

Jefferson Avenue Focused Investment Strategy

Area: Situation Analysis

March 27, 2009

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Focused Investment Strategy Overview

Background on the Focused Investment Strategy Initiative

The City of Rochester Focused Investment Strategy (FIS) initiative has selected four areas of Rochester in which it will target resources and services over an extended period of time in an effort to revitalize these areas. The main goals of the FIS initiative are to:

- Invest funds in a way that will improve local housing markets and neighborhood vitality
- Increase property values, thereby increasing the amount of resources available for services and investments
- Maximize the impact of Federal funds
- Empower neighborhood stakeholders by allocating the resources necessary to implement their neighborhood-based plans
- Maximize the number of low and moderate income residents who benefit from the housing policy initiatives beyond the direct recipients.

The expected outcomes from FIS are that:

- Successful FIS neighborhoods will be visibly improved, attain a viable real estate market, have an improved perception throughout the City, and will have strong social connections
- The return on investment of City funds will be increased
- The focusing of investments will increase the ability to leverage other funds and will encourage investment by the private market
- A FIS will actually increase the number of low- and moderate-income households that benefit from City-sponsored initiatives because of an increased ability to leverage funds, the efficiency of implementation within a small geography, and the benefits of having a positive impact on housing values.

Overview of Healthy Neighborhoods Outcomes

Community and neighborhood revitalization is the strategic process of transforming neighborhoods and communities that lack vitality into places of choice through collaborations of residents, organizations and other stakeholders.¹ These communities and neighborhoods strive to be resilient places where it makes sense for people to invest time, energy and money, where they are optimistic about their future, where they feel they have control over their surroundings and the capacity to respond to community dynamics, and where they are connected to each other and the larger region. This process addresses five key elements:

- the neighborhood's or community's image
- market forces that act on the neighborhood or community
- the physical conditions
- the social conditions
- stakeholders' ability to manage neighborhood or community issues and affairs.

Outcomes are a way to describe how a neighborhood looks and behaves when it is healthy. Revitalization strategies that seek to create healthy neighborhoods are focused on achieving some important outcomes in five areas:

Image

The neighborhood will have a positive image that attracts investment – from homebuyers, homeowners, business, and government. People will be confident in the future of the neighborhood. Healthy neighborhoods have an image that says this is a stable, functioning place. Residents perceive the neighborhood as such, new buyers who have choices among many neighborhoods see the neighborhood as a good choice, and outside stakeholders respond to business opportunities in the neighborhood as they would in any other healthy neighborhood.

Market

The residential and commercial real estate market will reflect confidence in the future of the neighborhood. The neighborhood will make economic sense for key investors - homebuyers, homeowners, landlords, business and government – because property values will be steadily increasing. This will enable homeowners, homebuyers and landlords to carry out improvements and build assets. It will

¹ Material in this section is largely excerpted from “Creating Neighborhoods of Choice Through Revitalization.” NeighborWorks® America course manual, developed by Marta Howell, Michael Schubert and Marcia Nedland.

enable businesses to remain or locate in an improving neighborhood, and it will enable government to see the property value base stabilize. At the same time, the neighborhood will offer housing options for, and be attractive to, a variety of income groups. It will help neighbors who want to, stay and benefit from revitalization.

Physical Conditions

Physical conditions, whether residential or business, will reflect pride of ownership and a high standard of maintenance. Public infrastructure will be maintained and improved to a standard similar to neighborhoods currently viewed as better.

Neighborhood Management

Collective action by residents, institutions, and businesses will ensure the neighborhood will compete well with other neighborhoods for resources. Residents will have the capacity to manage the day-to-day activities on their blocks. Neighbors will feel comfortable being “neighborly” – looking out for each other, getting together to work on problems, taking action to reinforce positive standards and actions, etc. Neighbors will feel safe in the neighborhood.

Social Conditions

The neighborhood will be a place where people can find the resources and opportunities they need to get ahead in life, including getting a good education, finding a job, and raising a family. Healthy neighborhoods provide high quality amenities (like parks, stores, schools, to name just a few) that make them a great place to live and work. In short, rather than being a barrier that people have to overcome, healthy neighborhoods provide a sustaining and enriching environment in which people can successfully pursue their advancement in life.

Neighborhood / FIS Area Overview

The Jefferson Avenue Focused Investment Strategy (FIS) Area is an area of 279 parcels of land bordered approximately by Troup Street to the north, Van Auker to the east, Knowles Street to the south, and Jefferson Avenue to the west. High priority parcels (of which there are 86) are located on Jefferson Avenue, Clifton Street, and parts of Troup Street. The Impact Area, which contains an additional 202 parcels, is bordered by Main Street in the north, Ford Street to the east, Dr. Samuel McCree Way to the south, and Jefferson Avenue to the west. The area is located about 1 mile southwest of downtown Rochester (just outside the Inner Loop), and about 2.5 miles across the river and north of the University of Rochester. A base map of the area is provided in Appendix B, identifying both the FIS Area itself and the surrounding Impact Area.

In the FIS Area proper:

- There are approximately 288 properties with 304 buildings
- 188 properties (67 percent of)properties in the area are residential and 127 properties (46 percent) are single family residential.
- 103 (37 percent) of the residential buildings appear to be investor owned.²
- About 16 (6 percent) of the properties in the area are commercial uses.
- 52 (18 percent) of the properties are vacant lots.
- 23 (8 percent of) buildings in the area are vacant.

Below we provide some basic statistics on the combined FIS and Impact Areas:

- There are approximately 481 properties with 538 buildings in the area.
- 318 properties (66 percent of all properties) in the area are residential and 226 properties (47 percent) are single family residential.
- 157 (49 percent) of the residential buildings appear to be investor-owned.
- About 35 properties (7 percent) in the area are commercial uses.
- 93 properties (19 percent) are vacant lots.
- 49 buildings (10 percent) in the area are vacant.

² This estimate was performed by comparing the property address to the property owner's mailing address listed on the Tax Assessor's database. If the two addresses do not match, the property is assumed to be investor owned.

Census Tract 27, in which much of the FIS Area and Impact Area is located, had a median household income per the 2000 Census of \$25,244 among its 1,426 residents and 530 households.³ These figures represent a decline from 1,641 residents and 618 households in 1990.

The FIS area is located in the Mayor's Heights Changing of the Scenes (COTS) neighborhood which is bordered by Genesee-Jefferson/SWAN and the Plymouth-Exchange neighborhoods to the south, the B.E.S.T. Neighborhood United and Susan B. Anthony neighborhoods to the north, the Corn Hill neighborhood to the east, and the 19th Ward neighborhood to the west. Historically, this area consisted of a large African American community with a thriving commercial district. Today it has lost much of its population and commercial base, but has also seen recent investment come in and benefits from the long-standing engagement of residents and neighborhood groups in improving the neighborhood.

Planning processes informing the strategy

Implementation of a Focused Investment Strategy for the Jefferson Avenue FIS Area can draw upon a number of planning processes that have engaged the community and identified issues and strategies for neighborhood improvement. These planning processes provide important guidance on the blocks comprising the FIS area:

- The Jefferson Avenue REVIVE/NBN planning process is underway, with a draft document released to the community in March 2009. This planning process focuses on the Jefferson Avenue corridor between South Plymouth Ave and Tremont Street, and covers a comprehensive range of issues including economic development, housing, youth, safety, and vacant land. The process has included public meetings, urban design work, a public safety forum held in November 2008, and an economic analysis performed by University of Rochester students.
- The Neighbors Building Neighborhoods (NBN) Sector 4 Planning Process, an ongoing partnership between residents, neighborhood groups, community stakeholders and the City of Rochester, has provided a process to discuss neighborhood issues and to implement Sector 4's Action Plan that addresses these neighborhood issues. This process utilizes an asset-based planning approach that identifies and leverages community resources with City support in order to complete neighborhood-based projects. The Sector 4 Action Plan is facilitated by the SouthWest Common Council Sector 4 (SWCC)

³ Neither Census Tract nor Census Block Group boundaries are coterminous with FIS Area Boundaries. A rough approximation of the FIS Area, but one that is larger than the FIS Area in that it extends several blocks west of Jefferson Ave, can be achieved by combining Census Tract 2700 with Census Tract 9601 Block Group 2.

which consists of a collaboration of neighborhood associations, block clubs, faith organizations, business associations, community development corporations, a local university, banks and agencies. The SWCC governs the community input process on behalf of the five(5) neighborhoods located in the Southwest Quadrant: Mayor's Heights/Changing of the Scenes, Genesee-Jefferson/ SWAN, Plymouth-Exchange, and B.E.S.T. Neighborhood United. The SWCC completed a broad community visioning session for the City's Southwest Quadrant September 2008. A draft plan is expected April 2009.

- In an effort to capture the needs of residents located in the FIS Area, the Bureau of Planning and Neighborhood Initiatives staff facilitated a draft strategic plan for the Mayor's Heights/Changing of the Scenes Neighborhood. In addition, Montgomery Center and SWAN conducted a community needs survey for the neighborhood. Preliminary results have been submitted and will help shape the final FIS strategy plan.
- The City of Rochester has assembled FIS teams that include community representatives. These teams have met to discuss strategies for the area and conducted neighborhood walks and inventories of physical conditions.
- This report further builds off of a series of individual interviews conducted by the Enterprise Community Partners consulting team with neighborhood residents and other stakeholders, as well as secondary data collection and analysis to build a portrait of neighborhood conditions and trends.

Situation Analysis

This situation analysis reviews and synthesizes the substantial body of planning work that has already been conducted in the Jefferson Avenue planning area, and adds observations from interviews with community leaders and research conducted by the consulting team in late January and early February 2009.

Image

This section explores questions such as: Does the neighborhood's image or reputation inspire confidence in the future? Do people view the place as worth buying a home in? Worth fixing up their house for? Is the neighborhood viewed as safe? Do people think it is getting worse or getting better? What do neighbors think? Realtors? City officials? People who live outside the neighborhood? How does it present to you?

Strengths and opportunities

- Many stakeholders express considerable pride in the neighborhood. There appears to be a strong appreciation for the neighborhood's rich history, as evidenced by the annual Clarissa Street festival in the Corn Hill neighborhood. Clarissa Street is remembered as the cultural and commercial hub of the African-American community in Rochester. The Hamm House is a historic landmark within the FIS area; across West Main Street from the area is the Frederick Douglass Museum and the Susan B Anthony home. Another example of positive aspects of the neighborhood's image is the attendance of an estimated 10,000 people at a highly successful Unity Festival held in Summer 2008.
- Recent investment has improved the image at major gateways to the neighborhood. New homes built at Anthony Square, as well as newly revitalized mixed-use buildings at the corner of Main and Jefferson, tell the story of a stabilizing neighborhood at the FIS Area's northern gateways. While located south of the FIS Area itself, development of Brooks Landing towards the southern end of Jefferson Avenue strengthens the linkage (both perceived and real) between the neighborhood and the University of Rochester.
- The neighborhood is located close to the historic Bulls Head area – originally known for a tavern of the same name at a crossroads for travelers to Buffalo and Canda, then for a cattle market created there in 1827. By 1844, the neighborhood developed into a medical and commercial center, and eventually became one of the largest commercial districts that served area neighborhoods. By the 1960's the neighborhood began to suffer decline in businesses and homeownership. However, in recent years the City of Rochester has undertaken efforts to revitalize and redevelop the Bull's Head commercial district by leveraging its historic significance and proximity to adjacent neighborhoods. As a western gateway into the City of Rochester,

the Bull's Head neighborhood, known today as BEST Neighborhood United, can once again become a thriving, prosperous commercial corridor that serves as a major crossroads that strengthens adjacent development areas such as the Jefferson Avenue FIS Area.

- To the extent that the neighborhood takes on the role of an extension of downtown from the north and of the University from the south, opportunities exist to substantially reshape the image of the neighborhood. Recently, a local business person has seen college students jogging by his barber shop, suggesting that perceptions of the area may be changing.

Challenges

- The perception of the area as unsafe has been a key issue and concern of business owners and residents in the Jefferson Ave Area – although community stakeholders also report that crime has decreased. Signs of social disorder in the neighborhood, and of efforts to control this social disorder, further promote this image – for example, daytime open-air drug sales, sneakers hung on telephone wires to advertise drug sales, and prominent “no loitering” signs posted on convenience stores. At the 5/21/08 Community Design Workshop for Jefferson Ave, “drug trafficking” was seen as the most significant public safety issue to be addressed on Jefferson Avenue.
- The area is challenged by negative perceptions held by at least some people. One landlord reported that when he advertised his apartments in the newspaper, callers hung up after finding out where they were located. Some community leaders have described the neighborhood as a place of last resort where people live when they have no other housing options, and which they leave as soon as they have the income to do so.

Market

This section explores questions such as: Who is buying real estate and who is selling? Do these transactions inspire confidence in the future of the neighborhood among homeowners? Others? Are prices appreciating at a rate comparable to the city? Is the market hot or soft? Are values high enough to support home maintenance and repair? Is the neighborhood able to attract owner-occupant buyers with choices? Good landlords? Good renters? Good business owners? Do mainstream Realtors actively work this neighborhood? Are there many homes for sale? Does it take too long for them to sell? Are stores doing a good business?

