

# BULL'S HEAD REVITALIZATION PLAN

The Intersection of Past, Present, and Future

Nomination Study for the NYS  
Brownfield Opportunity Areas Program

January 2020

**B** believe.



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

# BULL'S HEAD REVITALIZATION PLAN

## ACKNOWLEDGMENTS

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# 01

## Project Description + Boundary

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## 1.1 History of Bull's Head Area

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

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



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

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



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

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



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

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



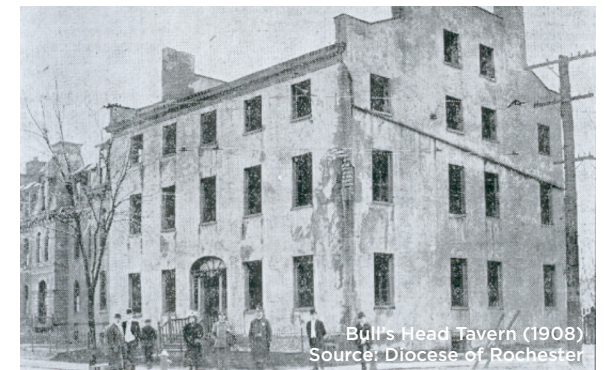
W Main Street (1950)  
Source: Monroe County Library



Taylor Instruments (1919)  
Source: Analog Weather



Danforth Residence (1952)  
Source: Monroe County Library



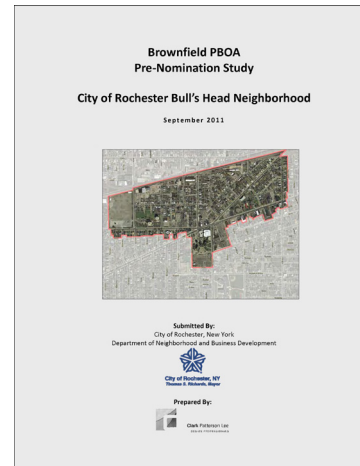
Bull's Head Tavern (1908)  
Source: Diocese of Rochester

## 1.2 Relevant Studies + Plans

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

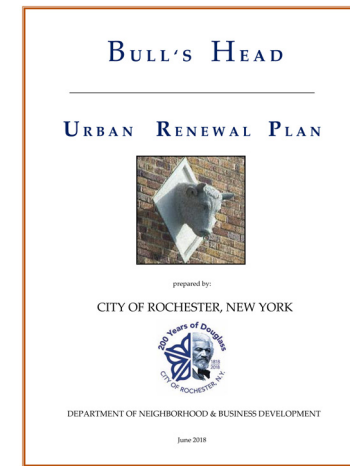
These plans have directly and indirectly addressed the Bull's Head study area's opportunities and challenges. This Plan, as described in "1.3 Purpose of this Plan" on page 8, did not seek to replicate these plans. Instead, this Plan was drafted in context to these other plans but focused on tackling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

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



### **Bull's Head BOA Pre-Nomination Study**

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



### **Bull's Head Urban Renewal Plan**

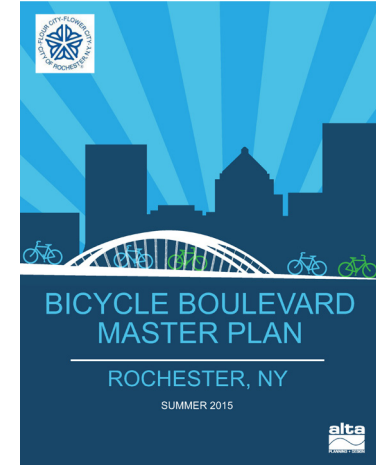
The Bull's Head Urban Renewal Area (URA) comprises approximately 34 acres centered at the convergence of W Main St, Genesee and Brown St, West Ave, and Chili Ave. The URA is centered in, and represents a small portion of, the Bull's Head BOA study area. In 2018, the Bull's Head Urban Renewal Plan (Phase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



### **From Blight to Bright, Project Green**

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

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



### **Rochester Bicycle Master Plan & Bicycle Boulevard Master Plan**

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

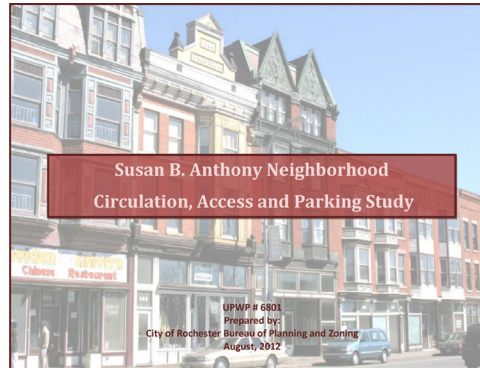
**Jefferson Avenue Focused Investment Strategy  
Area: Situation Analysis**

March 27, 2009

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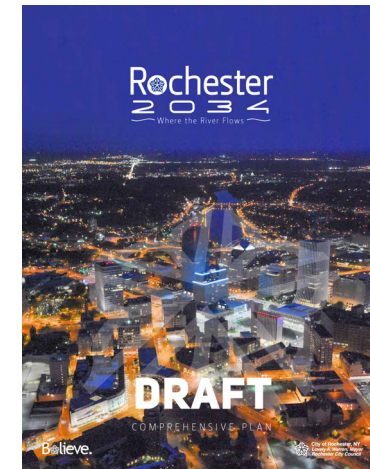


**Jefferson Focused Investment Strategy & Jefferson Ave Revitalization Plan**

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

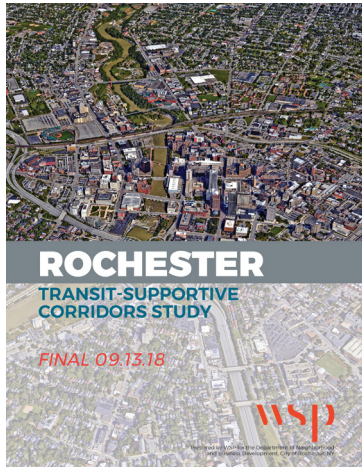
**Susan B. Anthony Neighborhood CAP Study**

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



**Rochester 2034**

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



### **Transit Supportive Corridors Study**

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



### **Comprehensive Access and Mobility Plan**

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

## 1.3 Purpose of this Plan

### Why this plan and why now?

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

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

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

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

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

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

### What are the goals of the plan?

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

## #GOALS

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

Figure 1.1: Revitalization Plan Goals



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

### Who will benefit from this plan?

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

### How will this plan be used?

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

**#THE PLAN**

- Chapter 01** Chapter 01 includes a description of the lead project sponsors and the BOA Team, an overview of the New York State BOA Program, and a description and justification of the BOA study area boundary.
- Chapter 02** Chapter 02 includes a description of the methods and results of community engagement, description of PAC and public meetings, and the community-guided Bull's Head vision statement, value statements, and goals and objectives.
- Chapter 03** Chapter 03 includes a detailed inventory and analysis of the physical and policy environment affecting the study area. Sections include land use, zoning, parks and open space, historic resources, transportation, brownfield sites, and strategic sites.
- Chapter 04** Chapter 04 includes a summary analysis and key findings which evaluate inter-related opportunities and constraints to identify key factors that impact the redevelopment potential of the Bull's Head BOA study area.
- Chapter 05** Chapter 05 includes recommendations for actions, policies, development, and land use within the study area. Recommendations are aligned to community-guided values and strategic areas established from public meetings.

Figure 1.2: Revitalization Plan Layout

### What's in the plan?

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

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

## 1.4 Lead Project Sponsors + BOA Team

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

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

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

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

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

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

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

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

#NYS DOS

The New York State Department of State (NYS DOS) served in an oversight and advisory capacity for the planning process and Revitalization Plan

#BOA Team



#PAC

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<b>Zola Brown</b>	19th Ward Community Association
<b>Christopher Buitrago</b>	19th Ward Community Association
<b>Dawn Noto</b>	Susan B. Anthony Neighborhood Association
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<b>James H. Demps III</b>	NSC Administrator
<b>David Hawkes</b>	City of Rochester/NBD
<b>Chris Bauer, AICP</b>	NYS Department of State



Figure 1.3: Organizational Chart

## 1.5 BOA Program Overview

### **What is the BOA Program?**

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

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

**Step 1** Pre-Nomination Study

**Step 2** Nomination

**Step 3** Implementation Strategy

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

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

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

### **Why the BOA Program?**

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

### **What is a brownfield?**

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

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

### **How will the Program benefit the community?**

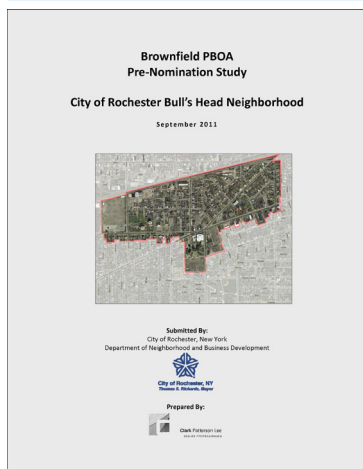
A key outcome of the BOA Program planning process is the official designation of the study area as a "Brownfield Opportunity Area." This official designation by the State of New York Secretary of State provides developers with access to funding and enhanced tax incentives through the State's Brownfield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

### **Why does planning take several years?**

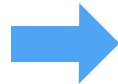
As previously described, in 2018 the BOA Program was consolidated into one program step. While this consolidation reduces the time associated with planning, the revitalization of a community that has experienced decades of environmental contamination and disinvestment requires thorough analysis which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

## #BOA PLANNING

### Bull's Head Pre-Nomination Study



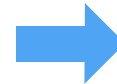
The **Pre-Nomination Study** was completed in 2011 and provided a preliminary analysis of the Bull's Head study area, vision and goals, potential brownfields, opportunities and constraints, and guiding principals for revitalization. In addition, the study incorporated the findings from the 2009 Bull's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



### Bull's Head Revitalization Plan (Nomination Study)



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



### Next Steps & Implementation

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

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

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

Figure 1.4: BOA Planning Process

## 1.6 Boundary Description + Justification

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

### Community Context

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

### Study Area Context

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

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

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

### Study Area Boundary

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

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

### Boundary Justification

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

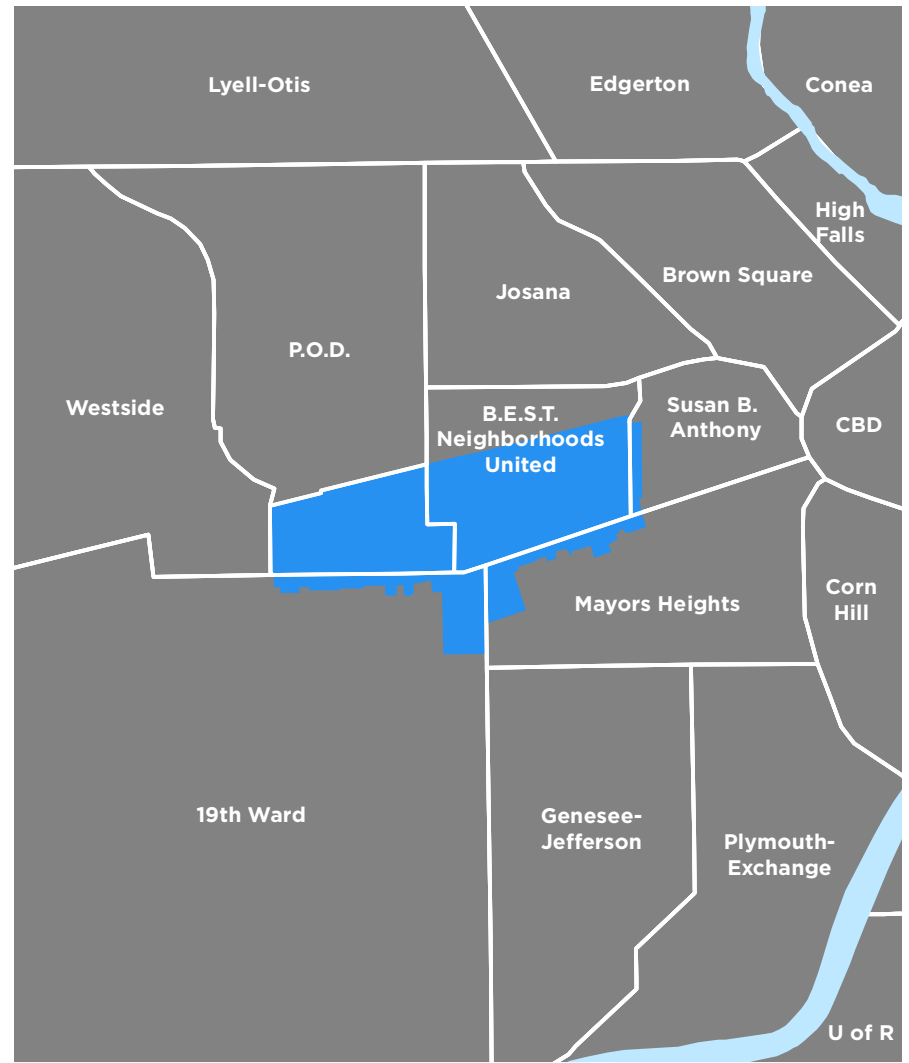
The proposed BOA boundary discussed in this Plan aligns with the boundary presented in the Pre-Nomination Study. The limits of the Pre-Nomination study area boundary were chosen based on the concentration of underutilized properties, vacant land, properties with known and suspected environmental contamination,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

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



**Figure 1.5: Community Context**

Bull's Head BOA



**Figure 1.6: Study Area Context**

Bull's Head BOA  
 Neighborhoods/Associations

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

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

southern boundary of the study area.

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

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

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

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

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



95 Ames St (former Taylor Instruments property)



Wright St, looking east



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





Figure 1.7: Study Area







# 02 Community Participation

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## 2.1 Community Participation Plan

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

### Approach

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

### Methods

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

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

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

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

### Engagement Timeline

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

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

### Outcomes

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

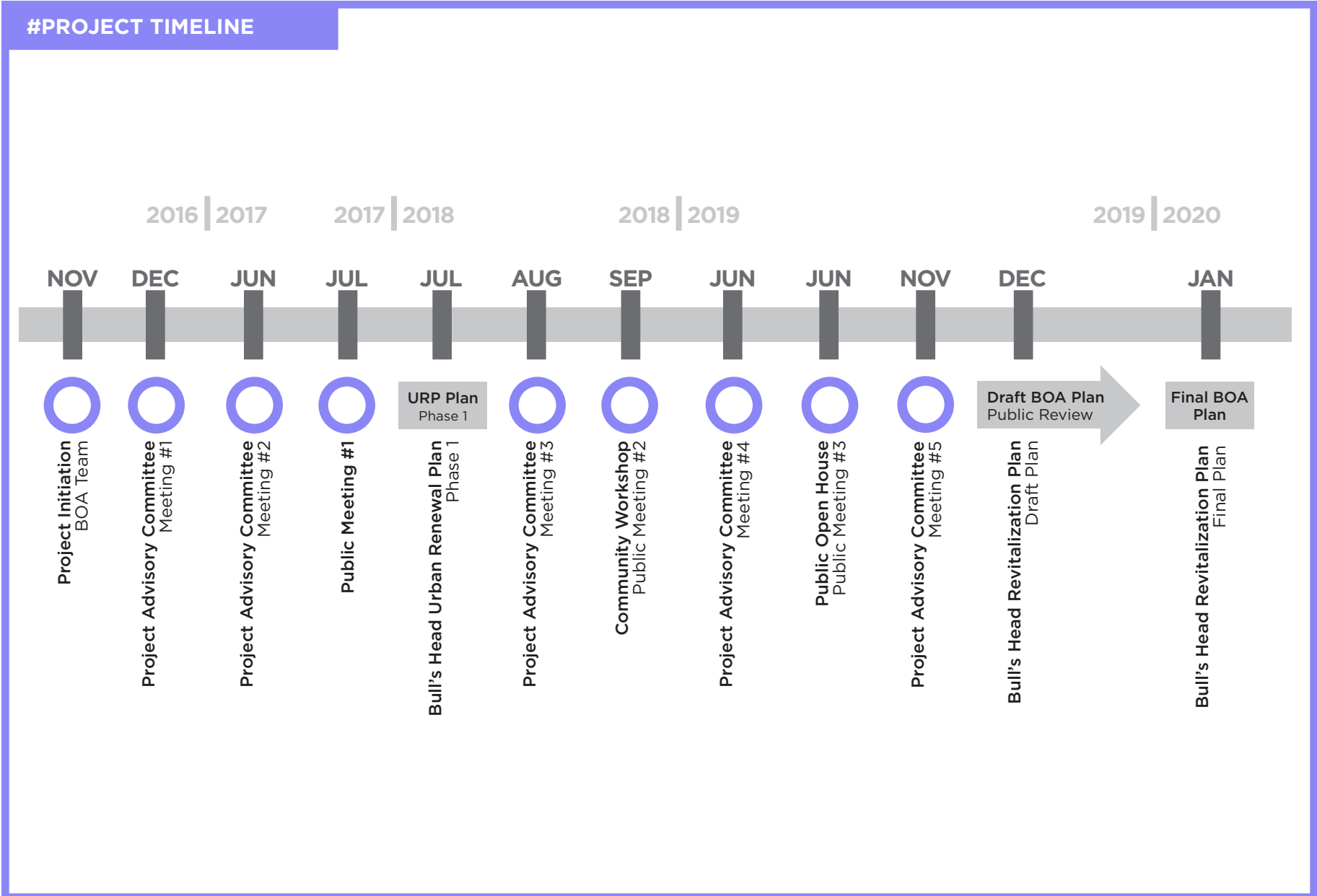


Figure 2.1: Project Timeline

## 2.2 Project Advisory Committee

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

### Membership

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

### Meetings

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

### Outcomes

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

### #1 PAC Meeting December 7, 2016

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

### #4 PAC Meeting June 17, 2019

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

## #2 PAC Meeting June 22, 2017

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

## #5 PAC Meeting November 25, 2019

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

## #3 PAC Meeting August 22, 2018

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

## #PAC MEMBERS

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

Figure 2.2: PAC Members

## 2.3 Community Meetings

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

### **Building Upon Success**

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

### **Meetings**

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

### **Participants**

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

250 people attended community meetings.

### **Outcomes**

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

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

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



### #1 Public Meeting July 27, 2017



Public Meeting #1  
Source: Highland Planning

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

### #2 Community Workshop September 6, 2018



Public Meeting #2

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

### #3 Public Open House June 26, 2019



Public Meeting #3  
Source: Highland Planning

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

## 2.4 Vision, Goals, + Objectives

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

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

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

# Vision

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

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

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

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

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

Figure 2.3: Vision, Goals and Objectives

# Values

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**Sense of community** connecting neighbors

---

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

---

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

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**New development** that utilizes brownfield, vacant, and underutilized land

---

**Historic character** maintained through new development and reuse of existing buildings

---

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

---

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

---

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

---

# Goals & Objectives

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



Mr. Doug's Deli

ATM

cricket

UNIVERSITY

THE GREAT  
BREWING CO.

WALKING CAR

NEARBY



# 03 Inventory + Analysis

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### 3.1 Community + Regional Setting

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

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

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

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

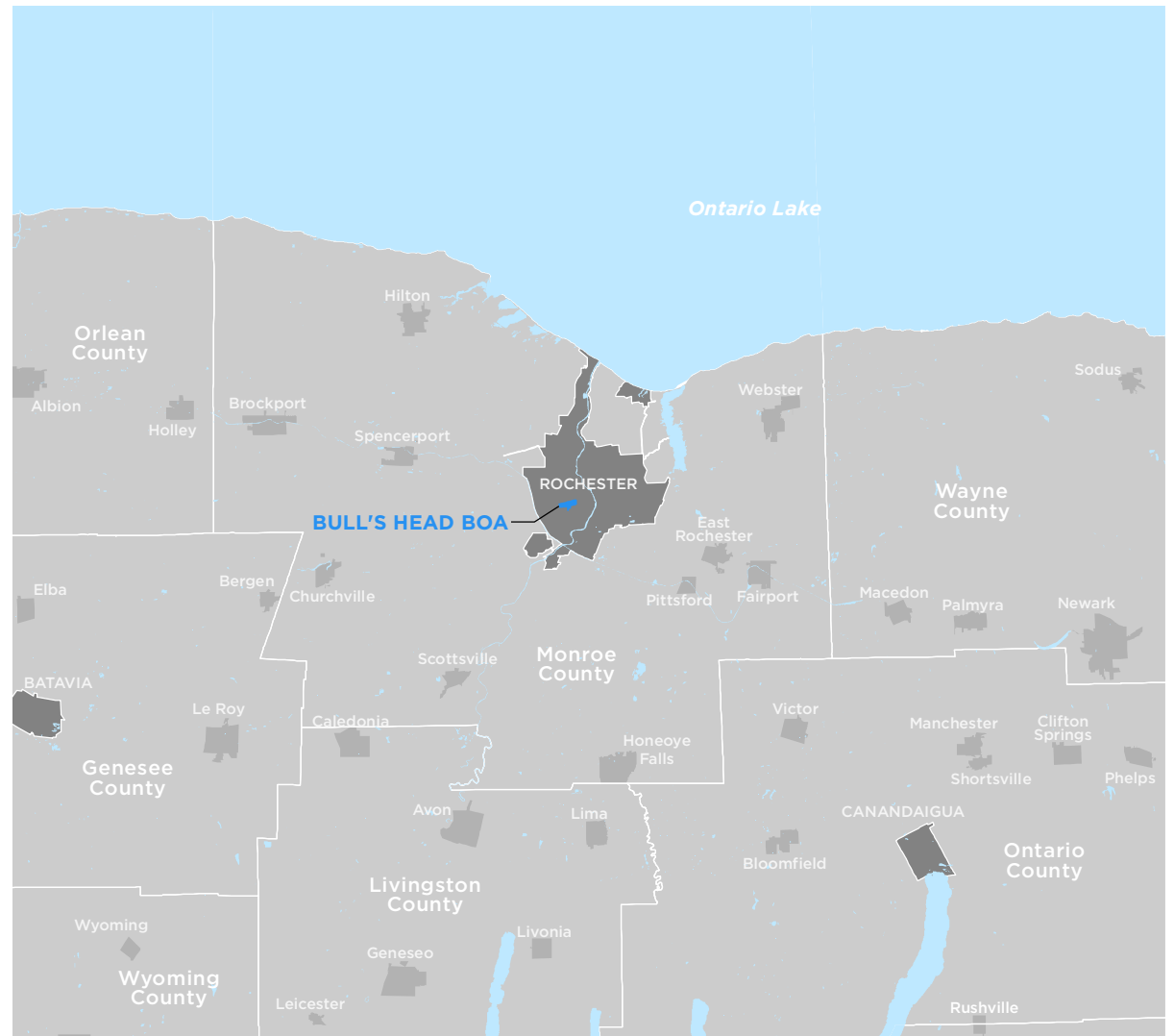
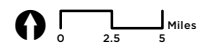
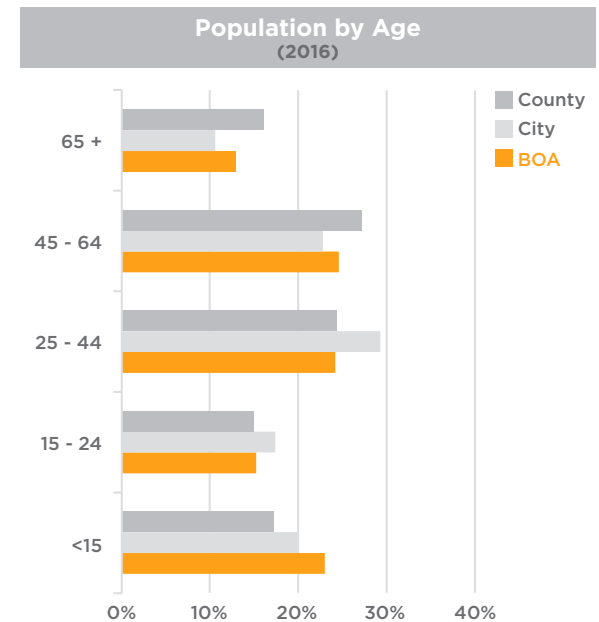
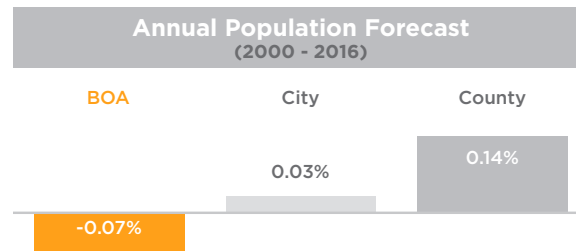
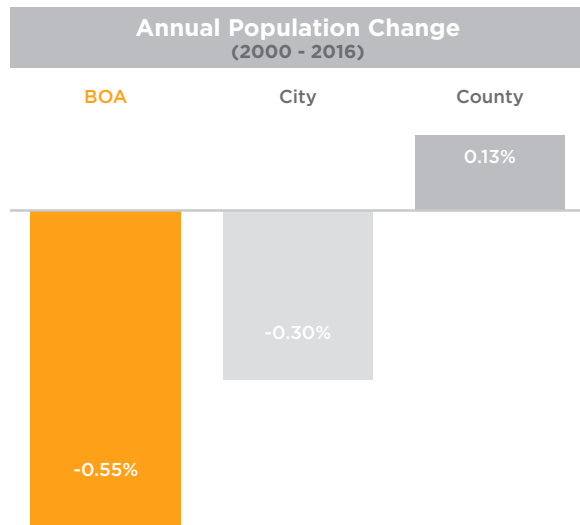


Figure 3.1: Community and Regional Context





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

**Population Context**

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

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

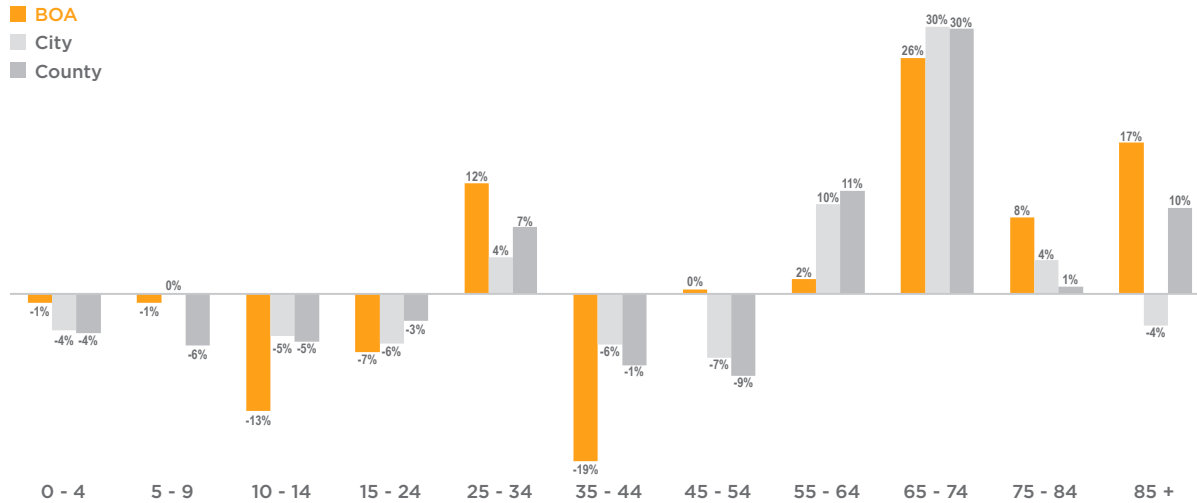
**Demographic Context**

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

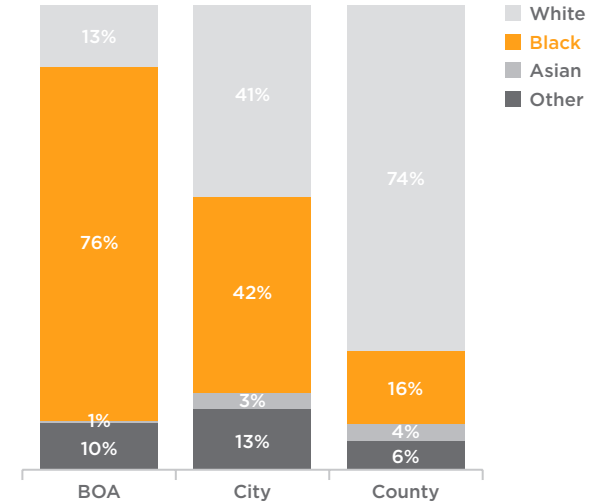
Additionally, the median age of BOA residents in 2016 was 33 years, similar to the city of Rochester’s median age of 32 years. Residents of Monroe County are typically older, on average, with a median age of 40 years.

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

**Percent Population Change by Age Cohort  
(2000 - 2016)**



**Population by Race/Ethnicity  
(2016)**



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

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

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

**Housing Context**

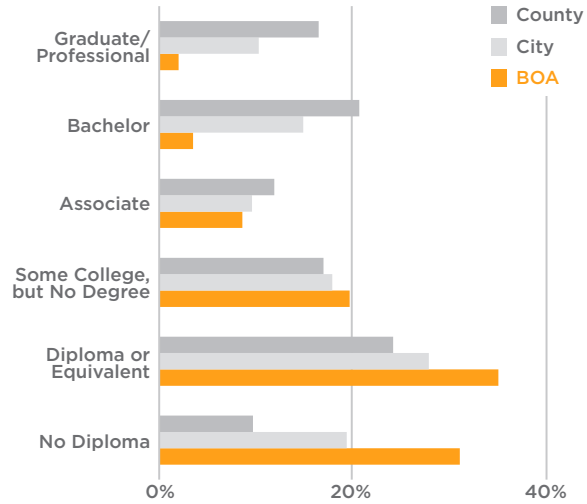
While the BOA’s population has been steadily declining since the 1950s, the total number

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

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



### Population by Education (2016)

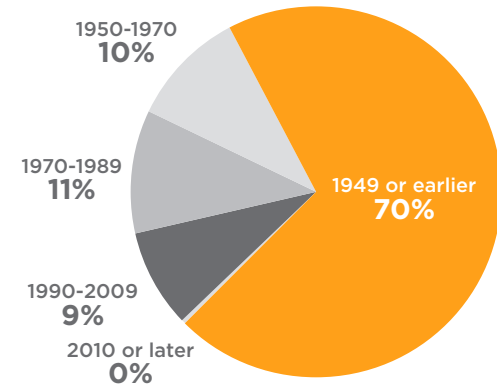


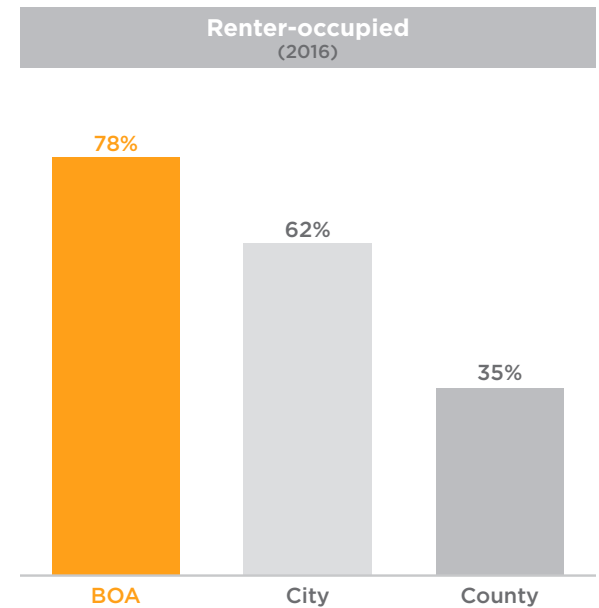
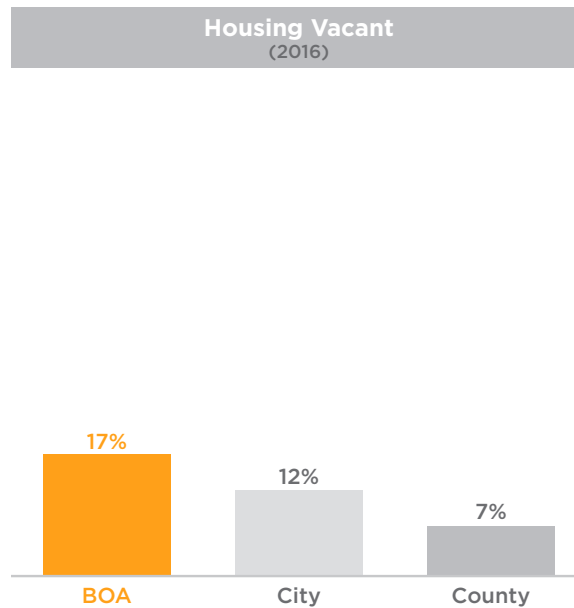
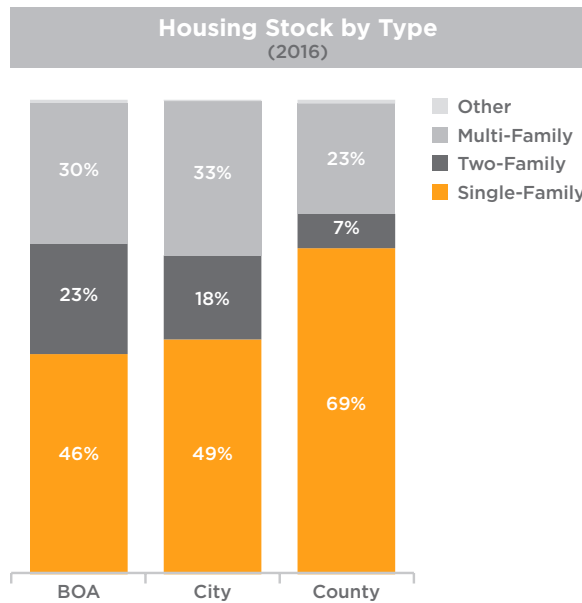
### Total Households (2000 - 2021\*)

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

\*ESRI Forecast

### Housing Stock by Year Built (2016)





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

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

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

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

#### Employment Context

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

### Rent & Home Values

Average Asking Rent

Median Home Value

BOA: **\$568**

BOA: **\$58k**

City: **\$856**

City: **\$81,000**

County: **\$909**

County: **\$141,000**

### Top Locations of BOA Resident Employment (2014)

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

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

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

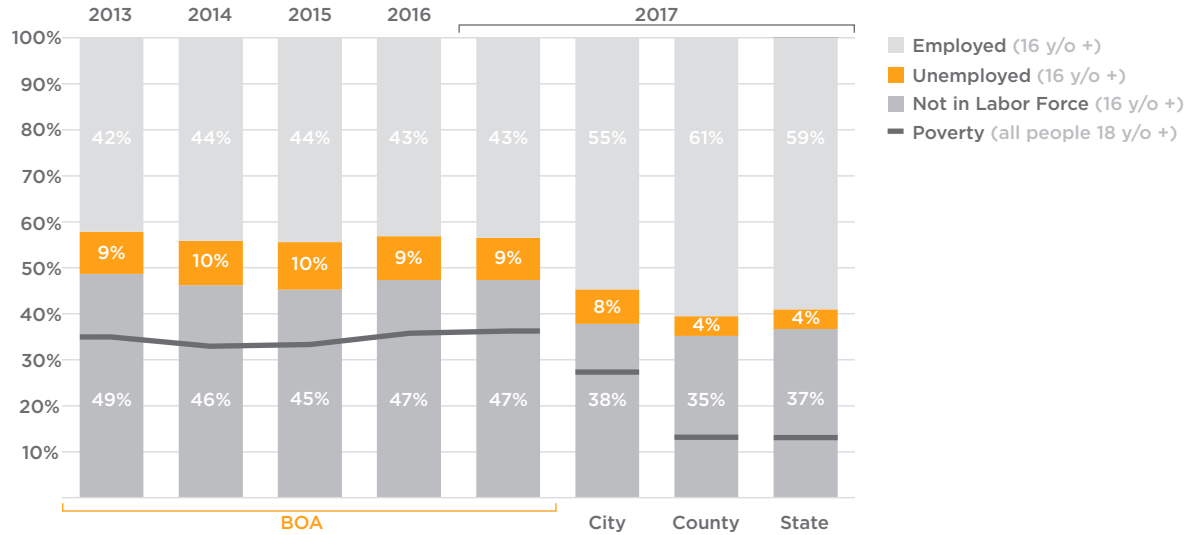
unemployment, total area employment, poverty, median household income and job distribution. Overall, BOA residents work predominantly outside of the city of Rochester, suffer from high **unemployment rates**, and have much lower median household incomes than the city and county.

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

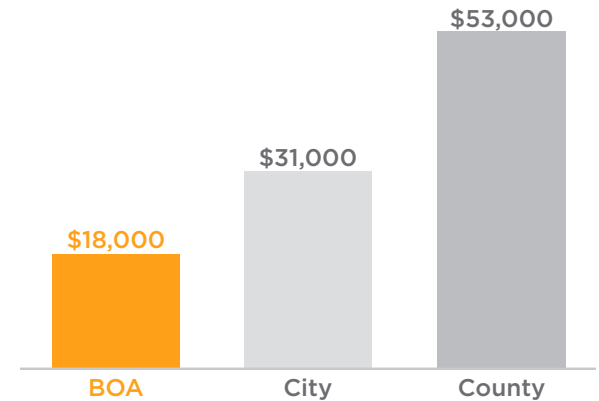
towns of Brighton and Irondequoit. The remaining BOA residents work within the city of Rochester with concentrations downtown and in the University of Rochester area.

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

### Employment & Poverty (2013 - 2017)



### Annual Median Household Income (2016)



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

#### Income Context

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

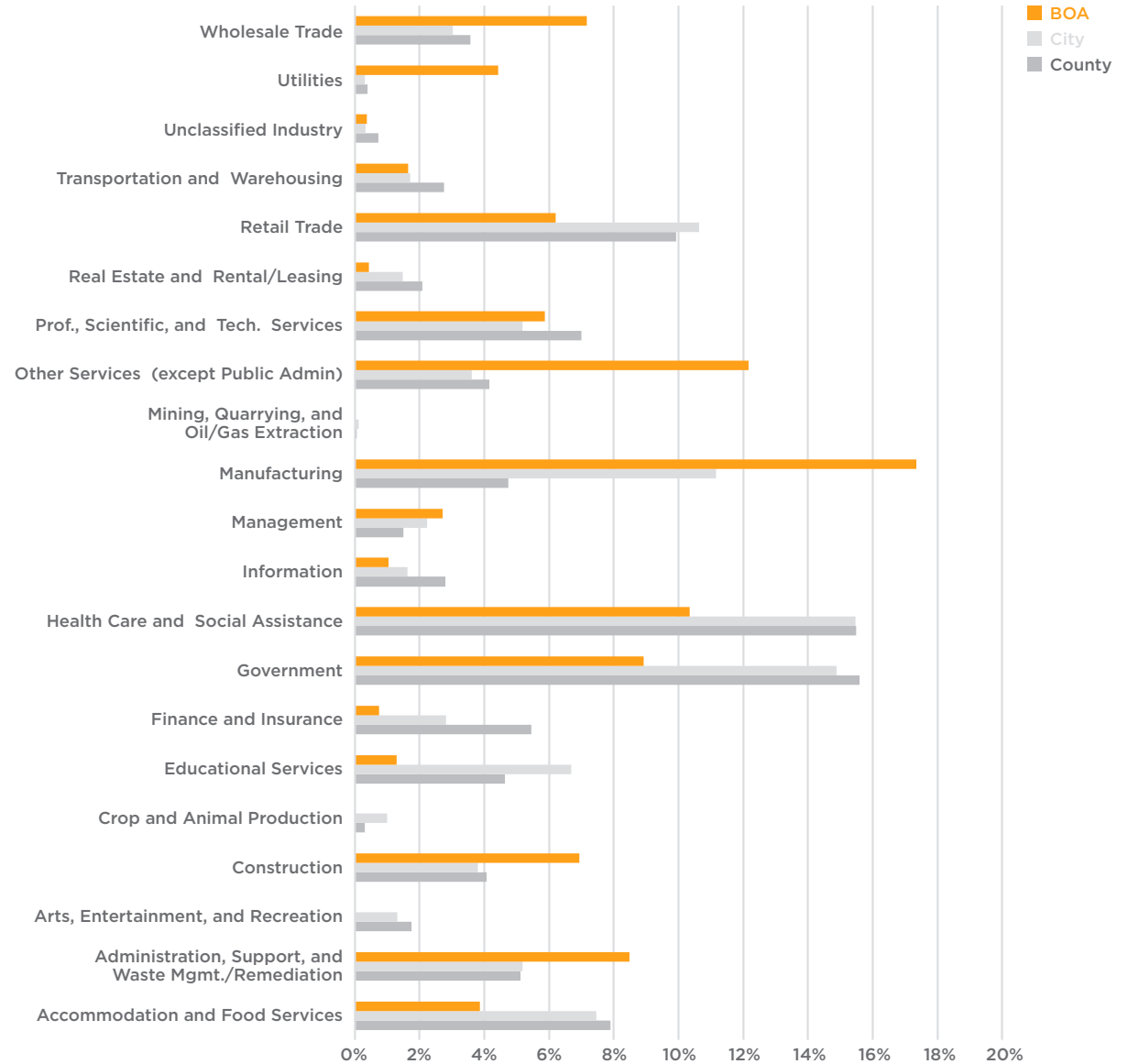
\$53,000 respectively. The median household income for BOA residents is less than 50% of the median household income of the county.

According to data for the U.S. Census tracts that correspond to the study area, 36.3% of individuals are below the poverty threshold. This is much higher than the 27.2% for the city, and significantly higher than the 12.8% for the county and 13.4% for the state. The unemployment rate for the BOA is 125% greater than the unemployment rate for the state and county. Finally, the study area has a greater percentage of those not in the labor force compared to the city, county, and state.

### Total Area Employment (2016)

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

### Distribution of Jobs (2016)



## 3.2 Economic + Market Trends

### Economic & Market Trends Analysis

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

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

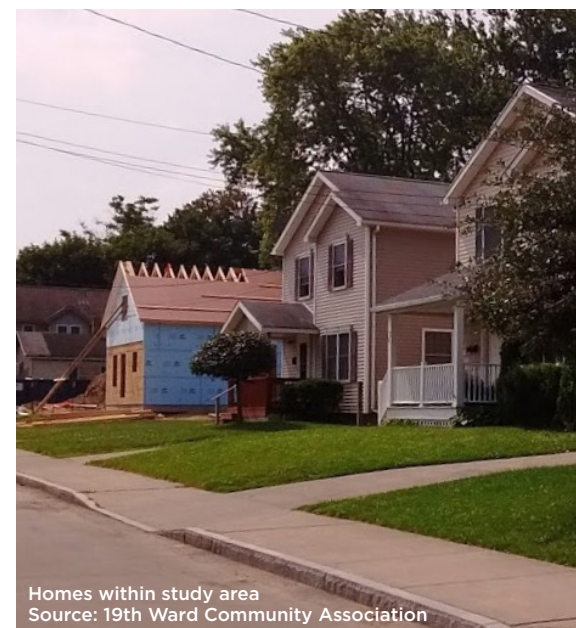
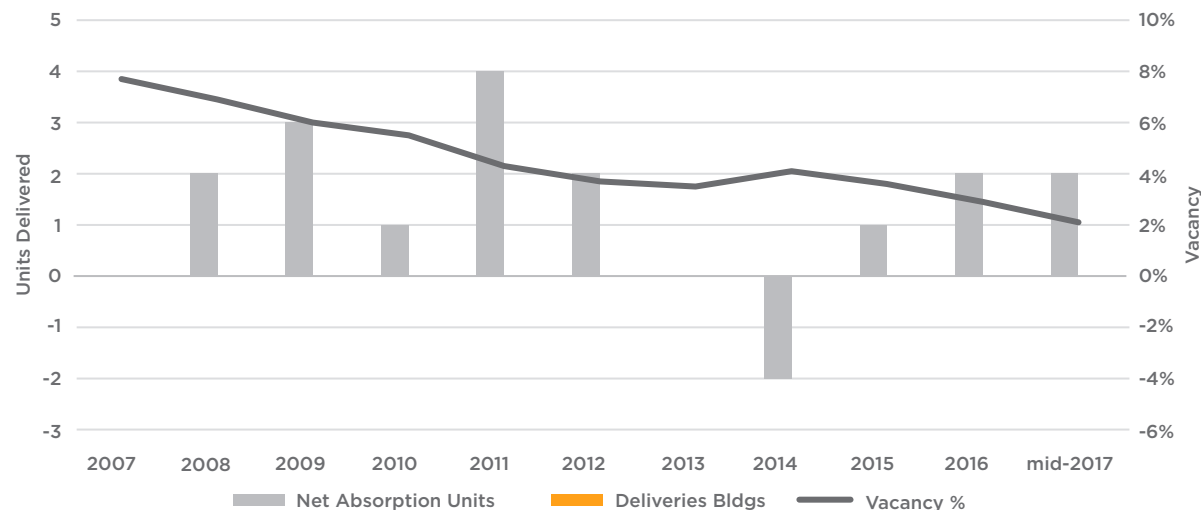


### Residential Market

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

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

### BOA Multi-Family Market History (2007 - mid-2017)



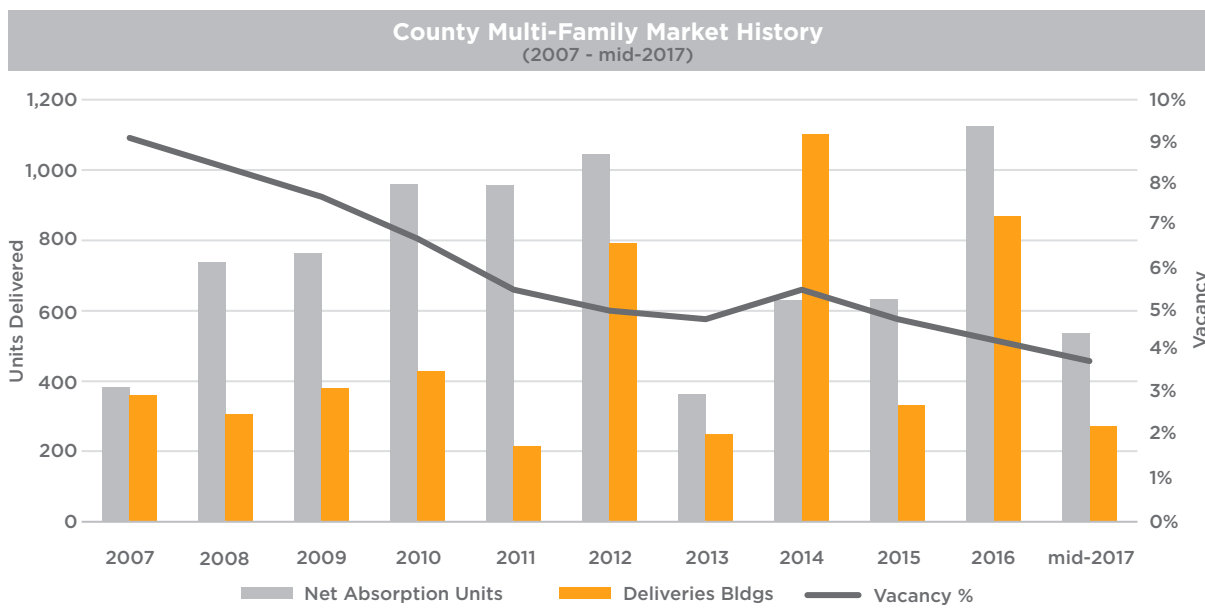
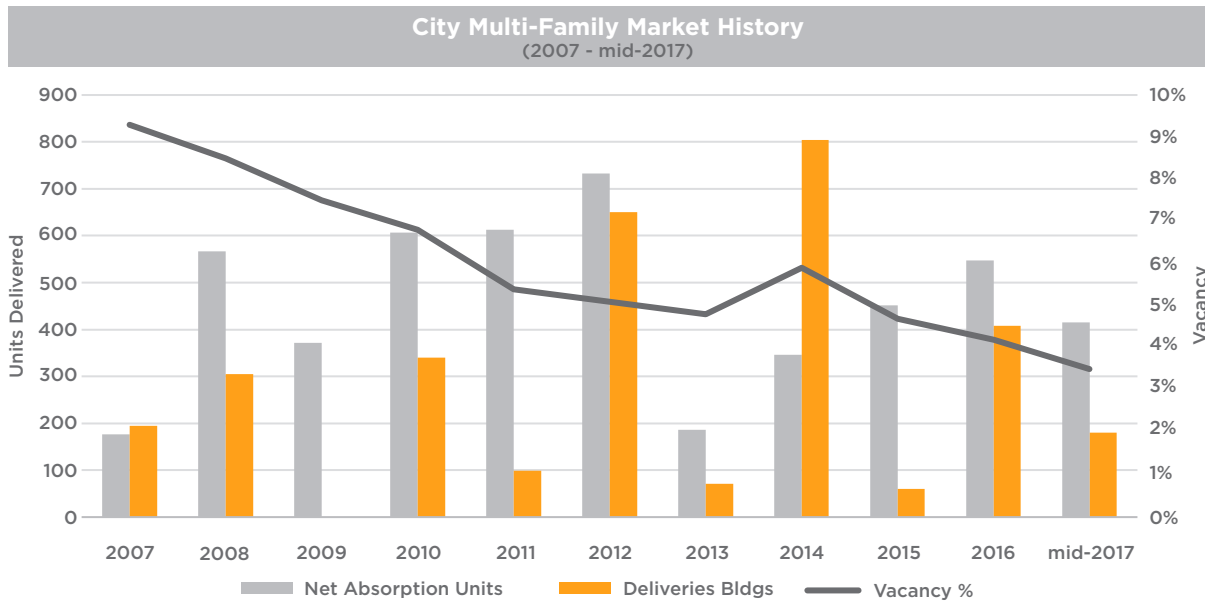
Two publicly subsidized new multi-family products have come online within the BOA in recent years: Brown St Apartments and Halstead Square. Both products were developed in 2010 by DePaul Properties, a private, not-for-profit organization that develops affordable housing, senior housing, and housing for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

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

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

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

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



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

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

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



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

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

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



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

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

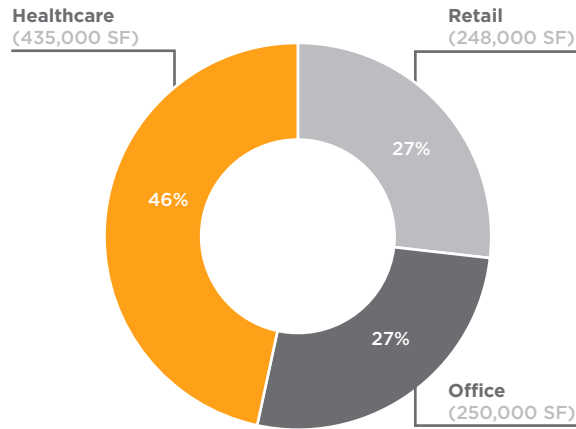
#### **Commercial (Office) Market**

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

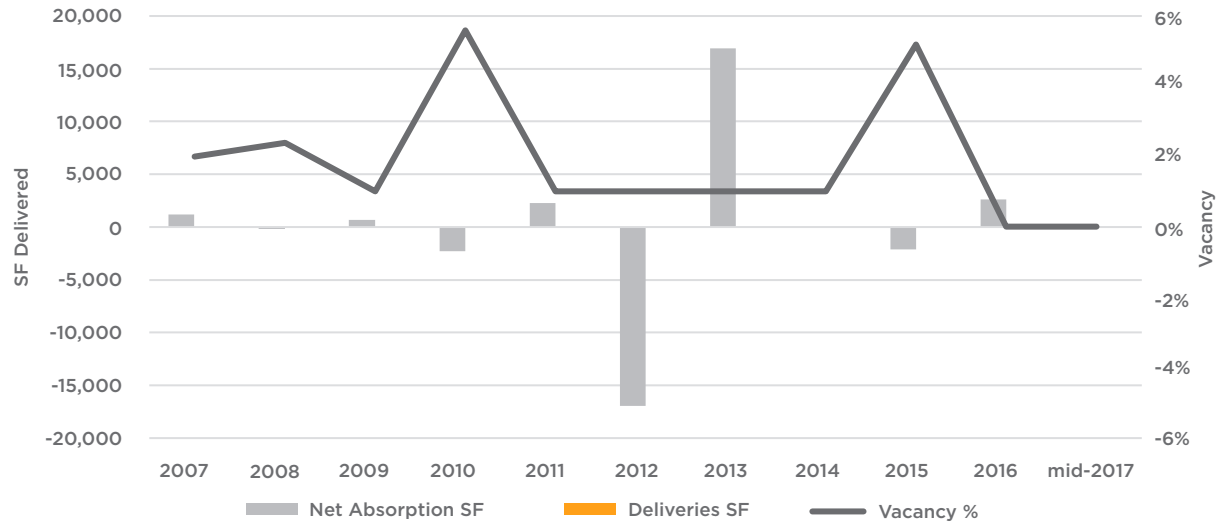
new development in the Bull’s Head area. The following office market overview summarizes data on commercial market characteristics and the assessed value of commercial space within the BOA. It also presents BOA office market data on inventory share, vacancy rates, rents, deliveries, and net absorption.

