi-family housing peaked at approximately 800 units in 2014 for the city of Rochester and 1,100 units in 2014 for Monroe County. The city of Rochester had relatively few new deliveries, fewer than 100 units, in 2011, 2013, and 2015. The fewest deliveries for the county occurred in 2011 with approximately 200 units.



An analysis was performed of the residential market conditions and demand drivers in the study area and the surrounding city and county. In addition, the analysis projected demand for new residential development in the BOA study area. Findings from this analysis inform recommendations for residential development and positioning in the BOA. The analysis established a reasonable estimate of the market demand for new residential units in the BOA.

The analysis relied on two core assumptions: (1) The demand for market-rate residential units in the area comes from households with between \$25,000-\$99,000 annual household income. Due to household income trends in the area and market rents, user groups from outside this

demographic band have not been included; and (2) conversations with local developers indicate that the potential for market rate housing is a “non-starter,” as 78% of households are renters and household incomes within the BOA would not be able to support the cost of new market rate construction.

Based on these core assumptions, there are approximately 2,600 households every year across the county in the market for a rental apartment located in an urban environment. Based on historical capture rates for multi-family housing units in the BOA (260) compared to the county (74,890), the rate at which the Bull’s Head study area can capture this demand varies from 0.35 to 0.70 percent of eligible households. The lower-end capture rate, 0.35%, is based on an analysis of the BOA’s share of total multi-family housing within the county. If the rate of housing production were to remain constant over time, the BOA could expect to capture 0.35% of housing demand in the county. This is likely a very conservative estimate given the historic lack of multi-family housing supply available within the study area.

Given the lack of projects planned or under construction in the BOA, as well as the historically low supply of high quality multifamily product available for rent, the BOA may capture a disproportionate share of demand compared to historic patterns (0.70%). Considering that any new development in the BOA will be built to a competitive standard and that the BOA’s potential mixture of commercial,



750-782 W Main St (Halstead Square Community Residence)

transportation, and amenity access position the area favorably, the BOA could expect to capture approximately 0.70% of housing demand in the county. Based on these capture rates, demand for new multi-family housing in the BOA study area is expected to range from 9 - 18 rental units annually.

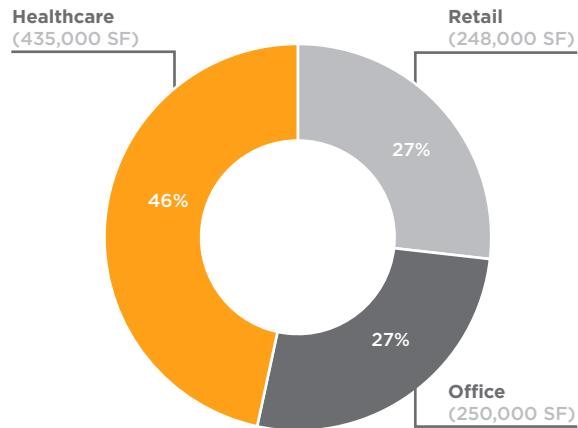
Commercial (Office) Market

Based on the data and findings included this analysis, office expansion within the Bull’s Head BOA is not likely in the near to mid-term, considering significant reported vacancies in the downtown core that would likely need to be partially absorbed prior to

new development in the Bull’s Head area. The following office market overview summarizes data on commercial market characteristics and the assessed value of commercial space within the BOA. It also presents BOA office market data on inventory share, vacancy rates, rents, deliveries, and net absorption.

Similar to the residential market analysis described previously, a commercial office market analysis typically uses a database such as CoStar to summarize market performance. However, datasets for the BOA study area are limited. Datasets used have been augmented with data from the City of Rochester Tax

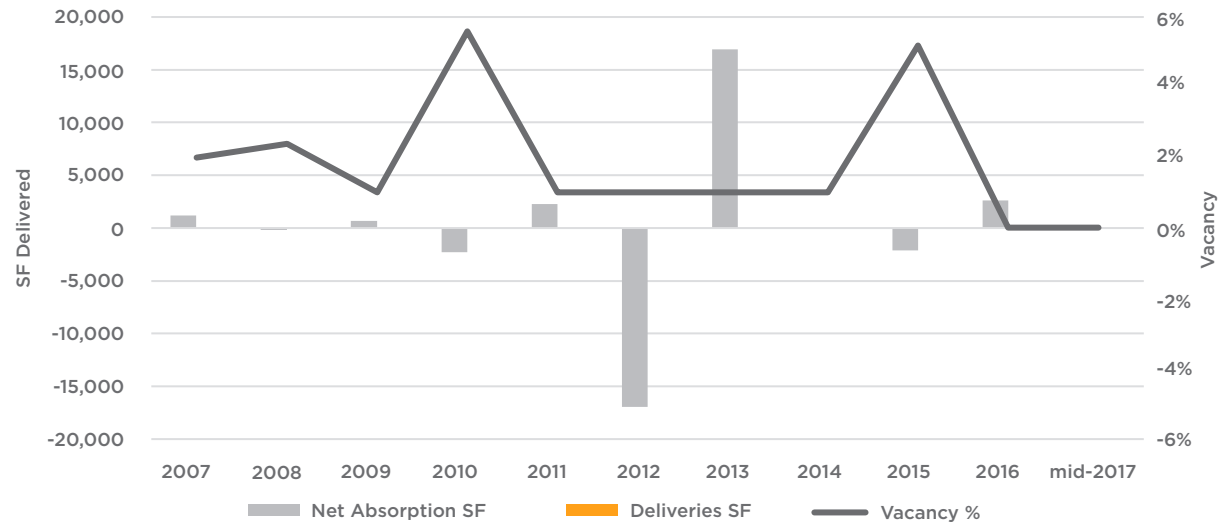
Commercial SQFT and Assessed Value (2017)



Assessment Rolls, industry reports, and from conversations the BOA Team had with local developers.

Overall, the BOA contains almost the same amount of retail space as office space, 248,000 SF and 250,000 SF respectively, both of which are significantly lower than the amount of healthcare related space within the BOA, 435,000 SF. Rochester Regional Health's St. Mary's medical campus makes up the largest share of healthcare related space, at approximately 400,000 SF. The total assessed value of all commercial space within the BOA is approximately \$12 million. The BOA comprises

BOA Office Market History (2007 - mid-2017)

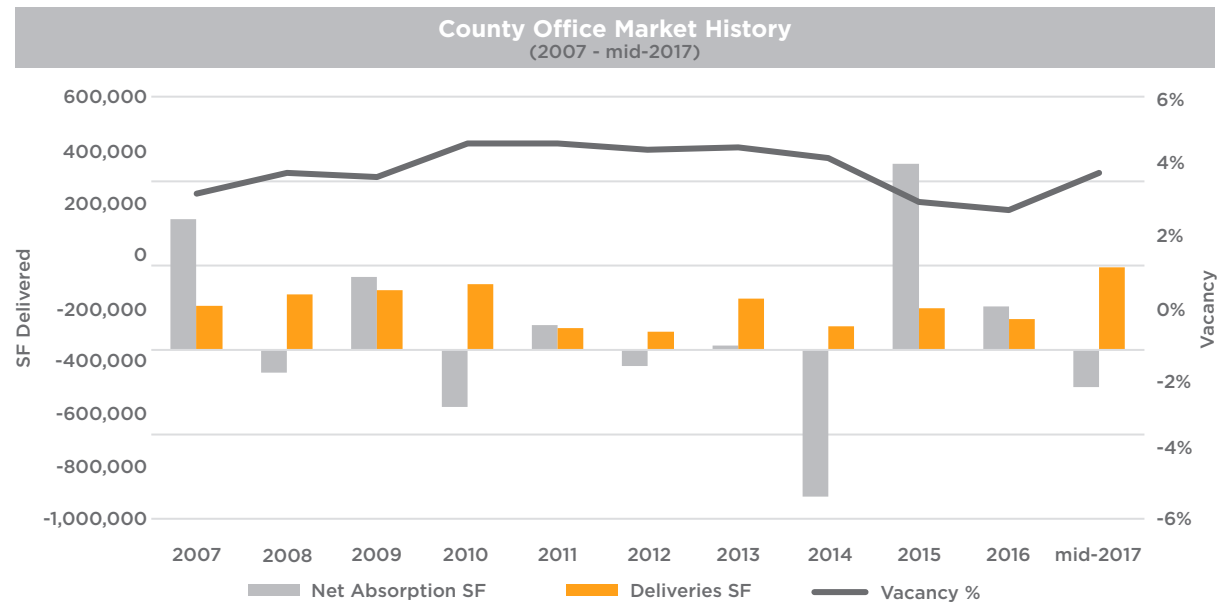
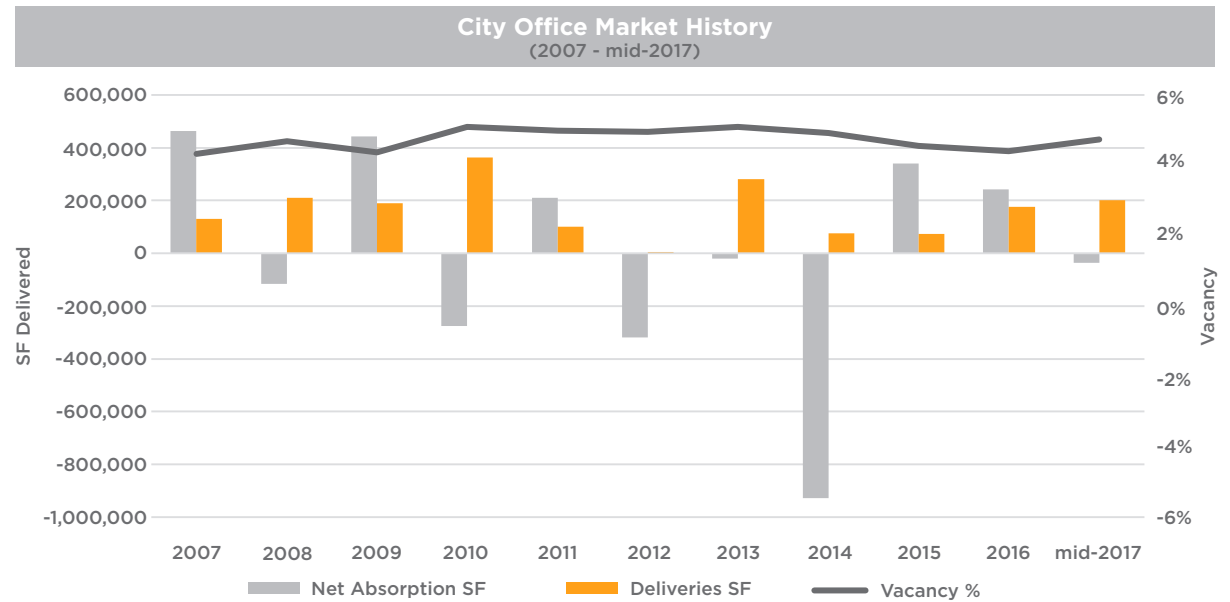


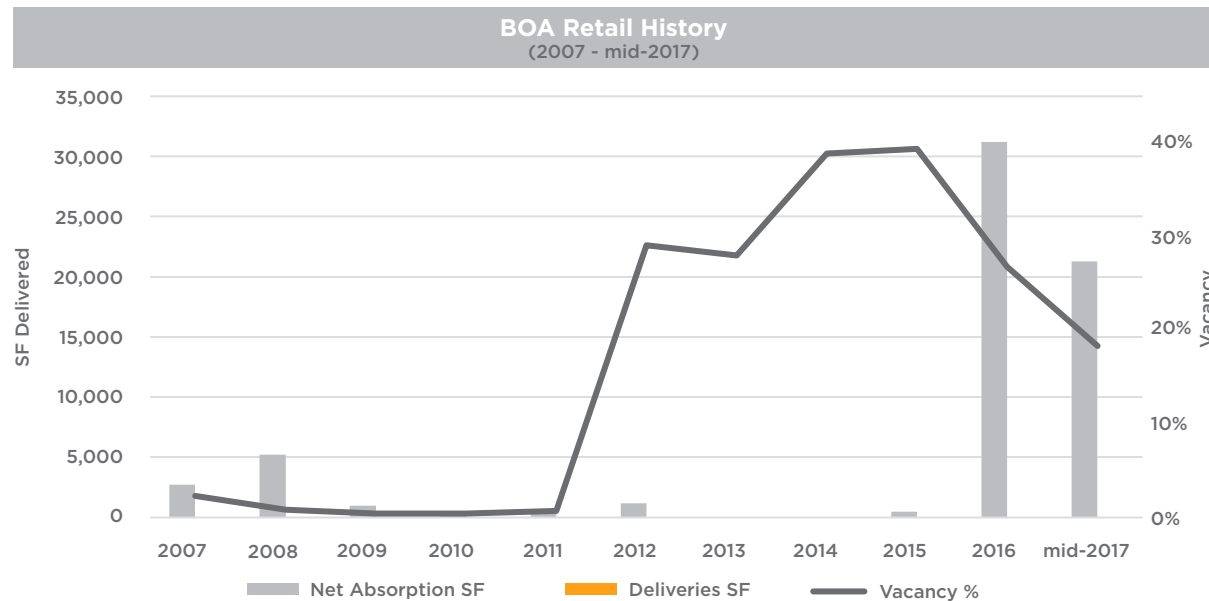
a very small portion of the city of Rochester's total office market and has seen no new deliveries in recent years. The city of Rochester has approximately 23 million square feet of retail and 14 million square feet of office.

CoStar data indicates that the office market in the BOA is limited, with two deliveries since 2007 and no new deliveries in recent years. As a result, vacancies have dropped over time in the area. With vacancy rates around 0%, rents at \$8.71 PSF are lower than the city as a whole (\$13.17 PSF). CoStar data indicates that both the city and the county have seen vacancy rates decline steadily since 2007, with the exception

of 2014, when a large number of units were delivered.

Both the city and the county's office markets have been moderately balanced since 2007, with vacancy rates steady around 8%. According to market research and commentary from local stakeholders, there is no near or mid-term demand for new office space within the BOA. This is primarily due to the fact that there are vacancies in downtown Rochester that would likely be more appealing to prospective office tenants and would need to be filled prior to pushing office development outside the downtown market.





Based on data from CoStar, the BOA study area had approximately 248,000 SF of retail space within a total of 17 buildings as of mid-2017. The city had a total of approximately 33 million SF and the county 52 million SF of retail space. The retail footprint within the BOA study area represents less than 1% of the retail footprint of the city.

With a high vacancy rate of 18% the asking rents are very low at \$1.00-\$2.50 Per Modified Gross SF. This rate is much lower than average rents for the city (\$11.65 NNN) and the county (\$11.82 NNN). Vacancy rates in the BOA have decreased in recent years, but remain higher than the city and the county.

Apart from the most recent national recession which affected net absorption and vacancy around 2009, the city and the county have seen a moderately balanced retail market in recent years, with vacancy rates for the city at approximately 8% and vacancy rates for the county at 5%.

This analysis included local consumer spending and the demand drivers in the Bull's Head study area and the surrounding trade areas. The analysis established a reasonable estimate of the market demand for new retail in the Bull's Head area. Findings from this analysis inform recommendations for retail development and positioning.

Retail categories considered included local convenience retail that is generally conducted

Retail Market & Consumer Spending

Based on the data and findings included in this analysis, the Bull's Head area has unmet retail demand for neighborhood-focused retail for several categories including: restaurants, bars, specialty foods, home furnishings, electronics & appliances, clothing and accessories, sporting goods, health & personal care, and general merchandise. Residents within three miles of the BOA and workers employed within one mile of the BOA can support 53,000 new square feet of retail, 41,000 of which could be located within one mile of the BOA.

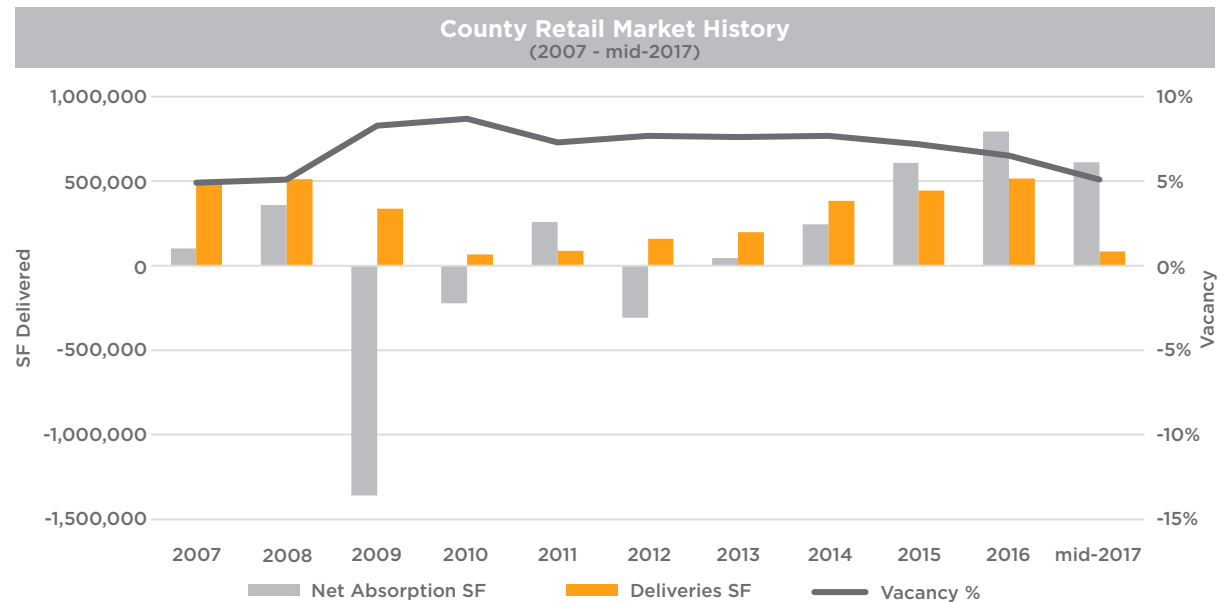
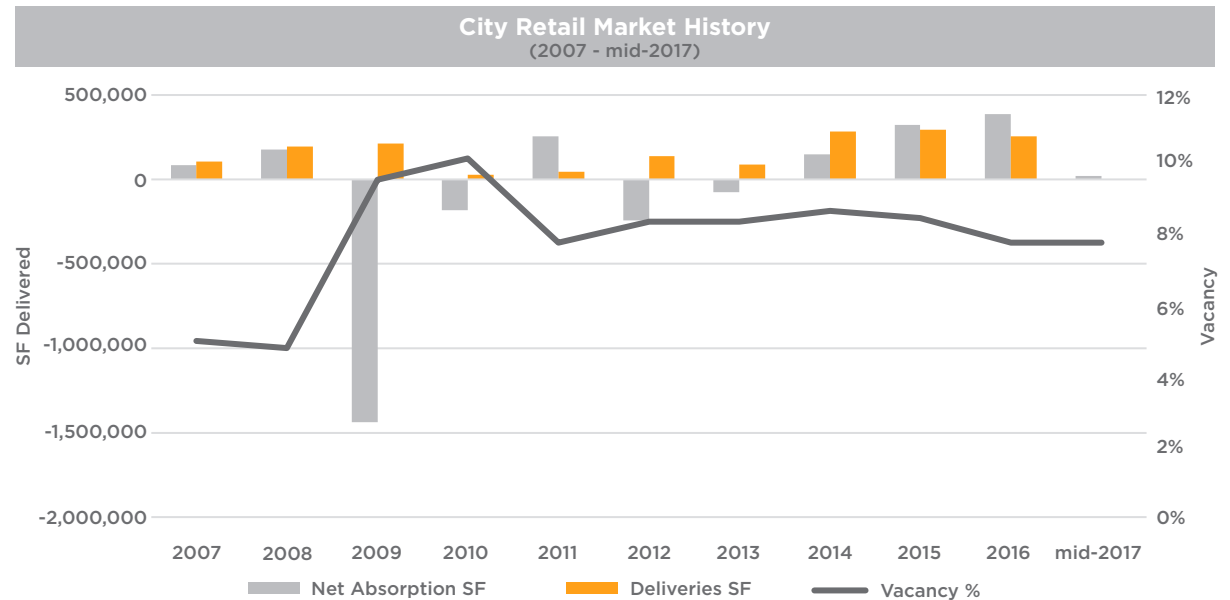
The retail market overview compares retail

market data between the BOA, the city, and the county. Overall, the BOA represents a very small share of the city's retail space and commands significantly lower rents than both the city and the county. The following retail demand analysis summarizes consumer spending trends within the retail trade areas surrounding the BOA.