Strengths and opportunities

- One development trend in the neighborhood market is the presence of a small group of investor owners who are buying and improving multifamily and commercial properties in the neighborhood. For example, Sherman Hardy has invested in a number of properties near the corner of Jefferson Ave and West Main Street. Moreover, he reports a waiting list for tenants

and strong financial performance of properties. His success, as well as the success of some other investor owners in the area, indicates that there may be greater potential for real estate investment than the image of the neighborhood would suggest. His experience also runs counter to other investor owners who have withheld investment in their rental properties, thus receiving lower rents and risking sending their buildings into an inexorable downward spiral.

- Nonprofit developers have also been investing in the area, notably in the Anthony Square project but also through scattered site infill housing projects by Cornerstone and Providence Housing. Many of the newer, higher-valued homes (with values of \$80,000 or more) within the area appear to have been built through these initiatives.
- Low home prices provide an opportunity for low- and moderate-income homeownership if maintenance concerns can be addressed and house prices put on a gradually appreciating path.
- Stakeholders have observed that people with family and roots in the neighborhood do tend to stay in the area and even buy homes in the area.
- The development of Brooks Landing to the south of the FIS area potentially sets the stage for additional investment to come into the area. Proximity to desirable markets such as Corn Hill, which has seen a good deal of private development along the riverfront, could also be a market strength of the neighborhood if connections are strengthened.

Challenges

- Property values appear to be very low in the area. The average assessed value of single-family homes in the combined FIS and Impact Area is \$41,477. While very little sales activity has occurred in the area, the average sales price of single-family homes sold in 2008 was only \$34,379. These values are much lower than the 2008 median sales price of \$117,000 for single-family homes in the Genessee Region overall, as reported by the Greater Rochester Association of Realtors. They are also lower than the 2007 citywide median home value of \$69,100 as reported by City-Data.com.

Average assessed value of homes, Jefferson FIS and Impact Area

	Single family (210)	2 family (220)	3 family (230)	Multifamily (280)
Average assessed value	\$41,477	\$34,811	\$54,486	\$67,036

Average sales price of homes in Jefferson FIS and Impact Area

Year		Single family (210)	2 family (220)	3 family (230)	Multifamily (280)
2004	Average Sale Price	\$36,500			
	Number of sales	2			
2005	Average Sale Price	\$56,000	\$42,167	\$250,000	
	Number of sales	1	3	2	
2006	Average Sale Price	\$48,500	\$47,900		
	Number of sales	5	1		
2007	Average Sale Price	\$40,333	\$45,380		\$64,238
	Number of sales	3	5		2
2008	Average Sale Price	\$34,379	\$28,000	\$37,000	
	Number of sales	6	5	2	

Source: City Assessor's data

Zillow.com lists only one home currently for sale in the FIS area, a 5-bedroom, 1,886 square foot home on Atkinson Street (described in the listing as having a new roof and being well maintained) for \$30,000. City staff report that a newly remodeled home at 239 Troup Street sold for only \$17,000. A significant concern is that these home values are likely not high enough to support home maintenance and repair.

- A number of single-family properties in the area appear to be investor owned. This dynamic raises questions about whether the neighborhood has been able to compete for homebuyer choices in a buyer's market characterized by an oversupply of housing. Instead, the potential homeowner stock appears to be going to speculators, including out of state speculators in the recent years before the housing crash.
- There is little business or commercial investment in the FIS area beyond the strong but small retail cluster at the corner of Main and Jefferson. Residents and City staff have reported that the few convenience stores that serve the area are poorly maintained, and offer a limited selection of goods that includes unpackaged single cigarettes, pampers, etc. at inflated prices. Most observers believe that at least some of these businesses are garnering income through the support of illicit activities. Outside the FIS area, however, the Brooks Landing area at the southern end of Jefferson Avenue has seen substantial investment.
- Apartment owners interviewed in the FIS Area report that their market has come largely from people within the neighborhood. Poorly maintained apartments in the neighborhood appear unable to attract any market other

than transient tenants, many of whom are receiving government rental support.

- Foreclosures are believed to be displacing older owner-occupants from their homes. Purchased foreclosure data from American Core Logic indicates only 1 bank-owned foreclosed property (also known as Real Estate Owned or REO properties) in the FIS Area and 2 other REO properties in the Impact Area, but it is certainly possible for foreclosure activity to be occurring that is not being picked up in this dataset.
- Despite very low property values, some community stakeholders are nevertheless concerned about the potential for displacement of existing residents. Residents were displaced by the Anthony Square project as well as earlier urban renewal projects nearby. In part because of this history, some residents are concerned about potential displacement if the University or downtown economies expand into the Southwest area, although they also acknowledge the positive effects such an expansion could have.
- Stakeholders have expressed a concern about whether elderly residents will “age out” of the neighborhood, as there is limited existing housing product suitable for aging in place. This potential first raises the question of how this population can be retained for as long as practicable. It raises a further question as to who will move in to the neighborhood as older residents inevitably move on. Note that the percentage of elderly residents in Census Tract 27, per 2000 Census data, is actually about the same as the Citywide level (8.6 percent compared 8.8 percent Citywide).

Physical Conditions

This section explores questions such as: Does the neighborhood look well-kept? Orderly? Are homes in good repair and maintenance? Commercial buildings? Parks and public spaces clean and well-maintained? Does this neighborhood have curb appeal? What message would it send to a casual observer driving down the streets? What about streetscapes – curbs, sidewalks, streets, etc.?

Strengths and opportunities

- Commercial and residential facades at the corner of Main and Jefferson, as well as new residential projects at Anthony Square, help to strengthen the physical standard of the neighborhood.
- Troup Street Park is regarded as potentially being a high quality amenity. Stakeholders are interested in investing in lighting and other improvements for the park. Housing around the park is in marginal condition and needs to be improved. A beautiful community rock garden also exists at the corner of Clifton and Prospect.

- The area has diverse architecture where newer developments blend nicely with existing homes. Front porches on many homes in the area provide a means of promoting social interaction. Historic homes present a preservation opportunity.
- Vacant lots in the community present opportunities for greening projects (e.g. gardens), development, or sale to adjoining homeowners.

Streets and curbs are generally in good condition; alleyways also appear to be in good shape.

Challenges

- One of the most salient visible features of the neighborhood is that much of the housing stock is poorly maintained. 82 (17% of) properties in the combined FIS and Impact Areas have code violations. In a visual survey of building conditions conducted by Enterprise in Summer 2008, 23 (5% of) properties were rated at level 5 (very poor condition), and 71 (15% of) properties were rated at level 4 (poor condition). Within the FIS area proper, 55 properties (20%) have code violations. Eighteen properties (6%) were rated at level 5, and 53 properties (19%) were rated at level 4. A map of building conditions, highlighting properties that are vacant, have multiple code violations, or are in foreclosure, is included in appendix B.
- Much of the worst-maintained housing appears to be small multifamily rental property, although much of the single-family stock also shows signs of deferred maintenance. Two forces appear to be contributing to this lack of investment:
 - The first force is lack of confidence in the future of the neighborhood, mixed with a belief that the market will not reward investment in the housing stock. This force appears to be particularly strong among many investor owners in the area, although it may also be impacting some owner occupants. Numerous stakeholders have expressed concerns about absentee owners who do not take care of their homes.
 - The second force is lack of cash to invest in buildings, coupled with a lack of income and in many cases lack of strong enough property values to support debt on the building. This force is particularly evident among older homeowners in the neighborhood, but likely is also impacting investment dynamics among investor owners.
- Neighborhood stakeholders – both in interviews with FIS planning consultants, in design charrettes for the Jefferson Avenue REVIVE / NBN process, and in the Montgomery Center Community Assessment and community stakeholder strategic plan– have described street lighting as dim,

unattractive (and on unattractive wooden utility poles to boot), and inadequate to create safe spaces at night.

- Vacant properties are creating a blighting influence and are also impacting the real estate market by dragging down neighboring property values and making neighboring properties harder to insure.
- The neighborhood has a large number of vacant lots (see map in Appendix B) – 52 of them in the FIS area proper, many of which are city owned. Some stakeholders are concerned that reuse of lots as parking for churches does not create a strong asset for the community, while others argue that this reuse is better than what was there before.
- The neighborhood feels poorly connected to the rest of the city fabric. Interstate 490 creates a substantial physical and psychological barrier between the neighborhood and downtown. A public housing project between Van Auker and Ford Street cuts off street connections that would otherwise connect the area to Corn Hill. Northward connections into the Susan B Anthony neighborhood are stymied by a lack of street continuity at the Anthony Square development. Safety may well play into a lack of connection, as well, as many residents may feel that moving about the neighborhood carries some risk.

Neighborhood Management

Discuss questions such as: Does the neighborhood present as well-managed? Are there litter and trash or flowers and swept sidewalks? Are there “eyes on the street” – neighbors watching what’s going on? Is there visible crime? Loitering? Are there formal and informal groups managing the neighborhood?

Strengths and opportunities

- The neighborhood has a very rich history of community building and organizing, and enjoys a number of community-based nonprofits, churches, and other institutions that are working to improve the neighborhood.
- A core of long-term residents have dedicated themselves to community building projects through these institutions, and other residents are getting involved in projects that include a community band, a community garden and greenhouse project, an annual religious revival event, the Unity festival, a “Cut the Violence” barbershop event (with free haircuts), block cleanups, and other activities that build social capital in the neighborhood.
- A growing number of younger adults are also getting involved in the community; some community leaders in their thirties have emerged.

- Through a series of the mentorships, trainings, and engagement processes, youth that live and/or play in the Southwest experience opportunities that help them to develop civic leadership skills and engage in community building. Organizations such as Teen Empowerment hire young people to be youth organizers that actively participate in community meetings, neighborhood-based projects, youth conferences and other activities related to empowering young people. Through the Youth-Police Unity Project, they work to cultivate positive relationships between youth and police.

Other organizations such as Southwest Area Neighborhood Association (SWAN) engages youth through their “*Grow Green*” Youth Entrepreneurship program. The program teaches youth how to grow and sell produce while instilling life-skills training and civic leadership training.

Challenges

- At the same time, at least a small group of people in the neighborhood – “that 10 percent who make it rough for the rest of us,” in the words of one resident - are engaging in highly antisocial behaviors such as drug selling and prostitution. Other residents feel threatened by these behaviors, and indeed some have been directly threatened when they have taken steps to attempt to stop these problems (such as calling the police). Addressing drug trafficking emerged as a top public safety priority among participants in a recent planning charrette held for the Jefferson Avenue REVIVE/NBN planning process.
- A separate but potentially related concern is that observers believe many residents are simply passing through the neighborhood – often low-income tenants who are bouncing from apartment to apartment and neighborhood to neighborhood. This transience presents a challenge to building relationships that would increase the capacity for “neighboring” and for collective actions that improve the neighborhood.
- There is some concern about the need to help new neighborhood leaders emerge to complement the efforts of long-standing leaders.
- Relationships between different stakeholder groups in the community need to be strengthened. Several stakeholders commented on a lack of engagement in the community by business owners who do not live in the community. The need to strengthen police-community relations is also a theme that has emerged in public meetings.
- Jefferson Avenue REVIVE / NBN planning process participants also discussed the need to promote greater parental involvement with youth.

Social Conditions

This section addresses questions such as: Do residents have access to jobs? Are households able to make ends meet? Does the neighborhood provide positive opportunities for youth? Are amenities (e.g. quality parks, stores, libraries, services, schools) present in or near the neighborhood that provide a high quality of life in the neighborhood for the people who live there)?

Strengths and opportunities

- Proximity to both downtown and the University of Rochester is a tremendous potential resource for the neighborhood.
- In general, increasing the connections between the FIS Area and surrounding areas could greatly improve the amenities that are available to residents, as a number of amenities are available close by. For example, a Boys and Girls Club with swimming pool, climbing wall, and various youth activities is located just outside the FIS area at Ford Street and Boys Club Place. The Flint Street Recreation Center, at 271 Flint Street, is about $\frac{3}{4}$ of a mile away. A Topps supermarket is located about 1.25 miles from the FIS area on West Avenue. A running path runs along the Genesee River and provides an interesting potential way of connecting southwards from the neighborhood if connections eastward to the river can be strengthened.
- While various community centers exist near the FIS area, stakeholders participating in the Jefferson Avenue REVIVE / NBN planning process have discussed a desire for a community centers that would teach “life skills” to residents, especially youth, and offer programs ranging from sports to literacy to job readiness. In addition to creating better connections to existing resources, numerous neighborhood churches and schools could provide facilities in which to offer additional programming.
- RochesterWorks has expressed an interest in expanding its work to the neighborhood-level through offering workshops for residents in neighborhood locations and is considering establishing neighborhood-based satellite locations (called “access points”) which would offer basic career services services in existing neighborhood locations. RochesterWorks offers services for employers and jobseekers at two full-service locations in Rochester (255 North Goodman Street and 276 Waring Street). Services for jobseekers include career counseling and assistance with resume writing and interview skills, access to job listings, and access to training funds for eligible individuals for training for designated occupations. RochesterWorks also supports several youth workforce development programs in Monroe County.

