

A ULI VIRTUAL ADVISORY SERVICES PANEL EXECUTIVE SUMMARY REPORT

ROCHESTER, NEW YORK

Bull's Head: The Scenic Route to Growth,
Equity, and Inclusion

June 7-10, 2021



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Cover photos: Left: The Bull's Head intersection. (Paul Bernard/ULI)
Right: Local artwork empowering Bull's Head youth. (Paul Bernard/ULI)

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About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics.

Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries. The extraordinary impact that ULI makes on land use decision-making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2020 alone, more than 2,600 events were held in cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

About ULI Advisory Services

The goal of the [ULI ADVISORY SERVICES](#) program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a three-and-a-half-day virtual Advisory Services panel (vASP) offering is tailored to meet a sponsor's needs. For a virtual panel, ULI members are briefed by the sponsor, engage with stakeholders through in-depth interviews, deliberate on their recommendations, and make a final presentation of those recommendations. A written executive summary report is prepared as a final deliverable.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's vASP assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this vASP executive summary report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

Acknowledgments

ULI would like to thank the city of Rochester, the panel's sponsor. The ULI Advisory Services program would also like to thank Dana Miller and Rick Rynski with the Department of Neighborhood and Business Development and Bayé Muhammad with the Rochester Economic Development Corporation for their work in providing briefing materials and organizing stakeholder interviews for the virtual panel. ULI would also like to thank Mayor Lovely Warren for her participation as well as other elected officials for their policy and programmatic support. A special thanks is extended to the more than 40 stakeholders interviewed during the panel

process and the members of the ULI Western New York Rochester Committee for their local insight.

This work is part of an economic opportunity panel series delivered by ULI. These panels endeavor to provide thought leadership for underinvested communities—with a specific concentration on Black communities and communities of color—to attract real estate investment to achieve more equitable development that improves economic, social, and environmental resilience. The panel series is largely supported by the ULI Foundation and its members.



City of Rochester, NY



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Summary

Once the bustling, commercially vibrant western gateway of Rochester, the Bull's Head neighborhood has experienced significant disinvestment over the last several decades, becoming a place that many merely pass through. Past planning efforts by the city have been unable to substantially reverse the decline of the neighborhood. However, recent efforts by the city to positively impact this area led to the establishment of a 12-acre redevelopment site that the city hopes will spark regeneration within the commercial center of Bull's Head and beyond. The city of Rochester (this panel's sponsor) asked ULI to convene a virtual Advisory Services panel (vASP) focusing on this 12-acre site to provide strategic recommendations on retail development potential, small and local business recruitment strategies, and the neighborhood's identity within the city and region as the area redevelops.

During its three-and-a-half-day engagement, the panel acknowledged the challenges, both past and present, that have affected this community over time and those that continue to present barriers today. Recommendations focused on taking advantage of the

opportunities that exist within Bull's Head now and building an economic and market foundation to develop supportable retail over time. The panel also focused on critical steps for developing an inclusive and shared vision for Bull's Head involving an intentional approach to community engagement. A crucial component of success would include the ability to incubate and nurture a community where equity is key, with more opportunities to create businesses, jobs, and housing options

that reflect the choices of the community and foster a sense of belonging.

Recognizing the challenges of converting plans into action, the panel provided high-level implementation strategies and an approach that focuses on the completion of actions in the short, medium, and long terms to establish a shared vision for Bull's Head and make it a reality.



Businesses in Bull's Head.

Introduction

The virtual Advisory Services panel for Bull's Head in Rochester, New York, took place during June 2021. As the panel contemplated the present challenges and opportunities of the study area, deliberated, and developed its recommendations, it recognized a set of broader contextual themes and circumstances.



The panel acknowledged the following themes and circumstances:

- The COVID-19 pandemic and myriad social issues have disrupted and perhaps permanently altered the lives of many, particularly those residents and businesses comprising the Bull's Head community.
- The sponsors and ULI do not seek to downplay or minimize the negative impact of legacy urban renewal policy or the racial injustices suffered by residents, businesses, and stakeholders.
- Change, specifically systemic change, is difficult and can generate higher levels of uncertainty. But the right change may be necessary and can lead to generational progress.
- The relief efforts by many have moved the needle on progress, but these efforts are still falling short of the community's aspirations for the future of Bull's Head.
- Old thinking, systems, and symbols may need to be challenged to position Bull's Head for the future and not just reflect its past.
- Historic legacies associated with this community, such as the Underground Railroad, Frederick Douglass, and Susan B. Anthony, are powerful and potentially transformational symbols.
- At this moment, a unique opportunity to turn the corner for Bull's Head is presenting itself—an opportunity to reinforce its identity and redefine the future. The panel hopes that the sponsor and key stakeholders do so at a measured but deliberate pace.

This report includes recommendations in the context of the preceding statements that address the challenge presented to the panel by the city of Rochester.

Background and Assignment

Rochester sits on Lake Ontario in the western part of New York state. It is roughly equidistant from Buffalo (60 miles) to the west and Syracuse (90 miles) to the east. Founded in 1834, the city is bisected by the Genesee River, which flows into Lake Ontario. Known historically as both the “flour city” for its flour milling industry and then as the “flower city” for its local nurseries, Rochester’s industrial base grew to include major employers such as Kodak, Xerox, Bausch + Lomb, and General Motors.



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However, since 1950 the city has experienced a decline in population from about 350,000 to an estimated 205,695, according to 2020 U.S. Census data. The milling industry is no longer a major contributor to the economy, and the major employers mentioned here have notably downsized their operations since the 1980s. Today the top three employers in the area are the University of Rochester, Rochester Regional Health, and Wegmans.



Rochester sits on the banks of Lake Ontario.

As described by the sponsors, the city of Rochester's top challenges include poverty—over 30 percent of the population lives below the poverty line—with a struggling school district in which 90 percent of the students enrolled are classified as economically disadvantaged. The city also has a weak housing market and is experiencing a lack of value appreciation in many areas.

In addition, disinvestment in commercial areas is widespread, with an overall vacancy rate of 15 to 20 percent in the southwest part of the city.

Located three-quarters of a mile from downtown Rochester, Bull's Head is in the southwest quadrant of the city. Historically, this area was considered the western gateway to the city and its first economic center outside downtown, often boasting the second location for many central business district retailers. However, like the city overall, Bull's Head has experienced disinvestment, particularly since the 1960s. Today, the once bustling center of Bull's Head has but a few retailers offering limited goods and services to the neighborhood. The sponsor also noted in briefing materials that Rochester Regional Health's St. Mary's Hospital is a major stakeholder and the largest employer in Bull's Head. The area continues to represent a western gateway but only for commuters headed to downtown who are just passing through.