The retail market in the BOA has not been strong since 2007 but has seen promise with the recent introduction of a Rite Aid. Rents, however, are significantly lower than those of the city and the county, and vacancy rates still remain high.



close to one's home or office and destination retail which consumers are typically willing to travel farther distances to purchase. Given that consumers typically make their convenience retail purchases close to their home or place of work, and that comparison shopping within this market may take place a short distance away from home or work, the retail analysis utilizes two geographies: the area within a 1-mile radius of the BOA ("Primary Trade Area") and the area within a 1-3-mile radius of the BOA ("Secondary Trade Area"). A 1-mile trade area includes areas south of Lyell Ave, East of Lincoln Ave, North of W High Terrace, and West of N Washington St which includes a small portion of downtown.





835-855 W Main St (Bull's Head Plaza)

The 3-mile trade area includes most of the western portion of the city, all of downtown, and areas of the eastern portion of the city. For the primary trade area, spending potential is calculated based on the assumption that on an everyday basis residents and workers are likely to drive, walk, or take public transportation up to 1 mile to access convenience retail near the BOA. It is assumed that residents of the secondary trade area would regularly travel up to 3 miles for their other shopping needs.

The primary trade area analysis identified approximately \$153 million in annual potential spending across all retail categories within 1

mile of the BOA, comprised of approximately \$128 million in resident spending and \$24 million in annual worker spending. Grocery stores and restaurants are the primary drivers of spending in the primary trade area, with \$27 million in annual spending potential for grocery stores and \$35 million annually for restaurants.

Retail spending potential exceeds total existing sales for all retail categories in the primary trade area except for grocery stores, beer, wine, and liquor stores, specialty food stores, and garden supply stores. There is the greatest additional demand for new general merchandise stores, which reflects a broader demand for these

offerings throughout the city.

For the secondary trade area residents in particular are likely to travel further distances if their shopping needs are not met in their immediate area. An analysis of spending potential in the secondary trade area identified approximately \$1.0 billion annually in total potential spending within 1-3 miles of the BOA, primarily driven by the resident population. As in the primary trade area, grocery stores and restaurants represent the majority of convenience retail demand, with \$180 million in annual spending potential for grocery stores and \$245 million annually for restaurants.

Based on the findings of the analysis, there is positive retail gap for the majority of retail categories within the 1-mile primary trade area. When combined with the spending gap from the secondary trade area, there is an overall gap in the market for furniture & home furnishings stores, clothing & clothing accessories stores, and health & personal care stores.

Across all retail categories except Grocery Stores and Bldg Materials, Garden Equip. & Supply Stores, unmet spending potential translates to approximately 434,000 total potential square feet of new retail space, given an assumption of industry-standard sales productivities, ranging from \$275 PSF to \$400 PSF depending on the industry. This indicates that, while there is not a spending gap in aggregate, there may yet be opportunity for smaller scale retail offerings, particularly within

the 0-1 mile radius. Incorporating a capture rate of 20% for the primary trade area and 5% for the secondary trade area yields approximately 53,000 SF of unmet retail demand that could be anticipated in the Bull's Head area.

Retail Gap

Retail Sector	0 - 1 Mile	1 - 3 Mile	Total
Grocery Stores	-\$22.4 M	-\$59.0 M	-\$81.4 M
Specialty Food Stores	-\$5.3 M	\$4.4 M	-\$.9 M
Beer, Wine & Liquor Stores	-\$6.4 M	-\$6.5 M	-\$12.9 M
Restaurants/Other Eating Places	\$6.7 M	-\$75.9 M	-\$69.2 M
Food Services & Drinking Places	\$7.1 M	-\$91.2 M	-\$84.0 M
Drinking Places - Alcoholic Beverages	\$8.8 M	-\$8.4 M	-\$7.6 M
Bldg Materials, Garden Equip. & Supply Stores	-\$2.2 M	-\$42.9 M	-\$45.1 M
Furniture & Home Furnishings Stores	\$4.0 M	\$4.9 M	\$8.9 M
Electronics & Appliance Stores	\$2.0 M	-\$35.1 M	-\$33.1 M
Clothing & Clothing Accessories Stores	\$6.7 M	\$47.5 M	\$54.2 M
Sporting Goods, Hobby, Book & Music Stores	\$4.7 M	-\$6.9 M	-\$2.2 M
General Merchandise Stores	\$18.6 M	-\$233.3 M	-\$214.7 M
Health & Personal Care Stores	\$1.1 M	\$8.6 M	\$8.7 M
Miscellaneous Store Retailers	\$5.7 M	-\$11.6 M	-\$5.9 M

Potential Supportable SF

Retail Sector	Total SF	BOA SF
Retail	374,000	42,000
Restaurants	49,000	10,000
Grocery	11,000	1,000
Total	434,000	53,000

Retail Market Gap, 2017

Retail Sector	Potential Demand			Sales Total	Gap Total
	Residents	Workers	Total		
Retail	\$625.3 M	\$15.1 M	\$640.4 M	\$869.6 M	-\$229.2 M
Restaurants	\$282.5 M	\$5.7 M	\$288.2 M	\$449.1 M	-\$160.9 M
Grocery	\$237.7 M	\$3.5 M	\$241.2 M	\$336.3 M	-\$95.2 M
Total	\$1,145.5 M	\$24.3 M	\$1,169.8 M	\$1,655.0 M	-\$485.2 M

3.3 Land Use

An understanding of the types of development and spatial distribution of that development within the study area will help define the built environment. In connection with other inventory and analysis sections, an understanding of existing land use will establish the context and capacity for land use recommendations. These recommendations must “fit” within the current neighborhood and not cause land use conflicts.

The inventory and analysis of land uses was completed using geographic tax parcel data from the City of Rochester with land use codes assigned to each tax parcel by the City. The analysis included the tally of development types (residential, commercial, etc.), spatial distribution, and identification of any land use conflicts.

Types of Land Use

The BOA study area includes residential, commercial, manufacturing, health facility, benevolent/religious, public services, parking, and vacant land uses. The largest percentage of a single land use is residential at 36.4% or 52.9 acres. Residential land within the study area consists primarily of single-family residences (22.1% of the BOA) and two-family residences (8.0% of the BOA). The next largest percentage of land use within the study area is vacant land at 21.3% or 31.0 acres. This area of vacant land

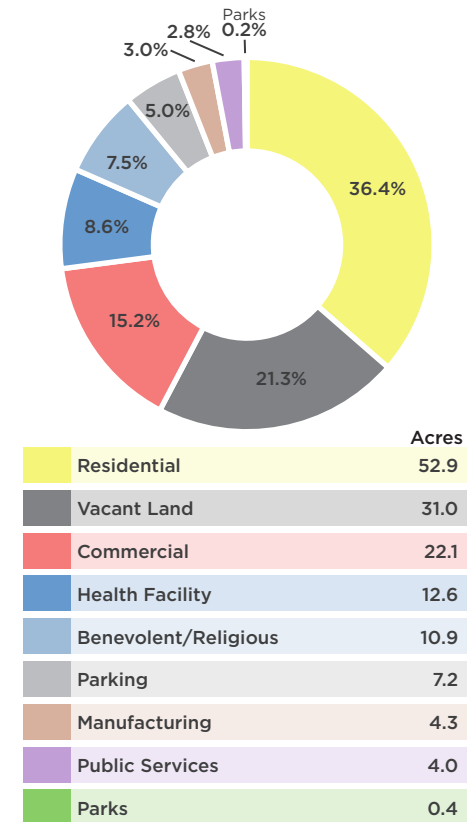
is equivalent to approximately 11 soccer fields. Of the 31.0 acres of vacant land, 15.4 acres are classified as industrial vacant land, 10.8 acres are residential vacant land, and 4.8 acres are commercial vacant land.

The study area has a notable large areas of commercial land (22.1 acres), land used for health facilities (12.6 acres), and land used for benevolent/religious uses (10.9 acres). Although manufacturing land uses are commonly known for environmental concerns, manufacturing land uses within the study area only comprise 3.0% or 4.3 acres. Another notable finding from the inventory and analysis of land use is the 7.2 acres of land devoted to parking. While other land uses may have parking on-site, these 7.2 acres are devoted to parking as the only use of the property.

Spatial Distribution

The spatial distribution of land uses includes a non-residential corridor along W Main St. This area includes primarily commercial uses with some health facility and benevolent/religious land uses. A manufacturing and commercial corridor exists along the CSX rail line and a mostly residential corridor exists along West Ave. A mostly residential area is bordered to the South by the W Main St corridor and to the north by the CSX rail line corridor. Several benevolent/religious land uses and health

facility land uses are found along the W Main St and West Ave corridors. Vacant land and parking is found throughout the study area with a concentration in the center of the study area near the intersections of Brown St, W Main St, and Genesee St. Vacant land is discussed in more detail in “3.12 Vacant Land + Unoccupied Buildings” on page 100.



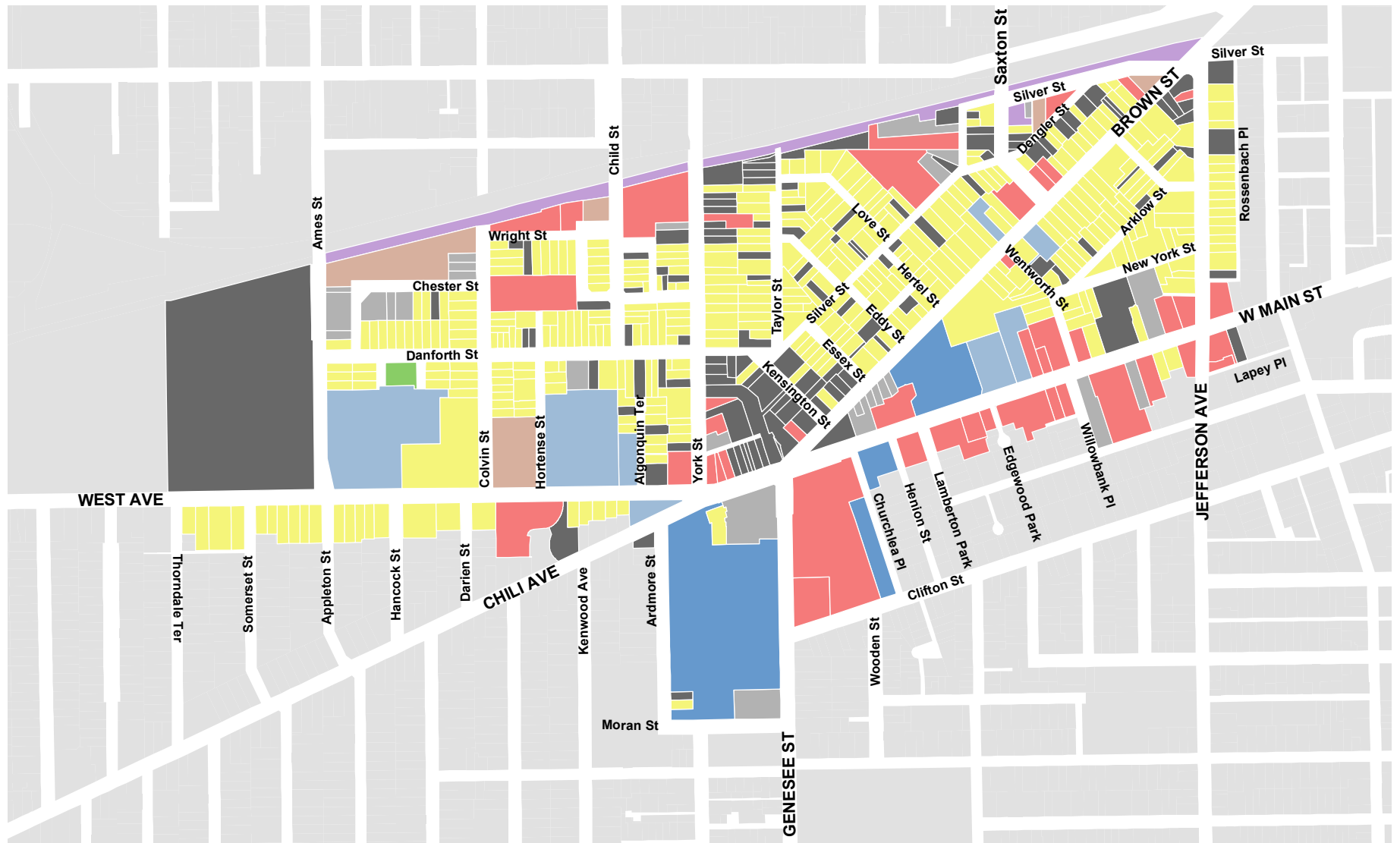
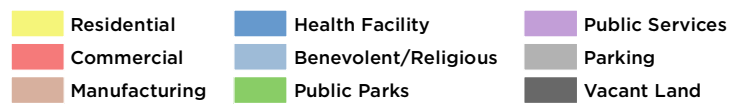


Figure 3.2: Land Use



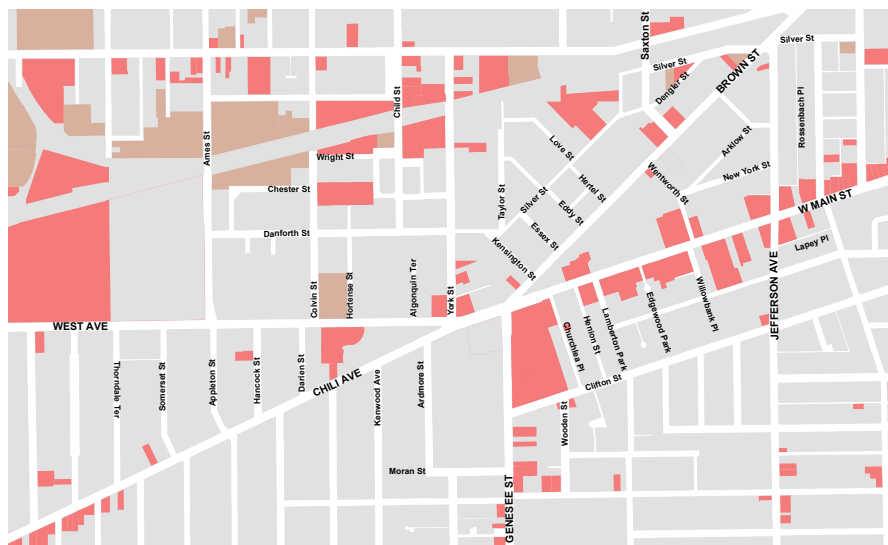


Figure 3.3: Commercial and Manufacturing Uses

Land Use Conflicts

A land use conflict may exist when the normal and on-going activities of one land use negatively affect another land use. Land use conflicts can arise from impacts caused by noise, air, and light pollution, visual differences, lack of maintenance, vibration, vehicle and truck traffic, pedestrian traffic, and safety concerns. The most common land use conflict is between residential and non-residential land uses. Adjacent commercial and manufacturing uses can negatively impact residential uses by reducing the value and enjoyment of the residential land.

The primary commercial corridor along W Main St and the manufacturing and commercial corridor along the CSX rail line is shown in “Figure 3.3: Commercial and Manufacturing Uses” on page 50. These corridors bisect residential neighborhoods/areas shown in “Figure 3.4: Residential Land Use” on page 50. Conflicts identified in these areas included air, noise, light, traffic, and vibration impacts caused by adjacent manufacturing and commercial land uses. In most cases these impacts are exacerbated by a lack of screening such as landscaping, buffers, trees,



Figure 3.4: Residential Land Use

and privacy fencing. Several streets within the study area lack screening between residential and non-residential land uses. These Streets include portions of Chester St, Zena St, Colvin St, Wright St, York St, Silver St, New York St, Brown St, Churchlea Place, Clifton St, Ardmore St, West Ave, and Algonquin Terrace.

Additional conflicts between residential and non-residential land uses includes impacts from the movement of rail cars along the CSX rail corridor, vehicles along high-traffic road corridors, and vehicles entering and exiting high-traffic land uses such as the Bull’s Head Plaza and St. Mary’s Campus. Impacts include visual, noise, air, light, and vibration. In addition, some vehicle corridors with higher traffic speeds and volumes reduce safety for adjacent residential land uses.

Finally, vacant land negatively impacts all adjacent land uses due to visual impacts from any present debris, pavement, garbage, or poor lawn care. 31.0 acres of vacant land exists in the study area with a concentration of vacant land around the intersection of Brown St, W Main St, and Genesee



Figure 3.5: Health and Benevolent Land Uses



Figure 3.6: Vacant Land and Parking

St. The largest parcel of vacant land in the BOA study area is 14.1 acres and is located at 95 Ames St. This large vacant parcel was the former location of Taylor Industries, has known environmental contamination, and is nearly completely paved with a large fence surrounding the property. This parcel negatively impacts adjacent residential land along Ames St and West Ave.

Community Feedback

Community input received during the public meeting and community workshop identified several desired land uses including grocery, retail, restaurant, and entertainment. In addition, meeting attendees identified the lack of spaces to gather for community events and the large percentage of vacant land. Some meeting attendees desired more jobs from industrial and manufacturing land uses, while other meeting attendees noted the land use conflicts associated with the presence of incompatible land uses in the neighborhood.

3.4 Zoning

The types of development within the study area are regulated by zoning (land use controls) established by the City. An understanding of the types of zones, standards and requirements of each zone, and the spatial distribution of zones within the study area provides a more detailed understanding of the built environment. In connection with other inventory and analysis sections, an understanding of existing zoning will support implementation of recommendations and the identification of any necessary zoning changes.

The inventory and analysis of zoning was completed using geographic data from the City of Rochester and a review of zoning codes published online. The analysis included the summary of zoning types standards, requirements, spatial distribution, and identification of any land use conflicts caused by zoning.

Types of Zoning

The BOA study area includes residential, commercial, industrial, open space, and planned development zones. The largest percentage of a single zone is the R-2 Medium Density Residential zone at 28.9% or 42.0 acres. The two residential zones within the study area, R-1 and R-2, comprise a total of 45.4% or 66.0 acres. The amount of land zoned for these two residential zones is greater than the amount

of land used for residential as noted in Section “3.3 Land Use” on page 48. This difference is caused by numerous parcels zoned for residential but classified as vacant residential land and commercial uses.