Challenges

- The need to increase employment opportunities for existing neighborhood residents is a paramount concern for both neighborhood and City stakeholders. The lack of jobs, combined with a thriving drug market, is a toxic mix impacting the environment in which youth grow up and thwarting community development efforts in the area. Community groups and local churches are struggling to help young people stay out of gangs and make positive choices with their lives. At the May 21, 2008 Community Design Workshop for Jefferson Ave, “jobs and job training” was seen as the most significant need to assist youth to become positive contributors to society. Below we briefly highlight some of the dimensions of this challenge:
 - In 2000, some 30 percent of households in Census Tract 27 had incomes of under \$15,000, according to Census data.
 - Educational attainment levels in the neighborhood are low, which creates a barrier to employment. In Census Tract 27 in 2000, 38 percent of men and 52 percent of women over 25 years old did not have a high school diploma, per Census data. Basic skills training will be an important component to assisting neighborhood residents to find jobs.
- The area has a high concentration of the working poor. ZIP code 14608, in which the FIS area is located, saw 47 percent of taxpayers claim the Earned Income Tax Credit in 2005 (up from 44 percent in 2000).⁴ By comparison, only 14 percent of taxpayers in the Rochester MSA claimed the EITC in 2005.
- Transportation issues are almost certainly creating a significant problem with connectivity to surrounding neighborhoods and the city as a whole. A large percentage of area residents – some 42 percent of households in Census Tract 27 per the 2000 Census – do not have an automobile. Moreover, residents have mentioned that transit services are not as convenient as they would like. No bus routes appear to have stops directly in the FIS area.
- This lack of connection heightens the sense of a lack of key amenities in the neighborhood. Residents are strongly interested in attracting a supermarket and Laundromat to the area. On the plus side, a market analysis conducted by a Cornell student for Enterprise Community Partners in 2003 suggests that there is sufficient unmet retail demand in the Southwest area of Rochester to support somewhere between 100,000 and 200,000 additional square feet of supermarket space.

⁴ Analysis of IRS data. More discussion of this topic is available in a publication by Elizabeth Kneebone and Allan Berube (2008). “Reversal of Fortune: A New Look at Concentrated Poverty in the 2000s.” Brookings Institution, Metropolitan Policy Program.

- Public schools in general are regarded as poorly performing in Rochester, which creates a challenge to marketing the neighborhood to families with children. It should be noted that data from the Monroe County Schools Report Card indicates that for 4th grade tests, neighborhood schools are actually performing better than the RCSD average. However, performance lags behind the suburban school districts such as Greece.

Academic Performance 4th Grade testing					% eligible for
School #	Level 3/4 ELA	Level 3/4 Math	Level 3-4 Science		Free Lunch
2	38	53	92		89
4	67	63	82		85
19	59	67	75		97
29	45	61	74		95
District	48	52	75		71
Greece	73	82	93		20

Strategies

Suggestions on an overall revitalization approach

Taken together, the strategies for the FIS area should convey a coherent revitalization approach. The major prongs comprising an overall approach towards revitalizing the Jefferson Avenue FIS area might be as follows:

Phase I: Stabilization

- Increase job training and employment opportunities for neighborhood residents by:
 - Providing additional or enhanced job training and employment services in or near the area and marketing existing opportunities, including GED programs
 - Linking FIS investments to job opportunities for existing neighborhood residents - for example, to construction-related jobs
 - Enhancing connections to the downtown and University of Rochester area, as well as to other regional employment centers.
 - Providing entrepreneurial development opportunities, for example for small businesses that could meet neighborhood retail needs or contractors for landscaping projects

- Improve both the perception and the reality of public safety through a strategy that blends enforcement with efforts to build and improve the neighborhood's image, physical conditions, and social capital:
 - Use code enforcement and receivership programs – or failing that outright acquisition via eminent domain - to gain control of “problem properties,” ideally carried out in a way that does not advertise these properties as such
 - Continue to support the “neighboring” efforts of community groups in the area, for example by providing funding that groups can use on small neighborhood improvement projects that help neighbors get to know one another, such as community greening projects. Ensure that funding for such efforts are coordinated with other neighborhood-specific grant making such as the NeighborGood Grants Program through the Rochester Area Community Foundation.
 - Continue programs such as PACTAC that link neighboring efforts to policing efforts, and promote community policing strategies such as officer foot patrols.
 - Invest in lighting and redesign of public spaces and streetscapes to reduce crime through environmental design, while ensuring that these investments promote physical standards that communicate pride in the neighborhood. Avoid investments that create the sense of a neighborhood in “lockdown.” Design work as a part of the Jefferson Avenue REVIVE / NBN process should inform the specific treatments that are chosen.
- Seek to reduce the numbers of problem rental properties by encouraging an expanded presence in the neighborhood of “good landlords,” including both private and nonprofit developers with a demonstrated commitment to the neighborhood. Seek to generate opportunities for these “good landlords” to expand their holdings by providing easy-to-use financing and a stream of acquisition opportunities generated through foreclosure sales, tax foreclosures, and housing receivership programs. (These strategies require significant adjustments in city policies, at least as they pertain to the FIS area). Target some of this revitalized rental stock for senior housing that can help retain older residents in the neighborhood by adapting Universal Design principles. As possible, seek opportunities to convert problem single family properties to owner-occupied status; this may require creative financing or lease-purchase programs given low incomes in the neighborhood, and/or marketing to moderate income buyers from outside the immediate area.
- Offer training and financial assistance to landlords who are willing to bring properties to a high state of repair and employ competent property management. Note that this approach is not equivalent to providing assistance to all landlords. Some landlords should not be in the business, and the correct strategy is to encourage their exit.
- Help preserve homeownership for existing area homeowners by providing assistance to weatherize and rehabilitate their homes. In addition to these

preservation investments, encourage these owners to invest in porches, landscaping, lighting, and other exterior improvements that communicates pride and builds the image of the neighborhood as a neighborly and safe place to live.

Phase II: Image-building, marketing and convergence with the mainstream market

- Increase connections between the FIS area and both downtown and the University of Rochester. Increased connectivity will require steps such as enhanced transportation services, development of attractive and well-lit sidewalks and pedestrian walkways, and efforts to mitigate barriers such as lack of street connectivity and highway overpasses. Utilize these enhanced connections both to increase amenities and job opportunities for existing residents, and to market the neighborhood as a convenient place to live for new potential residents. In addition to physical connections, efforts to build personal and organizational relationships across these boundaries should also be pursued (e.g. through board memberships, social events, volunteer programs for University students, efforts to market jobs in these areas to neighborhood residents, etc.)
- Conduct quality market research to determine retail opportunities in the neighborhood and identify locations that would most likely attract the desired businesses. Employ financial incentives and business recruiting to encourage the development additional, high quality neighborhood amenities that make the neighborhood more marketable to potential new homebuyers and more desirable for existing residents as a place to stay, as well.
- Promote homeownership among moderate-income residents to increase the households who have a stake in the neighborhood, and to help these residents stay in and benefit from a revitalized neighborhood without risk of displacement.
- Create housing product- through rehabilitation and through limited and targeted new constructions – that can attract new demographics of moderate-income residents to the area.
- Couple and guide these investments with the development of a marketing strategy that identifies target markets of residents who can be attracted to the area. Some potential markets might include young single or empty-nester downtown workers, University workers and students, and African-American professionals in the region who attend church in the neighborhood, are friends or family of existing residents, or who have other connections and may be interested in being part of a revitalized community. Communicate the benefits of living in the changing neighborhood that could appeal to these target groups utilizing a range of promotional strategies selected for their ability to reach the intended audience. Strengthening linkages to Susan B. Anthony and Corn Hill will likely help to attract these markets.

Appendices

- Appendix A: List of FIS team members
- Appendix B: FIS Area maps
 - Base map
 - Contextual map
 - Land use map
 - Ownership status of buildings
 - Building conditions / problem properties / vacant lots
- Appendix C: Jefferson Avenue Revitalization Plan Summary Report, March 14, 2009/ NBN Plan Summary
- Appendix D: Montgomery Center Community Assessment and community stakeholder strategic plan excerpts

Appendix A: List of FIS Team Members

Jefferson Avenue FIS Team

City Staff:

Linda Hedden, Sr. Community Housing Planner, Housing & Project Development

Tymothi Davis-Howard, Community Program Planner, Planning and Neighborhood Initiatives

Rick Rynski, Sr. Economic Development Specialist, Economic Development

David Hawkes, Administrator, SW Neighborhood Service Center

Community Stake Holders:

Pat Jackson, Executive Director, South West Area Neighborhood Association

Willie Joe Lightfoot, County Legislator, Jefferson Avenue Business Association

James Muhammad, President, Jefferson Avenue Business Association

Gladys Royster, President Emeritus, Mayors Heights/Changing of the Scenes

Ethel Dix, President, Mayors Heights/Changing of the Scene, Member, Adams Street Block Club

Mason Dix, President, Adams Street Block Club

Calvin Lee, Executive Director, Montgomery Neighborhood Center

Dorothy Hall, President Plymouth Exchange Neighborhood Association

Paul Jones, Chairperson, South West Common Council

John DeMott, Staff, Sector 4 Community Development Corporation

Anne Babcock-Stiner, PathStone Development

Appendix B



There are 481 properties with 538 buildings in the entire FIS Area.

There are 86 parcels in the Jefferson FIS priority area (18%), 193 parcels in the Jefferson FIS Area (40%), and 202 parcels in the Jefferson FIS impact area (42%)

Legend

Jefferson Priority Area

Jefferson FIS Area

Jefferson FIS Impact Area

FIS ZONE

FIS AREA

PRIORITY AREA

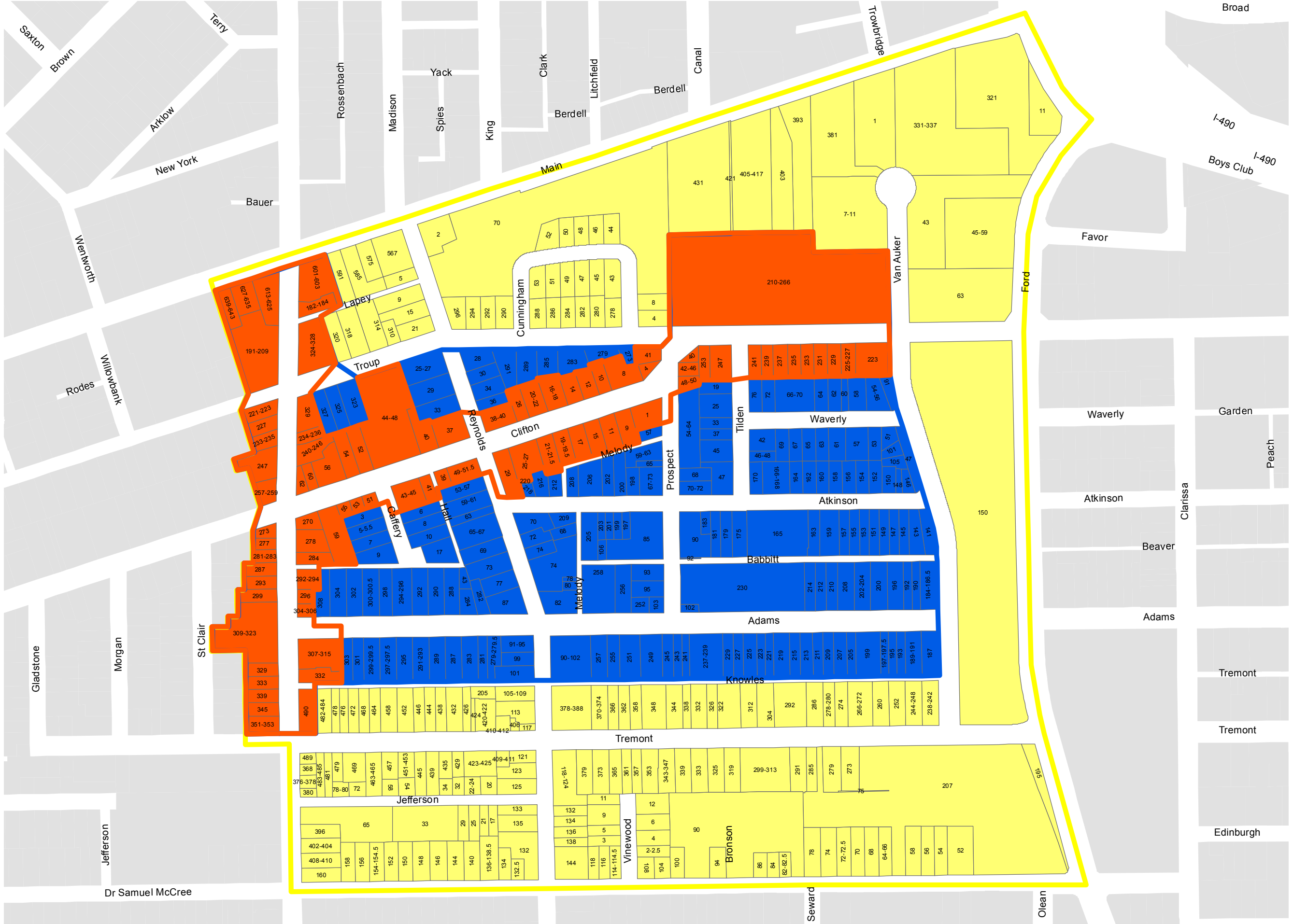
FIS AREA

IMPACT AREA

10050 0 100 Feet

NORTH

Enterprise™





There are 481 properties with 538 buildings in the entire FIS Area.

