INNER LOOP NORTH

MOBILITY AND DEVELOPMENT STRATEGY

City of Rochester, NY
Malik D. Evans, Mayor
Rochester City Council

GTC

December 2025

Acknowledgments

The following organizations and individuals were integral to the development of this plan. Their knowledge, insights, and perspectives guided the mobility and development strategies.

Project Advisory Committee (PAC) Members:

Antonio Apollonio
Lisa Baron
Jody Binnix
Galin Brooks
Bruce Darling
Cody Donahue
Clara Forbes
Scott Frame
Erik Frisch
Pat Gooch
Kevin Kelley
Tom Kicior
David Kubiak
Suzanne Mayer
Mary McClelland
Gladys Pedraza Burgos
Marlen Quintero
Charles Reaves
Sara Scott
Matt Simonis
Ron Thomas

Stakeholder Focus Group Members:

Marketview Heights CAP
Rochester Downtown Development Corporation
Grove Place Neighborhood Association
CONEA
Hinge Neighbors
High Falls BID
Monroe Community College
Rochester City School District
Maguire Properties
Rochester Red Wings
YWCA Rochester & Monroe County
FIFCO USA
Center for Disability Rights
Reconnect Rochester
Common Ground Health
Black Girls Do Bike
43 North Real Estate
Rochester Housing Authority
Roc City Leasing LLC
Winn Development
Fortified
Greater Rochester Habitat for Humanity
Gallina Development
Buckingham Properties
Home Leasing
First Genesis Baptist Church
Conifer
Ibero Development
CSD Housing
Urban League of Rochester

Rochester 2034 MOVING FORWARD

Led By:

City of Rochester
Anne DaSilva Tella, Director of Development
David Riley, Principal Transportation Specialist
Kevin Kelley, Manager of City Planning

Genesee Transportation Council
Jim Stack, Executive Director
Chris Snyder, Program Manager

Consultant Team:

MKSK
NELSON NYGAARD
HIGHLAND PLANNING
Better Dialogue. Better Decisions.

Table of Contents

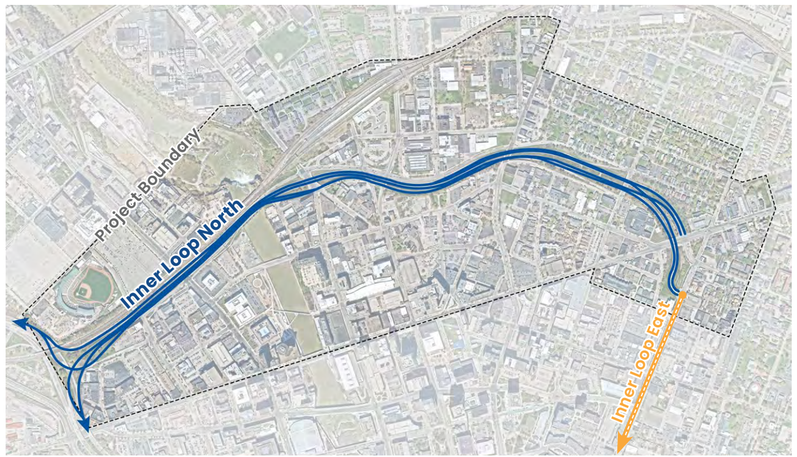
Executive Summary

This study presents a plan for future land use, open space, and mobility improvements following the transformation of the Inner Loop North Corridor from a grade-separated highway to a network of at-grade, walkable city streets.

The barrier created by the Inner Loop North today is both a physical and perceived barrier to connectivity between neighborhoods and Downtown as well as a breakdown in urban fabric near the heart of our city and the region. This plan emphasizes creating a series of walkable blocks with new development and public spaces that mend the gap presented by current conditions and increase economic vitality, community development, and a sense of place.

Outcomes of this Study

The Inner Loop North Mobility & Development Strategy was initiated as a parallel study to the Infrastructure Design Project being led by the City of Rochester. Throughout the initial Inner Loop North Transformation Planning Study (2022) and the Infrastructure Design Project, future land use and open space design have been a consistent topic of discussion and the City recognized the need for a specialized study. The study focuses on four goals aimed at creating a coordinated development plan for future land use, open space, and mobility on the new city streets that has clear steps to implementation.



