

BULL'S HEAD

URBAN RENEWAL PLAN



prepared by:

CITY OF ROCHESTER, NEW YORK



DEPARTMENT OF NEIGHBORHOOD & BUSINESS DEVELOPMENT

June 2018

BULL'S HEAD URBAN RENEWAL PLAN

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I. DESCRIPTION OF PLAN:

A. **New York State General Municipal Law**

The Bull's Head Urban Renewal Plan described in the following sections ("Plan") is intended to set forth the first stages of a planning and revitalization effort that conforms with the legal requirements set forth in Article 15 of the New York State General Municipal Law.

B. **Project Location / Boundary**

The Bull's Head Urban Renewal Area ("URA") comprises approximately 34 acres and is located in Rochester, New York, centered at the convergence of West Main Street, Genesee Street, and Brown Street, West Avenue, and Chili Avenue and is bounded by West Avenue, Colvin Street, Danforth Street, Silver Street, Essex Street, Brown Street, West Main Street, Churchlea Place, Clifton Street, and Genesee Street. (See "Exhibit A - Project Location Map" and "Exhibit B - Bull's Head Urban Renewal Area Boundary Map").

C. **Background**

The Bull's Head neighborhood marks the historic western gateway to downtown in the city's southwest quadrant. This important community hub is centered at the convergence of the West Main Street, Genesee Street, Brown Street, West Avenue, and Chili Avenue corridors, connecting generations of residents to commerce, employment opportunities, and community and health services. These corridors are vital transportation routes connecting the southwest quadrant neighborhoods and the western suburbs of Rochester to downtown and to and through the URA.

The URA is in close proximity to regional assets, such as, Rochester Regional Health - St. Mary's Campus, and the National Historic Landmark Susan B. Anthony Museum and Visitor's Center. Nearby neighborhood assets include the City's Danforth Recreation Center, Rochester Housing Authority, and the Salvation Army Rochester Area Services.

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The following is a summary of existing conditions in the URA:

Existing Land Uses

The URA is comprised of the following land use categories:

- Commercial
- Residential
- Vacant Land
- Community Services
- Industrial

A number of properties in the eastern portion of the URA having a “Commercial” designation include abandoned parking lots and one vacant structure. As such, there is an effectively high concentration of vacant property in this portion of the URA. (See “**Exhibit C - Existing Land Use Map**”).

Existing Zoning

The URA is currently comprised of three zoning districts: Community Center (C-2), Low-Density Residential (R-1), and Medium-Density Residential (R-2). (See “**Exhibit D - Existing Zoning Map**”).

The C-2 District, located along West Main and Brown Streets and West Avenue, is intended to provide a diverse mix of commercial and residential uses along major corridors and in neighborhood centers. The commercial uses permitted under the C-2 regulations are geared toward providing goods and services to the community and adjacent residential areas. The regulations for the district include design guidelines to preserve, enhance, and reinforce the urban aesthetics and pedestrian atmosphere that make up the district. The C-2 District extends further east along a portion of Brown Street and the majority of West Main Street.

The R-1 District encompasses the area in the vicinity of Danforth, Hortense, York, and Child Streets and a portion of Silver Street.

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This District is intended to feature “predominantly owner-occupied, single-family detached and attached homes.” The R-1 District also provides for various pre-existing higher density residential uses, but is primarily intended to protect a lower density character by not permitting new multi-family homes and residential conversions.

The medium-density R-2 District encompasses the northeastern corner of the URA along Kensington Street and a portion of Silver Street, which extends further east along Silver and Brown and north to Interstate 490 beyond the URA. The R-2 District is similar in character to the R-1, but allows multi-family residential dwellings in order to provide a wider range of housing styles and choices while maintaining the dimensional requirements of the low density R-1 District.

Existing Brownfield Sites

For the purposes of the Plan, brownfields are sites with documented known or suspected environmental concerns. The source of information indicating environmental concerns varies from site to site and may include environmental assessments/screening, environmental investigations, municipal data and/or spill reports. Most of the properties in the URA are already identified as brownfields. **(See “Exhibit E - Brownfield Sites Map”).**

Despite Bull’s Head’s rich and diverse cultural heritage, the URA is currently characterized by blighted conditions, a disproportionately high percentage of vacant and/or underutilized buildings and lots, a significant clustering of City-owned vacant properties, and a significant number of sites with documented and/or suspected environmental concerns. As a result, the URA’s trends include disinvestment, decreasing property values, high poverty and crime rates, and an increasing number of tax foreclosures. These trends are the impetus for the area’s urban renewal designation as well as having been identified by the City as a high priority for neighborhood revitalization.

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Bull's Head - Characterized by Blighting Conditions

In 2009, Rochester City Council officially designated a 17.5 acre area as the Bull's Head Urban Renewal District by Ordinance No. 2009-107. In 2017, the Council passed an amendment, Ordinance No. 2017-5, to add 16.7 acres of land to the district and rename it the Bull's Head Urban Renewal Area. In both instances, the Council based its designation on findings that: *"this area is blighted, deteriorated or deteriorating due to the presence of distressed and underutilized land, and that the conditions of the area are hampering and impeding proper economic development, and are inimical to the public health, safety, morals and welfare of the inhabitants of the City of Rochester and the State of New York. Designation of this area as an urban renewal area will permit clearance, planning and redevelopment activities to accomplish economic development objectives."*

The purpose of this Plan is to remove blight and position the URA for transformative revitalization, redevelopment and reinvestment by acquiring land, demolishing vacant and underutilized buildings, and conducting environmental due diligence. The environmental due diligence is necessary to inform the City and community on appropriate

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land use opportunities and the necessary infrastructure to support future development. This phased approach will allow the City to focus its resources on the priority areas that are most critical to the success of the revitalization of the URA. It allows ample time for public engagement and a community planning process that ensures development efforts are focused, supportive of the existing residents and businesses in the area, and at a scale that is commensurate with the surrounding neighborhood.

II. COMMUNITY ENGAGEMENT:

This Plan is based on extensive public input beginning with community organization meetings in 2007 and 2008. The impetus for these meetings, led by B.E.S.T. Neighborhood United Neighborhood Association, was to begin discussions with the City of Rochester and community stakeholders to develop a strategy for addressing blighting conditions in the Bull's Head neighborhood. Prior iterations of redevelopment concepts for the area never came to fruition, leaving the neighborhood with a sense of abandonment. In 2009, the City commenced a community input and planning process to identify neighborhood-wide community concerns as well as potential opportunities to address those concerns. The public planning process was coordinated by the Bull's Head Project Steering Committee, composed of neighborhood representatives and other stakeholders. These planning efforts prompted the City Council to designate most of the URA, an area generally bounded on the south by West Avenue and West Main Street, on the west by Colvin Street, on the east by Brown Street, and on the north by Danforth Street, for urban renewal in 2009. Public engagement activities associated with the Bull's Head study area included a Public Kick-Off Meeting and a Community Design Workshop, both held at St. Mary's Campus. The workshop was well attended and helped to establish the foundation upon which, further revitalization planning for Bull's Head continues.

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Bull's Head Community Design Workshop - Saturday, September 26, 2009

The agenda for the September 2009 Community Design Workshop included the following:

- Workshop Overview: Goals and Expectations
- Brainstorming Session
- Preferred Development Survey (visual survey)
- Design Basics – Principles of Good Design
- Four Breakout Group Tables
- Group Presentations and Wrap Up

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To foster interaction and dialogue, participants were given the following three statements and asked to verbally share their ideas, issues and concerns in a brainstorming exercise:

- One thing that should not change about the area
- If there was a magic wand, what change (big or small) should be made
- Preferences for immediate action

The participants' responses spanned a broad range of issues and topics, which revealed the following common themes: preserve and/or celebrate history; enhance safety (related to both crime and transportation/pedestrian access); maximize assets and resources; and foster community connections (among residents, business owners and property owners). After the presentations and interactive activities, the participants gathered into four groups at separate breakout tables. Each group discussed issues, opportunities, and priorities for the Bull's Head neighborhood. (See "**Appendix 1: September 2009 Community Design Workshop - Summary of Public Input**"). Individual group comments from the breakout session were summarized into the following common themes:

- Gateway enhancements such as public art, lighting, landscaping, banners, signage, and archways
- Bull's Head Plaza property: enhanced façade frontage along Genesee Street
- New police station: locate behind other uses to address concerns about sending the wrong message regarding neighborhood safety
- Improved pedestrian safety & traffic calming
- Storefronts on West Main Street
- Improved conditions for existing neighborhood residents
- Increased goods & services options (such as: grocery / restaurant / café / clothing / post office)
- Historic character and interpretive elements/markers (Susan B. Anthony / Frederick Douglass / Hamm House / the bulls head effigy)
- Public open space for events/recreation
- Bicycle routes along arterials

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In early 2013, the City continued the Bull's Head public engagement process by holding a community meeting at St. Mary's Campus. At the meeting, the City provided updates on possible future activities within the URA to address blighting conditions, as guided by the input received at the 2009 Community Design Workshop. This meeting also addressed the City's application for a New York State Department of State (NYS DOS) Brownfield Opportunity Area (BOA) Step 2 Nomination Study/Revitalization Plan grant which expanded the study area from its initial boundaries.

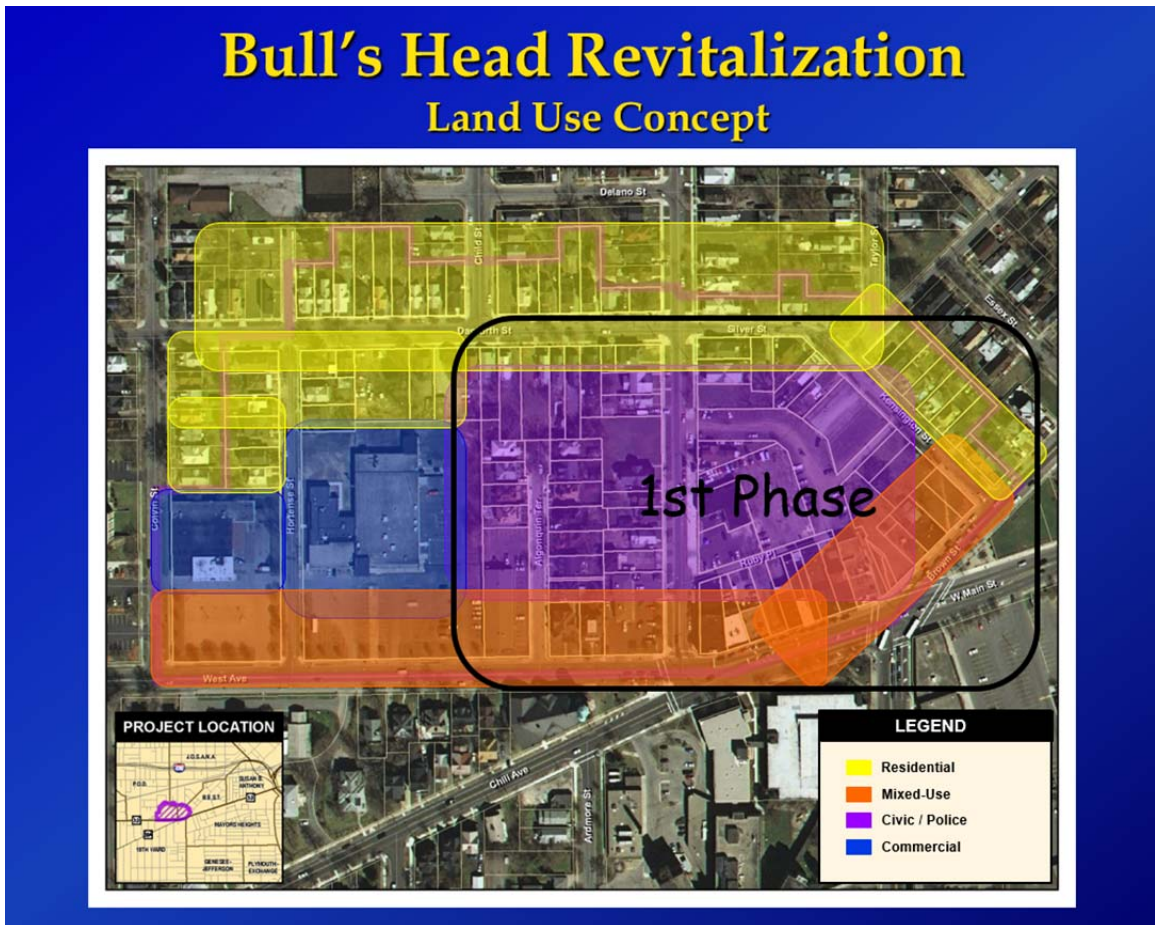


Bull's Head Community Meeting - January 23, 2013

A land use concept was presented at the 2013 community meeting. The concept aligned with feedback provided by the community at the 2009 Community Design Workshop. Accordingly, the eastern portion of the URA was shown as a first priority phase for revitalization and redevelopment efforts. The community endorsed this focus on the eastern portion of the URA as a first step to provide a

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catalyst for continued revitalization throughout the URA and the entire Bull's Head neighborhood.