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

### Commercial SQFT and Assessed Value (2017)



### BOA Office Market History (2007 - mid-2017)



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

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

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

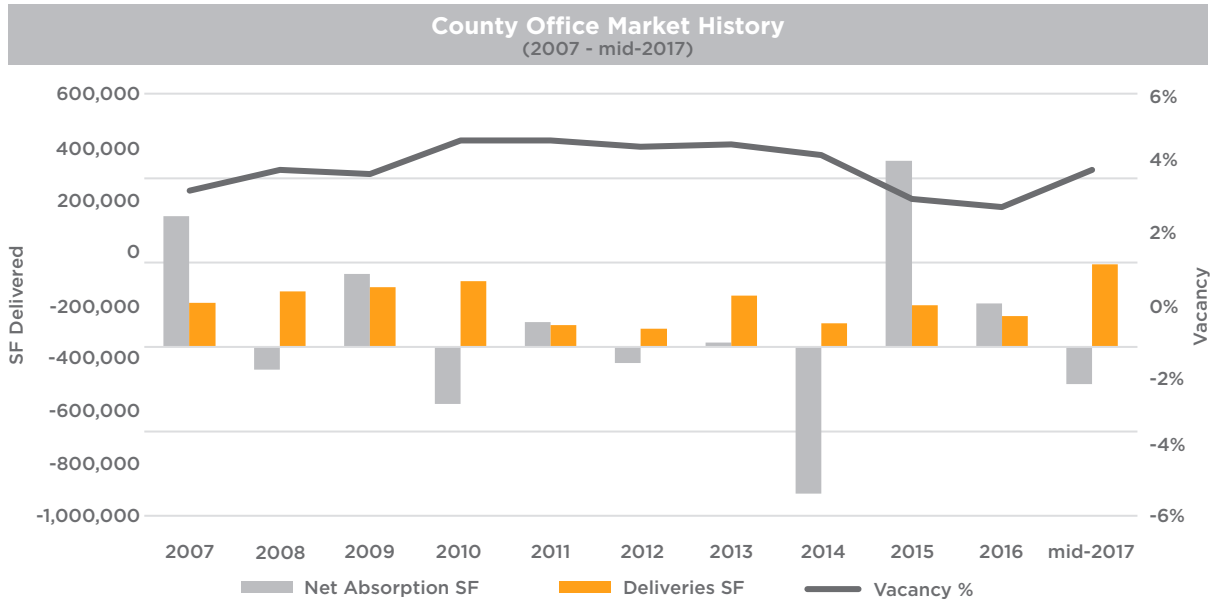
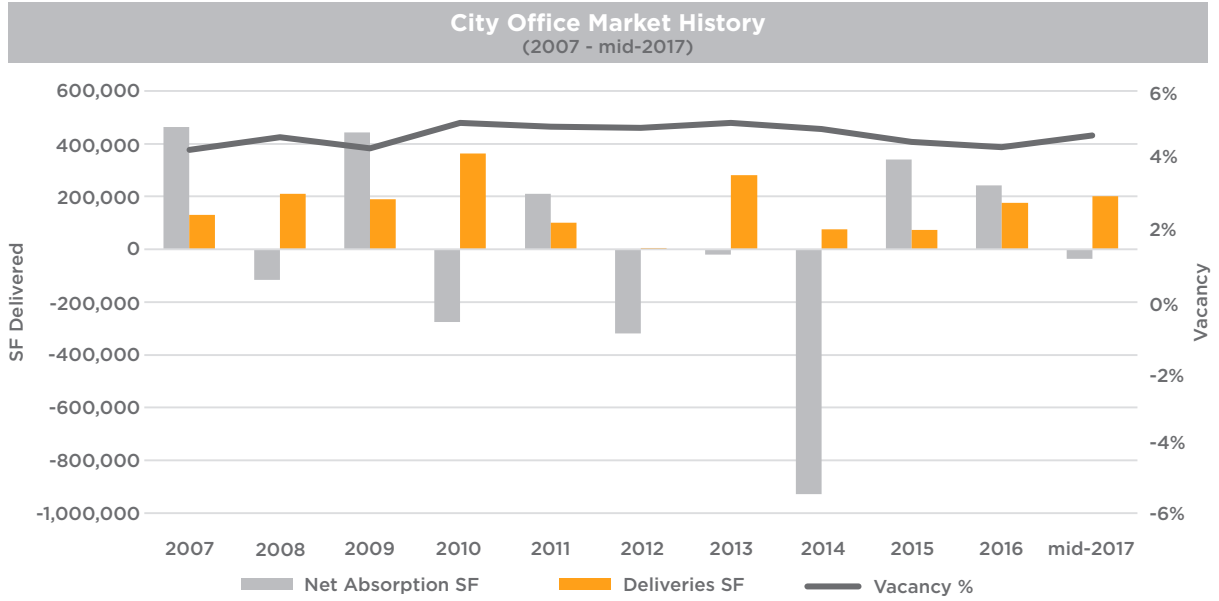
CoStar data indicates that the office market in the BOA is limited, with two deliveries since 2007 and no new deliveries in recent years. As a result, vacancies have dropped over time in the area. With vacancy rates around 0%, rents at \$8.71 PSF are lower than the city as a whole (\$13.17 PSF). CoStar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

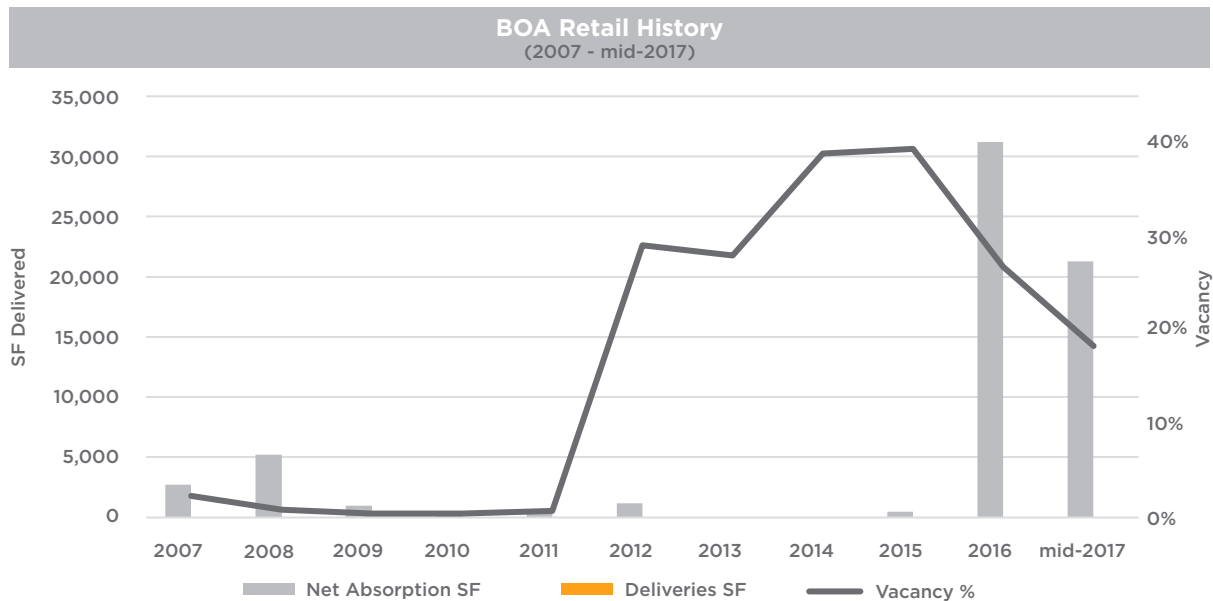
of 2014, when a large number of units were delivered.

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



89 Genesee St (St. Mary's Campus)





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

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

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

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

Retail categories considered included local convenience retail that is generally conducted

### Retail Market & Consumer Spending

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

The retail market overview compares retail

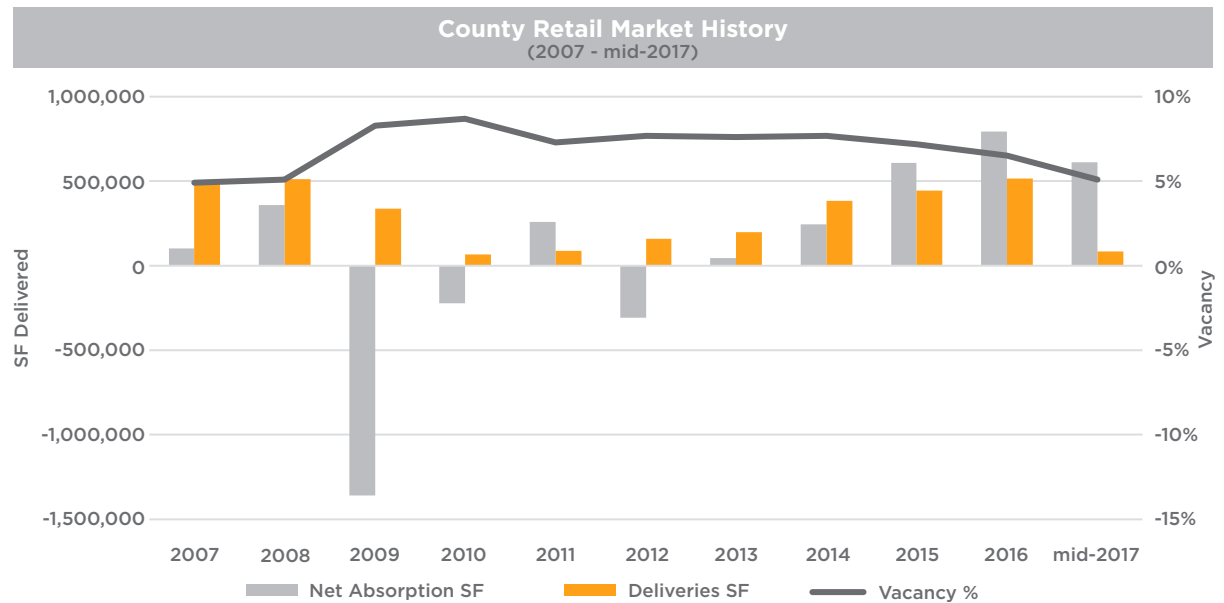
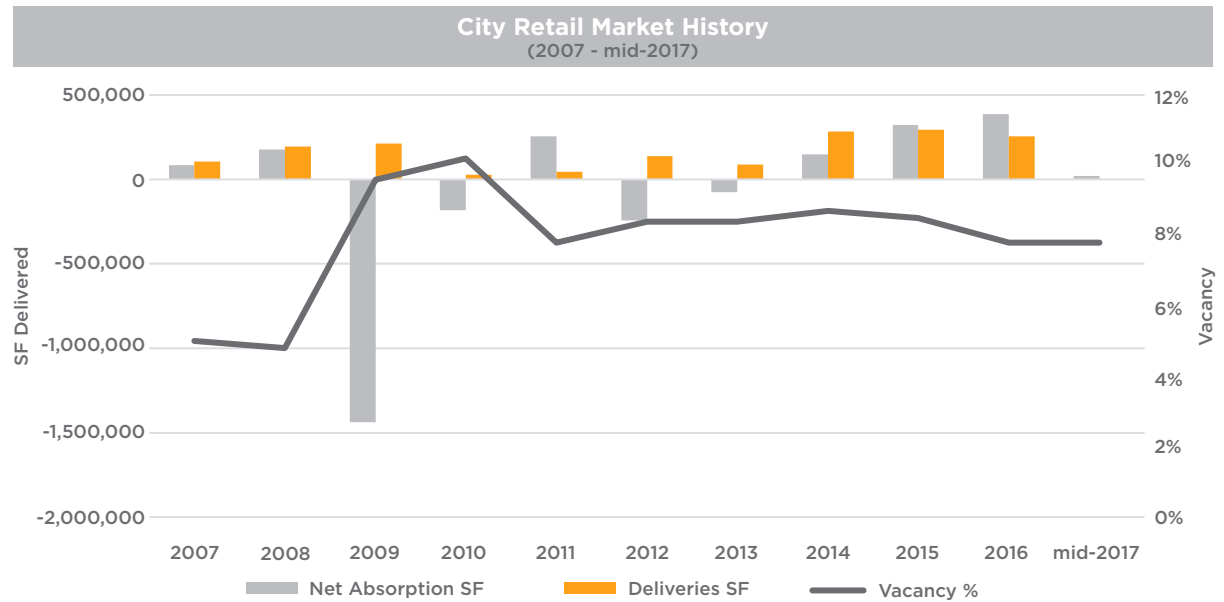
market data between the BOA, the city, and the county. Overall, the BOA represents a very small share of the city's retail space and commands significantly lower rents than both the city and the county. The following retail demand analysis summarizes consumer spending trends within the retail trade areas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

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



792 W Main St (Rite Aid)

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





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

offerings throughout the city.

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

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

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

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

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

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

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

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

### Retail Gap

Retail Sector	0 - 1 Mile	1 - 3 Mile	Total
Grocery Stores	-\$22.4 M	-\$59.0 M	-\$81.4 M
Specialty Food Stores	-\$5.3 M	\$4.4 M	-\$.9 M
Beer, Wine & Liquor Stores	-\$6.4 M	-\$6.5 M	-\$12.9 M
Restaurants/Other Eating Places	\$6.7 M	-\$75.9 M	-\$69.2 M
Food Services & Drinking Places	\$7.1 M	-\$91.2 M	-\$84.0 M
Drinking Places - Alcoholic Beverages	\$.8 M	-\$8.4 M	-\$7.6 M
Bldg Materials, Garden Equip. & Supply Stores	-\$2.2 M	-\$42.9 M	-\$45.1 M
Furniture & Home Furnishings Stores	\$4.0 M	\$4.9 M	\$8.9 M
Electronics & Appliance Stores	\$2.0 M	-\$35.1 M	-\$33.1 M
Clothing & Clothing Accessories Stores	\$6.7 M	\$47.5 M	\$54.2 M
Sporting Goods, Hobby, Book & Music Stores	\$4.7 M	-\$6.9 M	-\$2.2 M
General Merchandise Stores	\$18.6 M	-\$233.3 M	-\$214.7 M
Health & Personal Care Stores	\$.1 M	\$8.6 M	\$8.7 M
Miscellaneous Store Retailers	\$5.7 M	-\$11.6 M	-\$5.9 M

### Potential Supportable SF

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

### Retail Market Gap, 2017

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

### 3.3 Land Use

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

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

#### Types of Land Use

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

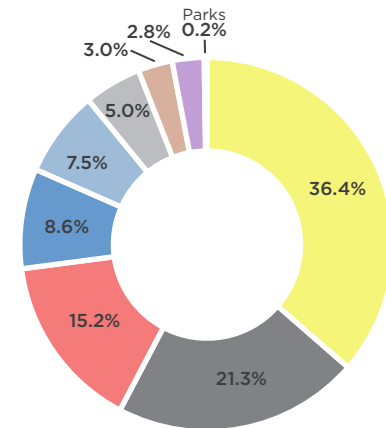
is equivalent to approximately 11 soccer fields. Of the 31.0 acres of vacant land, 15.4 acres are classified as industrial vacant land, 10.8 acres are residential vacant land, and 4.8 acres are commercial vacant land.

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

#### Spatial Distribution

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

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



	Acres
Residential	52.9
Vacant Land	31.0
Commercial	22.1
Health Facility	12.6
Benevolent/Religious	10.9
Parking	7.2
Manufacturing	4.3
Public Services	4.0
Parks	0.4



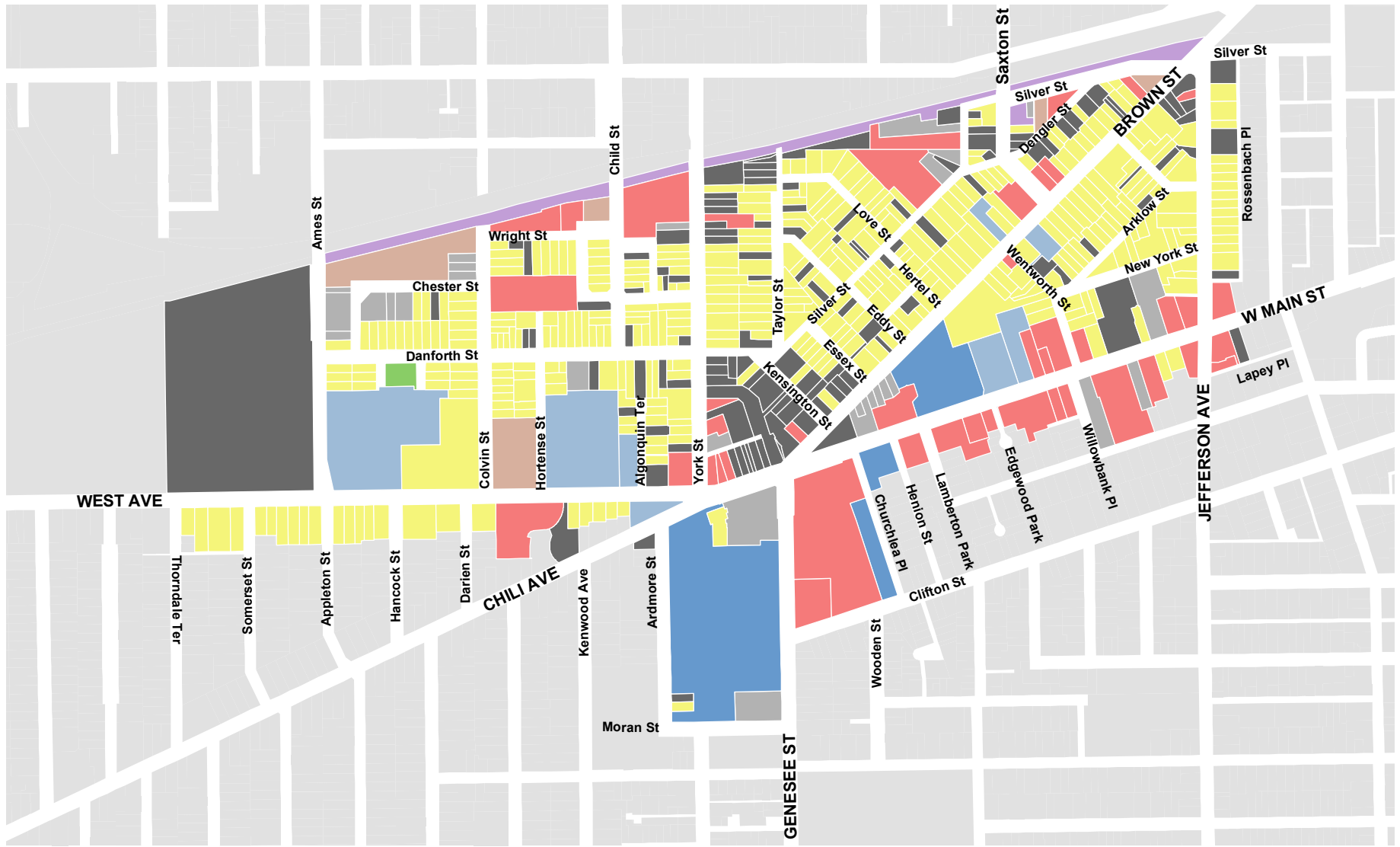
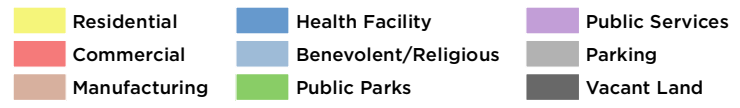
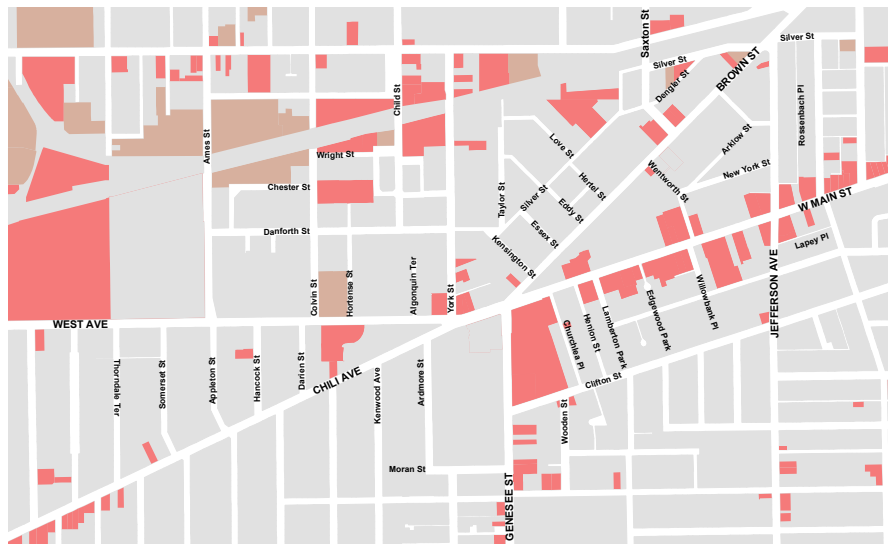


Figure 3.2: Land Use





**Figure 3.3: Commercial and Manufacturing Uses**

### Land Use Conflicts

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

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



**Figure 3.4: Residential Land Use**

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

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

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



**Figure 3.5: Health and Benevolent Land Uses**



**Figure 3.6: Vacant Land and Parking**

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

### **Community Feedback**

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

### 3.4 Zoning

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

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

#### Types of Zoning

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

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

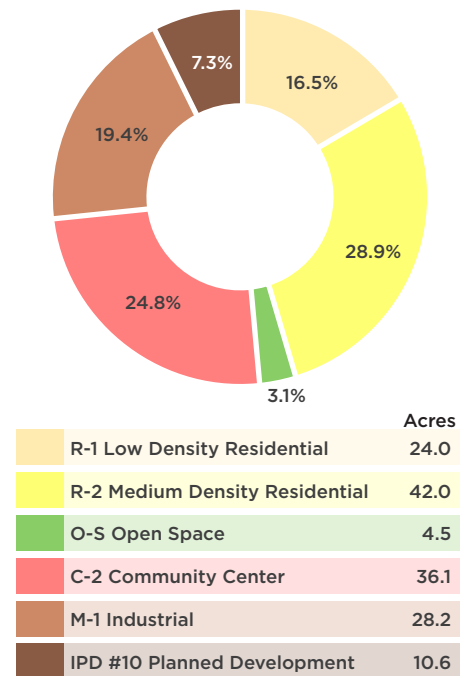
The next largest percentage of a single zone within the study area is C-2 Community Center (commercial) zone at 24.8% or 36.1 acres. Similar to the residential zones, the amount of land zoned for C-2 is greater than the amount of land used for commercial. This difference is caused by some parcels zoned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

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

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

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

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



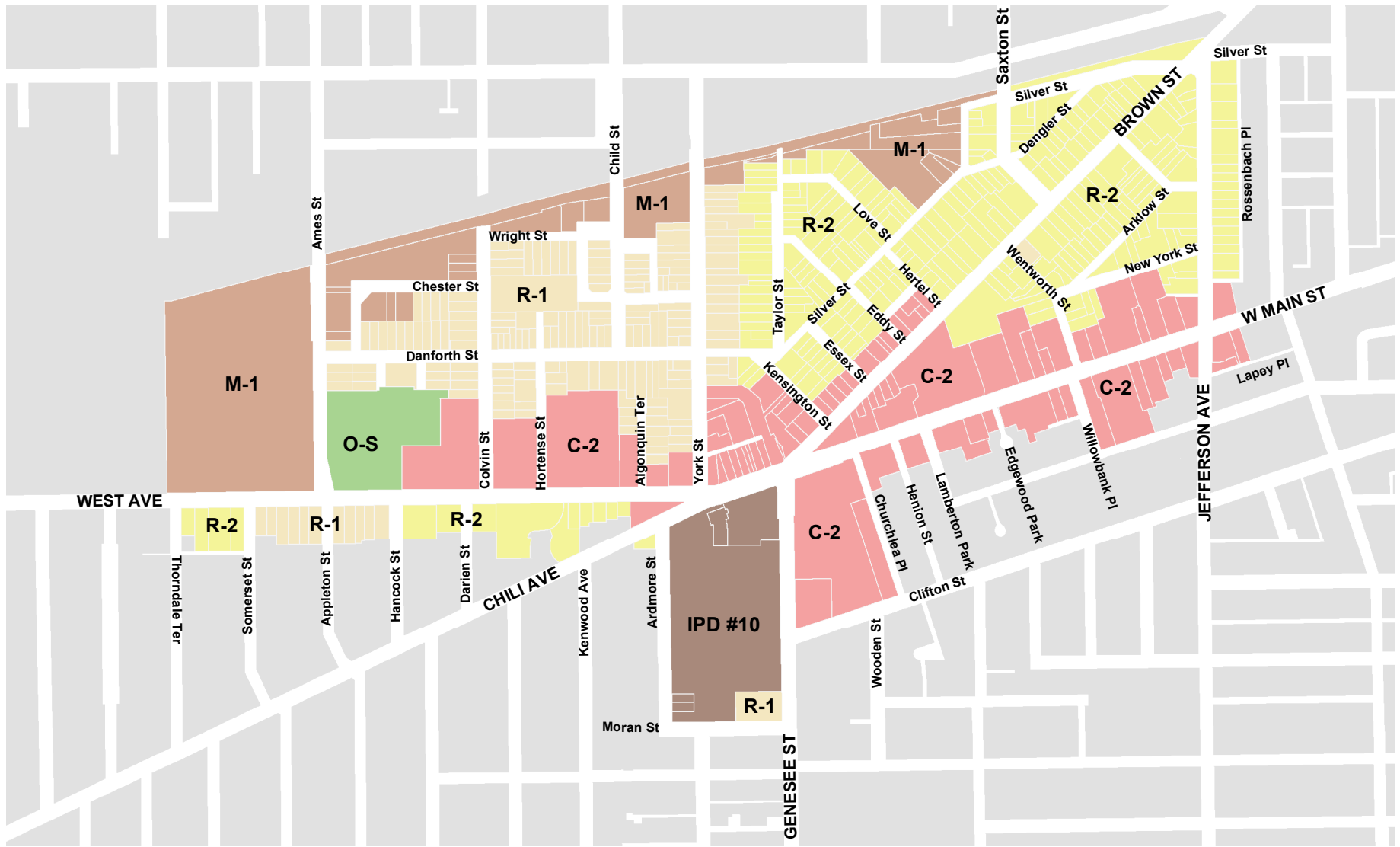


Figure 3.7: Zoning

- R-1 Low-Density Residential
- R-2 Medium Density Residential
- O-S Open Space
- C-2 Community Center
- M-1 Industrial
- IPD #10 Planned Development





### **R-1 Low Density Residential**

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



### **R-2 Medium Density Residential**

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



### **C-2 Community Center (Commercial)**

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



### **M-1 Industrial**

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



### **IPD Planned Development**

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



### **O-S Open Space**

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

### **Spatial Distribution**

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

### **Community Feedback**

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

### **Land Use & Zoning Conflicts**

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

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

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

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

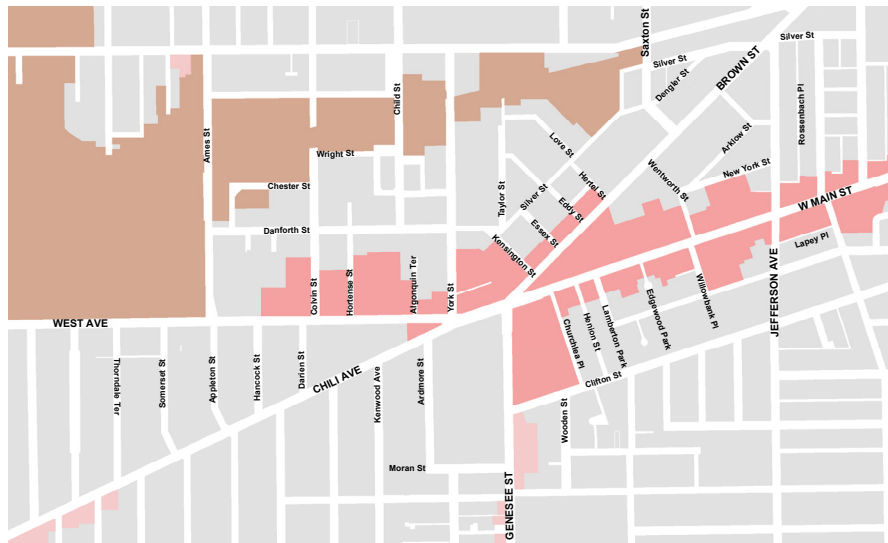
and screening for adjacent land uses, visual, noise and air quality factors are considered. Landscaping and screening for new non-residential development is required by zoning to be permanently **maintained** in good condition and, when necessary, replaced with new plant material to ensure continued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

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

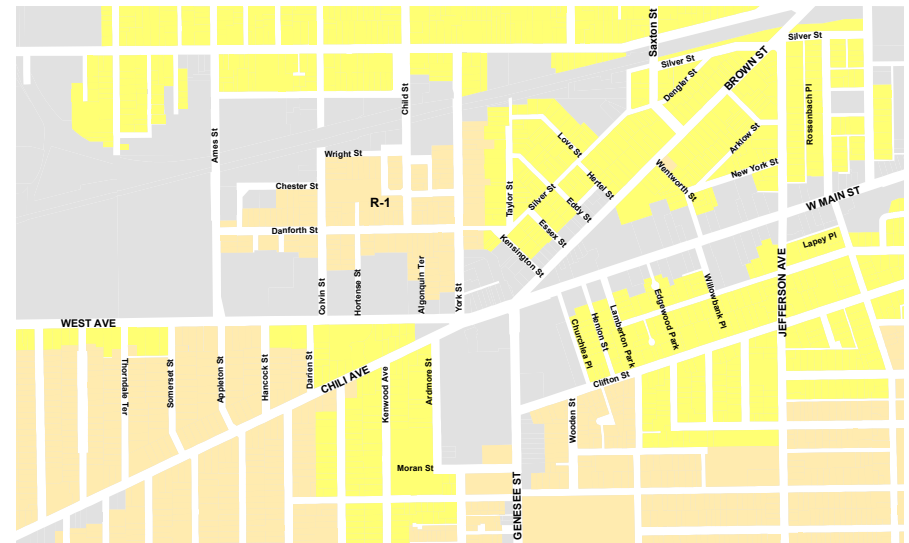
Setback requirements, landscaping/screening requirements, and design guidelines are applicable to new development and are regulated as part of site plan review. Recent non-residential development within the Bull’s Head study area includes the Right Aid and Family Dollar on W Main St. Both buildings include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

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





**Figure 3.8: Commercial and Manufacturing Zones**



**Figure 3.9: Residential Zoning**

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

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

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

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

### **Bulls Head Urban Renewal Area**

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

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

### **Federal Opportunity Zones**

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

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

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

### **Jefferson Focused Investment Strategy Area**

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

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

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

### **NYS Environmental Zones**

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

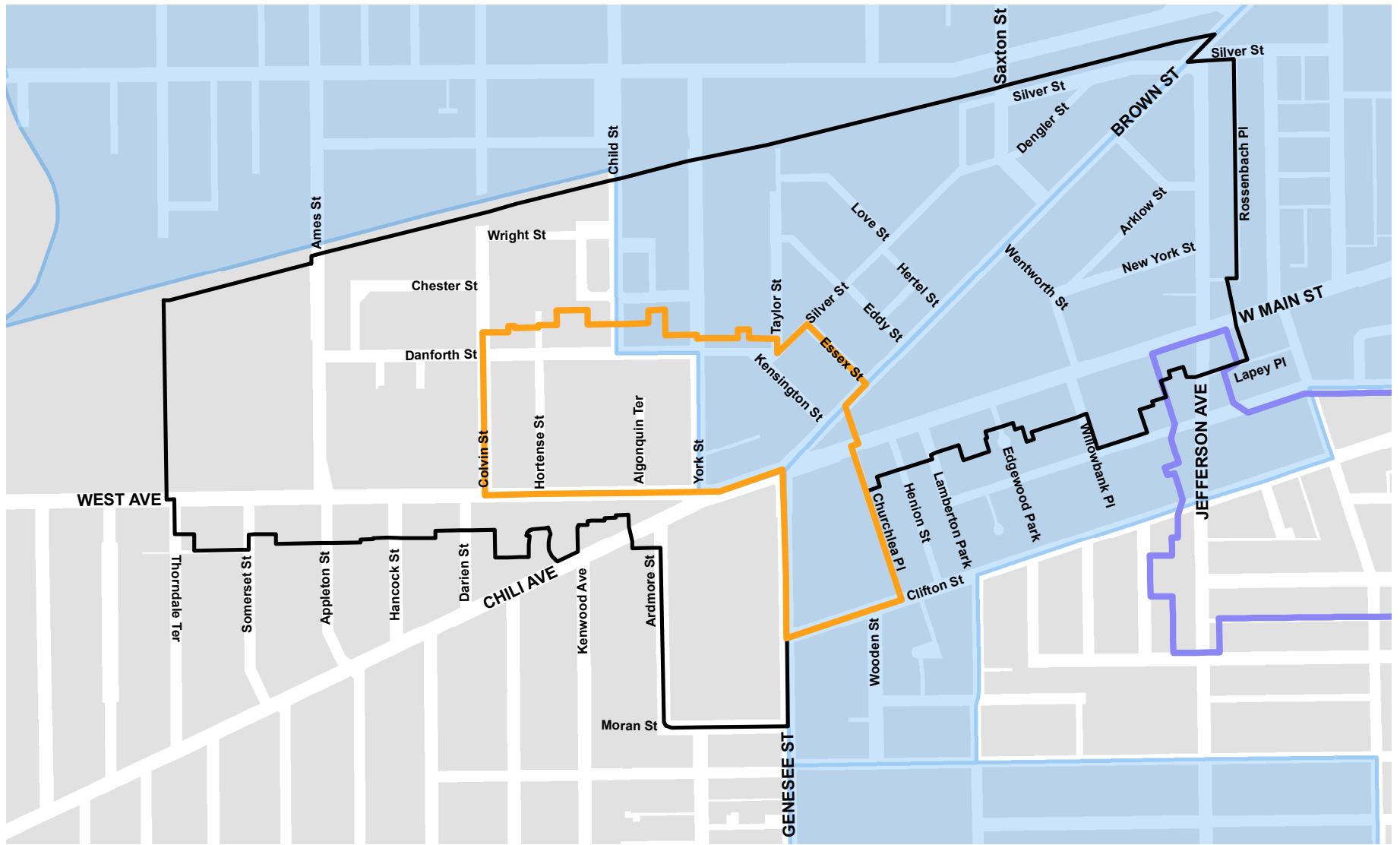


Figure 3.10: Economic Development Zones

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



### 3.5 Land Ownership

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

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

#### City of Rochester

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

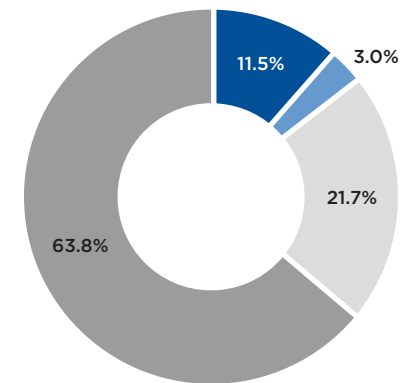
Lynchford Park is approximately 0.3 acres, is mostly grass lawn, and is located adjacent to the Danforth Community Center. See Section “3.6 Parks + Open Space” on page 64 for additional detail for Lynchford Park.

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

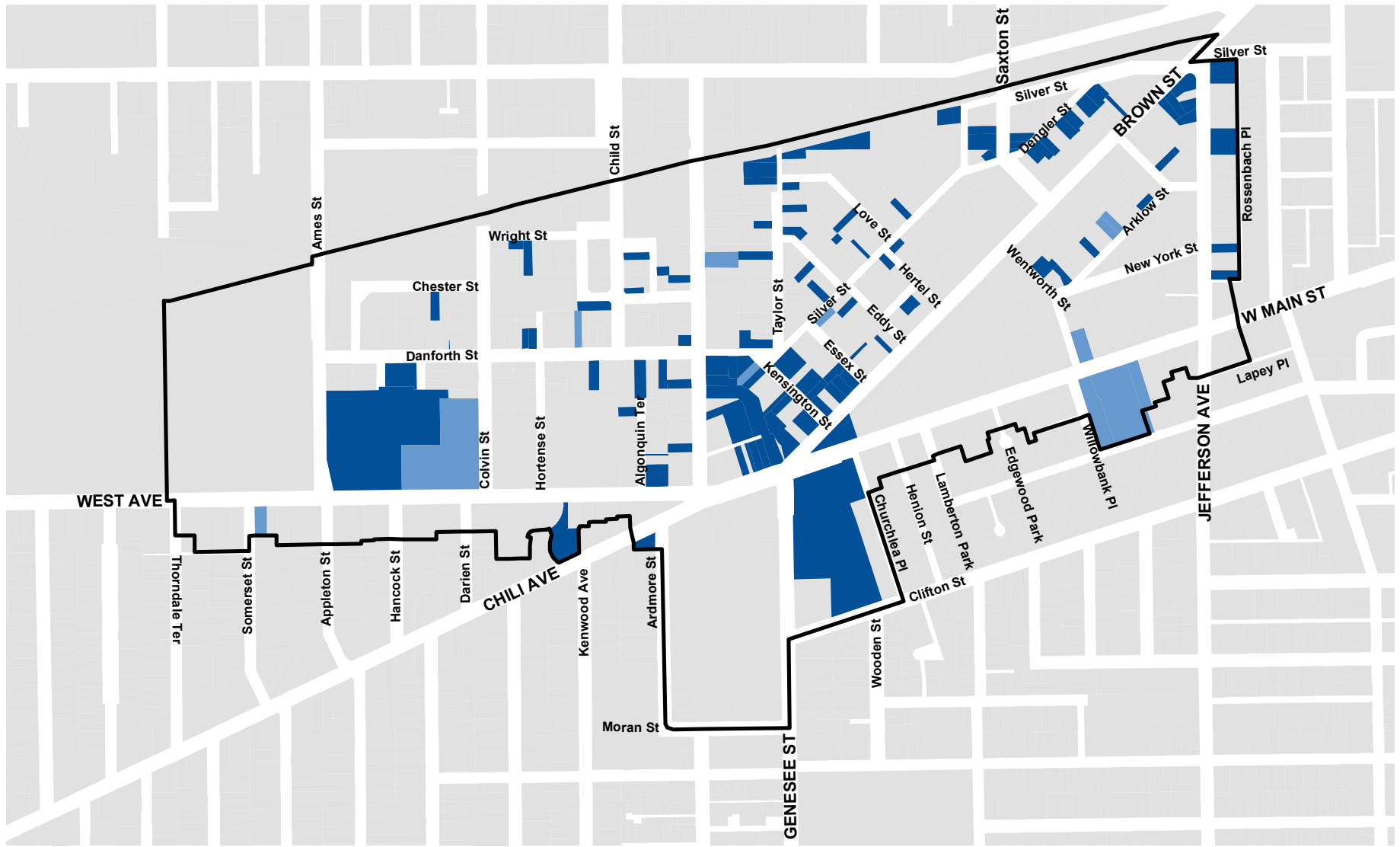
The Bull’s Head Plaza property is a 4.2 acre suburban-style single-story shopping center located adjacent to Genesee St and W Main St. The property was acquired by the Rochester Economic Development Council (REDCO) from a private owner and re-purchased by the City of Rochester for environmental testing,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

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

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



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



**Figure 3.11: Land Ownership**

- City of Rochester
- Rochester Housing Authority



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

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

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

### Rochester Housing Authority

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

### Private Land

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

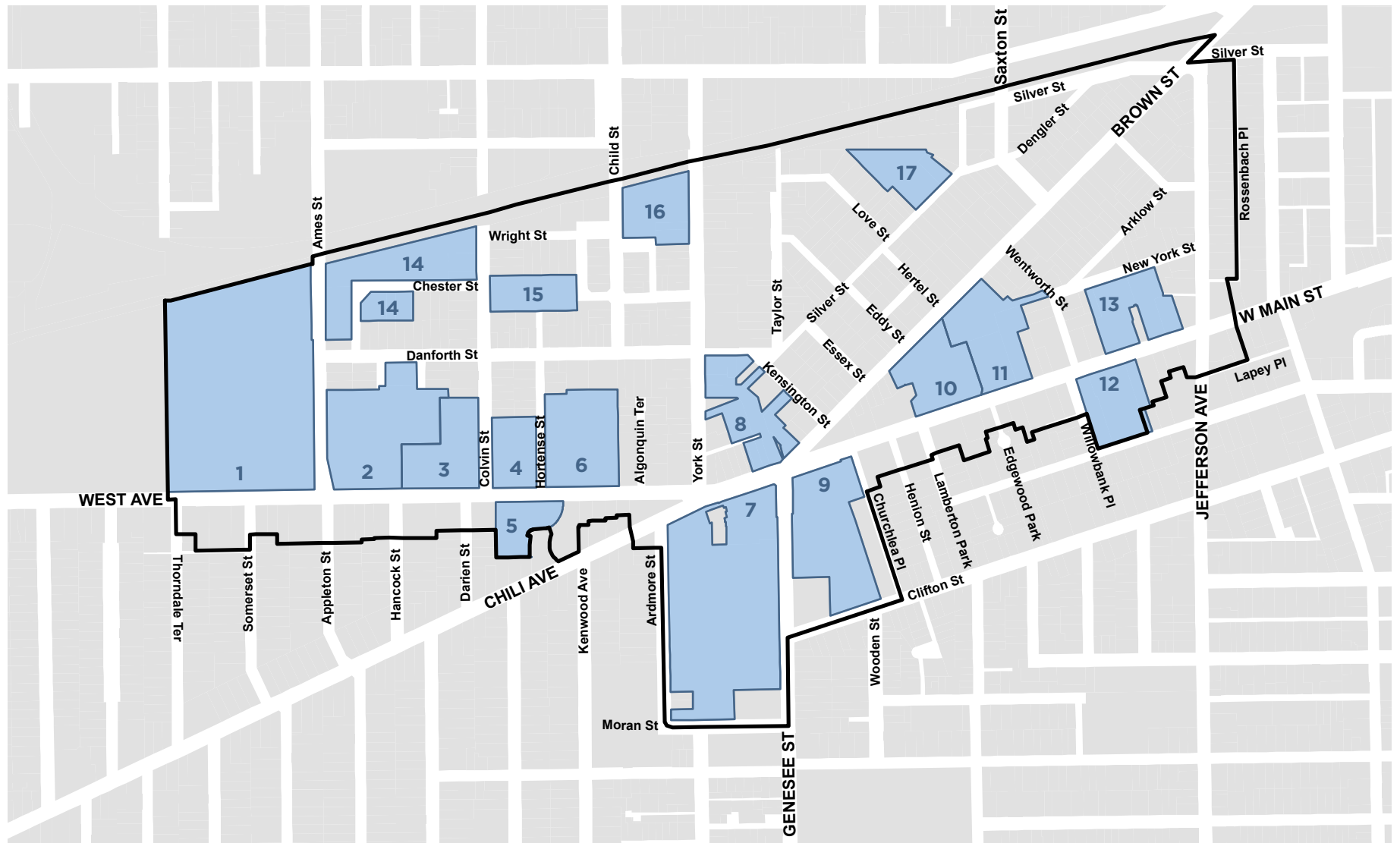
### Large Properties

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

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

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

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



**Figure 3.12: Large Properties**

Common Ownership (1+ acres)



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

### 3.6 Parks + Open Space

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

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

#### ACRES OF PARKLAND per 1,000 residents:



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

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

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

Figure 3.13: City Parks Amenities Matrix

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

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





Figure 3.14: Parks

- Public Parks/Facilities
- Heritage Trail
- Heritage Trail - Trail Head

- Within BOA:**
- 1 Danforth Community Center
  - 2 Lynchford Park

- Outside BOA:**
- 3 Wilson Foundation Academy Sports Complex
  - 4 Jefferson Terrace Park
  - 5 Susan B. Anthony Square
  - 6 Grape Wilder Park