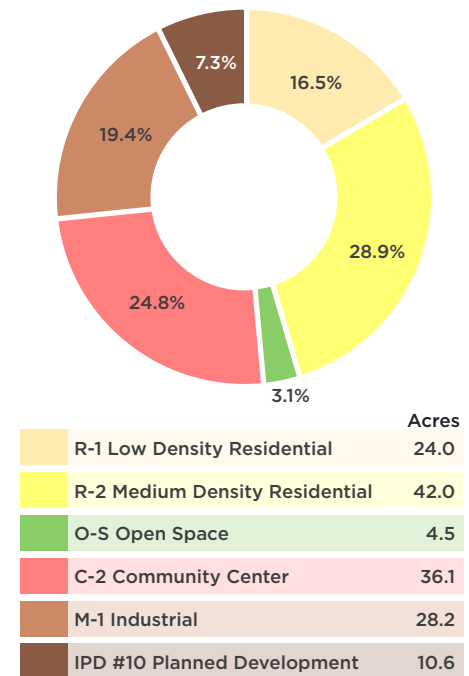
The next largest percentage of a single zone within the study area is C-2 Community Center (commercial) zone at 24.8% or 36.1 acres. Similar to the residential zones, the amount of land zoned for C-2 is greater than the amount of land used for commercial. This difference is caused by some parcels zoned for C-2 but classified as residential land uses (which is allowed by current zoning). In addition, several parcels zoned C-2 are classified as vacant commercial land and parking.

The M-1 Industrial (manufacturing) zone comprises 19.4% or 28.2 acres. The difference between the amount of land zoned for manufacturing and the amount of land used for manufacturing is considerable. Noted in Section “3.3 Land Use” on page 48, 4.3 acres of land is used for manufacturing. This difference is caused by several parcels zoned for M-1 but classified by the City as vacant industrial land, parking, commercial, and public services.

Finally, the IPD Planned Development zone comprises 7.3% or 10.6 acres and the O-S Open Space zone at 3.1% of 4.5 acres. The IPD zone

comprises the St. Mary’s Campus and the O-S zone includes the Danforth Community Center. Notable is the location of Lynchford Park within the R-1 zone and not the O-S zone.

A summary of the intent of each zone found within the study area is provided on the following pages.



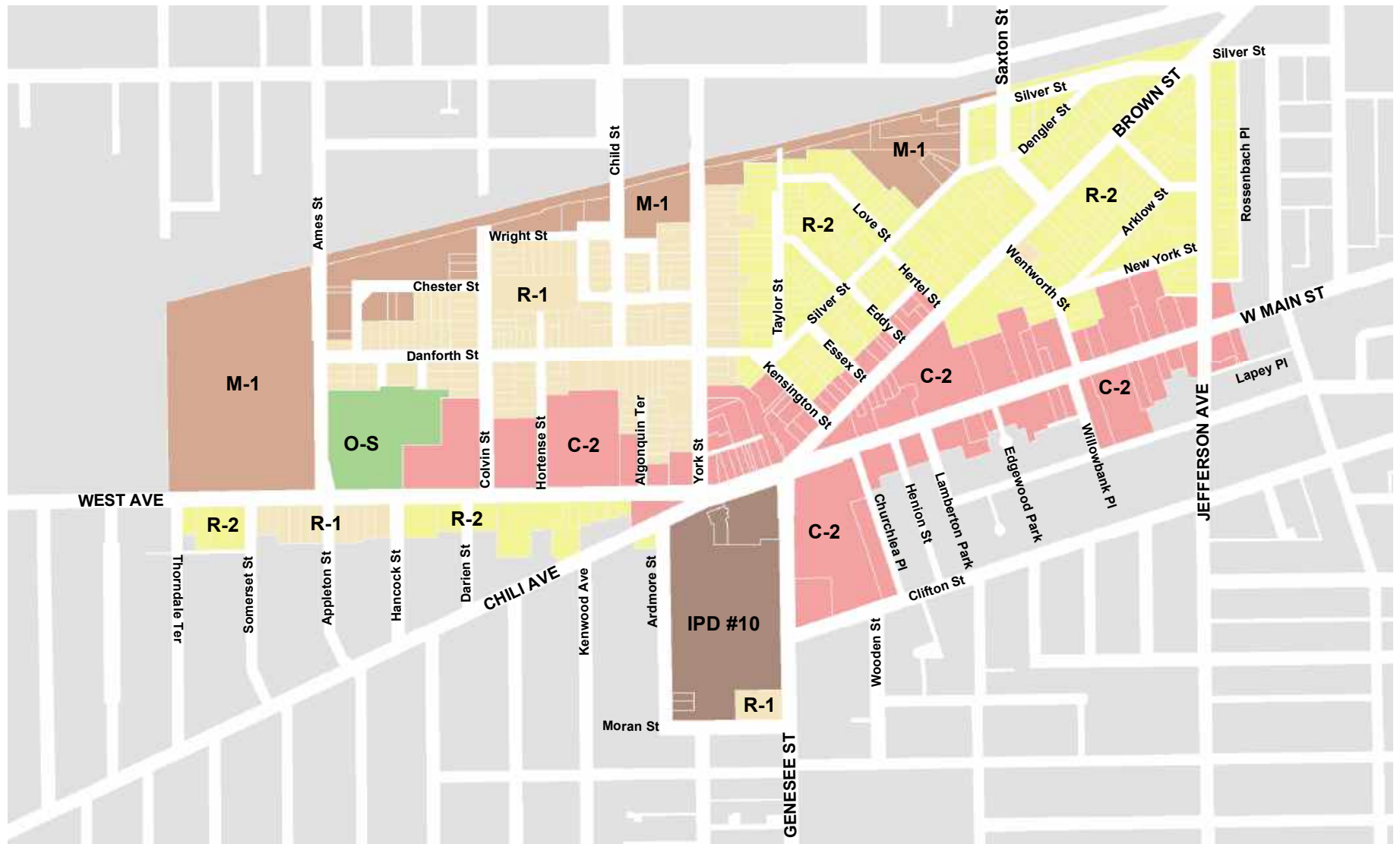


Figure 3.7: Zoning





Home within study area

R-1 Low Density Residential

The R-1 Low-Density Residential zone is intended to maintain residential areas at relatively low densities. The R-1 zone is a distinct urban area that is characterized predominantly by owner-occupied, single-family detached and attached homes but often contains a diverse mix of other preexisting higher-density residential uses. Each R-1 neighborhood is unique in character, composition and scale. The zone requirements are intended to preserve and promote neighborhoods characterized by unobstructed front yards and pedestrian-scale streetscapes and to protect against undesirable uses and residential conversions.



Home within study area

R-2 Medium Density Residential

The R-2 Medium-Density Residential zone provides a mix of housing choices. The inclusion of single-family residential, two-family residential and multifamily residential provides a diversity of housing choices while the bulk and density regulations maintain the lower-density scale of the neighborhoods. These residential areas are located proximate to neighborhood-scale shopping and service opportunities. The district requirements are intended to preserve, promote and protect a quality of urban residential living characterized by unobstructed front yards, pedestrian-scale streetscapes and buildings scaled and designed to be compatible with the neighborhood.



795-801 W Main St (Gas Station & Retail)

C-2 Community Center (Commercial)

The C-2 Community Center zone provides diverse commercial development along gateway transportation corridors and neighborhood or village centers with a dense mixture of uses such as housing, retail and other complementary uses that serve the adjacent neighborhood and the community at large. The intent of the C-2 zone is to preserve through appropriate design elements, amenities or treatments that create, enhance and reinforce the design relationships between the buildings, sites and streets, and still establish an ambiance that is uniquely urban and pedestrian-oriented.



26-64 Chester St (Pennant Ingredients Inc)

M-1 Industrial

The M-1 Industrial zone promotes the retention and growth of employment opportunities by providing areas where a broad range of industrial uses may locate and where options for complementary uses exist in older two-story and multistory buildings. The obsolescence of many industrial buildings for traditional manufacturing purposes is recognized, and the re-occupancy and redevelopment of those buildings are encouraged through the allowance of retail sales and services, offices, eating and drinking establishments. Residential conversions are permitted primarily to accommodate loft-style living spaces and to meet the needs of those seeking the benefits of live-work arrangements.



89 Genesee St (St. Mary's Campus)

IPD Planned Development

The IPD Planned Development zones recognize a defined area for unified and integrated development and are intended to create more flexible development opportunities than would be possible through the strict application of the land use and development regulations of the zoning code. Planned Development zones allow diversification in the uses permitted and variation in the relationship of uses, structures, and open spaces and are conceived as cohesive unified projects with unique standards and regulations.



200 West Ave (Danforth Community Center)

O-S Open Space

The O-S Open Space zone preserves and enhances the City's open spaces and recreational areas by protecting these natural amenities and restricting development that does not respect these environmentally sensitive areas. The City has recognized the value and importance of the resources for residents and, therefore, strictly limits the development within these zones. Open Space zones are intended to apply to all publicly owned parks, squares, recreational areas, natural wildlife areas, the waterfront and cemeteries.

Spatial Distribution

The spatial distribution of zoning follows a similar pattern to the spatial distribution of land uses discussed previously. As shown in “Figure 3.8: Commercial and Manufacturing Zones” and “Figure 3.9: Residential Zoning” zoning enforces the land use pattern of corridors and the bordering of the residential area within the BOA by commercial and industrial land uses. In other words, the commercial corridor along W Main St and the industrial corridor along the CSX rail line surrounds the residential neighborhood within the center of the Bull’s Head study area.

Community Feedback

Several attendees during the public meeting and community workshop commented on zoning issues within the Bull’s Head study area. Several comments described land use conflicts between industrial and residential zoned land, conflicts caused by the rail line and adjacent residential zones, the need for less C-2 zoning along W Main St, more R-1 and R-2 zoning, and the conversion of former residential properties back to residential use or park use. Another theme from the comments included code enforcement and the presence of many absentee landlords that have a characteristic of disinvestment and neglect. Finally, many meeting attendees commented about the desire for buffering between residential and non-residential zoned land and the desire for requiring new commercial development to have more than one story/floor.

Land Use & Zoning Conflicts

Identified from the land use and zoning analysis previously discussed, and reinforced from comments received during the public meeting and community workshop, there are conflicts between residential and non-residential properties in the Bull’s Head study area. As previously discussed, land use conflicts can include issues related to noise, air, and light pollution, visual differences, lack of maintenance, vibration, vehicle and truck traffic, pedestrian traffic, and safety concerns.

The Municipal Code of the City of Rochester, more specifically Chapter 120, Zoning, seeks to limit land use conflicts by regulating several aspects of non-residential development. These regulations include setbacks, landscaping/screening, maintenance, design guidelines, and lighting.

New non-residential development requires side yard and rear yard **setbacks** when they are adjacent to a residential district. These setbacks must be the same dimensions as required by the specific adjacent residential district. A setback for on-site parking is required for non-residential uses, except where a solid screening wall at least four feet in height is placed on the lot line with vehicle stops or a bumper to ensure the integrity of the wall.

New Non-residential development must be **landscaped/screened** from residential development when the two zones are adjacent to each other. When providing for privacy

and screening for adjacent land uses, visual, noise and air quality factors are considered. Landscaping and screening for new non-residential development is required by zoning to be permanently **maintained** in good condition and, when necessary, replaced with new plant material to ensure continued compliance with zoning standards. Zoning further indicates the property owner is responsible for maintenance which includes watering, weeding and pruning.

In addition to setbacks and screening, the City has **design guidelines** within its zoning code to improve the City’s civic beauty and urban character. These requirements include building facades, materials, roofs, front entrances, and adequate windows/transparency. These standards seek to limit visual conflicts by encouraging well-designed buildings and sites.

Setback requirements, landscaping/screening requirements, and design guidelines are applicable to new development and are regulated as part of site plan review. Recent non-residential development within the Bull’s Head study area includes the Right Aid and Family Dollar on W Main St. Both buildings include setbacks, landscaping/screening, and were designed in accordance with the City-Wide Design Guidelines.

Lighting standards are applicable to new and existing non-residential and residential development with consideration to pre-existing nonconformities. The standards seek to prevent light spillover on to adjacent properties, limit

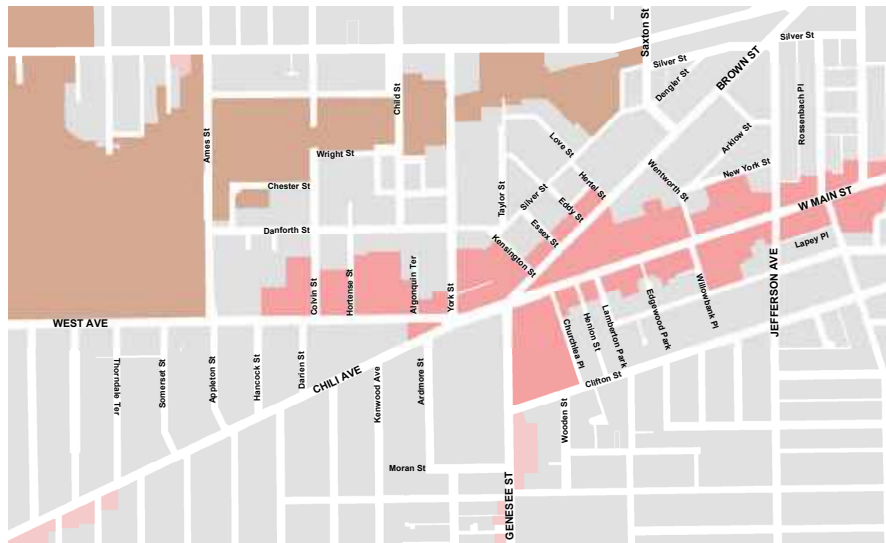


Figure 3.8: Commercial and Manufacturing Zones

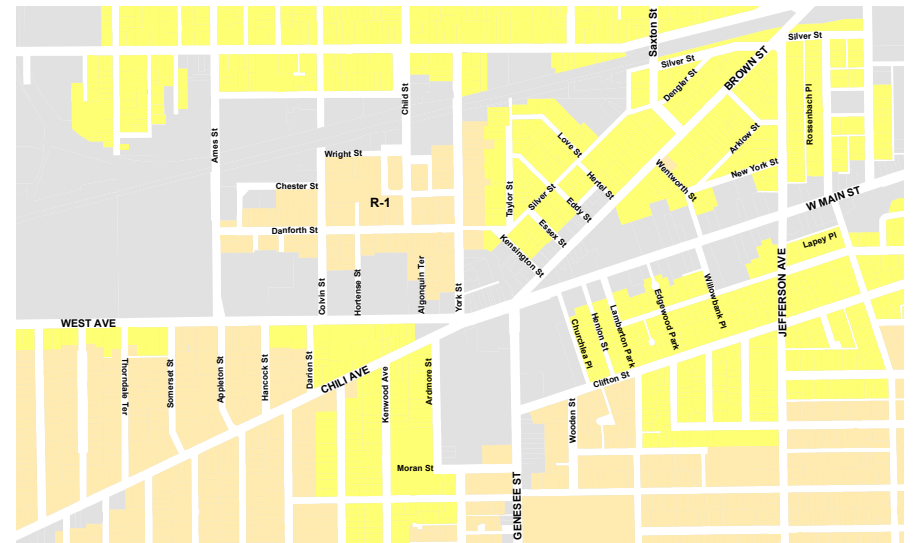


Figure 3.9: Residential Zoning

dazzling light or glare, shield security lighting, limit service area lighting, prohibit floodlights, and generally conceal obtrusive lighting fixtures. In addition, Zoning encourages the use of “soft lighting” and indirect lighting.

Zoning also includes regulations regarding **odors, smoke, gas, fumes, vapors, dust, etc.** which are applicable to new and existing non-residential and residential development. Notwithstanding the existence of any New York State or federal permits or approvals, these regulations indicate that no use or structure can emit such airborne particles in any quantity that is discernible on a nearby property or limits the use of the nearby property.

Code enforcement of these standards and regulations is under the jurisdiction of the City of Rochester’s Inspection and Compliance Bureau. On the basis of any complaint (complaints can be submitted through the 311 call center), neighborhood survey, or referral, an inspection is conducted by the Code Enforcement Officer. If a violation is found during inspection a Notice and Order is issued to the property owner requiring abatement within a specified time-frame. If upon re-inspection of the property finds continued intentional violation, the Code Enforcement Officer may place the property within “Enforcement.” A property under Enforcement may be subject to fines. Uncollected fines may be added to the property tax bill.

In addition to the efforts of code enforcement is the “**Get Tough Violation.**” A Get Tough violation is defined as high grass and/or weeds of 10 inches or more, or trash/debris that is loose and not contained. Based on an assessment from a City Inspector, a Get Tough violation results in a Notice and Order sent to the property owner requiring them to abate the violation within 10 days. If the violation has not been abated, the property owner is issued a \$150 ticket per violation followed by abatement by the City of Rochester.

Bulls Head Urban Renewal Area

The Bull's Head Urban Renewal Area ("BHURA") comprises approximately 34 acres and is located entirely within the BOA study area (see "Figure 3.10: Economic Development Zones" on page 59). Due to significant disinvestment, decreasing property values, high poverty and crime rates, and an increasing number of tax foreclosures throughout the area, the Rochester City Council officially designated the urban renewal area in 2009 by Ordinance No. 2009-107. In 2017 by Ordinance No. 2017-5, the City Council added additional land parcels to the urban renewal area. In both instances, designation was based on findings of blight and deterioration and the need for urban renewal.

The Bull's Head Urban Renewal Plan was adopted in July 2018 by the City Council. The Plan is the first stage of a wide-ranging program that includes land acquisition, environmental due diligence, and demolition to remove blighted buildings and provide suitable sites for development and to better inform the next stage of the Plan. The second stage of the Plan will include adoption of necessary zoning amendments and an urban renewal district.

Federal Opportunity Zones

Federal Opportunity Zones are economically-distressed communities where new investments, under certain conditions, may be eligible for preferential tax treatment. Localities designated as Opportunity Zones within NYS were nominated by the State and certified by the Secretary of the U.S. Treasury. In total, NYS

recommended 514 census tracts to the U.S. Treasury. Of the designated census tracts, two are located within portions of the Bull's Head study area: Census Tracts 96.01 and 96.02. This area covers approximately 100 acres or 54% of the study area (see "Figure 3.10: Economic Development Zones" on page 59).

According to the Internal Revenue Service (IRS), Opportunity Zones are designed to spur economic development by providing tax benefits to investors. First, investors can defer tax on any prior gains invested in a Qualified Opportunity Fund (QOF) until the earlier of the date on which the investment in a QOF is sold or exchanged, or December 31, 2026. Second, if the investor holds the investment in the Opportunity Fund for at least ten years, the investor is eligible for an increase in basis of the QOF investment equal to its fair market value on the date that the QOF investment is sold or exchanged. Additional details, resources, and requirements are posted on the IRS website or the Community Development Financial Institutions Fund website.

Jefferson Focused Investment Strategy Area

In 2008, the Jefferson neighborhood and three other neighborhoods were designated by the Rochester City Council to be included in the City's Focused Investment Strategy, an initiative to revitalize these communities over the period of approximately three years. The Jefferson Focused Investment Strategy (FIS) Area is primarily located outside the BOA study area to the immediate east but includes a few

tax parcels within the BOA study area near the intersection of Jefferson Ave and W Main St (see "Figure 3.10: Economic Development Zones" on page 59).