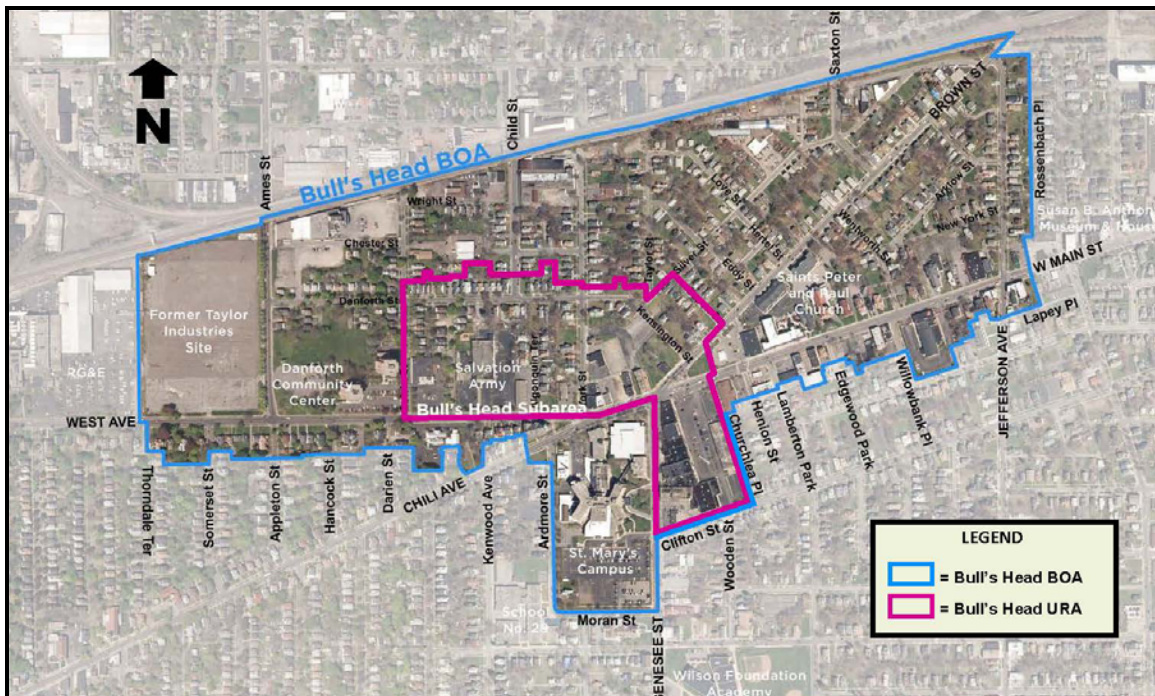
Bull's Head Community Meeting Presentation Excerpt – January 23, 2013

After the City's award of the BOA Step 2 Nomination grant, the BOA planning process commenced in 2016 with the identification of community stakeholders and formulation of a Project Advisory Committee (PAC), which first convened on December 7, 2016.

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The BOA planning process comprehensively assesses existing neighborhood conditions and environmental concerns to identify and prioritize redevelopment opportunities within a large portion of the city's southwest quadrant that includes among other areas, the URA. As presented in the Bull's Head BOA grant application and as formalized in the associated NYSDOS approved Project Workplan, the URA would continue on an advanced and parallel path with the planning process of the Bull's Head BOA.

In early 2017, the City Council amended the URA boundary previously approved in 2009, to address minor boundary inefficiencies and to include a large site locally known as Bull's Head Plaza. The PAC members and other community representatives, identified this large property as experiencing high vacancies, significant physical deterioration and possible foreclosure.



Boundary map of Bull's Head BOA and the amended Bull's Head Urban Renewal Area

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Following the completion of inventory and analyses of existing conditions for the BOA, a PAC meeting was held on June 22, 2017. Shortly after the PAC meeting, a Public Information Meeting was held at St. Mary's on July 27, 2017, to present findings to date and obtain public input on a variety of topics. During the public meeting, the City announced that the Rochester Economic Development Corporation (REDCO) successfully bid on the Bull's Head Plaza property at a recent foreclosure auction.



Bull's Head BOA Public Meeting - July 27, 2017

The meeting participants were actively engaged in facilitated discussions at various breakout stations and provided thoughtful feedback on topics covering the BOA. The participants also provided written comments on presentation boards and on general comment forms. A total of 280 comments for the BOA were received during the public meeting. The public comments revealed nine common themes that generally align with the comments received during the

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2009 community planning process, as referenced in the BOA Step 1 Pre-nomination findings. The common themes are summarized as follows:

- Blighted / Vacant or Underutilized Properties
- Crime / Drugs / Gangs
- Lack of Economic Development / Jobs
- Transportation / Traffic Issues
- Historic Character within the BOA
- Lack of Housing for the Elderly / Aging in Place Opportunities
- Lack of Owner Occupancy
- Lack of Green / Open Space
- Brownfields / Environmental Impacts

As part of the City's ongoing engagement with the community regarding land assembly for the first phase of revitalization efforts in the URA, informational letters were sent to the owners of properties that are proposed for acquisition under this Plan. In addition to communicating the City's interest in acquiring their property, the letter provided owners with contact information to meet with the City to discuss its interest in the context of the overall revitalization of Bull's Head. As a result, multiple individual meetings with property owners have been, and will continue to be, held.

Although a large portion of the properties proposed for acquisition is vacant, some properties have residential or commercial occupants. The City has been actively engaging with owners and occupants of these properties to understand not only their presence within the neighborhood, but their needs and concerns as well. It is evident that some owners and occupants have more substantial ties to the surrounding community than others. Accordingly, the City is formulating strategies to the extent practical, to assist owners and occupants in maintaining a presence within the existing neighborhood. In some cases, future development at Bull's Head may be an appropriate option, or perhaps existing space in or around the Bull's Head neighborhood may be a viable solution and more suitable to their needs. The City will work with each property or business owner and tenant on a case-by-case basis to reach the best possible outcome.

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Bull's Head revitalization involves an ongoing community dialogue. Beyond the first phase of land assembly and environmental due diligence set forth in this Plan, the City's engagement with the PAC and the community at large will seek further input and visioning to help inform and support redevelopment plans that effectuate positive change for Bull's Head.

III. URBAN RENEWAL GOALS AND OBJECTIVES:

A. **Phased Approach**

The goals and objectives of the Plan correspond to a phased approach to eliminate blighting conditions in the URA. As a result of community input received since 2009, these goals and objectives prioritize the concentration of vacant, underutilized, and City-owned property in the URA. Based on greatest need and opportunity, the first phase of urban renewal actions described herein, is concentrated in the eastern portion of the URA. (See "Exhibit F - Land Assembly Map 1 - Land Assembly Target Area Factors"). The rationale for targeting this portion of the URA, is as follows:

Proliferation of Vacant and City-owned Property

This portion of the URA has had the highest documented concentration of substandard, underutilized and deteriorated structures along with the highest concentration of vacant lots. In addition, it has the highest concentration of contiguous City-owned properties. Acquisition of properties that are adjacent to this existing cluster of City-owned properties will collectively yield the greatest contiguous vacant land area to be repositioned as marketable site(s) for redevelopment.

Prominent Arterial Frontage

West Main Street represents a key mixed-use gateway corridor within the Bull's Head neighborhood. This gateway corridor features converging arterials and provides a major transportation connection to and from other city neighborhoods including downtown. Frontage along this corridor provides a significant focal point for Bull's Head. As such, this frontage has the highest potential within the URA to become key visual and

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economic catalysts toward the revitalization and transformation of the Bull's Head neighborhood.

High Concentration of Brownfield Sites

The targeted area also includes a high concentration of brownfield sites. These sites are documented as having Recognized Environmental Concerns (RECs). While the concentration of brownfield sites is not unique to the targeted area, it further reinforces the rationale for the proposed property acquisitions. (See "Exhibit G - Land Assembly Map 2 - City-owned and Brownfield Sites").

B. Conformity with the City's Comprehensive Plan

The goals and objectives of this Plan conform to the Renaissance 2010 Plan, the City of Rochester's Comprehensive Plan. The Comprehensive Plan is currently in the process of being updated. Every effort will be made to ensure the goals and objectives of the Bull's Head Urban Renewal Plan conform to the City's updated Comprehensive Plan.

The applicable campaigns of the Renaissance 2010 Plan are supported by the Bull's Head Urban Renewal Plan as follows:

Campaign One: Involved Citizens

The public planning process that contributed to and yielded this Plan achieved and/or perpetuates the following goals of Campaign One:

- Create an ongoing community planning and development review process that actively involves our citizens, anticipates emerging land use trends, appropriately weighs and considers competing land use and development interests as well as local and regional perspectives and results in fair and equitable decisions.
- Citizens, businesses, institutions, and neighborhoods will be informed and will adequately listen to and communicate with each other about opportunities, issues and concerns facing our community.
- Citizens, institutions, and businesses will be encouraged to participate in events, activities and celebrations that serve to "knit"

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our community together and that are focused on the positive aspects of our community.

- Support and coordinate public meetings, discussions, and other informational opportunities for our citizens in an efficient and productive manner that provides essential, timely information and reaches the appropriate audience.

Campaign Three: Health, Safety and Responsibility

In repositioning vacant and/or underutilized property in the URA's most distressed block and intersection, the implementation of this Plan will advance the following goal of Campaign Three:

- Promote neighborhoods that are safe, clean, and attractive, that minimize drug sales and use, loitering, graffiti, public drunkenness, property code violations, incidents of fires and other negative quality-of-life issues and that ultimately reduce the demand for public safety services.

Campaign Four: Environmental Stewardship

The Plan identifies and addresses brownfields within the targeted portion of the URA in support of the following goal of Campaign Four:

- Reclaim designated "brownfields" and other contaminated land, facilities and waterways for useful, productive development.

Campaign Six: Economic Vitality

The implementation of this Plan will reposition a key portion of the URA as a catalyst for transforming a major community hub, and as such, supports the following goals of Campaign Six:

- Develop strong, economically viable, and diverse neighborhood commercial areas that help to provide entry-level jobs, high-quality goods, and personal services to our citizens, offer entrepreneurial opportunities, and help increase our city's economic development and growth.

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- Support and promote opportunities for shopping for residents and visitors at stores, businesses, and personal service shops within our city.

Campaign Nine: Vital Urban Villages

“Urban villages” is a term used to signify planned communities in an urban context. Repositioning the vast amount of concentrated vacant and/or underutilized property in the URA will allow for renewed vitality and growth under a guided and phased process that supports the following goals of Campaign Nine:

- Reduce the impacts of the concentrations of poverty in our community by encouraging economic diversity, appropriate neighborhood design and planning and expanded economic opportunity.
- Encourage strong, stable and vital neighborhoods that retain their unique characteristics, are supported by appropriate community resources, services and amenities in mixed-use, village-like core areas serving nearby residential neighborhoods, provide essential goods and services and help create a high quality of life for every citizen.
- Ensure adequate parking resources or facilities that balance the protection of neighborhoods and residences with the need to sustain the economic viability and vitality of commercial areas.
- Develop a pedestrian circulation system that provides maximum accessibility to nearby goods and services, our parks, recreation and open space areas and other community amenities.
- Support a land use development pattern in our city that balances reasonable property use rights with our community’s expectation of protection from negative impacts generated by nearby uses or activities.

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C. Plan Implementation Goals

The following goals are correlated with and supported by the land assembly actions proposed in the Plan:

1. To eliminate substandard, underutilized, and deteriorated structures and other blighting influences in the URA, through acquisition and demolition.
2. To identify levels of environmental contamination on properties that potentially impact the neighborhood.
3. To identify and implement those environmental remedies best suited to reposition contaminated properties for higher and better uses consistent with the protection of public health and the environment.
4. To improve security and safety.
5. To assemble marketable sites for future redevelopment based on the proposed land use concept in order to promote neighborhood revitalization, create increased economic development and achieve maximum public benefit.
6. To seek opportunities that would allow displaced businesses and agencies to relocate within the neighborhood.
7. To seek opportunities that would allow for increased quality affordable housing for residents based on existing City goals and the demand demonstrated through housing market analyses.
8. To allow for the analysis of future public right-of-way and other public infrastructure improvements to improve pedestrian and vehicular transportation.