## Within BOA



### Danforth Community Center

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



### Lynchford Park

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

## Outside BOA



### Wilson Foundation Academy

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



### Jefferson Terrace Park

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



### Susan B. Anthony Square

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



### Grape Wilder Park

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

### 3.7 Key Buildings

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

#### Identification Method

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

#### Results

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

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

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

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

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

#### #KEY BUILDING CRITERIA

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

Figure 3.15: Key Building Criteria

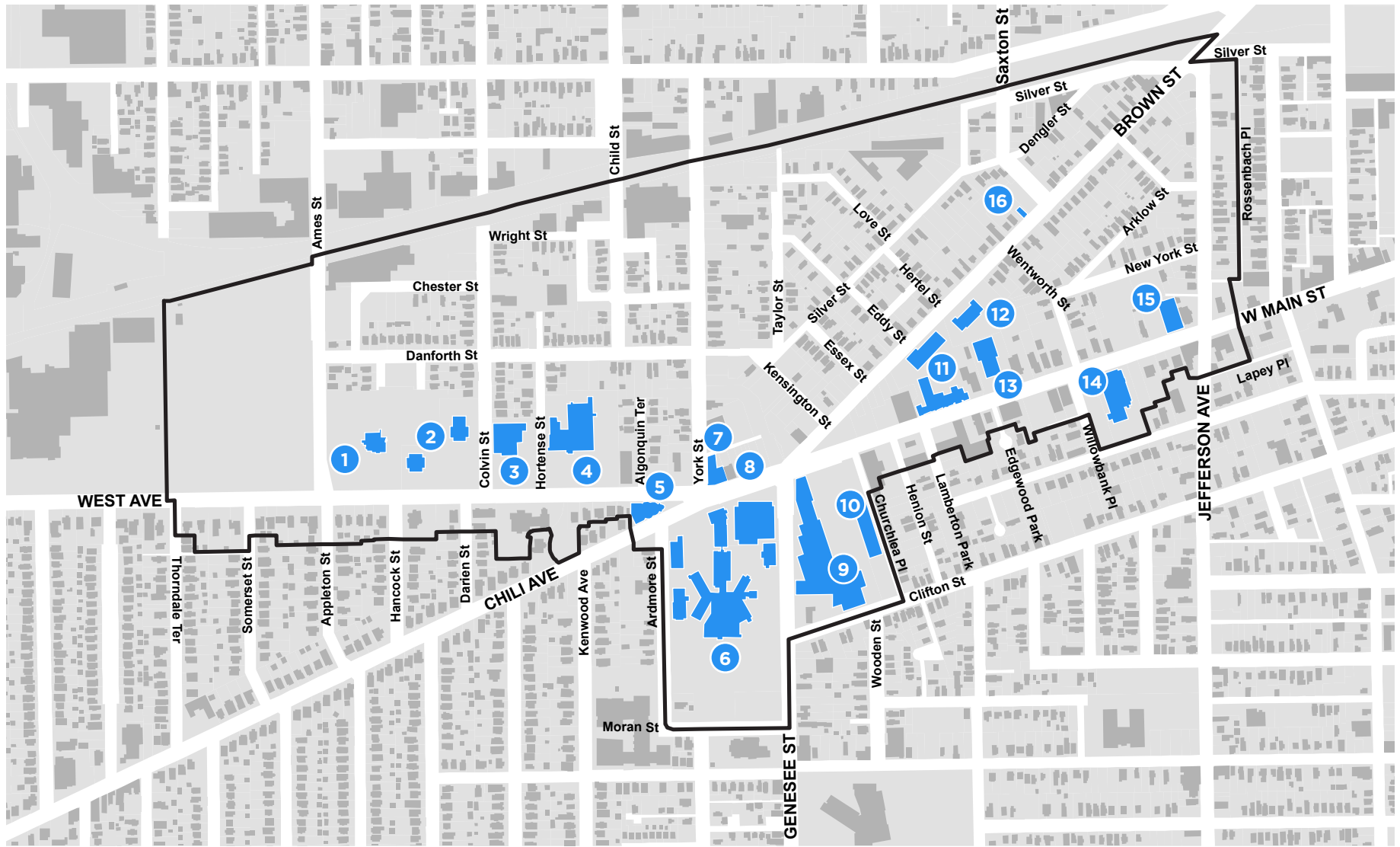


Figure 3.16: Key Buildings Map

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

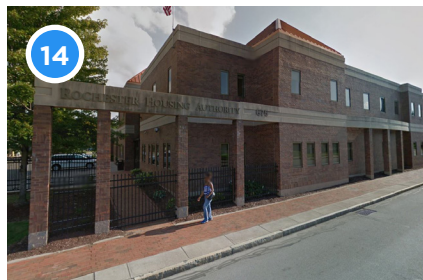
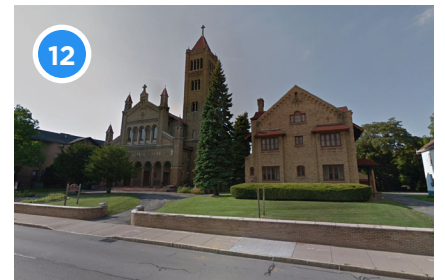
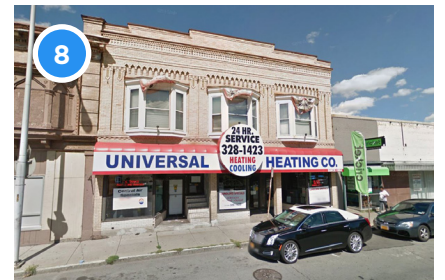
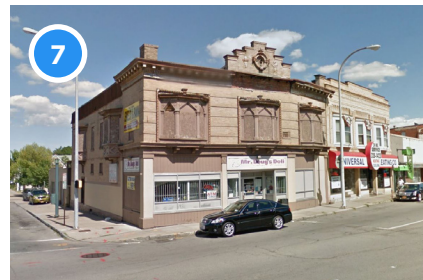
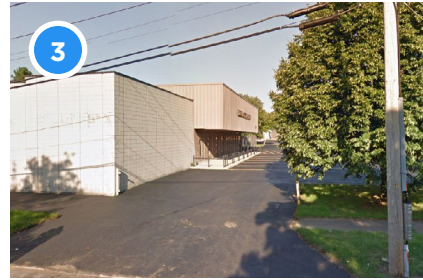
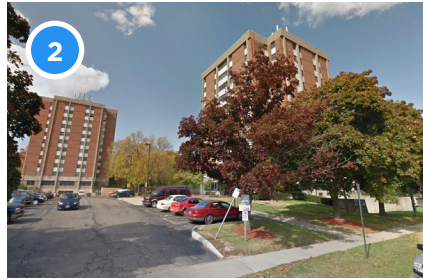


Figure 3.17: Key Building List

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

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

### 3.8 Historic + Archaeological Resources

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

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

#### **Local Historic Resources**

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

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

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

#### **State and National Historic Resources**

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

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

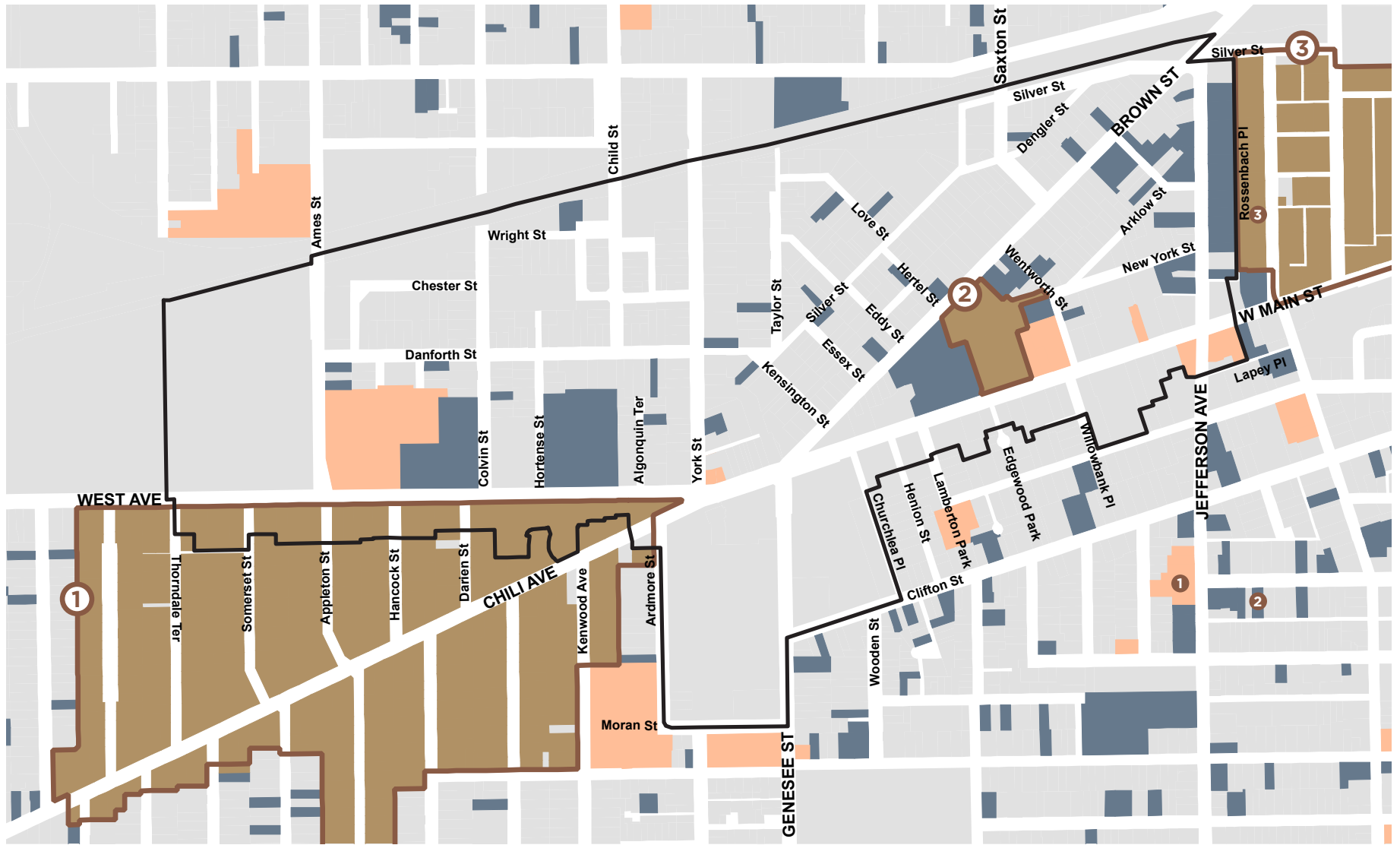
licensed or assisted projects through a notice, review, and consultation process. For owners of depreciable, certified historic properties, a 20 percent federal income tax credit is available for the costs of substantial rehabilitation. Municipal and not-for-profit owners of listed historic properties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

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

#### **Archaeological Resources**

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





**Figure 3.18: Historic Resources**

**State + National Register Historic Districts\***

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

**Local Landmarks\***

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

**Property Designations\***

- Listed
- Eligible
- Not Eligible

\* As of December 2019

## Within BOA



Homes along West Ave within study area

### Chili-West Historic District

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



Church of Saints Peter and Paul Complex

### Church of Saints Peter and Paul Complex

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

## Adjacent to BOA

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### **Susan B. Anthony Preservation District**

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

### 3.9 Transportation

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

#### Regional Connections

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

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

#### Vehicle Network

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

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

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

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



Intersection of York St and W Main St



Intersection of W Main St, Chili Ave, West Ave, and York St



Intersection of Brown St, Silver St, and Jefferson Ave



Figure 3.19: Vehicle Network





West Ave adjacent to the Danforth Community Center

### West Ave (State Route 33)

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



Chili Ave adjacent to St. Mary’s Campus

### Chili Ave (State Route 33A)

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



Genesee St adjacent to St. Mary’s Campus

### Genesee St

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



W Main St near offices of Rochester Housing Authority

### W Main St (State Route 33)

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



Brown St adjacent to Walgreens

### Brown St

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



Jefferson Ave near the intersection with Brown St

### Jefferson Ave

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

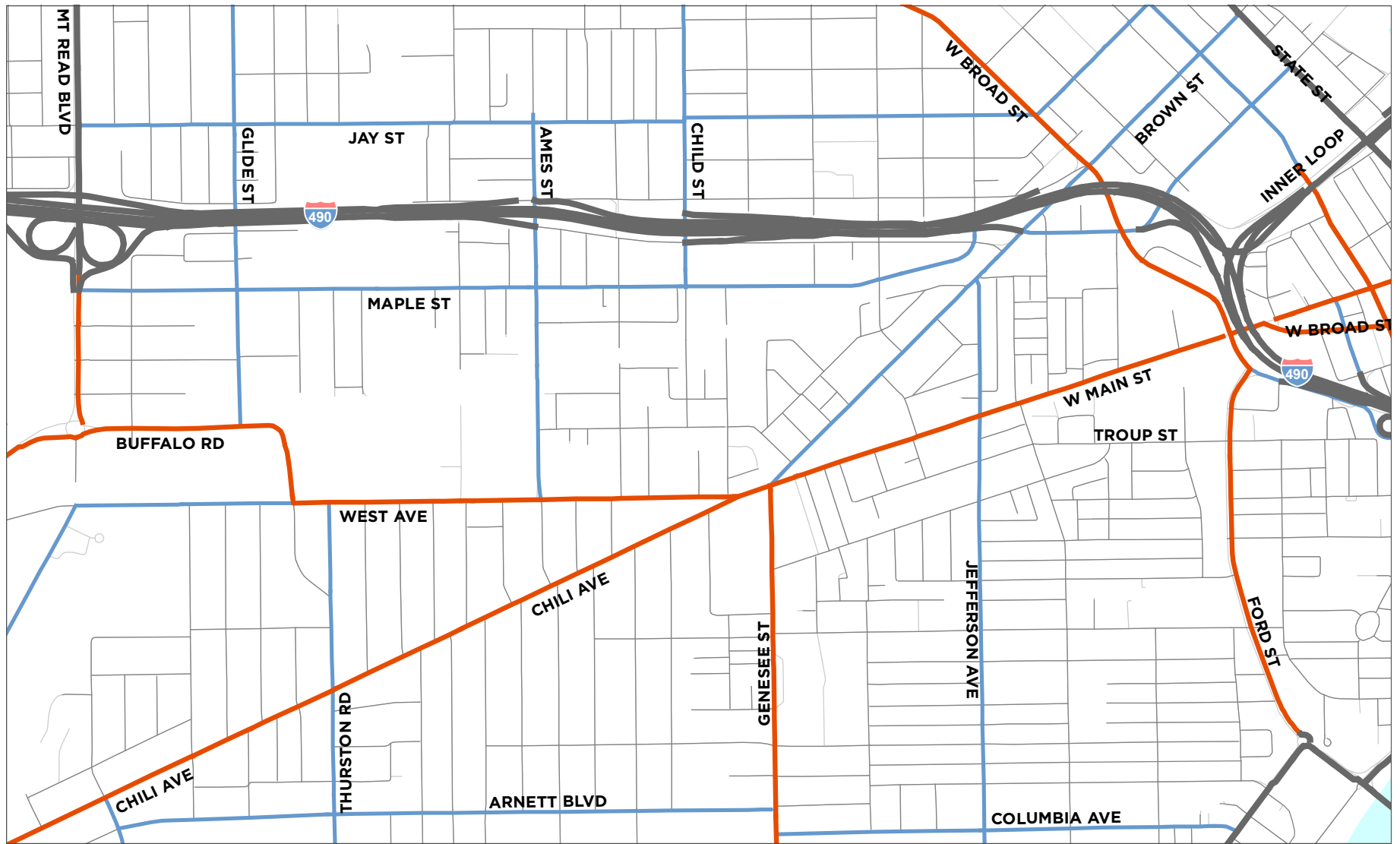


Figure 3.20: Functional Class

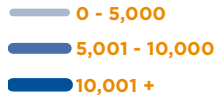
- Principal Arterial
- Minor Arterial
- Major Collector
- Local
- No Class Assigned







Figure 3.21: Vehicle Traffic Volumes



### Bull's Head Traffic Study

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

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

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

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

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

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

#### 4. Traffic signal timing and phasing data

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

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

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

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

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

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

Using the collected turning movement data,

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

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

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

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



Repaving Adjacent to St. Mary's Campus



Crossing Genesee St at Clifton St



Crossing W Main St at Jefferson Ave



Repaving Work at Brown St and W Main St Intersection

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

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

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

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

### 3. West Ave / Ames St

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

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

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

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

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

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

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

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

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

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

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

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



## Transit

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

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

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

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

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

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

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

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



RTS Stop at West Ave / Chili Ave / York St



RTS Stop + Shelter at W Main St and Genesee St

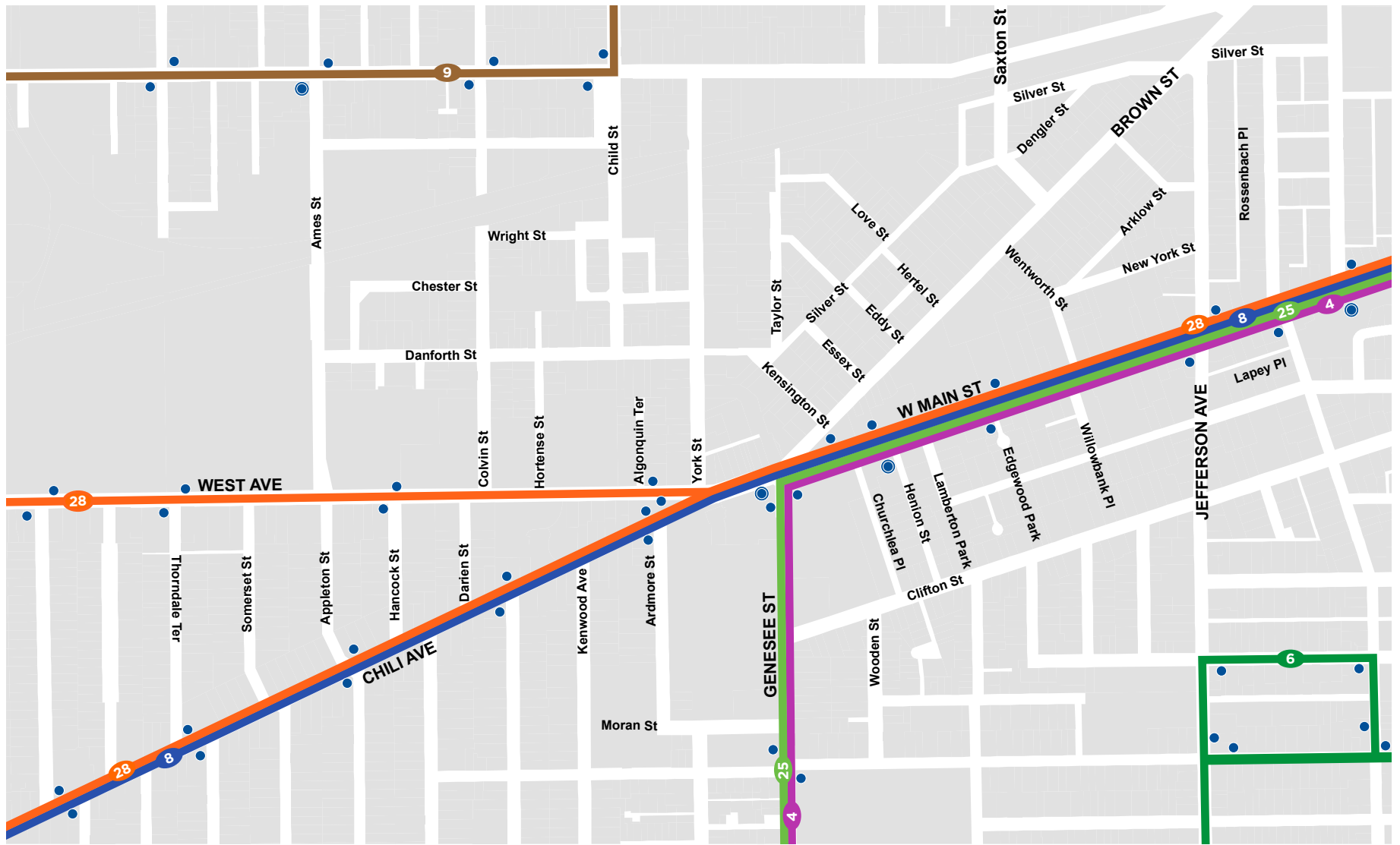


Figure 3.22: Transit Network

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

## Bicycle

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

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

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

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

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

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

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





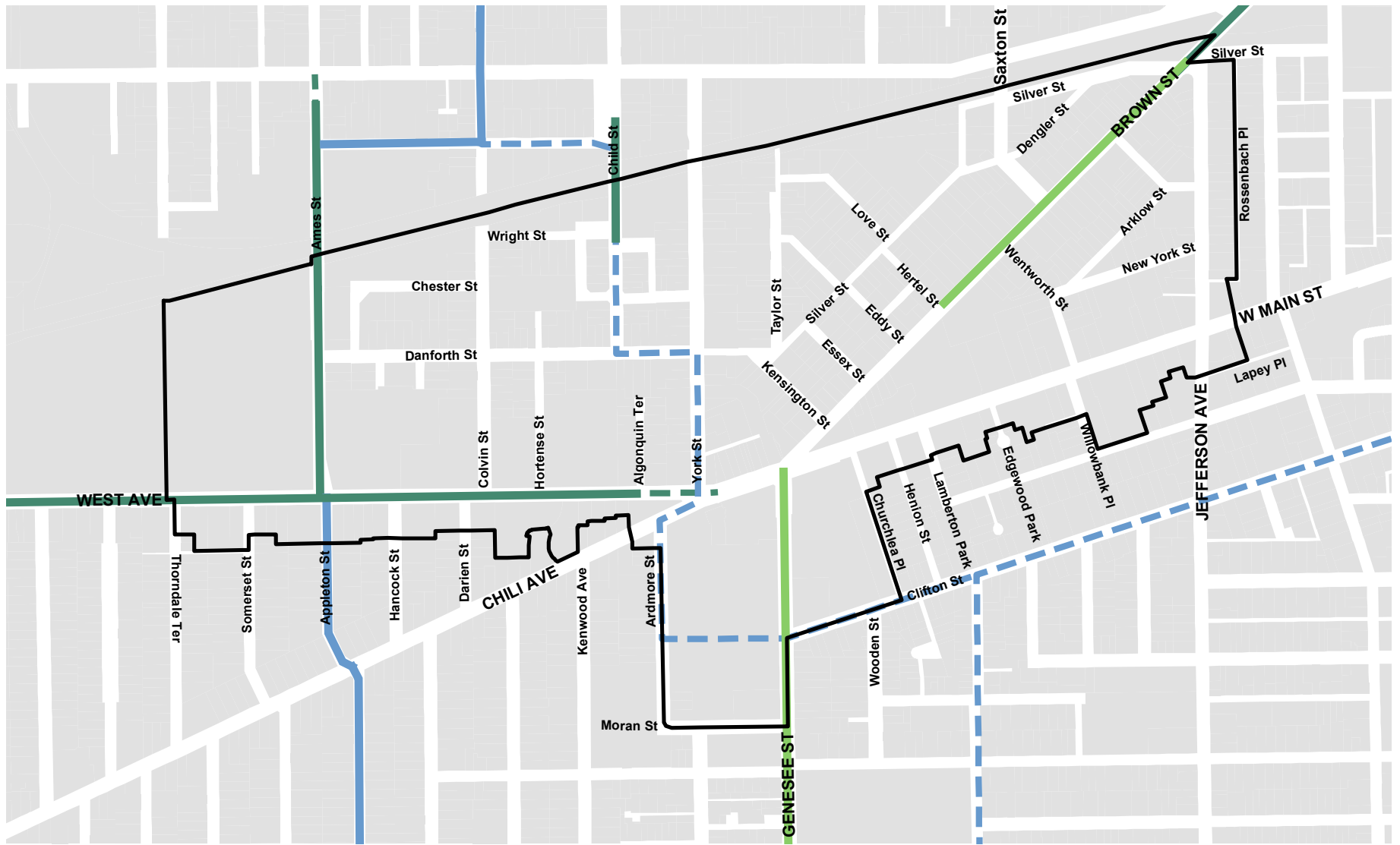


Figure 3.23: Bicycle Network

## Pedestrian

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

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

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

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

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



Crossing W Main St from Brown St

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

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



Crossing Henion St adjacent to W Main St

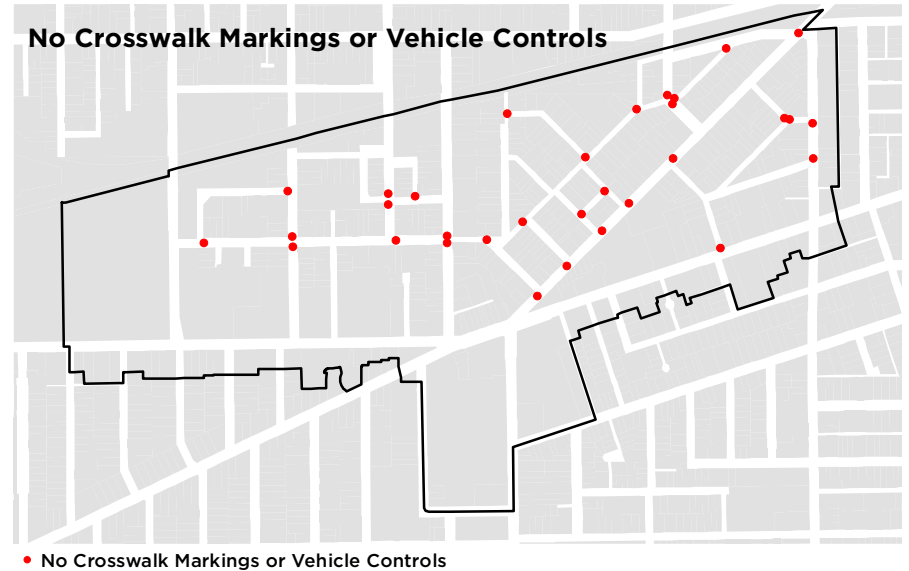
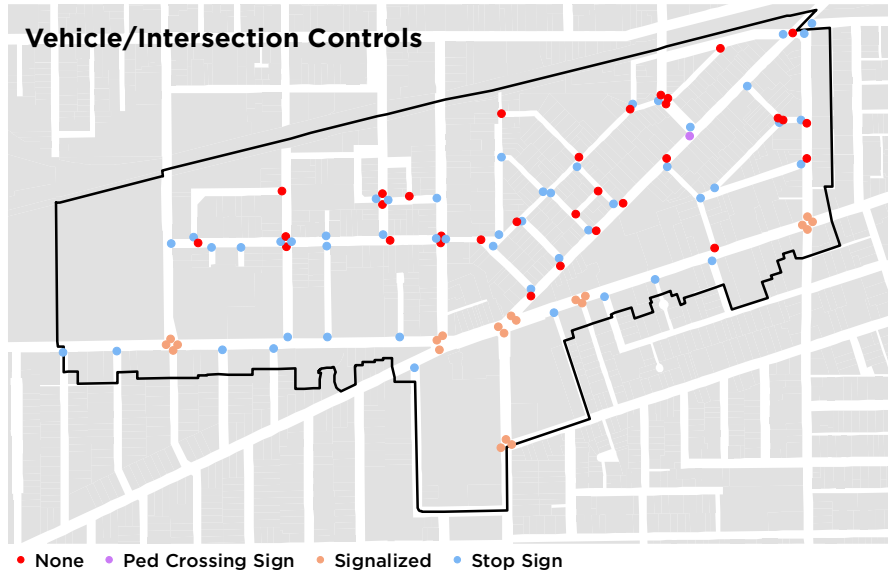
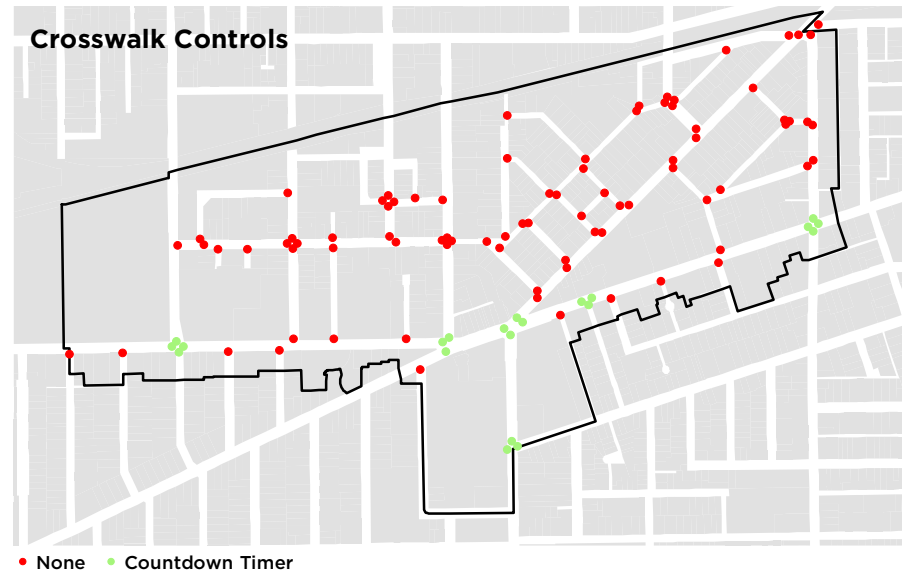
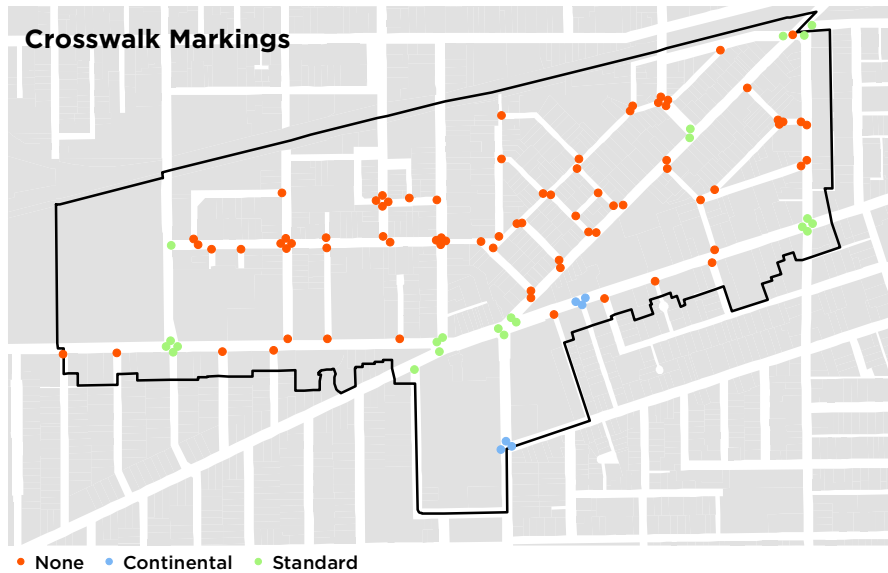


Figure 3.24: Crosswalk Infrastructure

## Freight

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

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

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



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

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

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

For air freight, the Greater Rochester

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



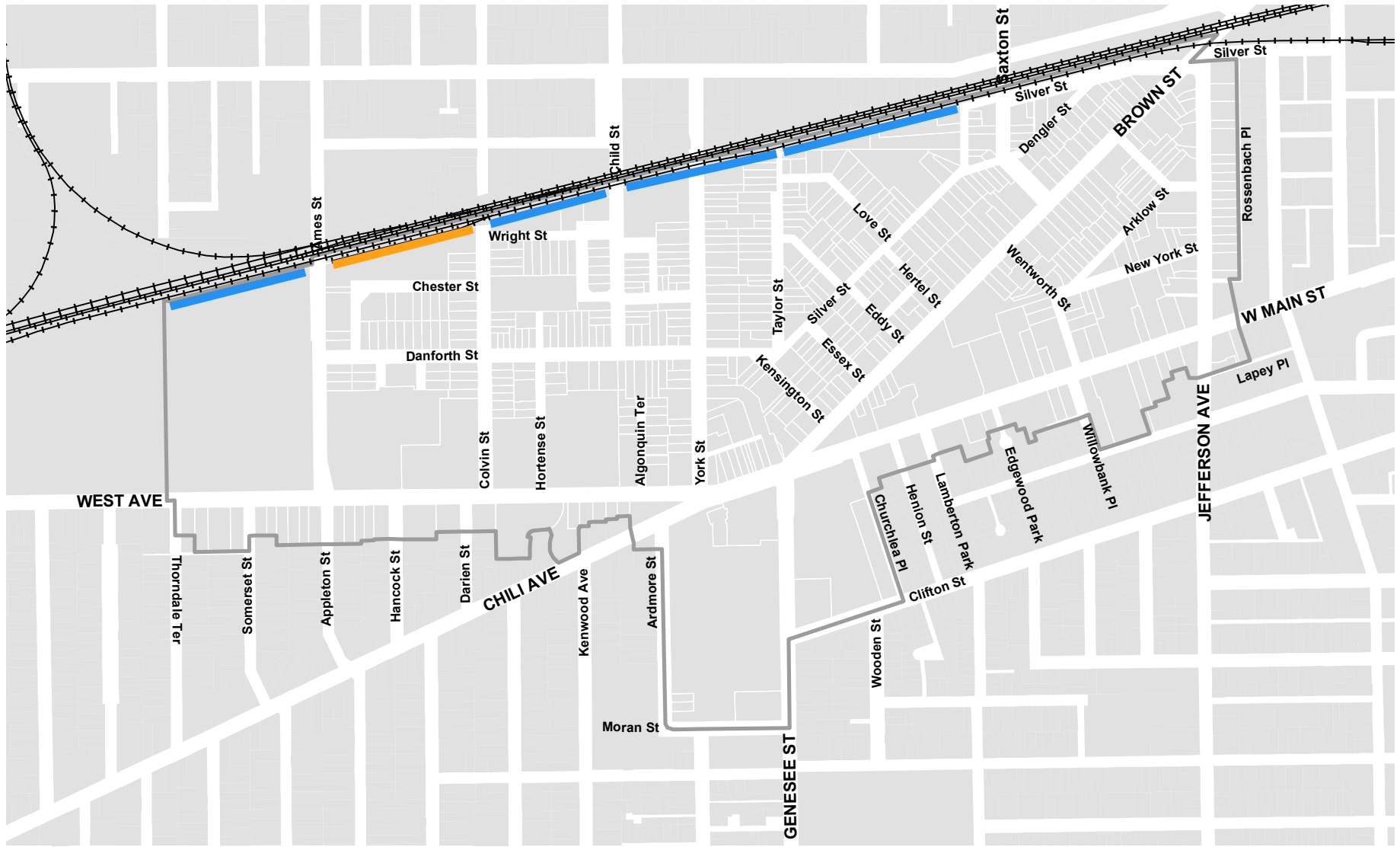


Figure 3.25: Rail Freight Network

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



### 3.10 Infrastructure + Utilities

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

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

#### **Water**

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

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

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

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

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

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

#### **Sanitary Sewer**

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

#### **Storm Sewer**

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

Figure 3.26: Water Infrastructure

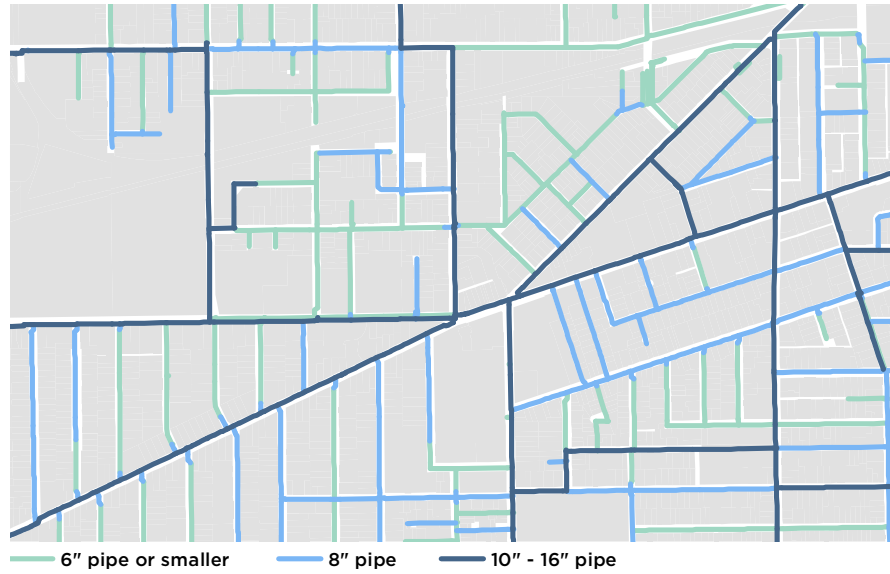


Figure 3.27: Water Infrastructure (before 1900)

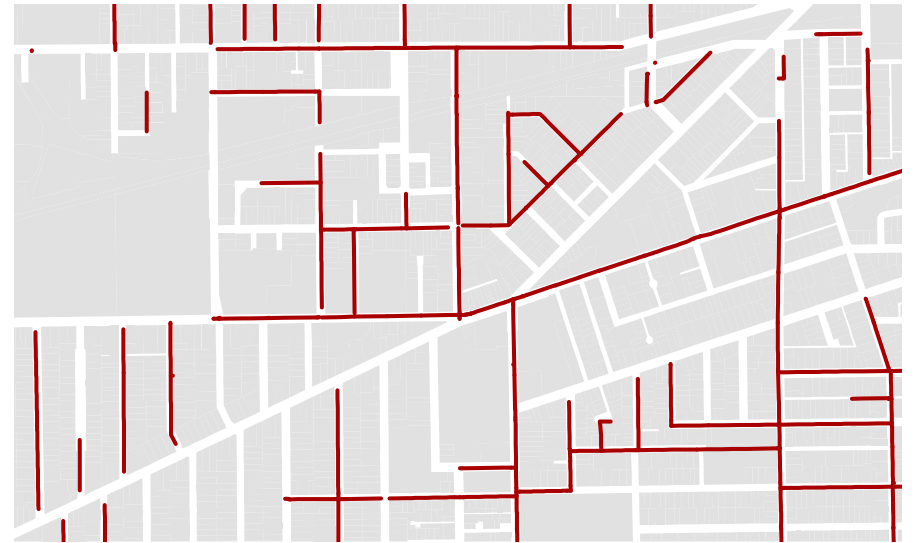


Figure 3.28: Water Infrastructure (1900 - 1950)

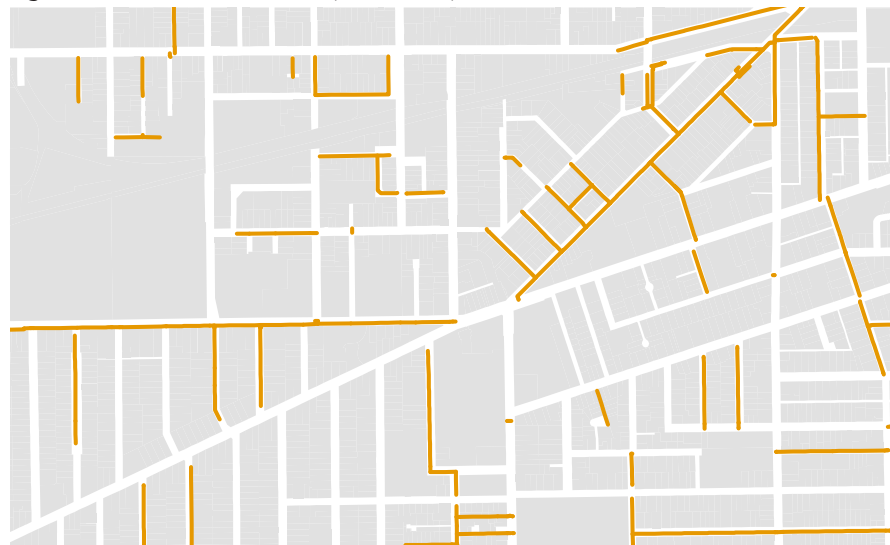
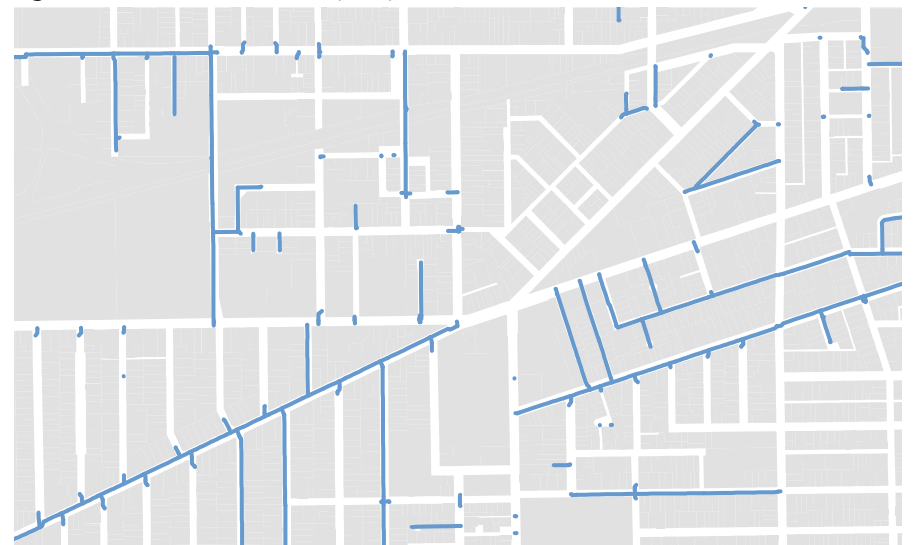


Figure 3.29: Water Infrastructure (1950)



shown in “Figure 3.30: Sewer System” on page 97 the only sewer line dedicated solely for storm events is located adjacent to the study area under Rossenbach Pl. The remainder of the Bull’s Head study area does not have any infrastructure dedicated solely for storm sewer service.

### **Combined Sewer**

A combined sewer is a combined sanitary and storm sewer collecting both sewage and storm water for conveyance to a treatment facility. Modern sewer installations no longer use a combined system due to serious water pollution problems during combined sewer overflow (CSO) events when the combined sewage and surface runoff flows exceed capacity of treatment facilities. These events require release of the combined flow to local water bodies in order to prevent damage to local infrastructure and private property. In order to limit the amount of discharge to local waterways, the Rochester District began intercepting combined sewer overflows with a series of tunnels. The tunnels act as temporary storage and conveyance of flow to treatment facilities and are referred to as the Combined Sewer Overflow Abatement Program (CSOAP).

The sewer system in the city of Rochester is managed by Monroe County Pure Waters. As shown in “Figure 3.25: Sewer System Infrastructure” the Bull’s Head study area is primarily a combined sewer system. A single combined sewer overflow interceptor pipe is located in the central portion of the study area,

extending from the intersection of West Ave and Colvin St diagonally crossing Child and York Streets as it heads north outside of the study area. This pipe is designed to collect combined wastewater during heavy storm events, minimizing CSO’s in the area.

### **Electric**

As previously noted, geographic data for electric utilities are not available for public dissemination due to security concerns regarding the data. However, all properties within the Bull’s Head study area are supplied electricity by Rochester Gas & Electric (RG&E). RG&E services 371,000 electric customers in a nine-county region centered on the city of Rochester. One of RG&E’s customer service centers is located at 400 West Ave which is directly adjacent to the western border of the Bull’s Head study area.

### **Natural Gas**

As previously noted, geographic data for natural gas utilities are not available for public dissemination due to security concerns regarding the data. However, all properties within the Bull’s Head study area are supplied natural gas by Rochester Gas & Electric (RG&E). RG&E services 307,000 natural gas customers in a nine-county region centered on the City of Rochester.

### **Telecommunications**

As previously noted, geographic data for telecommunications are not available for public dissemination due to security

concerns regarding the data. However, the Frontier Communications Corporation provides land-line telephone and DSL Internet services within the study area. Frontier Communications Corporation was previously the Rochester Telephone Corporation. Charter Communications (marketed as “Spectrum”) provides telephone, cable TV, and Internet services in the study area through an extensive coaxial cable network. In the Rochester area GreenLight Networks provides high speed fiber optic Internet services. However, the Bull’s Head study area does not have fiber networks available for consumer use.



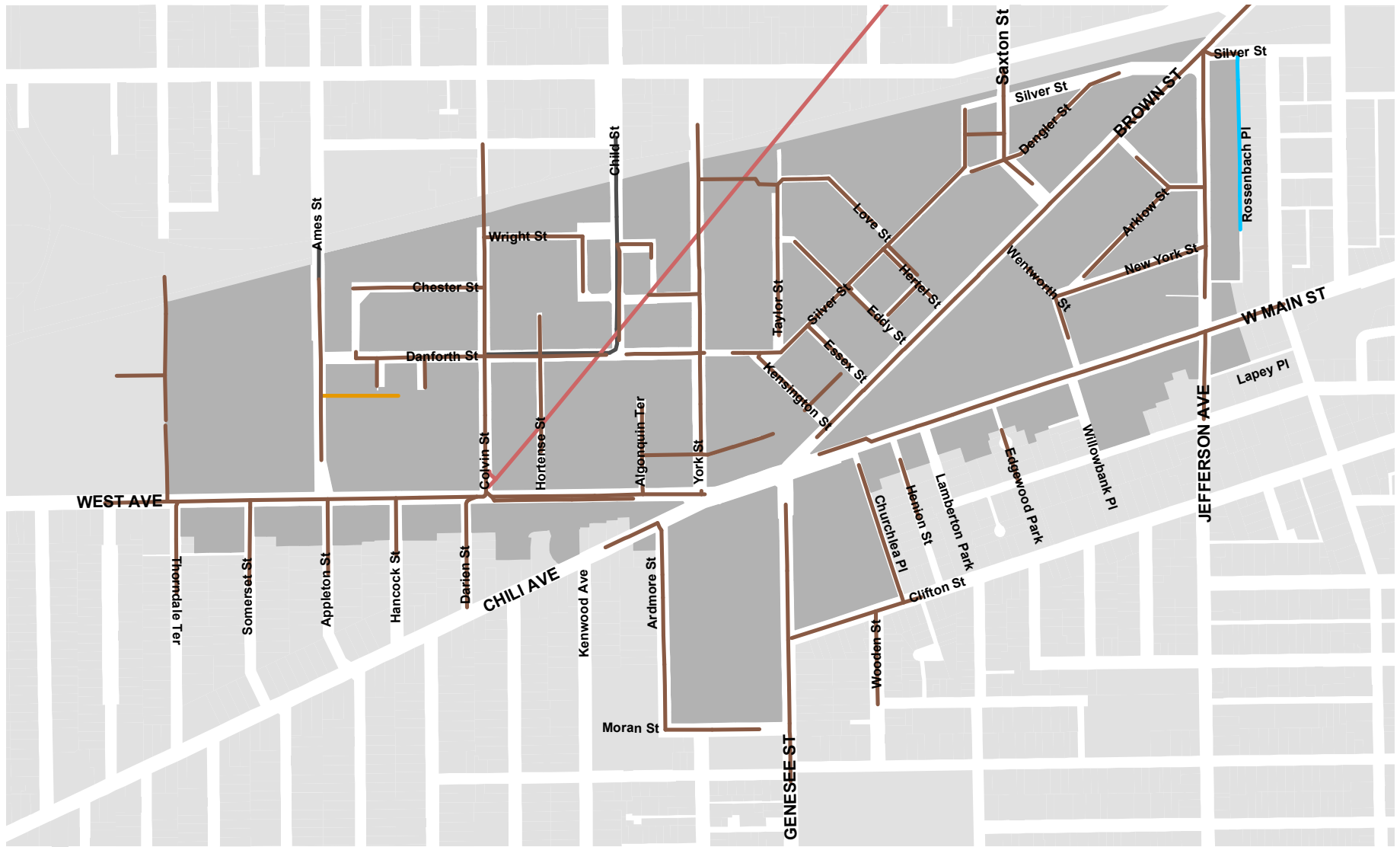


Figure 3.30: Sewer System

- Combined Sewer
- Sanitary Sewer
- Combined Sewer Overflow
- Stormwater Sewer
- Trunk

## 3.11 Natural Resources

The Bull's Head study area has been developed as an urban environment for several generations. As such, there are no visually apparent or significant natural resources which would pose as an asset to the neighborhood or a limitation to potential development.

### **Topography/Soils**

According to topography information from Monroe County, the study area lacks steep slopes and any notable elevation features except for small areas near railroad overpasses. In addition, according to soil information from the U.S. Department of Agriculture (USDA), the entire study area is classified as "Urban Land." Urban land is characterized by extensive modified through fills and cut-aways.

### **Surface Waters & Wetlands**

Based on a review of information from the NYS Department of Environmental Conservation (DEC), the study area does not contain streams, tributaries, waterbodies, or wetlands. Based on a review of information from the Federal Emergency Management Agency (FEMA), there are no floodplains in the study area. The lack of surface water features and steep slopes means limited potential or hazard for erosion.

The Bull's Head study area is located within the Genesee River Watershed which comprises more than 2,500 square miles between Lake

Ontario and the NY/PA border. Water quality in the watershed, for portions that have been evaluated, are generally viewed as satisfactory.

### **Groundwater**

According to information from the U.S. Environmental Protection Agency (EPA), no sole source aquifers or principal aquifers are located within or near the study area. Portions of groundwater within the study area may be contaminated from historic manufacturing and commercial land uses described in more detail in Section "3.13 Brownfield Sites" on page 102. However, potential localized water contamination is isolated from affecting the population because potable drinking water is sourced from over 20 miles south of the city and filter/treated before public consumption.

### **Fish and Wildlife Habitats**

Based on a review of information from the NYS DEC and the U.S. Fish and Wildlife Service (USFWS), the study area does not have any known fish or wildlife habitats. In the general area of the study area there is potential for habitats of the Northern Long-eared Bat, which is listed as endangered, and several migratory birds listed as "Birds of Conservation Concern." Birds of Conservation Concern are species that without additional conservation actions are likely to become candidates for listing as endangered.

### **Visual Quality**

There are no local, state, or federal designated scenic areas or scenic byways within the Bull's Head study area. In addition, because the study area has been developed as an urban environment for generations and is some distance from the Genesee River, there are no scenic vistas.

### **Agricultural Lands**

Based on a review of soil data from the USDA, the soil profile within the study area is comprised of "Urban Land" which is not considered agricultural soils.

### **Air Quality**

According to the US EPA, Monroe County has been listed as in attainment since 2015 for National Ambient Air Quality Standards (NAAQS) as defined in the Clean Air Act Amendments of 1970.