The main goals of the FIS initiative were to: invest funds to improve local housing markets and neighborhood vitality; increase property values; maximize the impact of federal funds; empower neighborhood stakeholders; and maximize benefits to low and moderate income residents. Several initiatives and activities have been approved, implemented or completed, and as of 2013, the city had spent or allocated \$14.7 million for the program and leveraged another \$56.5 million — largely state or federal funding. The FIS program is no longer active but other efforts tied to the Comprehensive Plan and anti-poverty initiatives are underway.

NYS Environmental Zones

NYS designates Environmental Zones ("En-Zones") in which BCP tax credits are enhanced. The most recent five-year American Community Survey (in this case the 2009-2013 American Community Survey 5-Year Estimates) is used to designate census tracts that meet the En-Zone requirements of either census tracts with a poverty rate of at least 20 percent and an unemployment rate of at least 125 percent of the New York State unemployment rate, or a poverty rate of at least double the rate for the county in which the tract is located. The study area meets all of the requirements and has been designated as a NYS En-Zone.

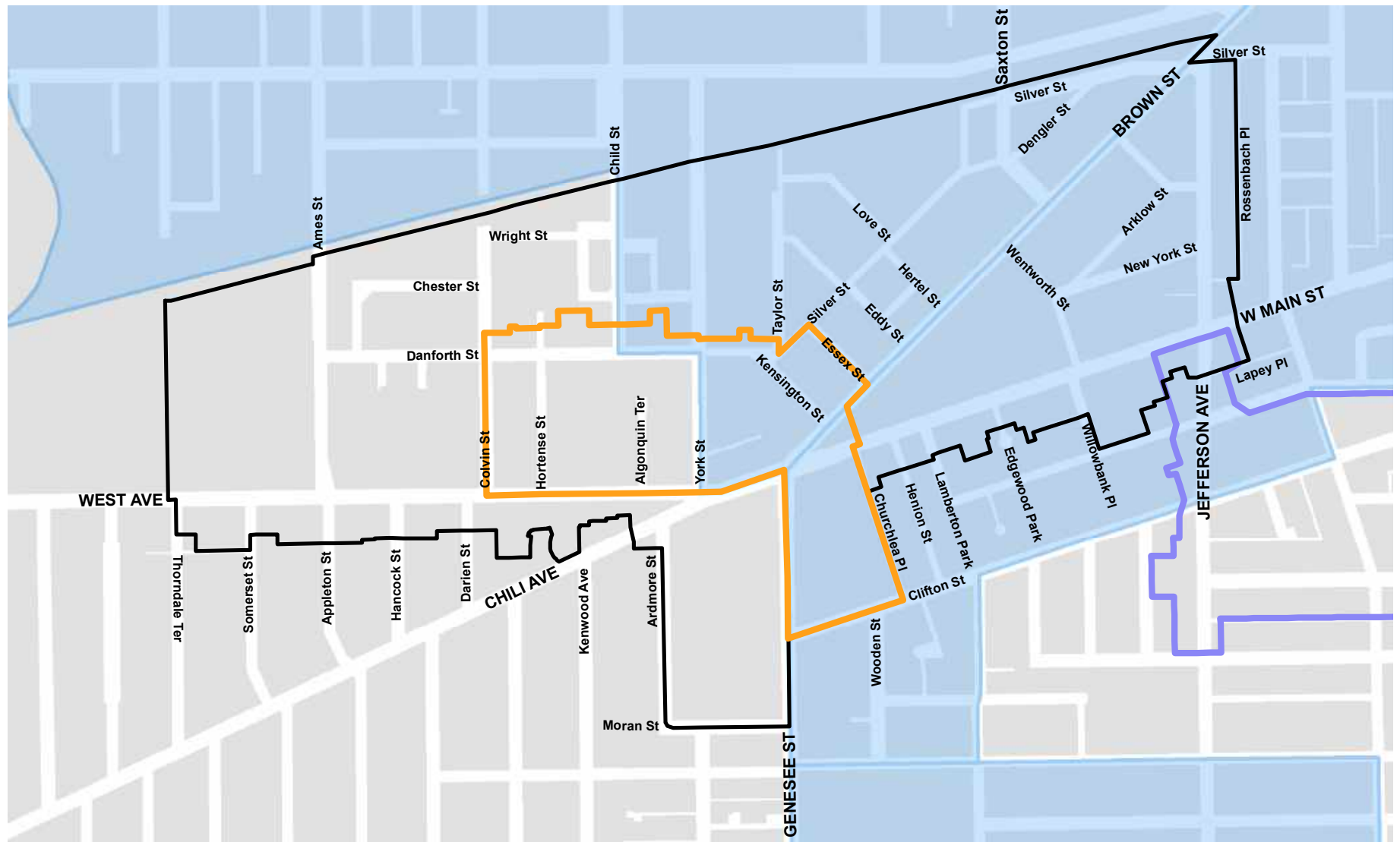


Figure 3.10: Economic Development Zones

- Bulls' Head Urban Renewal Area
- Jefferson Focused Investment Strategy (FIS) Area
- Designated Federal Opportunity Zone



3.5 Land Ownership

An understanding of the amount of land publicly and privately owned, and the spatial distribution of that ownership within the study area, provides a more detailed understanding of the potential for future development. In connection with other inventory and analysis sections, an understanding of existing land ownership will support discussions of development partnerships and parcel consolidations.

The inventory and analysis of land ownership was completed using geographic data from the City of Rochester. Of note is the frequency of parcel ownership transactions and the limitations of analyzing such data. However, this analysis focused on larger parcels and contiguous land ownership which infrequently changed ownership during this study. In total, the study area encompasses 185.6 acres, includes 40.2 acres of right-of-way, and 145.4 acres of land totaling 608 parcels.

City of Rochester

The City of Rochester owns 21.3 acres of parcels (100 individual properties) and 40.2 acres of public right-of-way within the study area. This includes Lynchford Park located adjacent to Danforth St, Danforth Community Center located at the intersection of Ames St and West Ave, Bull's Head Plaza, and several vacant parcels throughout the BOA.

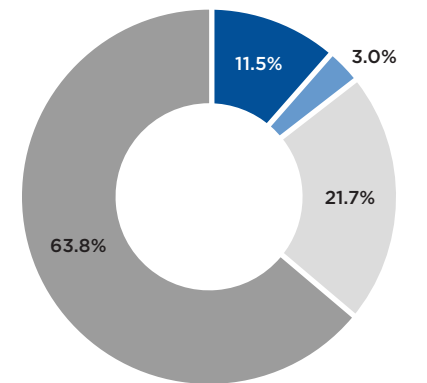
Lynchford Park is approximately 0.3 acres, is mostly grass lawn, and is located adjacent to the Danforth Community Center. See Section “3.6 Parks + Open Space” on page 64 for additional detail for Lynchford Park.

The Danforth Community Center includes a 150-person capacity auditorium for community events, a commercial kitchen to support those events, a lawn area which is adjacent to Lynchford Park, and parking for over 60 vehicles. The Danforth Community Center is the only community center and facility with a dedicated purpose to support and hold community events within the BOA. The lawn is approximately 2.5 acres and is adjacent to Lynchford Park.

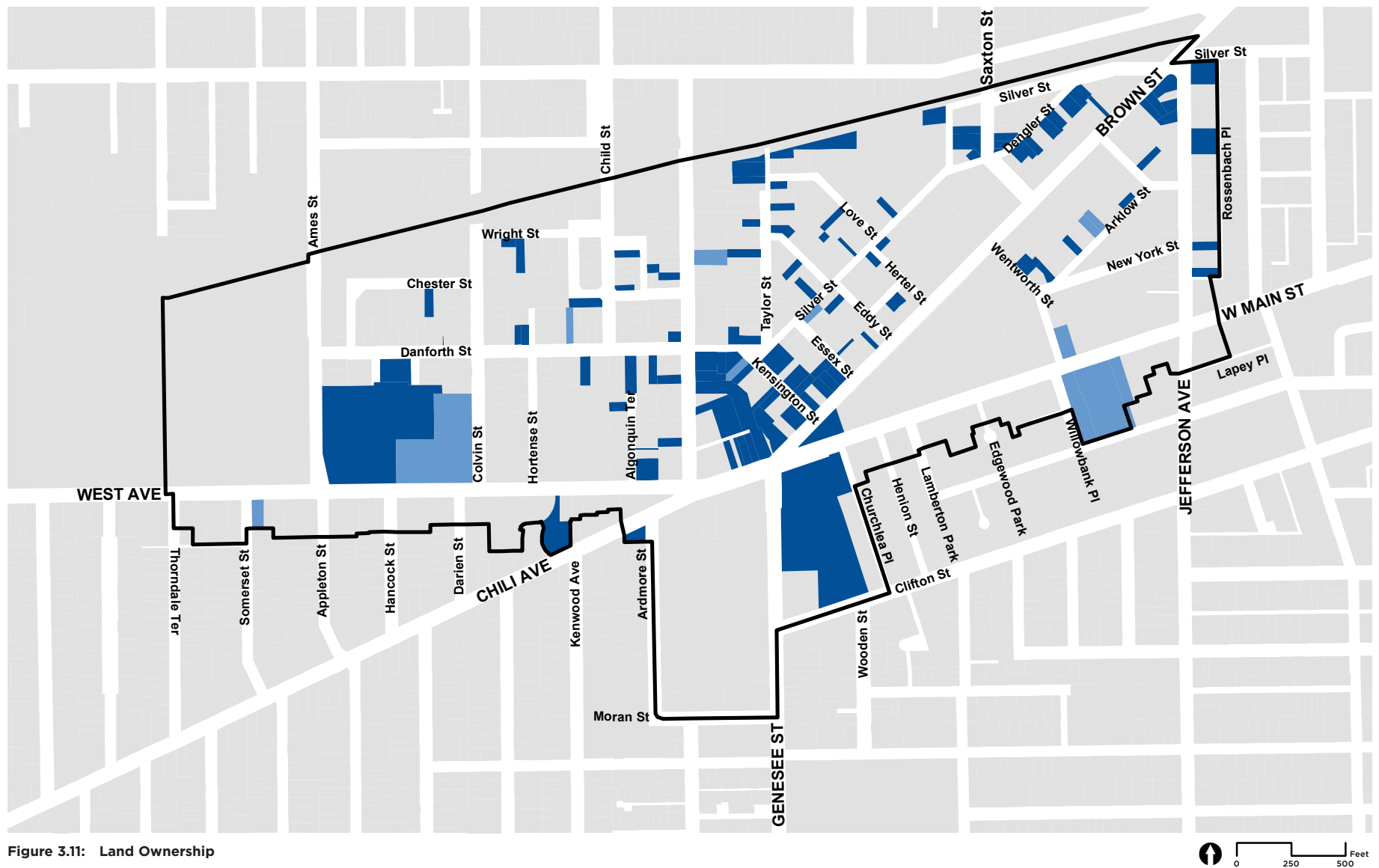
The Bull's Head Plaza property is a 4.2 acre suburban-style single-story shopping center located adjacent to Genesee St and W Main St. The property was acquired by the Rochester Economic Development Council (REDCO) from a private owner and re-purchased by the City of Rochester for environmental testing, clean-up, and future redevelopment. The property has a history of environmental concerns which are detailed in Section “3.13 Brownfield Sites” on page 102. Redevelopment opportunities for the Bull's Head Plaza are numerous and have been examined during the planning process for this Revitalization Plan and for the Bull's

Head Urban Renewal Plan adopted by the City Council in July 2019. The Bull's Head Urban Renewal Plan is included in Appendix C.

Most City-owned vacant parcels are located near the intersection of Brown St, W Main St, and Genesee St. These parcels were acquired as part of the Bull's Head Urban Renewal Area. The Bull's Head Urban Renewal Plan effort sought the acquisition of blighted, deteriorated or deteriorating properties due to their negative impact on economic development and the health, safety, morals, and welfare of the community. Additional details are provided in



	Acres
City of Rochester	21.3
Rochester Housing Authority	5.6
City Road Right-of-Way	40.2
Private Property	118.5



Note: Land ownership data presented in the map above and graphic to the left may not reflect current conditions as property ownership in the study area has been changing regularly and in association with the Bull's Head Urban Renewal Plan.

the Bull's Head Urban Renewal Plan in Appendix C.

Other City-owned vacant properties were acquired by the City due to abandonment, neglect, or environmental contamination. Further overview and analysis of these vacant properties is provided in Section "3.12 Vacant Land + Unoccupied Buildings" on page 100 and Section "3.14 Underutilized Sites" on page 124. Details regarding environmental contamination of these properties is provided in Section "3.13 Brownfield Sites" on page 102.

Rochester Housing Authority

The Rochester Housing Authority was established in 1955 as an independent public corporation by New York State Housing Law. The Authority serves more than 26,000 lower-income residents in the five-county Greater Rochester Area. The primary office for the Authority is located within the Bull's Head study area at 675 W Main St. In total the Authority owns 5.6 acres of land (12 individual properties) within the study area which includes its offices, the Danforth Towers located at 140 & 160 West Ave, and several other smaller properties. The Danforth Towers have recently been renovated and are specifically for residents over 50 years old and/or residents with disabilities.

Private Land

Privately owned land accounts for approximately 63.8% or 118.5 acres within the BOA totaling nearly 500 individual properties. Parcel size ranges from less than 1/10 of an acre to 14.4 acres. Additional detail regarding the largest properties, both private and public, is provided below.

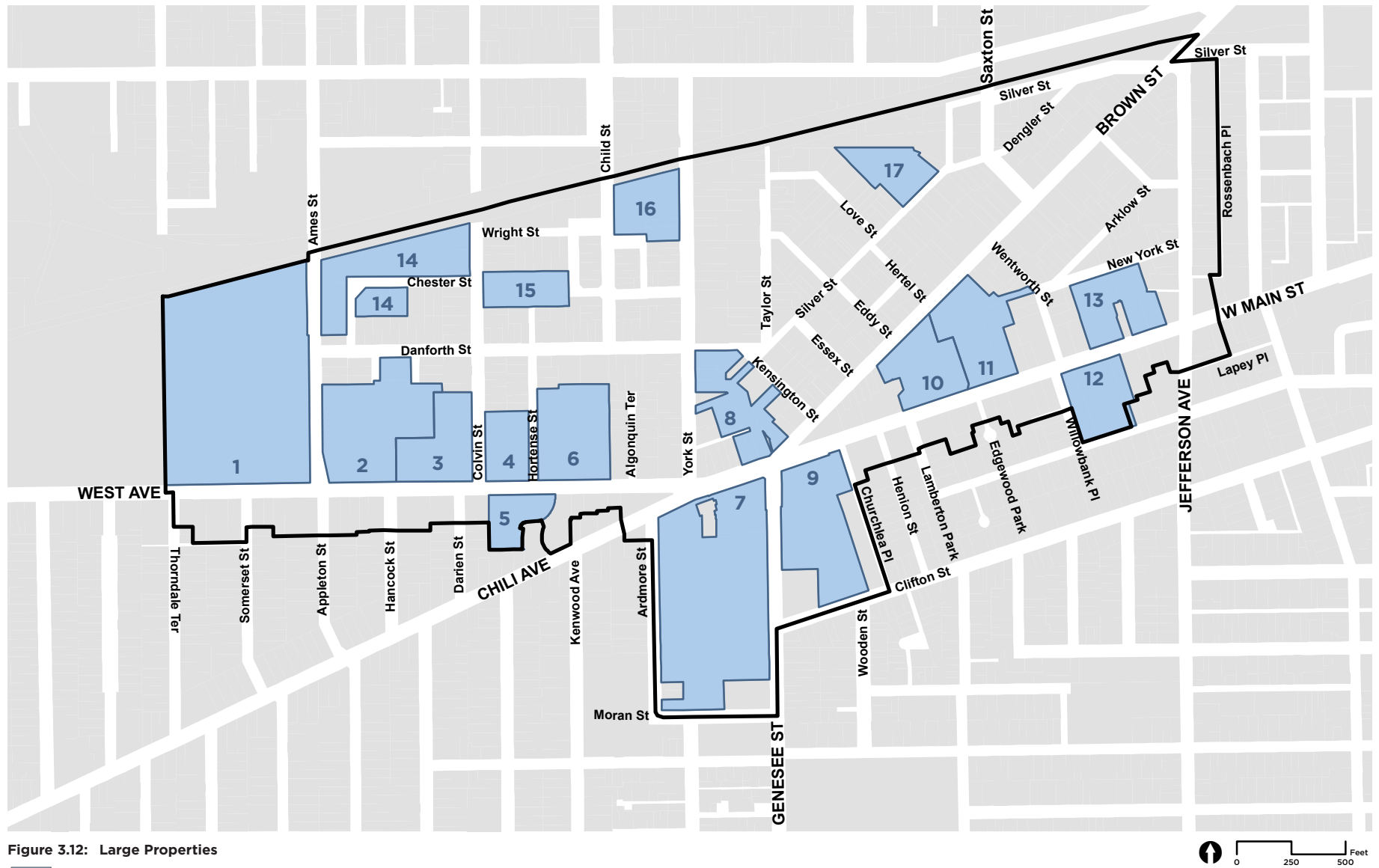
Large Properties

Development or redevelopment of larger properties would have a greater impact on revitalization of the Bulls Head study area than isolated smaller properties, and would provide a catalyst for additional development and redevelopment. While several smaller properties in targeted areas can provide localized stimulus/catalyst, the identification of larger properties under one owner is a factor in the designation of strategic sites and the targeting of redevelopment funds.

As shown in "Figure 3.12: Large Properties" on page 63, there are 18 parcel clusters under common ownership measuring greater than 1 acre. The largest privately owned parcel is 14.4 acres, the former Taylor Instruments site, is located at 95 Ames St. The parcel is currently vacant land due to years of environmental contamination. Additional detail regarding environmental concerns for this property are included in Section "3.13 Brownfield Sites"

on page 102. Other parcel clusters include land that is vacant, partially developed, or fully developed. The largest parcel cluster of vacant land is owned by the City of Rochester and is adjacent to the intersection of Brown St, W Main St, and Genesee St. This land was acquired by the City of Rochester as part of the Bull's Head Urban Renewal Plan.

		Acres
1	Gray Rock Rochester, LLC	14.4
2	City of Rochester	4.9
3	Rochester Housing Authority	2.4
4	114 West Ave LLC	1.5
5	Kama Com LLC	1.3
6	The Salvation Army	3.3
7	Rochester Regional Health	10.1
8	City of Rochester	2.6
9	City of Rochester	4.2
10	DePaul Properties	2.3
11	Coptic Monastery of St Shenouda	2.9
12	Rochester Housing Authority	2.1
13	(Private Individual)	2.3
14	Pennant Ingredients Inc	3.9
15	Colvin Enterprises LLC	1.5
16	171 York St LLW	1.9
17	(Private Individual)	1.6



Note: Land ownership data presented in the map above and graphic to the left may not reflect current conditions as property ownership in the study area has been changing regularly and in association with the Bull's Head Urban Renewal Plan.

3.6 Parks + Open Space

The city of Rochester has over 3,500 acres of nationally recognized parks where you can explore, play, rest, or entertain. Some of these parks were designed by famed landscape architect Frederick Law Olmsted, designer of New York's Central Park. The city has many parks ranging from small pocket parks scattered throughout the city to several medium neighborhood parks and large community parks along the Genesee River.

The City maintains a database of public parks, recreational facilities, and amenities and facilities at each. This data was evaluated and a comparison made of parks and facilities within and around the Bull's Head study area to the city as a whole. The Bull's Head study area and surrounding neighborhoods were initially planned out and developed over a century ago and typically contain several relatively small parks (less than 5 acres) and few neighborhood parks (5 and 10 acres).