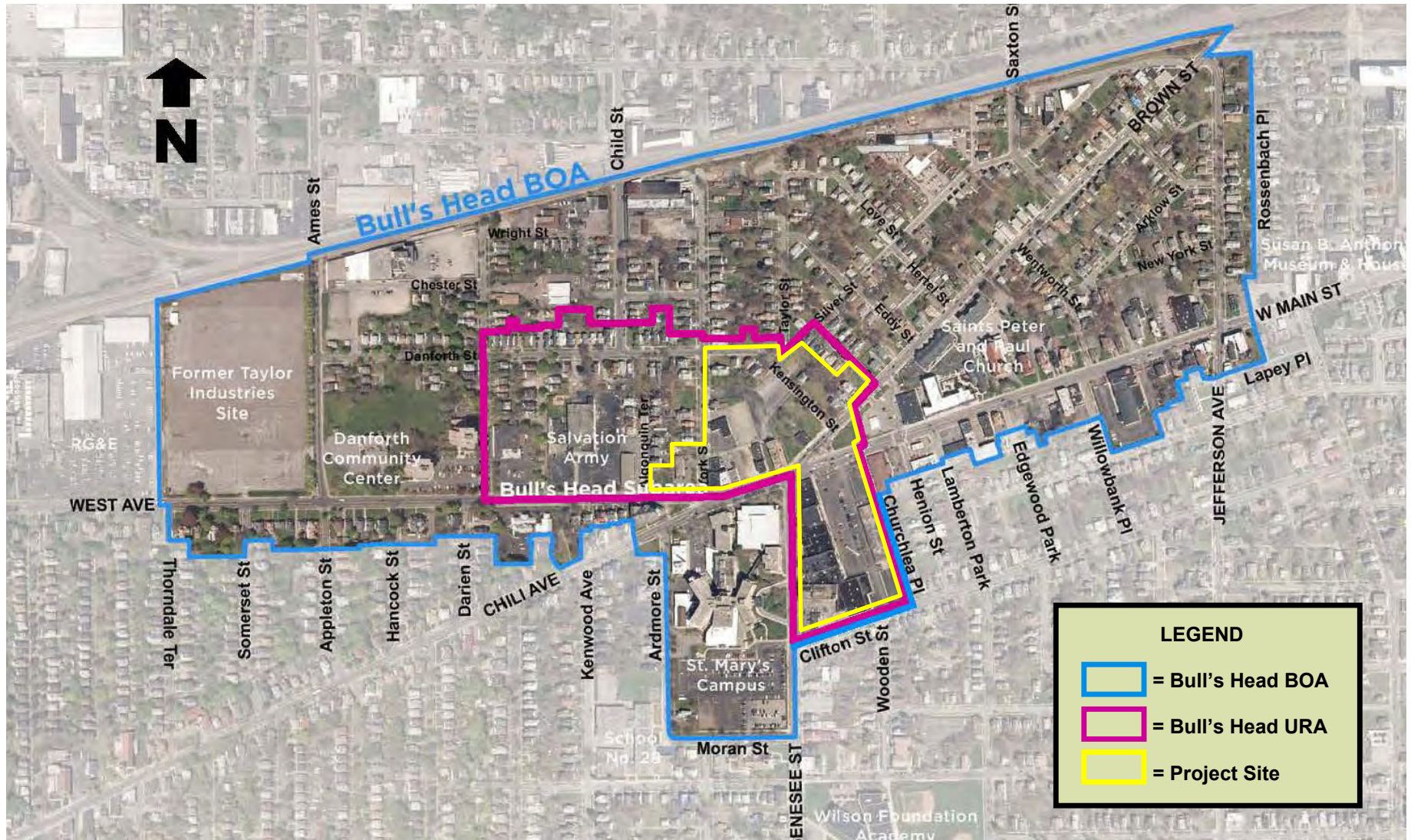
Study Area

The panel was asked to provide strategic recommendations pertaining to a 12-acre study area within the Bull's Head neighborhood. This site reflects an area previously identified by the city as prime for redevelopment based

on its central location at the intersection of West Main Street, Chili Avenue, West Avenue, and Genesee Street, and the large number of city-owned parcels. The neighborhood overall has experienced disinvestment over the past several decades, and while the site includes a few commercial spaces, primarily within Bull's Head Plaza, a notable portion of the study area is vacant land. The study area is also included within two larger planning areas: the Bull's Head Urban Renewal Area; and the Bull's Head Brownfield Opportunity Area (BOA).

The panel recommends that planning and redevelopment efforts in the identified 12-acre study area incorporate consideration for the Rochester Regional Health/St. Mary's Hospital campus, Walgreens, and the West Avenue Methodist Church as key stakeholders because they are existing anchors and can play an active role in revitalization efforts as partners moving forward. Noting the potential role they might play in the future of Bull's Head, the panel incorporated these anchors into the study area when developing recommendations.

PANEL SPONSOR



CITY OF ROCHESTER

A detailed map of the Bull's Head study area, including the Brownfield Opportunity Area (BOA) and Urban Renewal Area (URA).

As an approximation for the study area, current demographic information was made available by the sponsor from data compiled by the Finger Lakes Regional Economic Development Council for its 2018 Annual Report. This report used a variety of public and private data sources, primarily based on U.S. Census data, to calculate the following information.

In 2016, the Bull's Head BOA had 1,815 residents. This area has overall experienced an 8 percent decline in population since 2000, a faster rate than that of the city (4 percent). Based on U.S. Census data, most of the BOA population is Black (76 percent), which is a greater portion of the area population than that of the city as a whole (42 percent). The remaining 24 percent of the BOA population is White (13 percent), Asian (1 percent), or another race (10 percent). The 2016 annual median household income within the BOA was \$18,000, compared with \$31,000 for the city of Rochester.

Assignment

The city of Rochester recently completed the Bull's Head Urban Renewal Plan, which is the first phase of the larger Bull's Head Brownfield Opportunity Area Revitalization Plan. Through this planning process, key recommendations were generated along with a redevelopment vision for a 12-acre site that was identified as the assignment's study area. One of the greatest challenges the sponsor identified through this process is the development of successful commercial goods and services businesses in this area and throughout the larger BOA. With these recent efforts in mind, the sponsor asked ULI to convene a vASP to provide strategic recommendations for the study area, using the following questions:

- Along with recommended new residential development as part of the overall Bull's Head redevelopment, what types of commercial goods and services would then be supported in/beneficial to this area?
- With transformative and catalytic development as a primary objective for the targeted redevelopment area, how might Bull's Head take on a new identity within the city/region?
- Knowing the existing market challenges, what are some creative ways to successfully recruit and sustain new small/local businesses in new commercial space at Bull's Head?

The following report outlines the panel's recommendations associated with these questions. The panel also took time during deliberations to consider whether larger questions exist that might also need to be addressed. In so doing, the panel's recommendations not only respond to the questions presented by the sponsor, but also offer recommendations about broader approaches to planning, development, community engagement, and implementation.

Opportunities and Challenges

As a part of the Advisory Services panel process, the panel reviewed materials provided by the sponsor, received a briefing on Bull's Head, took a virtual tour of the study area, and interviewed a range of stakeholders, including local property owners, neighborhood representatives, and city staff, among others. These activities provided insight into the current conditions, challenges, and opportunities associated with revitalization efforts in Bull's Head and the study area, as well as the chance to invite or re-invite a set of diverse but connected voices into the discussion.



PAUL BERNARD/JULI

The panel's assignment as outlined by the sponsor reflects the time and effort invested in thinking about options for this neighborhood. However, it can be difficult to focus on one small area or neighborhood in isolation because that area is within the context of a city, a region, a state. Therefore, the panel chose to approach this assignment holistically. As the panel began to understand the context within which the neighborhood developed and has changed over time, it was able to consider what environment is needed to allow the ideas and recommendations that respond to the sponsor's scope questions to succeed.

It is essential that the sponsor lays a foundation for success in Bull's Head in a way that incubates and nurtures a community where equity is key, provides more opportunities to create businesses and jobs, and offers housing options that reflect the choices of the community and foster a sense of belonging. The connection, the elusive fabric that weaves everyone together, is key to building the foundation for success in Bull's Head. This is because projects like this one, that are attempting to connect a neighborhood, must start with supportive and connected

participants. The following sections highlight the key opportunities and challenges that the panel observed and reflected upon during its deliberations, which can potentially affect the sponsor's efforts to lay a foundation for success.

Communication

A challenge observed and intuited by the panel through stakeholder interviews is a low level of trust around efforts by the city to revitalize Bull's Head.

Therefore, the opportunity exists for the sponsor to cultivate open communication by building relationships and rebuilding trust. The panel recommends that the sponsor engage with existing partners in a new way, such as with local foundations or similar entities that can assist with grant-making opportunities to help with implementation. The panel also recommends exploring new partnerships, including connecting with areas just outside Bull's Head, like the 19th Ward and Brooks Landing, among other areas, to glean lessons about inclusive engagement and development.

Focusing on communication also provides the opportunity to engage more voices in the conversation about the future of Bull's Head, including youth, African Americans, and other people of color. The panel also recommends that the sponsor work to provide more transparency in the development process for the study area moving forward.

Economic Ecosystem

The panel observed an insufficient number of businesses and employment opportunities in the neighborhood. The panel believes that an opportunity exists to invest in workforce development and entrepreneurship programs to grow small and medium-sized businesses, jobs, investments, and services. One example might include a shared kitchen or restaurant incubator space, as profiled later in the "Success at Pearl" section.

Gathering Places

The panel observed that Bull's Head is plagued by the underuse of space that is both needed and desired for a range of growth activities, including businesses, housing, jobs, recreation, and meeting space. In addition, the current street configuration presents physical logistics issues and pedestrian safety challenges.

The panel believes an opportunity exists to look at spaces already in the neighborhood and recommends exploring the use of existing buildings in new ways. Connecting with anchor institutions in Bull's Head, including the West Avenue Methodist Church and St. Mary's Hospital, is particularly important. The church could be a place for meeting and community discussions, art gallery space, theater space, and a yoga studio.