There are 86 parcels in the Jefferson FIS priority area (18%), 193 parcels in the Jefferson FIS Area (40%), and 202 parcels in the Jefferson FIS impact area (42%)

Legend

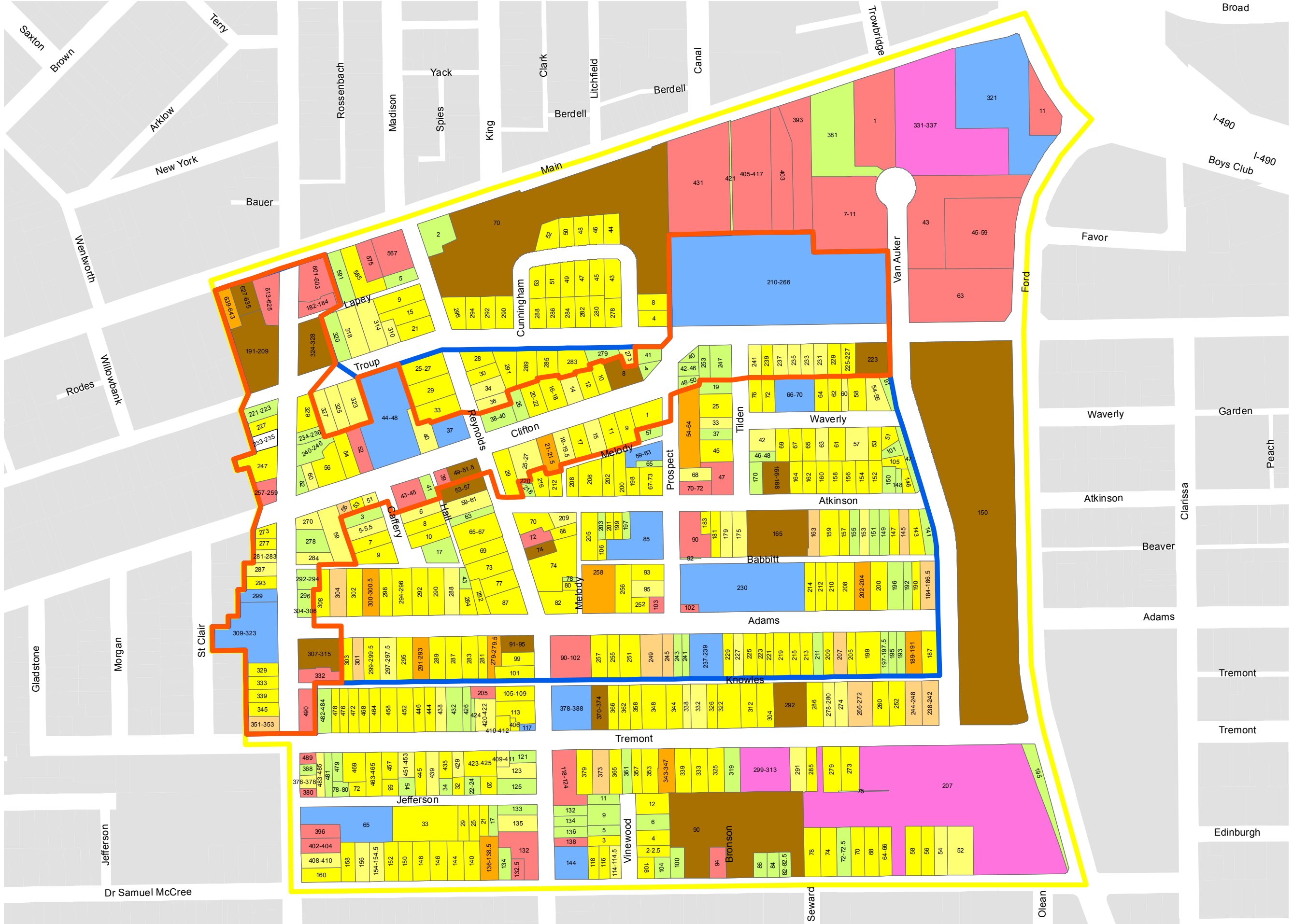
- Jefferson Priority Area
- Jefferson FIS Area
- Jefferson FIS Impact Area

FIS IMPACT AREA Parcels

USECODE

- NA
- Single Family
- Two Family
- Three Family
- Multi Family
- Apartment
- Vacant Land
- Commercial
- Community Facility
- Industrial

10050 0 100 Feet





49 buildings,10%, in the area are vacant.

82 properties, 17%, have code violations.

A properties condition survey was conducted for the Jefferson FIS neighborhood, with a 1 rating being a property in excellent condition and a 5 a property in extremely poor condition:

23 properties,5%, received a ranking of 5.

Legend

Jefferson Priority Area

Jefferson FIS Area

Jefferson FIS Impact Area

VIOLATIONS

●

1

●

2-3



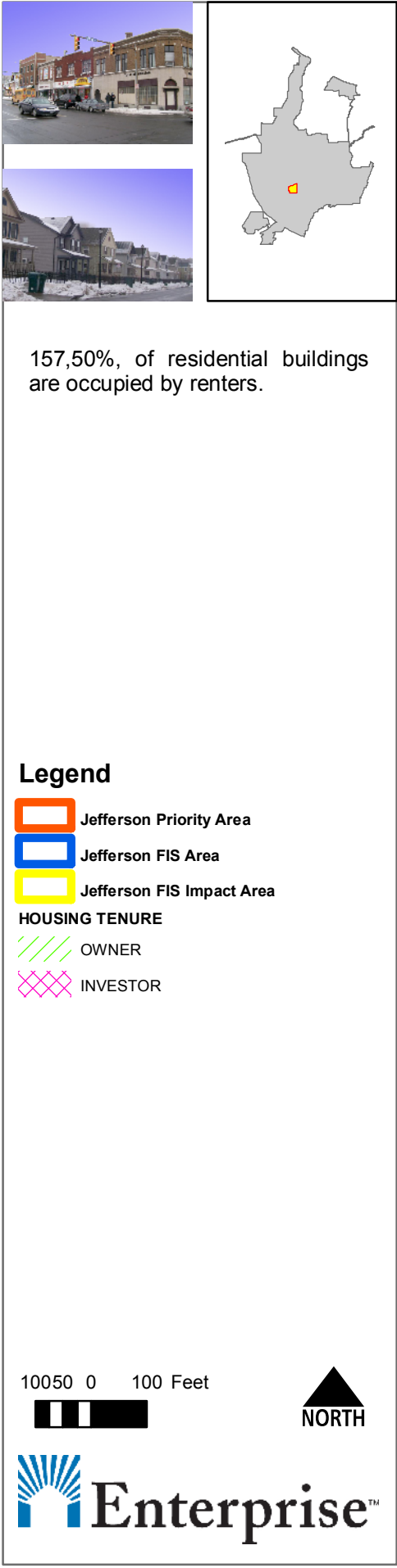
●

3-5

●

5+

Vacant BuildingForeclosure**Building Condition**012345



157,50%, of residential buildings are occupied by renters.

Legend


- Jefferson Priority Area
- Jefferson FIS Area
- Jefferson FIS Impact Area

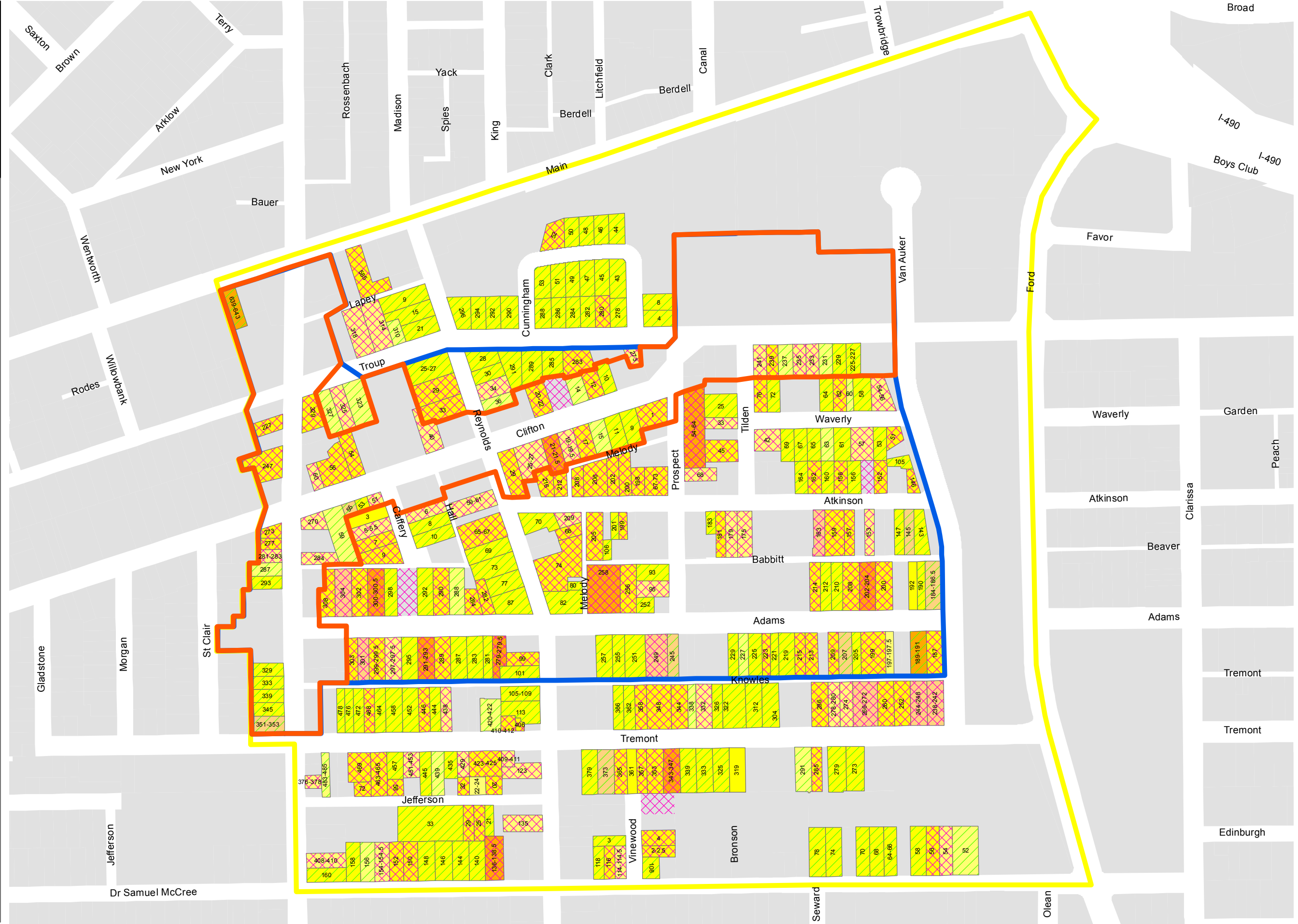
HOUSING TENURE

- OWNER
- INVESTOR

10050 0 100 Feet

NORTH

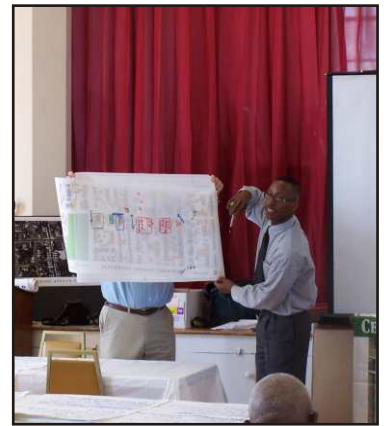




Appendix C

Jefferson Avenue Revitalization Plan

A Bridge Between Hope & Action



Summary Report

March 14, 2009

Acknowledgments

Many community members, City staff, and elected officials contributed significant time and effort in the development of this Plan. Their passion and commitment are greatly appreciated.