ACRES OF PARKLAND per 1,000 residents:



Within the Bull's Head study area is the Danforth Community Center and Auditorium located at the intersection of West Ave and Ames St. Adjacent to the community center is Lynchford Park. Both the community center and Lynchford park contain open lawn and total approximately 2.9 acres. There are no outdoor recreational amenities at either facility and no other parks or designated open space exist within the Bull's Head study area. Outside the Bull's Head study area and in close proximity are the Wilson Foundation Academy Sports Complex, Jefferson Terrace Park, Susan B. Anthony Square, and Grape Wilder Park. A full description of each park is provided on the following page. A matrix of park amenities is provided to the right.

During the Step 1 Pre-Nomination Study and during the public meeting and community workshop for this Revitalization Plan, meeting participants noted the lack of parks, recreational

facilities, and dedicated open space for events and neighborhood/farmers markets in the study area. Using park and population data from the city, the BOA Team estimated the study area contains approximately 1.6 acres of dedicated parkland per 1,000 residents while the city contains 16.8 acres of dedicated parkland per 1,000 residents. While this shows a notable discrepancy, the City of Rochester has several large-scale regional parks along the Genesee River and adjacent to Ontario Lake. However, the Bull's Head study area and surrounding neighborhoods have few neighborhood-size parks with passive and active amenities/facilities.

Figure 3.13: City Parks Amenities Matrix

	Acres	Playground	Basketball	Baseball	Track	Football	Open Lawn
1 Danforth Community Center	*2.5						✓
2 Lynchford Park	0.4						✓
3 Wilson Foundation Academy Sports Complex	8.8	✓	✓	✓	✓	✓	
4 Jefferson Terrace Park	2.8	✓	✓	✓			✓
5 Susan B. Anthony Square	0.8						
5 Grape Wilder Park	0.5	✓					

* 2.5 acres only includes the open lawn at the Danforth Community Center, and not the area occupied by the parking lot or facility.



Figure 3.14: Parks

Public Parks/Facilities

Heritage Trail

Heritage Trail - Trail Head

Within BOA:

1 Danforth Community Center

2 Lynchford Park

Outside BOA:

3 Wilson Foundation Academy Sports Complex

4 Jefferson Terrace Park

5 Susan B. Anthony Square

6 Grape Wilder Park



Within BOA



Danforth Community Center

The Danforth Community Center and Auditorium is located at the intersection of West Ave and Ames St. The Community Center was originally a private residence built in 1848 by George Danforth. Attached to the original Danforth House is a 150-person capacity auditorium. The facility includes a commercial kitchen, can be reserved by members of the community for a fee, and is available year-round. Adjacent to the facility is a lawn area approximately 2.5 acres in size. The lawn area contains no amenities but previously included a baseball field.



Lynchford Park

Lynchford Park is located adjacent and to the north of the Danforth Community Center. Lynchford Park is the only designated city park within the BOA study area. The park is approximately 0.4 acres in size and contains no park amenities separate from a lawn.

Outside BOA



Wilson Foundation Academy

The Wilson Foundation Academy is part of Rochester City Schools and includes grades K-8. The School and Sports Complex is located less than a one minute walk from the southern border of the BOA study area. The Sports Complex is primarily used by the Wilson Foundation Academy, but can be used by members of the community after school hours and outside evening and weekend school sporting events. Facilities include a baseball field, softball field, 6-lane track, football field, basketball courts, and a playground.



Jefferson Terrace Park

Jefferson Terrace Park is located approximately 1/4 mile from the southern border of the BOA study area and is adjacent to the George Mather Forbes School No. 4 which is part of Rochester City Schools. The park includes a baseball field, basketball court, and a playground.



Susan B. Anthony Square

Located off W Main St and less than a one minute walk from the eastern edge of the BOA study area, the Susan B. Anthony square is located within the Susan B. Anthony Historic District which contains the activist's former home, a National Historic Landmark. While the square does not contain any recreational facilities, it does contain a number benches, well maintained gardens, and bronzed sculptures called "Let's Have Tea." The sculpture portrays Ms. Anthony and Frederick Douglass, two early champions of Civil Rights. "Let's Have Tea" was created by Rochester sculptor Pepsy Kettavong and erected in 2001 -- at the behest of the Susan B. Anthony Neighborhood Association -- across the St from the Susan B. Anthony House Museum.



Grape Wilder Park

Grape Wilder Park is located off Brown St just outside the northeast border of the BOA study area. The park is small and contains a basketball court.

3.7 Key Buildings

The Key building inventory identifies key neighborhood assets that can be utilized to aid the Revitalization Plan through strategic partnerships or through adaptive reuse.

Identification Method

The identification of key buildings included the categorization of buildings based on four criteria: cultural, social, economic, and historical. Culturally significant buildings include churches and other community spaces. Socially significant buildings include schools, medical offices, and not-for-profits. Economically significant buildings include major employers, retail centers, and grocery stores. Historically significant buildings include those buildings either designated by NYS as historic or those buildings older than 50 years old with notable exterior features.

Results

A total of 16 buildings were identified to have met at least one of the four criteria. Key buildings are found throughout the Bull's Head study area with a concentration along major corridors including West Ave, W Main St, Brown St, and Genesee St. See "Figure 3.16: Key Buildings Map" on page 69.

Photos of each key building are provided on Page 70. A table of key buildings is provided on Page 71. The table includes building name,

address, owner, current use, building's square feet, and lot size in acres. According to City databases, these 16 key buildings contain a total of 993,000 gross square feet on 35.7 acres of land. The City of Rochester owns the Danforth Community Center and the Bull's Head Plaza. The Rochester Housing Authority owns the Danforth Towers and its main office building at 675 W Main St.

The largest building is the St. Mary's Campus owned by Rochester Regional Health. The 360,000 square foot building is located on 10.4 acres and has been operated as a health facility since the American Civil War. The next largest key building is the Halstead Square Community Residence & Brown St Apartments owned by DePaul Properties at 770 West Main St and 719 Brown St, respectfully. This key building occupies 2.3 acres and is more dense than other key buildings in the study area and contains relatively fewer parking spaces.

The study area contains several smaller key buildings with equal importance to the larger key buildings. These smaller key buildings include the Saints Peter & Paul Coptic Orthodox Church, St. Peter's Kitchen, TEKE Machine Corp, the Salvation Army, the storefront which formerly housed Doug's Deli, Universal Heating Co, Eureka Lodge, and the shopping plaza located at 626 W Main St.

#KEY BUILDING CRITERIA

Cultural	Churches and other community space
Social	Schools, medical, not-for-profits
Economic	Major employers, retail centers, grocery stores
Historical	Either designated by SHPO or contains notable exterior features

Figure 3.15: Key Building Criteria

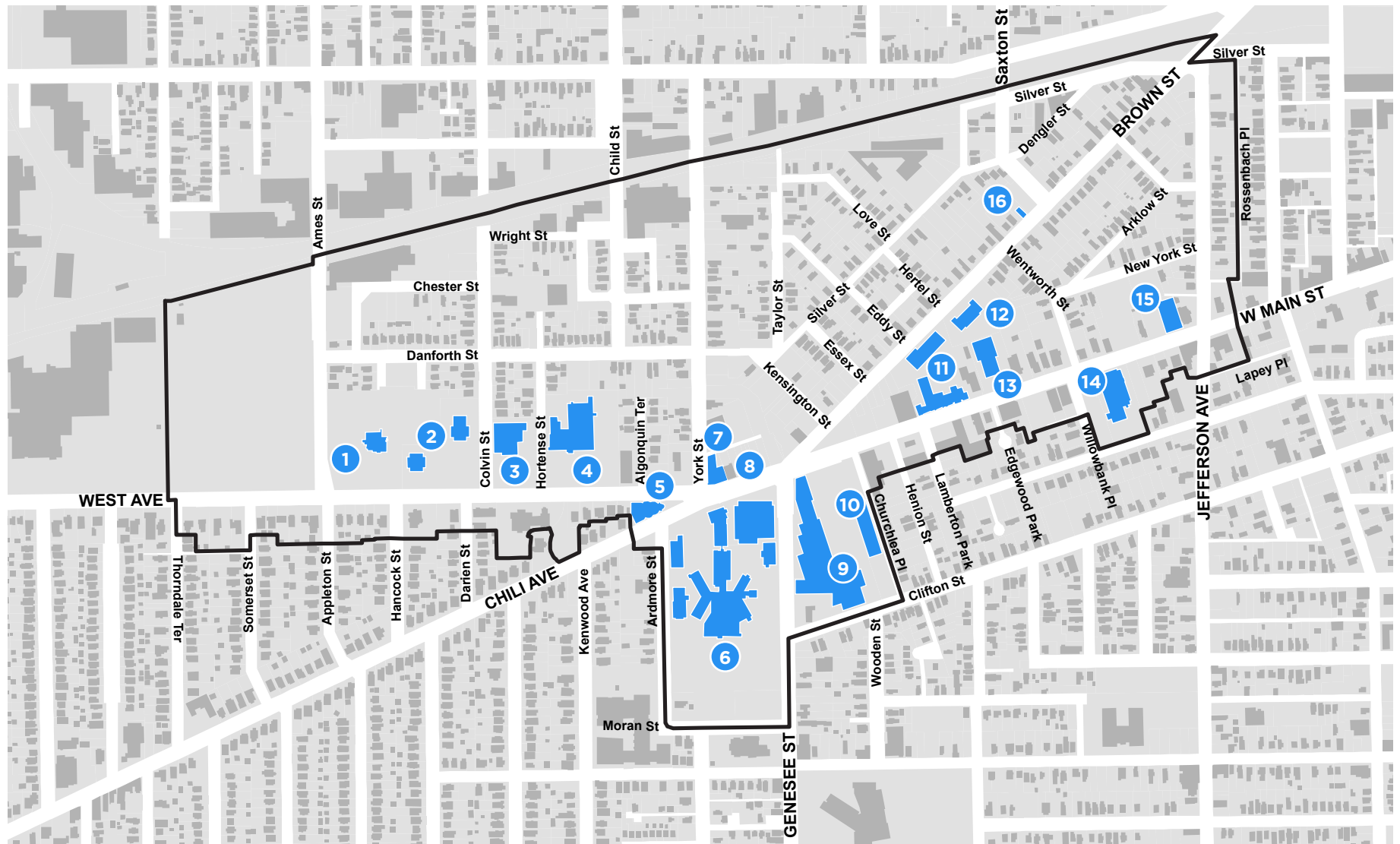


Figure 3.16: Key Buildings Map

- | | | | |
|-----------------------------|------------------------------------|---|--|
| 1 Danforth Community Center | 5 West Ave United Methodist Church | 9 Bull's Head Plaza | 13 Saints Peter and Paul Coptic Orthodox Church |
| 2 Danforth Towers | 6 St. Mary's Campus | 10 160 Clifton Street (office building) | 14 Rochester Housing Authority |
| 3 TEKE Machine Corporation | 7 Mixed-use Building | 11 DePaul Properties | 15 Main Street Meats & Grocery, and City Fish Market |
| 4 The Salvation Army | 8 Universal Heating Co. | 12 St. Peter's Kitchen | 16 Eureka Lodge |



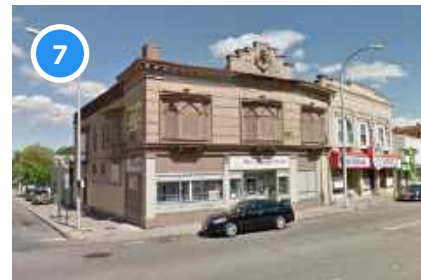


Figure 3.17: Key Building List

Building Name / Address	Owner	Current Use	Building Size (SQFT)	Lot Size (Acres)
1. Danforth Community Center 200 West Ave	City of Rochester	Community Service	11,556	4.5
2. Danforth Towers 140/160 West Ave	Rochester Housing Authority	Residential	136,468	2.4
3. TEKE Machine Corporation 34-36 Colvin St	114 West Ave LLC	Manufacturing	16,740	1.5
4. The Salvation Army 56 West Ave	The Salvation Army	Retail	32,404	3.3
5. West Ave United Methodist Church 50 Chili Ave	West Ave Methodist Episcopal Church	Place of Faith	31,168	0.4
6. St. Mary's Campus 89 Genesee St	Rochester Regional Health	Medical	359,745	10.4
7. Mixed-use Building 932-938 West Main St	(Private Individual)	Retail	7,704	0.1
8. Universal Heating Co. 924-930 West Main St	(Private Individual)	Service	6,210	0.1
9. Bull's Head Plaza 835-855 West Main St	City of Rochester	Retail	85,599	4.2
10. Office Building 160 Clifton St	Rochester Clifton LLC	Office	16,926	0.8
11. Halstead Square Community Residence & Brown St Apartments 770 West Main St & 719 Brown St	DePaul Properties	Medical & Residential	194,000	2.3
12. St. Peter's Kitchen 681 Brown St	Coptic Monastery of St Shenouda	Charitable	29,115	1.3
13. Saints Peter & Paul Coptic Orthodox Church 736 West Main St	Coptic Monastery of St Shenouda	Place of Faith	20,714	0.9
14. Rochester Housing Authority 675 West Main St	Rochester Housing Authority	Office	30,656	2.1
15. Shopping Plaza 626 West Main St	(Private Individual)	Retail	12,200	1.0
16. Eureka Lodge 616-618 Brown St	Prince Hall Masons / Starts Rochester Inc.	Fraternity / Sorority	2,500	0.4

Note: Land ownership data presented above may not reflect current conditions as property ownership in the study area has been changing regularly and in association with the Bull's Head Urban Renewal Plan.

3.8 Historic + Archaeological Resources

The city of Rochester is proud of its unique architectural and landscape heritage, and its citizens recognize the importance of retaining and maintaining this built history. While some buildings fall victim to neglect and decay, the City actively works towards preserving its past for future generations.

The Bull's Head study area has seen significant change over numerous decades that has resulted in few historic resources remaining. Historic resources within and near the Bull's Head study area include locally designated resources and state and national resources. These resources can be an integral part to the revitalization of the Bull's Head and future development can be sympathetic to the history of the neighborhood.

Local Historic Resources

The City of Rochester has eight Preservation Districts that contain approximately 1,750 properties, just a small share of the buildings and landscapes eligible for historic designation. In addition to these districts, there are approximately 75 properties that are designated as local landmarks.

The Bull's Head study does not include any local preservation districts or individual landmarks. However, the study area is immediately adjacent to the locally designated Susan B. Anthony

preservation district and the Susan B. Anthony House local landmark. Any city resident can nominate a property for local landmark status. Both the City Preservation Board and Planning Commission review the nomination and determine if the property meets specific standards for designation. The final designation is made by the City Council.

State and National Historic Resources

Within the Bull's Head BOA study area is the Church of Saints Peter and Paul Complex and a portion of the Chili-West Historic District (see "Figure 3.18: Historic Resources" on page 73). Both are listed on the State and National Registers of Historic Places. Also located within the study area are several properties identified by the New York State Historic Preservation Office as eligible for listing on the State and National Registers of Historic Places. Adjacent to the study area is the Madison Square - West Main Street Historic District which is listed on the State and National Registers and within the same geographic boundary as the locally designated Susan B. Anthony Preservation District.

The State and National Registers have several benefits. Properties listed on or determined eligible for the State and National Registers receive a measure of protection from the effects of federal and/or state agency sponsored,

licensed or assisted projects through a notice, review, and consultation process. For owners of depreciable, certified historic properties, a 20 percent federal income tax credit is available for the costs of substantial rehabilitation. Municipal and not-for-profit owners of listed historic properties may also apply for matching state historic preservation grants. There are no restrictions placed on private owners of properties listed on or eligible for listing on the State and National Registers. Private property owners may sell, alter or dispose of their property as they wish. This differs from local historic districts which includes review and approval procedures administered by the City Preservation Board.

It is noted that the Rochester Historic Resources Survey began in early 2019 and has continued through the development of this Plan. The survey covers the study area and large portions of the city. Additional historic resources within the study area may be identified by the survey.

Archaeological Resources

According to information from the State Historic Preservation Office, the majority of the BOA study area is located in an archaeologically sensitive area. These areas may require additional research, review, and investigation before any land disturbance activities due to the potential presence of cultural resources.

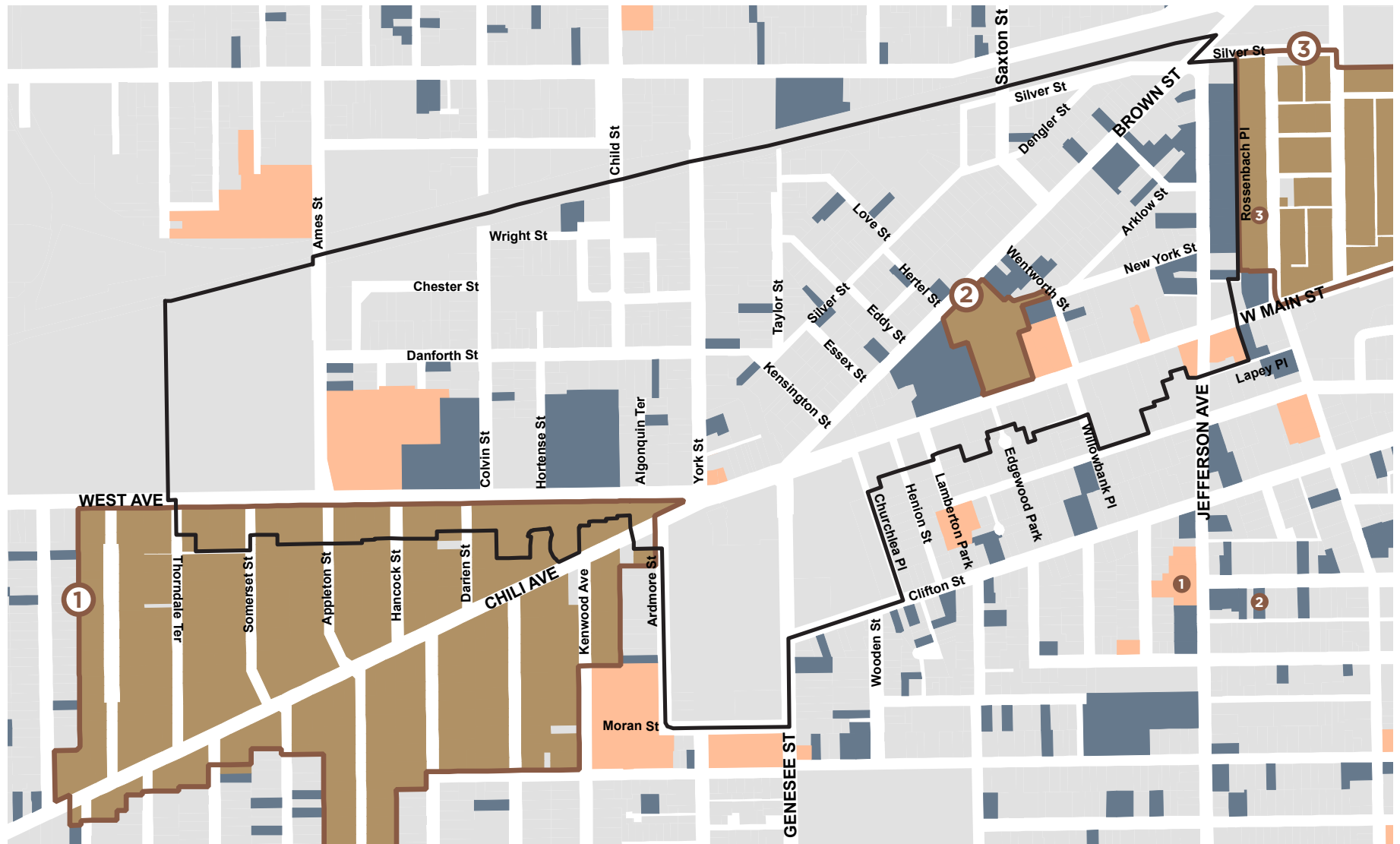


Figure 3.18: Historic Resources

State + National Register Historic Districts*

- ① Chili-West Historic District
- ② Church of Saints Peter and Paul Complex
- ③ Madison Square - West Main Street Historic District
(locally designated, Susan B. Anthony Preservation District)

* As of December 2019

Local Landmarks*

- ① Seventh Day Adventist Church
- ② Hamm House (demolished)
- ③ Susan B. Anthony House

Property Designations*

- Listed
- Eligible
- Not Eligible



Within BOA



Homes along West Ave within study area

Chili-West Historic District

In 2015, the Chili-West Historic District was listed on the State and National Registers of Historic Places. Bounded by West Ave on the north and extending south beyond Chili Ave, the district, predominantly located within the city of Rochester's 19th Ward, encompasses 362 contributing buildings in a predominantly residential area. The district developed between in the late 19th and early 20th Centuries and includes buildings in a variety of architectural styles including Colonial Revival, American Foursquare and Craftsman. The dwellings reflect designs from a middle-class and working class clientele. A small portion of the district along West Ave is located within the Bull's Head BOA.