Green spaces throughout the study area can be used for recreational opportunities, music performances, and public art displays, and underused parking lots can

provide space for food trucks and festivals. Regarding the existing conditions related to traffic patterns and pedestrian safety, these challenges also provide an opportunity to create spaces that safely allow movement, not just for cars but also for pedestrians and bicyclists, so that all can access these places of connection and potential retail in the study area.

Image and Perception

Stakeholder interviews with the panel indicated a mismatch between reality and perception associated with public safety and the needs of the community. The panel recommends that the sponsor take this opportunity to revisit the discussion with the community on how to address safety in the Bull's Head neighborhood. Although the panel's understanding is that the area has real public safety concerns, it also heard that an opportunity exists to address challenges related to the perceptions of safety by determining what concerns exist and better understanding the area's needs.

The panel also identified the lack of a cohesive and unified area vision as a challenge for Bull's Head. To address this, the panel recommends that the sponsor take steps to solidify a Bull's Head identity that is both rooted in the past and facing the future. Bull's Head has historically been a place of healing that started with St. Mary's Hospital. This is a community that has suffered from disinvestment for many decades, and the panel believes that it is important to host conversations centered on disinvestment as well as race and reconciliation to move forward. Additional recommendations are elaborated on in the "Area Vision and Identity" section.

Building the Table to Support Goods and Services

Attracting good-quality retail and professional services into any emerging community is challenging across the country. This is especially true for neighborhoods plagued by systemic racist policies or practices that restrict access to capital, information, and opportunity, consequently driving down business formation and homeownership. Therefore, to reconcile the past with the future potential of these communities, local leadership must confront the past issues and misguided promises head-on with action, committed funding, and empowered leadership. Furthermore, the “journey” to secure new traditional retail or even a neighborhood grocery for Bull’s Head may be a slow, scenic ride that picks up key ingredients along the way, including workforce development; local business development; accelerator, corporate, educational, and philanthropic partnerships; and curating the best business mix to sustain the community.



The Scenic Ride: Ingredients for a Successful Action Plan

At the forefront of a successful action plan are workforce and entrepreneurial development programs focused solely on the current residents of Bull's Head. These residents and the neighborhood's civic leaders must feel and see themselves as integral pieces to making this development a success. Understanding that a majority of these residents make less than or near minimum wage, it is important that the workforce development efforts focus on the following:

- Assessing residents' current basic needs and supplying supportive services;
- Securing occupational skills training and credentials;
- Securing higher-paying jobs in the \$15–\$20/hour range through corporate partnerships;
- Continuing to provide postsecondary education opportunities; and
- Securing livable wage and high-demand career employment opportunities.

The action plan should include creating a business ecosystem that specifically targets entrepreneurs and startups either from the Bull's Head community and adjacent neighborhoods or for those looking to establish a presence in the study area. The panel recommends that this ecosystem include the following parts:

- Access to capital through risk-tolerant lenders and equity sources such as a capital-based accelerator;
- Networking with like-minded individuals and leaders through groups and events;
- A place to work with coffee and community, workspaces, and opportunities for mentorship and to connect with potential employers through job boards; and
- A place to connect about a variety of topics, from community-led solution discussions to business and entrepreneurship talks.

Next, the panel recommends that the sponsor determine what programs currently exist or need to be created to provide more advanced skills for the current resident base. These programs should include high school, technical, and higher education opportunities.

Last, a true anchor to the redevelopment plan for Bull's Head should be the cultural/arts community. The panel recommends that the sponsor explore the need for historical and cultural preservation within the neighborhood. If preservation efforts are needed, it will be important to identify partners to help administer thoughtful and purposeful programming as well as ensuring that the arts community is engaged and feels part of the community.

After addressing the foundational elements to securing new goods and services already outlined, the panel recommends that the next step is to gain a clear understanding of who the target audience will be for these goods and services. As a part of this effort, the sponsor will need to consider the needs of current residents and workers in Bull's Head as well as the future population as redevelopment efforts proceed that might include students, young professionals, and empty nesters.

Partnership Development

As residents and local businesses are empowered to lead within their community, securing business and philanthropic partnerships is crucial. These partnerships are key to driving a cohesive plan in the overall redevelopment strategy as well as attracting new business services. Two key potential partners are the University of Rochester and Rochester Regional Health.

Questions to be considered when seeking and developing partnerships follow:

- Does the senior leadership of the organization/company view themselves as leaders within the Bull’s Head community?
- Are they willing to commit both capital and people resources to the implementation of a master plan for the area?
- How can the organization’s/company’s diversity procurement strategies play a role in empowering and investing in local businesses?

- What programs exist or need to be created to upskill and educate current residents to fulfill career opportunities with partners?

The philanthropic community is also crucial to redevelopment efforts in Bull’s Head and augmenting the occupational skills base of current residents. To leverage potential opportunities, the panel recommends that the sponsor gain a better understanding of how local foundations view the business needs for Bull’s Head and whether a dollar value is associated with these needs.

Recommended Goods and Services for Bull’s Head	
Healthy food options (preference for local ownership)	<ul style="list-style-type: none"> • Grocery (example: Good Food Markets, Washington, D.C.) • Grab and go/coffee (example: Livie’s Jamaican Restaurant & Import Market) • Sit-down dining (example: Skylight Diner)
Health and wellness	<ul style="list-style-type: none"> • Primary and pediatric care • Dentist • Fitness/health club • Yoga/alternative health
Entertainment, gathering space, art outlets	<ul style="list-style-type: none"> • Live music • Amphitheater/green space/farmers market • Community garden • Art galleries • Art walks/tours (example: Castleberry Hill Art Stroll)
Education	<ul style="list-style-type: none"> • Technical/trade education • Small business educational/capacity building • University space • Daycare center

Source: ULI panel.

Business Curation: Established Strengths and Inspiration

Understanding that securing new businesses is a slow process, it is important to curate businesses that are already in the community and those that help inspire communities. Based on a cursory understanding of current and future needs from its assessments of the local community and interviews, the panel offers a recommended breakdown of businesses in the table to the left.

WEI Atlanta

Women's Entrepreneurship Initiative (WEI) Atlanta serves an incubator for early-stage female entrepreneurs. WEI focuses on three main areas: providing connections and professional networking; developing through educational opportunities and applicable learning; and finding capital through increased financial aptitude and widened networks. The four pillars of its model are business analysis, learning and leadership development, strategic partnerships, and funding opportunities. These pillars and strategic foci help sustain and serve as a catalyst for Atlanta's female-owned business ecosystem and community connection and serve as a powerful example for Rochester.

Success at Pearl

An example of a successful partnership and ecosystem can be found in San Antonio's project Pearl. As a part of the Culinary Institute of America, the hands-on education at the Pearl allows students to hone markable and career-ready skills, with a special focus on regional Latin cuisine. Restaurants featuring this food create a destination for residents and tourists alike. Furthermore, the Pearl hosts space for makers and artisans to sell their wares, living space, offices, and hotel space. These mutually reinforcing areas create a vibrant nexus of activity, commerce, and entertainment as well as a sense of place.

The panel also recommends that the sponsor conduct additional research to further define the target audience for the goods and services in Bull's Head and what goods and services are needed. Is the target audience the current population of residents and employees or the future population that may include students, young professionals, and empty nesters, or both? The panel also recommends that the sponsor explore options for venues that offer unique "after-five" dining and destination retail options responsive to stakeholder feedback.

The biggest opportunity and challenge will be to scale the established businesses to meet and sustain the growth of the community. The panel recommends that the sponsor curate an accelerator program focused solely on scaling up Bull's Head local businesses. Although numerous incentives are available to assist, technical assistance providers who are culturally relevant are particularly needed to meet the current demographic gap in both ethnicity and age. Further exploration is necessary to define what incentives exist for operations and working capital as well as real estate-specific incentives. Specific sources of funding and technical assistance identified by the panel and through stakeholder interviews include the following:

- Community Development Block Grant funds;
- Revitalize Rochester grants;

- SCORE of Greater Rochester Resource Enhancement Program and phased funding; and
- Cultural/use-based incubator space: Pathstone, Community Foundation, Downtown Innovation Zone.

Retail Follows Rooftops

Understanding the old saying "retail follows rooftops," the panel believes that additional information and analysis are needed to determine the actual number of units and type of housing that can be developed in the study area. This question could be addressed during a master-planning exercise or larger development planning effort.