Citizens of the Jefferson Avenue Community

City of Rochester

Mayor Robert Duffy

City Council

Jean Howard, Chief of Staff

Carlos Carballada, Commissioner EDD

Julio Vazquez, Commissioner DCD

Paul Holahan, Commissioner DES

Charles Reaves, Commissioner RYS

David Moore, Police Chief

John Caufield, Fire Chief

Jim McIntosh, City Engineer

Molly Clifford, NSC Director

Charles Thomas, Director of Planning

Daisy Rivera Algarin, EDD

Tymothi Davis-Howard, NBN

Teresa Everett, Fire Department

Charles Yost, Police Department

Office of Rep. Louise M. Slaughter

Christopher Zeltmann, Director of Economic Development

Monroe County Legislature

Willie Lightfoot

Calvin Lee

South West Area Neighborhood Association (SWAN)

Pat Jackson, Executive Director

Jefferson Avenue Business Association (JABA)

James Muhammad, President

Avis Hill, Executive Board

Urban League of Rochester

Stephanie Miles

Ebony Smith

University of Rochester

Providence Housing Development Corp.

Jeffrey M. Jozefski

Planning & Urban Design Consultant

Ingalls Planning & Design

Matt Ingalls, AICP



Dedicated to the late

Willie Walker Lightfoot

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- Streetscape & Infrastructure Improvements*
- Focus Investment Strategy*
- Housing*
- Public Safety*
- Business & Economic Development*
- Community Health*
- Investment Map*
- Timeline*

Introduction

A Call to Action

Many people remember Jefferson Avenue in southwest Rochester as the strong backbone of its neighborhood. Now those same people are saddened by its present day deterioration. The Star Market, Flesherman's Bakery, The People's Club, and many other vital businesses are gone. There are many vacant lots and deep concern that the neighborhood needs a public safety intervention. "Peacebreakers" have filled the void of empty storefronts and disappearing business with crime and violence. However, Jefferson Avenue has the potential to recapture its former central role in neighborhood life as a healthy neighborhood commercial center. Thankfully, there are many dedicated community leaders and business owners who believe in the future of the Avenue. What this revived Jefferson Avenue will be will depend upon the creative vision and hard work of everyday citizens.

"What this revived Jefferson Avenue will be will depend upon the creative vision and hard work of everyday citizens."

Congresswoman Louise M. Slaughter

New anchor development now encircles Jefferson Avenue. The Olean/Kennedy residential development of Providence Housing and Rochester's Cornerstone Group is located on Plymouth Avenue to the east. The improved Genesee Street and Brooks Landing hotel and office complex sits to the south. In addition, the City recently made significant improvement to the streetscape on West Main Street and the Bull's Head redevelopment project is currently in the planning stage.

The time has now come for the community to take control. There is great potential for Jefferson Avenue to offer more opportunity for peace and community than crime and neglect. In 2008, Congresswoman Slaughter engaged citizen leaders, city administration, ministers, the Urban League of Rochester, the University of Rochester, and community organizations like SWAN and Sector 4 CDC to begin the community dialogue to create a vision for Jefferson Avenue.¹

¹ Paraphrased from a "call to action" letter sent to stakeholders from Congresswoman Louise Slaughter's office inviting them to a roundtable.

This report summarized the collaborative planning process that has taken place over the course of the last 12 months. It began with a call to action to revitalize the commercial district and has since transformed into a comprehensive effort to revitalize the entire Jefferson Avenue corridor. It has involved hundreds of citizens, numerous City departments, and several elected officials.

Community Planning Process

The City of Rochester's Economic Development Department (EDD) typically uses a 4-step planning process to develop revitalization strategies for the neighborhood commercial areas. The simple yet comprehensive community planning approach includes the development of a vision, an economic overview/analysis, a community design plan, and an action/implementation plan. The process is flexible, community-based, action oriented, and is focused on developing strategies that are realistic. A modified version of the 4-step process was used in the development of this plan.

Project Study Area

Initially, the primary study area was limited to the commercial district between Ruff Alley and Flint Street. However, when Jefferson Avenue was selected as one of the City's four Focus Investment Areas (FIS) the project boundary was expanded south to Plymouth Avenue and north to meet the southern boundary of the FIS at Tremont Street. Although there has been coordination with the FIS project, the FIS is a separate planning effort. The graphic to the right shows the planning areas.



Vision

Introduction

Developing a community-based vision is critical in developing a neighborhood plan. It is not often that community members have the opportunity to get together to discuss their neighborhood in a positive and constructive manner. The objective is to systematically evaluate the community's issues, opportunities, and assets and then develop an ideal image of what the community will be like in years to come. It should reflect the common values of the community.

Having a vision can motivate community residents by providing a long-term goal. It must be remembered, however, that a vision is an ideal state. It may not be attained in its entirety but it can and should guide community actions.

Community Planning & Design Workshop

In March of 2008, a community planning and design workshop was held at the Trinity Emmanuel Presbyterian Church to develop a vision for the Jefferson Avenue corridor. Approximately 100 community members attended including residents, property owners, business owners, and several elected



officials including Congresswoman Louise Slaughter and Mayor Robert Duffy. Several participation tools were used at the workshop to help attendees focus on the community's issues, opportunities, and assets and to develop a long term vision to help guide revitalization of the corridor.

Image Preference Survey

It is often difficult for community members to envision what they want their community to be like in the future without some graphic depiction. An image preference survey (IPS) is an effective tool to help people develop a consensus as to what they would like their community to look and feel like in the future by evaluating images showing different types of design and development.

An IPS was administered at the Community Planning and Design Workshop. Participants were asked to rate 30 images using a scale of 1 through 10 with 1 as least

desirable for their community and 10 as most desirable for their community. Images were selected from the following categories:

- Streetscape
- Pedestrian Realm
- Mixed-use Buildings

Each participant recorded their responses on an answer form. The results were tabulated by mean and standard deviation.

Jefferson Avenue Revitalization Plan
 Image Preference Survey Answer Sheet
 Community Planning & Design Workshop March 29, 2008
 Please score each image on a scale of 1 to 10.

Image #	Least desirable					Most desirable				
	1	2	3	4	5	6	7	8	9	10
1	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The highest rated images from each category are presented on the pages below. These images represent the visual and spatial characteristics desired for Jefferson Avenue and provide a strong indication of the vision community members have. They have significantly influenced the Concept Plan, streetscape design, and other recommendations outlined in the Action Plan.

Streetscape and Pedestrian Realm

The top scoring images in the Streetscape and Pedestrian Realm category are shown to the right and below. These images depict urban streets with attractive streetscapes, generous sidewalks, on-street parking, and an overall sense-of-place. These images should help to guide the look and feel of future streetscape improvements on Jefferson Avenue.



Image by: peter j. smith

Image by Urban Advantage



Mixed-use Buildings

There are several characteristics in common with the highest rated images in the buildings category. All appear to depict mixed-use buildings with storefronts on the street level. The building actively engage the street with entrances, some architectural detailing, and attractive business signs.



Why these images?

It is not just one characteristic working alone that creates a great street. You cannot simply place buildings close to the street and expect to create a vibrant public realm, regardless of whether or not you have sidewalks. It takes several characteristics working in concert to make a place feel special. The same goes for high ranking images. The images below ranked high in their respective categories because they have several place-making characteristics.

Streetscape



Buildings



Visioning & Discovery Session

Following the image preference survey, workshop attendees were divided into working groups. Each group participated in a visioning and discovery session. During this exercise attendees were asked questions by a group facilitator and their responses were recorded on easel pads. The questions were developed by the Steering Committee prior to the workshop.



The six questions focused on public safety, the youth, vacant land, commercial mix, housing, and long term vision. At the end of the session attendees were asked to review the responses and place “sticky dots” on the responses they felt were most important. Following the workshop, all the responses were tabulated. Several groups had similar responses and in some cases all groups had the same response. The table below is a summary of the responses provided by attendees.

	Public Safety Question 1	Youth Question 2		Vacant Land Question 3		Commercial Mix Question 4		Housing Question 5		Long Term Vision Question 6	
Dot Count	What are the one or two most significant issues you feel must be addressed to improve public safety on Jefferson Avenue?	Dot Count What specific things can we do to assist our youth and encourage them to become positive contributors to our society?	Dot Count	What opportunities can you identify for the re-use of vacant parcels that front Jefferson Avenue?	Dot Count	What specific goods or services would you purchase on Jefferson Avenue if they were available today?	Dot Count	What are the one or two most significant issues you feel must be addressed in regards to housing?	Dot Count	Identify a word or short phrase that best describes your long-term vision for Jefferson Avenue?	
30	Drug Trafficking	23	Jobs and job training	4	Create a shopping plaza from Hawley to Columbia	7	Laundry mat	6	Support Program to Rehabilitate Housing	5	Resident and business partnership (shop locally, hire locally, internships w/ schools)
11	Lighting	5	Demand parental involvement	4	Grocery store	5	Brand the Avenue to reflect the culture of the community	4	New condo. Style housing	4	Model Street
4	Relationship between Law Enforcement and the Community (build trust)	3	Community Centers to Build "Life Skills" - Sports, Computers, Reading, Job Readiness - After School	3	Youth Art Gallery/Garden	4	Supermarket	4	Home Ownership Programs	2	Visible social and economic capital
3	Loitering	2	Workshops in financial literacy and business; arts and culture	3	Create a Chess Court "Mens Park"	3	Develop a mini-mall that contains: pharmacy, grocery store, health store, coffee café, ice cream parlor, bookstore, lending library,etc.)	3	Community Spokesperson on Housing	2	Community Involvement

Jefferson Avenue Revitalization Plan - *A Community of Hope & Action*

	Public Safety Question 1	Youth Question 2	Vacant Land Question 3	Commercial Mix Question 4	Housing Question 5	Long Term Vision Question 6
Dot Count	What are the one or two most significant issues you feel must be addressed to improve public safety on Jefferson Avenue?	What specific things can we do to assist our youth and encourage them to become positive contributors to our society?	What opportunities can you identify for the re-use of vacant parcels that front Jefferson Avenue?	What specific goods or services would you purchase on Jefferson Avenue if they were available today?	What are the one or two most significant issues you feel must be addressed in regards to housing?	Identify a word or short phrase that best describes your long-term vision for Jefferson Avenue?
2	Community Involvement/Education	2 Get information on programs out to youth and parents	3 Develop "Green-Strategies" community gardens and projects that incorporate public art and local artisans.	3 Develop health and fitness facility for all ages	3 More Grants and Loans for Existing Home Owners	1 Young people at work and active
1	Need an activity center for youth	2 Require more involvement of parents that have children in the criminal system to be involve with corrective action plans for their children (e.g. get hour commitment by parents, etc.).	2 Youth Center	3 Hardware store	2 More affordable housing - lower cost and newer housing	1 Proud
1	Fire alarms, smoke detectors and home inspections	1 Have some neighborhood based youth activities (3 on 3 bball tourney, workshops)	2 Vendors Market	3 Coffee shop or café	2 Property maintenance	1 Beautiful
1	More foot patrol	1 Bring youth organizations into the community	1 Laundry mat	2 Support/enhance current businesses	2 Signage	1 A New Community of Hope

	Public Safety Question 1	Youth Question 2	Vacant Land Question 3	Commercial Mix Question 4	Housing Question 5	Long Term Vision Question 6
Dot Count	What are the one or two most significant issues you feel must be addressed to improve public safety on Jefferson Avenue?	What specific things can we do to assist our youth and encourage them to become positive contributors to our society?	What opportunities can you identify for the re-use of vacant parcels that front Jefferson Avenue?	What specific goods or services would you purchase on Jefferson Avenue if they were available today?	What are the one or two most significant issues you feel must be addressed in regards to housing?	Identify a word or short phrase that best describes your long-term vision for Jefferson Avenue?
1	Create more job opportunities for youth.			1 MCC satellite site	2 Address negligent property-owners/slumlords	
1	Implement educational programs for parents			1 Party house	2 Money to Fix Houses	
1	Community Watch			1 Computer Cafe	2 Block Parties: Emphasis on Community Building	
				1 Food - Fresh Produce	1 Need single floor housing for seniors	
				1 Post Office/UPS	1 Raise income guidelines for home improvement programs	
				1 Possible Connection with "Youth Gardens" in Vacant Lots	1 Zoning enforcement (garbage)	
					1 Home Ownership Education and Approval Committee	

Planning & Design Session

A majority of the planning and design workshop was spent working in small groups with tracing paper, markers, and a study area base map. With the help of a facilitator, participants were asked to sketch or draw their ideas for the development and /or redevelopment of the area. They were asked to reflect on the two previous exercises as inspiration for their ideas and to focus on things like streetscape character and building location. The sketches and concept drawings were critical in developing the concept plan as depicted in the Community Design section.



Economic Overview

Introduction

Good development and business proposals are supported by economic and market data. It is sound business practice and most lending institution requires it. Investors and entrepreneurs seek and often find business opportunities when they exist in the marketplace. However, to help initiate interest in a community's revitalization efforts it is often helpful to identify potential business opportunities that might exist based on local market data and those that have been identified by community stakeholders.

The primary commercial district within the Jefferson Avenue corridor is located between Frost Street and Flint Street. Although several businesses exist on Jefferson Avenue, the corridor lacks the concentration or critical mass of businesses which is typically required for success. Vacant lots and the lack of a contiguous building streetwall interrupt the rhythm that urban shoppers desire on the street and retail businesses benefit from.