### **Local, State, and Federal Natural Resources**

Local, State, and Federal natural resources can include parks, conservation areas, critical habitats, significant natural communities, and national natural landmarks. While the Bull's Head study area includes Lynchford Park, there are no other local, state, or federal natural resources present.

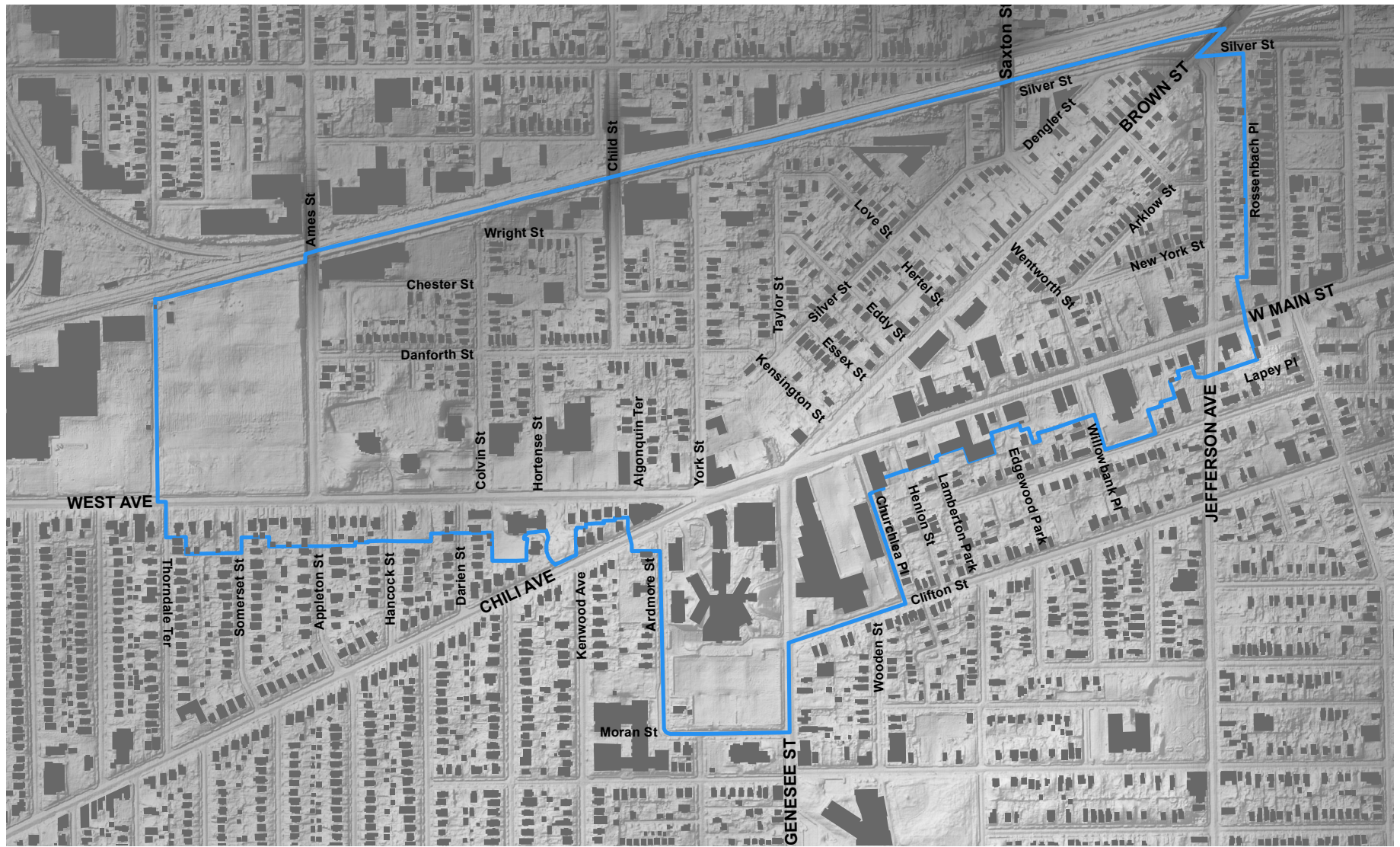
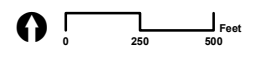


Figure 3.31: Topography  
 ■ Building Footprint



### 3.12 Vacant Land + Unoccupied Buildings

Vacant land within an urban context can be viewed as both an opportunity for development and representative of decline and disinvestment. The analysis of vacant land is in context of the analysis of land ownership, underutilized sites, and identification of brownfields. A comprehensive view of vacant land provides the foundation of understanding needed to plan targeted redevelopment initiatives within the Bull’s Head study area.

Vacant land is defined by the State of New York as “property that is not in use, is in temporary use, or lacks permanent improvement.” The classification of property as vacant land is performed by the City of Rochester. The following analysis utilized tax parcel information from the City of Rochester which included land designated as vacant. In total, 25.9% of the study area contains a combination of vacant land and properties with unoccupied buildings.

#### Description and Types of Vacant Land

A total of 128 parcels were identified within the Bull’s Head study area as vacant land. These parcels are identified by the City and classified as vacant land. This vacant land represents 31.0 acres of land or 21.3% of the study area. This is equivalent to approximately 11 soccer fields. Of this 31.0 acres, 10.8 acres (103 properties) of vacant land were formerly residential, 4.8 acres (18 properties) were formerly commercial,

and 15.4 acres (7 properties) were formerly industrial. The City of Rochester owns a large portion of vacant land within the study area equaling 12.1 acres (nearly 100 individual properties). The largest single parcel of vacant land is located at 95 Ames St and is privately owned. The property is commonly referred to as the former Taylor Instruments site and has a history of environmental contamination as described in Section “3.13 Brownfield Sites” on page 102.

#### Spatial Distribution

Vacant land is found throughout the Bull’s Head study area with a concentration north of Bull’s Head Plaza at the intersection of W Main St, Brown St, and Genesee St. Several relatively small, formerly residential vacant parcels are found between W Main St west to Ames St.

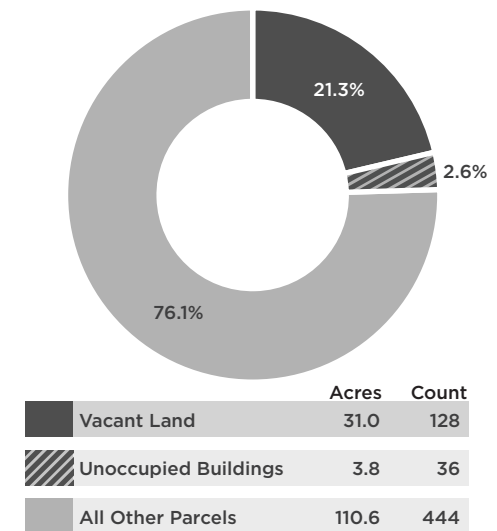
#### Unoccupied Building

The City of Rochester identifies and maintains a database of properties with a principal building that is unoccupied or abandoned by the owner. The property is not classified as vacant land due to the presence of a principal building. A total of 36 properties have been identified by the City in the study area. This represents 3.8 acres of land or 2.6% of the study area. Unoccupied/abandoned buildings can be found throughout the study area with a concentration between W Main St and Ames St. Notable are the

unoccupied/abandoned residential buildings on West Ave. These four unoccupied buildings are within the Chili-West Historic District and are individually listed on the State and National Registers of Historic Places.

#### Community Feedback

Community input received during the public meeting and community workshop identified several concerns regarding vacant land and a desire for the land to be developed and used. Reuse and development of vacant land included commercial, residential, and parkland.





**Figure 3.32: Vacant Land + Unoccupied Buildings**

- Vacant Land
- Unoccupied Building

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

### 3.13 Brownfield Sites

For decades the development potential within the Bull's Head study area has been constrained by the presence or likely presence of properties with environmental contamination. At the center of the NYS Brownfield Opportunity Area Program is the process for the identification, inventory, and analysis of these properties and the establishment of a plan for the elimination of constraints to revitalization through environmental testing, clean-up, and redevelopment. The designation of a property within a BOA has the added benefit to property owners and developers through tax credits and other financial and technical assistance.

#### Historical Background

The Bull's Head area has a legacy of both prosperity and decline. The neighborhood in the late 1800's was still in development with new roads and subdivisions being planned with large homes of local lawyers and business owners stretching along W Main St and West Ave. While the main-line railroad bordered the north of the study area, there were few industrial properties during this time with the notable exception of a small lumber yard. Properties along W Main St primarily consisted of residential homes with only a few businesses. A grouping of commercial businesses were located on the north of W Main St across from the original St. Mary's Hospital at the corner of W Main St and Genesee St. Across Genesee St at the location of the current Bull's Head Plaza were a few residential homes and a small laundromat.

At the turn of the 19th century the Bull's Head area had an increase in industrial and commercial demand in response to new homes and residents. Industrial businesses included Taylor Instruments at 95 Ames St, Monroe Oil Company at the intersection of Wright St and Child St, and Flower City Charcoal at the intersection of Colvin St and the Railroad. The center of the Bull's Head area at the intersection of W Main St, Genesee St, and Brown St had a significant growth in commercial businesses and the expansion of St. Mary's Hospital with the St. Mary's Boy's Orphan Asylum



at the northern portion of the current Bull's Head Plaza and St. Patrick's Orphan Girls Asylum at the southern portion of the current Plaza.

The rapid development of the Bull's Head area continued through to the mid 19th century. However, the post-WWII social paradigm shift focusing on suburban development began to greatly change the built environment from the past century. High-style commercial buildings and residences were cleared for single-use auto-oriented businesses. Numerous commercial businesses, gas stations, and automotive repair businesses stretched along W Main St. The St. Mary's Hospital was expanding to the south with a new main hospital building. The St. Mary's Orphan Boy's Asylum, St. Patrick's Orphan Girls Asylum, and several residential homes were demolished for an auto-oriented suburban-style shopping plaza



(Bull's Head Plaza). Industrial operations also expanded during this time. Taylor Instruments had expanded, numerous manufacturing industrial operations had located along the main-line railroad, and several smaller-scale industrial operations were located throughout the area.

Although the Bull's Head area adapted to changing economies and paradigms, the area experienced steady decline over the following decades. This decline can be partly attributed to macro-economic forces outside of the control of neighborhood businesses and residents. Despite these macro-economic forces, the legacy of industrial and commercial environmental contamination has greatly contributed to economic decline. Decades of environmental contamination has constrained cost-effective development when compared to greenfield sites in suburban areas.



Recent notable environmental clean-ups include 792-814 W Main St now redeveloped as a Walgreens, 750-782 W Main St now redeveloped by DePaul Properties as a residential treatment facility and apartments, and 716 W Main St recently redeveloped as a Family Dollar. Some remediation has been completed at 95 Ames St and additional testing is being performed across the study area including 68-92 Genesee St and 835-855 W Main St. Despite this progress, the number of brownfield properties affecting redevelopment potential in this area is high.

**What is a Brownfield?**

A “brownfield” is described by New York State as any property where the redevelopment or reuse of that property may be complicated by the presence or potential presence of an environmental contaminant. With this description, communities quickly identify large industrial and manufacturing properties that have limited their economic and development potential. However, smaller properties such as gas stations, automotive repairs shops, laundromats, and small machine shops with environmental contamination can have a significant impact on a neighborhood. The designation of a brownfield site, however, is not limited to these land uses. In addition, brownfields may pose a risk to public health based on the nature and extent of contamination and the risk of exposure to the public.

**What does it mean to own a Brownfield?**

Brownfield redevelopment tax credits are available to help offset the cost of remediation and encourage redevelopment of brownfield properties enrolled in the NYSDEC Brownfield Cleanup Program (BCP). A “BOA bump-up,” an increase of up to 5% of the allowable tangible property tax credit component of the brownfield redevelopment tax credit, may also be available for any project on a site enrolled in the BCP that receives a determination from the Secretary of State that the proposed development conforms to the vision, goals and priorities established for revitalization of the area in the Nomination Plan.

**Pre-Nomination Study Environmental Review**

The Pre-Nomination Study published in 2009

included an inventory of brownfield properties based on a preliminary review of environmental information. This review focused on key areas within the center of the Bull’s Head study area. The result of the environmental review identified 64 brownfield sites (accounting for parcel consolidations since 2009).

**Revitalization Plan Environmental Review**

The environmental review undertaken for this Revitalization Plan included a review and update of environmental information from the Pre-Nomination Study. This review and update utilized new information from environmental screens, Phase I and Phase II Environmental Site Assessments, and updated State and Federal Databases. The review yielded new information that modified the list of sites based on the threshold for brownfield site designation. Additional detail is provided on the following pages. In addition, the environmental review for this Revitalization Plan expanded the properties reviewed to every property within the study area. This more comprehensive approach yielded new information that expanded the list of brownfield sites.

The environmental review completed by the BOA Team included a review of Environmental Screens completed in 2009 and 2016, Phase I and Phase II Environmental Site Assessments, NYSDEC databases including the Voluntary Cleanup Program Database, Superfund Program Database, Petroleum and Chemical Bulk Storage Database, and Spills Database, Sanborn Maps, City Directories, and historic aerial imagery. It is

important to note that the review was inclusive of databases and information on documented or suspected environmental concerns and that the findings are by no means exhaustive.

Reviewed information was collected and placed in a database which associated all identified environmental conditions from the reviewed sources with specific properties within the Bull’s Head study area. This database of environmental conditions was used to analyze the totality of concerns for each property, any concerns from adjacent properties, the classification of a level of concern for each property, and the designation of select properties as a brownfield.

**Environmental Concerns**

The environmental review identified numerous environmental concerns from properties with a known high level of contamination to properties with suspected low levels of contamination. In total, 119 properties within the study area were identified with an environmental concern. Notable properties with known contamination include the former Taylor Instruments property at 95 Ames St, a former gas station at 51 Chili Ave, a private laundromat at 68-92 Genesee St, and the Bull’s Head Plaza at 835-855 W Main St.

Environmental concerns from each reviewed source are summarized on the following pages. A summary of environmental concerns for properties designated as a brownfield is provided in “Figure 3.35: Brownfield Sites Table” on page 112.



## ENVIRONMENTAL SCREENS

Environmental Screens were completed by the City in 2009 and 2016 which reviewed 138 properties with the goal of a limited environmental review to identify environmental concerns. Data sources included aerial photographs, Sanborn Maps, Plat Maps, City Directories, NYSDEC databases, Monroe County Department of Health information, City Fire Department records, and City Building Department records. A total of 68 properties were identified with a varying degree of potential and known environmental concerns.

The BOA Team reviewed both environmental screens, updated and revised information as necessary, and integrated a summary of environmental information in to “Figure 3.35: Brownfield Sites Table” on page 112

## ENVIRONMENTAL SITE ASSESSMENTS

Environmental Site Assessments (ESA) are investigations of a property to identify Recognized Environmental Conditions including conditions indicative of releases and threatened releases of hazardous substances on, or in the vicinity of a property. The ESA process is formally established by ASTM and is more thorough than the environmental screens. Phase I ESA’s include a review environmental databases while Phase II ESA’s a more through investigation with field testing and analysis.

The City has completed ESA’s for a total of 19 properties within the study area. These ESA’s include Phase I & II ESA’s. The BOA Team reviewed each ESA and integrated a summary of environmental information in to “Figure 3.35: Brownfield Sites Table” on page 112

## VOLUNTARY CLEAN-UP PROGRAM

New York established its Voluntary Cleanup Program (VCP) to address the environmental, legal and financial barriers that often hinder the redevelopment and reuse of contaminated properties. The volunteer agrees to remediate the site to a level which is protective of public health and the environment for the present or intended use of the property.

Two properties within the Bull’s Head study area have been in the VCP: 95 Ames St and 792-814 W Main St. Both properties have been listed by the NYSDEC as “Complete.” 792-814 W Main St has been redeveloped as a Rite Aid while 95 Ames St remains vacant land and may require additional cleanup to support development.

## STATE SUPERFUND PROGRAM

State Superfund sites are part of the NYS Inactive Hazardous Waste Disposal Site Program. The purpose of the program is for identifying, investigating, and cleaning up sites where consequential amounts of hazardous waste may exist. These sites go through a process of investigation, evaluation, cleanup and monitoring that has several distinct stages.

Two properties within the Bull's Head study area are in the State Superfund Program: 95 Ames St and 68-92 Genesee St. Under the State Superfund, 95 Ames Street has been listed as "closed" with "continued site management" and a deed restriction requiring a "subslab depressurization system." 68-92 Genesee St is currently a privately-owned laundromat which is being investigated by the City and State of potential environmental hazards.

## SPILL INCIDENTS

The NYS Spill Incidents database includes records of all reported chemical and petroleum spills across New York State since 1978. By law, all spills are required to be reported except for spills under 5 gallons, contained spills, and spills not directly in contact with water or land (gravel included).

The NYS Spill Incidents database identifies 32 properties within the study area with a total of 64 spill incidents. All but one of the spill incident records have been closed by the NYSDEC. However, a "closed" designation may require additional remedial work at the discretion of the NYSDEC. The one open spill record is for 51 Chili Ave. Several investigations have been completed for 51 Chili Ave.

## PETROLEUM BULK STORAGE

The NYS Petroleum Bulk Storage (PBS) Program and Database keeps track of properties with one or more tank systems that are designed to store a combined capacity of more than 1,100 gallons or more of petroleum in aboveground and/or underground storage tanks, or one or more underground tank systems that are designed to store 110 or more gallons of petroleum. The presence of a BPS is not indicative of an environmental concern but was documented as part of the environmental review in order to provide a comprehensive inventory.

A total of 8 properties are identified in the PBS database within the study area. Most storage tanks have been removed over the past several decades. Storage tanks remain at 89 Genesee St, 88 Silver St, and 795-801 W Main St.

## RCRA SITES

The Federal Resource Conservation and Recovery Act (RCRA) creates the framework for the proper management of hazardous and non-hazardous solid waste. The policies and guidance established by the USEPA for RCRA sites provides explicit and legally enforceable requirements for waste management.

A total of 4 properties are identified in the RCRA database within the study area. Two inactive properties include 95 Ames St and 906-910 W Main St (both vacant land). Two active properties include 34-36 Colvin St and 89 Genesee St. 34-36 Colvin St is owned by Teke Machine Corp. and is used for manufacturing. 89 Genesee St is owned by Rochester Regional Health and is the location of St. Mary's Campus.

## SANBORN MAPS

The Sanborn Map Company developed fire insurance maps during the 19th and 20th Centuries across the United States. Maps have been valuable urban geography resources due to their inclusion of buildings drawn approximately to-scale and notation of uses for principal and accessory buildings.

Sanborn Maps for the Bull's Head study area include 1892, 1912, 1938, 1950, 1959, and 1971 map years. Details on the maps include historic land uses and location of possible petroleum storage tanks. The BOA Team reviewed each map for information that may indicate a potential historic environmental concern/containment. Findings from the review are summarized in "Figure 3.35: Brownfield Sites Table" on page 112.

## CITY DIRECTORIES

City directories document business names, addresses, and business type. These city directories can span decades and are valuable sources of information for researching historic land uses that may indicate the potential for environmental contamination.

The BOA Team reviewed available City directories and documented historical land uses that, by association with same or similar land uses, may suggest environmental contamination. In some cases City Directories assist in spanning the gap between the last Sanborn Map (1971) and more recent geographic databases available from the City. Findings from the review are summarized in "Figure 3.35: Brownfield Sites Table" on page 112.

**Environmental Concerns Analysis**

The analysis of environmental concerns was conducted with the goal of categorizing properties with a “level of concern” to be used as a means to compare properties and determine a threshold for designating properties as a brownfield.

All 119 properties within the study area identified with an environmental concern were analyzed to determine level of concern. The analysis evaluated the totality of concerns for each property and any concerns from adjacent properties. Based on the analysis, individual properties were categorized with a High, Moderate, or Low Level of Concern (environmental risk) based on criteria established by the City of Rochester. The City’s criteria focus on categorization of environmental concerns based on land use. In addition, level and type of documented contamination were also considered during categorization.

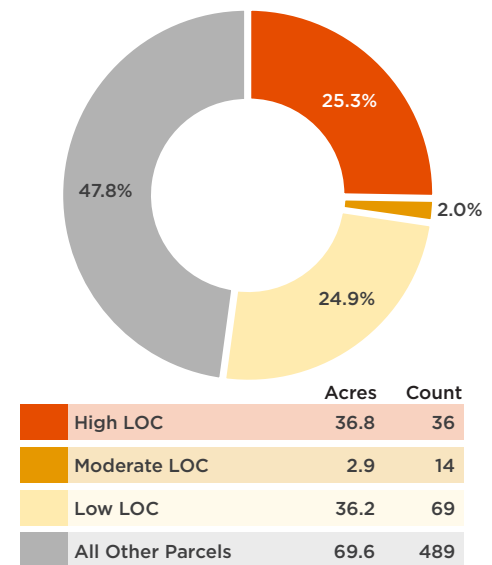
The categorization of properties with a **High Level of Concern** requires documented or suspected environmental concerns associated with active or former dry cleaners, manufacturing facilities, gas stations, vehicle repair or collision shops, or similar land uses. 36 properties (36.8 acres) were identified with a High LOC. These properties include 95 Ames St, 34-36 Colvin St, 835-855 W Main St, 68-92 Genesee St, several small properties along W Main St, and numerous properties adjacent to the main-line railroad. Properties with a High

LOC are typically concentrated along vehicle and rail transportation corridors. 7 properties (6.1 acres) with a High LOC are owned by the City of Rochester.

The categorization of properties with a **Moderate Level of Concern** requires documented or suspected environmental concerns associated with active and former storage buildings, warehouse buildings, industrial vacant land, small (i.e., single bay) vehicle repair shops, car wash facilities, and some sites with a single underground petroleum storage tank. 14 properties were identified with a Moderate LOC. These properties include 110-116 Ames St, 17 Silver St, 363 W Main St, and several properties within the Bull’s Head Urban Renewal Area. 4 properties (0.4 acres) with a Moderate LOC are owned by the City of Rochester.

The categorization of properties with a **Low Level of Concern** requires documented or suspected environmental concerns associated active or former small retail stores, small storage facilities, residential buildings such as single, two and three-family dwellings, restaurants, residential vacant land, or similar uses. 69 properties were identified with a Low LOC. These properties are primarily concentrated along W Main St and West Ave. 20 properties (7.2 acres) with a Low LOC are owned by the City of Rochester and 3 properties (4.3 acres) are owned by the Rochester Housing Authority. The categorization of properties by level of concern (environmental risk) and the review of

documented contamination were used for the designation of properties as brownfields which is summarized on the following pages.



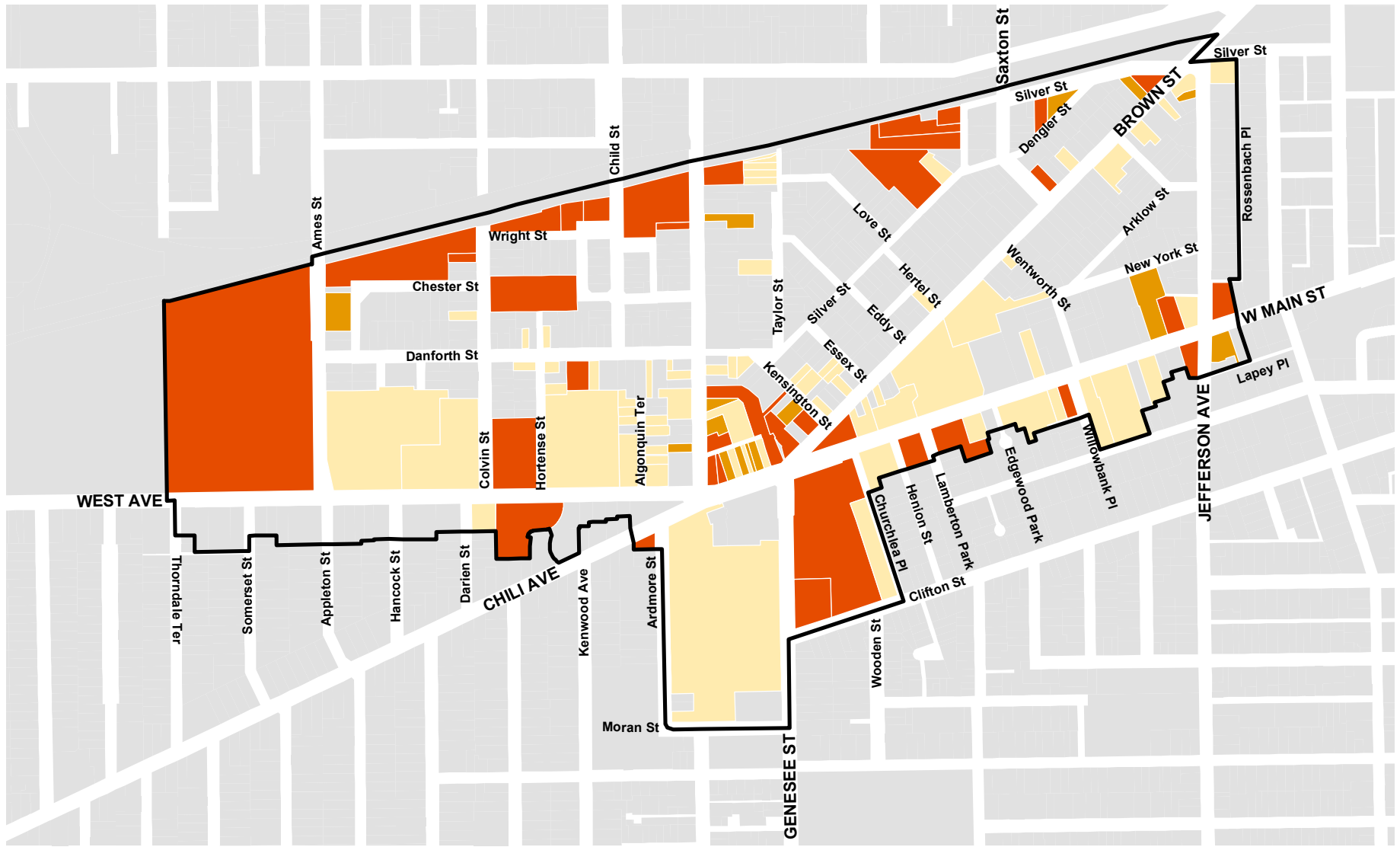


Figure 3.33: Environmental Level of Concern

- High
- Moderate
- Low



**Brownfield Sites**

The environmental review completed for this Revitalization Plan identified 59 brownfield sites encompassing 40.6 acres (nearly 1/3 of the study area). “Figure 3.34: Brownfield Sites Map” on page 111 depicts all identified brownfield sites. The identification of brownfields utilized the results of the “environmental concerns analysis” and LOC for each property. No residential property with a Low LOC were identified as a brownfield. In addition, no residential properties were identified with an LOC of Moderate or High. All non-residential properties with a Moderate or High LOC were identified as brownfields. A few non-residential properties with a Low LOC were designated as a brownfield based on the known or suspected environmental concerns identified during the review process.

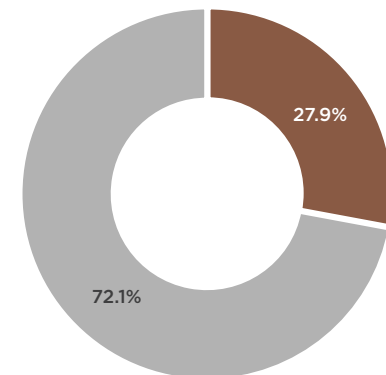
Within the study area 21 identified brownfields

(17.9 acres) are designated by the City as vacant land, 25 brownfields (15.7 acres) are active commercial properties, 8 brownfields (2.7 acres) are parking lots, and 5 brownfields (4.3 acres) are active manufacturing properties. The City of Rochester owns 16 (2.8 acres) brownfields designated as vacant land and one property (4.2 acres) designated as commercial land (Bull’s Head Plaza). The remaining 41 brownfields (33.3 acres) are privately owned.

Brownfield sites are typically concentrated along W Main St, West Ave, and the southern edge of the railroad right-of-way. The largest and most prominent brownfield site is 95 Ames St (14.4 acres) which was the former location of Taylor Instruments. Other large brownfield sites include the Bull’s Head Plaza at 835-855 W Main St (4.2 acres), a manufacturing building at 26-64 Chester St (2.2 acres), and a distribution facility at 171 York St (1.6 acres).

Most brownfield sites are relatively small but still possess documented and potential environmental concerns. 51 brownfields are less than one acre of which 43 properties are less than 1/2 acres. Smaller brownfields are found throughout the study area with a noted concentration in the Bull’s Head Urban Renewal Area and along the railroad right-of-way.

Additional details of individual brownfields including a summary of environmental concerns is provided in “Figure 3.35: Brownfield Sites Table” on page 112.



	Acres	Count
Brownfield Sites	40.6	59
All Other Parcels	104.8	549

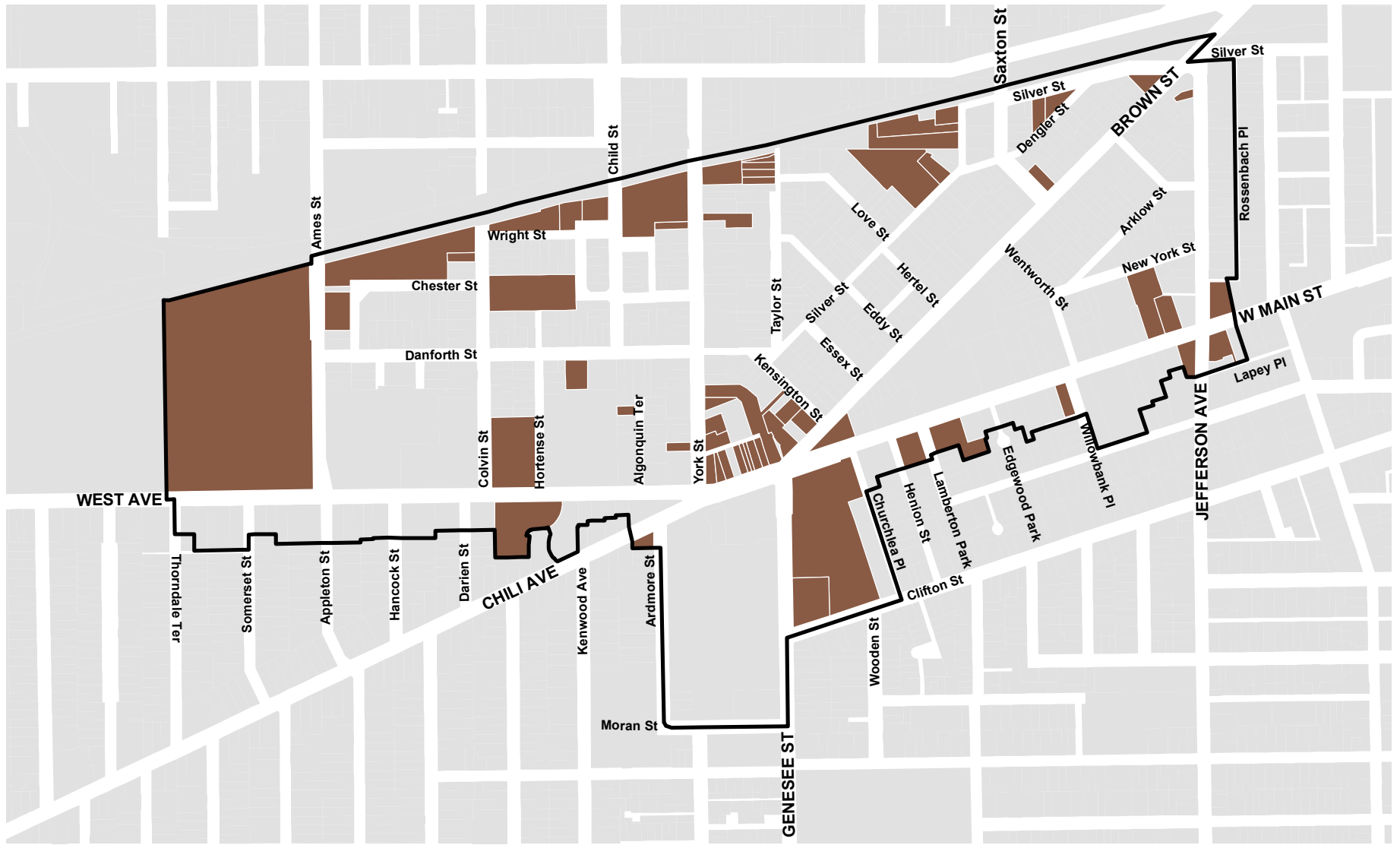


Figure 3.34: Brownfield Sites Map

Brownfield Site



# Brownfield Sites

Figure 3.35: Brownfield Sites Table

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
1	<b>11 Algonquin Ter</b> <i>Vacant Land</i>	City of Rochester	2009 ES <sup>3</sup> noted a 1968 and 1973 City Directory which indicates this residential property had an accessory use as a carpentry contractor. A 2004 NYSDEC spill incident record noted an unknown amount of fuel oil was spilled affecting the soil. The spill incident record was closed by the NYSDEC.	Low	Although the activities of the carpentry contractor use are unknown and are secondary to the residential use, the documented spill incident in combination with the historic use may indicate the potential presence of environmental contaminants.	
2	<b>95 Ames St</b> <i>Vacant Land, Former Taylor Instruments</i>	Private	A 2008 Phase I Environmental Site Assessment found evidence of recognized environmental conditions associated with historic manufacturing uses. Findings include contaminated soil, groundwater, and undocumented storage tanks. In addition, the ESA identified areas of the property with historical manufacturing uses and suspected contamination that have not been tested or remediated.	High	The 2008 Phase I Environmental Site Assessment report identified several recognized environmental conditions that warrant further investigation to determine the level of environmental impact.	Phase I complete Eligible strategic brownfield site
3	<b>110-116 Ames St</b> <i>Parking Lot</i>	Private	1950 Sanborn Map and City Directories indicate historic uses included a small automotive repair and collision shop. The property is currently classified as a parking lot.	Moderate	Based on the historical use of the property for automotive service/repair, there is potential for environmental concerns.	
4	<b>506 Brown St</b> <i>Manufacturing</i>	Private	Sanborn Maps and City Directories indicate historic uses included manufacturing (machine shop and welding) and storage. These historical uses are known for potential environmental contaminants associated with spills from the use of solvents, waste oils, and petroleum. The property is currently classified as manufacturing.	High	Based on the property's current and historic use for manufacturing and known environmental concerns associated with manufacturing uses, there is a potential for environmental concerns.	
5	<b>594 Brown St</b> <i>Commercial</i>	Private	Sanborn Map, City Directories, and City Permits indicate historic uses included a gas station and retail paint and hardware store. The current building is commercial with a one-bay garage which may indicate a historic use for automotive service/repair.	High	Based on the historic use of the property as a gas station, the potential use for automotive repair, and known issues associated with these uses, there is potential for environmental concerns.	

1) LOC (Level of Concern)  
 2) ESA (Environmental Site Assessment)  
 3) ES (Environmental Screen)



	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
6	<b>796-800 Brown St</b> <i>Vacant Land</i>	City of Rochester	2009 and 2016 ES noted City Directories which indicate this property had a historic use as a laundry facility. Laundry facilities are also known to sometimes contain dry cleaning services. These uses are commonly known for potential environmental contaminants associated with spills from the use of chemicals and solvents. The property is currently vacant land.	High	Based on the historic use of the property as a laundry facility and known environmental concerns associated with laundry facilities, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site
7	<b>816-822 Brown St</b> <i>Vacant Land</i>	City of Rochester	2009 and 2016 ES noted this property was one of the properties used by Brodsky Textile Corporation (manufacturing/industrial). In addition, from the 2009 ES a 1983 NYSDEC spill record indicated 100 gallons of fuel oil was pumped in to the sewer and a 1995 NYSDEC spill record indicated a five-gallon container of unknown assumed flammable substance was leaking and may have affected the soil. Both spill incident records were closed by the NYSDEC. The property is currently vacant land.	High	Based on the property's historic use for manufacturing, known environmental concerns associated with manufacturing uses, and known spill incidents, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site
8	<b>26-64 Chester St</b> <i>Manufacturing</i>	Private	Sanborn Maps and City Directories indicate historic uses included manufacturing (food manufacturing, charcoal grinding, charcoal storage). The property is currently used for manufacturing and is located adjacent to an active rail corridor. In addition, a 1996 NYSDEC spill incident record indicated 50 gallons of motor oil was spilled affecting soil. This spill was closed by the NYSDEC.	High	Based on the property's use as manufacturing, known environmental concerns associated with manufacturing, and known spill incident, there is a potential for environmental concerns.	
9	<b>75 Child St</b> <i>Manufacturing</i>	Private	Sanborn maps indicate historic uses included a machine shop and a motor freight station. The property currently has a listed use as manufacturing and is located adjacent to an active rail corridor. Manufacturing uses are known for potential environmental contaminants associated with spills from the use of solvents, waste oils, and petroleum.	High	Based on the property's use for manufacturing and known environmental concerns associated with manufacturing, there is a potential for environmental concerns.	
10	<b>51 Chili Ave</b> <i>Vacant Land</i>	City of Rochester	A 2009 Phase I Environmental Site Assessment identified the property as having a historic use as a gasoline filling station and automobile repair facility. From NYSDEC spill incident records and a 2010 Environmental Subsurface Investigation Report, the property contains petroleum impaired soils and groundwater. In addition, the Phase I ESA noted potential environmental impact from historic use of part of the St. Mary's Campus for a laundry facility formerly located in the northwestern portion of the property.	High	From the 2009 Phase I Environmental Site Assessment and the 2010 Environmental Subsurface Investigation Report, the property has documented and un-remediated environmental concerns.	Phase I complete

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
11	<b>131 Colvin St</b> <i>Parking Lot</i>	Private	Sanborn Maps and City Directories indicate historic use included manufacturing (machine shop and tool & die). The property is currently classified as a parking lot.	High	Based on the property's use as manufacturing and known environmental concerns associated with manufacturing, there is a potential for environmental concerns.	
12	<b>108-112 Colvin St</b> <i>Distribution Facility</i>	Private	2009 ES, Sanborn Maps, and City Directories indicate historic uses included building contractors, storage, and warehouse. In addition, the 2009 ES indicated several underground storage tanks have been installed and removed over several decades. NYSDEC Bulk Storage Database indicates a 2,000 gallon underground storage tank for gasoline was removed in 1999 and a 290 gallon aboveground storage tank for kerosene was removed in 1997. The property is currently classified by the City as a "storage, warehouse, and distribution facility."	High	Based on the historical uses of the property, the historical presence of underground and aboveground storage tanks, and the current use of the property, there is a potential for environmental concerns.	
13	<b>34-36 Colvin St</b> <i>Manufacturing</i>	Private	2009 ES, 2016 ES, Sanborn Maps, and City Directories indicate historic uses included machine shop and tool & die manufacturing facility. In addition, the 2009 ES noted the property was identified as a NYSDEC RCRA Generator of Hazardous Waste #NYD986969574. In addition, the ES noted several years of permits from the City of Rochester Fire Department for the storage of flammable liquids. The property is currently used for manufacturing by the TEKE Machine Shop. These former and current manufacturing uses are known for potential environmental contaminants associated with spills from the use of solvents, waste oils, and petroleum.	High	Based on the historic and current use of the property for manufacturing and the storage of flammable liquids, and the designation of the property as a NYSDEC RCRA Generator of Hazardous Waste, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site
14	<b>67-69 Danforth St</b> <i>Parking Lot</i>	Private	2009 ES noted Sanborn Maps and City Directories indicate historic uses included sheet metal shop, automotive sales & service, automotive repair, roofing and heating contractor, and taxi cab equipment. In addition, the 2009 ES noted the removal of an underground storage tank, observation of several aboveground storage tanks with apparent ground staining, Fire Department permits for chemical storage, and several spill records between 1984 and 2003. These records documented multiple violations and complaints. Only one NYSDEC spill incident record is documented in the NYSDEC online database. This record documented an unknown amount of waste oil/used oil was spilled affecting soil. The spill incident record was closed by the NYSDEC. The property is currently used for parking.	High	Based on the historic use of the property and several documented environmental concerns, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
15	<b>68-92 Genesee St</b> <i>Laundromat</i>	Private	A 2016 Phase II Environmental Site Assessment identified elevated concentrations of environmental contaminants in the soil and groundwater from historic uses of the property. These uses included a former dry cleaner, automotive repair facility, and gasoline filling station. In addition, contamination is suspected to have affected adjacent properties which warrants investigation. The Phase II ESA recommended further investigations and steps toward remediation and monitoring.	High	From the 2016 Phase II Environmental Site Assessment, the property has documented and un-remediated environmental concerns.	Phase I & II complete
16	<b>19 Jefferson Ave</b> <i>Commercial</i>	Private	Sanborn map from 1971 indicated a historic use as a small single-bay auto body repair shop. City permits indicate use for bicycle sales and repairs.	Moderate	Based on the property's historic use for automotive service/repair and known environmental concerns associated with automotive service/repair, there is a potential for environmental concerns.	
17	<b>5 Kensington St</b> <i>Vacant Land</i>	Private	A 2018 Phase II Environmental Site Assessment identified elevated concentrations of environmental contaminants in the soil from historic uses of the property as an automotive repair facility and possibly from adjacent properties.	Moderate	From the 2018 Phase II Environmental Site Assessment, the property has documented and un-remediated environmental concerns.	Phase I & II complete  Eligible strategic brownfield site
18	<b>17 Silver St</b> <i>Distribution Facility</i>	Private	1971 Sanborn Map and 1990 City Directory indicated historic uses included painters equipment and lab. The property is currently a distribution facility. In addition, three spills have been reported to the NYSDEC. Two of these spills were caused by abandoned drums.	Moderate	Based on the historical uses of the property, past spill incidents, and the current use of the property, there is a potential for environmental concerns.	
19	<b>19 Silver St</b> <i>Manufacturing</i>	Private	1971 Sanborn Map indicated historic uses include tool & die supply. The property is currently used for manufacturing. In addition, a reported petroleum spill in 1999 documented an unknown amount was spilled affecting soil. The spill incident record was closed by the NYSDEC.	High	Based on the property's use for manufacturing, known environmental concerns associated with manufacturing, and known spill incident, there is potential for environmental contaminants.	
20	<b>22 Silver St</b> <i>Vacant Land</i>	City of Rochester	2000 City Directory indicated historic uses included manufacturing/metal finishing (heat treatment). However, Sanborn maps indicate the property has been used for residential. The property is currently classified vacant commercial land.	High	Based on historical uses of the property and proximity to manufacturing uses and railroad uses, there is potential for environmental contaminants.	

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
21	<b>32 Silver St</b> <i>Parking Lot</i>	Private	Sanborn Maps and City Directories indicate historic uses included sawing/planning, assembling, and scrap metal shop (manufacturing). In 1995, a spill incident reported an unknown amount of solvent (trichloroethylene) was spilled affecting soil. The spill incident record was closed by the NYSDEC. A 2006 Phase I Environmental Site Assessment confirmed these historic uses and noted "aerial photography of the site was examined and showed uncovered bulk material storage in the back of the property." The property is currently classified as a parking lot.	High	Based on the property's historic use for manufacturing, known environmental concerns associated with manufacturing uses, and known spill incident, there is a potential for environmental concerns.	Phase I complete
22	<b>40 Silver St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses included manufacturing (brass & aluminum foundry, furniture, pattern shop), trucking, junk dealer, and a window cleaning service. City of Rochester records indicate the property formerly contained one 1,000 gallon gasoline storage tank which was recorded as used on the property from 1952-1963. These records do not indicate the status of the storage tank and if the storage tank was removed from the property. The NYSDEC Bulk Storage Database does not list a PBS for this property. In 1990, a spill incident reported 3 gallons of non-PCB oil was spilled affecting soil. In 1998, a spill incident reported an unknown amount of non-PCB oil and cutting oil was spilled affecting soil. Both spill incident records were closed by the NYSDEC. City Records indicate permits were issued in 2012 for "tire repair service" and 2013 for "body shop - no engine repairs." The property is currently classified as a distribution facility.	High	Based on the property's historic and current uses, known environmental concerns associated with these uses, potential presence of a PBS tank, and known spill incidents, there is a potential for environmental concerns.	
23	<b>70 Silver St</b> <i>Parking Lot</i>	Private	Property is currently used as a truck and machinery parking/staging area for Davey Tree (tree service and removal contractors). Aerial imagery shows soil discoloration which may be an indication of truck and equipment leakage on to soils.	Low	Due to the storage/staging area of contractor equipment and the site adjacency to 88 Silver St there is potential for environmental concern.	
24	<b>88 Silver St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses include contractors, storage, and garage. The property is currently used by Davey Tree (tree service and removal contractors). A 2009 spill incident reported an unknown amount of "trimack" was deliberately spilled affecting soil and sewer. In addition, three underground storage tanks (2,000 gallons each) are known by the NYSDEC. Each tank is listed as closed but remain underground.	High	Based on the historic use of the property, known spill incident, and the presence of three underground storage tanks, there is a potential for environmental concern.	