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IV. URBAN RENEWAL ACTIONS:

The following urban renewal actions will be undertaken in the URA in phases to support the above Plan Implementation Goals. (See “**Exhibit H - Proposed Property Acquisition Map**” and “**Exhibit I - Proposed Property Actions Matrix**”).

- A. Acquire select substandard, underutilized, and deteriorated properties for land assembly.
- B. Demolish select substandard, vacant or underutilized, and deteriorated structures.
- C. Conduct environmental investigation of acquired properties and remediate these properties where necessary and appropriate to protect public health and safety. This information will be used to determine the location of future land uses.
- D. Provide relocation assistance in accordance with applicable Federal Relocation Guidelines to ensure:
 - 1. Owners will receive a fair purchase price for their properties.
 - 2. Advanced notice is provided to displaced residents, businesses and not-for-profits that they are assisted to find comparable replacement housing or non-residential premises before they are required to vacate, they are compensated for their moving and other relocation expenses, and, if necessary, they are reimbursed for the added costs of the replacement housing or premises.

As described in Section III.C, above, this process will be implemented to seek out opportunities to allow displaced businesses and agencies to relocate within the neighborhood.

V. LAND USE PLANNING:

A. **Setting the Stage**

The Plan outlines the first phase of a strategy to: remove blight; remove substandard, underutilized, and deteriorated structures; allow for the

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identification, investigation and/or remediation of environmentally contaminated properties; and, to allow for the land assembly needed to revitalize and transform an important gateway neighborhood in the city's southwest quadrant. The area's long history as a mixed-use community hub and the presence of major transportation connections and corridors, renders this location a unique economic development opportunity. Future redevelopment within the URA will be informed by the goals of the Plan, compatibility of adjacent uses, the goals and objectives identified through public engagement, and environmental due diligence; all of which promote and protect additional public investment.

B. Proposed Land Uses

Bull's Head's legacy as a community hub for employment, commerce, residence, public services, health services, and multi-modal transportation, and as an important historic western gateway to downtown in the city's southwest quadrant, is helping to determine appropriate future land uses in the URA. This legacy paired with urban design principals which focuses on human-scale development, walkable blocks and streets, housing and shopping in close proximity, and accessible public spaces, is a blending of the old and new which will offer a sense of pride for our long-term residents who remember the hustle and bustle of the area, and for future residents, business owners and guests who wish to be at the center of, and partake in, new opportunities and the economic resurgence of the area.

Public and semi-public services/uses were identified during the 2009 Design Workshop as desired land uses within the URA. Such uses include but are not limited to schools, public libraries, fire and public safety buildings, museums, parks, public meeting halls, governmental buildings and community centers. Examples of such uses cited from community input include open space, police station, City Neighborhood Service Center, and other public service facilities such as a post office and a community resource center.

A key take away from the July 2017 public meeting (described in Section II above and illustrated below) is that both the URA and the BOA lack

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sufficient open space, parks and recreational opportunities. The lack of open space and recreational opportunities is detrimental to the quality of life within the URA. Therefore, well-designed public open space will be provided for connectivity, and will become an integral part of the urban fabric, making accessible, all future components of this revitalized community hub. Accordingly, these land uses will contribute to the success of the URA:

- Commercial (including retail, office & services)
- Residential
- Public and Community Services
- Open Space



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The proposed land use concept for the targeted area within the URA generally promotes mixed-use commercial along the arterials with residential, public services, and open space in the off-corridor areas. The proposed land use concept plan also promotes opportunities for upper-floor residential with mixed-use commercial space along the arterials. Based on community input during the public planning process, the one land use found not desired to be located within the targeted portion of the URA is industrial/manufacturing. (See "Exhibit J - Proposed Land Use Concept Map").

Each of the land use areas identified in the proposed land use concept map have a unique role within the broader make-up of the Bull's Head revitalization strategy. These areas are further described as follows:

Gateway Corridor:

The proposed Gateway Corridor land use area recognizes heightened visibility and access along West Avenue and the convergence of West Main Street and Brown Street. It emphasizes a mix of commercial retail sales and service as the primary uses. Upper floor residential when in a mixed-use setting of first floor commercial space, provides a 24-hour population thereby adding overall increased vitality. While not primary uses, opportunities for infill residential as well as public and community services may be accommodated.

Neighborhood Corridor:

Similar to the Gateway Corridor land use area, the proposed Neighborhood Corridor land use area emphasizes a mix of commercial retail sales and service as its primary uses. Along the east side of Genesee Street across from St. Mary's medical facilities, this area would readily accommodate public and community services as well.

Community Hub Mixed-Use:

The proposed Community Hub Mixed-Use land use area emphasizes a mix of public and community services and/or residential as its primary uses. Well-designed public open space will help to connect the proposed new development opportunities with existing adjacent areas.

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While the land use areas listed above are intended to facilitate corresponding future redevelopment within the targeted portion of the URA, the proposed locations of specific uses will require further site analysis as identified in this Plan, as well as further community planning to determine land uses appropriate for each portion of the URA. This further analysis and community planning will take into account: sub-surface environmental and geotechnical conditions; market demand; public safety; transportation issues and opportunities; and, best practices in urban design. The information obtained from these activities will provide a basis for refined specific land use recommendations to be included in a subsequent stage of the Plan, which will be reviewed and adopted using the same procedures as are required for this first stage of the Plan.

C. Zoning

The Plan is intended to assist in repositioning portions of the URA as catalysts for future redevelopment. Redevelopment in the Bull's Head area will reflect the spirit of a vibrant community by creatively combining the traditional architectural heritage of existing buildings with innovative designs of new development and site improvements. Existing buildings within the URA offer a unique variety of building types and vintages, some suitable for adaptive reuse and for providing design queues for future development. One of the desired outcomes of the public engagement process in the next stage of the Plan process is to define and refine the desired list of compatible and complementary land uses; building articulation and design character; site design standards, such as landscape elements, pedestrian access and connectivity, open-space, site amenities, and area lighting, at a minimum. Once defined, this information will be used to determine if existing zoning classifications are sufficient to support and advance the redevelopment goals and objectives of the URA, or if more specific urban renewal district regulations are necessary. Until then, the existing zoning classifications and regulations of the 2003 Rochester Zoning Code will be retained.

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D. Transportation

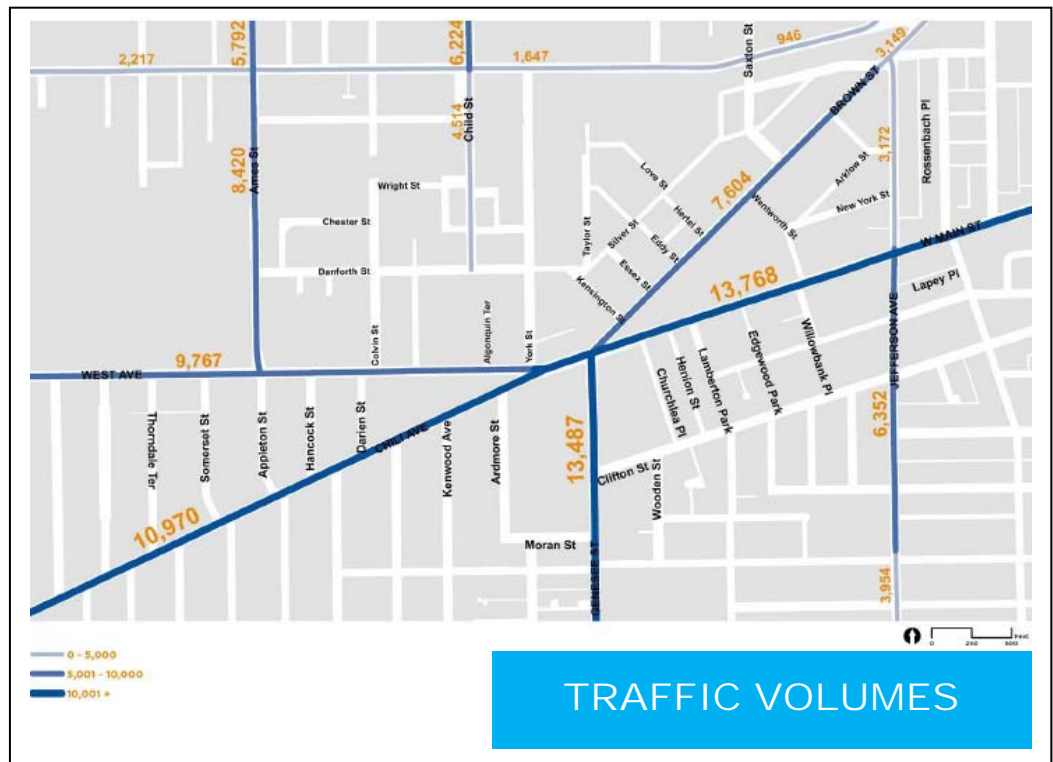
The Bull's Head neighborhood is a key western gateway located at the crossroads of several arterials in the city, including West Main Street, West Avenue, Chili Avenue, and Genesee Street. West Main Street, West Avenue, and Chili Avenue serve as the major east-west corridor to and from the surrounding neighborhoods. Despite its role as a gateway, the area's connectivity is somewhat constrained by asymmetrical intersections, limited north south access due to the presence of the railroad tracks and I-490 and an insufficient street grid. Additionally, the roadway configuration and traffic patterns present significant challenges for safe access for pedestrian and bicyclists.

Transportation infrastructure is an important component to the successful revitalization and transformation of Bull's Head. Through inventory of existing data and community input, the following three primary transportation issues within and serving the URA have been identified:

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Traffic Volumes

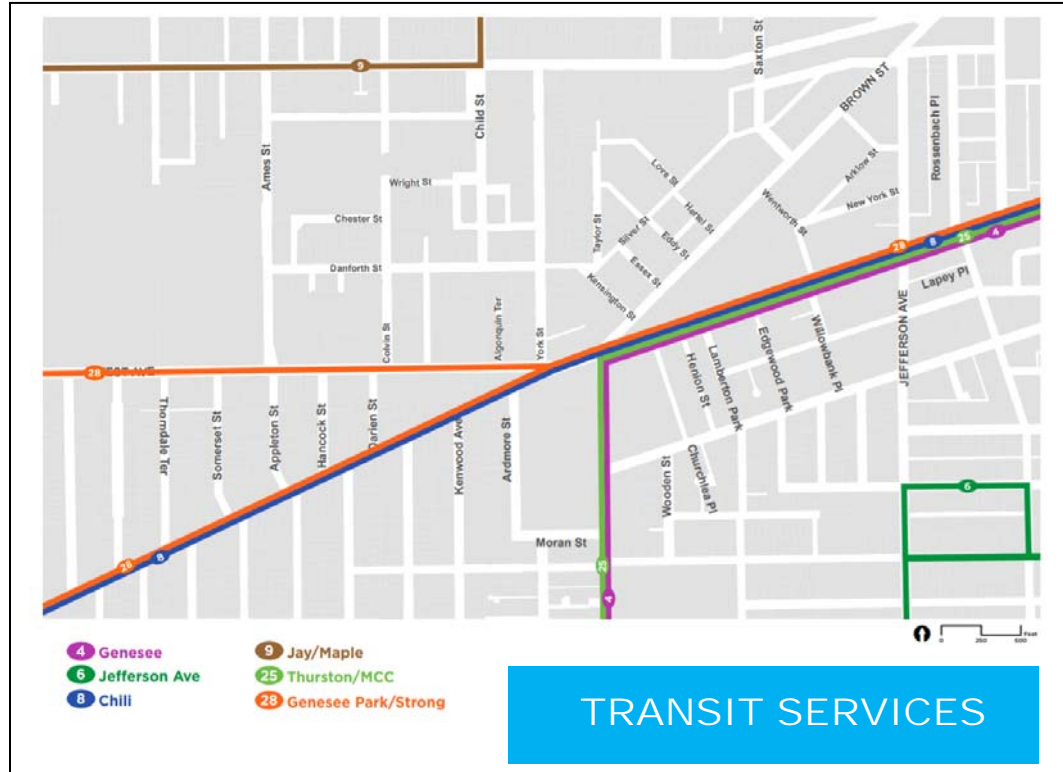
As per traffic count data presented at the July 2017 public meeting (shown below) traffic volumes are significant in and around the URA with the highest volumes occurring on West Main Street, Genesee Street, West Avenue, and Chili Avenue. High traffic volumes paired with outdated and inadequate pedestrian amenities discourages the public from walking to local business and services. To address deficiencies in pedestrian connectivity and comfort, further detailed analysis is needed to determine where there are any opportunities for road diets, complete streets, and/or traffic calming. Vehicular level of service (LOS) should not be used as the dominant metric in evaluating street and intersection use and efficiency in the URA. New or reconstructed streets are to utilize a full complement of pedestrian amenities from street trees, street furniture, and pedestrian scaled lighting to encourage pedestrian activity.