Currently, the intersection of Jefferson Avenue and Columbia Avenue includes several viable businesses. The northwest corner was recently redeveloped and some streetscape improvements were also made in this area. This intersection, which is also discussed in Section 3, is in the heart of the commercial district and provides a foundation to build a critical mass of businesses. This intersection is near the center of the corridor; therefore, it was used as the center point for the demographic and economic overview below. The demographic information was compiled based on a one-half mile radius from this intersection. The economic information was compiled based on a one half-mile and a one mile radius from this point.

The demographic and economic overview below is not intended to be an exhaustive economic analysis to determine market viability but rather a brief overview or "snapshot" to generate interest in the revitalization efforts for Jefferson.

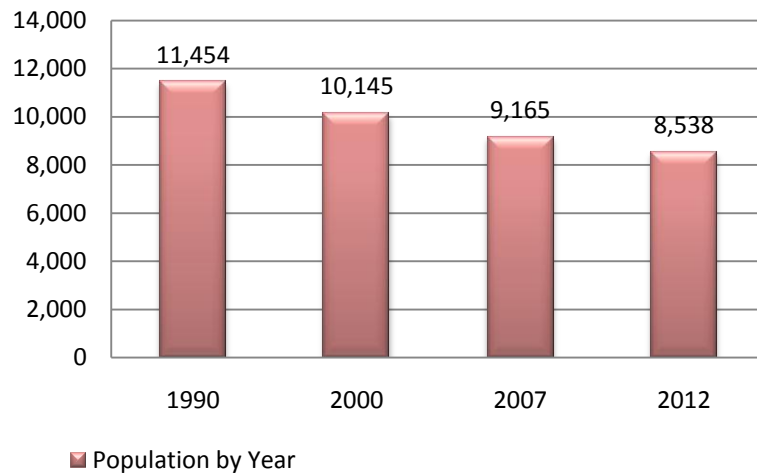
Demographic Characteristics

When retailers and other businesses are looking for business investment opportunities they consider several demographic characteristics including population, age, household income, and household size. An overview of these demographic characteristics was developed using Claritas demographic and market data software.

Total Population

According to the 2000 Census, the Jefferson Avenue neighborhood had a population of 10,145; a 10.94% decline since the 1990 Census. The City of Rochester experienced a citywide decline of 5.1% during that same time. According to estimates, population in the area is expected to decline (see figure below).

Jefferson Avenue Population



Source: Claritas Inc., Ingalls Planning & Design

Age Distribution

The age distribution of a community can provide important information to potential business investors, especially retailers. Lifestyle needs and consumers spending typically vary by age groups. For example, the senior population typically requires more health related products and services than younger populations. The 2007 estimated median age in the Jefferson Avenue area was 29.32 and the estimated average age was 32.54. The estimated median age for the City of Rochester was 31.5.

Household Size

According to 2007 estimates, the average household size in the Jefferson Avenue area was 2.72. The average for the City of Rochester was 2.33.

2007 Estimated Population by Age

Age	Population	Percent of Total
Age 0 to 4	+++++++840	9.17%
Age 5 to 9	856	9.34%
Age 10 to 14	934	10.19%
Age 15 to 17	509	5.55%
Age 18 to 20	396	4.32%
Age 21 to 24	508	5.54%
Age 25 to 34	1233	13.45%
Age 35 to 44	1120	12.22%
Age 45 to 49	584	6.37%
Age 50 to 54	485	5.29%
Age 55 to 59	407	4.44%
Age 60 to 64	365	3.98%
Age 65 to 74	556	6.07%
Age 75 to 84	287	3.13%
Age 85 and over	85	0.93%

Source: Claritas Inc., Ingalls Planning & Design

Median Household Income

Median household income is another important factor considered by retailers. According to a 2007 estimate, the Jefferson Avenue area had an annual median household income of \$21,759. During that same year, the City of Rochester's estimate was \$29,329. More than 35% of the Jefferson Avenue households had incomes less than \$15,000 (see table below).

2007 Estimated Households by Household Income

Estimated Income	Households	Percent of Total
Less than \$15,000	1173	35.60%
\$15,000 to \$24,999	702	21.31%
\$25,000 to \$34,999	459	13.93%
\$35,000 to \$49,999	379	11.50%
\$50,000 to \$74,999	344	10.44%
\$75,000 to \$99,999	131	3.98%
\$100,000 to \$149,999	84	2.55%
\$150,000 to \$249,999	16	0.49%
\$250,000 to \$499,999	7	0.21%
\$500,000 or more	0	0.00%
Total	3295	100.00%

Source: Claritas Inc., Ingalls Planning & Design

Economic and Market Characteristics

Along with demographic characteristics, retailers and business developers compare the supply and demand for goods and services within a market area to help identify opportunities for future development. Consumer's expenditures vary depending on many factors including age, lifestyle, income, and access to goods and services. There are basic needs that must be met, such as food and clothing, and consumers will travel great distances to meet those needs if they are not available locally. In some cases, due to selection and price, they will travel regardless if they are available locally.

Retail Market Opportunity Gap

One basic tool used to help identify opportunities for retail development is the Retail Market Opportunity Gap analysis. This analysis compares the existing supply of retail goods to the demand for those goods based on local resident's expenditures for those goods. If expenditures or demand exceeds supply it is assumed that residents go outside the area to make those purchases. This is often referred as "opportunity gap" meaning there could be opportunities for additional local businesses for those types of goods. If supply exceeds demand then it can be assumed that the local market for those goods is saturated.

Based on a Retail Market Opportunity Gap analysis developed by Claritas, Inc., several retail opportunities could exist for the Jefferson Avenue area. The analysis was prepared for both a half-mile and a one mile radius from the intersection of Columbia Avenue and Jefferson Avenue. Products supplied by motor vehicle and parts dealers, non-store retailers (e.g. online and mail order), gasoline stations, foodservice and drinking places, building material and garden equipment stores, and food and beverage stores all have opportunity gaps of greater than \$10,000,000. The results of the analysis are displayed in the figure below. The white bars represent opportunities within the one mile radius and the red bars represent the gaps within one-half mile radius.

Retail Market Opportunity Gap

by Retail Store Types



The Retail Market Opportunity Gap Analysis is just one tool that retailers and business developers consider when looking for potential markets to open new stores and businesses. It should not be assumed that the store types identified in this analysis are economically viable. However, the analysis does provide insight into what types of stores could be explored further in the revitalization of Jefferson Avenue. This information becomes more compelling when it is compared to the businesses that residents and stakeholders identified during the visioning phase of the planning process (see Visioning section).

University of Rochester Economic Report

In addition to the basic demographic characteristics and the retail opportunity gap analysis presented above, a student from the University of Rochester's Simon Business School prepared an economic report for the Jefferson Avenue commercial district. The report considers the financial feasibility of three recommended businesses; a grocery / market, a laundromat, and urban agriculture. In addition to those businesses the report also recommends the development of a community educational center for job and business training.

The following section is an excerpt from the conclusion in the report:

Jefferson Avenue is an example of a street that has gone from being a popular neighborhood to an economically degenerated area. Given the fact that it has experienced a gradual degeneration over the past several years, revival is something that will require a gradual process. Hence this analysis considers both conventional and unconventional methods of revitalization. Moreover there are two aspects to this revitalization. One is short term and can be applied to reap benefits immediately over the next few years. The second aspect involves taking measures in order to cause a shift in the mindset of the local residents over a longer period of time. This long term plan involves increasing awareness and educating the youth so that the future generation is self reliant.

Conventional and somewhat fool proof business ideas such as a laundromat and a grocery store will help begin the story of revitalization. At the same time Jefferson Avenue needs a physical facelift that will make a more hospitable environment. This is where the role of urban agriculture comes into the picture. The market for organic foods is a steadily growing segment which provides an opportunity for tremendous growth. This coupled with changing consumer preferences and rising fuel costs is gradually leading for an increase for locally produced goods. Urban agriculture at Jefferson Avenue will prove to be an economic advantage available at the junction of such an opportunity.

Community Design

Introduction

The Jefferson Avenue Concept Plan on page 21 was developed from the ideas generated and shared by participants at the planning and design workshop, as described in the visioning section above. Much like the drawings and sketches prepared by groups at the workshop the illustration is conceptual. The objective is to emphasize the fundamental urban design principles that are integral to the vision. It includes both short term improvements (e.g. streetscape enhancements) and long term improvements (e.g. new buildings). It should be used to help guide decision making regarding development and design in the revitalization of Jefferson Avenue.

Streetscape

A well designed streetscape can make a significant contribution in developing a strong sense-of-place and a vibrant public realm. Unlike what many people believe, creating a vibrant streetscape is less about creating a beautiful aesthetic and more about evoking a warm and inviting feeling on the street. Getting the right components working together is critical. An inviting streetscape sends a message to residents and visitors that the street is the primary public space.



Street Trees

Street trees provide shade which is not only beneficial to people but it extends the life of pavement as well. Along with aesthetic benefits, trees can improve the function and feel on the street by creating enclosure which makes the street feel narrower, therefore slowing traffic and enhancing pedestrian friendliness. Street trees should be strategically placed as to limit the obstruction to storefronts and merchant signs.

Sidewalks

Currently, sidewalks along Jefferson Avenue vary from approximately five feet wide to twelve feet or greater in the commercial areas. Sidewalk widths of at least twelve feet provide ample pedestrian zone and opportunity for outdoor seating and amenities such as benches, bike racks, and trash receptacles. If sidewalks are replaced as part of the streetscape improvements materials should include scored concrete, exposed aggregate,

and/or brick or concrete pavers. Stamped concrete has a high maintenance cost, often does not withstand high levels of traffic, and sometimes does a poor job at imitating and maintaining the look of traditional materials.

Crosswalks

Clearly identifiable crosswalks are critical in creating a safe and pedestrian friendly streetscape. Highly visible design treatments at prominent crossings will send a visual cue to motorists that pedestrian crossings are critically important. Crosswalks at the intersection of Columbia Avenue and Jefferson Avenue could be enhanced with concrete, stone, and or pavers to help identify the area as the “commercial core”. Stamped concrete and stamped asphalt do not work well in crosswalks and should be avoided.



The patterns and colors cannot withstand high levels of vehicular traffic.

Street Furnishings

Strategically placed, benches , trash receptacles, bike racks, and planters will provide the needed amenities for both residents and visitors, and add color and life to the streetscape. People watching is a popular and entertaining activity on the street and the benefits should not be overlooked.

Pedestrian Level Street Lighting

One streetscape element that every group at the community workshop identified as important was pedestrian level street lighting. They stated both aesthetic and pedestrian safety as reasons to include this type of lighting. The existing highway style poles and fixtures currently on Jefferson Avenue should be replaced with decorative pedestrian level poles and fixtures.

Gateways

Successful urban villages almost always have points-of-entry or gateways that provide visual cues that you are entering a place of significance. Special attention must be paid to these areas because they provide first impressions and a sense of arrival. They are typically identified at points of transition such as intersections, bridges or other edges and nodes. Two gateways have been identified for Jefferson Avenue; Plymouth Avenue and West Main Street. These points should be enhanced

with prominent buildings, plantings, walls, art, and/or other special features which will celebrate and heighten the sense of arrival to the Jefferson Avenue Corridor.

The “Commercial Core”

Along with gateways, there is typically a point at which you know you have arrived at a special place. In a commercial district, this point can be referred to as the “commercial core” and for Jefferson Avenue this point is at the Columbia Avenue intersection. The recently redeveloped northwest corner and infrastructure improvements provide an excellent opportunity to concentrate mixed-use development. The intersection is centrally located and has existing assets to build upon. This intersection should include architecturally significant buildings that define the public realm, first floor uses that engage the street, and an enhanced streetscape with quality design and materials.

Parking

Convenient and adequate parking is critically important to the success of businesses, especially retail businesses. For a commercial or mixed-use district, parking must accommodate the needs of customers, merchants, employees, visitors, and residents. It should include both on and off street parking. When possible, off-street parking should be located at the rear or side of buildings and never located on a corner.

Mixed-use Development

Mixed-use development should be encouraged on Jefferson Avenue, especially in the commercial district. This type of development offers many advantages over single-use buildings or districts, especially in urban areas where densities are typically high and land is scarce and expensive. A vertical mixing of uses results in multi-story structures that are made possible by the larger revenue streams associated with maximizing a particular site or parcel. By comparison, the horizontal mixing of land uses combines single-use buildings within a defined area. Both types of mixed-use developments could serve to achieve the goal of place making by bringing together complementary uses in close proximity to one another. However, in the commercial district near between Frost Avenue and Flint Street, retail and commercial uses are envisioned to be the primary first floor uses. The goal should be to develop a rhythm of storefronts along the street.