Existing Inner Loop Infrastructure

Land Use and Development Strategy
Land use and development recommendations broken down by sub-area, bolstered by market analysis and community feedback.

Open Space Strategy
Recommending public spaces that are complimentary to the goals for development and mobility both in each sub-area and for the corridor as a whole.

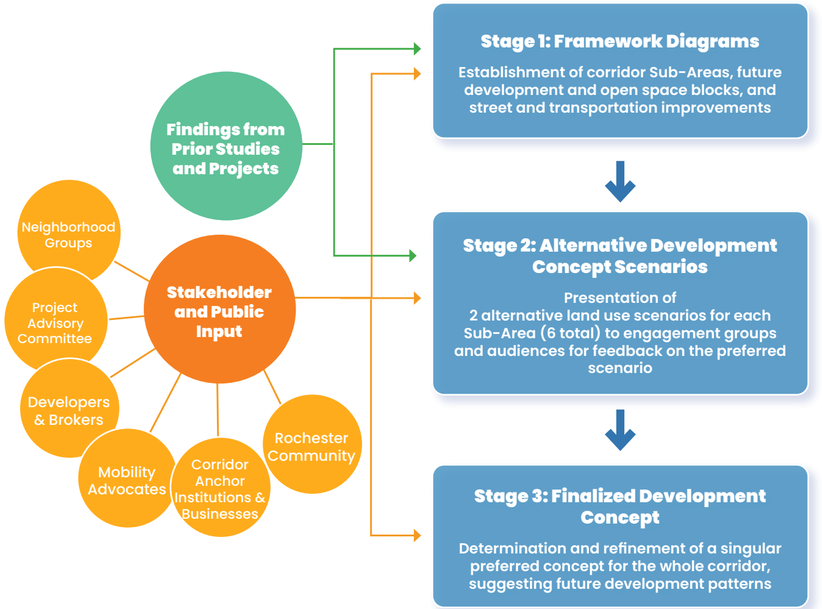
Mobility Recommendations
Mobility network recommendations for cyclists, pedestrians, and motorized traffic that consider nearby facilities.

Implementation Tools
Exploring land disposition, phasing, and anti-displacement strategies to guide the City through multiple decades of implementation.

Background & Process

The study began in July of 2024 and concluded in December of 2025 with this report. After selecting a consultant team comprised of MKSK (team lead, urban planning and development planning), Nelson\ Nygaard (transportation planning), and Highland Planning (community and stakeholder engagement), the process first focused on establishing an understanding of existing conditions, and the results of relevant prior and ongoing studies. These studies include the Inner Loop North Transformation Planning Study (2022), which was the initial study exploring alternative street network configurations, future land use and character, a market study, and community engagement. This study's results were at a high level and provided necessary direction to explore its recommendations in more detailed follow-up projects. Building off of the Transformation Study, the Infrastructure Design Project is the engineering and design process for the future street network to replace the Inner Loop North. This project will span multiple years and includes evaluating alternatives to detailed street design conditions, traffic modeling, and will eventually lead design documentation and the construction phase of the Inner Loop North's Transformation. Reviewing results of prior completed plans as well as frequent coordination with the Infrastructure Design Project became vital to the advancement of the Mobility & Development Strategy. Feedback and progress shared between these two efforts allowed for more seamless engagement and more grounded concepts and recommendations as the two studies were operating under a shared understanding. For more information on project background, see Section 1.

Concept Planning Process



Community & Stakeholder Engagement

Over the course of this study there was a multi-phased engagement process. The process leaned on an iterative feedback loop with three target audiences: the Project Advisory Committee (PAC), four stakeholder focus groups (neighborhoods, mobility advocates, anchor users, and developers/brokers), and the public. The initial stage of engagement was built off the results from the other relevant studies and focused on determining preferences and objectives for future development in each sub-area of the corridor, recognizing their unique contexts. The second stage of engagement presented and received feedback on alternative development, open space, and mobility concepts for the corridor, and used that feedback to refine a preferred concept, captured in this report. Below is a summary of the key takeaways for each sub-area synthesized from all engagement methods. For more detailed information on the engagement process, see Section 2.