Stakeholder interviews indicated interest from younger professionals to buy and rent homes in the area, but they have been unsuccessful because of a lack of inventory. Given the current condition of the housing stock, a need also exists to understand the target group for any future housing development, both for workforce and affordable housing needs. For current residents, the need for rental and ownership units and whether interest exists in a lease-to-own model need further investigation. For future residents, determine the proportion of rental and ownership units and whether a condominium market would be a viable option.

Area Vision and Identity

Once a western commercial gateway to Rochester, today Bull's Head appears to be a place to pass through on the way to other destinations. The panel asked the following question: How can this community become a destination? The panel believes that it is important to establish Bull's Head's identity within Rochester and the broader region. By working to build a shared vision, the sponsor and the community can begin to define what amenities are decidedly Bull's Head and make it a place to be, not just a place to pass through.



Decidedly “Bull’s Head”

The panel believes that it is important for the city to work to align the major anchors in the neighborhood as a part of the Bull’s Head legacy. To do so, the panel recommends creating a more distinct relationship with St. Mary’s Hospital among others. Establishing strong, symbiotic relationships with private and institutional entities such as St. Mary’s and the University of Rochester, the sponsor and the Bull’s Head community can work jointly with these partners to uplift the future of the neighborhood and go a long way toward creating energy and enthusiasm for the area.

The panel also recommends that the sponsor evaluate the potential to maximize the West Avenue Methodist Church and Rochester Regional Health campus as gathering places and anchors to provide Bull’s Head and the study area with a sense of place. These two spaces could be transformed through adaptive use into spaces and uses that meet the needs of both the institutions themselves and the greater community.

Identity as Expressed through Physical Environment

A successful definition of identity must revolve around easily recognized signs of culture. These could include but are not limited to signage, inlaid brick pavers at crosswalks, gateway elements, lighting fixtures, color palette, natural vegetation, defined street furniture, and proliferation of a logo. The panel recommends that the sponsor work to develop the physical markers that identify Bull’s Head. Adding these elements to the study area can be implemented immediately and will help neighborhood residents and visitors identify the area.

An Inclusive Identity for Bull’s Head

The Bull’s Head community is diverse. It is important that people are seen, acknowledged, and recognized. As the sponsor works with neighborhood residents to establish and identify a vision for this area, it also must ensure that the culture and various backgrounds

present within this community are reflected in all methods and efforts. The panel also believes that a critical reconciliation of inequity will be necessary before the Bull’s Head identity can be embraced holistically. People must be seen, acknowledged, and recognized. Efforts pursued by the sponsor in Bull’s Head must be inclusive. This may involve establishing a new model for planning and development in Bull’s Head.

One approach to consider is the “One City” model used by the city of Bristol, England. As articulated by the city of Bristol, “The One City Approach brings together a wide range of public, private, and third-sector partners within Bristol. They share an aim to make Bristol a fair, healthy, and sustainable city. A city of hope and aspiration, where everyone can share in its success.” One hallmark of the approach is providing regular convening opportunities around planning efforts on an ongoing basis. The panel recommends that Rochester also include an intentional approach to community engagement, discussed later in the “Community Engagement” section.

Nurturing Local Entrepreneurs

Often the best way to grow the brand of a specific area is to empower its residents. The panel heard consistent recognition of local entrepreneurs who are successful and growing and who would benefit from remaining in Bull's Head. To support these businesses and expand the number of small and local businesses in the study area, the panel recommends that the sponsor provide small businesses capital and establish and promote "white box" opportunities for business incubation, that is, only partially built-out commercial interiors that enable tenants to customize construction to fit their exact business needs. The panel believes that Bull's Head could become a place where local entrepreneurs who are working out of their garage or living room could expand and flourish within this incubation environment. Establishing Bull's Head as an area for small and local business incubation and innovation could further serve to build the Bull's Head brand.

Repositioning Bull's Head as a Place of Hope

As previously mentioned, the panel recommends that the sponsor establish workforce development programs that will invigorate the populace and ideally strengthen skill sets of the local residents. The goal is to not only increase opportunities for developing work skills, but also provide opportunities for jobs that use these skills.

Community Engagement

The panel applauds the sponsor team and city staff for their efforts thus far to meet at St. Mary's Hospital regularly to discuss planning efforts and the future of Bull's Head. Several of these meetings have included at least 90 people, which is a notable accomplishment for community engagement efforts. The very premise of engagement involves active listening and two-way communication. Therefore, the panel recommends that the vision for Bull's Head should be community-driven and consensus-directed. There is value to be gained from expanding the sponsor's current approach.



PAUL BERNARD/JULI

Vary the Physical Location(s) of Engagement

The panel recommends that the city engage people where they are. The sponsor should take additional steps to fully engage the residents of Bull's Head by spending time at local establishments and talking to customers as they shop, eat, and go about their daily lives. These efforts will help the sponsor get as much information as possible and reach more area residents, many of whom do not attend community meetings.

Ensure Participation of Bull's Head Residents and Workers

Many engagement methods allow anyone to participate. Although this can be productive, it will affect the results of these engagement efforts. The panel recommends that the sponsor establish protocols to guarantee targeted participation of specific residents, particularly those who live and work in Bull's Head.

Clarify Outgoing Messaging

The panel recommends that the sponsor work internally to clarify the goals and objectives for the city's efforts within Bull's Head so that all parties in the city are speaking with one voice. This will help ensure that the vision and communication regarding Bull's Head are collective, unified, and clear.

Aggressively Target Younger Audiences

If the sponsor is truly looking toward the future, then the panel recommends intentionally including the next generation in the discussion. To help accomplish this, the panel recommends pursuing a consistent and active web presence. The city must create an active and live social media presence for its efforts in Bull's Head and cannot rely only on a website to communicate. In addition, the panel recommends that the city diversify its online presence to include platforms such as Instagram, Twitter, and Tik Tok and update these accounts regularly. This will not only encourage greater participation from younger audiences (and others), but also enable the city to communicate updates on progress and events in Bull's Head in real time.

Marry Engagement to Implementation

If the community is consistently meeting for an extensive amount of time, action must be tied to those efforts. To encourage and spread enthusiasm, the panel recommends that the city couple planning efforts with the recognition of wins. This allows the community to see the fruits of their labor. This can also be an effective way to combat planning fatigue.

Use a High-Tech/ High-Touch Model

In an increasingly tech-driven world, the onus of engagement cannot be placed on technology alone. Neither can community engagement efforts exclusively exist in an in-person format and rely upon the gathering space as a primary means of engagement. The panel recommends that the sponsor maximize the potential of both methods, thereby garnering the greatest community response. One example of the high-tech/ high-touch model is the approach taken by Pittsburgh Yards in Atlanta, Georgia. Pay phones were installed in various locations throughout the project and were set up to record messages. Residents were encouraged to use the pay phones to leave a message with their impressions about what they wanted to see as the site developed.

Establish a Physical Presence

In addition to the preceding actions, the sponsor can take steps immediately to establish a physical presence in Bull's Head. This location can be a place for collecting and disseminating all information associated with the project. The panel believes it is important that residents physically see a

near-term project come to fruition. Therefore, the panel recommends that the sponsor reposition a portion of the Bull's Head Plaza and associated parking area as such an initial kick-start project—a Bull's Head Community Resource Center.

An example of this model is the information center opened by the Ford Motor Company in the Corktown neighborhood of Detroit, Michigan. Ford Land is undertaking the

renovation of Michigan Central Station and several other buildings in the neighborhood in an effort to create an innovation hub to explore the future of transportation. Located in one of these buildings is the Michigan Central Station Information Center, which provides project and construction updates, serving as a place for community members to share feedback and learn about upcoming events and activities associated with the development.



Bull's Head Plaza parking lot could be a potential site for a Bull's Head Community Resource Center.

PAUL BERNARD/JULI

Implementation

Thus far, the panel has provided a range of recommendations that are critical to the revitalization of Bull's Head and the study area. Broadly, these include development policies, programs, and metrics to further both the social and economic investment potential and opportunities in this neighborhood and ensure that residents play an integral part in defining the vision and future for the study area.