Church of Saints Peter and Paul Complex

Church of Saints Peter and Paul Complex

The Church of Saints Peter and Paul Complex was listed on the State and National Registers in 2012. Located on West Main St and extending north to Brown St, the church complex consists of three buildings: the church and rectory buildings facing West Main St, and the former school, facing Brown St. The church/school complex, designed by Gordon and Madden Architects was constructed in 1911 in the Lombard Romanesque Style. The church's 145-foot bell tower is an exact replica of the tower in the Cathedral at Luca, Northern Italy.

Adjacent to BOA



Susan B. Anthony Preservation District

The BOA is substantially contiguous to the Susan B. Anthony Preservation District which was established by the City in 1980. The District was additionally listed in 1988 in the State and National registers of Historic Places as the "Madison Square - West Main St Historic District." This neighborhood would still be recognized by its namesake, who lived at 17 Madison St from 1866 until her death in 1906. An outstanding example of a 19th century middle class neighborhood, the district is a compact area of four streets that surround a park square. The buildings represent a variety of architectural styles, including Greek Revival, Italianate, Second Empire and Queen Anne. Alongside the residential neighborhood are industrial buildings of the early 20th century, including the factories of the Cunningham Carriage Works, a maker of automobiles and aircraft.

3.9 Transportation

The Bull's Head area is often considered the western gateway to the city of Rochester due to its geographic location and convergence of major vehicle transportation corridors including West Ave, Chili Ave, Genesee St, W Main St, and Brown St. Being a focal point for transportation has both negatively and positively impacted the community over the past century.

Regional Connections

The Bull's Head study area is located within the center of the west side of the city of Rochester with convenient access to nearby regional transportation connections. This includes Interstate 490 located approximately 0.25 miles north of the study area, Interstate 390 located approximately 1.5 miles west of the study area, the Rochester Amtrak Station located 1.5 mile east of the study area, and the Greater Rochester International Airport located

approximately 2.2 miles southwest of the study area. In addition, the Rochester Amtrak station includes a Greyhound bus stop.

Vehicle Network

The Bull's Head study area includes a road network that is a traditional urban grid layout typical of other northeast cities developed during the late 19th and early 20th Centuries. This layout of roads facilitates fast and convenient connections to surrounding neighborhoods yet significant traffic issues have been identified. This road network and the traditional urban grid layout within and around the Bull's Head study area is shown in "Figure 3.19: Vehicle Network" on page 77

The study area includes several corridors including four designated by the NYSDOT as minor arterials as shown in "Figure 3.20:

Functional Class" on page 80. These roads include West Ave, Chili Ave, Genesee St, and W Main St. These minor arterials connect the Bull's Head area to downtown Rochester, other neighborhoods within the west side of Rochester, and to neighboring towns. The study area also includes corridors designated by the NYSDOT as major collectors. These roads include Ames St, Brown St, and Jefferson Ave. A total of 6.9 miles of roads are located within the study area, all of which are owned by the City of Rochester and maintained by Monroe County.

The vehicle network within the study area is supported by on-street parking throughout the study area, restricted parking for individual businesses, and one public parking facility (ramp) located within the St. Mary's Campus. West Ave (State Route 33) is an east-west route





Figure 3.19: Vehicle Network





West Ave adjacent to the Danforth Community Center

West Ave (State Route 33)

connecting the center of the Bull's Head area with commercial and industrial areas within and to the west of the study area. Westbound West Ave transitions into Buffalo Road which continues into the Town of Gates. West Ave was recently re-striped to one travel lane approximately 12 feet wide in each direction. On-street parking is designated on the south side of West Ave. According to the latest data (2013) from the NYSDOT, and shown in "Figure 3.21: Vehicle Traffic Volumes" on page 81, West Ave has an average annual daily traffic (AADT) volume of 9,767 vehicles. Average annual daily traffic is a common measure for road volumes and is used across the United States.



Chili Ave adjacent to St. Mary's Campus

Chili Ave (State Route 33A)

Only a small section of Chili Ave (State Route 33A) is within the study area. Chili Ave is a northeast-southwest route connecting the center of the Bull's Head area with a residential corridor through the 19th Ward Neighborhood. Southwest-bound Chili Ave extends into the Town of Gates, Town of Chili, and continues to the Village of Bergen where it reconnects with State Route 33. Chili Ave includes one travel lane approximately 12 feet wide in each direction. On-street parking is available on both sides of Chili Ave. According to the latest data (2014) from the NYSDOT, Chili Ave has an average annual daily traffic volume of 10,970 vehicles.



Genesee St adjacent to St. Mary's Campus

Genesee St

Genesee St is a north-south route connecting the center of the Bull's Head area with a primarily residential corridor through the 19th Ward Neighborhood. Southbound Genesee St connects with Elmwood Ave and ultimately to the University of Rochester and the Strong Memorial Hospital. Genesee St also connects with Scottsville Road which traverses through a commercial and industrial area adjacent to the Greater Rochester International Airport. Genesee St within the study area includes one travel lane approximately 13 feet wide in each direction. According to the latest data (2015) from the NYSDOT, Genesee St has an average annual daily traffic volume of 13,487 vehicles.



W Main St (State Route 33)

W Main St (State Route 33) is an east-west route connecting the center of the Bull's Head area with downtown Rochester. Eastbound W Main St is primarily a commercial corridor and extends through Downtown to E Main St which terminates at Winton Road (within the limits of the City of Rochester). W Main St within the study area has two travel lanes approximately 10 feet wide in each direction. According to the latest data (2013) from the NYSDOT, W Main St has an average annual daily traffic volume of 13,768 vehicles. W Main St has several major destinations within close proximity to the road including Frontier Field, High Falls, the Blue Cross Arena, the Genesee River, Eastman School of Music, the Rochester Contemporary Art Center, and the Memorial Art Gallery.



Brown St

Brown St is a northeast-southwest route stretching from the center of the Bull's Head area to Interstate 490 where the road turns into a one-way St directing all traffic on Allen St. Allen St extends into the High Falls neighborhood which includes Frontier Field, Brown Square Park, and Kodak offices. Brown St itself extends all the way to Falls St, but is a one-way St with all traffic flowing southwest towards Bull's Head and Interstate 490. Within the study area, Brown St is a primarily residential St with one travel lane approximately 15 feet wide in each direction. According to the latest data (2013) from the NYSDOT, Brown St has an average annual daily traffic volume of 7,604 vehicles.



Jefferson Ave

Jefferson Ave is a north-south route stretching from Brown St south to S Plymouth Ave near the Genesee River. The corridor is primarily residential with some small-scale commercial properties. Within the study area, Jefferson Ave has one travel lane approximately 11 feet wide in each direction. According to the most recent data (2009) from the NYSDOT for the portion of Jefferson Ave from Brown St to W Main St, the road has an average annual daily traffic volume of 3,172 vehicles. The portion south of W Main St to Dr Samuel McCree Way has a volume of 6,352 vehicles (2013 data).

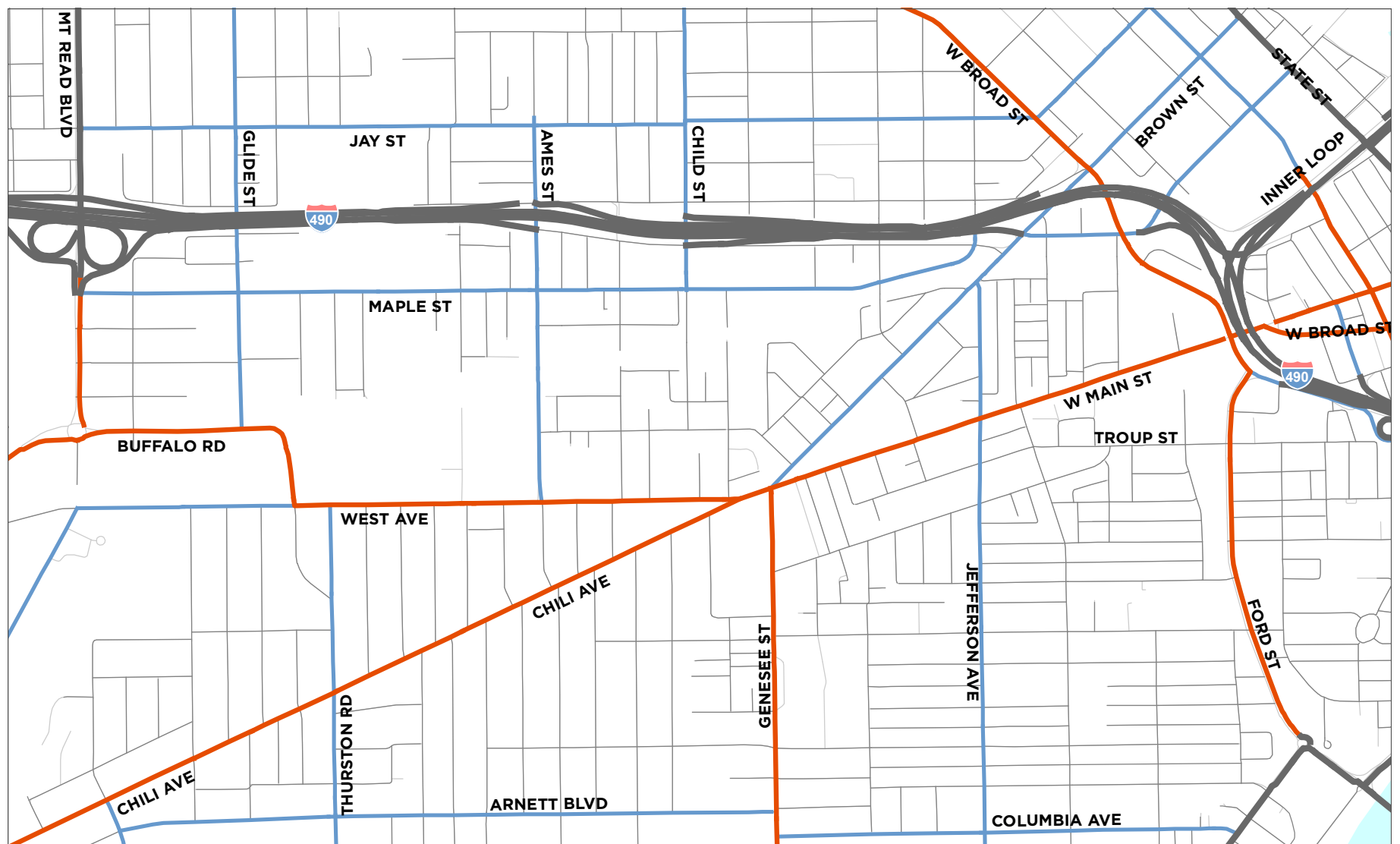


Figure 3.20: Functional Class

- Principal Arterial
- Minor Arterial
- Major Collector
- Local
- No Class Assigned





Figure 3.21: Vehicle Traffic Volumes

- 0 - 5,000
- 5,001 - 10,000
- 10,001 +



Bull's Head Traffic Study

A traffic study was completed in early 2019 within the Bull's Head area focusing on both the Bull's Head BOA study area and Urban Renewal Area. The purpose of the traffic study included documenting the existing roadway network, assess existing conditions operations, and identify safety deficiencies.

Within the Bull's Head study area, the traffic study included West Ave, Ames St, Chili Ave, Child St, York St, W Main St, Genesee St, and Brown St. The traffic study also included the following intersections:

1. West Ave/Appleton St/Ames St
2. W Main St/Chili Ave/West Ave/York St
3. W Main St/Brown St/Genesee St
4. W Main St/Henion St
5. W Main St/Jefferson Ave

The existing conditions summary and analysis within the traffic study included a review of information available from the City of Rochester, Monroe County, State of New York, and transportation data collected specifically for the study. Data collection was conducted during the week of January 7th to January 11th 2019 and the week of January 14th to January 18th 2019 (schools were in session at the time of data collection). Data collected included:

1. Traffic operations and observations (vehicle, pedestrian, transit, and bicycle)
2. Documentation of roadway and intersection geometry, pavement markings, speed limits, signing, and traffic control
3. Morning peak period (7-9am) and evening

peak period (4-6pm) vehicle turning movement traffic counts (TMC) and pedestrian crossing counts at all study area intersections

4. Traffic signal timing and phasing data

In addition, information reviewed from the City of Rochester included accident data for the most recent three years that were available.

Turning movement traffic data were collected at study intersections during the week of January 7th to January 11th 2019 and the week of January 14th to January 18th 2019 from 7-9 am and 4-6 pm (schools were in session at the time traffic counts were taken). These time frames encompassed the weekday morning peak and evening peak hours.

In general, traffic volumes are between 30% and 45% higher during the PM peak hour. Traffic volumes are highest on the section of W Main St between Genesee St and Chili Ave, with the next highest between Henion St and Genesee St. The lowest volumes are on West Ave between Chili Ave and Ames St. The highest volume intersection is W Main St/Genesee St/Brown St with the W Main St/Chili Ave/West Ave and W Main St/Jefferson Ave intersections having the second most amount of traffic.

During the collection of turning movement traffic data, pedestrian crossing data was also collected during the same time frame. The table to the right presents a summary of the pedestrian crossing data. The intersection with

Pedestrian Crossing Data

Intersection	AM Peak Period (7-9am)	PM Peak Period (4-6pm)	Total
West Ave / Appleton St / Ames St	21	50	71
W Main St / Chili Ave / West Ave / York St	82	74	156
W Main St / Brown St / Genesee St	31	42	73
W Main St / Henion St	63	115	178
W Main St / Jefferson Ave	41	86	127
Total	238	367	605

the highest PM number of crossings was at W Main St and Henion St. Pedestrian activity generators near this intersection include the two bus stops serving Routes 4, 8, 25, 28, Walgreens and associated parking lot, and the Bull's Head Plaza and associated parking lot. Other intersections with a relatively high number of pedestrian crossings include the W Main St/Jefferson Ave intersection and the W Main St/West Ave/ Chili Ave/York St intersection. Both intersections have nearby transit stops and mixed-use buildings. Overall, the greatest pedestrian generators include the St. Mary's Campus, the Bull's Head Plaza, and numerous RTS transit stops.

Using the collected turning movement data,

an **intersection vehicle capacity analysis** was conducted which calculated a Level of Service (LOS) for each intersection approach. The Level of Service is defined or quantified in terms of average delay experienced by motorists, which is equated to the letters 'A' to 'F' for signal controlled intersections. In general, an overall LOS 'D' with an intersection turning movement or a LOS 'E' for an entire traffic signal controlled intersection are generally considered to be the thresholds of acceptable operations in an urban environment.

Overall, the **results of the capacity analysis** reflect field observations which noted steady but manageable traffic flow and queues. The traffic signals were generally able to service all arriving traffic during both peak periods with some delay for left turning vehicles at the study intersections. All study intersections operate at an overall Level of Service (LOS) D or better with all individual movements operating at a LOS D or better during both peak periods except for the following:

1. W Main St & Jefferson Ave Northbound LTR (Left, Right, Through) movement
2. W Main St & Genesee St/Brown St Southbound LTR movement and Eastbound L (Left) movement

Observations also indicate there were delays and queues caused by bus stops at each intersection. Stopped buses created queues behind them multiple times in an hour, predominantly at W Main St/Henion St. The Bull's Head Traffic Study included



Repaving Adjacent to St. Mary's Campus



Crossing Genesee St at Clifton St



Crossing W Main St at Jefferson Ave



Repaving Work at Brown St and W Main St Intersection

an **accident analysis** for the study area intersections. Three years of accident history was available from the Rochester Police Department (October 2015 thru September 2018). Accident data was reviewed for patterns and safety concerns. A summary of the accident analysis is described in the following paragraphs.

The table on the following page provides a summary of the **severity of the accidents** for the study intersections. The study accident history reveals that 90 accidents occurred at the study intersections within the Bull's Head study area over the three year period. There were no fatalities, however, 20 out of the 90 (22%) total accidents involved an injury. The study accident history also revealed that 4 out of the 90 (4%) accidents involved a pedestrian and no accidents involved a bicycle. Two pedestrian accidents occurred at the W Main St/ Jefferson Ave intersection and one pedestrian accident occurred at the W Main St/West Ave/ Chili Ave/York St intersection and at the W Main St/Genesee St/Brown St intersection.

Accident rates were calculated for the study area intersections and compared to the statewide average accident rates for similar facilities. The table on the following page provides a summary of the accident rates for the study area intersections. Three of the five study area intersections had accident rates over the statewide average rates:

1. W Main St / Jefferson Ave
2. W Main St / Genesee St / Brown St

3. West Ave / Ames St

The study area intersections were further examined to identify **potential accident patterns**. In general, the predominant accident types included 30 rear-end type accidents, 21 overtaking accidents, 15 left turn accidents, and 14 right angle accidents. Four of the five intersections were identified as having specific accident patterns:

1. W Main St / Jefferson Ave
2. W Main St / Genesee St / Brown St
3. W Main St / West Ave / Chili Ave / York St
4. West Ave / Ames St

The **W Main St/Jefferson Ave** intersection accident history revealed that 38 accidents occurred at the intersection. Overall, rear end accidents, overtaking and right angle accidents accounted for approximately 66% (25/38). The rear-end accidents and right angle accidents on the northbound approach are likely due to congestion. Capacity analysis indicated a LOS E with notable queues on the northbound approach during the PM peak. Observations during the evening peak hours noted vehicle queues on the Jefferson Ave northbound approach did not always clear the intersection. Northbound vehicles were also observed traveling thru the intersection after the traffic signal had turned red.

Additionally, observations noted that on-St parking activity and RTS buses stopping at the intersection along with limited sight distances on the northbound approach contributed to

congestion at the intersection and may be factors contributing to parked car, rear-end and overtaking accidents. The eastbound/ westbound overtaking accidents are likely due to the striping on West Main St. Capacity analysis indicted a LOS A on the eastbound and westbound approaches which indicates excessive capacity.