Buildings should be of quality design and materials and have a first floor that engages the street. This indoor-outdoor relationship is an important component in creating a vibrant pedestrian oriented environment. Developing buildings close together with storefronts creates a powerful visual image that shoppers can recognize. It benefits both shoppers and merchants by providing the ability to see and to display a variety of merchandise on the street frontage.

Building scale and proportions should be consistent on the street frontage. Wide buildings should be divided into separate bays consistent with storefront rhythm. In addition, patterns of upper facades should also have some consistency as to create a physical rhythm and cohesiveness with orientation to motorist and pedestrians.

Housing

There are numerous vacant lots along and adjacent to Jefferson Avenue many of them owned by the City of Rochester. Infill housing should be considered for lots outside the commercial district with an emphasis on promoting home ownership and owner-occupied units. Building placement, orientation, and architectural character should be consistent with the neighborhood with entrances that engage the street and front porches that promote social interaction and eyes on the street. Residents would also benefit from more high-quality affordable rental housing.

Urban Agriculture / Community Gardens

Urban agricultural and non-agricultural gardens have many reported benefits including increased exercise, social interaction, improved access to fruits and vegetable, neighborhood greening and, in some cases, improved property values. More specifically, health professionals are increasingly recognizing the value of farm- and garden-scale urban agriculture for nutritional health and personal wellness. “Growing food and non-food crops in and near town and cities contributes to healthy communities by engaging residents in work and pleasure that improves the well-being of themselves and the broader public.”¹



¹ Health Benefits of Urban Agriculture Public Health and Food Security. www.foodsecurity.org.

Urban agriculture was identified in the economic report prepared by a student at the University of Rochester. For other key findings of this report see the Economic Overview section of this report. Although community gardens could be developed on a number of vacant lots within the study area, urban agriculture typically requires a sizable area to make it economically viable. One area identified by participants at the planning and design workshop is at the northeast corner of the Flint Street and Jefferson Avenue intersection. This area was selected because it includes three side-by-side City owned vacant parcels. This same block between Flint Street and Hawley Street was identified as a potential site for a grocery or market. Another location identified for a market with urban agriculture as an interim use is between Hawley Street and Columbia on the west side of Jefferson Avenue. Two of the four parcels in this block are owned by the City of Rochester.

Insert Concept Plan

Introduction

The recommendations on the next several pages outline the actions that the Steering Committee believes will help to achieve the vision established by the community to revitalize Jefferson Avenue. Stakeholders have made a commitment to the revitalization process and are seeking funding for many of these recommended actions.

1. Organization

Two of the most important factors in urban revitalization are leadership and coordination. The Steering Committee that developed this plan should oversee and coordinate the Jefferson Avenue revitalization effort. The Steering Committee should continue to include residents, business owners, property owners, City of Rochester representatives, and other stakeholders. Good organizational development will insure that projects are making progress, partnerships among stakeholders are created and maintained, and consensus is developed in the implementation of activities.

In addition to the Steering Committee, no more than four sub-committees should be formed, each with a specific focus. The sub-committees could be organized based on the seven 'pillars' as outlined below. In addition to the 'pillars', each sub-committee should have other responsibilities such as promotions / outreach, public safety, the youth, etc.. It is important that duties be clearly outlined and duplication of effort is limited. Each sub-committee's chair person should also be a member of the Steering Committee and make regular reports. This will ensure the coordination of efforts and provide opportunity for the Steering Committee to discuss the progress of each sub-committee.

The overall health of the Steering Committee itself is going to be critical to the long-term success of the revitalization program. It is important that the Steering Committee periodically review itself in terms of its leadership, committee chairs, volunteers, funding, etc. This can be done by holding annual planning sessions. In addition, an annual work program, which should include each of the sub-committees, will help set goals and track accomplishments.

Recommended Action – Develop no more than four sub-committees based on the seven pillars. Recruit Steering Committee members to chair sub-committees and recruit volunteers to join the committees. The sub-committees could be organized based on the seven pillars in the following way:

- *Spiritual – Family – Health*
- *Community – Social*
- *Economic*
- *Political*

Recommended Action – Develop a newsletter and/or website or utilize existing communication tools to enable the Steering Committee to share information with the community regarding the revitalization program. Accomplishments, regardless of size, should be shared and celebrated.

2. Social

Seven Pillars

Below are the seven (7) sections of new vitality intended to re-inspire the Jefferson Avenue community. The revitalization of these neighborhoods is about much more than fixing the physical infrastructure of the streets and buildings, but becoming a set partner in the community to take head-on the systemic problems that plague the community. – developed by Willie Lightfoot

Revitalize is defined as “to give new life to.”

1) **Spiritually**

- Tent revival
- Area churches, County’s office of faith-based initiatives

2) **Family**

- RFRI, Montgomery Center, SWAN, City’s Recreation Centers

3) **Community**

- Sector, Police, Fire EMS
- SWAN, Montgomery Center
- JABA
- Education MCC, Everestt. REOC, U of R, RCSD
- Reentry

4) Economically

- EDD
- Urban League
- Rochester Works, employers
- County DHS
- CCCS
- Other public/government programs and services

5) Socially

- SWAN
- Social Capital Groups
- Area programs, Recreation Centers

6) Health

- Health fairs
- FLHSA, Wellcare
- Barbers & Beauticians
- BMLCA
- County's office of mental health
- Rehabilitation

7) Political

- Elected officials
- PETRO (Political Education, Training and Organization
- Advocacy groups

NBN – REVIVE Process Integration

The City of Rochester currently has two planning processes used to build social capacity and revitalize neighborhoods; the Neighborhood Planning Process or Neighbors Building Neighborhoods (NBN) and the R.E.V.I.V.E. (Resident Involvement, Economic Analysis, Visioning, Valuing Assets, Economic Action Plan) 4-Part Process. A proposal is currently being developed that will integrate the two processes to create one consistent neighborhood planning process.

Neighborhood Planning Process/NBN

The current 18 month NBN neighborhood planning process consists of the following phases:

- Getting Organized
- Creating a Vision
- Gathering Information
- Setting Goals
- Developing an Action Plan
- Implementing the Action Plan

REVIVE 4-Part Process

The current REVIVE 4-Part Process consists of the following phases:

- Step 1: Visioning Sessions
- Step 2: Economic Analysis
- Step 3: Design Charrette
- Step 4: Action Plan

A proposed NBN-REVIVE process integration point occurs in the REVIVE process at Step 3, the Design Charrette phase. At this point the neighborhood planning process initiates additional community involvement that informs design and develops a series of capacity building strategies. The goal is to build the (social) capacity of neighborhood residents while planning and building physical improvements within the neighborhoods. This provides a comprehensive, cohesive approach where the formation of social infrastructure compliments physical infrastructure investments and improvements. The intent is for physical investments to be maintained and a rate of return achieved by an increase in commerce and business activity, neighborhood stability and improved quality of life. Activities are scheduled year round and through multiple venues (e.g. Willie Lightfoot, Jr. , Jefferson Avenue Business Association, NBN Institute, etc.).

Recommended Action - Continue to promote the 7 pillars by developing and executing an annual schedule of community events centered around them. Continue to utilize

capacity-building strategies in the community planning and design processes with a focus on developing realistic and achievable outcomes.

3. Streetscape & Infrastructure Improvements

Jefferson Avenue, located at the cross roads of significant new investment from the University of Rochester Dorms and Brooks Landing to the new Carlson Commons housing development, is poised to move forward. That is why Congresswoman Louise Slaughter convened a group of local stakeholders eighteen months ago to help drive a Jefferson Avenue redevelopment. Because economic development is predicated on so many issues, meetings were convened with local residents and business owners who prioritized a range of needed improvements including infrastructure upgrades. The community called for new curbs, sidewalks, upgraded lighting, as well as better landscaping, road resurfacing, gateway markers and parking bump-outs.

Congresswoman Slaughter recently secured federal funding to pay for this physical transformation which is estimated to cost nearly one million dollars. The City of Rochester, working in conjunction with the community, will finalize a design incorporating the specific Jefferson Avenue corridor upgrades. Construction could begin as early as next year.

***Recommended Action** –Work with the City of Rochester on the design for improvements based on the Concept Plan and design considerations as outlined in the Community design section of this report. Incorporate additional stakeholder and community input throughout the initial planning and design phases of the infrastructure improvement project.*

4. Focus Investment Strategy

Jefferson Avenue was once of the four neighborhoods to be included in the Focused Investment Strategy. City Council approved this in June 2008 as part of the Consolidated Plan. Following the approval, a core planning team of City staff was convened to discuss next steps and to develop strategies for each of the FIS areas.

The process by which FIS is implemented will be guided by the following area designations. The FIS Area includes the designated areas eligible for FIS resources. Within the FIS Area are the High Priority Streets. An area surrounding the FIS Area will be referred to as the Impact Area within which the strategy is expected to

produce a ripple effect. Strategy implementation in each area type will be defined according to the following designations:

High Priority - Focus Investment Area (FIS)

- Specific streets within the FIS Area within which: 1) every parcel will be addressed in the early years of the FIS according to its needs; 2) the streets will be viewed as priority for funding; and, 3) the streets will be priority for public infrastructure upgrades and improvements.

Focus Investment Area (FIS)

- FIS implementation in this area will include: 1) developing programs to address a high proportion of the properties; 2) working to identify opportunities for future funding; 3) addressing problem properties as they arise.

***Recommended Action** –Continue to incorporate stakeholder and community input into the FIS process and build relationships that foster collaboration and coordination to maximize the synergies between investments. Implement the FIS for the Jefferson Avenue area according to the Plan.*

5. Housing

Quality housing was a significant concern raised by attendees at the planning and design workshop. People said that they want to see quality housing options located throughout the Jefferson Avenue corridor. As was noted, the quality of the housing stock is deteriorated and vacant lots are abundant within the residential districts. Many of the vacant lots are owned by the City. This provides an opportunity for infill housing development. Providence Housing Development Corporation, a developer of high-quality affordable rental housing in Rochester, has joined the Jefferson Avenue revitalization efforts.

Providence is a not-for-profit affiliate of the Diocese of Rochester. Since 1994, Providence has developed over 175 units of new affordable family housing in Rochester's southwest neighborhoods in partnership with Rochester's Cornerstone Group. These developments include Carlson Commons, Plymouth Manor and Olean Heights. The construction of these residences represents an investment of nearly \$40 million. Providence looks forward to working with community stakeholders to address the need for more quality affordable housing around Jefferson Avenue.

Recommended Action – Continue to partner with Providence and other housing organizations to develop infill housing on vacant lots with consideration given to the locations and design characteristics as outlined in the Community Design section of this report. Home ownership and owner-occupied housing should be promoted even through the development of rent-to-own or tenant-to-homeowner conversion properties.

6. Public Safety

In the fall 2008, a community forum was held to discuss public safety on Jefferson Avenue. Attendees broke into three focus groups each with a specific question to discuss and answer. In addition to the breakout groups, attendees also discussed the following:

- The start to correcting the crime and youth problem begins at home- parents and family must do their part
- Parents/guardians need training on positive family development
- The Rochester City School District must be a part of the solution/planning process
- Property owners must enforce the laws
- Loitering in playground areas must be stopped
- Review whether the cameras are actually deterring crime and demonstrate the results to the community
- We need more vocational training programs/training center on Jefferson avenue
- The community needs more information on available resources
- There must be more trust among community residents and with RPD

Recommended Action: using the summary from the community forum, work with the Rochester Police Department and stakeholders, including local churches, to develop a plan to address the public safety issues.

7. Business & Economic Development

Business Training

As part of the renewal and revitalization of the Jefferson Avenue Corridor, the Urban League of Rochester is providing business development training and one-on-one technical assistance to business owners and potential business owners in that area of the city. The courses being offered include, but are not limited to, Financial

Recordkeeping, Projecting Cash Flow, Basic Computer Skills, Introduction to QuickBooks, and Components of a Business/Marketing Plan. The classes are held at Trinity Emmanuel Presbyterian Church, located at 9 Shelter Street, Rochester, New York, 14608.

The Urban League's Business Development Team is present at Trinity Emmanuel Presbyterian Church every Tuesday from 1 pm until 4 pm for one-on-one meetings and to answer questions about the program. Appointments are preferred, but individuals are welcome to stop in and get to know us!

This project is funded by a grant from the U.S. Small Business Administration (SBA). The Urban League of Rochester has been providing business development services for entrepreneurs in our community for over 20 years, with a primary focus on serving minorities, women, and the disabled and dislocated workers.