The following section highlights some key strategies for implementation as well as a high-level implementation plan for these recommendations and next steps to further outline how to define and refine what is built within the 12 acres. The panel recommends that the sponsor consider the redevelopment of the 12-acre study area as if it were its own master plan to internally focus efforts for prioritizing ongoing implementation in this neighborhood.



PAUL BERNARD/JULI

Collaboration Strategies and Additional Planning Tools

The panel recommends that the sponsor explore the feasibility of incorporating a collective impact approach to navigate the various complexities associated with redevelopment planning. Specifically, collective impact could facilitate deeper anchor relationships that in turn accelerate progress and improve the probability of successful outcomes. The panel believes that the collective impact model can be used as a tool to institutionalize collaboration, partnerships, and sustainable results in Bull's Head.

Working collectively, however, may prove challenging. Frederick Douglass famously stated, "If there is no struggle, there is no progress." The weight of this statement embodies the burden and hope expressed by the several residents, businesses, institutions, and stakeholders in Bull's Head and the larger Bull's Head BOA.

Through the panel process, the panel learned of the decades-long effort of public servants, private-sector entities, and philanthropic sponsors that have worked earnestly, hoping

to spark the right change that might in turn ignite long-term and positive results in Bull's Head for the community, its residents, and the city of Rochester at large. During this time, real estate and planning professionals and consultants also proffered technical approaches to solve adaptive problems in the Bull's Head community—problems that are complicated by the interconnectedness of macro, micro, social, educational, equity, and/or real estate and market realities.

It is the panel's observation that these efforts have been largely independent, adopting isolated impact approaches. However, the panel believes that if the challenges that exist in Bull's Head were easy or solely technical in nature, the limited commercial market and real estate development, and social gaps within Bull's Head would have been eliminated years ago. Traditional planning initiatives, such as spot planning, blight clearance, and environmental remediation (while necessary) have yielded insufficient results in providing the spark for transformation. Therefore, the panel recommends that the sponsor augment the approach used in addressing the area's challenges by seeking to include all the parties necessary for change to occur and taking the scenic route to growth, equity, and inclusion for Bull's Head.

Evidence compiled by the U.S. Department of Housing and Urban Development (HUD) and the Stanford Social Innovation Review suggests that large-scale, complex change requires broad cross-sectional coordination to improve the probability for success. In short, a collective impact approach generally trumps isolated or individual initiatives in many cases. The panel believes that such an approach can be incorporated in the Bull's Head planning process to complement current ongoing initiatives.

Collective impact describes an intentional way of working together and sharing information for the purpose of solving a complex problem. In a 2011 article titled "Collective Impact" in the *Stanford Social Innovation Review* (Winter), Mark Kramer and John Kania describe research that shows successful collective impact initiatives typically have five conditions that together produce true alignment and lead to powerful results: a common agenda, shared measurement systems, mutually reinforcing activities, continuous communication, and backbone support organizations.

In their article, Kramer and Kania lay out the importance and requirements for each of these conditions:

- **Common agenda.** Collective impact requires all participants to have a shared vision for change, one that includes a common understanding of the problem and a joint approach to solving it through agreed-upon actions.
- **Shared measurement systems.** Developing a shared measurement system is essential to collective impact. Agreement on a common agenda is illusory without agreement on the ways success will be measured and reported.
- **Mutually reinforcing activities.** Collective impact initiatives depend on a diverse group of stakeholders working together, not by requiring that all participants do the same thing, but by encouraging each participant to undertake the specific set of activities at which it excels in a way that supports and is coordinated with the actions of others.
- **Continuous communication.** Developing trust among nonprofits, corporations, and government agencies is a monumental challenge. Participants need several years of regular meetings to build up enough experience with each other to recognize and appreciate the common motivation behind their different efforts.
- **Backbone support organizations.** Creating and managing collective impact requires a separate organization and staff with a

very specific set of skills to serve as the backbone for the entire initiative. Coordination takes time, and none of the participating organizations has any to spare.

In its quick scan of the Rochester community, the panel has discovered two organizations that have adopted the collective impact approach: Connected Communities and Roc the Future. Connected Communities is dedicated to building up the EMMA and Beechwood neighborhoods from within by engaging residents, service providers, and community partners in a holistic approach. Roc the Future is a community cradle to career collaboration for improving academic achievement of children in the city of Rochester. The panel recommends that the sponsor connect with these organizations to better understand how to apply this model to the Bull's Head redevelopment effort.

Planning and Engagement Tools

Geographic information systems (GISs) can be loosely defined as a tool to manipulate and visualize geographic information using computer software. For the Bull's Head area, the panel recommends using GIS district mapping tools to support planning and engagement efforts. By expanding the use of existing mapping functionality of the city, the sponsor can add interactive evaluation capabilities, reporting and performance tracking, outreach and communications. In addition, options to expand exchange of

ideas with the community and across local and regional government departments may be possible. The panel recommends exploring current and new partnership with GIS providers to explore new functionalities and how to best implement them in Bull's Head.

Explore Big Ideas

The panel recommends that the sponsor consider thinking bigger when it comes to implementation, particularly with the potential of developing strong partnerships with anchor institutions. An example might be partnering with Rochester Regional Health to develop a distributed energy system or a mini grid that would stabilize energy costs for Bull's Head residents and businesses and be climate sensitive. Hospitals like St. Mary's have a large thermal footprint that could be leveraged for this purpose. A partnership could also be forged with institutions such as the Rochester Institute of Technology to provide job training and educational opportunities associated with this endeavor.

Define the Program and Process for the Study Area

Although much of this report focuses on broader and foundational challenges and opportunities for Bull's Head and the study area concerning social and economic investment potential, the panel believes that it is important for the sponsor to act on these recommendations and, at the same time, take a thoughtful approach to defining the program and process by which the study

area is redeveloped. Therefore, the panel recommends that the sponsor consider the following:

- **Site ownership.** Continued city ownership allows for site control, now and in the future. It may afford a menu of financial and other development incentives for the private sector.
- **Buildable parameters of the site.** Some acreage will be required for access and interior arterials. Additional acreage should be set aside as public space. Zoning may dictate eventual building footprint capacity, so a clear understanding of the capacity for development is needed.
- **Preliminary site conceptualization.** Street-facing storefronts with wide sidewalks, landscaping, and pedestrian amenities are important; so, too, is determining scale and accessibility.
- **Parking capacities.** Consider using centralized parking to the extent possible or shared parking opportunities (in the rear of a building). The goal is an appropriate scale of development without a large amount of surface parking.
- **Key parcels and development phasing.** Phasing of the development is crucial, first in determining locations for desired goods and services and their footprints, and second, the capacity to influence future development for more interior locations.
- **Future planning.** As other parcels in the Bull's Head neighborhood become available, consider city acquisition and land banking

for possible land assemblage for future residential or public space development, or both.

- **Clearly defined workable developer agreement(s).** What is expected from the public sector? What is expected from the private sector? What can each bring to the table? How can the approval and permitting process be as “vanilla” as possible?
- **Ongoing steering committee.** A steering committee of city, community, and other stakeholder representatives along with development community participants (developer, brokers, realtors) is recommended to continue to move efforts forward.
- **Additional uses.** Allow for open air or seasonal market space, pop-ups, and incubator space.

Implementation Plan

An implementation plan, summarized in an Implementation Strategy and Action Plan Matrix, provides a clear working road map of the development strategy, identifying broad goals or initiatives, defining specific objectives within each broad goal, and then offering specific action items to be taken to realize the objectives and the goals. An effective matrix needs to identify accountability, or ownership, of the specific action items as delineated. In short, which entities—be they public, private, nonprofit or other institutional—are responsible for overseeing the process.

Moreover, what are the timelines (priorities), typically defined as near term (one year to 18 months), medium term (one to three years), and long term (three years plus)? Where possible, estimated costs may be offered in such a matrix, and lastly some metric for defining success should be specified.

The panel recommends that the city of Rochester take such an approach to the ongoing efforts for the Bull's Head neighborhood development efforts. The panel has provided high-level guidance on elements this matrix might include based on its analysis of the area and the panel's recommendations. Fully fleshing out this matrix to outline goals, objectives, and actions as well as costs and metrics of success will help provide clear direction for next steps and entities responsible for action. The panel has included the following areas within the matrix that reflect its recommendations. The sponsor is encouraged to expand or add other areas of focus as the project moves forward:

- General recommendations;
- Building the table to support goods and services;
- Area vision and identity;
- Community engagement;
- Study area-specific considerations for defining program and process; and
- Implementation.