West Sub-Area

Existing conditions lacking in universal character reveal an opportunity to create a new neighborhood, highlighting some of Downtown Rochester's biggest amenities.

Central Sub-Area

The Central Sub-Area can support a wider mix of uses at higher densities and has the potential for the creation of a new dynamic sense of place.

East Sub-Area

Development in the East Sub-area should knit back together the neighborhood fabric before construction of the inner loop, and support existing neighborhood anchors.

40+
Stakeholder Roundtable Participants

120+
Public Meeting Participants

2
Open-House Community Meetings

28
Project Advisory Committee Members

Mobility Strategy

As Rochester considers the transformative removal of the remaining section of the Inner Loop, a return to a human-scaled street grid offers an opportunity to reshape urban mobility and community life. The transportation recommendations are grounded in three core principles of design: connectivity, safety, and multimodal access. These align well with the transportation-related goals that were established as part of the Inner Loop North Transformation Planning Study (2022) that aim to achieve connectivity and accessibility. They are also consistent with the goals and strategies in both the Placemaking Plan and the Transportation sections of the Rochester 2034 Comprehensive Plan. The project's transportation principles are elaborated below. For more detailed information regarding the mobility strategy and proposed roadway infrastructure, see Section 3.

Connectivity

A network that improves circulation and offers more direct and flexible routes for all users.

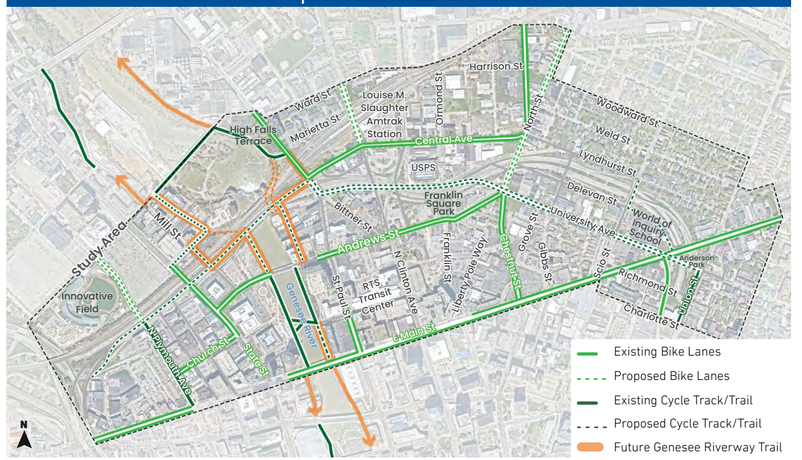
Safety

Intentional street design that leads to safer outcomes for all travelers.

Multimodal Access

Mobility network recommendations for cyclists, pedestrians, and motorized traffic that consider nearby facilities.