The **W Main St/Genesee St/Brown St** intersection accident history revealed that 26 accidents occurred at the intersection. Overall, rear end accidents, overtaking and left-turn accidents accounted for approximately 77% (20/25) of the accidents. The rear-end accidents, overtaking accidents, and left turn accidents on the intersection's southbound approach are likely due to congestion. Capacity analysis indicated a LOS E with notable queues on the southbound approach during the PM peak. Additionally, the on-St parking on the southbound approach extends close to the intersection and adds vehicular interactions that increase the likelihood of overtaking accidents and additional congestion.

The **W Main St/West Ave/Chili Ave/York St** intersection accident history revealed that 15 accidents occurred at the intersection. Overall, rear-end and right angle accidents accounted for approximately 67% (10/15) of all the intersection accidents. However, these accident types were random in occurrence with no patterns identified. Potential correctable accident patterns involved pedestrian and parked vehicle accidents.

Regarding the pedestrian accidents, review of the pedestrian signal timings on the Chili Ave approach indicate that there should be sufficient time for pedestrians to cross Chili Ave safely. Observations noted a number of pedestrians crossing the roadways outside of crosswalks throughout the peak hours which increases the chance of pedestrian accidents.

Regarding the parked vehicle accidents, observations noted delivery trucks parked in the no parking zone in front of the business on the northeast corner of the intersection resulting in sight distance issues and improper lane usage at the intersection's westbound approach.

The **West Ave/Ames St** intersection accident history revealed that 11 accidents occurred at the intersection. Overall, rear end accidents accounted for approximately 55% (6/11) of the accidents. Examination of the accident diagram revealed that five of the six rear-end accidents involved vehicles on the southbound approach. The contributing factors indicate that following too closely was a contributing factor in four of the accidents, slippery pavement was a contributing factor in three of the accidents and driver inattention along with vehicle issues were contributing factors in one accident. The remaining accidents at this intersection were random in occurrence with no patterns identified.

Intersection Accidents (10/2015 - 9/2018)					
Intersection	Fatality	Injury	Property Damage Only	Non-Reportable	Total
West Ave / Appleton St / Ames St	0	3	7	1	11
W Main St / Chili Ave / West Ave / York St	0	3	10	2	15
W Main St / Brown St / Genesee St	0	6	18	2	26
W Main St / Henion St	0	0	0	0	0
W Main St / Jefferson Ave	0	8	29	1	38
Total	0	20	64	6	90

Intersection Accident Rates (10/2015 - 9/2018)		
Intersection	Urban Functional Class Statewide Average Rate (Acc/MEV)	Calculated Accident Rate (ACC/MEV)
West Ave / Appleton St / Ames St	0.20	0.75
W Main St / Chili Ave / West Ave / York St	0.25	0.08
W Main St / Brown St / Genesee St	0.25	0.88
W Main St / Henion St	0.20	0.00
W Main St / Jefferson Ave	0.25	1.93



Transit

Transit service in the Rochester Metropolitan Area is provided by the Regional Transit Service (RTS). RTS services all of Monroe County and also services Genesee, Livingston, Ontario, Orleans, Seneca, Wayne, and Wyoming Counties. In total, the RTS fleet includes over 400 buses, 900 employees, and serves 16+ million riders per year.

The Bull's Head study area includes 4 RTS transit routes and numerous stops. Route 4 (Genesee) travels along Genesee St and Elmwood Ave with the Strong Memorial Hospital as the final destination. Route 8 (Chili) travels along W Main St and Chili Ave passing the Walmart at the intersection of Chili Ave and Howard Road. Route 25 (Thurston/MCC) travels along W Main St, Genesee St, and several neighborhood streets through the west side and south side with destinations including Strong Memorial Hospital and Monroe Community College. Route 28 (Genesee Park Boulevard/Strong) travels along W Main St, West Ave, and several neighborhood streets through the west side.

All of the RTS transit stops within the study area are in-lane stops. Only two RTS stops within the study area include a shelter with seating. Most all of the stops within the study area are nearside stops with only a few farside stops.

A current planning effort is underway entitled “**Re-Imagine RTS**” which is exploring changes to the fixed-route system. Service changes

are anticipated in the Summer of 2020 and include modification of routes within the Bull's Head study area. These include designation of routes along W Main St, Chili Ave, and Genesee St as “Frequent” routes. These routes have 15-30 minute headways during the week and 30-60 minute headways during the weekend. Modifications also include local routes utilizing W Main St, Chili Ave, and Genesee St. These routes have 30-60 minute headways during the week and weekend. An additional component of the Re-Imagine RTS planning process is the establishment of “**Community Mobility Zones**.” These zones were identified throughout Monroe County that could be better served by community mobility options other than a fixed-route. One of these mobility zones is adjacent to the western edge of the Bull's Head study area. RTS continues to explore options for the zones.

Another planning effort impacting transit service is the **Rochester Transit-Supportive Corridors Study** published in September 2018. W Main St, Chili Ave, and Genesee St were

identified as transit supportive corridors. The W Main St and Chili Ave corridor was identified as having high to very high potential to be transit-supportive. There is good economic vitality in the area and the potential for a new mixed-use center in the west. Along the corridor, there are a number of major development sites that could be utilized to develop greater densities and mixed-uses that will increase boarding and daily ridership. Furthermore, zoning and supportive policies within the corridor support reinvestment and revitalization.

The Genesee St corridor was identified to have moderate to high potential to be transit-supportive. There is potential for an economic center on the south, however, there are limited opportunities to develop greater densities that will increase boarding and daily ridership and zoning policy beyond the corridor reflects lower densities. Quantitative analysis suggests limited opportunity to influence the market through new transit-supportive development.



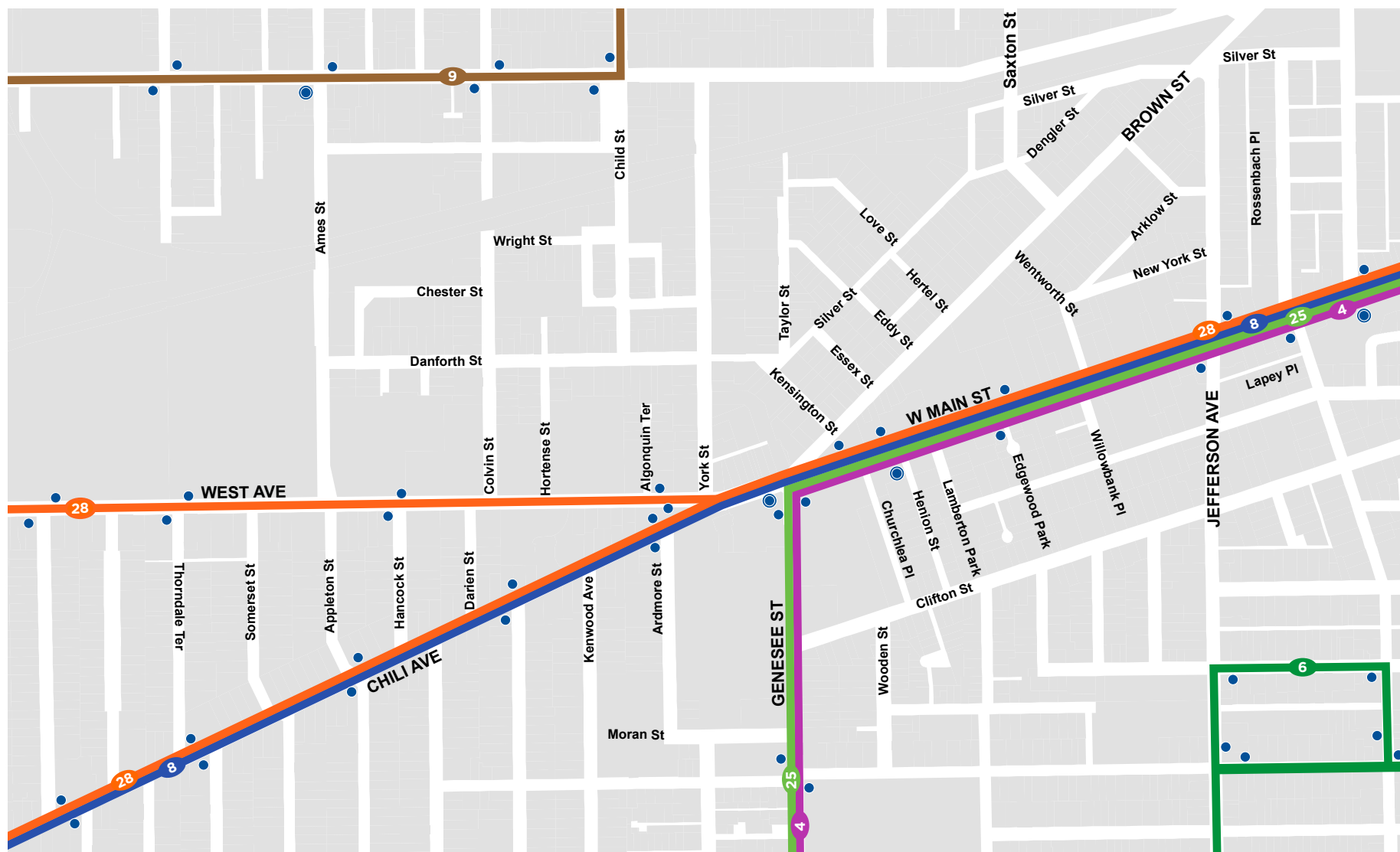
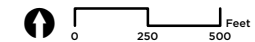


Figure 3.22: Transit Network

- | | | |
|-----------------|------------------------|-------------------------|
| 4 Genesee | 9 Jay/Maple | ● RTS Stop |
| 6 Jefferson Ave | 25 Thurston/MCC | ● RTS Stop with Shelter |
| 8 Chili | 28 Genesee Park/Strong | |



Bicycle

Through recent planning efforts, the City of Rochester has been expanding bicycle infrastructure and amenities to encourage the mode as an alternative to vehicle travel and for recreational purposes.

Bicycle infrastructure within the Bull's Head study area includes dedicated **bicycle lanes** on West Ave, Ames St, and a portion of Child St near the railroad overpass as shown in "Figure 3.23: Bicycle Network" on page 89. Bicycle lane markings within the study area measure a total of 0.7 miles. Bicycle lanes on Ames St and West Ave were recently installed during the planning process for this Revitalization Plan.

Bicycle shared use markings are located on Genesee St and Brown St northeast of Hertel St measuring a total of 0.4 miles. In addition, Appleton St, although only partially within the study area, has recently been remarked to include a **bicycle boulevard**.

Of the 2.0 miles of roads in the study area that are classified as either a minor arterial or major collector, 55% of them have on-road bicycle infrastructure. This infrastructure greatly aids bicycle riders traveling on roads that have relatively high vehicle volumes. However, there is a noticeable gap of bicycle infrastructure in the center of the Bull's Head area adjacent to St. Mary's Campus and the Bull's Head Plaza. In addition, bicycle intersection markings are only found on the southbound approach to the Ames St and West Ave intersection. The markings are a bike box which was installed recently. Bicycle riders traveling to or through the center of Bull's Head face large and challenging intersections with no other choice but to dismount and use crosswalks.

As shown in "Figure 3.23: Bicycle Network" on page 89, the City of Rochester is considering additional bicycle infrastructure within the Bull's Head study area. These routes are in-part proposed due to the recommendations from

the recent Rochester Bicycle Boulevard Master Plan and the Rochester Bicycle Master Plan. The proposed-tentative bicycle boulevard route shown on the map seeks to avoid intersections that have a high volume of vehicle traffic in order to provide better comfort for bicycle commuters and recreational riders. These routes are only tentatively proposed and require further evaluation before they can be installed.

To-date, there have been no official considerations for bicycle infrastructure on W Main St adjacent to the St. Mary's Campus or Bull's Head Plaza, or on the section of Brown St that is lacking accommodations.



Ames St Bike Lanes



West Ave Bike Lanes



Brown St Bike Shared-use Markings

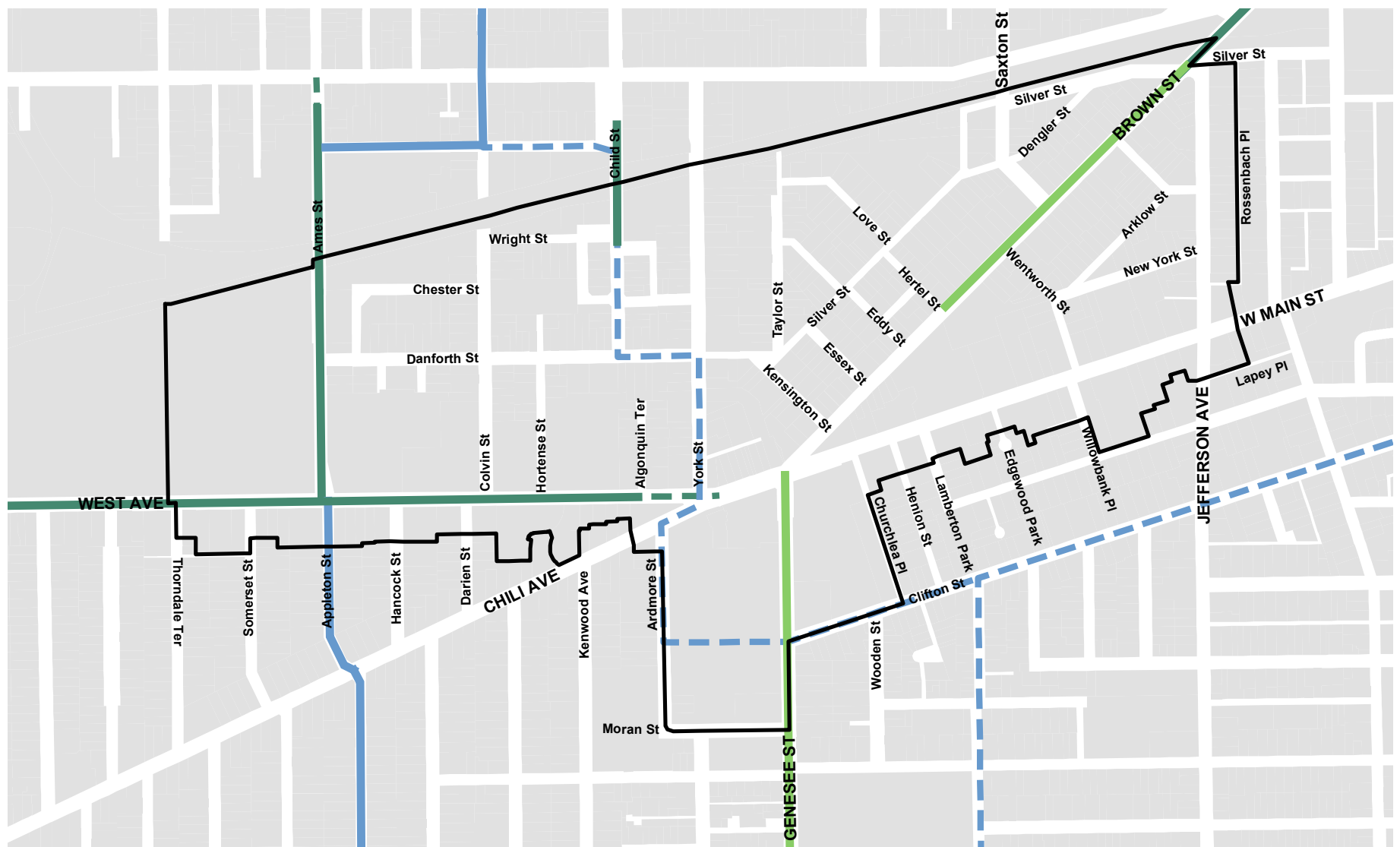


Figure 3.23: Bicycle Network

Existing	Proposed Tentative
Bike Boulevard	Bike Boulevard
Bike Lanes	Bike Lanes
Shared Use	Shared Use



Pedestrian

The road network within the Bull's Head study area is a traditional urban grid layout typical of other northeast cities developed during the late 19th and early 20th Centuries. This network includes public sidewalks on both sides and parallel to most roads within the study area. This interconnected network facilitates pedestrian movement and connectivity throughout the study area. Block faces within the study area range from 250 feet to 1,250 feet. Block perimeters range from 1,000 feet (4-minute walk) to 3,100 feet (12-minute walk). The largest block is bounded by W Main St, Brown St, and Wentworth St and contains Walgreens and the Saints Peter and Paul Coptic Orthodox Church.

With consideration to these large blocks, there are no major barriers to pedestrian movements within the study area. Adjacent to the study area, however, is the main line railroad through Rochester which affects both vehicle and pedestrian movement. While underpasses are located at Ames St, Child St, Saxton St, and Brown St, there are some areas within the study area that are more isolated because of the railroad. These areas include the properties near the intersection of Wright St and Colvin St and properties near the intersection of Taylor St and Love St.

Most sidewalks within the study area are in good condition with some small sections within residential areas needing repair and replacement.

Curb ramps and crosswalks are found throughout the study area with most located at intersections and a few located between intersections. As shown in “Figure 3.24: Crosswalk Infrastructure” on page 91, most crosswalks within the study area do not include pavement markings. Sidewalks without markings are primarily located within the residential portions of the study area which is typical of urban residential neighborhoods. However, some crosswalks along West Ave, Brown St, and W Main St do not include crosswalk markings which makes them less apparent to motorists.

Crosswalk controls in the form of countdown timers are located at six signalized intersections within the study area as shown in Figure 3.24. Crosswalk timers are typically set for walking speeds of 3.5-4.0 feet per second. This typically allows for sufficient time to cross. However, there are excessive crossing distances at the W Main St, Brown St, and Genesee St intersection.



The western crosswalk measures approximately 80 feet, eastern 120 feet, northern 105 feet, and southern 70 feet. Given a typical pedestrian walking speed and current crosswalk countdown timer settings, the eastern 120 foot crosswalk and northern 105 foot crosswalk do not provide sufficient time for crossing.

As shown in Figure 3.24, most crosswalks are located adjacent to either a stop sign controlled or signalized intersection. However, there are several crosswalks located throughout the study area that have no pavement markings and are not adjacent to any form of vehicle control/signage. Within the study area there is only one crosswalk that has both pavement markings and a pedestrian crossing sign warning motorists. This crosswalk and sign is located at the intersection of Brown St and Saxton St where traffic on Brown St only needs to yield to pedestrians.