ROCHESTER IMPLEMENTATION

Time frame	Recommendations	Implementation lead	Implementation timing			
			2021	2022	2023	2024+
General recommendations						
Short term	Incorporate consideration for the Rochester Regional Health/St. Mary's Hospital campus, Walgreens, and the West Avenue Methodist Church as key stakeholders in study area planning and redevelopment efforts.	City	✓			
Short term	Explore new and renewed partnerships, including connecting with areas surrounding Bull's Head, like the 19th Ward, Brooks Landing, and others that have strengths to learn from about inclusive engagement and development.	City	✓			
Short term	Have a discussion with the community on how to address safety concerns in the Bull's Head neighborhood.	City	✓			
Short/medium term	Further explore the use of green spaces, parking lots, and existing buildings in new ways to provide space for a range of desired uses and activities, including gathering places. Examples of existing buildings include anchor institutions in Bull's Head, such as the West Avenue Methodist Church and St. Mary's Hospital.	City, master developer	✓	✓	✓	
Ongoing	Cultivate open communication by building relationships and rebuilding trust.	City	✓	✓	✓	✓
Ongoing	Engage with existing partners such as local foundations or similar entities that can assist with grant-making opportunities to help with implementation.	City	✓	✓	✓	✓
Ongoing	Work to provide more transparency in the development process for the study area.	City, master developer	✓	✓	✓	✓
Building the table to support goods and services						
Short term	Develop an action plan that includes a workforce and entrepreneurial development program focused solely on the current residents of Bull's Head. Ensure that residents and neighborhood civic leaders feel and see themselves as integral pieces to making development in Bull's Head a success.	City, REDCO	✓	✓		
Short term	Develop an action plan that includes creating a business ecosystem that targets entrepreneurs and startups. This ecosystem should include the following elements: access to capital, networking opportunities, a place to work/conduct business, and a place to connect with others on a variety of topics and issues.	City, REDCO	✓	✓		

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Rochester implementation (cont.)

Time frame	Recommendations	Implementation lead	Implementation timing			
			2021	2022	2023	2024+
Short term	Determine what programs currently exist or need to be created to provide more advanced skills for the current resident base.	City, REDCO	✓	✓		
Short term	Explore the need for historical and cultural preservation in the neighborhood. Identify partners to help administer thoughtful and purposeful programming if preservation is needed.	City	✓	✓		
Short term	Gain a clear understanding of who the target audience will be for the goods and services ultimately provided in the community.	City	✓	✓		
Short term	Seek potential partners in the University of Rochester and Rochester Regional Health.	City	✓	✓		
Short term	Gain a better understanding of how local foundations view the business needs for Bull's Head and whether a dollar value is associated with these needs.	City	✓	✓		
Short term	Conduct additional consumer research to further define needed goods and services for the neighborhood as well as explore options for venues that offer unique "after-five" dining and destination retail options.	City, master developer	✓	✓		
Short term	Gather additional information and conduct an analysis to determine the actual number of units and type of housing (unit type, affordable, workforce, market rate) that can be developed in the study area.	City, master developer	✓	✓		
Short term	Identify what incentives exist for operations, working capital, and real estate for existing local and small businesses in Bull's Head.	City, REDCO	✓	✓		
Short/medium term	Establish workforce development programs that will invigorate the populace and ideally strengthen skill sets of the local residents. Specifically, efforts should focus on assessing residents' current needs, supplying supportive services, securing occupational skills training and credentials, securing higher-paying jobs, providing postsecondary education opportunities, and securing livable wage and high-demand career opportunities.	City, REDCO	✓	✓	✓	
Short/medium term	Integrate and prioritize the Bull's Head planning area as a key recipient for potential "one-time" federal infrastructure assistance, should funding become available.	City	✓	✓	✓	

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Rochester implementation (cont.)

Time frame	Recommendations	Implementation lead	Implementation timing			
			2021	2022	2023	2024+
Medium term	Focus on the curation of businesses in the following areas in the Bull’s Head study area: healthy food options, health and wellness, entertainment, gathering places and art outlets, and education.	City, master developer			✓	
Medium term	Curate an accelerator program focused solely on scaling up Bull’s Head local businesses, and seek technical assistance providers who are culturally relevant to meet the current demographic gap in both ethnicity and age.	City, REDCO			✓	
Medium/long term	Provide small business capital and establish and promote “white box” opportunities for business incubation, which can serve to build the Bull’s Head brand.	City, REDCO, master developer			✓	✓
Area vision and identity						
Short term	Host conversations centered on disinvestment as well as race and reconciliation.	City	✓	✓		
Short term	Include critical reconciliation of inequity so as to embrace the Bull’s Head identity holistically.	City	✓	✓		
Short term	Evaluate the potential to maximize the West Avenue Methodist Church and Rochester Regional Health campus as gathering places and anchors to provide Bull’s Head and the study area with a sense of place.	City	✓	✓		
Short term	Work to develop the physical markers that identify Bull’s Head, such as signage, gateway elements, lighting fixtures, defined street furniture, etc.	City, master developer	✓	✓		
Ongoing	Ensure that the cultures and various backgrounds present within this community are reflected in all methods and efforts.	City, master developer	✓	✓	✓	✓
Ongoing	Create a more distinct relationship with St. Mary’s Hospital and other key, local anchor institutions.	City, master developer	✓	✓	✓	✓
Community engagement						
Short term	Establish protocols to guarantee targeted participation of specific residents, particularly those who live and work in Bull’s Head.	City, master developer	✓	✓		
Short term	Work internally to clarify the goals and objectives for the city’s efforts within Bull’s Head so that all parties in the city are speaking with one voice.	City	✓	✓		

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Rochester implementation (cont.)

Time frame	Recommendations	Implementation lead	Implementation timing			
			2021	2022	2023	2024+
Short term	Use a high-tech/high-touch model of community engagement that includes both in-person formats and technology-focused methods to garner the greatest community response.	City, master developer	✓	✓		
Short term	Provide a physical presence in the neighborhood for collection and dissemination of project information. Reposition a portion of the Bull's Head Plaza and associated parking area as an initial kick-start project, the Bull's Head Community Resource Center.		✓	✓		
Ongoing	Engage people where they are. Take additional steps to fully engage the residents of Bull's Head by spending time at local establishments and talking to customers as they shop, eat, and go about their daily lives.	City, master developer	✓	✓	✓	✓
Ongoing	Intentionally include the next generation in the discussion of the future of Bull's Head. To help accomplish this, pursue a consistent and active online presence.	City, master developer	✓	✓	✓	✓
Ongoing	Diversify the city's online presence to include platforms such as Instagram, Twitter, and Tik Tok, and update these accounts regularly.	City	✓	✓	✓	✓
Ongoing	Couple planning efforts with the recognition of wins to encourage and spread enthusiasm.	City, master developer	✓	✓	✓	✓
Ongoing	Ensure the vision for Bull's Head is community-driven and consensus-directed.	City, master developer	✓	✓	✓	✓
Study area-specific considerations for defining program and process						
Short term	Buildable Parameters of the Site: Some acreage will be required for access and interior arterials. Additional acreage should be set aside as public space. Zoning may dictate eventual building footprint capacity, so a clear understanding of the capacity for development is needed.	City, master developer	✓	✓		
Short term	Clearly Define Workable Developer Agreement(s): What is expected from the public sector? What is expected from the private sector? What can each bring to the table? How can the approval and permitting process be as "vanilla" as possible?	City, master developer	✓	✓		
Short/medium term	Additional Uses: Allow open-air and/or seasonal market space, pop-ups, and incubator space.	City, master developer	✓	✓	✓	

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Rochester implementation (cont.)