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Transit Services

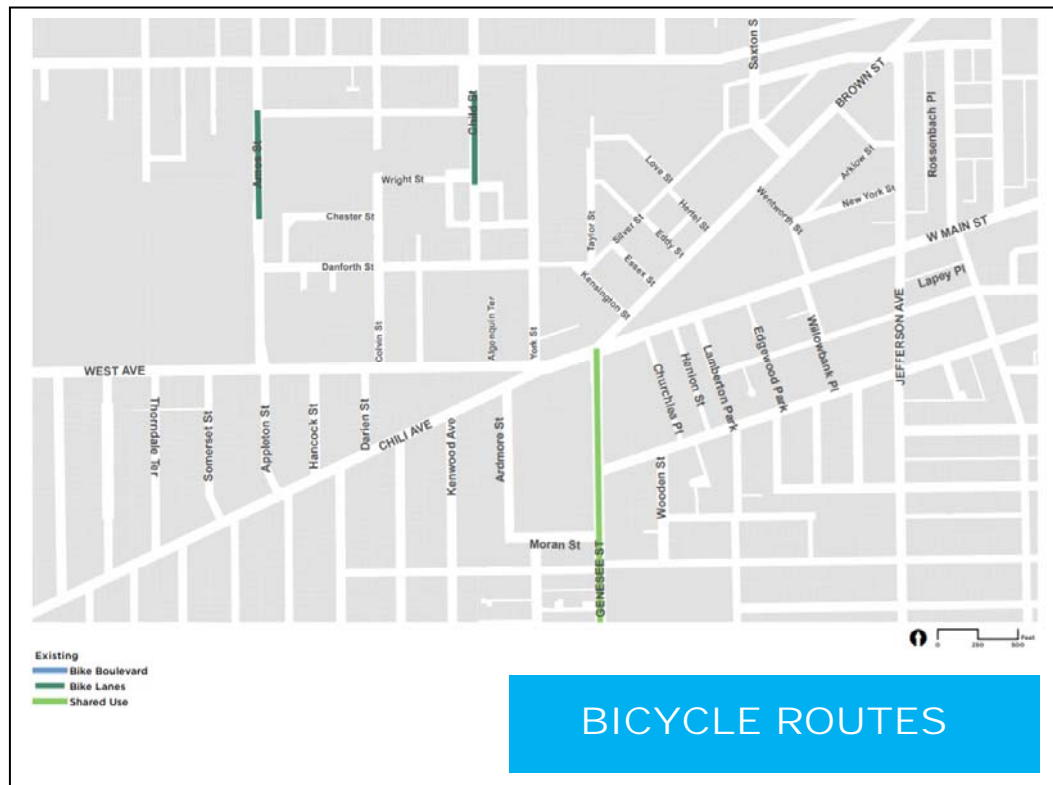
The major roads through the Bull's Head act as a conduit for several public transit routes going to and from downtown, including the #28, 25, 8, and 4 bus routes. Cross-neighborhood access is limited outside of these downtown oriented routes. For example, the URA lacks transit routes connecting to the north. Shown below are the existing transit routes serving in and around Bull's Head. Ongoing Bull's Head revitalization efforts will seek opportunities for increased and enhanced public transit serving the neighborhood.



BULL'S HEAD URBAN RENEWAL PLAN

Bicycle Routes

There are limited bicycle facilities within the Bull's Head neighborhood. As shown below, the only dedicated bicycle lanes near the URA are on Ames Street and Child Street. These lanes are associated only with the road underpasses however, and do not continue into the adjacent neighborhoods. Genesee Street is marked for shared-use, but has a high daily vehicle traffic volume. Improved pedestrian and bicycle circulation in and throughout the URA is key to successfully revitalizing this community hub. Street resurfacings, reconstructions, or reconfigurations that take place within the URA shall advance to the extent possible, the City's Bike Master Plan through marked separate on-street bike lanes, physically protected bike lanes, and extension of the City's bike boulevard plan/low-stress bicycle network.



BULL'S HEAD

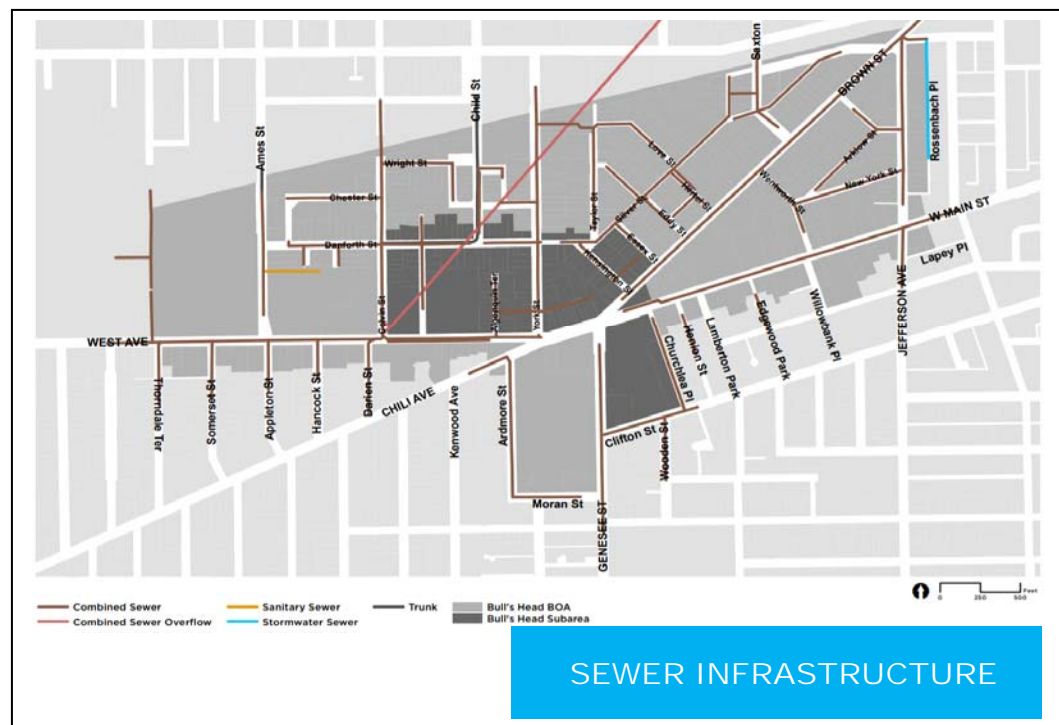
URBAN RENEWAL PLAN

E. Infrastructure

The URA is served by municipal sewer and water infrastructure. A summary of this infrastructure follows:

Sewer

According to historic maps of the Bull's Head area, this area of the city has been a significantly built-up, urbanized area since the late 1800s, including St. Mary's Hospital, mixed-use buildings along the W. Main Street, Chili Avenue and West Avenue corridors, and low to medium density residential in the northern and western portions of the subject area. According to the sewer infrastructure map below, the majority of both the URA and the BOA includes combined sewers, which captures and conveys both sanitary and stormwater to a treatment plant owned and operated by Monroe County Pure Waters District (MCPW). Any new development in the area will be very similar in density to historic development of the area, and therefore will not generate an increase in sewer capacity requirements. MCPW will be consulted throughout the development design phase to ensure that the sewer needs of any development and/or redevelopment does not exceed the capacity of the existing combined sewer infrastructure.

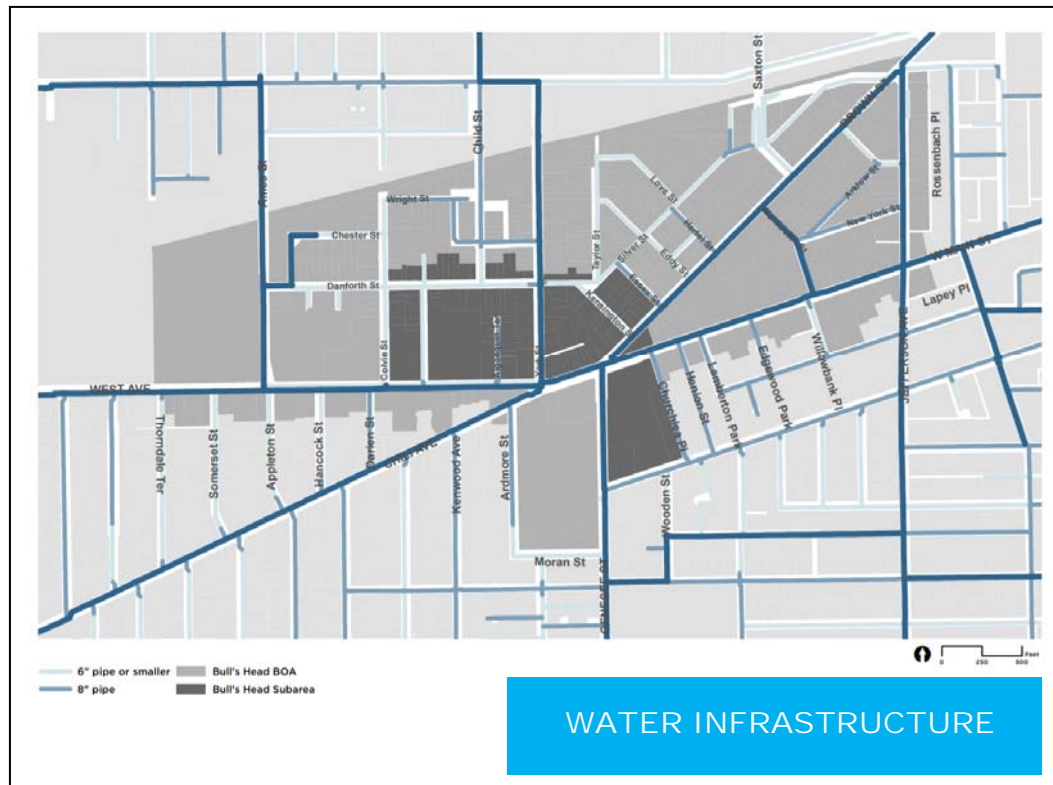


BULL'S HEAD

URBAN RENEWAL PLAN

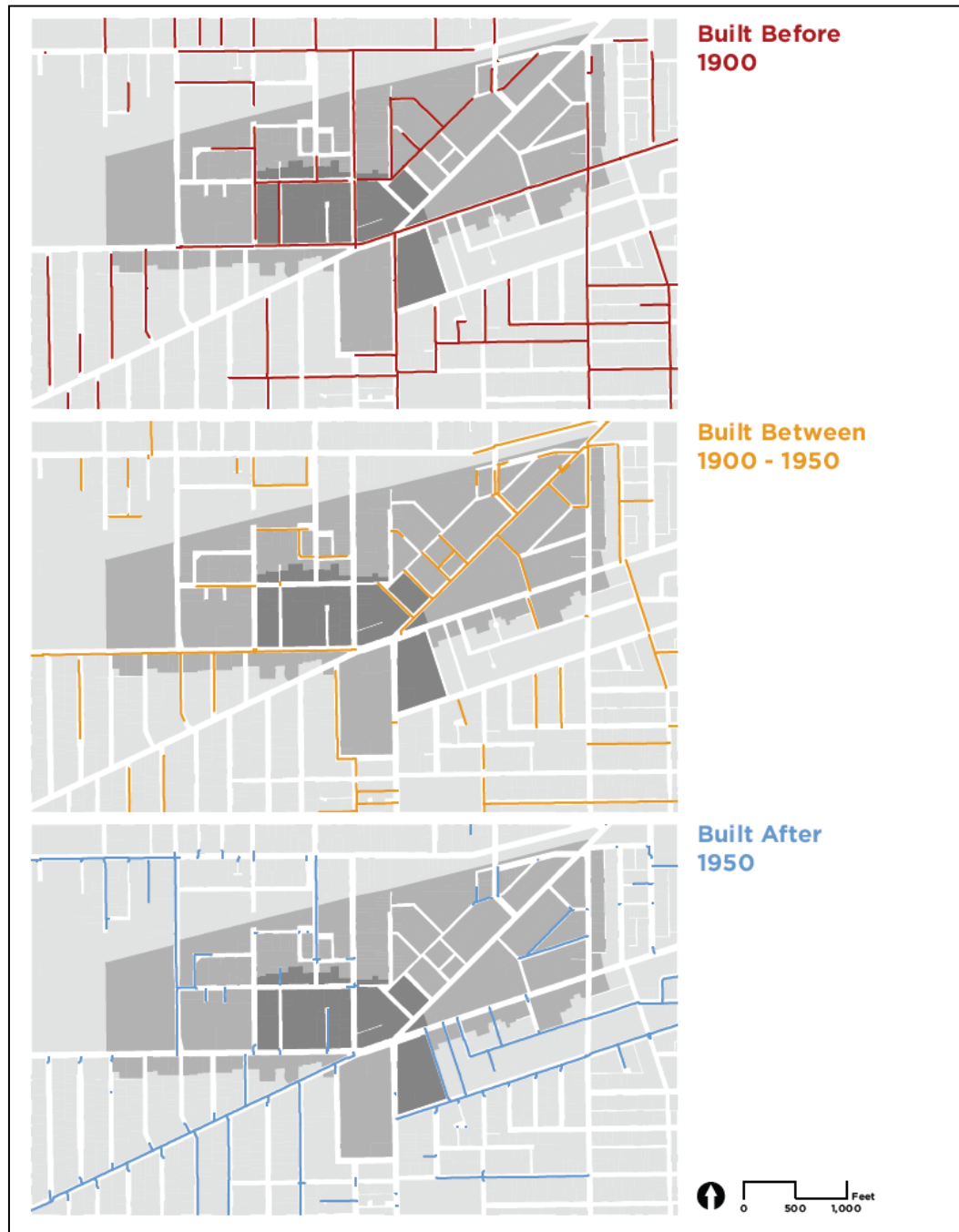
Water

The City of Rochester's water delivery system has full coverage within the URA. A depiction of the water lines in the Bull's Head neighborhood is shown below.