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
25	<b>101 Taylor St</b> <i>Vacant Land</i>	City of Rochester	1950 and 1971 Sanborn Maps indicate the principal use of this property as residential with a small accessory use as a "tin shop." The property is currently vacant land. Aerials from 2013 and 2014 show ground disturbance and possible dumping activities.	Low	Based on the observed ground disturbance from 2013 and 2014 aerials which may indicate possible dumping activities, there is potential for environmental concern.	
26	<b>105 Taylor St</b> <i>Vacant Land</i>	City of Rochester	The property is currently vacant land. Aerials from 2013 and 2014 show ground disturbance and possible dumping activities.	Low	Based on the observed ground disturbance from 2013 and 2014 aerials which may indicate possible dumping activities, there is potential for environmental concern.	
27	<b>107 Taylor St</b> <i>Vacant Land</i>	City of Rochester	The property is currently vacant land. Aerials from 2013 and 2014 show ground disturbance and possible dumping activities.	Low	Based on the observed ground disturbance from 2013 and 2014 aerials which may indicate possible dumping activities, there is potential for environmental concern.	
28	<b>109 Taylor St</b> <i>Vacant Land</i>	City of Rochester	Sanborn Maps from 1912 indicate historic uses included "scattered lumber." The property is currently vacant land. Aerials from 2013 and 2014 show ground disturbance and possible dumping activities.	Low	Based on the observed ground disturbance from 2013 and 2014 aerials which may indicate possible dumping activities, there is potential for environmental concern.	
29	<b>113 Taylor St</b> <i>Vacant Land</i>	Private	Sanborn Maps from 1912 indicate historic uses included "scattered lumber." The property is currently vacant land. Aerials from 2013 and 2014 show ground disturbance and possible dumping activities	Low	Based on the observed ground disturbance from 2013 and 2014 aerials which may indicate possible dumping activities, there is potential for environmental concern.	
30	<b>600 W Main St</b> <i>Restaurant</i>	Private	Sanborn Maps and City Directories indicate historic uses included a gas station and automobile sales. The property is currently used for commercial (restaurant). The presence of underground storage tanks is unknown. Property is not listed in the NYSDEC bulk storage database.	High	Based on the historical use of the property as a gas station and known environmental concerns associated with gas stations, there is a potential for environmental concerns.	Eligible strategic brownfield site
31	<b>626 W Main St</b> <i>Mixed-use</i>	Private	1950 and 1971 Sanborn Maps indicate historic uses included a automotive service/repair and automotive sales. The property is currently used for commercial retail. City records indicate a 550 gallon underground gasoline storage tank was removed in 1997. There is no record of installation for this tank and the NYSDEC bulk storage database does not include a record for this property.	High	Based on the property's historic use for automotive service/repair and known environmental concerns associated with automotive service/repair, there is a potential for environmental concerns.	Eligible strategic brownfield site

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
32	<b>636 W Main St</b> <i>Parking Lot</i>	Private	Sanborn Maps from 1950 and 1971 indicate historic uses included "auto sales" in association with 626 W Main St (626 W Main St has a historic use for automotive service/repair). The property is currently used as a parking lot for 626 W Main St.	Moderate	Due to the association of this property with an automotive service/repair business, there is potential for environmental concern.	Eligible strategic brownfield site
33	<b>701 W Main St</b> <i>Automotive Shop</i>	Private	Sanborn Maps and City Directories indicate historic uses included a machine shop and auto sales and service. These historical uses are known for potential environmental contaminants associated with spills from the use of solvents, waste oils, and petroleum. In addition, these historical uses are known for the presence of storage tanks. The property is currently used for auto service.	High	Based on the property's past and present uses for auto services and past use as a machine shop, and known environmental concerns associated with these uses, there is a potential for environmental concern.	
34	<b>886 W Main St</b> <i>Vacant Land</i>	City of Rochester	2009 ES noted this property was one of the properties used by Brodsky Textile Corporation (manufacturing/industrial). A 2015 Phase I Environmental Site Assessment confirmed the historic use of the property and noted other recognized environmental concerns including staining and drains of unknown condition, possible vent pipes of unknown use, and historic uses and regulatory listing of adjoining and nearby properties. The property is currently vacant land.	High	Based on the findings from the 2015 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete  Eligible strategic brownfield site
35	<b>900 W Main St</b> <i>Vacant Land</i>	City of Rochester	2009 ES noted 1978-1993 City Directories list the property as Robinsons Rochester Cycle (motorcycle sales and service). Similar to automotive sales and service, this use is known for potential environmental concerns associated with spills from the use of solvents, waste oils, and petroleum. The property is currently vacant land and is adjacent to 894-898 W Main St which has documented motorcycle storage, service, and repair.	Moderate	Based on the property's historic use for automotive service/repair and known environmental concerns associated with this type of use, there is a potential for the presence of environmental contaminants.	Eligible strategic brownfield site
36	<b>904 W Main St</b> <i>Vacant Land</i>	Private	A 2013 spill incident record documented an unknown amount of petroleum was spilled due to equipment failure which affected the soil. The spill record was closed by the NYSDEC. A 2016 Phase I Environmental Site Assessment classified the spill incident as a controlled recognized environmental concern and noted the spill incident may restrict future development of the property. In addition, the Phase I ESA noted recognized environmental conditions for nearby properties.	Low	Based on the findings from the 2013 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact and the potential for restrictions on future development.	Phase I complete  Eligible strategic brownfield site

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
37	<b>601-603 W Main St</b> <i>Mixed-use</i>	Private	City of Rochester records indicate a permit was issued in 1967 for a 5,000 gallon fuel oil storage tank. City records do not indicate if the tank was above ground or below and do not indicate if the storage tank was removed. NYSDEC Bulk Storage Database does not include a record for this property.	Moderate	Based on the potential presence of historic fuel oil storage tanks, the site warrants investigation to determine the potential for environmental concerns.	
38	<b>613-625 W Main St</b> <i>Mixed-use</i>	Private	City of Rochester records indicate the property had several historical uses including a dry cleaner, pawn shop, and print shop. Records indicate a permit was issued in 1964 for a 4,000 gallon fuel oil storage tank. However, these records do not indicate if the tank was above ground or below and do not indicate if the storage tank was removed. NYSDEC Bulk Storage Database does not include a record for this property.	High	Based on the historic use of the property for dry cleaning and the potential presence of historic fuel oil storage tanks, there is potential for environmental concerns.	
39	<b>765-771 W Main St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses included automotive sales, automotive service/repair, and a gas station. These uses are known for potential environmental contaminants associated with spills from the use of solvents, waste oils, and petroleum. In addition, these historical uses are known for the presence of storage tanks. The property is currently used for commercial retail.	High	Based on the property's use for automotive service/repair and as a gas station, and known environmental concerns associated with these uses, there is a potential for environmental concerns.	
40	<b>795-801 W Main St</b> <i>Convenient Store</i>	Private	Sanborn Maps and City Directories indicate historic uses included auto service. The property is currently used as a gas station. Several spill incidents have been reported for gasoline spills. However, all spill incidents have been closed by the NYSDEC.	High	Based on the property's use as a gas station, historic use for automotive service/repair, and known issues associated with these types of uses, there is potential for environmental concerns.	
41	<b>835-855 W Main St</b> <i>Commercial</i>	City of Rochester	The property is currently developed as a shopping plaza (Bull's Head Plaza). A 2017 Phase I Environmental Site Assessment concluded further assessment of the site is warranted given recognized environmental conditions from historical uses and adjacent properties. Historical uses of the property included automotive sales, laundry, dry cleaners, and machine manufacturing.	High	Based on the findings from the 2017 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete Eligible strategic brownfield site
42	<b>842-848 W Main St</b> <i>Vacant Land</i>	City of Rochester	2016 ES noted 1940-1960 City Directories indicate historic uses included Swan Dry Cleaners. The property is currently vacant land.	High	Based on the findings from the 2016 ES which documented a historic use as a dry cleaner, there is potential for environmental contaminants which warrants further investigation.	Eligible strategic brownfield site

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
43	<b>888-892 W Main St</b> <i>Vacant Land</i>	City of Rochester	2009 ES noted the property's historic uses included a "paint center" and a hardware store. The 2009 ES also noted City of Rochester Fire and Building Department records which indicated the hardware store was permitted to store flammable liquids. The 2009 ES observed a sign entitled "Service Star Bull's Head Hardware" and a one-bay garage and concluded past use of the property may have included minor service/repair. The property is currently vacant land.	Low	Based on the property's historic uses including a paint center and hardware store, the historic storage of flammable liquids, and potential service/repair activities, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site
44	<b>894-898 W Main St</b> <i>Vacant Land</i>	City of Rochester	2009 ES noted several City of Rochester Fire Department records which document incidents and violations including improper storage of combustible materials, large number of motorcycles, large amount of motorcycle parts, motor oil, gasoline in tank, rubber tires, magnesium hubs, and a potential fire hazard due to the number of motorcycle parts stored in the basement. The 2009 ES also notes a City of Rochester Fire Department permit for the storage of flammable liquids. A 2016 Phase I Environmental Site Assessment concluded further assessment of the site is warranted given recognized environmental conditions from historical uses including automobile repair/service, automobile storage, and numerous inspection reports documenting improper storage of automobile parts and combustible materials. The property is currently vacant land.	Moderate	Based on the findings from the 2016 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete  Eligible strategic brownfield site
45	<b>906-910 W Main St</b> <i>Vacant Land</i>	City of Rochester	2009 ES observed vent pipes and a small bay door located along the rear of the building and noted this may indicate former use for manufacturing/industrial. However, the property does not have a documented use for manufacturing/industrial. The 2009 ES did note the property had a City of Rochester Building Department permit from 1946 to "erect incinerator" and noted the property was identified as a NYSDEC RCRA Generator of Hazardous Waste #NYD067947575 for Monroe Radiological Associates. The property is currently vacant land.	Moderate	Based on the designation of the property as a NYSDEC RCRA Generator of Hazardous Waste, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site



	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
46	<b>918-922 W Main St</b> <i>Mixed-use</i>	Private	A 2018 Phase I Environmental Site Assessment concluded further assessment of the site is warranted given recognized environmental conditions from historical uses on-site and on nearby properties. City directories indicate the property was used as a coal company and a tailor (this includes the potential use for dry cleaning). Potential environmental impact from these uses cannot be ruled out with the available information.	Moderate	Based on the findings from the 2018 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete  Eligible strategic brownfield site
47	<b>924-930 W Main St</b> <i>Mixed-use</i>	Private	2009 ES noted a 1912 Sanborn Map indicated a small portion of the property contained a 'Tin Shop.' However, this use was not noted on subsequent Sanborn Map years. The 2009 ES also noted several spills and violations associated with Universal Heating Co. These were documented by the NYSDEC, City of Rochester Fire Department, and Monroe County Department of Health. NYSDEC spill incident records document several incidents of intentional and unknown causes of release of gasoline, fuel oil, and Freon. All spill incident records have been closed by the NYSDEC. In addition, the 2009 ES noted City of Rochester Fire Department records which indicate the property had several notices of violation from building inspections that included violations regarding the presence of oil drums, the improper installation of vehicle tanks, the improper storage of oil and other liquids, and an excess of combustibles.	High	Based on the property's known use by Universal Heating Co. for service/repair, documented intentional spill incidents, and notices of violations from the City of Rochester Fire Department, there is potential for the presence of environmental contaminants.	Eligible strategic brownfield site
48	<b>932-938 W Main St</b> <i>Mixed-use</i>	Private	A 2018 Phase I Environmental Site Assessment concluded further assessment of the site is warranted given recognized environmental conditions from historical uses on-site and on nearby properties. Historic uses on-site included an automotive service/repair business, retail paint store, and plumbing contractor.	High	Based on the findings from the 2018 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete  Eligible strategic brownfield site
49	<b>107-109 West Ave</b> <i>Funeral Home</i>	Private	2009 ES noted City of Rochester building permits indicate a gas pump and island were present on the property with a 550 gallon gas tank. In addition, permits indicate the gas tank was removed in 1984. The property is currently used as a funeral chapel.	High	Based on the property's historic use with a gas pump and island, there is potential for the presence of environmental contaminants.	

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
50	<b>22 Wright St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses included storage of oil drums, a filling station, and manufacturing. The property is currently classified by the City as a distribution facility.	High	Based on the property's historic use for oil drum storage, a filling station, and manufacturing, and environmental concerns associated with these types of use, there is potential for the presence of environmental contaminants.	
51	<b>24 Wright St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses included tool supplies and rentals, heating supplies, oil and grease storage, warehouse, dried fruit production, lumber yard/storage, and a planing mill.	High	Based on the property's historic use for manufacturing, warehousing, and the storage of oil and grease, there is potential for environmental concern.	
52	<b>24 York St</b> <i>Parking Lot</i>	Private	A 2018 Phase I Environmental Site Assessment concluded further assessment of the site is warranted given recognized environmental conditions from historical uses. Historical uses included a filling station, automotive service/repair, automotive body shop, automotive sales, and automotive painting. In addition, the Phase I ESA indicated several below-ground storage tanks, possibly from use by the gasoline filling station, are likely present on-site.	High	Based on the findings from the 2018 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete Eligible strategic brownfield site
53	<b>32 York St</b> <i>Place of Worship</i>	Private	2009 ES noted a NYSDEC spill incident from 1989 where 25 gallons of #2 fuel oil was spilled from the cutting of home heating oil tanks from Universal Heating Company and that the City of Rochester Fire Department put "kitty litter down" to clean up the spill. The spill incident record further indicated that spills like this were a continuing problem at this property. From the 2009 ES, it is unknown if Universal Heating occupied this site or if the nearby Universal Heating property (924-930 W Main St) caused a spill on this property. A 2018 Phase I Environmental Site Assessment confirmed this finding and noted several environmental concerns from nearby properties.	Moderate	Based on the findings from the 2018 Phase I Environmental Site Assessment, the site warrants further assessment/investigation to determine the level of environmental impact.	Phase I complete Eligible strategic brownfield site
54	<b>50 York St</b> <i>Automotive Shop</i>	Private	A 2018 Phase II Environmental Site Assessment identified elevated concentrations of environmental contaminants in the soil from historic uses of the property including a retail paint shop and automotive repair business.	Moderate	From the 2018 Phase II Environmental Site Assessment, the property has documented and un-remediated environmental concerns.	Phase I & II complete Eligible strategic brownfield site

	Site Address	Owner	Environmental Summary	LOC <sup>1</sup>	Rationale/Conclusion	ESA <sup>2</sup>
55	<b>157 York St</b> <i>Parking Lot</i>	Private	1950 and 971 Sanborn Maps indicate historic uses included plastic molding and paint storage. The property is currently classified by the City as a parking lot.	High	Based on the property's historic use for manufacturing and storage, there is potential for environmental concern.	
56	<b>171 York St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses included manufacturing (book binding, sheet metal perforating, and wood working) and storage. The property is currently classified by the City as manufacturing.	High	Based on the property's historic and current use for manufacturing, there is potential for environmental concern.	
57	<b>160-162 York St</b> <i>Distribution Facility</i>	Private	Sanborn Maps and City Directories indicate historic uses included contractors yard, storage and distribution. The property is currently classified as a distribution facility.	Moderate	Based on the historic and current use of the property as a contractors yard and storage facility, and known environmental concerns associated with similar uses, there is a potential for environmental concern.	
58	<b>184-190 York St</b> <i>Vacant Land</i>	Private	1950 Sanborn Map indicates historic uses include coal storage, distribution, and rail siding. These uses, however, were not shown in the 1971 Sanborn Map. City records indicate historic uses included the storage of truck oil and greases, wholesale gas station, coal storage/silos, and a truck garage. The property is currently classified as a parking lot. A 1992 spill incident record documented 10 gallons of an unknown petroleum was spilled from an abandoned drum and affected soil. The spill incident record was not closed by the NYSDEC until 2003.	High	Based on the historic use of the property for storage and distribution of coal, wholesale gasoline sales, storage of oil and greases, and a known spill incident, there is a potential for environmental concern.	
59	<b>21-23 York St</b> <i>Vacant Land</i>	City of Rochester	2009 ES noted Sanborn Maps and City Directories that indicated historical uses of the property included carpentry shop, key shop, radio repair, auto body works, and auto repair. Sanborn Maps indicate the automotive service/repair business may have been large enough for two-bays. Automotive service repair and the other noted historical uses are known for potential environmental contaminants associated with spills from the use of solvents, waste oils, and petroleum. The property is currently vacant land.	Moderate	Based on the property's historic use for automotive service/repair, carpentry shop, and known environmental concerns associated with these types of uses, there is a potential for the presence of environmental contaminants.	Eligible strategic brownfield site

### 3.14 Underutilized Sites

#### **What is an Underutilized Site?**

An “underutilized site” is a categorization of a property for the purpose of gaining a better understanding of properties within the study area that are under-performing, idle, vacant, or not operating at their highest and best potential when examined in the context of an urban environment and the redevelopment objectives identified earlier in the Revitalization Plan. Underutilized sites may be vacant land, unoccupied buildings, or partially developed. Because of the subjective nature of this type of categorization, an identification methodology was utilized which is described below.

#### **What Are the Implications?**

The identification of underutilized properties is a necessary part of the NYS BOA Program and is utilized as part of the identification of Strategic Sites. Strategic Site identification includes an overlay analysis of brownfield, abandoned, vacant, and underutilized properties described further in Section “3.15 Strategic Sites” on page 128. The identification method for underutilized sites used publicly accessible information and has no implication beyond the identification of strategic sites.

#### **Identification Method**

Due to the potential subjective nature of identifying underutilized sites, the planning

process for this Revitalization Plan reviewed over a dozen Nomination Studies across New York State in the context of the New York State Department of State BOA Program Guidance document. This review found several commonalities for the identification of underutilized sites including both a quantitative approach and a qualitative approach. As such, the BOA Team chose both approaches through the establishment of five unique criteria that individually identify underutilized sites.

The criteria for underutilized sites utilized the findings from the precedent review and included properties with a low assessed value, properties designated as vacant land, properties solely used as parking lots, abandoned/unoccupied buildings, and “other” properties.

**Criteria 1 - Low Assessed Value:** Properties with a low assessed value when compared to other properties may indicate a lack of investment in the property which could negatively impact surrounding properties. The methodology for determining properties with a low assessed value excluded active/occupied residential property, community service properties, and public service properties. In addition, the evaluation of property assessed values focused on the comparison of occupied properties and excluded vacant lots, parking lots, and abandoned buildings. The identification of

parcels with a comparatively low assessed value utilized a comparison of individual parcels within the BOA to the City as a whole. The comparison used the city-wide median and first quartile (Q1) values for the total assessed value per square foot by land use category. Individual properties within the BOA equal to or below the city-wide first quartile (Q1) for each land use category were identified as having a low assessed value and were subsequently categorized as underutilized. The result of the analysis identified 8 properties.

**Criteria 2 - Vacant Properties:** Properties without an active use and building are identified by the City of Rochester as vacant land. Because of the urban context of the study area, these properties have a negative impact on the neighborhood and have been identified as underutilized. Data used for this identification was provided by the City and is further described in Section “3.12 Vacant Land + Unoccupied Buildings” on page 100. The result of the analysis identified 128 properties spread across the study area.

**Criteria 3 - Surface Parking Lots:** Properties with a sole use as a surface parking lot are identified by the City of Rochester. Similar to vacant land, because of the urban context of the study area, these properties have a negative impact on the neighborhood and have been

## #UNDERUTILIZED SITES CRITERIA

### Criteria 1 - Low Assessed Value

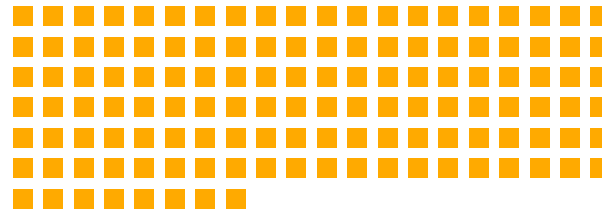
Occupied properties with a low assessed value per square foot as compared to the other properties across the City in the same land use classification. The comparison used City-wide medians and first quartiles (Q1) for the total assessed value per square foot.



**8**  
Properties

### Criteria 2 - Vacant Properties

All property identified by the City as vacant land. Properties classified as vacant land do not have an active use and do not contain a building. See "Figure 3.32: Vacant Land + Unoccupied Buildings" on page 101.



**128**  
Properties

### Criteria 3 - Surface Parking Lots

Properties identified by the City as having a principal use as a parking lot. In other words, these properties do not contain an on-site building associated with the parking lot. See "Figure 3.2: Land Use" on page 49.



**26**  
Properties

### Criteria 4 - Unoccupied Buildings

Properties identified by the City as containing an abandoned principal building. See "Figure 3.32: Vacant Land + Unoccupied Buildings" on page 101.



**36**  
Properties

### Criteria 5 - "Other" Properties

Other properties identified as underutilized were qualitatively determined to be below their "highest and best use." This includes properties in need of improvements, partially developed, a large proportion of surface parking, or large building setbacks.



**14**  
Properties

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**TOTAL 212**  
Underutilized  
Properties

Figure 3.36: Underutilized Sites Criteria

identified as underutilized. Data used for this identification was provided by the City and is further described in “3.3 Land Use” on page 48. The result of the analysis identified 26 properties with their principal use as a surface parking lot.

**Criteria 4 - Unoccupied buildings:** Properties that contain a principal building that is unoccupied or abandoned by the owner are identified by the City of Rochester. While these properties contain a building, they are underutilized because of they are unoccupied or abandoned. Data used for this identification was provided by the City and is further described in Section “3.12 Vacant Land + Unoccupied Buildings” on page 100. The result of the analysis identified 36 properties with a principal building that is unoccupied.

**Criteria 5 - “Other” Properties:** “Other” properties were qualitatively determined to be below their “highest and best use.” This includes properties that are in need of improvements, properties that are only partially developed or one-story, properties that have a large proportion of surface parking, or properties that are set back relatively far from the road right-of-way. The result of the qualitative analysis identified 14 properties.

**Results**

The quantitative and qualitative methods used for underutilized sites identified 212 properties within the study area (41.3%). 97 properties (16.3 acres) identified as underutilized are owned by the City of Rochester. These properties include primarily vacant land and the Bull’s Head Plaza at 835-855 W Main St. Vacant land owned by the City is found throughout the study area with a concentration

within the Bull’s Head Urban Renewal Area at the intersection of W Main St, Genesee St, and Brown St. The remaining 115 properties (43.7 acres) identified as underutilized are privately owned.

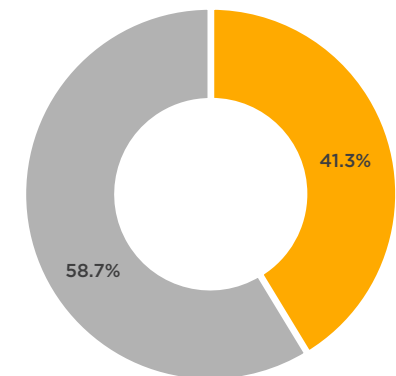
The results of the methodology for identifying underutilized properties were used for the identification of strategic sites further discussed in Section “3.15 Strategic Sites” on page 128.



660-668 W Main St (vacant land)



835-855 W Main St (Bull’s Head Plaza)



	Acres	Count
Underutilized Sites	60.0	212
All Other Parcels	85.4	396

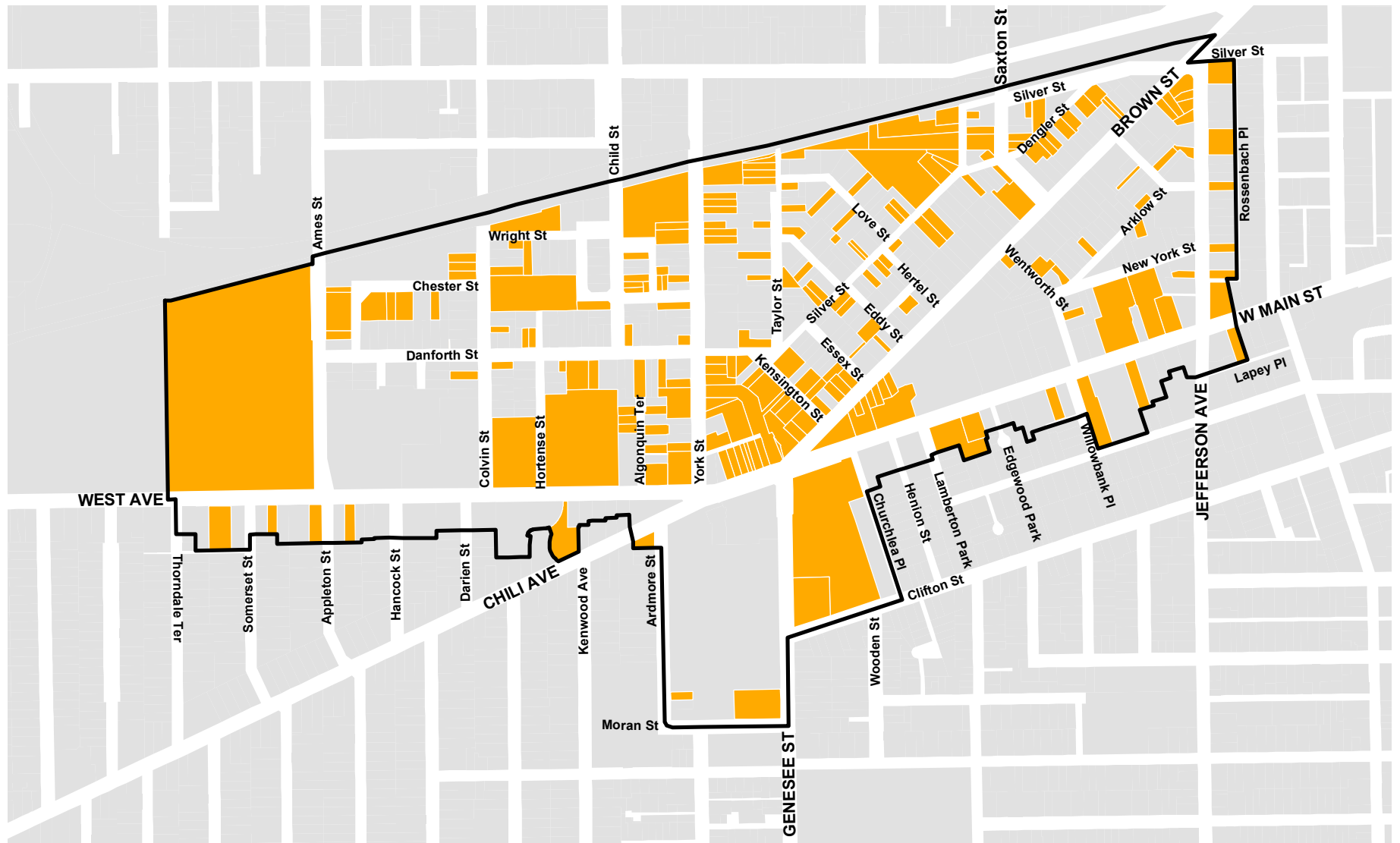


Figure 3.37: Underutilized Sites

Underutilized Site



### 3.15 Strategic Sites

#### **What is a Strategic Site?**

A “strategic site” is any property identified in the inventory and analysis through which redevelopment or repurposing would further the goals of the BOA to create an economically and environmentally sustainable neighborhood. Strategic sites pose certain characteristics that make them ideal for redevelopment due to their transformative potential to stimulate further development in the neighborhood ( a “catalyst” site).

#### **Why are Strategic Sites part of the BOA Plan?**

The identification of strategic sites is a necessary part of the BOA planning process and is designed to focus recommendations and prioritize redevelopment on sites that would act as a catalyst for further redevelopment in the area. Key findings and recommendations focus on strategic sites, although not exclusively, to revitalize the area. These sites have a greater potential to leverage public and private monies to stimulate economic development, community revitalization, opportunities for new public amenities, or opportunities for environmental clean-up.

#### **What if I own a Strategic Site?**

Environmental site assessments on strategic brownfield sites within the BOA may be eligible for funding if additional environmental information is required to assist in determining

future land use. In addition, the location of a brownfield within a strategic site results in prioritization during the application process to receive the “BOA Bump-up” tax credit. For projects on a site enrolled in the NYSDEC BCP, the “BOA bump-up” is an increase of up to 5% of the allowable tangible property tax credit component of the Brownfield Redevelopment Tax Credit. To receive the “BOA Bump-up,” projects must complete an application for Determination of Conformance. The application ensures the “BOA Bump-up” is available to projects that conform to the vision, goals and priorities established in the Revitalization Plan.

#### **Identification Method**

Due to the potential subjective nature of identifying strategic sites, the planning process for this Revitalization Plan reviewed over a dozen Nomination Studies across New York State in the context of the New York State Department of State BOA Program Guidance document.

Similar to the review for underutilized sites, this review found several commonalities for the identification of strategic sites including both a quantitative approach and a qualitative approach. All BOA’s identify strategic sites based on NYSDOS guidance which requires the identification process to consider location, size, capacity for redevelopment, potential to spur

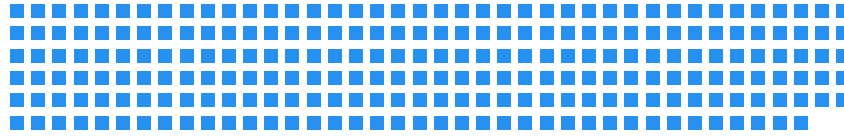
additional economic development, potential to improve quality of life or to site new public amenities, owner willingness, and adequacy of infrastructure, transportation systems, and utilities. Based on the review of Nomination Studies and the NYSDOS BOA Guidance, the BOA Team chose both a quantitative and qualitative approach through a series of 5 steps. Each of the five steps are summarized on the following pages which includes map overlay, site screening, site scoring, site selection, and identification of strategic areas.



## #SITE SELECTION STEPS

### Step 1 - Map Overlay

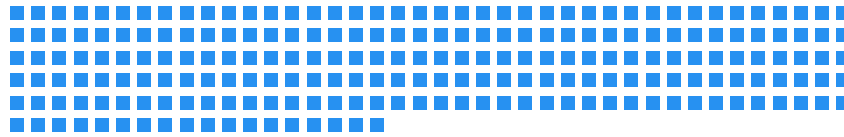
Combined onto one map all brownfield, abandoned or vacant properties and all properties containing a key building. Additional description is provided on page 130.



**238**  
Properties

### Step 2 - Site Screening

Eliminated properties from the site selection process including small properties, public facilities, and community services. Additional description is provided on page 132.



**218**  
Properties

### Step 3 - Site Scoring

Utilized criteria to identify desirable characteristics of properties and to select properties with a greater likelihood of becoming catalyst sites. Additional description is provided on page 134.



**85**  
Properties

### Step 4 - Site Selection

Final site selection based on site scoring and properties that contain other strategic or catalytic characteristics. Additional description is provided on page 136.



**55**  
Properties

### Step 5 - Strategic Areas

Consolidation of individual properties into strategic areas with similar characteristics. Additional description is provided on page 138.



**7**  
Strategic  
Areas

Figure 3.38: Strategic Site Selection Steps

## Step 1: Map Overlay

The map overlay step consolidated all properties identified as known brownfields, all properties identified by the city as abandoned or vacant, properties identified as underutilized, and properties containing a key building onto one map. This overlay step yields the totality of properties that need some level of revitalization and properties that contain key buildings (assets) that can be utilized to aid implementation of the Revitalization Plan through strategic partnerships or through adaptive reuse.

Brownfield properties are described in Section “3.13 Brownfield Sites” on page 102. Abandoned and vacant properties are described in Section “3.12 Vacant Land + Unoccupied Buildings” on page 100. Underutilized properties are described in Section “3.14 Underutilized Sites” on page 124. The location of key buildings is described in Section “3.7 Key Buildings” on page 68.

The map overlay included 59 properties identified as a brownfield, 36 properties identified by the City with a principal building that is unoccupied, 128 properties identified

by the City as vacant land, all 212 underutilized properties, and all properties containing and associated with key buildings. Note, although properties with an abandoned building and properties designated as vacant land are already identified as part of the 212 underutilized sites, they are specifically mentioned due to their negative impact on the neighborhood.

The results of the overlay analysis identified 238 properties (90.7 acres) which are distributed throughout the Bull’s Head study area with concentrations along W Main St, West Ave, and the railroad right-of-way. 99 of the properties (20.1 acres) identified are owned by the City of Rochester and 4 properties (4.5 acres) are owned by the Rochester Housing Authority.

While the map overlay identifies all of the properties in need of some level of revitalization, additional steps are needed to focus on strategic sites.

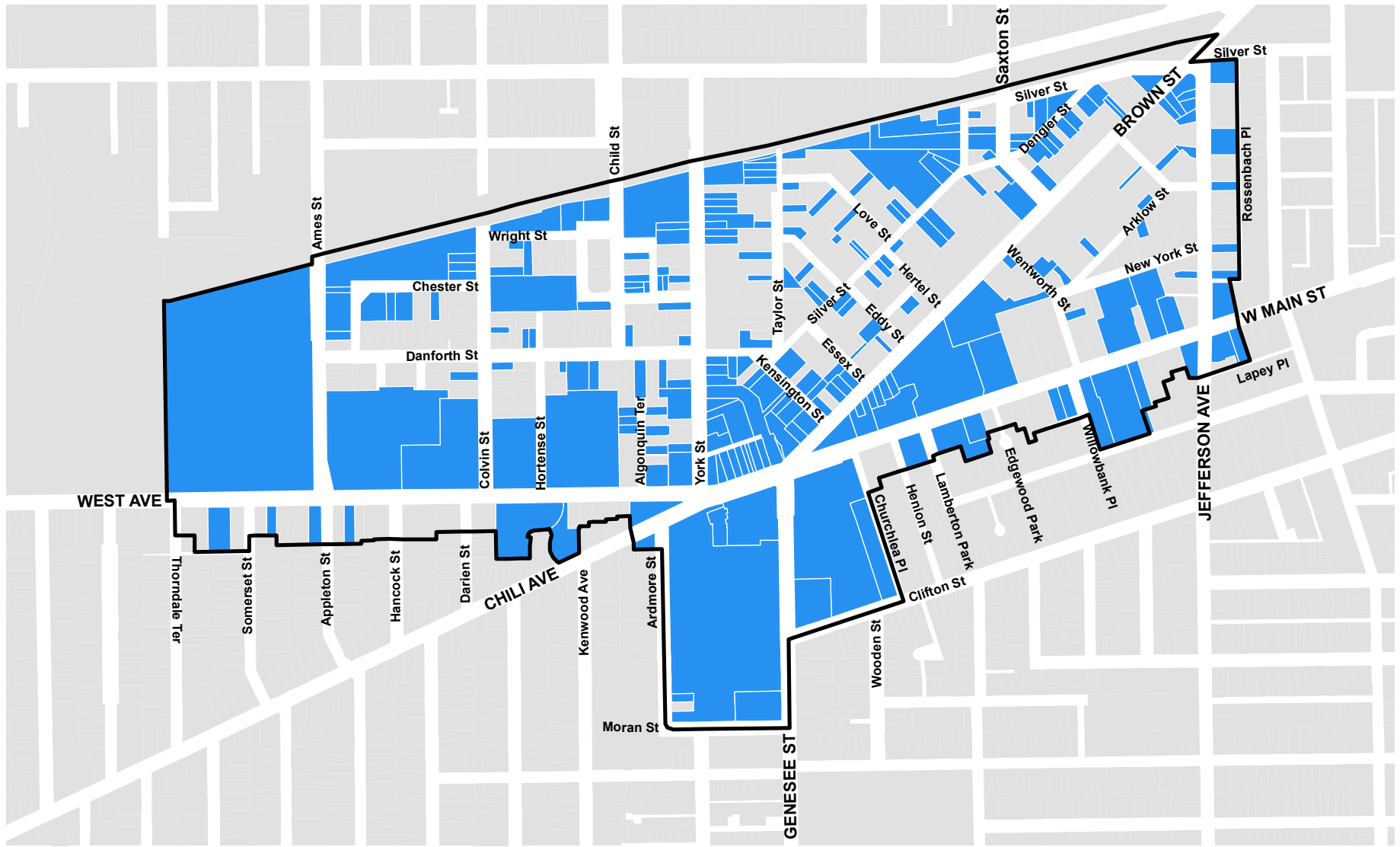


Figure 3.39: Strategic Sites Step 1 - Map Overlay

Step 1 Result



## Step 2: Site Screening

The site screening step eliminated certain properties identified in the Step 1 Map Overlay from the site selection process including small properties that are actively used, all properties containing a public facility, and all properties containing a community service (health/medical, religious, benevolent).

**Small properties of any land use that are actively used and less than 0.1 acre** were removed from the strategic site selection process due to their limited catalyst-generating potential. A total of three properties were removed meeting this criteria. All three of these properties are associated with active businesses.

**Properties containing a public facility or community service** were removed from the strategic site selection process due to their active use and support they provide to the community. These properties included the Danforth Community Center, the Danforth Towers, the Salvation Army, the West Ave United Methodist Church, St. Mary's Campus, the Halstead Square Community Residence and Brown St apartments, the Saints Peter and Paul Coptic Orthodox Church and Soup Kitchen,

the Rochester Housing Authority main office, and a parking lot at 24 Moran St utilized by the Aeon Baptist Church located at 171 Genesee St (outside of the Bull's Head study area).

Information used to screen properties was provided by the City of Rochester through land use classification of individual properties. The result of this site screening step eliminated a total of 20 properties from the strategic site selection process. Most of these properties are located along W Main St, Genesee St, and West Ave.

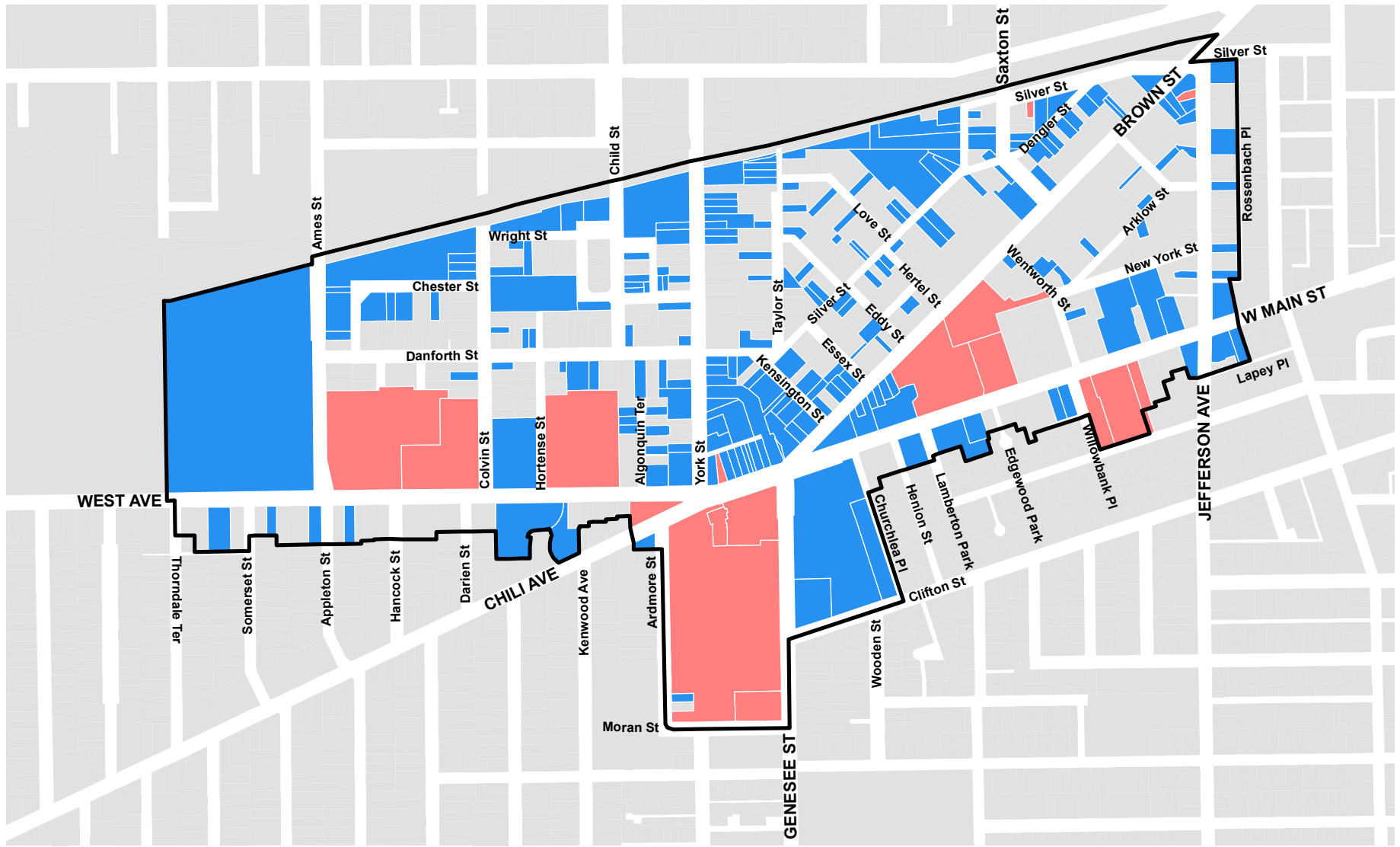


Figure 3.40: Strategic Sites Step 2 - Site Screening

- Step 2 Result
- Removed from Site Selection



## Step 3: Site Scoring

The site scoring step utilized the results from Step 2 and several criteria to identify characteristics of properties with the goal of selecting those properties with a greater likelihood of becoming catalyst sites if redeveloped or adaptively re-used.

As discussed earlier, all BOA's must consider strategic sites based on location, size, capacity for redevelopment, potential to spur additional economic development, potential to improve quality of life or to site new public amenities, and owner willingness. Site scoring criteria were developed to identify these characteristics. Criteria were grouped into five categories and assigned points based the desirability of the characteristic. Information used for scoring individual properties came from various City sources and information from the environmental review.

The **Environmental Status** category prioritizes properties with a moderate to high LOC's so that environmental contamination is eliminated as a barrier to redevelopment. Properties adjacent to brownfields were also prioritized and assigned points due to the negative effects of being located adjacent to a brownfield.

The **Site Use** category prioritizes properties with a key building and properties designated as vacant land or parking lots. Points are also

assigned to properties that have an unoccupied building, other underutilized properties and properties with a low assessed value (defined in Section "3.14 Underutilized Sites" on page 124.

The **Strategic Location** category prioritizes properties within the Bull's Head Urban Renewal Area (BHURA) and adjacent to major vehicle transportation routes including W Main St, Genesee St, West Ave, and Chili Ave.

The **Adequate Parcel Size** category prioritizes properties due to their potential for accommodating larger and more diverse future land uses. Finally, the **Ownership Status** category prioritizes properties that are publicly owned due to their potential to directly align Revitalization Plan goals with future development.

Scores for each category were assigned to all 218 properties identified in Step 2. A tally for each property was calculated with the result shown in "Figure 3.41: Strategic Sites Step 3 - Site Scoring" on page 135. Scores ranged from 0 to 22 points with a total of 85 properties receiving a score of 10 points or more. These properties are concentrated along W Main St, West Ave, the railroad right-of-way, and within the Bull's Head Urban Renewal Area and formed the basis for the Step 4 Site selection step.

### #SITE SCORING CRITERIA

1. Environmental Status	Points
High Level of Concern (LOC)	3
Moderate LOC	2
Adjacent to a High or Moderate LOC	2
<b>2. Site Use</b>	
Parcel with a key building	3
Vacant land	3
Parking lot	3
Parcel with an unoccupied building	2
"Other underutilized"	2
"Low assessed value"	1
<b>3. Strategic Location</b>	
Within BHURA	3
Next to W Main, Genesee, West or Chili Ave	3
Next to Brown, Ames, or Child St	2
Next to Railroad Right-of-Way	2
<b>4. Adequate Parcel Size</b>	
> 1 acre	3
0.5 - 1 acre	2
0.25 - < 0.5 acre	1
<b>5. Ownership Status</b>	
City of Rochester	3
Private Ownership, but open to discussions	1

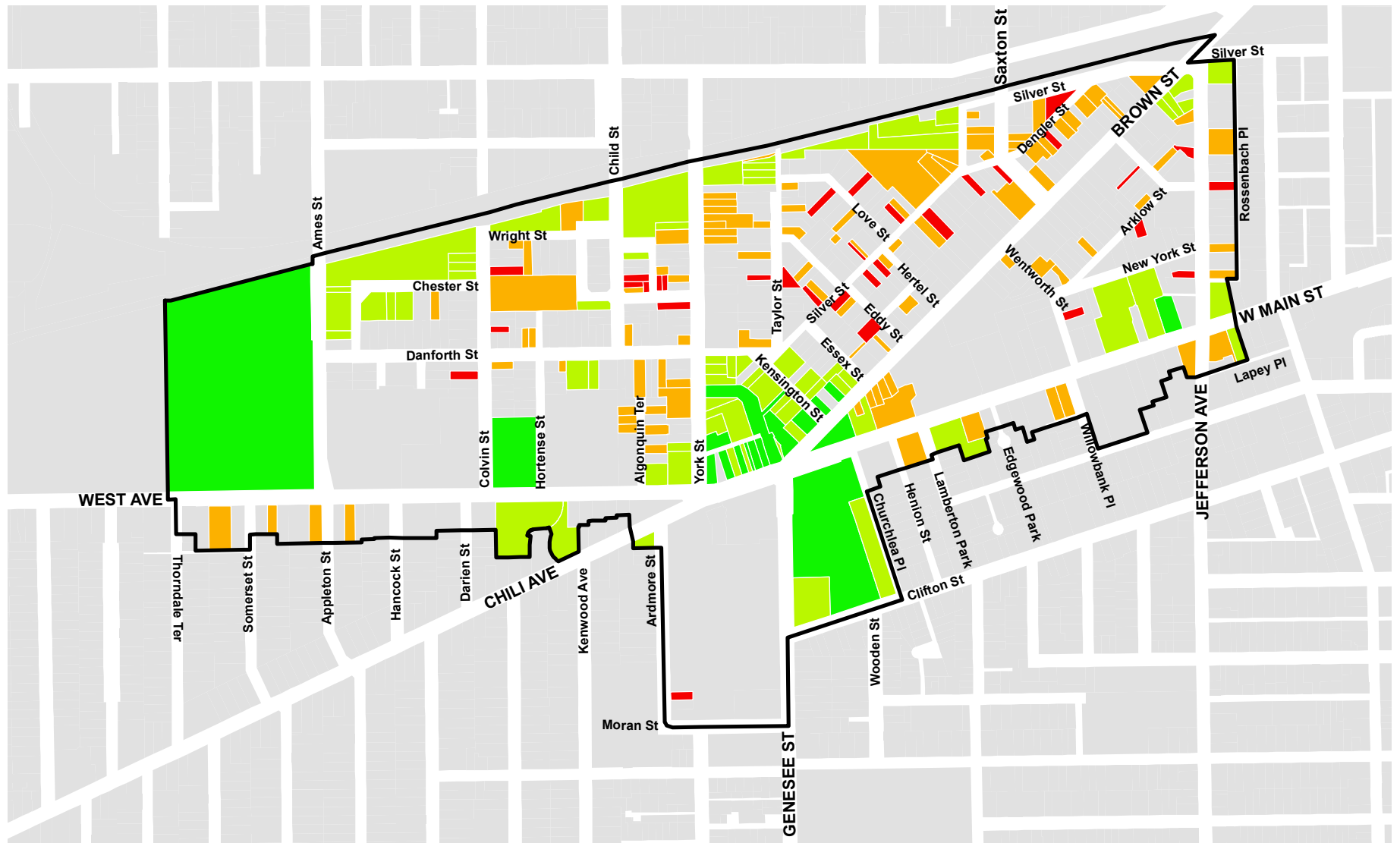


Figure 3.41: Strategic Sites Step 3 - Site Scoring

- < 5 points
- 5 - 9 points
- 10 - 14 points
- 15 + points

## Step 4: Site Selection

The site selection step utilized the results from steps 1-3 above and considered sites with additional characteristics that are strategic or catalytic (site history, local interest, adjacent uses, sense of place, and redevelopment potential). This step combines the quantitative methods from steps 1-3 with more qualitative characteristics to select strategic sites that through redevelopment or repurposing would further the goals of the BOA to create an economically and environmentally sustainable neighborhood. Overall, these sites represent properties with characteristics that make them ideal for redevelopment due to their potential to stimulate investment.

Step 4 included a review by the BOA Team and the PAC of the Step 3 results, specifically the 85 sites with a score of 10 points or more. Site-specific details were examined including current use, coverage, and operations, history of the site, local interest in redevelopment, and current form, design, and layout.

Several manufacturing properties adjacent to the railroad, while receiving a score of 10 points or more, were determined to be too small based on current market demands. Other manufacturing properties along the railroad were removed from consideration due to their active use. However, several manufacturing and vacant properties represent development

opportunities along the railroad due to their underutilization. Similar to the manufacturing properties, two properties with a score of 10 points or more along West Ave were removed from consideration due to active use and relatively small size. In addition, the Salvation Army at 100 West Ave, although removed during Step 2, was added as a strategic site due to the overabundance of parking on the property and thus the opportunity for infill development along a prominent corridor.

With consideration to the previously mentioned, most properties with a score of 10 points or more were considered by the BOA Team and the PAC to be strategic sites. These properties have the greatest potential to be catalytic sites if redeveloped or re-purposed.

**In total, 55 properties (39.3 acres) were identified as strategic sites** ranging in size from less than 0.1 acre to just over 14 acres and an average property size of 0.7 acres. While smaller properties are unlikely to be catalytic by themselves, the identification process considered common ownership of adjacent properties and shared site characteristics.

Strategic sites are found throughout the Bull's Head study area with a concentration along West Ave, W Main St, Genesee St, Brown St, and the railroad ROW. 29 strategic sites (13.6 acres)

are owned by the City of Rochester. These properties primarily include vacant land but also include the Bull's Head Plaza. One property (0.1 acre) at 19 Kensington St is owned by the Rochester Housing Authority. The remaining 25 properties (25.6 acres) are privately owned.

Of the strategic sites, 33 properties (20.7 acres) are designated by the City as vacant land, 3 properties (1.2 acres) are solely used as parking lots, 11 properties (6.7 acres) are commercial, 3 properties (0.3 acres) are residential, 3 properties (8.6 acres) are community services, 1 property (1.5 acres) is manufacturing, and 1 property (0.3 acres) is a park.

As of the start of 2019 **17 properties identified as strategic sites had Phase I Environmental Site Assessments** and **3 properties had Phase II Environmental Site Assessments**. Additional detail regarding environmental concerns are detailed in Section "3.13 Brownfield Sites" on page 102.

Separate from strategic sites, the BOA Team identified "opportunity sites" which have the potential for redevelopment but which were not identified as strategic due to size, location, market factors, or other factors. These opportunity sites are also shown in "Figure 3.42: Strategic Sites Step 4 - Site Selection" on page 137.





## **Step 5:** **Strategic Areas**

The strategic areas step groups strategic sites identified in Step 4 based on similar characteristics such as location, land use, and ownership. Strategic areas consolidate the number of strategic sites in order to provide a simplified approach for strategic area profiles (Appendix D) and referencing for recommendations identified in Chapter 05 on page 163. The methodology for consolidation identified 7 strategic areas across the study area.

Strategic area profiles, which include all 55 strategic sites, is provided in Appendix D.