Time frame	Recommendations	Implementation lead	Implementation timing			
			2021	2022	2023	2024+
Medium term	Preliminary Site Conceptualization: Street-facing storefronts with wide sidewalks, landscaping, and pedestrian amenities are important; so too is determining scale and accessibility.	City			✓	
Medium term	Key Parcels and Phasing Development: Phasing of the development is crucial, first in determining locations for desired goods and services and their footprints, and second, the capacity to influence future development for more interior locations.	City, master developer			✓	
Medium/long term	Parking Capacities: Consider centralized parking to the extent possible, or shared parking opportunities (in the rear of a building). The goal is an appropriate scale of development without a large amount of surface parking.	Master developer			✓	✓
Long term	Plan for the Future: As other parcels in the Bull’s Head neighborhood become available, consider city acquisition and land banking for possible land assemblage for future residential and/or public space development.	City, master developer				✓
Ongoing	Ongoing Steering Committee: A steering committee of city, community, and other stakeholder representation along with development community participation (developer, brokers, realtors) is recommended to continue to move efforts forward.	City, master developer	✓	✓	✓	✓
Ongoing	Site Ownership: Continued city ownership allows for site control, now and in the future. It may afford a menu of financial and other development incentives for the private sector.	City	✓	✓	✓	✓
Implementation						
Short term	Explore the feasibility of incorporating a collective impact approach to address certain key interconnected and complex issues associated with redevelopment/regeneration and, specifically, to facilitate deeper anchor relationships that can accelerate progress and improve the probability of successful outcomes.	City	✓	✓		
Short term	Connect with Connected Communities and Roc the Future to better understand how to apply the collective impact model to the Bull’s Head redevelopment effort.	City	✓	✓		
Short term	Explore current and new partnerships with GIS providers to identify new functionalities and how to best implement them in Bull’s Head.	City	✓	✓		

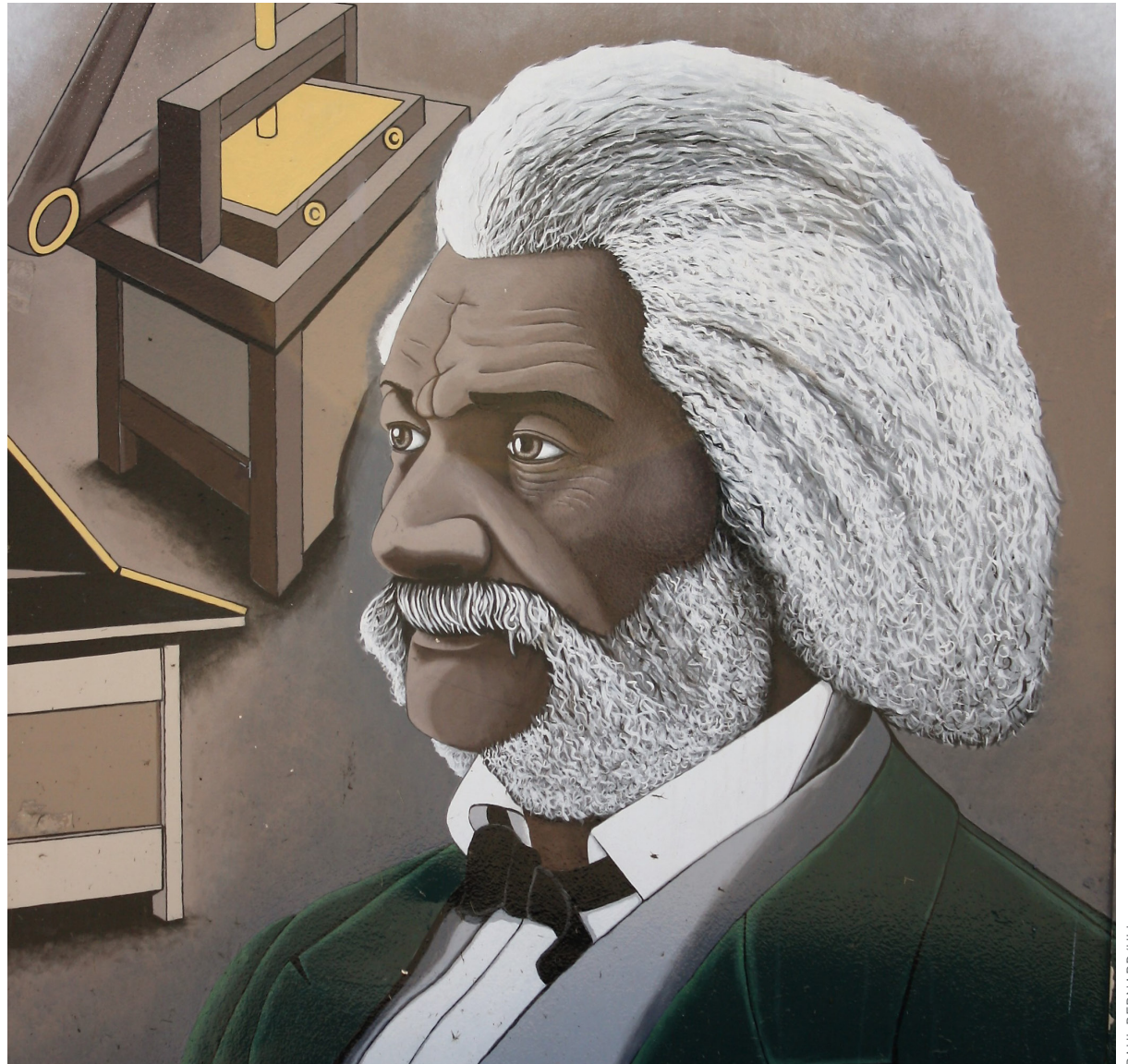
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Rochester implementation (cont.)

Time frame	Recommendations	Implementation lead	Implementation timing			
			2021	2022	2023	2024+
Short/medium term	Use GIS district mapping tools to support planning and engagement efforts.	City	✓	✓	✓	
Medium/long term	Consider thinking bigger when it comes to implementation, particularly with the potential of developing strong partnerships with anchor institutions.	City			✓	✓
Long term	Consider partnering with Rochester Regional Health to develop a distributed energy system or a mini grid that would stabilize energy costs for Bull's Head residents and businesses and be climate sensitive.	City				✓
Ongoing	Consider redevelopment of the 12-acre study area as if it were its own master plan to internally focus efforts for prioritizing ongoing implementation in the neighborhood.	City	✓	✓	✓	✓

Conclusion

Shortly after the final presentation for this vASP, the sponsor announced the selection of a master developer team. This is the start of a longer process to negotiate and refine the roles, responsibilities, and expectations of the city and the developer team for the redevelopment of the 12-acre site that is the study area for this vASP. As reflected in this report, the panel focused its recommendations on essential elements to ensure that revitalization and regeneration efforts in Bull's Head are inclusive of all stakeholders, reflect a shared vision, and build the table for vibrant, neighborhood retail in the future. Ultimately, the panel believes the city of Rochester should seize this opportunity to think differently in its approach to the revitalization of Bull's Head—to think bigger and engage more deeply.



One-time Rochester resident Frederick Douglass as depicted in local mural.

About the Panel

Paul Bernard

Panel Chair

Columbia, Maryland

Bernard currently serves as an adjunct lecturer in the Master of Professional Studies Program in Urban & Regional Planning at Georgetown University. He is a former executive vice president for ULI, where his responsibilities included global management of Advisory Services, UrbanPlan, Professional Development, and the Awards programs.

Before joining ULI, Bernard served as vice president at Enterprise Community Partners Inc., where he led the organization's national public-sector and community development advisory practice.

Previously, he held several senior roles in government and the private sector, including senior vice president at Walker & Dunlop, where he led the company's Investment Advisory practice. He was also a principal at MunieMae, managing the growth and operations for about \$1.0 billion in institutional capital.

Bernard also held senior positions at the city of Detroit, where he was appointed by Mayor Dennis Archer as the director of planning and development and at Public Financial Management, where he was a senior managing consultant for federal, state, and local municipalities and public authorities.

Bernard holds a master's in public policy from Harvard University and an MBA and a bachelor's degree in foreign service from Georgetown University.

Antoine Bryant

Houston, Texas

Bryant, associate AIA, APA, is a thought leader and community engagement expert with over 25 years of experience in the planning and design, development, and empowerment of underserved communities across the United States. Working in the public, nonprofit, and private arenas, he is well versed in the demanding language of government regulations and standards, having successfully completed and received funding for HUD 202, 811, and 203K projects, used Community Development

Block Grant (CDBG) and HOME funds, as well as Low-Income Housing Tax Credits. He has leveraged his extensive community development experience to become an advocate for high-potential communities, leading public engagement efforts throughout the country and abroad.