Within and around the URA, a large percentage of the water infrastructure was built before 1950. This alone does not directly indicate a problem. Overall, the existing system is located and sized sufficiently to serve the present land uses in the URA and the system is anticipated to be sufficient to handle any increases in demand that will be generated by activities and land uses envisioned in this Plan. However, as sites are being evaluated for reuse potential, the age and capacity of the adjacent water infrastructure will be considered. Shown below is a summary of the age, by segments, of the Bull's Head neighborhood water infrastructure.

BULL'S HEAD URBAN RENEWAL PLAN



Water Infrastructure - Age of segments serving the Bull's Head Neighborhood

BULL'S HEAD

URBAN RENEWAL PLAN

VI. URBAN RENEWAL PROCEDURES AND PROPOSALS:

A. Procedures for Amending Urban Renewal Plan:

Any amendment to the Bull's Head Urban Renewal Plan shall require approval of the City Council of the City of Rochester. This will require review beforehand by the City Planning Commission and then consideration by the Council, both in accordance with Article 15 of the NYS General Municipal Law and with the rules and procedures for amending the City Comprehensive Plan set for in Section 120-190C.

B. Relationship of the Plan to the Rochester Zoning Code:

Any subsequent stage of the Plan that requires changes in the Zoning Code's present mapping and regulation of land uses within the URA shall require City Council to adopt regulations for a new urban renewal zoning district, after review by the City Planning Commission and the holding of public information meetings and hearings, in accordance with Sections 120-119, 120-120, 120-121 and 120-190C of the Zoning Code.

C. Code Enforcement:

The City will rely on its existing code enforcement system to complement the active measures set forth in this Plan by working to prevent further blighting of the remaining structures and grounds.

The condition and timely maintenance of all residential, commercial and industrial buildings in the city is vital to the health, safety and visual appeal of our work environments, commercial corridors and residential neighborhoods. Well maintained properties play a vital role in revitalization activities aimed at long-term economic success of the city, such as attracting new businesses, promoting the expansion of existing businesses, and stimulating job growth and development. In order to preserve and protect investment in housing and business resources in the city, to enhance the residential neighborhoods, and to protect the health, safety and welfare of the persons who live, work and recreate in the city, the City's Department of Neighborhood and Business Development's Division of Code Enforcement conducts property and building code inspections, and performs necessary code enforcement activities to ensure

BULL'S HEAD

URBAN RENEWAL PLAN

the highest quality and standard is attained and maintained. Code Enforcement Officers are assigned to specific areas of the City so that they can become familiar with the area and acquainted with its residents and businesses.

The goal of the Division of Code Enforcement is to achieve timely voluntary compliance of every noted violation to ensure swift action is taken to minimize the negative visual impacts that exterior building and property code violations impose on the quality of life of our citizens and visitors. Code enforcement activities begin with an inspection that may be the result of a complaint, neighborhood survey, a referral, or an application for certificate of occupancy. The primary focus of these inspections are to note any health and safety violations and to address blight. Code enforcement will notify the property owner if violations are present, a will note that abatement is required within a specified time frame depending on the violations. An extension of time to comply may be granted if the owner shows "good faith" in completing the work required to abate the violations. If progress is not achieved on a continual basis, a schedule for the completion of the work may be requested. Code enforcement officers are trained to offer applicable resources that may be available to help the property owner resolve the violations, whenever possible. If no progress is made, the property is placed in enforcement, which could result in fines.

In addition to Code Enforcement, the Neighborhood Service Centers (NSC), under the Bureau of Neighborhood Preservation and also within the Department of Neighborhood and Business Development, are tasked with working to bridge the gap between neighborhoods by improving lines of communication, addressing quality of life issues through community partnerships, and enhancing delivery of services. As such, the Southwest NSC (SWNSC) would most likely be the first point of contact when it comes to reporting a nuisance activity or quality of life issue in the URA. It is the responsibility of the NSC to facilitate the resolution of neighborhood complaints and to assist in the reduction of neighborhood nuisance activities. To that end, each NSC office has an Administrator, an Assistant Administrator, Customer Service Representatives and Police

BULL'S HEAD

URBAN RENEWAL PLAN

Officers, all of whom work closely together with the Division of Code Enforcement to ensure that all issues are addressed and resolved in a timely manner.

VII. PROPOSED SCHEDULE FOR THE EFFECTUATION OF THE PLAN:

It is currently anticipated that effectuation of the Plan could take approximately three to five years in multiple stages, however, this schedule could be affected by factors such as real estate market conditions. Implementation of the first stage of the Plan will begin upon its approval by the City Council, anticipated in summer of 2018. Proposed land assembly activities herein are anticipated to be completed during the first 18 months thereafter. Adoption of necessary zoning amendments and an urban renewal district are also anticipated to occur within the first 18 months. Visioning activities for the targeted area of the URA that will inform those zoning amendments, will be completed within the first year.

As stated previously, planning for the URA is on an advanced and simultaneous track relative to the overall BOA planning process that encompasses a larger area. The BOA Step 2 planning process is anticipated to be completed in mid-2019. Public meetings specific to the URA and/or BOA public meetings will ensure continued community engagement to advance subsequent stages of the Plan including visioning and adoption of an urban renewal zoning district.

Years two and on would see: the redevelopment of the targeted portion of the URA with the construction of necessary related public improvements; revitalization planning and implementation for the remaining portion of the URA; and, continued community engagement. Revitalization planning to address the remaining portion of the URA is anticipated to occur both as part of the existing BOA process and through additional public meetings occurring through years three and four. The public meetings to plan for the remaining portion of the URA will follow precedent with the public meetings for the targeted portion. The associated meeting invitations, postings and announcements will be widely distributed in an effort to maintain the high level of public attendance experienced thus far in the planning process. As redevelopment in the URA proceeds, resulting opportunities for community-wide revitalization will be highlighted and discussed with the public to solicit their input and any renewed sense of priorities. (See process timeline below).

BULL'S HEAD URBAN RENEWAL PLAN



Appendix 1

September 2009 Community Design Workshop – Summary of Public Input

Breakout Table #1



Breakout Table #1 Notes:

- Gateways: main street of travel, primary = high volumes of traffic
 - Primary Gateways (Blue Mark): West Ave, Chili Ave, Brown, West Main & Genesee
 - Secondary Gateways: York Street (comes into Bulls Head) Churchlea, Henions, Jefferson Ave, Ames, Colvin Street, Silver Street, Saxton, and Troup Street
- These streets [gateways] should be well lit. Should have landscape and bumpouts

- Streets that need enhancements: West Main, Brown, York, and Genesee
- What Physical Enhancements are necessary?
 - Clean up all streets; create a sense of space you're entering/existing a neighborhood
 - Signage, banners, brick façade, archways, public art something that announces you've already entered the neighborhood
 - Need commercial development between York, Brown, and Genesee
 - Commercial development, arts and recreation
 - Pedestrian friendly
 - Widen Main Street
- Realign Genesee, West Main and Brown Streets
- Along West Main, put in a center tree lined median
- Something that would open up Bulls Head Plaza where the front of the building would face the street
- Consistent treatment of the streetscape
- Do not permit left hand turning from Brown Street onto West Main. One way for Brown Street, where residential traffic would be controlled
- Attractions include the Susan B. Anthony & Frederick Douglass area
- Need for Historical Markers: Ham House, Susan B. Anthony, Frederick Douglass
- Destinations for Connection: Ham House, Susan B. Anthony and Frederick Douglass, Browns Race, Bull's Head, Historic Canal, the Industrial Gateway going thru the northwest
- Safety - where in the area? Nowhere
- Site Development
 - Police Station along West Main Street
 - York Street behind old Post Office
 - No chain stores
 - Police Station in Bulls Head Plaza

Breakout Table #2



Breakout Table #2 Notes:

- Entering Bulls Head- Asking yourself- Where am I? How is this [area] different/ unique?

Gateways

West Ave (Church)

Brown St/ Main St

Genesee St (Unity)

Chili Ave

Identifiers

Public Art

Clock

Brickwork- like St Paul "Seth Green"

- Framing out street corners, enhancing street signs, banners
- Buildings, in their current state – ugly
- Preservation of buildings vs. too far gone to renovate? How can we save?
- How much money do we have for renovations?

- Currently privately owned property- responsibility of current owners. Can preserve if: good policy issues, City enforcement, Zoning regulations, private vs. public realm investments
- Plaza- for sale, can we put a street face/façade; allows “inter netting”
- Triangle near Rite Aid- under utilized corner
- More storefronts on Main Street
- Bump out at Rite Aid off Brown vs. Main
- Lighting farther down Main Street to Troup Street
- Allow traffic to slow down for safer crossing.
- Brown Street Gateway
 - Currently high volume / high speed corridor
 - Speed bumps?
 - Add some traffic control (traffic light) midway down block for speed. This would allow pedestrian/vehicle to stop and look
- DePaul Clinic Area (near Rite Aid)
- New bldg- Brown Main Street & SSPP
- Bus rest areas
- Parking opportunities – current empty space, utilization of cross streets
- How do we get people out of their homes and onto streets?
- Develop Businesses - discussion on what use to be here. Big businesses - as businesses left, people left.
- “Way to prop up neighborhood build up business”
- How can we foster landlord involvement/ responsiveness?
- City Code Enforcement
 - Working with city
 - Voicing resident concerns
 - Involve business associations to be proactive
- City of Rochester - Design Standards
- Bull’s Head block: north side of Main Street
 - OTB side deteriorating area
 - Would like to save façade
 - Police building behind stores on York Street
 - Parking in middle area
- Lighting Main Street
 - Carry lighting from Susan B. Anthony/Frederick Douglas
 - Wrap around lighting poles: Bull’s Head image, Wild Bill Cody?
- West End Historical District
- Dead end streets due to rail road
- If High Speed Rail Transit develops- Hub in area?
- Habitat home development along rail line
- Opportunity for cross over- underpasses at Ames, Child, Saxton, Brown
- Street Enhancements

- Widening - removal of large trees
- larger lots
- Buildings/businesses of desire:
 - Ice cream Restaurants/Cafes
 - Laundromat Clothing
 - Better visible post boxes Post Office / UPS/ FedEx
- Talk to Unity for service desk
- Space for youth sports/activities (gym at Bulls Head)- needs repair
- Development of community center (Buffalo Model- Police Station, auditorium, gym)
- Private sector gym- membership driven participation
- Events- current: Unity community health fairs, Brown Street health fair, anniversaries
- Open space available for events
- Bike routes: widen sidewalks, narrow streets
- Garbage cans/receptacles: incorporate Bulls Head image

Breakout Table #3



Breakout Table #3 Notes:

- Primary Gateway West Main/ Chili, Brown, Genesee, West Ave
- Secondary: Samuel McCree Way, Jefferson Avenue, Child Street, York Street, Danforth Street, Clifton Street, Silver Street (avoided)
- One person in group thinks that Brown Street should be relocated when going toward Bulls Head
- Addition added/ new street
- West Main Street is uncomfortable, not enough landscaping
- Current bike routes?
- Secondary rows for bikes so they don't hit traffic
- Bench seating for two people

Breakout Table #4




Breakout Table #4 Notes:

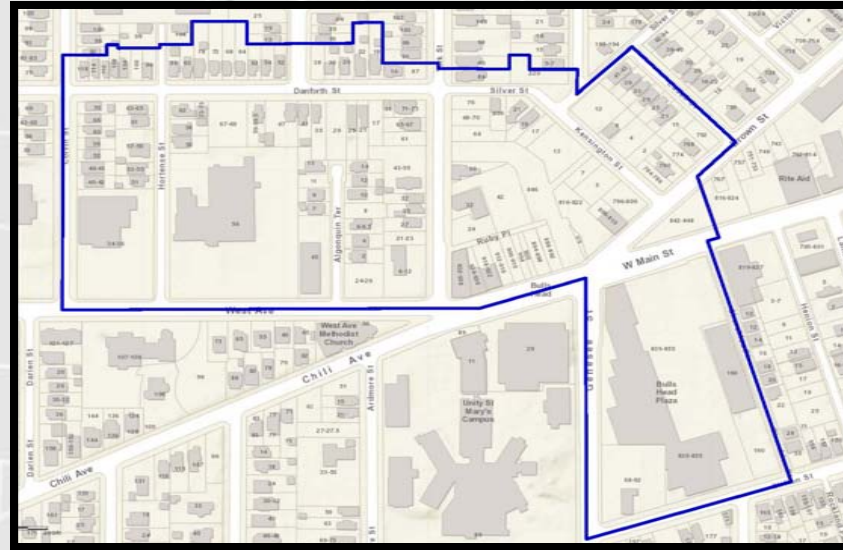
- Who we are - Zack, Bill W, Carl Fuss, Jeremy Coleman, Charles Smith, John Borek, Pat Jackson & Lynnette Robinson
- Why we're here- Rich history, real estate opportunity, job opportunities, opportunity to revitalize the area, art, focal point and main artery
- Gateways- Chili Avenue and West Main Street are primary; secondary are Genesee Street, Brown Street and West Avenue
- Physical Enhancements?
 - Historical landmark or public art at the "points" (West Main/Brown Street & Chili/West Avenue)
 - A new road to the North, from Genesee Street
 - Themed storefronts
 - Banners, flags on poles (with the "Bull's Head")
 - Bring the Bulls Head down or put it on banners
- Destinations to be connected/provided/improved

- St. Mary’s (A need for/want for destinations within the community to encourage St. Mary’s people to go out into the community instead of staying in the building to eat, etc. Also, staff need a way to cross the street safely.)
- Bulls Head Plaza
- Improvements?
 - Use of water fountains
 - Clean up the neglected block on West Main
 - Grocery Store – adds traffic & vitality, jobs
 - Police Station? Does not add vitality, sends wrong message
- Within the “Purple Area” [City proposed Urban Renewal District]
 - A community “resource” facility (not replacing the N.S.C. office)
 - Skywalk over West Main to Unity
 - Benefits to existing businesses (not to kill them)
 - Green space
 - Wider sidewalks by removing parking Main Street (some businesses will close without Main Street parking available)
 - Lighted desirable parking area (behind?)
 - Bicycle lane (not on sidewalks)
 - Crosswalks with yield signs
 - Roundabout at West Main/Brown ?
 - Another red light or two on West Main?
 - Need “brighter crosswalks” and other fixes to allow safe crossing of West Main
- Police station – good to have but not on main strip. Police take up parking spaces to get into police cars and drive to other areas. Need “beat” cops to walk the area
- Want an anchor store to bring people in (grocery, etc.) with parking in front – easier for people passing through to know where to park, more security for vehicles if they are visible from the street

**Bull's Head Urban Renewal Plan
Exhibit A
Project Location Map**

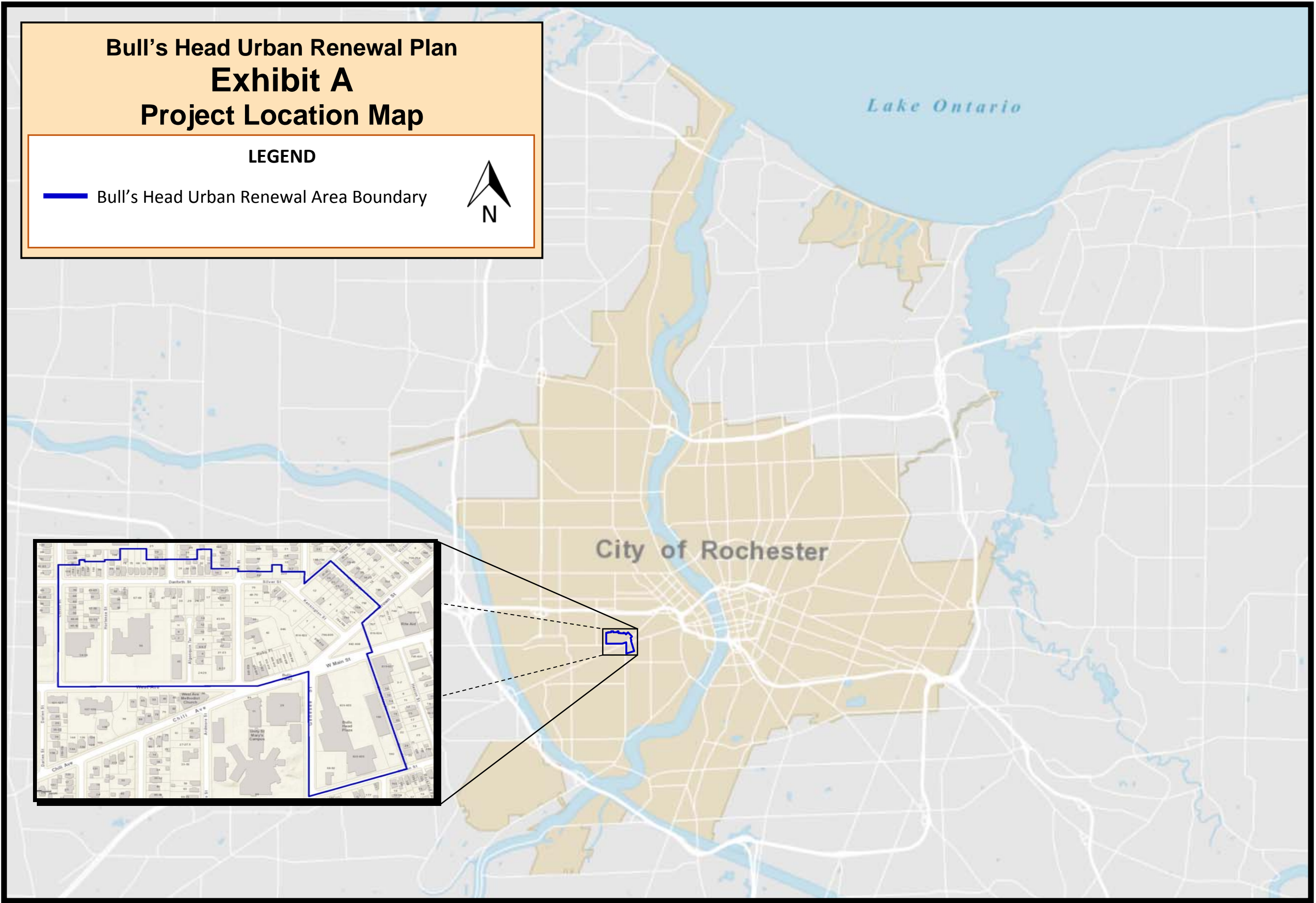
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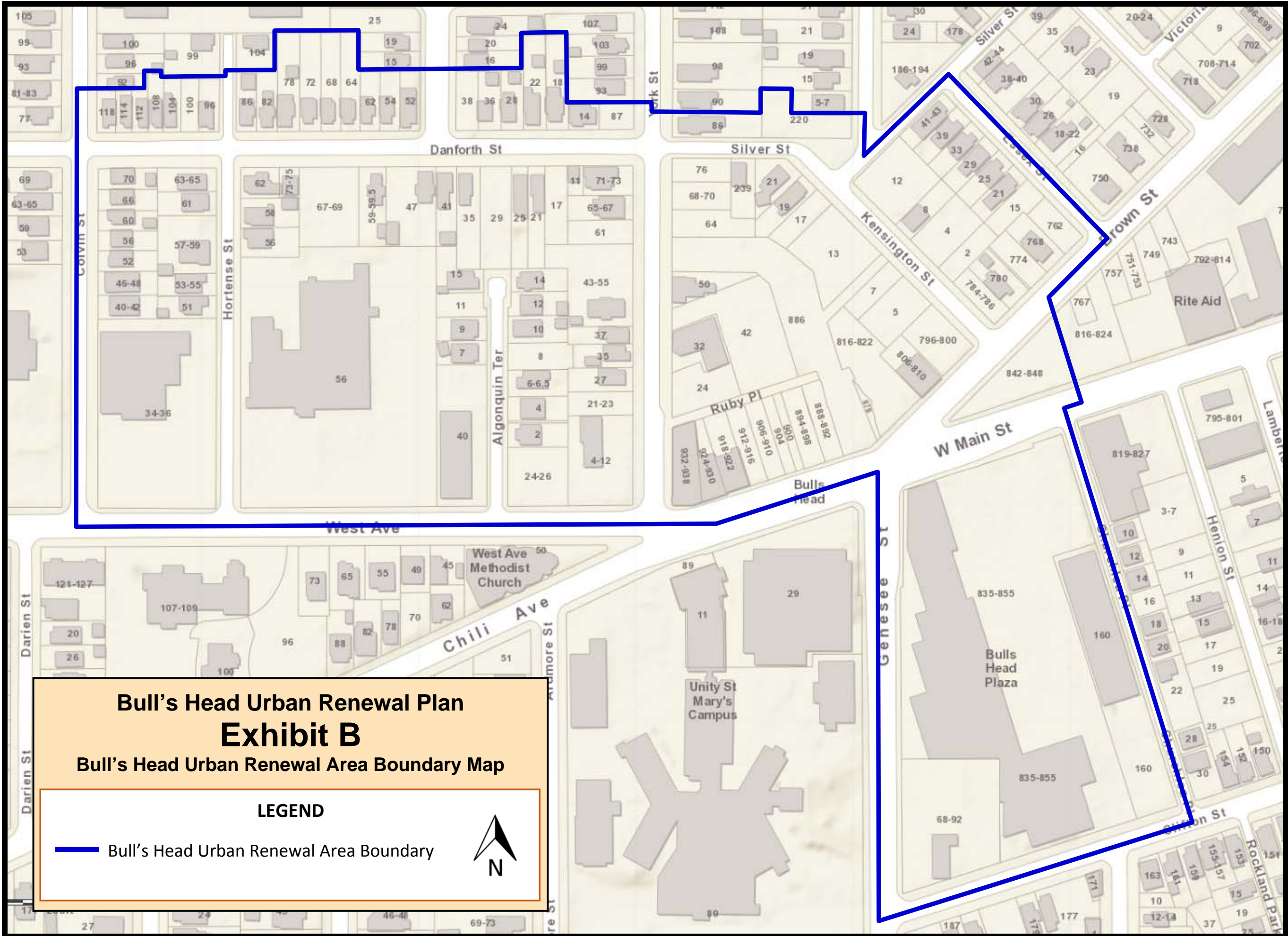
 Bull's Head Urban Renewal Area Boundary