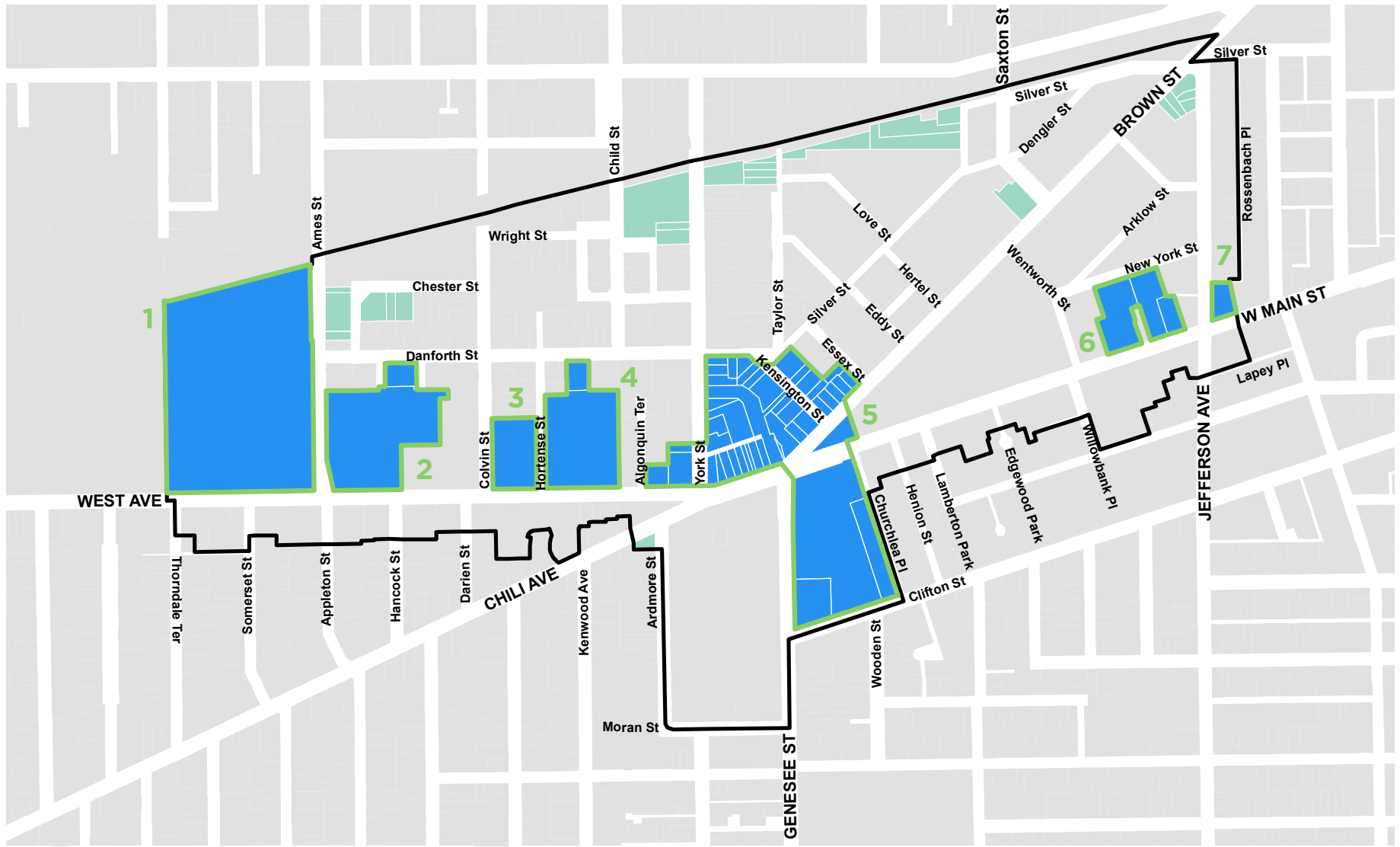


Figure 3.43: Strategic Sites Step 5 - Strategic Areas

- Strategic Area
- Opportunity Site
- Strategic Site





OR COMMUNITY PRACTICE

HOUSE

HOUSE



# 04 Summary Analysis + Key Findings

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## 4.1 Overview

### **What is the summary analysis + key findings?**

Numerous opportunities and constraints for revitalization of the Bulls Head BOA study area were identified in Chapter “03” including challenges with local economic potential, brownfield redevelopment, transportation disparities, a lack of parks and recreational facilities, and residential redevelopment limitations caused by certain zoning code provisions. While each identified opportunity and constraint was documented and can be addressed individually, a concise summary/synthesis of the inventory and analysis is needed to identify key and unique factors that impact the future revitalization potential of the Bull’s Head BOA study area.

The summary analysis and key findings on the following pages summarizes opportunities and constraints from the inventory and analysis and examines the inter-relatedness of the socioeconomic, physical, environmental, policy, and built environments. The summary analysis and key findings is grouped into the following:

- Socioeconomic and Market Trends
- Land Use and Zoning
- Land Ownership
- Transportation and Infrastructure
- Parks, Historic, and Natural Resources
- Vacant Land, Unoccupied Buildings, and Underutilized Sites
- Brownfields

The summary analysis includes findings based in part on the economic and market trends analysis that provides an in-depth and thorough description of existing conditions including an assessment and summary of existing land use and zoning. The land use and zoning summary analysis also includes a description of identified opportunities, constraints, and necessary zoning changes. Public and private lands were evaluated for their potential to be made available for development or public purposes. Transportation and infrastructure improvements, and other public or private measures needed were identified to stimulate investment, promote revitalization, and enhance community health and environmental conditions.

Section “4.9 Redevelopment Opportunities” on page 158 provides a summary/synthesis of identified redevelopment opportunities within the Bull’s Head BOA study area. These include a description of reuse and redevelopment opportunities that have been identified as catalysts for revitalization.

### **How was the analysis and findings created?**

The summary analysis and key findings was created by examining each opportunity and constraint identified in Chapter “03” and all of the feedback received during each public meeting. In addition, the summary analysis and key findings evaluated the inter-relatedness

of these opportunities and constraints to identify key findings that may impact the redevelopment potential of the Bull’s Head BOA.

### **How was community input incorporated?**

Throughout the BOA planning process the development of the Revitalization Plan has been aligned with the community’s self-described vision statement, value statements, and goals and objectives. Community input for each public meeting was evaluated and compared to the inventory and analysis, and incorporated into the summary analysis and key findings. Key findings were presented to the community during Public Meeting #2 and feedback on those key findings were incorporated into this Plan.

### **How are brownfields incorporated?**

The presence of numerous brownfields in the Bull’s Head study area has been a burden on the community which has constrained revitalization and redevelopment for decades. A summary analysis and key findings specifically for brownfield properties is provided in Section “4.8 Brownfields” on page 156. This description includes a summary of publicly and privately owned lands which are candidates for environmental site assessments and potential interim land uses that could benefit the community before remediation is completed.

**How will the analysis and findings be used?**

The revitalization potential of the Bull's Head BOA study area is dependent on overcoming the pattern of contamination, disinvestment, and decline that has plagued the area for decades. The summary analysis and key findings document the critical opportunities and challenges that need to be addressed in order to realize revitalization of Bull's Head. These key findings were used to develop a series of recommendations that leverage opportunities to overcome challenges and help create a climate of revitalization that realizes the community's vision of becoming a neighborhood that provides a safe, affordable, prosperous, and attractive place for all.



Public Meeting #2

## 4.2 Socioeconomics + Market Trends

### Summary Analysis

Socioeconomic and market trends were summarized in Section “3.1 Community + Regional Setting” on page 30 and Section “3.2 Economic + Market Trends” on page 38.

Socioeconomic trends analyzed in the study area show a moderate decrease in population but at a slightly greater rate of decline than the city. This trend in part corresponds with other urban and National trends outside the control of the Bull’s Head community. In addition, the analysis found the study area has a high percentage of those <15 years old, lower educational attainment with only 15% having an Associates Degree or higher; an older housing stock with 17% vacancy and 78% renter-occupied; relatively high unemployment and poverty; and median household incomes significantly lower than the city and county. These trends and statistics indicate a neighborhood that has and continues to have a concentration of socioeconomic hardships that can limit agglomeration of economic activity and job opportunities.

While the analysis identified many socioeconomic challenges, the findings also identified opportunities within the study area including an increase in those 25-34 and 65+ years old and employment growth in several sectors. Employment growth has primarily

been within the professional, scientific, and technical services sector, as well as utilities, and healthcare. The rate of growth within the Bull’s Head zip code in professional, scientific, and technical services is far greater than the share added to either the city or state. Jobs within the utilities sector are exceptionally concentrated within this zip code when compared to the location quotients of the city and state for this sector.

The analysis of market trends identified a positive impact from the location of major employers in the area including the St. Mary’s Campus and the agglomeration of health care services. However, according to market research and commentary from local stakeholders, there is likely no near to mid-term office expansion in the study area. This is primarily due to the fact that there are vacancies in downtown that would likely be more appealing to prospective office tenants and would be filled prior to office development outside the downtown market.

The analysis of market trends identified current unmet retail demand for neighborhood-focused retail in many categories including restaurants, specialty foods, home furnishings, electronics & appliances, clothing and accessories, and health & personal care. Overall, the study area represents a very small share of the city’s retail

inventory and commands significantly lower rents than both the city and the county.

Based on the analysis of the existing residential market and the area’s surrounding context, there is potential demand for multi-family housing with ground floor commercial to serve as an amenity for local residents. In addition, there is a national trend for urban housing options that focus on both millennial and senior generations. These trends seek walkable neighborhoods in close proximity to amenities. However, despite economic conditions that could support market-driven development in nearby areas such as downtown and neighborhoods immediately surrounding the University of Rochester, there is limited anticipated near-term market support for new market-rate residential development within the BOA. Therefore, future development within the Bull’s Head will likely require public subsidy to support near-term development. With adequate public subsidy, there is potential to support workforce housing and senior housing (age in place) due to the BOA’s aging demographics and the proximity of healthcare services within the BOA.

A number of publicly subsidized new multi-family projects have been constructed within the BOA in recent years, including the Brown St Apartments and Halstead Square. Both projects



were developed in 2010 by DePaul Properties, a private, not-for-profit organization that develops affordable housing, senior housing, and housing for people with mental health disabilities. Single-family new construction is unlikely to be feasible unless done through a non-profit organization, such as Habitat for Humanity.

Public input and feedback addressed many socioeconomic and market trends including the desire for new local employment opportunities, training and education opportunities, new retail and commercial to support local needs, options to retain and encourage local businesses, the improvement of local housing through housing assistance programs for first-time and current home owners, housing options for all ages, incomes, and especially those 65+, and correcting issues surrounding absentee landlords, housing maintenance, and code violations.

While some of these opportunities, challenges, and goals are unique to the Bull's Head, community others are characteristic of several neighborhoods throughout the city. The city offers and partners with several housing programs: the Home Purchase Assistance Program, Employer Assisted Housing Initiative, and the Lifespan Organization. In addition, the Rochester Land Bank Corporation, the Greater

## #KEY FINDINGS

- 1. Bull's Head continues to have concentrated socioeconomic hardships**
- 2. Potential for urban, subsidized, multi-family, and senior housing**
- 3. Potential for neighborhood-focused retail**
- 4. New development will need public sector support/direct involvement**
- 5. Local and national demand for walkable urban areas**
- 6. Need for local training and education programs/support**
- 7. Need for local housing assistance**

Figure 4.1: Socioeconomic + Market Trends

Rochester Housing Partnership, and Flower City Habitat for Humanity work to develop new housing projects within Rochester.

The key to successfully overcoming these challenges includes capacity building, collaboration, and coordination among programs, groups, organizations, agencies, and City departments. A number of programs and initiatives are being implemented throughout the city in partnership with community based organizations which could help formulate a successful model for the Bull's Head community.

While the summary of socioeconomic and market trends highlights key statistics and

findings, the path forward is dependent on other factors including land use patterns, location factors, policy considerations, environmental concerns, and social considerations. The breadth of opportunities and challenges requires a multi-agency partnership in order to fully realize benefits for local residents.

## 4.3 Land Use + Zoning

### Summary Analysis

The inventory of existing land use was summarized in Section 3.3 on page 48 and existing zoning in Section 3.4 on page 52. Overall, the study area encompasses 185.6 acres of which 40.2 acres is City-owned right-of-way and 145.4 acres are properties developed as a mix of residential, commercial, health facilities, benevolent/religious organizations, manufacturing, and parking. The primary corridors within the study area comprise a mix of land uses which have the potential for a positive impact on walkability and economic diversification. In addition, several building typologies along these corridors provide an interesting mix which can create additional pedestrian activity and promote a sense of place. The interior of the study area is primarily comprised of residential land which provides a sense of residential neighborhood identity. Unfortunately, vacant land, unoccupied buildings, and poor building maintenance throughout the study area, along the corridors, and in the center of the study area have a negative impact on sense of place.

Residential land represents the largest land area comprising 36% of the study area. This land consists primarily of single-family and two-family residences and is concentrated between the W Main St, West Ave, and railroad right-of-way corridors. The location of residential

properties between these corridors isolates this residential area and results in land use conflicts for those properties located adjacent to non-residential areas. In some places, this residential has lacked investment and maintenance, and is interspersed with vacant land. Per the Economic & Market Trends Analysis, opportunities exist for workforce and senior housing in this area due to the area's aging demographics and proximity of healthcare facilities.

Commercial land comprises 15% of the study area and is concentrated along W Main St, Genesee St, and the railroad right-of-way. Although commercial zoning covers all of property within the W Main St corridor and parts of the West Ave and Brown St corridors, land uses and building typologies vary considerably. This mix creates an appealing character that should be maintained and enhanced as redevelopment moves forward. The traditional urban commercial character that is found within the study area is intermixed with commercial office and retail that is auto-oriented. These properties have large parking lots that front the street and provide little or inadequate pedestrian access. This transition to auto-oriented uses has diminished the viability of efficient and affordable urban development and reduced the number of traditional smaller stores to accommodate local businesses.

Although vacant commercial land is found in numerous locations, there is a pronounced lack of commercial activity within the center of Bull's Head due to decades of vacancies, environmental concerns, and disinvestment. The center of Bull's Head lacks the historic identity which has been raised during the public meetings. However, the planning process for addressing environmental concerns and redeveloping this area is being progressed through this plan and through the Bull's Head Urban Renewal Area Plan. Per the Economic & Market Trends Analysis, the neighborhood can support additional neighborhood-focused retail in many categories including restaurants, specialty foods, home furnishings, clothing/accessories, and health/personal care. These uses can be accommodated in a mixed-use environment that promotes commercial activity and walkability while serving the immediate needs of the neighborhood.

Industrial land represents a small portion of land use (3%) within the study area and is mostly located along the railroad right-of-way with one additional property located on West Ave. While the land adjacent to the railroad right-of-way is zoned for manufacturing, very few properties are used for manufacturing and the relatively small size of the properties limits current market potential. Current land use of these properties mostly consists of commercial

and vacant land with only one property that is a manufacturing use that utilizes a rail siding. Historically every property along the railroad right-of-way was used for, or in support of, manufacturing and contained a rail siding connecting to the adjacent rail spur. Future use potential of these properties is dependent on manufacturing or light industrial operations that requires a small footprint or adaptive reuse for commercial-related activities use. In addition, any environmental concerns will likely dictate future reuse potential.

Land used for health-related facilities accounts for 13 acres or 9% of the study area. Land includes the St. Mary's Campus, the Halstead Square Community Residence, and several smaller medical office properties/tenants located along the W Main St corridor. Land used for benevolent/religious purposes accounts for 11 acres or 8% of the study area and includes the Danforth Community Center, Salvation Army, and several places of worship. The presence of large health facilities and many benevolent/religious entities provides numerous services to the local community and can be leveraged to support the growing elderly population and their ability to age-in-place.

Zoning designations in the BOA study area includes Residential (R-1 and R-2), Commercial (C-2), industrial (M-1), Planned Development

## #KEY FINDINGS

- 1. Residential area is isolated due to commercial and rail corridors**
- 2. Land use conflicts between residential and non-residential uses**
- 3. Desire for home assistance programs and stricter code enforcement**
- 4. Some traditional building typologies have been replaced with auto-oriented uses**
- 5. Lack of Bull's Head identity due to vacant land and disinvestment**
- 6. Manufacturing-zoned land is small which limits current market potential**
- 7. Rail spur offers opportunity for rail-enabled manufacturing**
- 8. Agglomeration of health-related facilities can support aging population**

Figure 4.2: Land Use and Zoning

(IPD), and Open Space (O-S) zones.

Public input and feedback addressed several aspects of land use and zoning including maintaining the historic character of the neighborhood through re-use of older buildings and historically sensitive new development. In addition, input and feedback included a desire for diverse housing options for all age groups and income levels, holding property owners accountable through code enforcement, the importance of housing assistance programs, the need for more owner occupancy, and the

need for buffers between residential and non-residential properties.

Lastly, summarized earlier in Section 1.2 on page 4, a new city-wide comprehensive plan was recently adopted and will serve as the fundamental basis for making decisions on land use regulation and development. In addition, the Bull's Head Urban Renewal Plan will include specific zoning amendments to effectuate the implementation of plan recommendations within a portion of the study area.

## 4.4 Land Ownership

### Summary Analysis

The inventory of land ownership was summarized in Section 3.5 on page 60.

Overall, of the 185.6 acre study area, 61.5 acres (33.2%) are owned by the City of Rochester, 5.6 acres (3.0%) are owned by the Rochester Housing Authority, and the remaining 118.5 acres (63.8%) are privately owned.

The City of Rochester owns 21.3 acres of parcels (100 individual properties) and 40.2 acres of public right-of-way. Properties owned by the City include Lynchford Park located adjacent to Danforth St, Danforth Community Center located at the intersection of Ames St and West Ave, the Bull's Head Plaza located at 835-855 W Main St, and numerous vacant properties. In total, the City owns 96 (12.1 acres) vacant properties located throughout the study area with a concentration in the center of Bull's Head. Additional summary analysis of vacant land is described in Section "4.7 Vacant, Unoccupied, + Underutilized" on page 154.

Most of the parcels acquired by the City were due to private owner abandonment, foreclosure, tax delinquency, direct sale, or in relation to the Bull's Head Urban Renewal Area. The City's acquisition of land associated with the Bull's Head Urban Renewal Area is based on findings of concentrated disinvestment, decreased property values, high poverty and crime rates,

and an increasing number of tax foreclosures. While these are typical characteristics of BOA study areas, the level and concentration of these issues within the center of Bull's Head presented unique challenges which required additional planning and City intervention to ensure the health, safety, and welfare of the community.

Outlined in the Bull's Head Urban Renewal Plan, this acquired land will undergo environmental due diligence and targeted demolitions to remove blighted buildings and provide suitable sites for redevelopment. Also within the Urban Renewal Plan is an urban design and transportation framework which exemplifies the community's vision for an attractive and thriving neighborhood. The recommendations detailed within the Urban Renewal Plan, including the urban design and transportation frameworks, have been incorporated into this Plan.

The designation of an Urban Renewal District offers increased opportunity to stimulate economic development, community revitalization, and siting of public amenities such as new transportation and utility infrastructure, public open space, a neighborhood service center, and a Rochester Police Department Station. Overall, the large percentage of City-owned land within the entire study area represents a significant opportunity for redevelopment for public or private uses.

The Rochester Housing Authority owns 12 properties (5.6 acres) within the study area which includes three properties associated with their primary office at 675 W Main St, the Danforth Towers located at 140 & 160 West Ave, and several other smaller properties. All of the properties owned by the Authority are actively used and not otherwise available for development.

Privately owned land accounts for approximately 63.8% or 118.5 acres of parcels within the study area totaling nearly 500 individual properties. Parcel size ranges from less than 0.1 acre to 14.4 acres with most less than 0.5 acres. Of the privately owned properties within the study area, 32 (18.9 acres) are vacant land, 35 have been abandoned, and 115 were identified as underutilized. The largest private property is 14.4 acres of vacant land located at 95 Ames St.

Of all of the private property within the study area there are no known plans for development or redevelopment. The most recent private development project occurred in 2018 at 715 W Main St. The former gas station and parking lot located at this property was redeveloped as a Family Dollar retail store. Other recent development includes the Brown St Apartments and Halstead Square property both developed by DePaul Properties in 2010.

The traditional development of Bull's Head with small urban properties, a mix of uses, and small interconnected blocks can be traced back to the founding of the area in the late 19th century through early 20th century. These characteristics can be leveraged with City-owned property as the increased demand for traditional neighborhoods has resulted in new development opportunities. Clusters of City-owned property in the center of Bull's Head and other clusters within the residential areas can be redeveloped as supported in the findings of the Economic & Market Trends Analysis. In addition, the City has expressed interest in locating a Rochester Police Department station within the center of Bull's Head. Other public uses should align with the findings from this plan including the need for public recreation space, park and open space, and the need for transit stop facilities along W Main St.

## #KEY FINDINGS

- 1. City owns 12.1 acres of vacant land within the BOA**
- 2. City owns majority of land within the center of Bull's Head**
- 3. Land assembly is taking place throughout portions of the study area**
- 4. City is interested in locating a Rochester Police Department Station in the center of Bull's Head**
- 5. Other City-owned land can be redeveloped for public purposes**

Figure 4.3: Land Ownership

## 4.5 Transportation + Infrastructure

### Summary Analysis

The transportation inventory was summarized in Section 3.9 on page 76 and included vehicle, transit, bicycle, pedestrian, and freight networks. The infrastructure and utility inventory was summarized in Section 3.10 on page 94.

Overall, the Bull's Head study area includes a road network that is a traditional urban grid layout typical of other northeast cities developed during the late 19th and early 20th Centuries. This layout of roads facilitates fast and convenient connection to surrounding neighborhoods and includes an extensive network of sidewalks and crosswalks.

A more complete picture of the transportation system was obtained through a traffic study completed in early 2019 for portions of the BOA study area. The traffic study documented the existing roadway network and analyzed five intersections to assess existing conditions operations and identify any safety deficiencies.

The traffic study focused on four primary corridors: W Main St, West Ave, Genesee St, and Brown St. These corridors connect Bull's Head to major commercial, civic, transportation, and residential areas throughout the west side. However, these corridors converge within Bull's Head which results in heavy traffic and an

unfriendly pedestrian and bicycle environment that has, in part, lead to the decline in adjacent traditional small-scale commercial activity.

The traffic study found vehicular volumes are highest on W Main St between Genesee St and Chili Ave and intersection volumes highest at W Main St/Genesee St/Brown St. The analysis of intersections identified most vehicular movements have the highest Level of Service (LOS) A for both the AM and PM periods. However, three AM and nine PM movements had a LOS D, and three PM movements had a LOS E. In addition, the analysis found delays and queues caused by bus stops at each intersection.

The traffic study analyzed all 90 reported accidents at the study intersections for the most recent three-year period. During this period there were no fatalities, however, 20 out of the 90 (22%) total accidents involved an injury. The analysis also revealed that 4 out of the 90 (4%) accidents involved a pedestrian and no accidents involved a bicycle. Accident rates were compared to the statewide average and found that three intersections had accident rates over the statewide average rates: W Main St/Jefferson Ave; W Main St/Genesee St/Brown St; and, West Ave/Ames St. These accidents were further examined to identify potential patterns and if the patterns were correctable.

Corrective measures identified include signal timing adjustments, striping, on-street parking restrictions, and lane reductions/road diets.

The traffic study also collected pedestrian crossing data which identified high pedestrian volumes at the W Main St/Henion St intersection, W Main St/Jefferson Ave intersection, and the W Main St/Chili Ave/West Ave/York St intersection. The pedestrian network within the study area mirrors the traditional urban grid layout of roads which facilitates pedestrian access and connectivity. Most block faces and block perimeters are short and can be traveled within minutes. However, the study found some blocks are relatively large, there are numerous unmarked crosswalks across and adjacent to major roads, and numerous crosswalks lack vehicular control or signage.

Separate from the traffic study, the transit network, routes, and stops were reviewed within the entire BOA study area. Overall, Bull's Head is serviced by RTS Routes 4, 8, 25, and 28 with numerous bus stops along these routes, only two of which include a shelter and seating. Current planning efforts by the RTS will change transit service within the study area by consolidating routes and reducing headways. Other recent transit planning efforts have identified opportunities for transit supportive development along W Main St, Chili Ave,

and Genesee St. Planning recommendations encourage greater density development to increase boarding and daily ridership.

The bicycle network within the study area includes dedicated bicycle lanes, shared-use markings, and a small portion of a bicycle boulevard. Of the 2.0 miles of roads in the study area that are classified as either a minor arterial or major collector, 55% have on-road bicycle infrastructure. In addition, there is a noticeable gap of bicycle infrastructure in the center of the Bull's Head area adjacent to St. Mary's Campus and Bull's Head Plaza and most intersections within the study area lack bicycle markings or accommodations. Generally, there is a lack of inter-connected bicycle facilities.

Public input and feedback addressed several aspects of the transportation system including the need for safer infrastructure for pedestrians and bicyclists, concern for high traffic volumes and speeding, dangerous intersections, and the desire for expanded transit options.

The Bull's Head study area is located adjacent to a CSX-owned rail line which provides the primary east-west rail service for New York State with connections to markets across the region, country, and Canada. A rail spur located adjacent to the main line runs between the main line and properties at the northern end of the

## #KEY FINDINGS

- 1. Several intersections have high volumes and safety concerns/issues**
- 2. Some roads and intersections have excess capacity**
- 3. Some sidewalks and crosswalks feel unsafe due to high traffic volumes, proximity to moving traffic, and lack of traffic controls**
- 4. Some crosswalk distances are excessive and limit mobility**
- 5. Area lacks inter-connected bicycle facilities and intersection facilities**
- 6. Area lacks bus stop shelters at key transfer stops**
- 7. Rail siding opportunities may be limited due to parcel sizes**
- 8. Some water/sewer infrastructure was constructed before 1900**

Figure 4.4: Transportation and Infrastructure

study area. The spur has one rail siding which services 26-64 Chester St. There is potential for other properties along the rail spur to develop a rail siding, however, market potential is limited due to the relatively small size of these properties. Parcel consolidation and targeting specialized manufacturers will be critical for re-use of these properties for manufacturing.

Infrastructure and utilities within the study area have serviced properties for over 100 years. Although every property is serviced and there has been a general decline in commercial

and residential activity, new development and redevelopment projects would need to be coordinated with city, county, and local utility companies to determine project needs, individual site capacities, and any needed upgrades to meet site demand.

## 4.6 Parks, Historic, + Natural Resources

### Summary Analysis

The Parks and Open Space inventory was summarized in Section 3.6 on page 64, Historic Resources inventory in Section 3.8 on page 72, and Natural Resources inventory in Section 3.11 on page 98. Overall, the study area contains only one City park, several local, State and National-designated historic resources, and no natural resources.

Within the Bull's Head study area is the Danforth Community Center and Auditorium which is located at the intersection of West Ave and Ames St. Located adjacent to the community center is Lynchford Park. Both the community center and Lynchford Park contain open lawn and total approximately 2.8 acres. There are no park or recreation amenities at either facility and no other parks or designated open space are located within the study area.

In close proximity to the study area is the Wilson Foundation Academy Sports Complex, Jefferson Terrace Park, Susan B. Anthony Square, and Grape Wilder Park. The Wilson Foundation Academy Sports Complex is over 8 acres, owned by Rochester Public Schools, and less than a one minute walk from the southern edge of study area near St. Mary's Campus and Bull's Head Plaza. Facilities at the sports complex include a playground, basketball court, baseball field, softball field, track, and football

field. However, as a recreational facility owned by Rochester Public Schools, the ability for local residents to use these facilities is limited. Other nearby facilities are located at Jefferson Terrace Park and Grape Wilder Park.

Based on information from the US National Recreation and Park Association, there is on average 8.5 acres of parkland per 1,000 residents for municipalities around the same size as the city of Rochester. While the city of Rochester as a whole contains approximately 16.8 acres of parkland per 1,000 residents, within the boundary of the study area there are 1.6 acres of parkland per 1,000 residents.

The lack of parks within and around the study area has been consistently mentioned during public meetings with specific comments regarding the desire for outdoor and indoor recreational facilities, playgrounds, fields, parks, and open space. Other public input and feedback regarding parks and open space included dedicated space for events/gatherings, playgrounds for neighborhood youth, space for neighborhood/farmers markets, and the desire to use small vacant lots for pocket parks or community gardens.

With respect to Historic Resources, the study area contains the Church of Saints Peter and Paul Complex and a portion of the Chili-

West Historic District. Both are listed on the State and National Registers of Historic Places. Also located within the study area are several properties identified by the NY State Historic Preservation Office as eligible for listing on the State and National Registers of Historic Places. Adjacent to the study area is the Madison Square - West Main Street Historic District which is listed on the State and National Registers and within the same geographic boundary as the locally designated Susan B. Anthony Preservation District. Based on windshield surveys and knowledge of neighborhood history, the study area may contain additional historic resources eligible for local designation or State/National Registers due to notable exterior architectural features and historic roles of some properties and buildings within the neighborhood.

Public input and feedback regarding historic resources has included a desire to maintain remaining historic buildings through adaptive re-use and a desire for new development to respect the historic character and scale of the neighborhood. Unfortunately many older buildings within the study area are no longer present due to decades of neglect and disinvestment. However, once environmental due-diligence is completed, new development can be designed to respect the history of the neighborhood and the traditional neighborhood



design discussed at numerous public meetings.

The inventory of Natural Resources within the study area included a review of topography, soils, surface waters, groundwater, fish and wildlife habitats, visual quality, agricultural lands, air quality, and any designated local, State, or Federal natural resources. Based on this review, there are no documented, visually significant, or significant natural resources within the study area. As a developed urban area for over 100 years, the study area is void of any surface water features, known wildlife habitats, or agricultural lands.

Although the study area contains numerous brownfields, groundwater contamination is isolated from affecting the population because potable drinking water is provided by the Rochester Bureau of Water. Soil and fill contamination on brownfield sites is a potential concern during excavation for development, infrastructure, and utility work. Additional description of brownfields is provided in Section “4.8 Brownfields” on page 156.

## #KEY FINDINGS

- 1. Lynchford Park is located adjacent to the Danforth Community Center and is the only park in the study area**
- 2. Lynchford Park has no park or recreational amenities**
- 3. Some park and recreation facilities are located near the study area**
- 4. Study area includes portions of Chili-West Historic District, all of the Saints Peter and Paul Complex Historic District, and is adjacent to the Susan B. Anthony Preservation District**
- 5. Some properties/buildings have been determined to be eligible for designation by the State Historic Preservation Office**
- 6. Most properties within the study area have not been evaluated for local, state, or national historic designation**
- 7. The study area has no significant natural features**

Figure 4.5: Parks, Historic, and Natural Resources

## 4.7 Vacant, Unoccupied, + Underutilized

### Summary Analysis

The vacant land and unoccupied building inventory was summarized in Section 3.12 on page 100. The purpose, methodology, and results of the underutilized site identification is summarized in Section 3.14 on page 124. Overall, the study area includes a significant amount of vacant land, numerous unoccupied buildings, and a significant amount of underutilized land.

Vacant Land within the study area includes 128 individual properties. This vacant land represents 31.0 acres of land or 21.3% of the study area. Of this 31.0 acres, 10.8 acres (103 properties) of vacant land were formerly residential, 4.8 acres (18 properties) were formerly commercial, and 15.4 acres (7 properties) were formerly industrial. The City owns 12.1 acres (96 individual properties) of this vacant land. However, the largest single parcel of vacant land privately owned and located at 95 Ames St. This property is commonly referred to as the former Taylor Instruments site and has a long history of environmental contamination as described in Section “3.13 Brownfield Sites” on page 102.

Vacant land is found throughout the Bull’s Head study area with a concentration just north of the Bull’s Head Plaza. The lack of buildings and activity within the center of

the Bull’s Head and along W Main St greatly detracts from the pedestrian realm, detracts from a sense of neighborhood identity, and limits business interest in the surrounding area. The redevelopment of large vacant properties would spur redevelopment of smaller vacant properties in the study area.

Several relatively small, formerly residential vacant parcels are found throughout the study area and lack the width, depth, and acreage to support larger redevelopment. Due to the size of these properties and the minimum lot area requirements per the zoning code, many vacant residential properties will not be easily redeveloped. For example, of the 62 vacant lots zoned R-2, 17 of them do not meet minimum lot area requirements for development as multi-family. Of the 33 vacant lots zoned R-1, 21 of them do not meet the minimum lot area requirements for development as single-family detached. Redevelopment of small lots will require evaluation under local and State zoning variance requirements. This further complicates redevelopment which requires education and assistance to overcome.

Public input and feedback regarding vacant land included re-use of the properties for infill development, mixed-use buildings, neighborhood gardens, public parks, recreation facilities, educational facilities, new police

station, residential uses, manufacturing uses, and commercial uses. Overall, public input stressed the importance of maintaining an urban feel which is embodied in traditional neighborhood design. Redevelopment potential of vacant land which considers the inventory, analysis, and public input is further described in Section 4.9 on page 158.

The inventory and analysis included a summary of the 36 properties identified by the City as containing an unoccupied or abandoned building. Unoccupied/abandoned buildings can be found throughout the study area and represent a large risk to the community. As neglected properties, they pose a fire, collapse, and demolition risk. The exact reason for abandonment or the proliferation of unoccupied structures is unknown. However, the City actively monitors these properties for foreclosure, tax delinquency, and neglect. In total, 25.9% of the study area contains a combination of vacant land and properties with unoccupied buildings.

Through the quantitative and qualitative methodology used by the BOA Team, a total of 212 properties were identified in the study area as underutilized. 97 properties (16.3 acres) identified as underutilized are owned by the City. These properties include primarily vacant land and the Bull’s Head Plaza at 835-855 W

Main St. Vacant land owned by the City is found throughout the study area with a concentration within the center of Bull's Head. The remaining 115 properties (43.7 acres) identified as underutilized are privately owned and are also found throughout the study area.

Of the five criteria used to identify underutilized sites, the criteria which resulted in the most sites was Criteria 2 - Vacant Properties with 128 properties, followed by Criteria 4 - Unoccupied Buildings with 36 properties, and Criteria 3 - Parking Lots with 26 properties.

The identification of underutilized properties provides a better understanding of those properties within the study area that are underperforming, idle, vacant, or not operating at their highest and best potential. The list of underutilized properties was used for identification of strategic sites and can also be used for future planning and prioritization of revitalization funds. Notable underutilized sites include the former Taylor Instruments site due to its large size and vacant condition, the Salvation Army site (parking area) at 56 West Ave and the Bull's Head Plaza at 835-855 W Main St due to the large proportion of surface parking, several properties along Chester St due to their principal use for parking, and numerous properties along the railroad right-of-way due to low assessed property values.

## #KEY FINDINGS

- 1. 103 vacant residential parcels (10.8 acres)**
- 2. 18 vacant commercial parcels (4.8 acres)**
- 3. 7 vacant industrial parcels (15.4 acres)**
- 4. Amount of vacant land has been increasing steadily**
- 5. 36 properties with unoccupied buildings within the BOA**
- 6. 212 underutilized properties within the BOA (60.0 acres)**
- 7. Over 1/3 of the BOA study area is underutilized urban land**

Figure 4.6: Vacant, Unoccupied, and Underutilized Properties

Public input and feedback regarding vacant land, unoccupied buildings, and underutilized sites included a resounding desire for redevelopment and re-use but with many different ideas and approaches. Land uses mentioned during the meetings included educational, commercial, residential, manufacturing, and park/recreation. Input for redevelopment of vacant land and ideas for better use of abandoned and underutilized properties is further described in Section "4.9 Redevelopment Opportunities" on page 158.

## 4.8 Brownfields

### Summary Analysis

The inventory and analysis of brownfields was summarized in Section 3.13 on page 102 which included the historical background of environmental concerns within the study area, the methods used for identification of environmental concerns, analysis of environmental concerns, and an overview of identified potential brownfields.

In total, the BOA Team utilized numerous existing environmental databases, historical maps, and aerial photography to identify 119 properties within the study area that have potential environmental concerns. This represents 75.9 acres and 52% of the study area. In total, the City of Rochester owns 31 of these properties (13.6 acres) with the remaining 88 properties (62.3 acres) privately owned.

Based on an analysis of these environmental concerns, each of the 119 properties was categorized with a High, Moderate, or Low Level of Concern (LOC). 36 properties were categorized as having a high LOC, 14 properties with a moderate LOC, and 69 with a low LOC. Of these 119 properties, 59 (40.6 acres) met the definition for consideration as a brownfield and were further described in “Figure 3.35: Brownfield Sites Table” on page 112. No residential property with a Low LOC were identified as a brownfield. In addition, no

residential properties were identified with an LOC of Moderate or High. All non-residential properties with a Moderate or High LOC were identified as brownfields. A few non-residential properties with a Low LOC were designated as a brownfield based on the known or suspected environmental concerns identified during the review process.

Properties with a high LOC include 95 Ames St, 68-92 Genesee St, 51 Chili Ave, several small properties along W Main St, and numerous properties adjacent to the railroad ROW. 95 Ames St is privately-owned and was formerly occupied by Taylor Instruments. Despite clean-up efforts, the property continues to have known and suspected hazardous environmental concerns from the manufacturing of mercury thermometers. 68-92 Genesee St has known environmental concerns from historic uses as a dry cleaner, automotive repair businesses, and gasoline filling station which has resulted in both soil and groundwater contamination. 51 Chili Ave is owned by the City and was formerly used as a gas station and has known soil and groundwater contamination.

Of the 59 brownfield properties (40.6 acres), 21 properties (17.9 acres) are classified as vacant land, 25 properties (15.7 acres) are classified as commercial land, 8 properties (2.7 acres) are parking lots, and 5 properties (4.3 acres)

are classified as manufacturing. The City of Rochester owns 16 brownfield properties (2.8 acres) which area classified as vacant land and one brownfield property (4.2 acres) classified as commercial land (Bull’s Head Plaza). The remaining 42 brownfield properties (33.3 acres) are privately-owned and consist of a mix of vacant land, commercial, parking lots, and manufacturing land.

Within the study area, 19 properties have recently completed a Phase I Environmental Site Assessment (ESA). Three of these properties have completed a Phase II ESA (68-92 Genesee St, 5 Kensington St, and 50 York St). All three of these properties have documented and un-remediated environmental concerns. Of the three properties described earlier as having a High LOC (95 Ames St, 68-92 Genesee St, and 51 Chili Ave), only one property, 68-92 Genesee St, has a completed Phase II ESA. Although 95 Ames St has completed the Voluntary Cleanup Program, the Phase I ESA was conducted after voluntary clean-up activities completed. This Phase I ESA recommended a Phase II ESA due to potential presence of additional environmental containments. According to the NYSDEC, portions of the property have been remediated to commercial/industrial standards. Of the 19 properties with a completed Phase I ESA, the environmental review completed for this Revitalization Plan identified 14 of them as

brownfields due to the presence or potential presence of environmental concerns. A list of these properties is included in “Figure 3.35: Brownfield Sites Table” on page 112. As previously indicated, three of these properties have completed Phase II ESA’s. The other 11 properties with a Phase I ESA merit a Phase II ESA in order to investigate the level and extent of environmental contamination, and determine possible future supportable land uses. The 45 identified brownfields without a Phase I ESA warrant such an environmental review as the first step in the process of environmental due diligence.

Of the total 59 brownfield properties, 25 are identified as strategic brownfield sites. 10 of these sites are city-owned and may qualify for site assessment funding under the NYS Brownfield Opportunity Areas Program. 14 of the strategic brownfield sites are privately owned and would be eligible for site assessment funding if the owners express willingness to participate. A list of all strategic brownfield sites eligible for site assessment funding is provided in “Figure 3.35: Brownfield Sites Table” on page 112. Ultimately, Phase I and II ESA’s are necessary for all brownfield properties to identify presence and extent of environmental contaminants, determine interim land use(s), and determine redevelopment opportunities based on level of clean-up. While Chapter 05 of

## #KEY FINDINGS

- 1. 52% of the land within the study area have environmental concerns**
- 2. 36 properties within the study area have a high level-of-concern**
- 3. 59 properties are potential brownfields (40.6 acres)**
- 4. Brownfields are primarily vacant and commercial land**
- 5. Several properties have soil and groundwater contamination**
- 6. Largest brownfield is former Taylor Instruments site (Ames St)**
- 7. Only 19 Phase I and 3 Phase II ESA’s have recently been completed in the study area**
- 8. Lack of information regarding nature and extent of contamination limits land use planning and redevelopment potential**

Figure 4.7: Brownfield Properties

this Revitalization Plan includes recommended land uses for strategic brownfield sites (properties that are designated as both brownfield sites and strategic sites), these land use recommendations are contingent on the results of environmental investigations and level of clean-up completed by the property owners. However, if environmental investigations determine the need for land use controls, these recommendations must be adjusted but remain within the described vision, goals, and objectives of this Revitalization Plan.

## 4.9 Redevelopment Opportunities

### Summary Analysis

Throughout the process for the development of this Revitalization Plan the BOA Team has continually recognized that the Bull's Head area has incredible potential founded in its unique history, location within the city, perseverance of its business owners, and diverse character of its people. Every meeting held during the development of this Plan has been well-attended by the community and has included dozens of comments and feedback which can be summarized around one unified theme: revitalize our neighborhood.

Day-by-day, the City and the residents of the Bull's Head study area have sought to overcome decades of environmental and socioeconomic challenges. These challenges have not deterred their spirit and drive for revitalization, and the findings from this Plan show numerous redevelopment opportunities that have the potential to be transformative of the Bull's Head area and its people.

### Economic/Employment Opportunities

The inventory and analysis identified an increase in those 25-34 and 65+ years old and employment growth in several sectors. Employment growth has primarily been within the professional, scientific, and technical services sector, as well as utilities and healthcare. The rate of growth within the Bull's

Head zip code in professional, scientific, and technical services is far greater than the share added to either the city or state. In addition, there is a positive impact from the location of major employers in the area including the St. Mary's Campus and the agglomeration of health-care services.

Despite this growth and concentration of health-care services, education attainment of residents in the study area limits their ability to seek many of these job opportunities. As such, development within the Bull's Head study area that leverages the increase in population and growth in employment must consider training and education programs. These programs could be accommodated by existing businesses, in education space in nearby schools, or in a new facility utilizing vacant or underutilized land within the study area.

### Commercial, Residential, and Manufacturing

The analysis of market trends identified current unmet demand for neighborhood-focused retail and multi-family housing. This demand, in part, is due to the increased population in certain age groups, employment growth, desire for walkable urban neighborhoods, and the relatively low supply of new retail space and residential units. Neighborhood focused-retail would best be accommodated through infill mixed-use development with ground floor commercial and

upper floor multi-family housing that focuses on the 25-34 and 65+ age groups. Both of these age groups prefer locations that are within diverse neighborhoods that are walkable, support multiple transportation modes, and are in close proximity to employment, amenities and services.

Despite the industrial and manufacturing heritage, industrial-zoned land, and the proximity of the rail corridor, there is limited near-term potential market-demand for industrial development. This development potential is limited due to the size of the industrial-zoned properties and the cost of redeveloping brownfields sites. Despite these factors, opportunities should continue to be explored for light industrial development and utilization of the rail corridor through specialty manufacturing that utilizes rail-sidings. Development and adaptive reuse of these properties must focus on unique and innovative approaches including spaces for studios and small business incubators.

### Sense of Place and Neighborhood Identity

In combination with the findings from the 2009 Community Design Workshop and the feedback from public meetings, commercial and residential demand must be developed with consideration given to the principles of traditional neighborhood

design and utilize brownfield, abandoned, vacant and underutilized land found in the center of Bull's Head and along the study area's primary transportation corridors. Urban infill development in these areas that prioritizes public space, pedestrian activation, transportation alternatives, and environmental sustainability would support the current identified potential for agglomeration of economic activity, pedestrian activity, and a sense of place/neighborhood identity. This sense of place and neighborhood identity has been a common theme throughout public engagement and the planning within the Bull's Head Urban Renewal Plan which seeks to re-establish this identity through transformative re-development of the center of Bull's Head.

In addition, the numerous small vacant properties throughout the residential portion

of the study area have current demand to be developed by residents as community gardens/parks. Larger vacant properties in this portion of the study area may support multi-family subsidized housing developed by the Rochester Housing Authority, non-for-profit housing developers, or private developers.

### **Strategic Sites and Brownfields**

Future land uses of strategic and brownfield sites identified during public meetings and through the inventory and analysis for this plan include mixed-use commercial and residential buildings, infill development, park/open space and recreational facilities, farmers/public markets, grocery stores, and public safety. Several brownfield, vacant, underutilized, and vacant properties present strategic opportunities for development of these land uses which would stimulate further economic

development and community revitalization

The largest strategic site is 95 Ames St and the community expressed desires for new development that included commercial, light industrial and park/open space and recreational amenities. Despite such a large developable property and local interest for redevelopment, further environmental investigation is warranted to determine which land uses can be supported. The planning for the redevelopment of the property will require a master plan that brings together more definition of environmental constraints, market opportunities, and community desires/goals.

As previously mentioned, land uses for all strategic brownfield properties will be dependent on the result of environmental investigations and level of clean-up by property



Single story building and large parking lot on W Main St



Bull's Head Plaza along W Main and Genesee Streets

owners. If environmental investigations determine the need for land use controls, recommendations must be adjusted but remain within the described vision, goals, and objectives of this Revitalization Plan.

### **Parks and Recreation**

Redevelopment opportunities for brownfield, abandoned, vacant, and underutilized land must consider park and recreational facilities. The lack of parks within and around the study area has been consistently mentioned during public meetings with specific comments regarding the desire for outdoor and indoor recreational facilities, playgrounds, fields, parks, and open space. Other public input and feedback regarding parks and open space included dedicated space for events/gatherings, playgrounds for neighborhood youth, space for neighborhood/farmers markets, and the desire to use small vacant lots for pocket parks or community gardens. Larger redevelopment projects should include integration of public

spaces and recreation for a portion of the project. In addition, a master plan for the Danforth Community Center and adjacent Lynchford Park should be developed in order to determine ability to introduce more facilities and programming for this neighborhood asset.

### **Transportation + Mobility**

The transportation network within Bull's Head, particularly along major road corridors, accommodates vehicular traffic but lacks multi-modal amenities for pedestrians, bicyclists and transit users. Moreover, as identified in the traffic study, many of the study area's intersections are unsafe for all travel modes with high accident rates. The lack of multi-modal amenities combined with safety concerns were consistently mentioned during public meetings and improved mobility for all users was a common theme. Transportation network improvements should include traffic calming approaches such as road realignments, roundabouts, sidewalk widening/upgrades,

protected and dedicated bicycle lanes, and streetscaping measures. The focus of these improvements should be along West Main St., West Avenue, Chili Avenue, Genesee St., and Brown Street.



Vacant lot and single story building on W Main Street



Unused lawn at corner of W Main and Brown Streets



Vacant lot on Kensington Street





95 Ames Street (former Taylor Instruments)





# 05 Recommendations

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## 5.1 Overview

### What are BOA Recommendations?

The planning process for the Bull's Head Revitalization Plan utilized significant outreach and engagement with numerous Project Advisory Committee meetings and public meetings. These meetings had a total of over 250 participants who provided over 300 written comments which were analyzed, weighed, and incorporated into the Plan and the BOA Recommendations. The planning process also included significant collaboration with several City departments, Monroe County, and local and state agencies. The community's self-described vision statement, value statements, and goals and objectives guided the planning process and are reflected throughout the Revitalization Plan and the recommendations in this chapter.

In total, 66 BOA Recommendations are detailed on the following pages which seek to overcome the pattern of contamination, disinvestment, and decline that has plagued the area for decades. These recommendations include physical projects, planning projects, policy recommendations, and specific actions recommended to be taken by the City and other local agencies and authorities. These recommendations seek to create a climate of revitalization that realizes the community's vision of becoming a neighborhood that provides a safe, affordable, prosperous, and attractive place for all.

### How are the recommendations organized?

To ensure the community's self-described vision, values, goals and objectives are reflected in the BOA Recommendations, the recommendations on the following pages were developed to align with each value statement from Chapter "02". Each value statement includes the corresponding goals and objectives detailed in Figure 2.3 and include two recommendation categories: (1) Actions & Policies and (2) Projects. A narrative description for each recommendation is provided adjoining each value statement.

### How were the recommendations created?

The Revitalization Plan includes a detailed inventory and analysis, summary analysis, and key findings which document the unique opportunities and constraints within the Bull's Head study area. The results of these findings were carefully evaluated by the BOA Team and compared with the community's self-described vision statement, value statements, and goals and objectives detailed in Chapter "03". From this comparison, recommendations were developed which seek to leverage opportunities to overcome local challenges and realize the communities vision. As a result, the recommendations in this chapter directly align with the community's vision and value statements, and also considers the opportunities and constraints of the Bull's

## #VISION

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

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

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

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

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

Head study area including environmental, site, historic, and socioeconomic conditions. In addition, recommendations include anticipated land uses and interim land uses including residential, commercial, light industrial/manufacturing, recreational, and cultural.

## #VALUE STATEMENTS

### We Value...

**A sense of community** connecting neighbors

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

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

**New development** that utilizes brownfield, vacant, and underutilized land

**Historic character** maintained through new development and reuse of existing buildings

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

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

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

### How will these recommendations be used?

Described earlier in Chapter “01”, this Plan is companion to other planning efforts initiated by the City and represents another step forward in eliminating the constraints to revitalization and the realization of the community’s vision

of a strong and prosperous neighborhood. The Revitalization Plan and recommendations will be used in a systematic fashion by the City, local authorities, and agencies to align resources for further analysis of recommendations and planning resources for implementation.

Next steps for planning and implementation include a review of implementation techniques and strategies, compliance with the New York State Environmental Quality Review Act (SEQRA) regulations, site assessments, remedial investigations, remediations (site clean-ups), and pre-development activities. Additional public meetings will be held to review key components and milestones during implementation.

### Which recommendations are specific to brownfield and strategic sites?

The presence of numerous brownfields in the Bull’s Head study area has been a burden on the community which has constrained revitalization and redevelopment for decades. Numerous recommendations directly and indirectly address the issues of brownfield sites including the recommendations associated with the value statement “New development that utilizes brownfield, vacant, and underutilized land.” Strategic sites play a critical role in the revitalization of the Bull’s Head study area. Numerous recommendations are included on

the following pages for strategic sites with specific land use recommendations for each strategic site described in Section 5.10 on page 196.

### What if I own one of these properties?

The recommendations included in this Plan focus on the Bull’s study area with the goal of realizing the community’s vision of becoming a neighborhood that provides a safe, affordable, prosperous, and attractive place for all. For properties and rights-of-way owned by the City, recommendations will progress through additional planning, public engagement, and alignment of resources for implementation. Properties privately owned that are identified as strategic brownfield sites may be eligible for funding if additional environmental information is required to assist in determining future land use. In addition, the location of a brownfield within a strategic site results in prioritization during the application process to receive the “BOA Bump-up” tax credit. Property owners are encouraged to consider recommendations during construction or renovation activities.

### How do I learn more?

Visit [www.cityofrochester.gov/BullsHeadRevitalization/](http://www.cityofrochester.gov/BullsHeadRevitalization/) or contact the City of Rochester Department of Neighborhood and Business Development located in City Hall at 30 Church St., Rochester, NY 14614.