As executive director of Row House Community Development Corporation (Row House CDC), he managed and directed the construction of the award-winning Row House Duplexes, the newest quality affordable housing in Houston's Third Ward in over 15 years. Bryant led numerous planning and engagement efforts over the years, including serving as a public engagement lead with Houston's METRO, resulting in a 500 percent increase in critical community engagement activities during his tenure. Currently, he serves as a project manager and director of business development for the Houston office of Moody Nolan, a nationally recognized architecture firm based in Columbus, Ohio. The nation's largest design firm under African American leadership, Moody Nolan is excited for its innovative designs coming to Houston, with the first two major educational facilities

directly within historic African American neighborhoods. In all of Bryant's work, intentional efforts are made at empowering indigenous populations who have undergone various levels of disenfranchisement and ensuring that they have a deliberate voice in the improvement and growth of their community.

Nationally, Bryant serves on the board of directors for the National Organization of Minority Architects (NOMA) as the director of strategic partnerships, establishing relationships with affiliated organizations and firms that work with architects across the country, who are aligned with NOMA's vision. In addition, he was appointed to the ACE Mentorship National DEI (Diversity, Equity & Inclusion) Committee, and serves as a health equity co-chair for International WELL Building Institute. Locally, he plays a tremendous role in the growth of the city of Houston, as a member of the Houston Planning Commission, and serving as secretary on the board of directors of the OST/Almeda Redevelopment Authority (TIRZ #7).

In summer 2016, he was the public engagement lead for APA's nationally recognized Community Planning Action Team's first international study, in Belize City, Belize. Bryant served as the team lead for a Master Planning Sustainable Design Assessment Team (SDAT) with the AIA for Central Falls, Rhode Island, in 2019,

as well as the public engagement lead for an SDAT with the AIA in Dubuque, Iowa, in 2017. He received his BS in urban and regional studies from Cornell University, and master of architecture from the University of Texas, with study abroad experience in Tokyo, Japan.

Lawrence Cranor **Boston, Massachusetts**

Cranor joined RKG Associates Inc. in 1992, with 15 years of experience in applied demography, market research, site selection, and competition studies for other firms, including national retail chains. He has applied this background to managing a wide range of assignments for RKG Associates, which include a broad range of retail products, consumer surveys and spending research, site location research, urban revitalization/market strategies, and general economic development.

He has been involved in numerous transportation-related studies, including analyzing the impacts of new roadways, bypasses and exits, and the effects of transportation-oriented development strategies on residential and retail growth. Cranor also has a wealth of experience analyzing the fiscal impacts of private development on municipal revenues and services.

Ashley Jones **Atlanta, Georgia**

Jones is a member of Invest Atlanta's Community Development team serving currently as its assistant director of commercial development. She is primarily responsible for streamlining the organization's commercial development financing efforts, retail strategy, and the disposition of Invest Atlanta's real estate portfolio. With years of experience in the real estate industry, she is dedicated to seeing the city's capital investments improve the quality of our communities and support the empowerment of residents within the city.

Before joining Invest Atlanta, Jones was a member of Cushman & Wakefield's Healthcare Practice Group. During her time with the organization she worked with institutional owners and occupiers on their leasing requirements. Her client list ranged from Emory Healthcare to DaVita Dialysis, as she provided services including but not limited to site selections, lease negotiations, renewals, relocations, acquisitions, and financial analysis. She began her real estate career in her hometown of Richmond, Virginia, where she worked for C&W Affiliate, Thalhimier Commercial Real Estate.

Jones earned her BBA from Howard University (Honors) and pursued graduate studies in real estate and urban land development at Virginia Commonwealth College. During

her education at Virginia Commonwealth University, she earned the CCIM Virginia Carl Wagner Scholarship, the CCIM Virginia Diversity Scholarship, and the VCU Real Estate Circle of Excellence Scholarship. She is a proud graduate of ULI's Center for Leadership Class of 2018 and currently serves as the chair for the 2021 class in addition to being a member of ULI Atlanta Advisory Board. With a passion for increasing the diversity of talent within the commercial real estate industry, she currently serves on the local ULI Task Force for Diversity, Equity, and Inclusion and previously served on the Atlanta Commercial Board of Realtors President's Advisory Committee for Diversity. When she is not serving the community in her professional endeavors, she is lending a helping hand at her church or through her board with Focus Community Strategies.

Bill Lashbrook Hopewell, New Jersey

In 2020, Lashbrook retired from PNC Bank, completing a 47-year banking career with the last 35 years in commercial real estate. He began his career in 1973 at the Bank of New York. After 12 years there as a corporate lender, he moved to commercial real estate lending. In 1993, he joined MidLantic Bank as the real estate credit officer and retained that role after that bank's merger with PNC in 1997. After joining PNC, Lashbrook held various roles, including providing customers with debt and equity capital for real estate

investment, acquisition integration, internal bank risk management, and regulatory risk capital reporting for commercial real estate.

In 2018, he led industry groups that successfully corrected, via congressional statute, a 2015 U.S. regulatory capital scheme that affected all U.S. banks. That regulation mismatched a capital surcharge requirement relative to the actual risk period on bank commercial real estate development lending, increasing industry costs. The statute aligned the CRE surcharge with existing bank management and regulatory risk examination practices, freeing up billions of industry capital to support other types of lending.

Lashbrook has been a ULI member since 1998. In 2004, he arranged ULI's first sustainability discussion at the 2004 Fall Meeting. Titled "It's Green and It Works," this panel session played to a full house. He went on to become a founding member of ULI's Climate, Land Use and Energy (CLUE) committee, a predecessor to the ULI Center for Sustainability and Economic Performance. He has served on 10 Advisory Services panels, including ULI's first panel focused on sustainability factors in Biloxi, Mississippi, in 2008 and was a member of ULI's "After Sandy" Advisory Panel that highlighted the need for resilience planning for the coastal areas of New Jersey, New York, and Connecticut. In July 2019, Lashbrook was a member of the ULI panel

advising property owners and District agencies on the implementation of Washington, D.C.'s energy efficiency and sustainability statute.

Also at ULI, he has been an active member and leader in Product Councils, first in Urban Development Mixed Use Councils, then an early member of the Responsible Property Investing Council and later cofounded the Redevelopment Reuse Product Council. Lashbrook is a Governing Trustee of ULI, a ULI Foundation Governor, and on the board of ULI's Women's Leadership Initiative. In 2018, he completed a two-year term as an executive committee member of ULI Americas.

Lashbrook graduated from Duke University in 1973 with a BA in political science and economics. He received an MBA from Seton Hall in 1976.

Kimberly Robinson Springfield, Massachusetts

Robinson is a knowledgeable, talented, and visionary senior planning leader with vast experience thoughtfully and successfully guiding regional planning and community development at the city and county levels. She is recognized for her expert ability to create a holistic and compelling shared vision; anticipate challenges and creatively leverage opportunities; analyze complex issues, find creative solutions, and develop relevant and impactful policy.

She is currently the executive director of the Pioneer Valley Planning Commission, the state-designated regional planning agency for the 43 cities and towns of Western Massachusetts's Hampden and Hampshire counties. The organization has a broad portfolio of work, such as projects in the realms of environmental protection; land use and zoning; transportation, including staffing the Metropolitan Planning Organization for the region; economic development, public health and emergency preparedness, domestic violence prevention and Community Development Block Grant-funded projects (such as infrastructure and social services) and administration, among others.

Before this, Robinson served as the executive director of the Truckee Meadows Regional Planning Agency (TMRPA) in Reno, Nevada, for nearly 12 years. Her demonstrated ability to successfully manage complex projects, programs, and operations is in evidence here, with the agency completing many diverse and complex projects under her tenure. These include an Industrial Land Needs Analysis, the Consensus Forecast and Spatial Dis-Aggregation for the TMRPA Region, the Truckee Meadows Housing Study, and two five-year updates to the regional plan, among others.

Previously, Robinson worked as the community planning services manager at Washoe County, focused on land use, current planning, development, and strategic planning for the department and the entire county. She also worked at the city of Detroit for nearly 10 years and was involved in many community development projects, such as a Buy and Build program to encourage residential development, and the development of the Neighborhood Indicators project with the University of Michigan, to assess the health of neighborhoods and assist in the development of resource allocation policies.

She has a BS in hotel administration from the University of Nevada, Las Vegas, where she graduated cum laude. She went on to earn a master of urban planning at the University of Michigan. Her professional affiliations include being a newly selected board member of the Public Health Institute of Western Massachusetts, as well as memberships in the American Planning Association (APA) and the Massachusetts state chapter of APA.



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