Proposed Bike and Trail Network



One-Way Protected Bike Lane

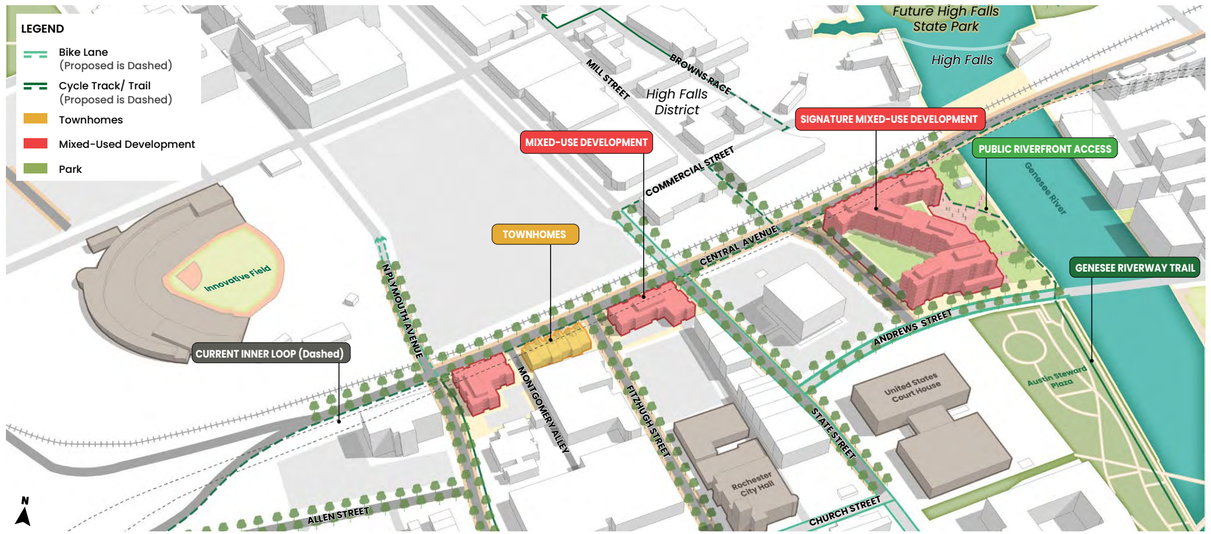
Two-Way Protected Bike Lane

Cycle Track

Trail Path

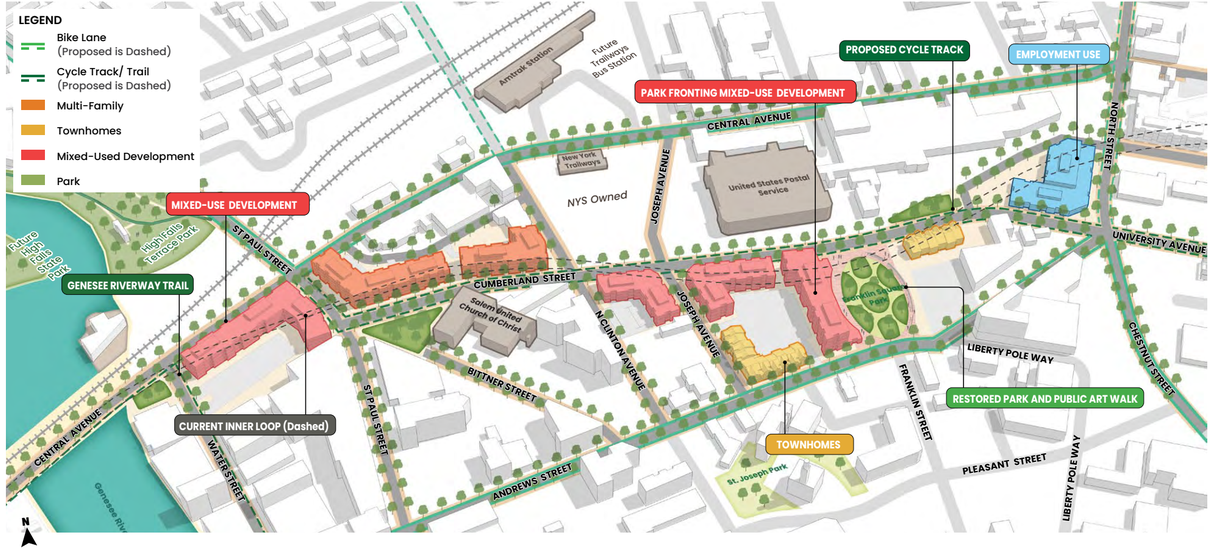
West Sub-Area

The West Sub-Area offers an opportunity to redefine a gateway to Downtown. The Inner Loop in this Sub-Area connects to I-490 as well as crosses State Street, a major corridor connecting the city's northwest quadrant to Downtown. In this Sub-Area the Inner Loop is elevated which furthers the physical barrier created by existing infrastructure. By removing the elevated highway and replacing it with an at-grade street, connectivity is less stressful and the development sites created offer reasonable medium density infill opportunities. This Sub-Area is also home to one of the more prominent sites along the entire corridor, which comprises parcels located along the Genesee River's west edge. The preferred concept recommends this site become a signature development that takes advantage of both the Inner Loop North's transformation and the frontage along the Genesee River to create a new Downtown destination. Through private investment and public realm improvements, redevelopment should mimic the historic character, and land uses visible in its surroundings. For more information on the development planning process for each sub-area, see Section 4.