*We Value . . .*

## **A sense of community connecting neighbors**

### **Goals + Objectives**

- Coordinate/consolidate efforts of neighborhood and business associations with direct involvement and impact in the Bull's Head area
- Facilitate neighborhood events and farmers markets
- Evaluate expansion of programming and facilities at the Danforth Community Center

### **Recommended Actions + Policies**

1. Work with local residents to create a Bull's Head Neighborhood Association
2. Work with local businesses to create a business association and explore opportunities for creation of a business improvement district
3. Facilitate neighborhood events and farmers markets
4. Work with existing businesses, organizations, and health/human service providers to maintain their presence in the community
5. Continue to support and work with health/human service providers in the community to ensure those services continue supporting Bull's Head residents

### **Recommended Projects**

1. Add outdoor amenities such as power and water connections to support farmers markets and other outdoor events at the Danforth Community Center
2. Create gateway features, signs, and other street elements that promote a sense of place and neighborhood identity
3. Include community meeting space(s), possibly in conjunction with a Bull's Head RPD station
4. Complete a facility master plan for the Danforth Community Center that explores expanded facilities, amenities, services, and programming

## Detailed Recommended Actions + Policies

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### 1. **Work with local residents to create a Bull's Head Neighborhood Association**

The Bull's Head study area currently has no dedicated neighborhood association representing residents or other stakeholders. Although a locally known center of commercial and civic activity, five different neighborhood associations partially include the Bull's Head study area. Although the 19th Ward has taken an active and productive role in the area, a dedicated Bull's Head Neighborhood Association would provide a forum for Bull's Head residents to collaborate, discuss issues and opportunities, share ideas, and work together as a unified voice to improve the area. With support from the City, active and dedicated Bull's Head residents should work towards the formation of an association and promote the benefits of an association to increase membership and activity.

### 2. **Work with local businesses to create a business association and explore opportunities for creation of a business improvement district**

Although numerous businesses, service providers, and institutions call Bull's Head home, the area does not currently have a dedicated business association. While larger business associations are active throughout the city and region, Bull's Head would benefit from an association dedicated to promoting the economic activity of the area. Business associations often not only include businesses, but also not-for-profits, non-governmental organizations, educational institutions, and individual local professionals. Similar to the goals of a neighborhood association, a business association would provide a forum for sharing ideas, networking, and be a dedicated association with the economic interest of Bull's Head.

### 3. **Facilitate neighborhood events and farmers markets**

The presence of farmers markets and local neighborhood events has been on a steady rise in communities across New York State. The presence of a farmer's market increases local identity / sense of place and social interactions, provides a place of environmental education,

improves livability, and increases visits and tourism to a neighborhood. According to the Farmers Market Federation of New York, there are nearly 700 farmers markets in New York State providing direct economic impact to their respective communities. In addition, according to the Farmers Market Coalition, locally-owned retailers, such as farmers markets, return more than three times as much of their sales to the local economy compared to chain competitors. Growers selling locally also create more full-time jobs. Neighborhood associations, existing businesses, representatives from the Danforth Community Center, and the Farmers Market Federation of NY should convene to establish a space for neighborhood events and markets.

### 4. **Work with existing businesses, organizations, and health/human service providers to maintain their presence in the community**

An important asset in the Bull's Head area is the presence of numerous health service providers, non-profit organizations, and local businesses. While only 2% of BOA residents work in the BOA, these local businesses must maintain a presence in the community as they provide vital goods and services. As revitalization of the area progresses, any local businesses, organizations, and health/human service providers that may need to relocate should be assisted to find accommodations in the general area.

### 5. **Continue to support and work with health/human service providers in the community to ensure those services continue supporting Bull's Head residents**

The Bull's Head study area includes numerous health/human service providers including St. Mary's Campus which is part of Rochester Regional Health, the Center for Community Practice, formerly known as the Center for Health and Behavioral Training, St. Peter's Kitchen which has been serving the community for over 30 years, a Walgreens located at the intersection of W Main St and Henion St, and numerous places of faith that serve the community. These providers should be encouraged to remain in the community as revitalization progresses.

## Detailed Recommended Projects

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**1. Add outdoor amenities such as power and water connections to support farmers markets and other outdoor events at the Danforth Community Center**

Although a definitive site for a farmer's market needs to be carefully considered and chosen, the Danforth Community Center offers numerous advantages for outdoor community events. The Community Center is locally well known, easy to access, highly visible, has on-site parking, and is adjacent public transit access. If chosen as a location for a farmers market, the Community Center should be evaluated for its ability to support the needs of event organizers, supporters, participants, and the local visiting public. To support numerous types of outdoor events, the Community Center needs to be evaluated and capacity added for outdoor electrical and water connections, and restroom facilities. Outdoor lighting should also be evaluated for access, safety, and event support.

**2. Create gateway features, signs, and other street elements that promote a sense of place and neighborhood identity**

A strong and authentic "sense of place" in an urban neighborhood is critical for long term success because residents and visitors are drawn to communities that attract, excite, and engage us. These neighborhoods are not homogeneous. They are warm, welcoming, safe, and most of all, created by local residents to match their unique values and traditions.

Numerous recommendations within this chapter promote a positive sense of place that encourages local businesses to thrive, pedestrian activity, and increased safety. Additional measures include branding the neighborhood through entrance signage, banners, and other elements that identify the area as the Bull's Head Neighborhood. Additional measures include encouraging a consistent pattern of development, creating quality and active public spaces, addressing transportation issues, reducing the number and visibility of surface parking lots, encouraging a diversity of land uses to promote activity, and promoting development that is considerate of the areas history.

**3. Include community meeting space(s), possibly in conjunction with a Bull's Head RPD station**

As the revitalization of the Bull's Head area progresses it will be increasingly important for the community to have a community meeting space. Such a space would offer Bull's Head residents the ability to gather, discuss, and collaborate. The space could be used by neighborhood associations, business associations, other community and environmental groups, and for job fairs and short-term education and training events. Such a community meeting space should be considered in conjunction with the planning process for the location of a possible new Rochester Police Department station in Bull's Head.

**4. Complete a facility master plan for the Danforth Community Center that explores expanded facilities, amenities, services, and programming**

Community centers are a vital resource to a community, offering group activities, event spaces, social support, public information, health, recreation, and fitness. Fundamentally, they are anchor institutions that support healthy communities. As the Bull's Head area continues to change and attract diverse residents, the center must meet their evolving needs. Numerous comments during the public meetings expressed desires for updating and expanding the Center.

To fully understand Bull's Head residents' needs for the Danforth Community Center, a facility master plan should be commissioned that explores the possibility of expanded facilities, amenities, services, and programming. Such a plan should address short-term and long-term needs of the facility and establish metrics for evaluating effectiveness and impact of limited resources. One short-term need is the evaluation of the State Historic Preservation Office (SHPO) designation of the Danforth Community Center as eligible for listing on the State and National Registers of Historic Places. Any modifications to the facility would need to be reviewed by the SHPO to determine possible impacts and ensure any rehabilitation and/or expansion is compatible with National Parks Service standards.



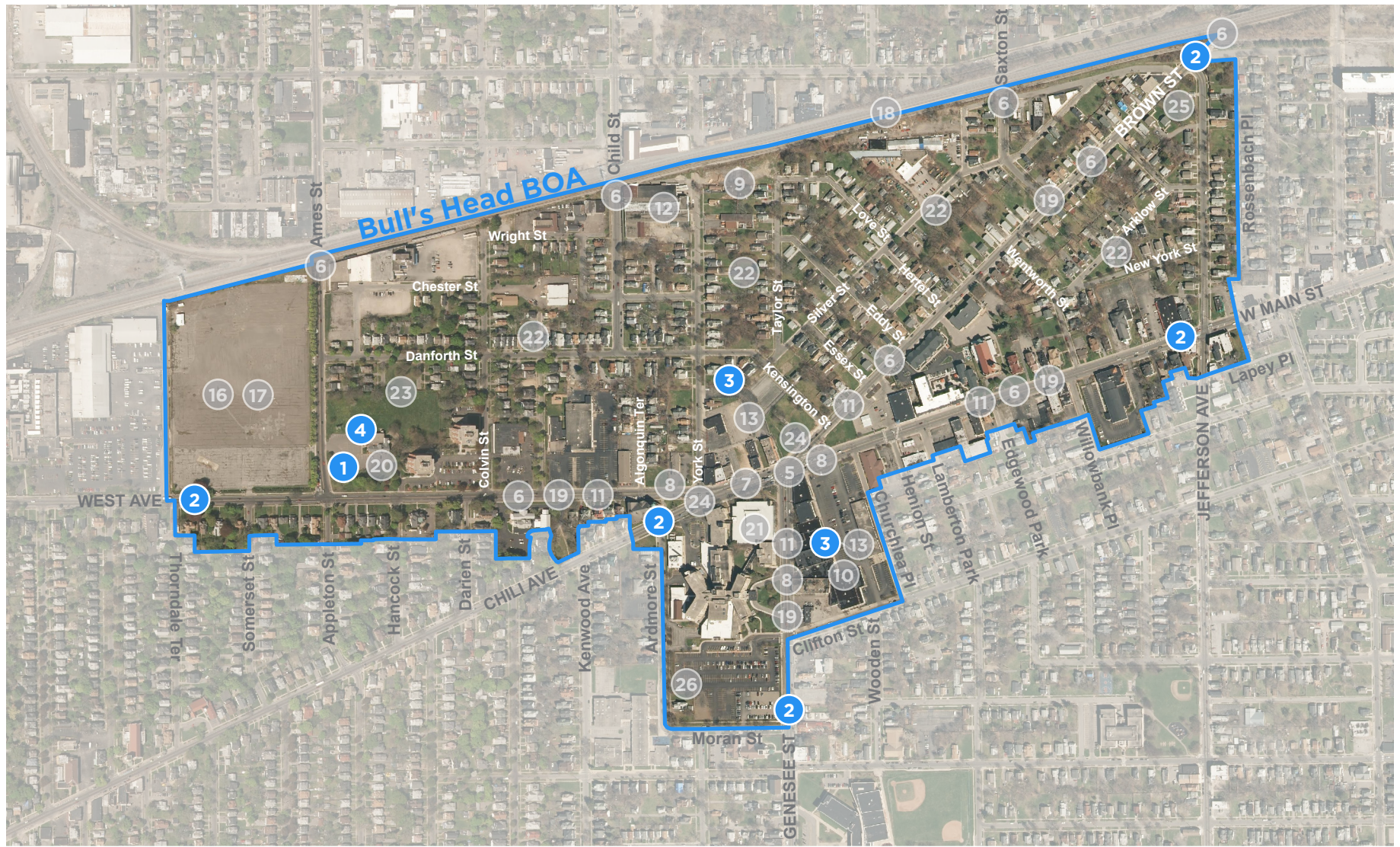


Figure 5.1: Sense of Community Projects



*We Value . . .*

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

### Goals + Objectives

- Utilize “complete street” tools for pedestrians, bicyclists, and transit users
- Evaluate traffic calming and intersection safety measures
- Encourage new development to incorporate bicycle, pedestrian, and transit facilities

### Recommended Actions + Policies

6. Promote and provide incentives for streetscaping and pedestrian amenities in front of businesses that enhance the pedestrian experience
7. Promote and provide incentives for the incorporation of bicycle, pedestrian, and transit facilities in new development
8. Examine feasibility of zoning code modification to reduce minimum parking requirements and require alternative transportation modes for new development
9. Continue exploring options and funding to support the re-alignment of Brown St and extension of Genesee St as proposed in the Bull’s Head URP
10. Continue exploring design options, engineering, and funding to support the re-alignment of Chili Ave and the termination of York St as proposed in the Bull’s Head URP

### Recommended Projects

5. Reconfigure W Main St, Genesee St, and Brown St utilizing a “complete streets” approach, accessibility improvements, and green infrastructure technologies
6. Improve pedestrian connectivity, accessibility, and safety through enhanced crosswalks at intersections, mid-block crosswalks with signage and beacons where appropriate, and enhanced pedestrian lighting at railroad overpasses
7. Create additional dedicated bicycle facilities to complete a continuous bicycle network through the Bull’s Head
8. Add accessible transit amenities including shelters, seating, information kiosks, lighting, and garbage/recycling receptacles
9. Improve vehicle and pedestrian circulation by extending Love St to York St utilizing vacant land

## Detailed Recommended Actions + Policies

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### 6. Promote and provide incentives for streetscaping and pedestrian amenities in front of businesses that enhance the pedestrian experience

Well-designed pedestrian spaces create a positive sense of place that is shown to correlate to higher levels of economic activity and a desire for residential. These designs utilize streetscaping and pedestrian amenities to create vibrant centers of activity that utilize aesthetically attractive roadways and pedestrian areas/plazas. Many portions of the Bull's Head study area, however, lack a positive sense of place. To correct this, the benefits of streetscaping and pedestrian amenities should continually be promoted, and the creation of a grant to award funds to local businesses for streetscaping and pedestrian amenities, or the creation of a business improvement district (BID) that could finance such improvements, should be explored.

### 7. Promote and provide incentives for the incorporation of bicycle, pedestrian, and transit facilities in new development

As the demand grows for bicycle infrastructure, pedestrian-friendly places, and transit accessibility, the city has made considerable advancement in the promotion and construction of these networks and facilities. Few places in Bull's Head have facilities and amenities to accommodate these users. Promoting the benefits of pedestrian-friendly places, bicycle accommodations, and walkable neighborhoods should continue as a high priority for the City. The City could explore incentives for these facilities through a grant awarding fund or the creation of a BID. These incentives would work in combination with the City's complete streets policy, minimum bicycle parking requirements, and the City-wide Design Guidelines Ordinance.

### 8. Examine feasibility of zoning code modification to reduce minimum parking requirements and require alternative transportation modes for new development

The negative impact of minimum parking requirements on the built form/function of a city and the transportation network has been

well studied and documented. In the absence of other development requirements, auto-oriented land uses reduce transportation choice by limiting non-vehicular accommodations and by creating low-density development which reduces the willingness to use other modes. In addition, Rochester has a high percentage of residents who do not have access to a personal vehicle and rely upon alternatives modes such as transit and bicycle networks/facilities. Consistent with Rochester 2034, the City should remove and/or reduce minimum parking requirements for future commercial, mixed-use, and large-scale housing development in all mixed-use character areas. In addition, the City should examine requiring transportation demand management strategies that provide alternative modes.

### 9. Continue exploring options and funding to support the re-alignment of Brown St and extension of Genesee St as proposed in the Bull's Head URP

The intersection of Brown St, Genesee St, and W Main St has been a point of discussion for decades due to acute approach angles, line-of-sight issues, large traffic volume, safety issues, lack of bicycle facilities, and long pedestrian crosswalks. This intersection, along with others in the BOA, are part of the Bull's Head URP. The re-alignment of Brown St to a northerly extension of Genesee St was studied and presented as a priority mitigating component of the Bull's Head URP. Funding options to support improvements should be explored.

### 10. Continue exploring design options and funding to support the re-alignment of Chili Ave and the termination of York St as proposed in the Bull's Head URP

Also included in the Bull's Head URP, the intersection of Chili Ave and York St has been a point of discussion for decades because of acute approach angles, line-of-sight issues, large traffic volumes, safety issues, lack of bicycle facilities, and long pedestrian crosswalks. Both the re-alignment of Chili Ave at W Main St and the termination of vehicular access to/connection at W Main St were studied and presented as priority mitigating components of the Bull's Head URP.

## Detailed Recommended Projects

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### 5. Reconfigure W Main St, Genesee St, and Brown St utilizing a “complete streets” approach, accessibility improvements, and green infrastructure technologies

Consistent with the City of Rochester’s complete streets policy, the Bull’s Head URP recommends reconfiguration of the W Main St, Genesee St, and Brown St intersection to correct numerous operational and safety issues. Recommended improvements in the Bull’s Head URP include reducing the number of travel lanes, reducing the length of crosswalks, adding curb extensions (a.k.a. bump-outs, bump-outs, or neckdowns), adding bicycle lanes and cycle-tracks, increasing sidewalk widths, increasing size of buffer zones (a.k.a. tree lawns) between pedestrians and moving vehicles, and re-alignment of Brown St to create a simplified intersection. These improvements will increase safety and provide improvements to facilities and accommodations for bicyclists and pedestrians.

### 6. Improve pedestrian connectivity, accessibility, and safety through enhanced crosswalks at intersections, mid-block crosswalks with signage and beacons where appropriate, and enhanced pedestrian lighting at railroad overpasses

The Bull’s Head area was designed and constructed as a dense urban environment with a well-developed network of sidewalks and crosswalks. As vehicle traffic volumes have increased over time, pedestrian infrastructure has been modified and marginalized. The W Main St, Genesee St, and Brown St Intersection and the Chili Ave, West Ave, and W Main St intersection would benefit from enhanced pedestrian infrastructure to accommodate high pedestrian volumes from adjacent employers, businesses, and bus stops.

Due to the excessive distance between dedicated crosswalks with traffic control devices, mid-block crossings near the intersection of West Ave and Colvin St, Brown St and Eddy St, and W Main St and Edgewood Park should be evaluated to accommodate pedestrian movement between residential areas and commercial corridors. Pedestrians rarely consider walking to a crosswalk that is out of their

way, often choosing a more direct route even if that means jaywalking across high traffic roads. Adding mid-block crossings with traffic control devices will increase safety, accessibility, and connectivity.

The Bull’s Head study area is adjacent to a mainline railroad with under-grade crossings for Ames St, Child St, Saxton St, and Brown St. These under-grade crossings are poorly lit and some have narrow sidewalks. This decreases the sense of safety and limits mobility between residential neighborhoods. Improved lighting and sidewalks are needed to promote safety, accessibility, and connectivity.

### 7. Create additional dedicated bicycle facilities to complete a continuous bicycle network through Bull’s Head

The study area includes dedicated bicycle lanes on West Ave and shared-use markings on Genesee St and Brown St. These facilities, however, are not present in the center of the Bull’s Head resulting in a disconnected system in a high vehicle traffic area. The City should continue exploring options for connecting these facilities through or around the center of Bull’s Head.

### 8. Add accessible transit amenities including shelters, seating, information kiosks, lighting, and garbage/recycling receptacles

As identified in the 2018 Transit Supportive Corridors Study, the W Main St, Chili Ave, and Genesee St corridors are transit supportive and would benefit from transit supportive development enhanced by transit amenities such as shelters, seating, information kiosks, lighting, and garbage/recycling receptacles.

### 9. Improve vehicle and pedestrian circulation by extending Love St to York St utilizing vacant land

The northern properties on Taylor St and York St, although having abutting backyards, are disconnected from each-other. Extending Love St connecting to Taylor St and York St would provide pedestrian connectivity and eliminate the York St dead-end.

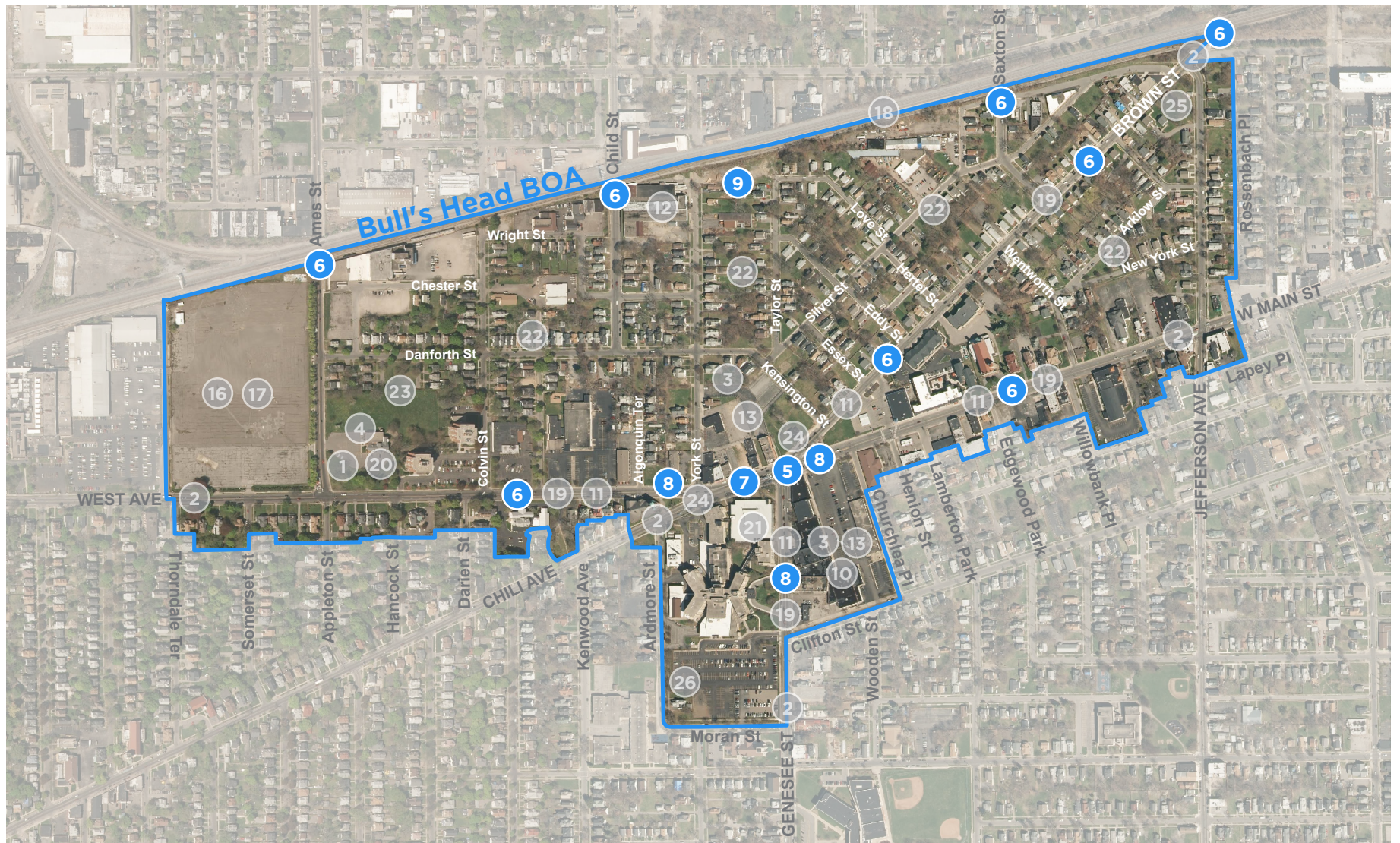


Figure 5.2: Transportation Projects



*We Value . . .*

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

### Goals + Objectives

- Encourage the hiring and training of local residents in local businesses
- Develop a business recruitment program to bring businesses to the Bull's Head area
- Host business association events tied to job fairs

### Recommended Actions + Policies

11. Promote existing workforce development programs through marketing and information campaigns
12. Promote re-use of existing vacant commercial space for new and relocated neighborhood businesses
13. Promote and encourage the hiring and training of local residents for local businesses
14. Develop a business recruitment program to encourage businesses to establish a presence or expand in Bull's Head
15. Host business association events tied to job fairs
16. Continue working with Rochester Regional Health to support new employment opportunities, health services, and utilization of existing spaces at the St. Mary's Campus

### Recommended Projects

10. Examine the feasibility of creating a health-focused business incubator space within the development envisioned for the Bull's Head URA
11. Increase business opportunities on commercial corridors to attract new job growth in the Bull's Head Neighborhood
12. Examine the feasibility of creating manufacturing business incubator space and education center utilizing land and existing buildings along the railroad corridor

## Detailed Recommended Actions + Policies

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### **11. Promote existing workforce development programs through marketing and information campaigns**

Workforce development programs are essential to providing disadvantaged populations with the skills needed to acquire and link them to long-term employment opportunities. Fortunately, a number of organizations including OACES and RochesterWorks! already provide these types of services and programs to Rochester area residents including the Bull's Head community. To maximize use of these available workforce development programs, the City should collaborate with these organizations to promote their benefits, establishing targeted marketing and information campaigns that recruit residents for skills development and re-employment opportunities.

### **12. Promote re-use of existing vacant commercial space for new and relocated neighborhood businesses**

A number of vacant commercial spaces were identified within the Bull's Head study area that could provide ample space for both start-up businesses and new businesses interested in locating within the Bull's Head community. With collaboration between property owners and other stakeholders, property profiles that promote the reuse or adaptive reuse of commercial spaces throughout the Bull's Head study area targeting home grown businesses, should be developed. The property profiles should include the availability of various tax incentives to encourage adaptive reuse of existing buildings to house existing and new businesses.

### **13. Promote and encourage the hiring and training of local residents for local businesses**

With proper workforce training, residents of Bull's Head and surrounding city neighborhoods can fully participate in the economic revitalization of their communities. With unemployment three times the national average, partnerships should be created between organizations such as OACES and RochesterWorks! and the local

business community to create training programs that lead to job placement in existing and new businesses establishing a presence in the community.

### **14. Develop a business recruitment program to encourage businesses to establish a presence or expand in Bull's Head**

As indicated in the market trends analysis, a demand for commercial neighborhood businesses was identified to serve the immediate and daily needs of residents and create a self-sustaining community. In conjunction with the City's ongoing business recruitment and incentivized programs, the City should develop a business recruitment program that targets the Bull's Head community, focusing on the business gaps identified in the market trends analysis.

### **15. Host business association events tied to job fairs**

In partnership with community-based organizations and other local stakeholders, the use of job fairs as a recruitment tool for local employers within and outside the Bull's Head community, should be encouraged. The effort should focus on Bull's Head residents who are unemployed or underemployed and should include collaboration with local employers such as Rochester Regional Health, potentially the Rochester Police Department, and others.

### **16. Continue working with Rochester Regional Health to support new employment opportunities, health services, and utilization of existing spaces at the St. Mary's Campus**

Rochester Regional Health's St. Mary's Campus is an important asset and anchor in the Bull's Head community, providing much needed jobs and services within the immediate neighborhood, city and region. Rochester Regional Health should continue to strengthen its ties to the neighborhood and area residents while exploring new opportunities for expansion of health-related services within the St. Mary's Campus and off-campus in the Bull's Head community.

## Detailed Recommended Projects

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**10. Examine the feasibility of creating a health-focused business incubator space within the development envisioned for the Bull's Head URA**

The presence of Rochester Regional Health's St. Mary's Campus within the Bull's Head study area creates an opportunity for creation of health-focused business incubator space. Startup, health-focused businesses in such a facility could create synergies, resulting in numerous benefits for local employers and residents. With collaboration between Rochester Regional Health and other stakeholders, opportunities for locating an incubator space in the Bull's Head URA proximate to the St. Mary's campus, should be explored.

**11. Increase business opportunities on commercial corridors to attract new job growth in the Bull's Head Neighborhood**

Key commercial corridors in Bull's Head traditionally provided neighborhood service retail and employment opportunities for local residents. Reintroduction of mixed-use development along these corridors will provide those same opportunities for residents and entrepreneurs while creating vibrancy. New mixed-use development along Bull's Head's commercial corridors including West Main and Genesee Streets and West Avenue, should be encouraged.

**12. Examine the feasibility of creating manufacturing business incubator space and education center utilizing land and existing buildings along the railroad corridor**

The active rail corridor, existing manufacturing businesses, and vacant and underutilized buildings on the northern edge of the study area, provide an opportunity to create manufacturing incubator space and education center. Opportunities for locating a manufacturing business incubator and education center along the rail corridor to create new opportunities for residents and entrepreneurs, should be explored.



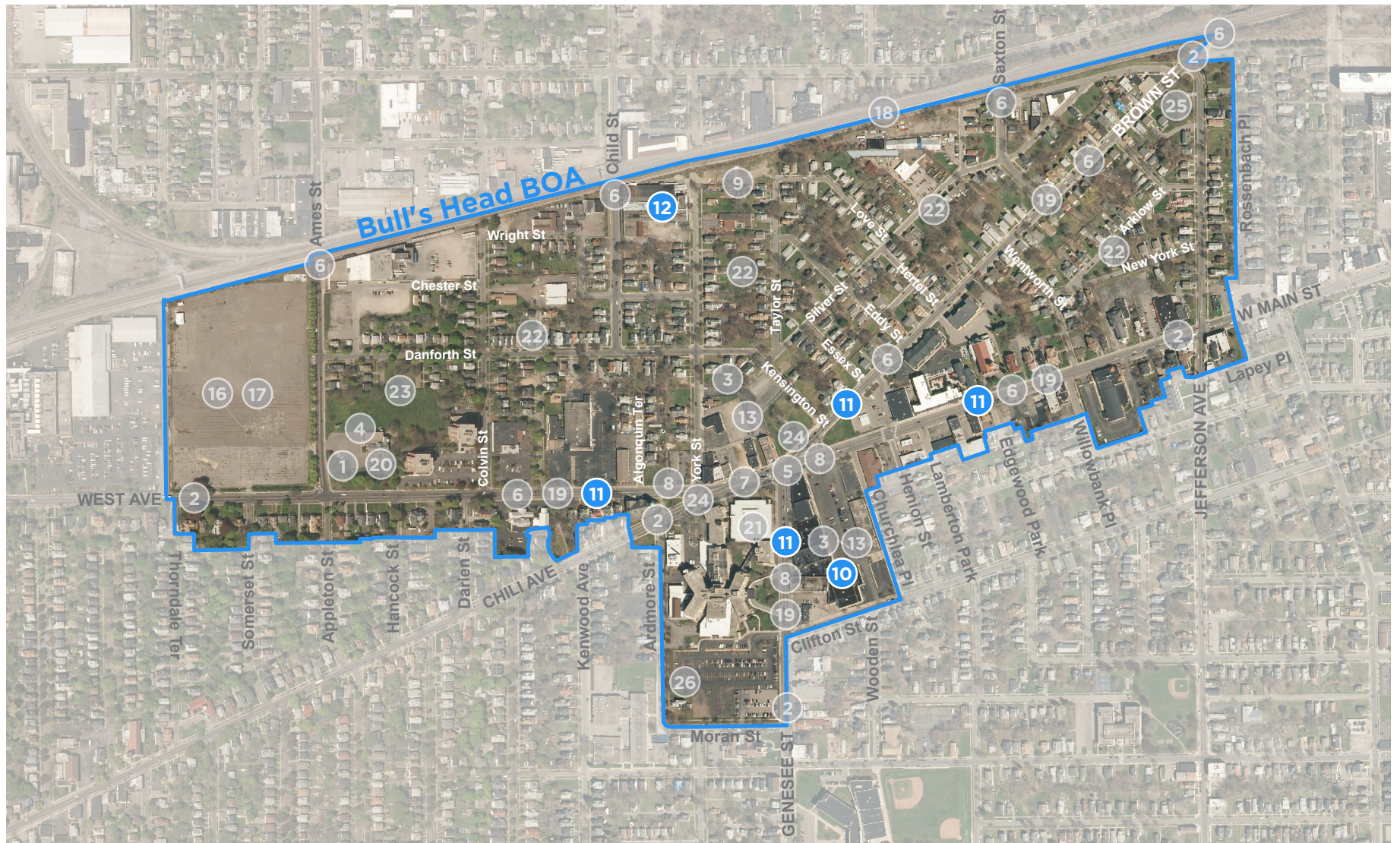


Figure 5.3: Economic/Business Projects



*We Value . . .*

## **New development that utilizes brownfield, vacant, and underutilized land**

### **Goals + Objectives**

- Facilitate testing, remediation, and redevelopment of brownfield properties
- Complete a viable re-use plan for 95 Ames St (former Taylor Instruments)
- Attract diverse businesses that can accommodate daily needs of local residents
- Redevelop the Bull's Head Plaza with mixed-use buildings that front the Street

### **Recommended Actions + Policies**

17. Promote/assist in the facilitation of remediation and redevelopment of properties
18. Examine the feasibility of modifying some zoning districts to Village Center District
19. Encourage new development to include commercial spaces that can accommodate daily needs of local residents
20. Encourage new development to include spaces for existing businesses, organizations, and health/human service providers
21. Examine feasibility modifications to R-1 and R-2 zones to allow development of smaller residential properties
22. Continue exploring options to support the redevelopment of properties identified in the Bull's Head URP
23. Work with local non-for-profit groups in evaluating the feasibility of a Susan B. Anthony welcome center

### **Recommended Projects**

13. Reposition sites identified in Strategic Area 5 for redevelopment as described in the Bull's Head URP, as a catalyst for future neighborhood revitalization
14. Complete Phase I/II ESA's for every city-owned brownfield property to determine the nature and extent of environmental concerns
15. Work with private property owners of every brownfield to complete Phase I/II ESA's
16. Work with the owner of 95 Ames St to complete additional environmental testing to determine remaining nature and extent of environmental concerns and any remediation measures and land use constraints
17. Work with the owner of 95 Ames St to create a re-use and development master plan that considers infill development and recreation facilities
18. Complete a rail-siding feasibility analysis and marketing program to encourage new small-scale manufacturing businesses

## Detailed Recommended Actions + Policies

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### 17. Promote and assist in the facilitation of remediation and redevelopment of properties

A number of properties within the Bull's Head study area were identified as brownfield sites that have a negative economic and environmental impact on the community. The City's aggressive program to fund and seek funding through federal and state grant programs to investigate and remediate these sites should continue in order to create new development opportunities and jobs, and reduce environmental exposure and poverty in the Bull's Head community.

### 18. Examine the feasibility of modifying some zoning districts to Village Center District

To encourage sustainable, compact and walkable mixed-use development, in conjunction with Rochester 2034, modification of zoning districts within the Bull's Head community should be further explored.

### 19. Encourage new development to include commercial spaces that can accommodate daily needs of local residents

In conjunction with efforts to fill existing commercial spaces with new home grown and expanding businesses and encourage the adaptive reuse of existing buildings for the same purpose, and in order to provide commercial space that accommodates local businesses, fulfilling the demand and daily needs of residents, new mixed-use development should be included in Bull's Head. The promotion of Opportunity Zones and other available tax incentives should also be part of this effort.

### 20. Encourage new development to include spaces for existing businesses, organizations, and health/human service providers

In partnership with the local development community, property owners and other stakeholders, the City should encourage and incentivize new development that provides space accommodations

for existing businesses. This effort would help to retain existing businesses in the Bull's Head community and support business recruitment efforts.

### 21. Examine feasibility of modifications to R-1 and R-2 zones to allow development of smaller residential properties

Explore zoning modifications that provide greater flexibility for new construction on vacant lots in R-1 and R-2 zoning districts.

### 22. Continue exploring options to support the redevelopment of properties identified in the Bull's Head URP

The Bull's Head Urban Renewal Area is located in the center of the Bull's Head BOA study area and provides a significant opportunity for reinvestment and revitalization. The City should continue its efforts to complete land assembly activities and environmental due diligence efforts in the URA, creating a catalyst for revitalization opportunities throughout the Bull's Head study area.

### 23. Work with local non-for-profit groups in evaluating the feasibility of a Susan B. Anthony welcome center

The National Susan B. Anthony Museum and House is located adjacent to the Bull's Head study area, providing a significant opportunity to further relate the two neighborhoods and create new revitalization opportunities for nearby residents and businesses. The organization has expressed an interest in constructing a new welcome center, possibly on the eastern edge of the Bull's Head study area. Community stakeholders should collaborate with the organization's Board of Trustees and staff to identify appropriate sites that could accommodate a new welcome center.

## Detailed Recommended Projects

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**13. Reposition sites identified in Strategic Area 5 for redevelopment as described in the Bull's Head URP, as a catalyst for future neighborhood revitalization**

Strategic Area 5, centered on West Main Street including Bull's Head Plaza and the area to the north, is the center of the Bull's Head community and provides a significant opportunity for revitalization and reinvestment. The City should continue to focus on this strategic area, completing land assembly and environmental due diligence activities while seeking future federal, state and local funding opportunities for new and upgraded infrastructure to establish new development parcels and catalyze developer interest and investment.

**14. Complete Phase I/II ESA's for every City-owned brownfield property to determine the nature and extent of environmental concerns**

The City has been actively conducting environmental due diligence activities throughout the study area over the past several years, particularly on sites that are owned by the City or other public entities. This effort should continue by seeking federal and state grant funding for investigation and cleanup activities, particularly in strategic and opportunity areas.

**15. Work with private property owners of every brownfield to complete Phase I/II ESA's**

The City's ongoing environmental due diligence efforts on publicly-owned sites should be supplemented for privately-owned sites. New shovel ready sites and investment opportunities in the study area should be pursued through collaboration with private property owners, seeking grant opportunities, and gaining access for environmental due diligence activities on these sites.

**16. Work with the owner of 95 Ames St to complete additional environmental testing to determine remaining nature and extent of environmental concerns and any remediation measures and land use constraints**

The former Taylor Industries site is the largest single parcel in the Bull's Head study area and represents a tremendous opportunity to catalyze revitalization efforts. While previous remediation efforts have been completed with applicable land use restrictions in place, additional testing is necessary to fully understand site conditions and identify opportunities for additional remediation and future land use opportunities. Collaboration with the existing property owner would help in the process to identify federal and state grant opportunities to conduct a more robust investigation and remediation of the site in order to seek higher and better land uses supported by the community.

**17. Work with the owner of 95 Ames St to create a re-use and development master plan that considers infill development and recreation facilities**

Upon completion of site investigation and remediation activities, community stakeholders should work with the property owner to develop a master plan for site redevelopment that capitalizes on its strategic location at the western edge of the study area. State grant opportunities are available for master planning efforts and should be sought by the City.

**18. Complete a rail-siding feasibility analysis and marketing program to encourage new small-scale manufacturing businesses**

The active rail corridor along the northern boundary of the study area provides opportunities for smaller scale rail-enabled development. A feasibility analysis funded through federal and/or state grant programs that identifies new rail siding opportunities along the corridor to support future rail-enabled manufacturing businesses, should be pursued.



Figure 5.4: Development Projects



*We Value . . .*

**Historic character maintained through new development and reuse of existing buildings**

### Goals + Objectives

- Encourage new development to utilize traditional neighborhood design
- Facilitate historic property and building identification
- Promote resources available for historic building reuse and renovation
- Promote awareness of the Bull's Head area and its historic past

### Recommended Actions + Policies

24. Evaluate any impact of future actions on historic buildings and properties identified in the Rochester Historic Resources Survey
25. In conjunction with recommendation #15, include design standards within the future Village Center District that require new development to be sensitive to the historic nature of the Bull's Head area
26. Promote the benefits and work with existing property owners for designating a building as historic and the incentives for maintenance, renovation, and adaptive re-use of historic resources
27. Promote awareness of the history of the Bull's Head area
28. Promote and facilitate the adaptive re-use of existing historic buildings in the event of vacancy or abandonment

### Recommended Projects

19. Complete a building typology survey, analysis, and summary focusing on the primary corridors within the study area
20. Complete exterior improvements to enhance the Danforth Community Center which has been determined as eligible for listing on the State Register of Historic Places
21. Work with the private property owner to seek funding for the construction of façade improvements to the parking garage on the St. Mary's Campus

## Detailed Recommended Actions + Policies

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### **24. Evaluate any impact of future actions on historic buildings and properties identified in the Rochester Historic Resources Survey**

The Landmark Society of Western New York has been in the process of completing the first comprehensive historic resources survey of the city in thirty years which is funded by the City and the NYS Office of Parks, Recreation & Historic Preservation. So far, the survey has found numerous eligible properties in the Bull's Head study area and may continue to identify additional eligible properties. Impacts to historic resources in the Bull's Head area should be evaluated.

### **25. In conjunction with recommendation #18, include design standards within any future Village Center District that require new development to be sensitive to the historic nature of the Bull's Head Area**

Noted previously, numerous eligible properties have been identified by a comprehensive historic resources survey. In addition, many comments received during public meetings have expressed a desire to maintain the historic nature/character of the Bull's Head as redevelopment occurs. If zoning changes occur in the Bull's Head study area, building design standards should be considered that require new development to be sensitive to historic buildings and history of the Bull's Head area. These design standards could include architectural details, materials and finishes, windows, door entries, roofs, storefronts, and lighting.

### **26. Promote the benefits and work with existing property owners for designating a building as historic and the incentives for maintenance, renovation, and adaptive re-use of historic resources**

Owners of historic commercial, office, industrial or residential properties listed on the National Register of Historic Places may be eligible for a preservation tax credit if they are planning rehabilitation work. The federal historic rehabilitation tax credit program allows a 20% tax credit for the substantial rehabilitation of historic properties (substantial rehabilitation is determined using an Internal Revenue

Service formula measuring the value of the building against the dollar amount of the proposed work). The final value of the credit is based on the cost of the rehabilitation; in effect, 20% of the rehabilitation costs will be borne by the federal government. The work performed (both interior and exterior) must meet federal preservation standards and be approved by the State Historic Preservation Office. To help preserve and re-use historic buildings, the federal tax credit program should be promoted to local property owners. Additional details about the program is available from the NY State Historic Preservation Office and the National Park Service.

### **27. Promote awareness of the history of the Bull's Head area**

The Bull's Head has a rich history that extends back to the early 1800's including the vital role of St. Mary's Hospital during the Civil War, the prominent Rochesterians that called Bull's Head their home, the numerous businesses that created a center for commerce, and the trolley network that traveled through the neighborhood. This history is visible in the buildings and design of the neighborhood and make the Bull's Head unique. This uniquely Bull's Head character is part of the neighborhoods history and must be taught for future generations.

### **28. Promote and facilitate the adaptive re-use of existing historic buildings in the event of vacancy or abandonment**

Although the Bull's Head has listed and eligible historic resources, these built resources sometimes don't meet contemporary needs, and as such, are at a higher risk of vacancy and abandonment. Numerous local and regional examples of adaptive re-use projects show that older buildings can meet contemporary needs if properly planned, resourced, and renovated. At the core of adaptive re-use is the repurposing of older buildings, in a historically sensitive way, to new uses. In addition, adaptive re-use projects can take advantage of historic rehabilitation tax credits described in recommendation #26.

## Detailed Recommended Projects

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**19. Complete a building typology survey, analysis, and summary focusing on the primary corridors within the study area**

To support recommendation #18 and #25, a building typology survey should be completed to identify the architectural features and design elements that contribute to the historic nature/character of the Bull's Head area and should be included as part of any new zoning district and design standards. Such a survey should focus on buildings within the primary corridors in the study area including W Main St, Brown St, Genesee St, and West Ave. Broadening the survey beyond the borders of the Bull's Head study area is likely warranted to provide sufficient context for analysis.

**20. Complete exterior improvements to enhance the Danforth Community Center which has been determined as eligible for listing on the State Register of Historic Places**

The Danforth Community Center circa 1848 has been determined to be eligible for listing on the State Register of Historic Places due to its architectural significance as one of the few remaining local examples of the Gothic Cottage style popularized by A.J. Downing in the mid-nineteenth century. As an important local historic resource, any exterior maintenance such as painting and window maintenance should be completed to preserve the building for future generations.

**21. Work with the private property owner to seek funding for the construction of facade improvements to the public parking garage on the St. Mary's Campus**

Situated in the center of Bull's Head, the concrete and steel design of the St. Mary's Parking Garage could contribute to the historic nature/character of the Bull's Head area with facade and lighting improvements.



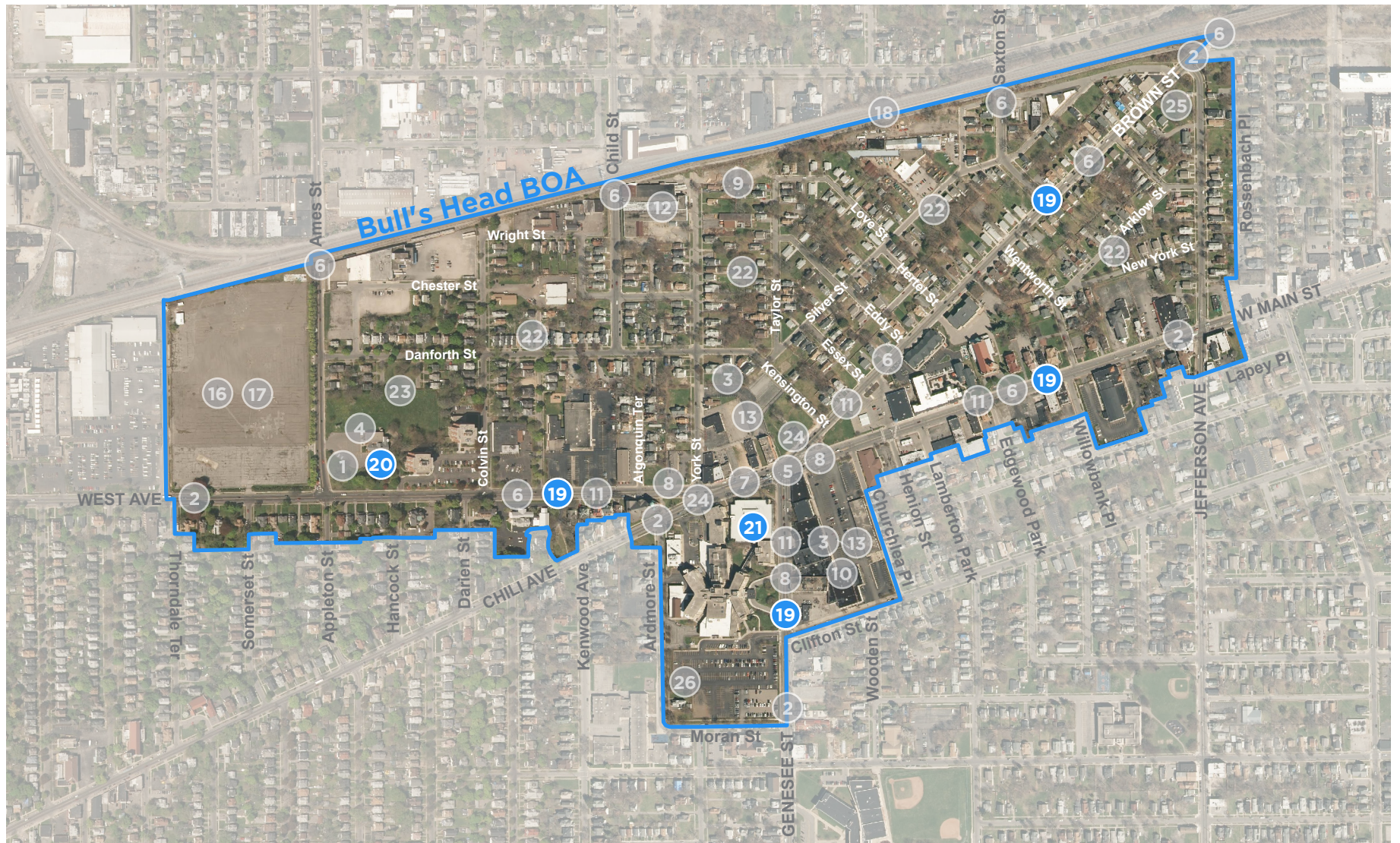


Figure 5.5: Historic Character Projects



*We Value . . .*

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

### Goals + Objectives

- Seek development that includes housing choice (e.g. age-in-place)
- Increase awareness of existing housing assistance programs
- Address the issues of investor owners/landlords
- Increase home ownership in the Bull's Head area
- Focus on residential infill development that matches the character of the area

### Recommended Actions + Policies

29. Promote and encourage new housing that offers choices for new and existing residents with a mix of subsidized housing, market-rate housing, family-friendly housing, and senior-friendly housing (age-in-place housing)
30. Promote and encourage residential infill development that is compatible with the character of the area
31. Utilize marketing and information campaigns to increase awareness of existing housing assistance programs
32. Develop incentives and policies that address the issues of investor owners/landlords
33. Develop incentives to increase owner-occupied two family homes and incentives for the conversion of two-family homes back to single-family homes
34. Develop incentives and work with private land owners to create enhanced buffering between manufacturing properties and residential properties, especially properties near the railroad

### Recommended Project

22. Complete a housing conditions survey to determine an approach to housing improvements which leverage the findings and recommendations of the Rochester 2018 Citywide Housing Market Study

## Detailed Recommended Actions + Policies

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### **29. Promote and encourage new housing that offers choices for new and existing residents with a mix of subsidized housing, market-rate housing, family-friendly housing, and senior-friendly housing (age-in-place housing)**

Noted in the 2018 Rochester Housing Market Study, the city has distinct patterns of housing demand and “very low incomes — not high housing costs — are at the root of affordability challenges in Rochester and cannot be solved by housing policy.” As a result, nearly all housing development in the city requires subsidy to either induce or assist development projects. In areas of lower demand such as the Bull’s Head area, stabilization and improving quality of life are important precursors. As housing projects proceed, a mix of housing choices to meet the needs of local residents should be highly prioritized.

### **30. Promote and encourage residential infill development that is compatible with the character of the area**

Development within the Bull’s Head area will include infill projects on vacant land found throughout the study area. In order to preserve the existing/historic character of the Bull’s Head, infill development should be sympathetic with existing development. Key among the existing tools are the city-wide design guidelines which include requirements for sensitive and contextual designs that relates new development to existing styles, building forms, land uses, and designs.

### **31. Utilize marketing and information campaigns to increase awareness of existing housing assistance programs**

The four largest housing assistance programs in the city include HOME Rochester, Neighborhood Buildings, Employer Assisted Housing Initiative, and Home Purchase Assistance Program. However, based on data provided in the 2018 Rochester Housing Market Study, these programs have not been utilized in the Bull’s Head study area. In addition to these programs which assist households to become homeowners, the City has tax exemption and other programs which

are designed to promote reinvestment by aiding residential property owners who make capital improvements. For example, the “Capital Improvements to Residential Property” program temporarily exempts owners of single-family homes and duplexes from paying property taxes on the increased value of eligible capital improvements. Emphasis should be placed on increasing awareness, participation, and geographic limits of all of these programs to benefit residents of the Bull’s Head area.