***Recommended Action:** Continue to promote the program to existing and new local businesses. Communicate with other local business organization so they too can promote the program to new business prospects.*

Other

***Recommended Action:** Consider the intersection of Columbia Avenue and Jefferson Avenue as the "commercial core". Look to develop the area with mixed-use buildings with commercial / retail uses on the first floor of buildings. Emphasize the pedestrian focus of the area with enhanced crosswalks, street furniture, etc.*

***Recommended Action:** Request that the Bureau of Zoning evaluate the commercial zoning district between Ruff Alley and Flint Street and consider modifying the district to include all parcels between Columbia Avenue and Hawley Street, especially those fronting the corners at the Columbia Avenue and Jefferson Avenue intersection.*

***Recommended Action:** Develop an economic development program to provide financial assistance in the form of grants and/or loans to foster new development in the commercial district. Consider emphasizing the development of mixed-use buildings in and around the "commercial core"*

8. City Greening Initiative

The City of Rochester is currently exploring citywide alternatives for the use of vacant lots. One such alternative under consideration is a 'greening' strategy. The idea is to develop and manage a citywide green-infrastructure initiative that

acquires, assembles, and reuses vacant properties for open space, parks, green ways community gardens, and urban agriculture. This effort could involve partnerships between the City of Rochester, neighborhood organizations, not-for-profit partners and community gardeners willing to assist in beautifying the city.

***Recommended Action:** Continue to monitor the progress of the Greening Initiative. The Steering Committee should voice their position on the initiative if and when the details of the program are developed. Consider the opportunity for urban agriculture and community gardens as outlined in the Community Design section of this report.*

9. Community Health

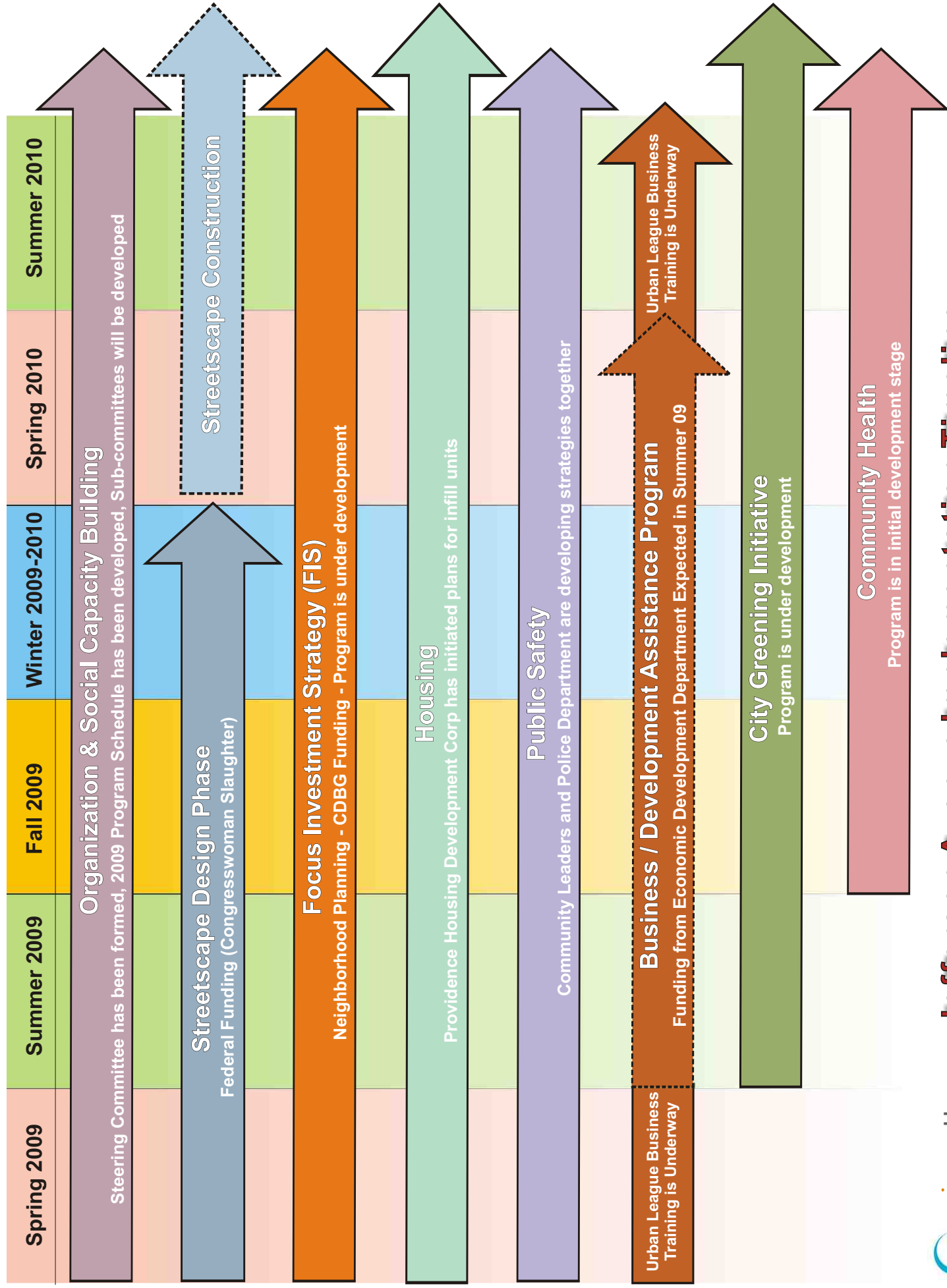
The planning and design of our communities influence many health related components from the quality of our air to physical activity and safety to social and health equity. Unfortunately, many of these things are being overlooked by urban planners, designers, and community activists at great cost to our communities. The revitalization of Jefferson Avenue must include health as a component. It must be understood that the health of people is not mutually exclusive from the design of our streets, the location of our parks or the fear of letting our children play outdoors.

***Recommended Action:** Partner with the local health organizations such as the Greater Rochester Health Foundation and the Finger Lakes Health Systems Agency to initiate awareness and programs to promote good health. Consider participating in or preparing a health impact assessment for the Jefferson Avenue area.*

Investment Map and Timeline

The map on the following page was created to show the relationships between investments that are under consideration at this time and their proximity to other contextual projects such as Brooks Landing. This map should be updated periodically to reflect new investments and relationships.

The timeline at the end of this section is intended to provide a tentative schedule for these investments. The timeline could change based on availability of funding



Appendix D

Montgomery Neighborhood Center, Inc.

MEMBERS OF UNITED NEIGHBORHOOD CENTERS OF AMERICA

Strategies - Housing & Community Development

- Test houses for lead paint.
- Provide information to homeowners, landlords on energy assistance grants i.e. ABC, RG&E, City, and County.
- Work with NET to identify homes with Code Violations that are located in the FIS area. - 233, 235, 237 Troup Street 307 and 70 Prospect Street, 149 and 151 Atkinson Street are in FIS area that were identified on neighborhood walk.
- Work with Montgomery to identify 10 homeowners in the FIS area to be referred to the Flower City Work Camp.
- Work with Montgomery & NET to identify homes with Emergency Code Violations for the City's Emergency Assistance Program. (Formally - RAP Program)
- Develop a Code of Conduct for residents.
- Work with NET to develop rules for investors / homeowners to follow.
- Need moratorium on tax foreclosure and the 18% tax agreement rate.
- Work with SWAN's " Grow Green Program."
- Block Clubs, Churches, Organizations adopt a vacant lot. Grow Green train participants to install green box planters where soil is lead poisoned and develop a community garden.
- Increase the number of neighborhood beautification projects and green strategies.
- Obtain assistance to address housing issues: painting, decorative fencing, energy efficient windows, restore garage structures and driveways, ensure lawns are maintained, install insulation, repair / replace siding on how to plant vegetables / flowers - maintain the lot.
- Work with Montgomery / NET to identify elderly homeowners facing deferred maintenance challenges on their homes. Identify grants / proposals to assist them.
- Day of Caring events - Youth Community Service Events.
- 291 to 299 Adams Street - Owners is in Prison (FIS - Area)
- 73, 77, 87 Adams Street - Roofs are in need of repair - (FIS - Area)

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Montgomery Neighborhood Center, Inc.

MEMBERS OF UNITED NEIGHBORHOOD CENTERS OF AMERICA

Strategies - Public Safety

1. **Assess each street - Look for areas that need improvement i.e. street pole lighting, cutting tree limbs, debris removal - (Work with RG&E and City on lights and tree limbs.)**
2. **Work with owners of rental property to complete repairs that will reduce utility cost for renters.**
3. **Demolition - Vacant properties where it would cost more to repair than rebuild or are eyesores to the community.**
4. **Create community gardens and flower gardens, chess court on vacant land.**
5. **Identify owners of vacant lots.**
6. **Identify number of vacant houses stated for demolition. 54 and 60 Waverly should be demolished (FIS Area) 297 -299 Adams Street demolished.**
7. **Drug - houses - work with absent landlords that live out of state and NET.**
8. **Arrange community wide street clean - ups at least 4 times a year.**
 - **Increase police monitoring street alleys.**
 - **Eliminate illegal activity on street corners i.e. Adams / Reynolds - Jefferson / Frost Avenue.**
 - **Install smoke & carbon monoxide detectors in homes that do not have them.**
 - **More police presence - increase police foot patrol - bike patrols, and PAC-TAC.**
 - **Decrease youth crime - various program i.e. Pathways to Peace - City Recreation - Youth Organizations.**

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Montgomery Neighborhood Center, Inc.

MEMBERS OF UNITED NEIGHBORHOOD CENTERS OF AMERICA

Strategies - Economic Development

- **Jobs - Youth - Create / Increase Job Opportunities For Youth.**
- **Develop a marketing plan for Jefferson Avenue, SW Community - Highlight our assets.**
- **Need livable wages for all residents in the SW Community.**
- **Work with the Urban League to maintain & strengthen existing businesses through their services programs.**
- **Attract needed services to the SW, Jefferson Avenue
(i.e Laundromat, grocery store - Price Rite).**
- **Work with City of Rochester, JABA, U of R, and School of Simon to do an Economic Analysis on Jefferson Avenue.**
- **Sell vacant lots for development.**
- **Work with City to develop Facade Assistance Programs for businesses.**

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Social & Cultural - Strategies

- **Build on existing strengths - such as the partnerships with Community Agencies, Block Clubs, Churches, Businesses, U of R, RG&E, Monroe Community College, City & Federal, County Governments and Sector 4.**
- **Complete a Needs Assessment.**
- **Art gallery - Arts / Culture - Combined dance with music classes.**
- **Flint Street - Turn their field into Astroturf and put lights on it**
- **Implement recreation programs for families and youth.**
- **Hamm House on Adams Street - Demolish and put Historical Landmark Plaque on its site – beautify land.**
- **Park on Troup Street - Needs more lighting and signage - Its under utilized - Plant more trees.**
- **Create a greenway through the Troup Street Park and beyond into the Susan B. Anthony Neighborhoods to incorporate and connect both neighborhoods.**
- **Increase number of Block Clubs within the neighborhood.**

Montgomery Neighborhood Center, Inc.

MEMBERS OF UNITED NEIGHBORHOOD CENTERS OF AMERICA

Montgomery Will Measure Success By:

- Decrease in crime and drug activity.
- Increase usage of existing businesses by residents.
- Development of new businesses.
- Increase awareness of Montgomery in the community.
- Decrease in vacancy rate in our area.
- Improvement of commercial areas appearance.
- Increased neighborhood beautification project.
- Engagement of residents in neighborhood through Block Clubs, Sector 4 Planning Process, Community Events and Neighborhood Beautification Projects.
- Improvement in the housing stock i.e. development of new affordable rental units; sales of homes to income-qualified first-time home buyers; providing emergency home repairs through the RAP Program which will enable homeowners to maintain their properties and prevent code violations.

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Appendix E

Southwest Focus Investment Strategy Plan

Mayor's Heights COTS Neighborhood

DRAFT

Housing and Community Development		Social & Cultural	Economic Development	Public Open Space and Environment	Public Safety
Develop a block-by-block development plan		Increase the number of block clubs within the neighborhood	Retain existence businesses	Improve air quality in homes	Increase monitoring street alleys (e.g. trim trees/weeds, lights, cameras, etc.)
Obtain assistance to address housing issues:	<i>Painting</i>	Increase membership to the neighborhood association	Increase employment	Implement mold prevention and remediation strategies	Eliminate illegal activity on street corners (e.g. Adam/Reynolds, etc.)
	<i>Decorative Fencing</i>	Engage youth	Attract new businesses	Increase the number of neighborhood beautification projects and green strategies (e.g. clean ups, art, etc.)	Implement defensible spacing design (e.g. natural barriers/edgeing instead of fences, etc.)
	<i>Energy Efficient Windows</i>	Secure funding for community organizing	Attract a community grocery store (e.g. Price Rite, Aldi's, etc.) or create farmers market	Enhance the Troup Street Public Park	Install smoke and carbon dioxide detectors in homes that do not have them
	<i>Restore Garage Structures and Driveways</i>	Require public assistance recipients to become more involve			
	<i>Ensure lawns are maintained</i>	Implement recreation programs for families and youth			
	<i>Install insulation</i>	Public art, example: facilitated public art by youth			
	<i>Implement roof repairs</i>	Maintain and install street trees (e.g. use Gladstone Street as template, etc.)			
	<i>Gutter Repair/Replacement</i>	Install planters (e.g. SWAN's Sector 4 "Go Green Initiative")			
	<i>Porch Repair/Replacement</i>	Commemorate the Hamm Family (Hamm House)			
	<i>Replace/repair siding</i>				