City of Rochester

Lake Ontario





Bull's Head Urban Renewal Plan

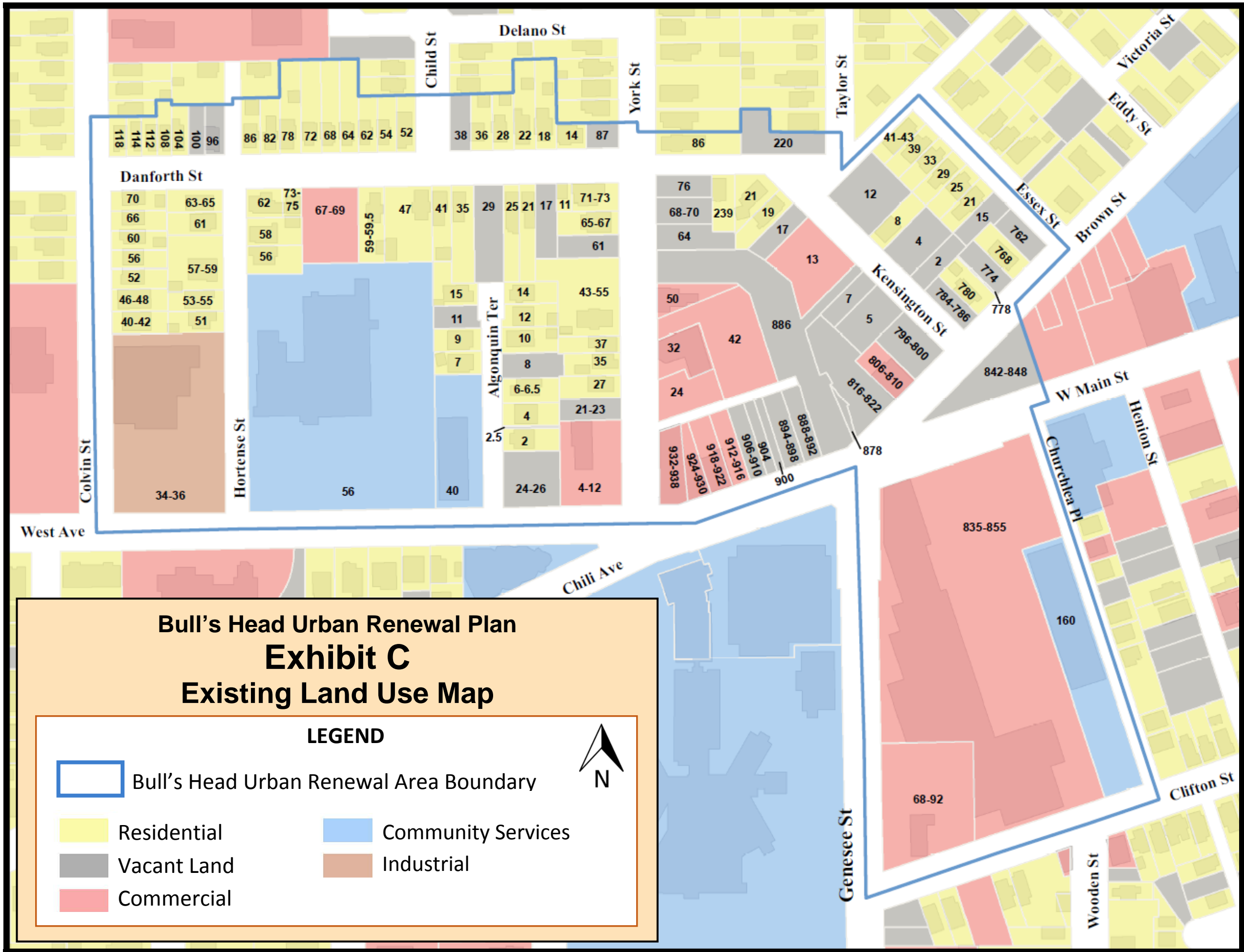
Exhibit B

Bull's Head Urban Renewal Area Boundary Map

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— Bull's Head Urban Renewal Area Boundary



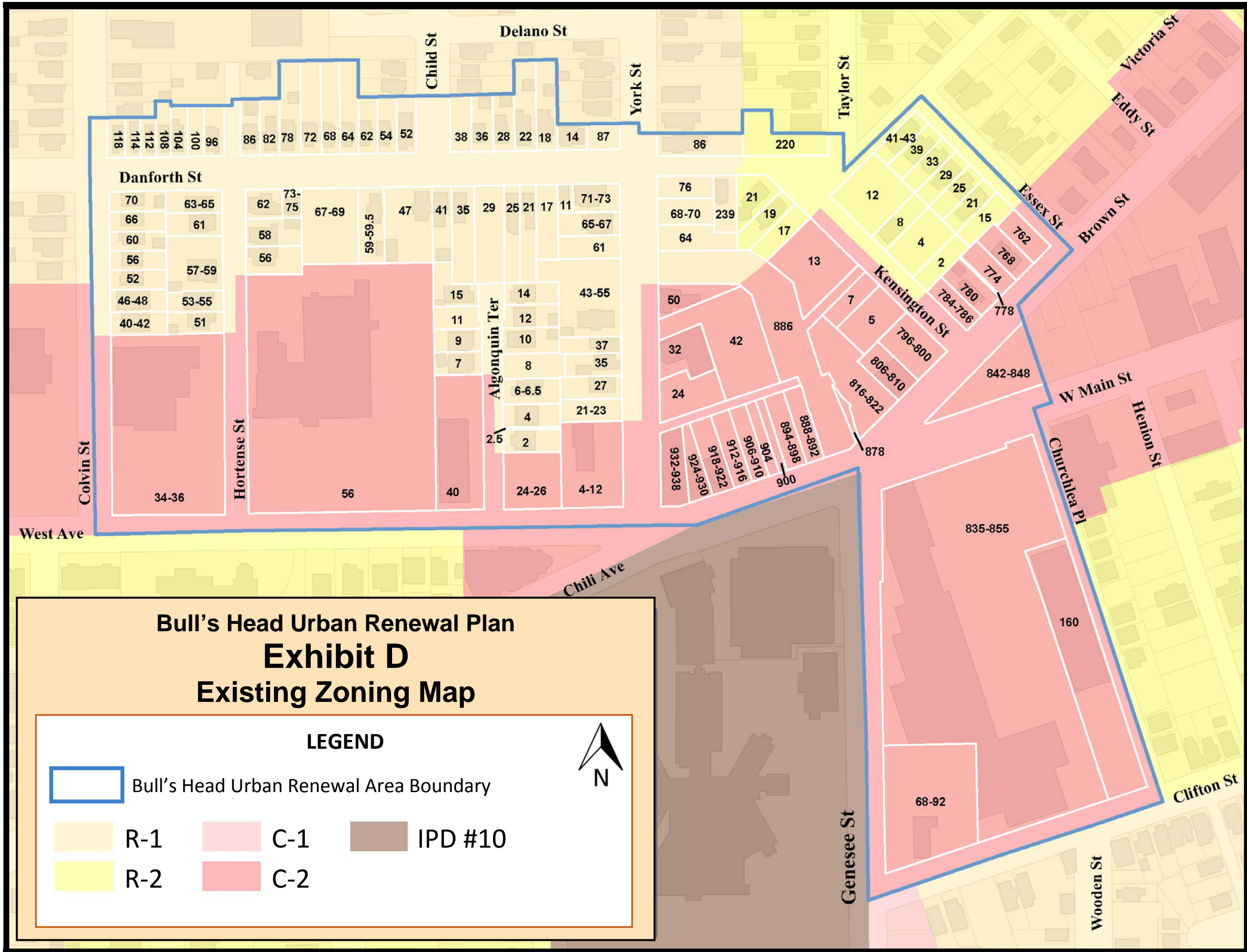


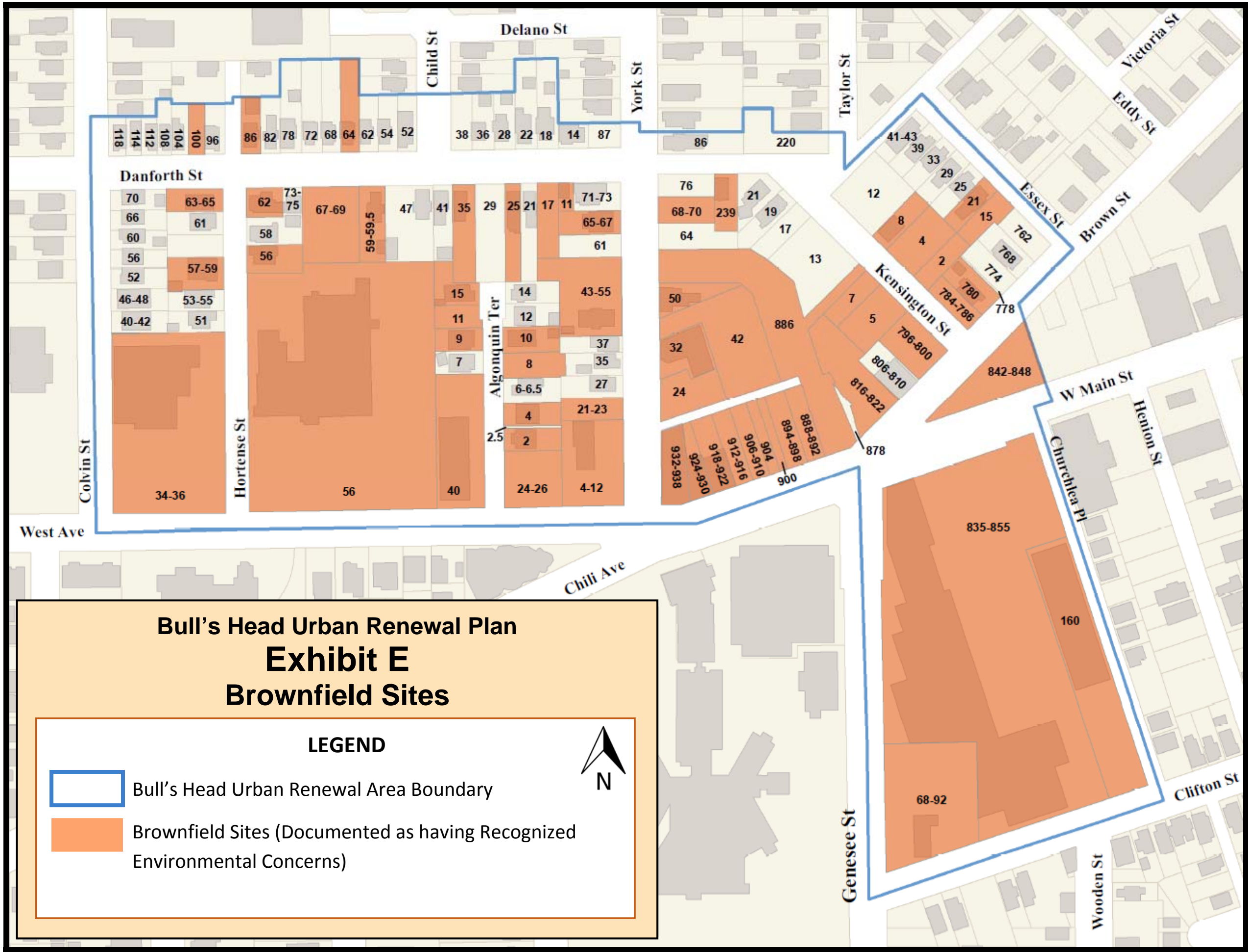
**Bull's Head Urban Renewal Plan
Exhibit C
Existing Land Use Map**

LEGEND

- Bull's Head Urban Renewal Area Boundary
- Residential
- Vacant Land
- Commercial
- Community Services
- Industrial









**Bull's Head Urban Renewal Plan
Exhibit E
Brownfield Sites**









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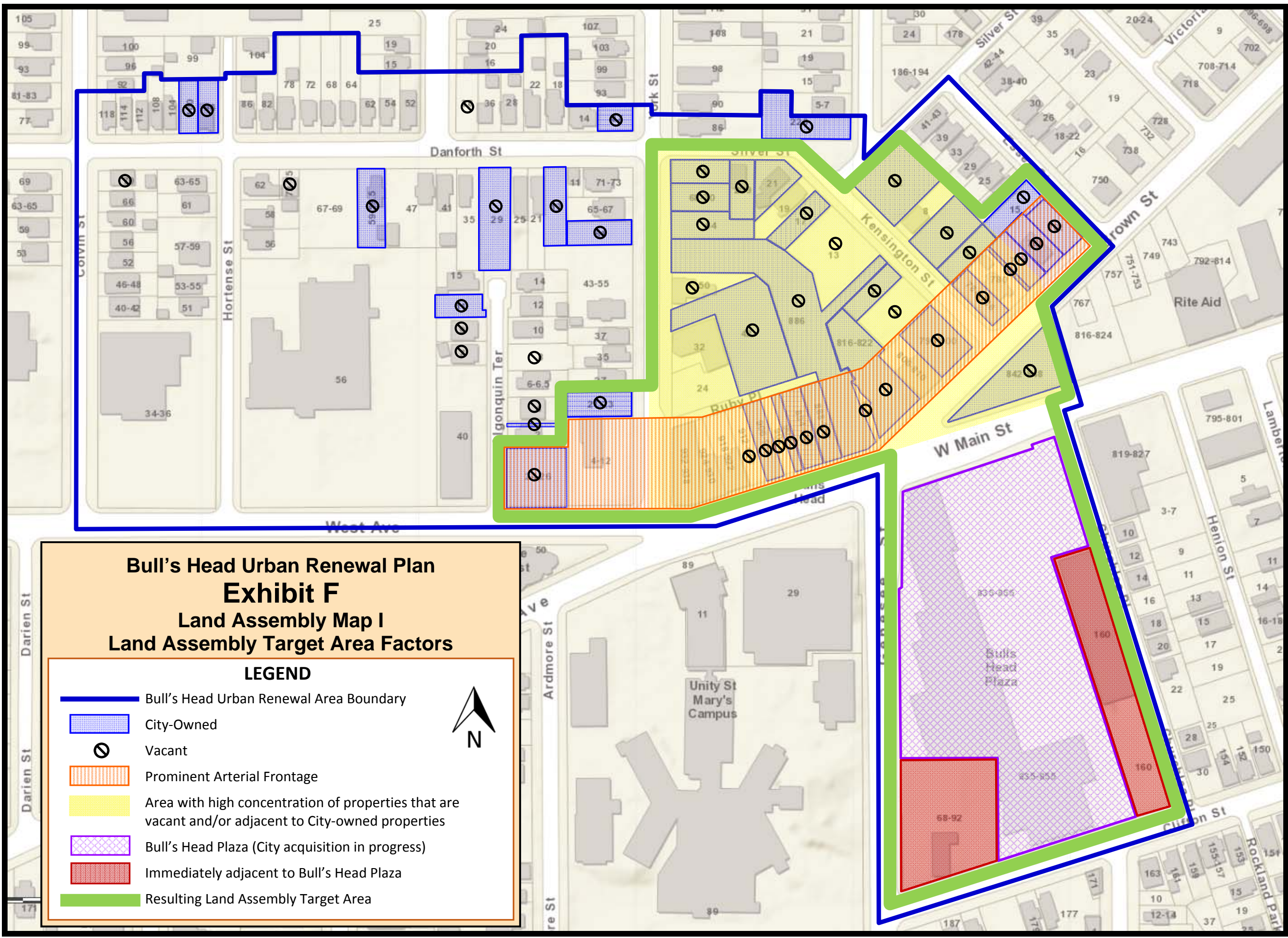
-  Bull's Head Urban Renewal Area Boundary
-  Brownfield Sites (Documented as having Recognized Environmental Concerns)