### **32. Develop incentives and policies that address the issues of investor owners/landlords**

Enforcement of municipal property codes ensures that property meets or exceeds required standards. Rochester has one of the most proactive and comprehensive code enforcement programs in the country including a proactive rental inspection. The City should examine the potential for adding incentives and policies that further address the issues of investor owners/landlords.

### **33. Develop incentives to increase owner-occupied two family homes and incentives for the conversion of two-family homes back to single-family homes**

Previously described in recommendation #31, the four largest housing assistance programs in the city seek to assist households to become homeowners. However, despite the high percentage of renter occupancy, these programs have not been utilized in Bull’s Head. These programs should be targeted to benefit local residents.

### **34. Develop incentives and work with private land owners to create enhanced buffering between manufacturing properties and residential properties, especially properties near the railroad**

Numerous land use conflicts were identified between residential and non-residential uses. These conflicts affect quality of life and property values. The creation of buffers and other screens to limit the impact of conflicting land uses should be pursued.

## Detailed Recommended Project

---

**22. Complete a housing conditions survey to determine an approach to housing improvements which leverage the findings and recommendations of the Rochester 2018 Citywide Housing Market Study**

To target incentives and funds to support housing improvements, a housing exterior conditions survey should be completed. Such a survey would evaluate the physical exterior conditions of residential structures and the immediate surroundings from a public right-of-way. Findings would identify housing in need of minor improvements and those in need of complete rehabilitation or replacement.



*We Value . . .*

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

### Goals + Objectives

- Add amenities and recreation facilities to Lynchford Park
- Utilize vacant land for a new park which can support multiple uses/events
- Replace vacant lots within residential areas with pocket parks and gardens

### Recommended Actions + Policies

35. Promote and encourage new development to incorporate public/private areas for events, gatherings, and passive uses
36. Encourage local residents to utilize City programs and incentives for the creation of community gardens
37. Explore the feasibility of adding a public or private recreational/fitness facility to serve area residents

### Recommended Projects

23. Complete a park master plan which includes amenities for families, youth, and seniors for Lynchford Park and the adjacent lawn area associated with the Danforth Community Center
24. Develop small public parks or public open space within the center of the Bull's Head along W Main St, Brown St, Genesee St, Chili Ave, and West Ave
25. Install smaller-sized youth-oriented recreational facilities including basketball, tennis, and hand ball on City-owned land at the intersection of Brown St and Jefferson Ave
26. Explore the feasibility of an urban farm and education center near Adlai E. Stevenson School No. 29 and St. Mary's Campus

## Detailed Recommended Actions + Policies

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### **35. Promote and encourage new development to incorporate public/private areas for events, gatherings, and passive uses**

Privately owned public spaces are spaces dedicated to public use and enjoyment and which are owned and maintained by private property owners. These spaces offer opportunities to sit, relax, eat, and hold public/community events. These spaces come in many shapes and sizes, both outdoor and indoor, and offer a variety of amenities. During the public engagement process meeting attendees expressed a desire for more public/community spaces. As new development is proposed in Bull's Head, developers should be encouraged to incorporate privately owned public spaces. Such spaces should be open and inviting, accessible, safe and secure, well lit, comfortable and engaging, and be available for public programming.

### **36. Encourage local residents to utilize existing programs and incentives for the creation of community gardens**

There is a growing national movement of residents creating attractive green spaces and community gardens. It's a healthy activity that also improves the health of communities. In many instances, caring for vacant lots has proven to be the starting point for homeowners to increase the value and security of their neighborhood, to improve the safety of their residents, and to encourage growth and opportunities in their area. With numerous vacant properties in the Bull's Head area, a large percentage of them may be available for community gardens through the City's Garden Permit Program. Garden Permits are issued free-of-charge annually for approved city-owned vacant lots. The applicant may be an individual, a group of volunteers, a neighborhood based agency or community group. In addition, the City of Rochester provides assistance to community gardens through workshops and material giveaways. Local residents should be encouraged to create community gardens on accommodating sites in the Bull's Head area.

### **37. Explore the feasibility of adding a public or private recreational/fitness facility to serve area residents**

Noted during the public engagement process and inventory and analysis, the Bull's Head area lacks a dedicated public or private recreational/fitness facility. With the increasing incidence of overweight and obesity among children and adolescents, the feasibility of such a facility utilizing land in the Bull's Head area should be explored. Even small outdoor spaces in the Bull's Head area could be creatively converted to include exercise/recreational equipment and facilities. Larger spaces would be more appropriate for dedicated indoor and outdoor facilities. Programming should be considered that collaborates with local schools.

## Detailed Recommended Projects

---

**23. Complete a park master plan which includes amenities for families, youth, and seniors for Lynchford Park and the adjacent lawn area associated with the Danforth Community Center**

Lynchford Park and the adjacent Danforth Community Center are the only park and community center located in the Bull's Head study area. Lynchford Park currently has only an open lawn with no recreational or other park amenities. The 2.5 acre lawn at the Danforth Community Center also does not contain recreational or park amenities. As valuable community assets, a park master plan for the two properties that examines the feasibility of amenities for families, youth, and seniors should be completed. This is consistent with the Rochester 2034 strategy to develop a system-wide parks and recreational master plan, including equitable access, safe routes to parks and recreation, and 10 minute walk to parks pledge analyses and metrics.

**24. Develop small public parks or public open space within the center of the Bull's Head along W Main St, Brown St, Genesee St, Chili Ave, and West Ave**

The Bull's Head area has limited space for large parks and open spaces. To incorporate parks and open spaces, creative use of small spaces will be needed. These small spaces could occur in high-traffic areas along major corridors, and be designed for passive and/or active use. This is consistent with the Rochester 2034 strategy to develop small parks/parklets and explore options for public/neighborhood use of City-owned vacant land.

**25. Install smaller-sized youth-oriented recreational facilities including basketball, tennis, and hand ball on City-owned land at the intersection of Brown St and Jefferson Ave**

From the survey of parks within the Bull's Head study area and parks and recreational facilities near the study area, there is a general lack of recreational facilities. To complement the basketball court at Grape Wilder Park, the nearby vacant land at the intersection of Brown St and Jefferson Ave could be utilized for additional recreational facilities

such as basketball, tennis, or handball for neighborhood residents and youth. Possible use of this land and other vacant land in the Bull's Head area for recreational purposes should be explored.

**26. Explore the feasibility of an urban farm and education center near Adlai E. Stevenson School No. 29 and St. Mary's Campus**

Urban farming has been increasing in popularity as the desire for more locally grown food has increased along with a desire for more natural and organic foods. Urban farms use vacant urban land for cultivated crops with produce marketed to consumers within the same urban area. Urban farms can take a variety of forms including non-profit gardens, for-profit businesses, and small urban farms used for education and tied to a local school. Land near the intersection of Ardmore St and Moran St formerly contained residential homes and a public school. Depending on soil quality and cleanliness, this vacant land could be used for a small education-focused urban farm tied to the Adlai E. Stevenson Public School No. 29 and St. Mary's Campus.



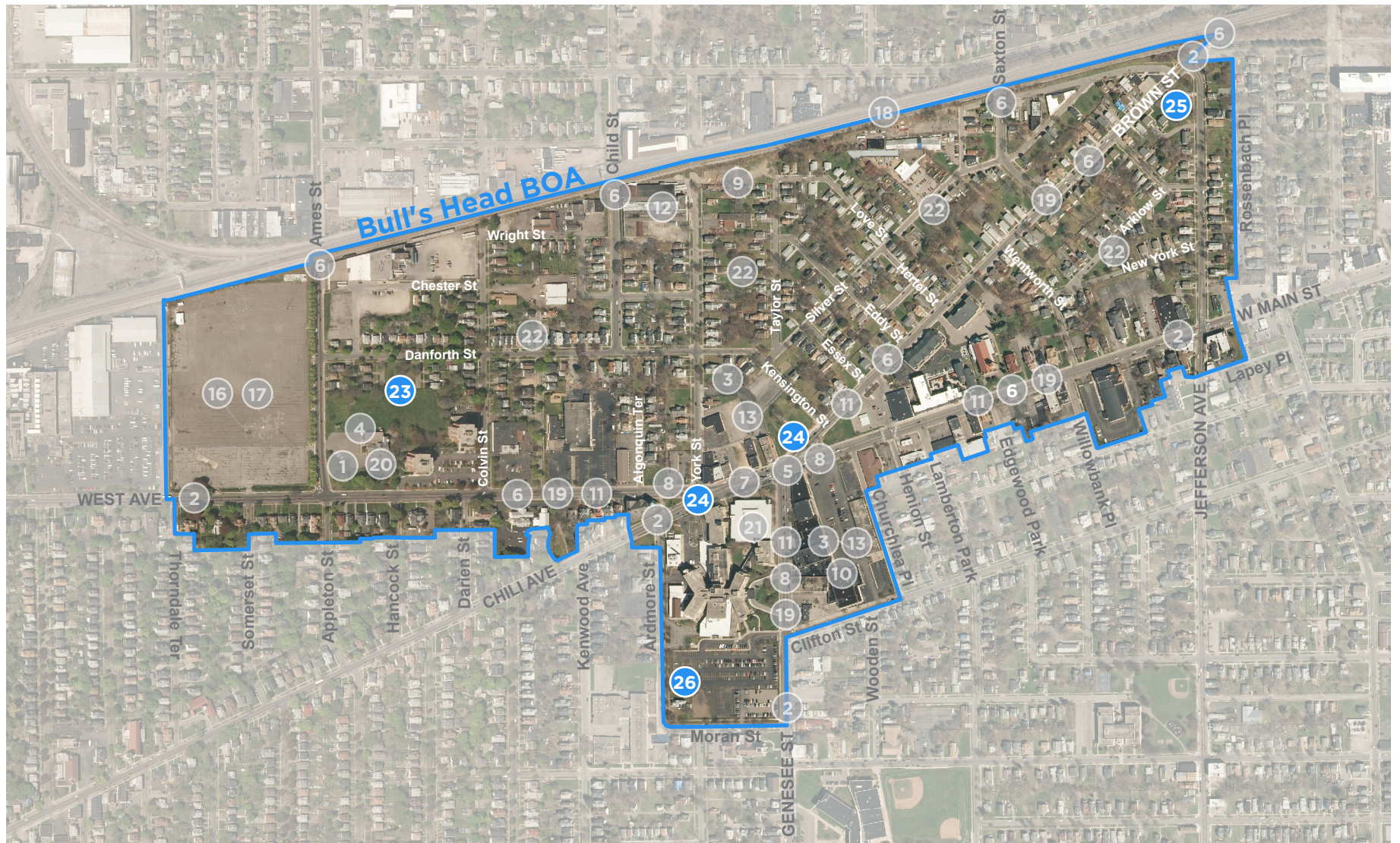


Figure 5.6: Parks and Recreation Projects



*We Value . . .*

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

### Goals + Objectives

- Examine the feasibility of a new RPD station
- Ensure new development promotes safety and utilizes urban design principles such as CPTED (Crime Prevention Through Environmental Design)

### Recommended Actions + Policies

38. Continue exploring location and design options for a new RPD station within the study area as proposed in the Bull's Head Urban Renewal Plan
39. Ensure new development promotes safety and utilizes urban design principles such as CPTED (Crime Prevention Through Environmental Design)

### Recommended Projects

27. Examine street lighting conditions and coverage within the study area to determine any necessary lighting upgrades, changes, or installations

## Detailed Recommended Actions + Policies

---

### **38. Continue exploring location and design options for a new RPD station within the study area as proposed in the Bull's Head Urban Renewal Plan**

The Rochester Police Department formerly had a small station as part of the Bull's Head Plaza at the intersection of W Main St and Genesee St. Since the relocation of that small station, the community and the City have been in discussions about a permanent RPD station in the Bull's Head area. These discussions have focused on a location within the Bull's Head Urban Renewal Area. Locating an RPD station in the Bull's Head area should remain a high priority.

### **39. Ensure new development promotes safety and utilizes urban design principles such as CPTED (Crime Prevention Through Environmental Design)**

Design principles of CPTED increase safety through minor and subtle design choices that provide a deterrence to potential criminal acts. CPTED principles include natural surveillance measures, access control, and territorial reinforcement. Specific design features include increased pedestrian traffic/activity, buildings with numerous windows and balcony's, open landscaping plans, short physical barriers, lighting that provide sufficient illumination, single points of entry, and clear delineation between public and private spaces. The City and RPD should promote CPTED design principles, as appropriate, for future development in the Bull's Head area.

## Detailed Recommended Projects

---

### **27. Examine street lighting conditions and coverage within the study area to determine any necessary lighting upgrades, changes, or installations**

Street lighting is important for community safety and is part of CPTED design principles described in recommendation #39. Lighting coverage within the Bull's Head study area should be examined to determine if there are any necessary lighting upgrades, changes, or installations.

## 5.10 Land Uses Recommendations

The recommendations above were developed to align with each of the community’s self-described values and included detailed reuse and redevelopment opportunities for brownfield, abandoned, vacant, and underutilized sites.

Strategic sites pose certain characteristics that make them ideal for redevelopment due to their transformative potential to stimulate further development in the neighborhood (a “catalyst” site). Based on the unique opportunities and constraints of these strategic sites, the BOA Team defined the following land use recommendations to align with recommended actions, policies, and projects previously described for each strategic area identified in Section 3.15. In addition, these land use recommendations follow related themes identified during the planning process including the need for local goods & services, housing for aging in place, workforce housing, healthy neighborhoods, complete streets, open space, and arts & culture.

The following table (Figure 5.7) and map (Figure 5.8) detail/describe recommended redevelopment and future land uses for each strategic area.

Strategic Area	Recommended Redevelopment	Future Land Uses
1	Mixed-use	Utilize vacant land for infill development with mixed-use commercial, manufacturing, education, and/or recreation/park
2	Community center and park/recreational facilities	Keep existing community center, but expand center and add park/recreational facilities
3	Mixed-use	Keep existing business, but consider expanding/adding mixed-use commercial, office, retail, or healthcare
4	Mixed-use	Keep existing business, but consider expanding/adding mixed-use commercial or gym/fitness/recreation center facing West Ave with multi-family housing facing Danforth Street
5	Mixed-use	Utilize vacant land and the Bull’s Head Plaza property for infill development consisting of mixed-use commercial, educational/institutional, government offices, post office, police station, healthcare, gym/fitness/recreation, and/or multi-family housing
6	Mixed-use	Keep existing business, but consider expanding/adding mixed-use commercial and multi-family housing
7	Mixed-use	Mixed-use commercial, multi-family housing, and/or community-use

**Figure 5.7: Recommended Redevelopment and Future Land Uses**

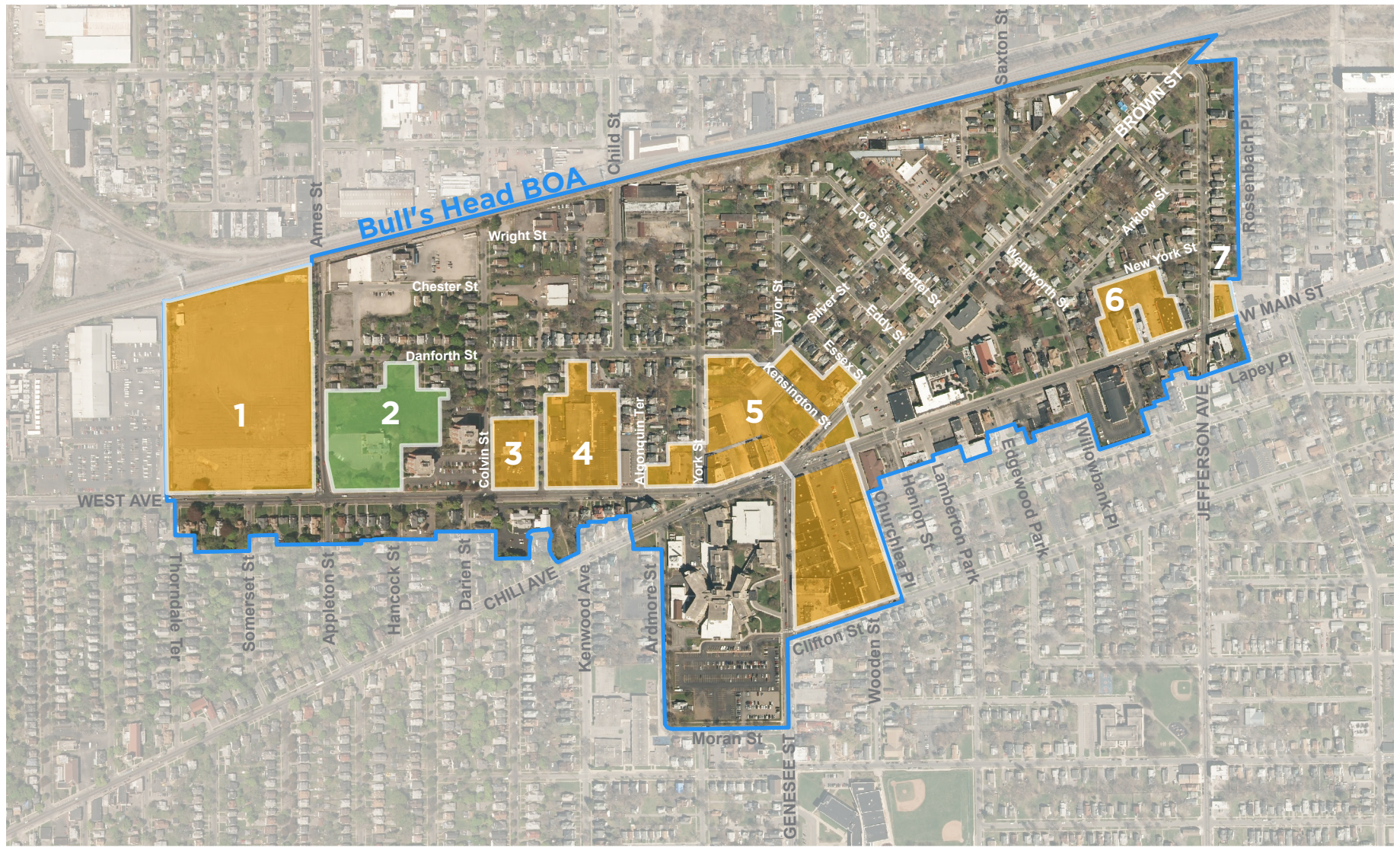


Figure 5.8: Recommended Future Land Uses

- Mixed-use
- Community Center / Park



**Bull's Head Revitalization Plan**  
City of Rochester, New York



# STRATEGIC AREA PROFILES

Appendix D | Bull's Head Revitalization Plan

**B**lieve.



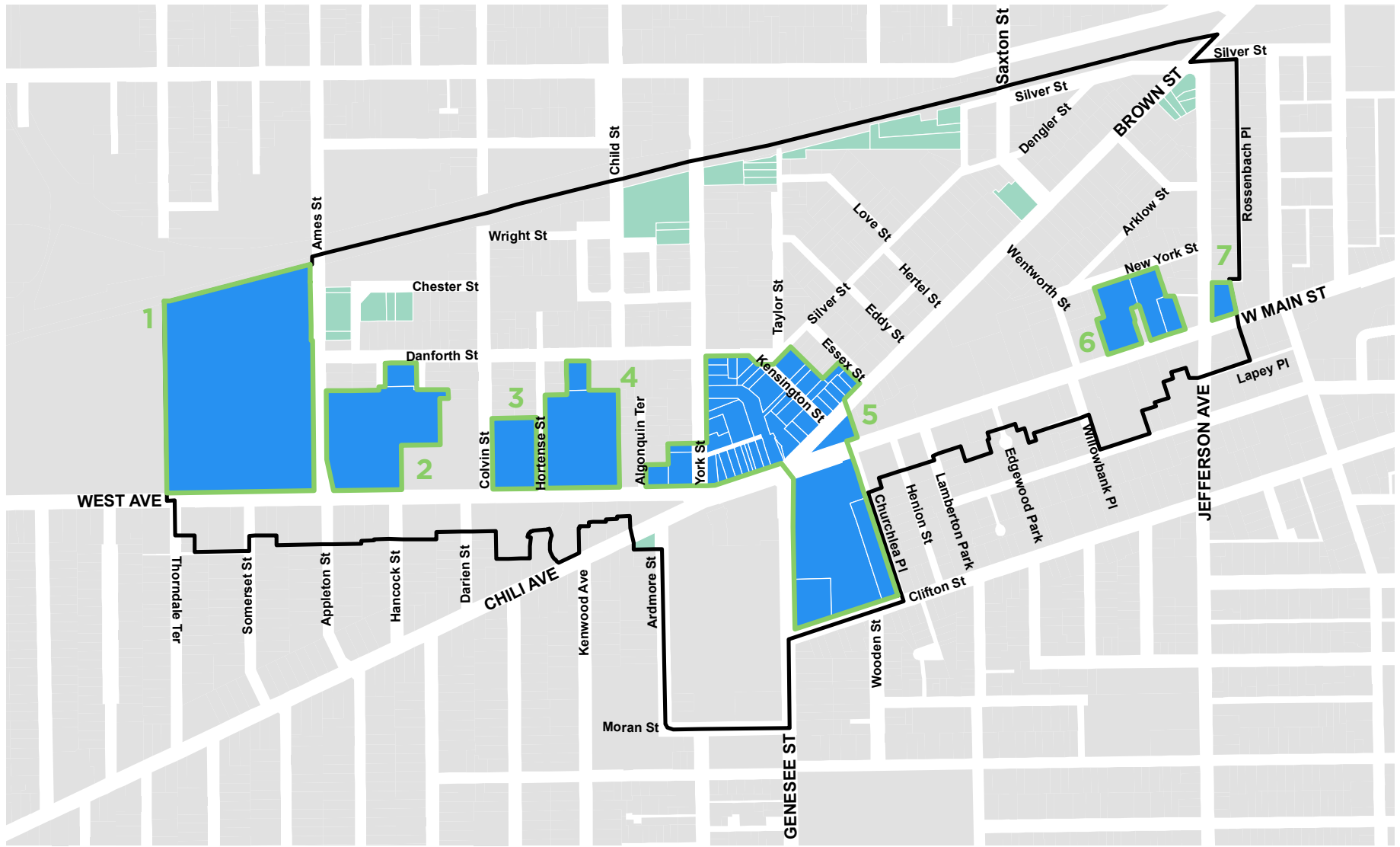
City of Rochester, NY  
Lovely A. Warren, Mayor  
Rochester City Council

# STRATEGIC AREA PROFILES

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## Strategic Area #1

### Key Details

<b>Site Name:</b>	Former Taylor Instruments Property
<b>Address:</b>	95 Ames Street
<b>Parcel ID:</b>	120.41-1-1.002
<b>Owner:</b>	Gray Rock Rochester LLC
<b>Acres:</b>	14.4 acres
<b>Zoning District:</b>	M-1 Industrial
<b>Special District:</b>	No
<b>Key Building:</b>	No
<b>Underutilized:</b>	Yes
<b>Vacant:</b>	Yes
<b>Brownfield:</b>	Yes

### Property Description

95 Ames Street was the former location of a small number of residential homes followed by a large industrial facility (Taylor Instruments) operated by different owners from 1904 to 1993. The facility was demolished over several years concluding in 2001. The property is currently vacant land with several known environmental concerns, although some remedial activities were previously completed. In addition, the property is adjacent to the mainline railroad to the north, an office building to the west, Danforth Community Center and Lynchford Park to the east, residential homes to the east and south, and the Chili-West Historic District.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 0.3 miles
<b>Rail Service:</b>	Adjacent to mainline
<b>Transit:</b>	RTS Route 28

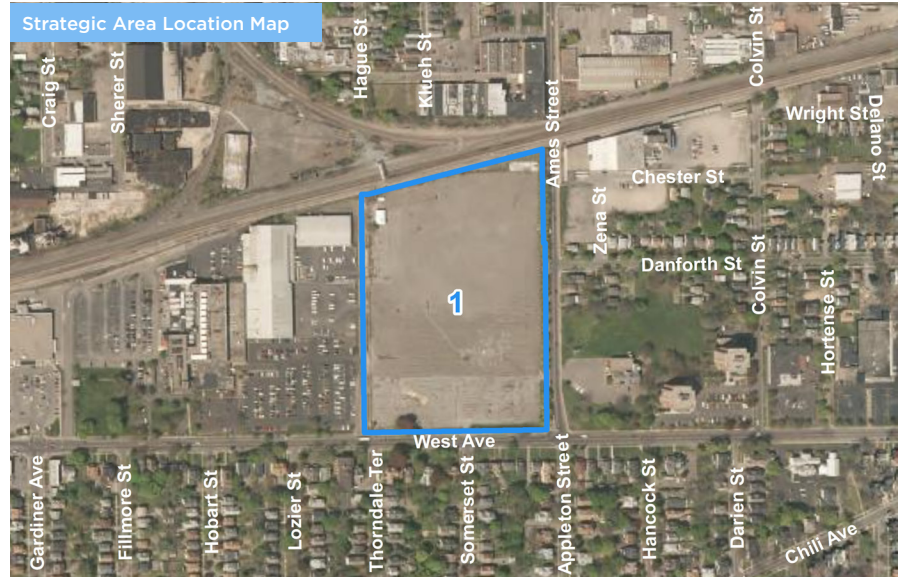
\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

### Environmental History

A 2008 Phase I Environmental Site Assessment found evidence of recognized environmental conditions associated with historic manufacturing uses. Findings included contaminated soil, groundwater, and undocumented storage tanks. In addition, the ESA identified areas of the property with historical manufacturing uses and suspected contamination that have not been tested or remediated. Based on the 2008 Phase I Environmental Site Assessment report and the identified recognized environmental conditions, the site warrants further investigation to determine the level of environmental impact. In addition, based on the supporting information, the site has been determined to be a brownfield site with a high level of concern.

## Redevelopment Potential

The largest single property within the Bull's Head study area, 95 Ames Street represents a significant redevelopment opportunity which could have a lasting impact on the community. The Revitalization Plan recommends additional environmental testing to determine any remaining environmental concerns and any necessary remediation measures and/or land use constraints. From this testing, a viable re-use master plan should be developed for the property which includes public engagement and considers environmental limitations, economic opportunities, the adjacent mainline railroad, the adjacent Danforth Community Center and Lynchford Park, and potential utilization of vacant land for infill development with mixed-use commercial, manufacturing, education, and/or recreation/park.



95 Ames St (former Taylor Instruments site)



95 Ames St (former Taylor Instruments site)

## Strategic Area #2

### Key Details

<b>Site Name:</b>	Danforth Community Center & Lynchford Park
<b>Address:</b>	200 West Ave; 175 Danforth St
<b>Parcel ID:</b>	120.41-1-61; 120.41-1-44
<b>Owner:</b>	City of Rochester
<b>Acres:</b>	4.5 acres; 0.4 acres (4.9 acres total)
<b>Zoning District:</b>	O-S Open Space; R-1 Low Density Residential
<b>Special District:</b>	No
<b>Key Building:</b>	Danforth Community Center building
<b>Underutilized:</b>	No
<b>Vacant:</b>	No
<b>Brownfield:</b>	No

### Property Description

The Danforth Community Center was originally a private residence built in 1848 by George Danforth. The private residence was transferred to the city in 1949 to serve as a recreation center for senior citizens. The community center includes a commercial kitchen and small gymnasium. Adjacent to the center is a lawn area approximately 2.5 acres in size and Lynchford Park. Danforth Community Center has been determined to be Eligible for listing on the State Register of Historic Places and is adjacent to residential uses to the north, east, and south, vacant land to the west, and the Chili-West Historic District.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 0.3 miles
<b>Rail Service:</b>	No direct access
<b>Transit:</b>	RTS Route 28

\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

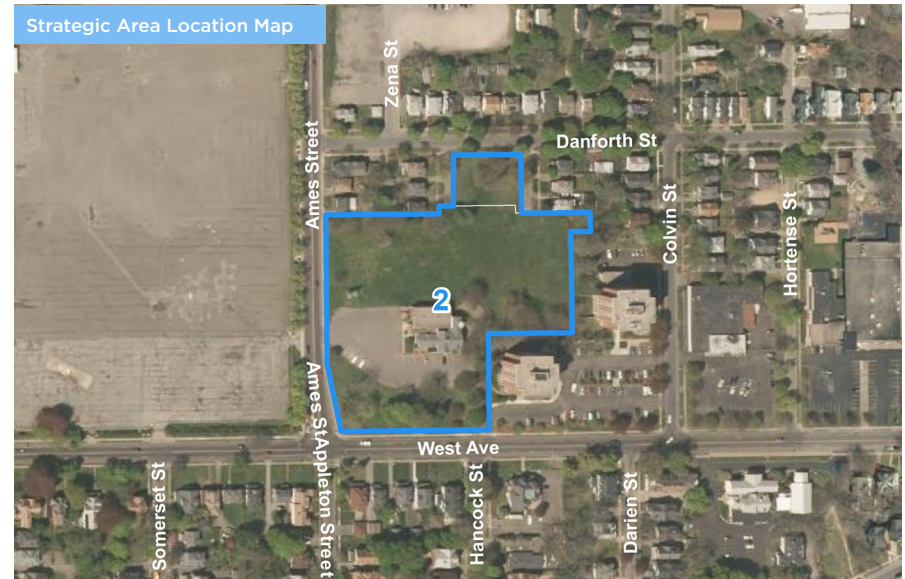
### Environmental History

A 1993 NYSDEC spill incident record was documented at 200 West Ave for an unknown amount of gasoline that was spilled affecting the sewer. However, the spill record was closed by the NYSDEC and no other environmental concerns were identified during the limited environmental review. No environmental concerns were identified for 175 Danforth St. Based on the supporting information for both properties, neither have been identified as brownfields.

## Redevelopment Potential

Community centers and parks are vital resources for any community. To fully understand Bull's Head residents' needs and desires for the Danforth Community Center and Lynchford Park, a facility master plan and park master plan should be commissioned that explores the possibility of expanded facilities, recreation amenities, services, programming, and connection between the community center and park. In addition, because the community center is well known, easy to access, highly visible, and has on-site parking, the property should be evaluated for consideration to host a farmers market.

Strategic Area Location Map



## Strategic Area #3

### Key Details

<b>Site Name:</b>	Teke Machine Corporation
<b>Address:</b>	34-36 Colvin St (114 West Ave mailing)
<b>Parcel ID:</b>	120.41-1-59
<b>Owner:</b>	114 West Ave LLC
<b>Acres:</b>	1.5 acres
<b>Zoning District:</b>	C-2 Community Center
<b>Special District:</b>	Bull's Head Urban Renewal Area
<b>Key Building:</b>	Teke Machine Corporation building
<b>Underutilized:</b>	Yes
<b>Vacant:</b>	No
<b>Brownfield:</b>	Yes

### Property Description

34-36 Colvin St was the former location of a residential property with the current manufacturing building/use originally constructed in 1965. The property is currently operated by Teke Machine Corporation and is adjacent to residential uses on the north, west, and south, the Salvation Army on the east, and the Chili-West Historic District.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 0.6 miles
<b>Rail Service:</b>	No direct access
<b>Transit:</b>	RTS Route 28

\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

### Environmental History

A 2009 Environmental Screen (ES) indicated historic uses included a machine shop and tool & die manufacturing facility. In addition, the 2009 ES noted the property was identified as a NYSDEC RCRA Generator of Hazardous Waste and noted several years of permits from the Rochester Fire Department for the storage of flammable liquids. The property is currently used for manufacturing. These former and current manufacturing uses are known for potential environmental contaminants. Based on the historic and current use of the property, the storage of flammable liquids, and the designation of the property as a NYSDEC RCRA Generator of Hazardous Waste, there is potential for the presence of environmental contaminants. The site has been determined to be a brownfield site with a high level of concern.

## Redevelopment Potential

As an active business employing city residents, the Bull's Head Revitalization Plan recommends keeping the existing business and considering expanding/adding small mixed-use commercial, office, retail, or healthcare uses utilizing any unused portions of the building or parking areas on the property.

Strategic Area Location Map



## Strategic Area #4

### Key Details

<b>Site Name:</b>	The Salvation Army & Parking Lot
<b>Address:</b>	56 West Ave; 67-69 Danforth St
<b>Parcel ID:</b>	120.42-1-70.002; 120.42-1-65
<b>Owner:</b>	The Salvation Army; Private Individual
<b>Acres:</b>	3.3 acres; 0.3 acres (3.6 acres total)
<b>Zoning District:</b>	C-2 Community Center; R-1 Low Density Residential
<b>Special District:</b>	Bull's Head Urban Renewal Area
<b>Key Building:</b>	The Salvation Army Building
<b>Underutilized:</b>	Both properties
<b>Vacant:</b>	No
<b>Brownfield:</b>	67-69 Danforth St only

### Property Description

Both 56 West Ave and 67-69 Danforth St were formerly occupied by residential uses. In 1955, 56 West Ave was redeveloped for a grocery store (Wegmans) followed by the current operator, the Salvation Army. In addition to residential, 67-69 Danforth Street has documented historic uses including sheet metal shop, automotive sales/service/, roofing and heating contractor, and taxi cab equipment. The property is currently a parking lot and adjacent uses include residential to the north, east, and south, a church to the east, manufacturing to the west, and the Chili-West Historic District.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 0.7 miles
<b>Rail Service:</b>	No direct access
<b>Transit:</b>	RTS Route 28

\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

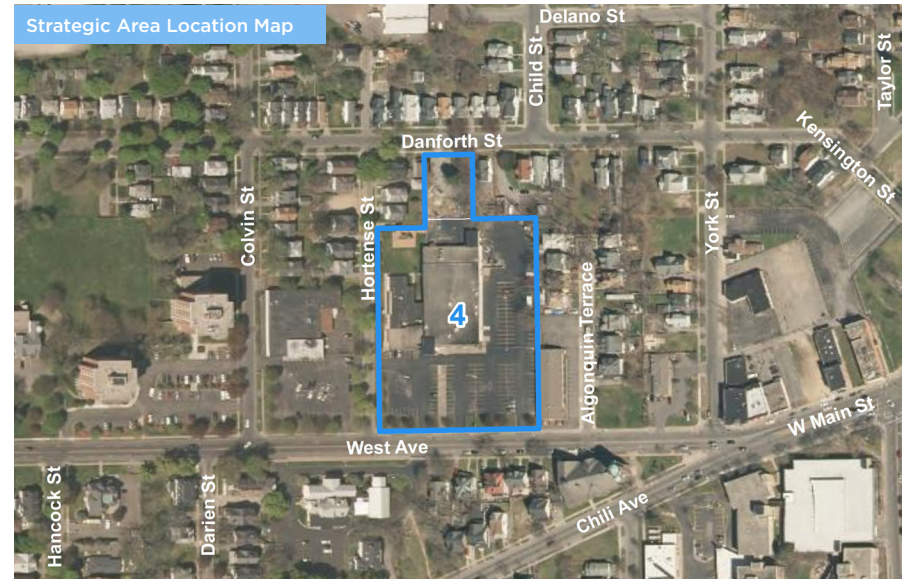
### Environmental History

No environmental concerns were identified for 56 West Ave. For 67-69 Danforth St, a 2009 ES noted historic uses included sheet metal shop, automotive sales & service, automotive repair, roofing and heating contractor, and taxi cab equipment. In addition, the 2009 ES noted the removal of an underground storage tank, observation of several aboveground storage tanks with apparent ground staining, Fire Department permits for chemical storage, and several spill records between 1984 and 2003. The property is currently used for parking. Based on the historic use of the property and several documented environmental concerns, there is potential for the presence of environmental contaminants. In addition, based on the supporting information, 67-69 Danforth St has been determined to be a brownfield site with a high level of concern.



## Redevelopment Potential

The Salvation Army provides valuable community services and its location on West Ave provides education, worship services, music & arts programs, day camp activities, and community recreation programs to name a few. The Bull's Head Revitalization Plan recommends keeping the Salvation Army as a valuable community resource while considering expanding/adding mixed-use commercial or a gym/fitness/recreation center facing West Ave and multi-family housing facing Danforth Street within portions of existing surface parking lots.



## Strategic Area #5

### Key Details

<b>Site Name:</b>	Bull's Head Urban Renewal Plan Phase I Area
<b>Location:</b>	The Phase I area includes 45 individual properties facing Silver St, Kensington St, York St, W Main St, Genesee St, and Churchlea Pl. Additional detail for each property is provided in the Bull's Head URP.
<b>Owner:</b>	Most properties are currently owned by the City. Consistent with the adopted Bull's Head URP, the City is actively working through a process for possible acquisition of additional properties.
<b>Acres:</b>	12.5 acres in total within Phase I area
<b>Zoning District:</b>	Phase I area includes C-2, R-1, and R-2 Districts
<b>Special District:</b>	Bull's Head Urban Renewal Area; Designated Federal Opportunity Zone
<b>Key Building:</b>	Bull's Head Plaza; 160 Clifton St (office building); 932-938 W Main St (mixed-use building); and 924-930 W Main St (mixed-use building)
<b>Underutilized:</b>	Majority of Phase I area including Bull's Head Plaza and several properties north of W Main St.
<b>Vacant:</b>	Numerous parcels north of W Main St.
<b>Brownfield:</b>	Majority of Phase I area including Bull's Head Plaza, 68-92 Genesee St, and several properties north of W Main St.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 1 mile
<b>Rail Service:</b>	No direct access
<b>Transit:</b>	RTS Route 4, 8, 25, 28

\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

### Property Description

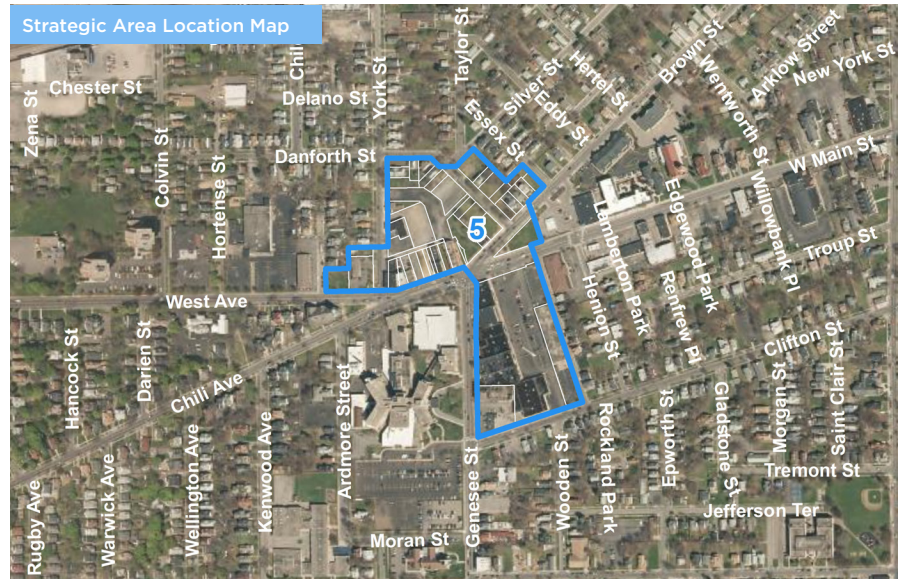
As the center of the Bull's Head area, these properties have been occupied by numerous historical uses including residential, commercial, retail, manufacturing, office, retail, healthcare services, human services, places of worship, laundromat/dry cleaner, automotive repair/sales, and a post office. The area is currently occupied by the Bull's Head plaza, an active laundromat, office building, a small single-story commercial building, two mixed-use buildings, abandoned buildings, and several parcels of vacant land. Two properties within the Phase I area, 924-930 and 932-938 W Main St, have been determined to be Eligible for listing on the State Register of Historic Places, while two other buildings, 32 York St and 19 Kensington St have been determined to be not eligible.

## Environmental History

Based on a review of available information including environmental databases, environmental screens, and environmental site assessments, the Phase I area includes numerous properties with documented and suspected environmental concerns. These concerns include 68-92 Genesee St and Bull's Head Plaza which have documented soil and groundwater contamination, properties formerly used for manufacturing, automotive, and dry cleaning which are uses known for potential environmental concerns, and several properties with documented spill incidents. Based on the supporting information, 19 properties (8.1 acres) are determined to be brownfield sites with a low, moderate, or high level of concern.

## Redevelopment Potential

Strategic Area #5, centered on W Main Street including the Bull's Head Plaza and the area to the north, is the center of the Bull's Head area and provides a significant opportunity for revitalization and reinvestment. Consistent with the Bull's Head URP, additional land assembly and environmental due diligence activities are needed while seeking future federal, state and local funding support for new and upgraded infrastructure. The Bull's Head Revitalization Plan and Bull's Head URP recommend utilizing vacant land and the Bull's Head Plaza property for infill development consisting of mixed-use commercial, educational/institutional, government offices, post office, police station, healthcare, gym/fitness/recreation, and/or multi-family housing.



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

## Strategic Area #6

### Key Details

<b>Site Name:</b>	Commercial Plaza & Vacant Lot
<b>Address:</b>	626, 636, and 660-668 W Main St
<b>Parcel ID:</b>	120.43-1-23; 120.43-1-24.001; 120.43-1-26.001
<b>Owner:</b>	Private Individual
<b>Acres:</b>	2.3 acres total
<b>Zoning District:</b>	C-2 Community Center
<b>Special District:</b>	Designated Federal Opportunity Zone
<b>Key Building:</b>	Main St Meats & Grocery, and City Fish Market
<b>Underutilized:</b>	All three properties
<b>Vacant:</b>	660-668 W Main St only
<b>Brownfield:</b>	626 and 636 W Main St only

### Property Description

626 and 636 W Main St were formerly occupied by residential uses while 660-668 W Main St was formerly the location of a church built in 1870. 626 and 636 W Main St were later redeveloped in 1930 for automotive service/repair/sales with the current use as a small single-story commercial plaza with multiple businesses/tenants. The church at 660-668 W Main St was demolished in 2015 after a devastating fire and the property is currently vacant land. All three properties are adjacent to commercial uses to the east and south, residential uses to the north, west, and south, and a property Eligible for listing on the State Register of Historic Places.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 1.2 miles
<b>Rail Service:</b>	No direct access
<b>Transit:</b>	RTS Route 4, 5, 25, 28

\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

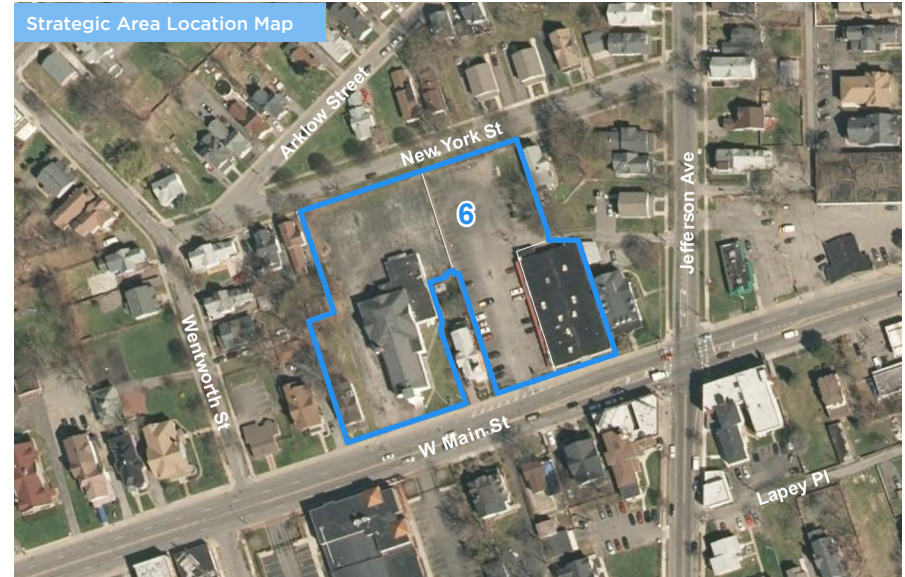
### Environmental History

No environmental concerns were identified for 660-668 W Main St. For 626 W Main St, Sanborn Maps indicate historic uses included automotive service/repair. City records indicate a 550-gallon underground gasoline storage tank was removed in 1997. The property is currently used for commercial purposes. For 636 W Main St, Sanborn Maps indicate historic uses included "auto sales" in association with 626 W Main St. This property is currently used as a parking lot for 626 W Main St. Based on the properties' historic use for automotive service/repair and known environmental concerns associated with this use, there is a potential for environmental concerns. In addition, based on the supporting information, both 626 and 636 have been identified as brownfield sites with 626 as a high level of concern and 636 as a moderate level of concern.

## Redevelopment Potential

626 and 636 W Main St currently contain an active commercial building with multiple businesses/tenants while 660-668 W Main St has been vacant land since 2015. The Bull's Head Revitalization Plan recommends keeping the existing business and considering expanding/adding mixed-use commercial and multi-family housing on portions of any unused parking area at 636 W Main St and on the vacant land at 660-668 W Main St.

Strategic Area Location Map



626 & 636 W Main St (looking north from W Main St)



626 & 636 W Main St (looking south from New York St)

## Strategic Site #7

### Key Details

<b>Site Name:</b>	Commercial Property
<b>Address:</b>	600 W Main St
<b>Parcel ID:</b>	120.36-1-65
<b>Owner:</b>	SHL Properties Inc.
<b>Acres:</b>	0.3 acres
<b>Zoning District:</b>	C-2 Community Center
<b>Special District:</b>	Designated Federal Opportunity Zone
<b>Key Building:</b>	No
<b>Underutilized:</b>	Yes
<b>Vacant:</b>	No
<b>Brownfield:</b>	Yes

### Property Description

600 W Main St was formerly occupied by residential land uses with other documented uses including a gas station and automobile sales. The property was redeveloped in 1982 for commercial use with the current business/tenant operating a restaurant. The property, located at the intersection of W Main St and Jefferson Ave, is adjacent to numerous commercial and residential uses. In addition, three properties eligible for listing on the State Register of Historic Places are located across W Main St and the Madison Square-West Main Street Historic District (locally designated Susan B. Anthony Preservation District) is located nearby.

### Utilities & Access\*

<b>Water / Sewer:</b>	City of Rochester
<b>Natural Gas:</b>	Rochester Gas & Electric (RG&E)
<b>Electric:</b>	Rochester Gas & Electric (RG&E)
<b>Phone/Internet:</b>	Available
<b>Highway Access:</b>	I-490 within 1.3 miles
<b>Rail Service:</b>	No direct access
<b>Transit:</b>	RTS Route 4, 5, 25, 28

\*Note: While utilities and services are available in the area, individual site load/capacity and availability will need to be determined for every project.

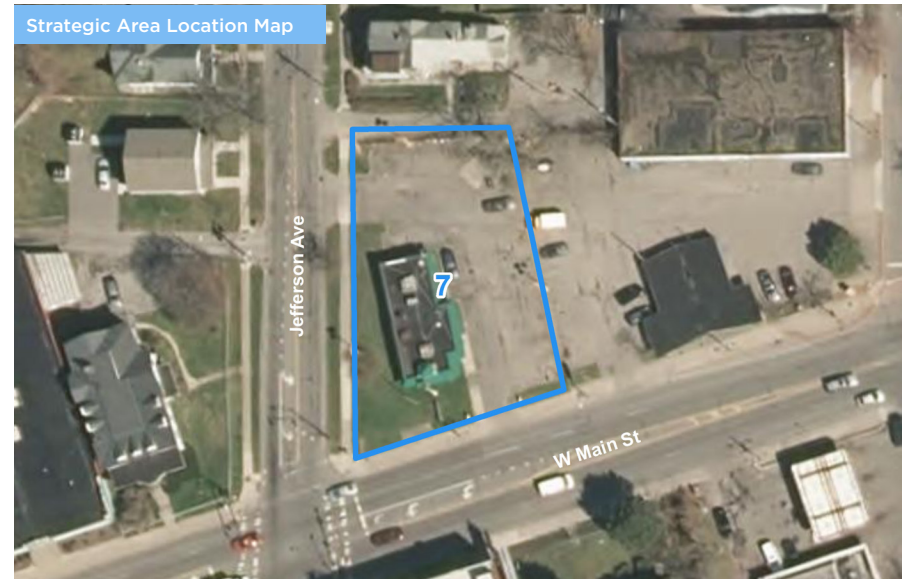
### Environmental History

Sanborn Maps and City Directories indicate historic uses included a gas station and automobile sales. The property is currently used for commercial purposes (restaurant). The presence of underground storage tanks is unknown and the property is not listed in the NYSDEC bulk storage database. Based on the historical use of the property as a gas station and known environmental concerns associated with gas stations, there is a potential for environmental concerns. In addition, based on the supporting information, the site has been determined to be a brownfield site with a high level of concern.

## Redevelopment Potential

The Bull's Head Revitalization Plan recommends the redevelopment of the property given its strategic location at the intersection of W Main St and Jefferson Ave, and its adjacency to the Madison Square-West Main Street Historic District (locally designated Susan B. Anthony Preservation District) is located nearby. Redevelopment is recommended to include mixed-use commercial, multi-family housing, and/or community-use(s).

Strategic Area Location Map



600 W Main St (looking northwest from W Main St)



600 W Main St (looking southeast from Jefferson Ave)