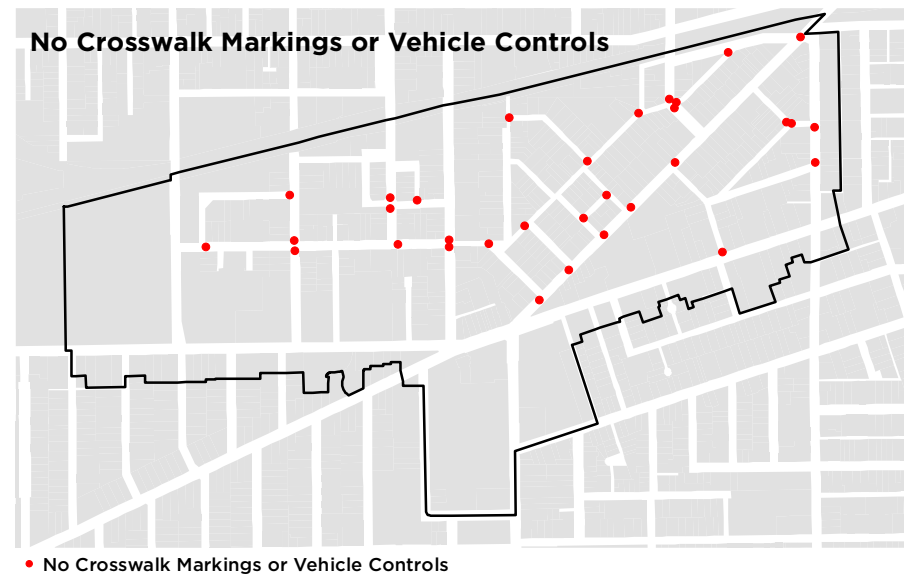
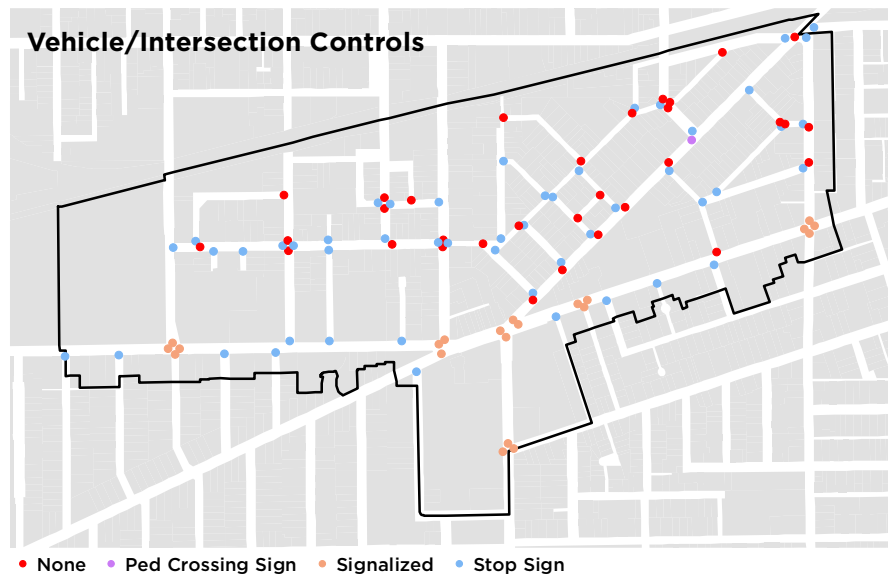
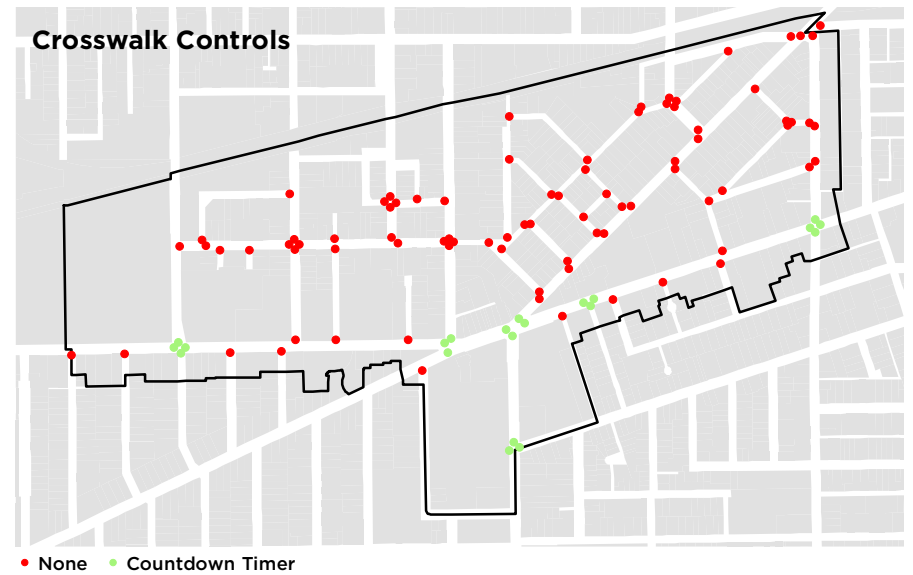
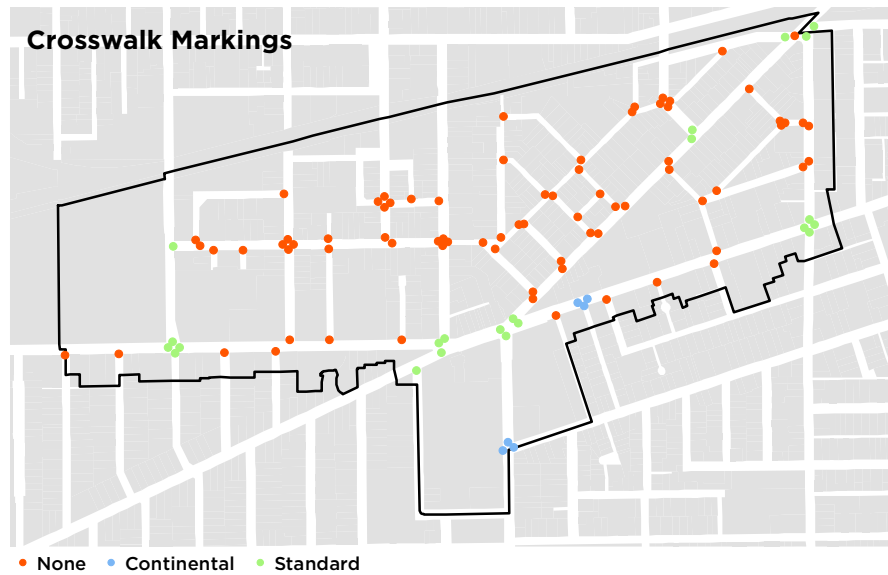


Figure 3.24: Crosswalk Infrastructure

Freight

The Bull's Head study area is located adjacent to a CSX-owned rail line which provides the primary east-west service for New York State with connections to markets across the region, country, and Canada.

A rail spur runs between the main line and properties at the northern end of the study area. This spur originates near the underpass for Buffalo Road, extends behind 95 Ames St, 26-64 Chester St, over Brown St, and terminates near the intersection of W Main St, Ford St, and W Broad St. Only one rail siding is located within the study area off of this rail spur. This rail siding is used by an industrial facility located at 26-64 Chester St. According to historic plat maps from the City of Rochester, nearly every property adjacent to the rail spur within the study area formerly contained a rail siding.

“Figure 3.25: Rail Freight Network” on page 93 shows the location of current rail siding and potential rail siding within the study area.

However, market potential for manufacturing uses that utilize rail siding is limited due to the relatively small size of parcels adjacent to the rail spur. Parcel consolidation and targeting specialized manufacturers will be critical for re-use of these properties for manufacturing.

The Rochester metropolitan area does not contain an Inter-modal Container Transfer Facility (ICTF) where truck-rail inter-modal containers are exchanged between modes. As a result, only properties located adjacent to the rail with rail sidings and loading equipment will be able to utilize the railroad for freight.

For highway freight, Interstate 490 is located approximately 1/4 mile north of the study area and Interstate 390 is located approximately 1.5 miles west of the study area. Highway freight is used by more businesses and in greater volumes than rail freight due to the ease of use and widely available interstate system.

For air freight, the Greater Rochester

International Airport is located approximately 2.2 miles southwest of the study area.



Rail Siding at 26-64 Chester St



Rail Siding at 26-64 Chester St

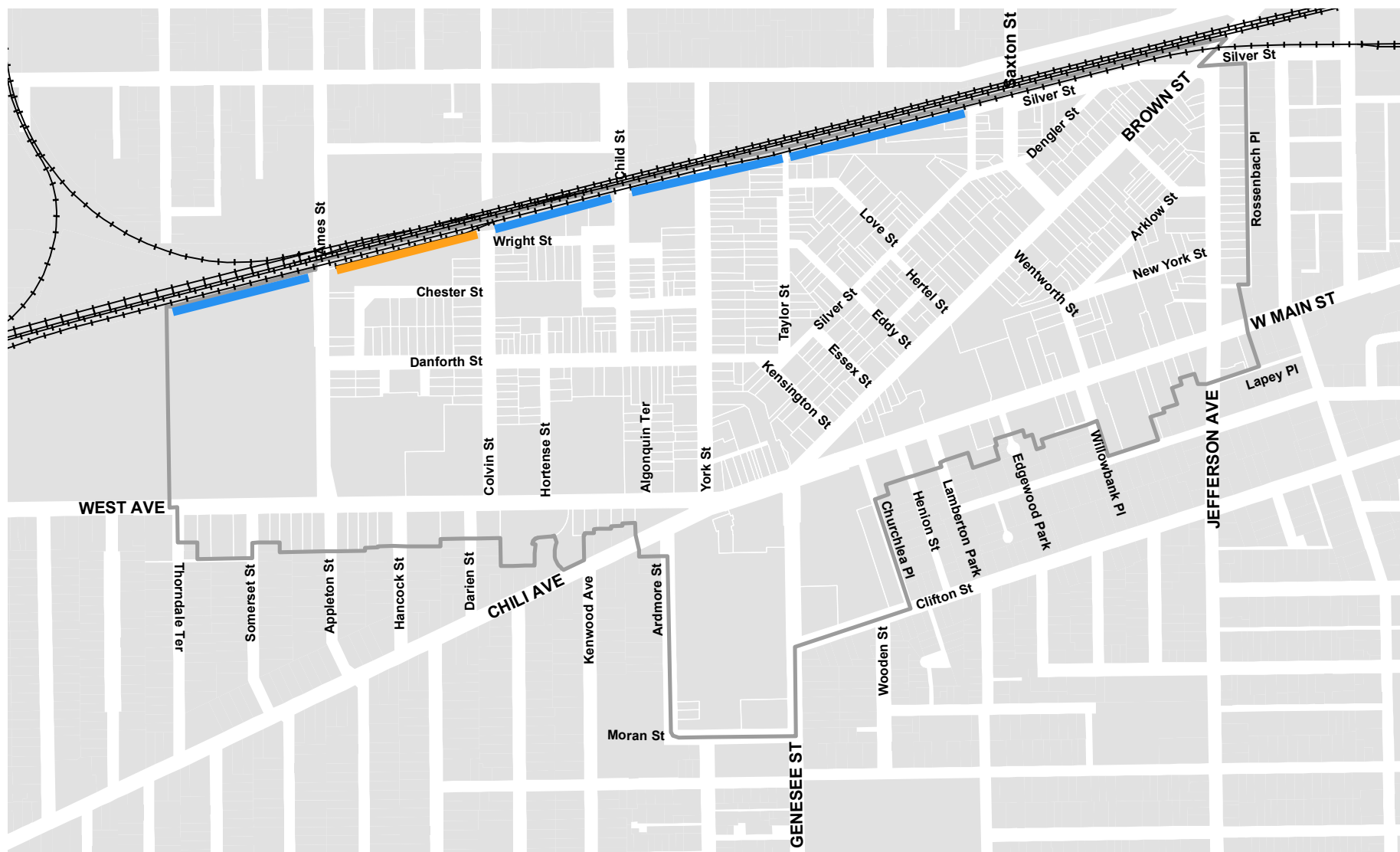
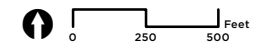


Figure 3.25: Rail Freight Network

- Current Rail Siding
- Potential Rail Siding
- +— Railroad (CSX)



3.10 Infrastructure + Utilities

The following provides a general overview of infrastructure and utilities within the Bull's Head study area to be used as a guide for future development. Although the study area has been served by infrastructure and utilities for over 100 years and there has been a decline in commercial activity and population, every new development project would need to coordinate with the City, County, and local utility companies to determine project needs, site capacities, and any needed upgrades to accommodate site demand.

The inventory and summary of infrastructure and utilities was completed using geographic data from the City of Rochester and Monroe County. These datasets include both water and sewer infrastructure. Geographic data for electric, natural gas, and telecommunication utilities is not available for public dissemination due to security concerns regarding the data.

Water

Since 1876, Rochester residents have relied upon Hemlock and Canadice Lakes for their drinking water supply. The City's Bureau of Water supplements its water supply with Lake Ontario water purchased from Monroe County Water Authority (MCWA.) This water is treated at MCWA's Shoremont Treatment Plant located on Dewey Ave. The Hemlock and Shoremont treatment plants both employ similar treatment

processes involving coagulation, filtration and disinfection. A large volume of treated water is stored in the City's three reservoirs. It is re-disinfected as it exits each reservoir and enters a complex grid (over 500 miles) of water mains that distribute the water to city homes and businesses including all properties within the Bull's Head study area.

As shown in "Figure 3.26: Water Infrastructure", large 10" - 16" diameter water mains are located along West Ave, West Main St, Brown St, Chili Ave, Genesee St, Ames St, York St, and Jefferson Ave. Smaller diameter pipes service the interior of the neighborhoods with pipe diameters dependent on demand and maintaining water pressure.

As an older neighborhood in the city, some of the water main pipes are over 100 years old having been installed before 1900 (see "Figure 3.27: Water Infrastructure (before 1900)"). These water mains are located on W Main St, Genesee St, West Ave, York St, and several smaller water mains to the interior of the neighborhood. The earliest water mains were built in 1874 under portions of W Main St and Jefferson Ave.

Installation age of a water main is not an indicator of when a pipe needs to be replaced. All of the water mains within the Bull's Head

study area are either iron or PVCO. Lateral water pipes (privately owned pipes connecting buildings to the public water main) within the study area include iron, plastic, polyethylene, copper, and lead pipes. Maintenance and replacement of water mains is the responsibility of the City while lateral lines are the responsibility of individual property owners. However, the City is in the process of replacing lead lateral lines with the goal to replace all lead pipes. Additional details of the 'Lead Service Line Replacement Program' is available on the City's website.

Sanitary Sewer

A sanitary sewer line is specifically for transportation of sewage from buildings to a treatment facility. As shown in "Figure 3.30: Sewer System" on page 97 the only sewer line dedicated solely to sanitary wastewater is located perpendicular to Ames St under the Danforth Community Center property. The remainder of the Bull's Head study area does not have any infrastructure dedicated solely for sanitary sewer service.

Storm Sewer

A storm sewer (also called a storm drain or stormwater drain/sewer) is specifically for transportation of excess rain and ground water from impervious surfaces such as paved streets, driveways, parking lots, sidewalks, and roofs. As

Figure 3.26: Water Infrastructure

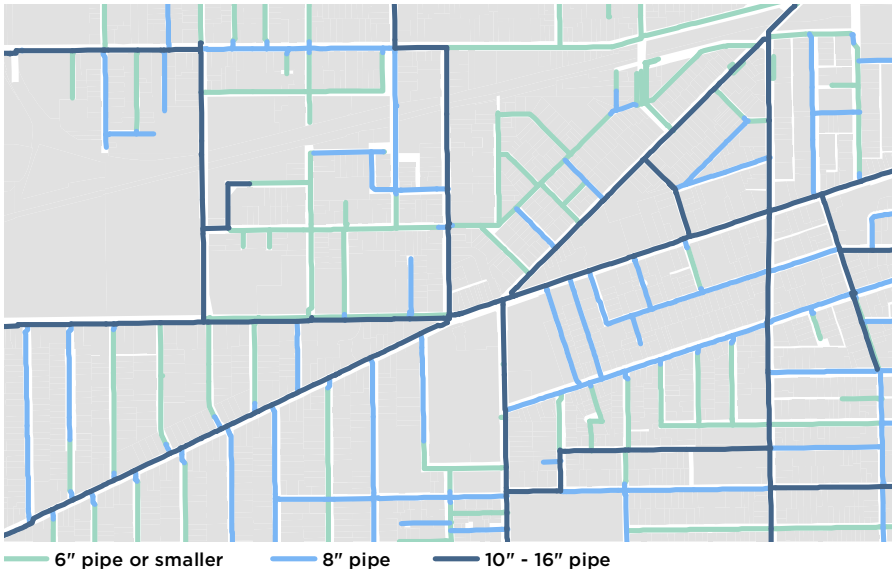


Figure 3.27: Water Infrastructure (before 1900)

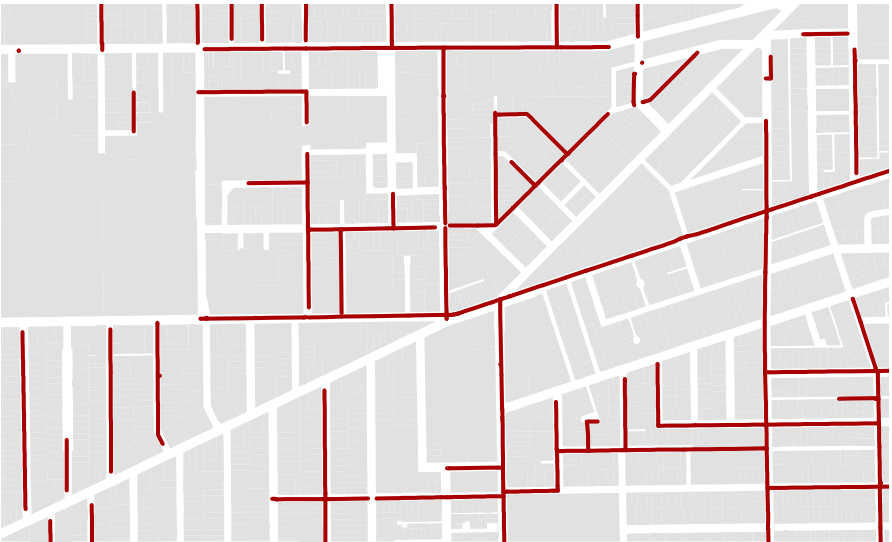


Figure 3.28: Water Infrastructure (1900 - 1950)

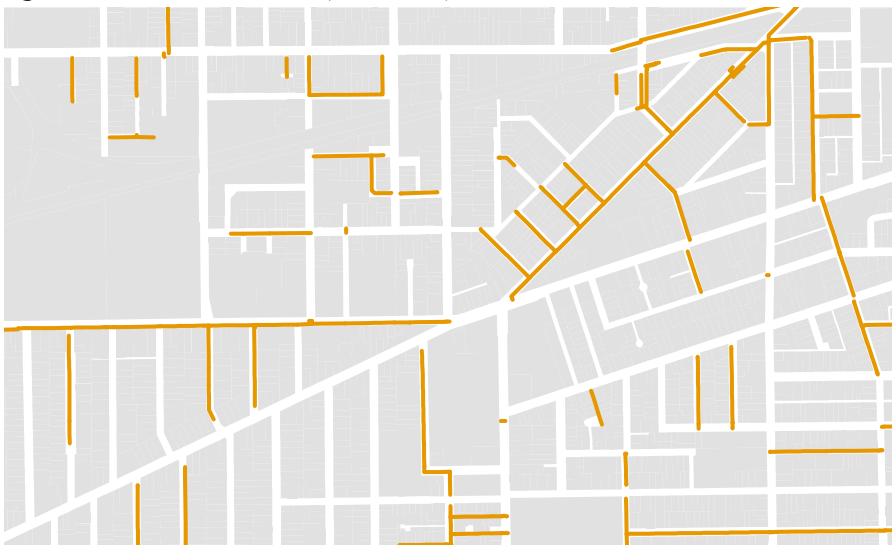


Figure 3.29: Water Infrastructure (1950)