**Bull's Head Urban Renewal Plan
Exhibit F
Land Assembly Map I
Land Assembly Target Area Factors**









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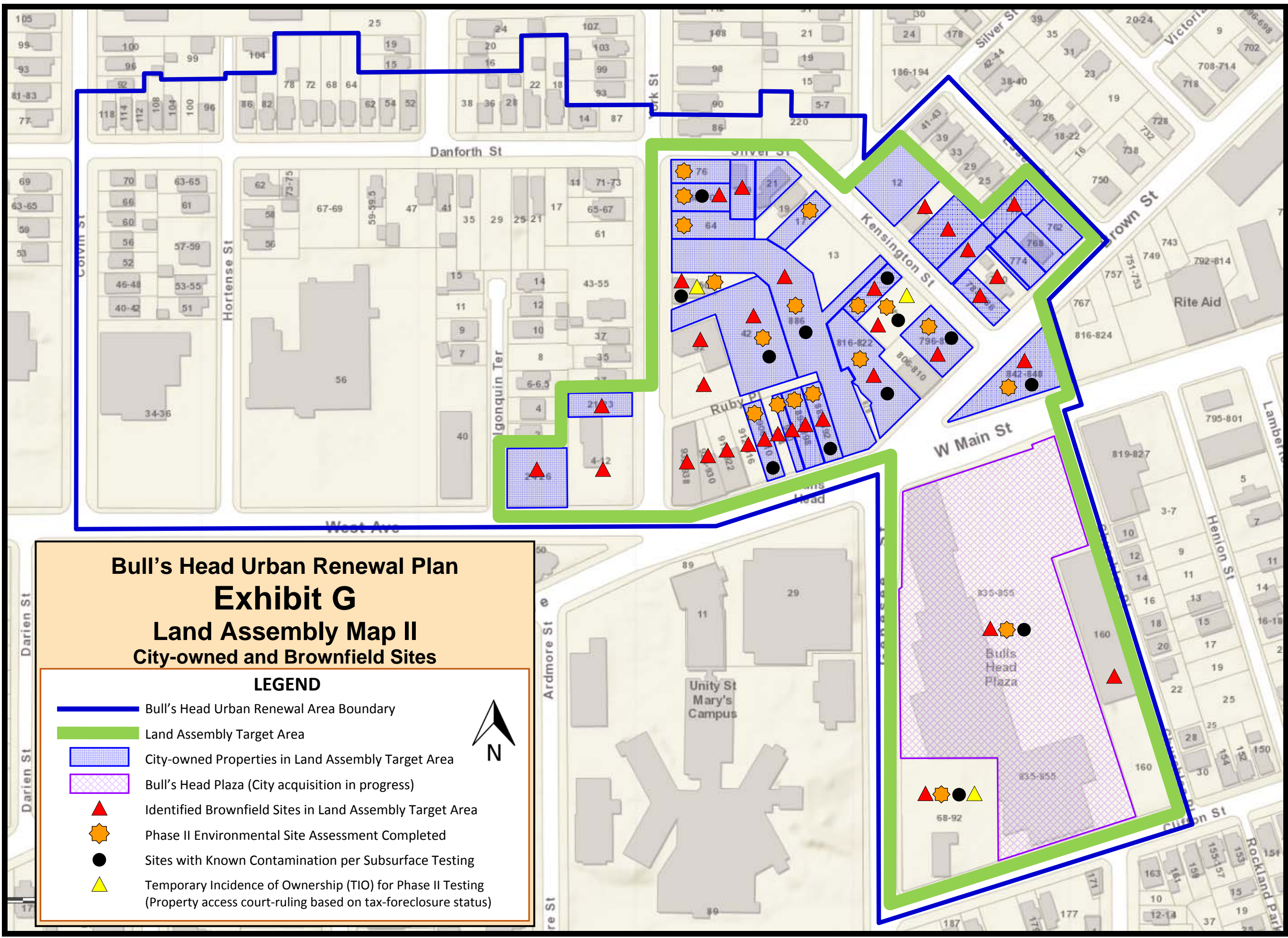
-  Bull's Head Urban Renewal Area Boundary
-  City-Owned
-  Vacant
-  Prominent Arterial Frontage
-  Area with high concentration of properties that are vacant and/or adjacent to City-owned properties
-  Bull's Head Plaza (City acquisition in progress)
-  Immediately adjacent to Bull's Head Plaza
-  Resulting Land Assembly Target Area



Bull's Head Urban Renewal Plan Exhibit G Land Assembly Map II City-owned and Brownfield Sites









LEGEND

-  Bull's Head Urban Renewal Area Boundary
-  Land Assembly Target Area
-  City-owned Properties in Land Assembly Target Area
-  Bull's Head Plaza (City acquisition in progress)
-  Identified Brownfield Sites in Land Assembly Target Area
-  Phase II Environmental Site Assessment Completed
-  Sites with Known Contamination per Subsurface Testing
-  Temporary Incidence of Ownership (TIO) for Phase II Testing (Property access court-ruling based on tax-foreclosure status)



Bull's Head Urban Renewal Plan Exhibit H Proposed Property Acquisition Map

LEGEND

-  Bull's Head Urban Renewal Area Boundary
-  Land Assembly Target Area
-  City-owned Properties in Land Assembly Target Area
-  Bull's Head Plaza (City acquisition in progress)
-  Proposed City Acquisition
-  Proposed Demolition
-  Proposed Rehabilitation or Demolition
-  Pending Demolition

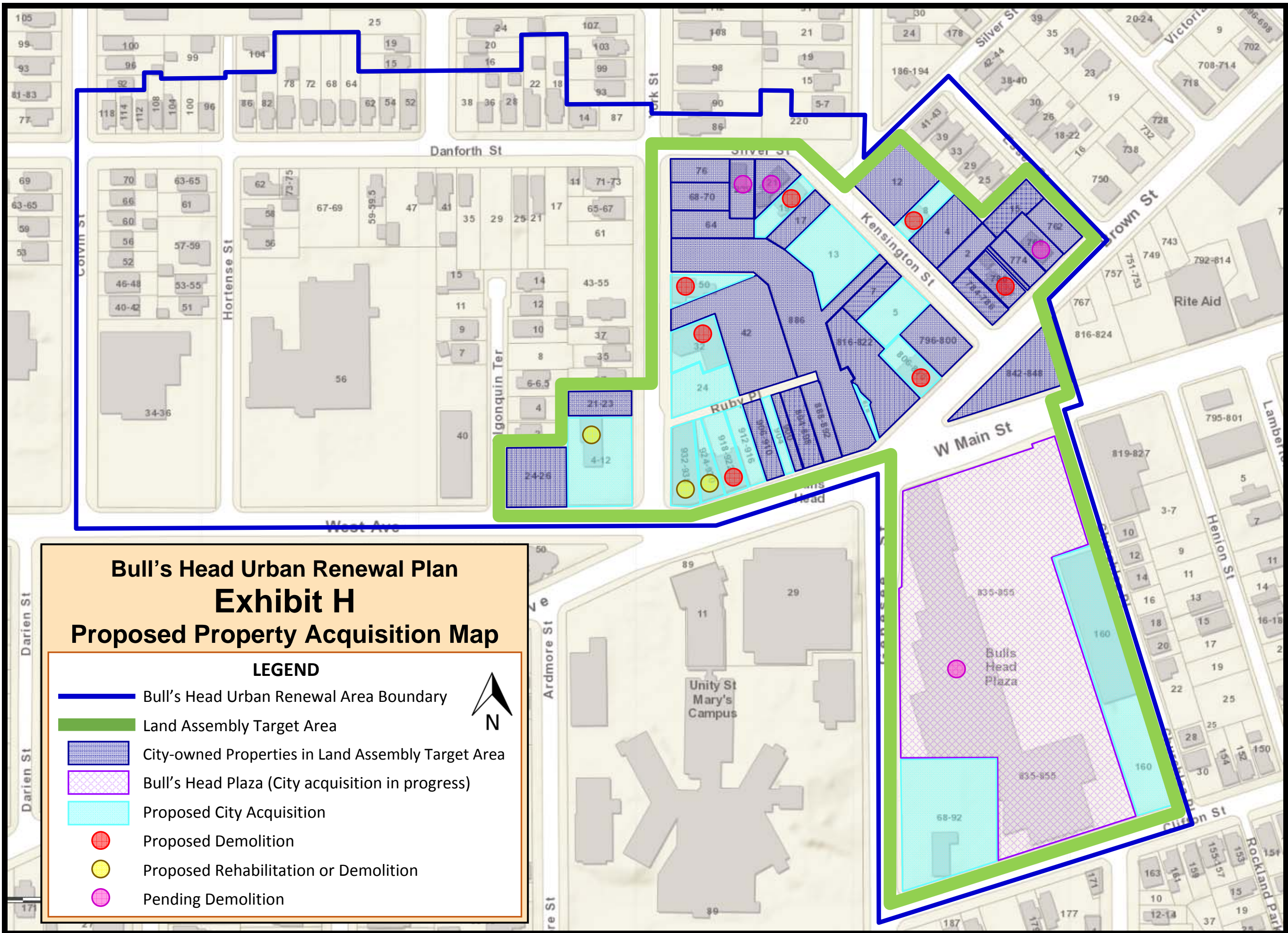


EXHIBIT I - PROPOSED PROPERTY ACTIONS MATRIX

SBL I.D.	Street Address	Actions				
		Acquisition	Property Description	Demolition	Occupant Relocation	Environmental Due Diligence
120.42-2-35	780 Brown Street	X	Single Family	X	X	X
120.42-2-54	806-810 Brown Street	X	Small Commercial	X	X	X
120.42-2-48	5 Kensington Street	X	Vacant Lot			X
120.42-2-40	8 Kensington Street	X	Single Family	X	X	X
120.42-2-60.002	13 Kensington Street	X	Vacant Lot			X
120.42-2-45	19 Kensington Street	X	Two Family	X	X	X
120.42-2-59.002	878 West Main Street	X	Vacant Lot			X
120.42-2-64	904 West Main Street	X	Vacant Lot			X
120.42-2-66	912-916 West Main Street	X	Vacant Lot			X
120.42-2-67	918-922 West Main Street	X	Small Commercial	X	X	X
120.42-2-68	924-930 West Main Street	X	Two-story Mixed-Use	TBD	X	X
120.42-2-69	932-938 West Main Street	X	Two-story Mixed-Use	TBD	X	X
120.42-2-70	24 York Street	X	Parking Lot			X
120.42-2-71	32 York Street	X	Small Commercial	X	X	X
120.42-2-73	50 York Street	X	Vacant Small Commercial	X		X
120.42-1-47	4-12 West Avenue	X	Small Commercial	TBD	X	X
120.50-2-3	160 Clifton Street	X	Health Facility		X	X
120.50-2-2.003	68-92 Genesee Street	X	Small Commercial		X	X

**Bull's Head Urban Renewal Plan
Exhibit J
Proposed Land Use Concept Map**

LEGEND

-  Bull's Head Urban Renewal Area Boundary
-  Land Assembly Target Area
-  **Gateway Corridor**
 - Mixed-Use Commercial
 - Retail
 - Public and Community Services
 - Upper Floor Residential
-  **Neighborhood Corridor**
 - Mixed-Use Commercial
 - Retail
 - Public and Community Services
-  **Community Hub Mixed-Use**
 - Residential
 - Open Space
 - Public and Community Services
 - Mixed-Use Commercial