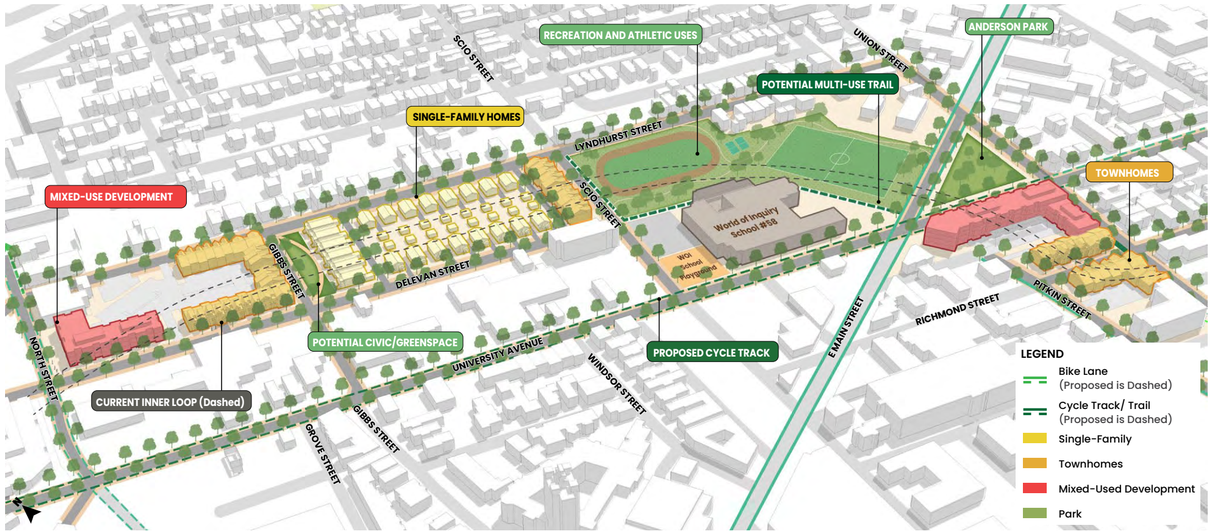
Central Sub-Area

The Central Sub-Area today lacks a defined character and sense of place. The sunken Inner Loop and its frontage roads create an astounding gap in connectivity, walkability, and Downtown fabric and character. The current land uses in this area are primarily commercial and employment based. It is also home to the city's Amtrak train station and Trailways bus station. The preferred concept promotes this portion of the corridor as an opportunity to create Downtown's newest mixed-use district. The concept proposes a series of mixed-use developments and more dense residential buildings to increase population in the area. This shift could aid in supporting more commercial uses by bringing more consistent and daily activity to the Sub-Area. The concept also restores Franklin Square Park to its original Frederick Law Olmsted design, which was severed by the construction of the Inner Loop. For more information on the development planning process for each sub-area, see Section 4.



East Sub-Area

The East Sub-Area differs from the context of Inner Loop East and the other two sub areas of Inner Loop North in that it is fronted by a lower density residential neighborhoods, Marketview Heights and Grove Place, as well as the World of Inquiry School #58. The preferred concept for this Sub-Area reflects the lower-density residential neighborhood fabric that exists around that corridor and what was there prior to the Inner Loop's construction. Additionally, green space and neighborhood amenities are a notable component to its concept. The East Sub-Area's transformation should restore the neighborhood fabric through the re-creation of a walkable residential neighborhood with opportunities for home ownership and better connectivity to surrounding neighborhoods and destinations. For more information on the development planning process for each sub-area, see Section 4.



Implementation

The plan concludes with the implementation section. Implementation is broken down into four categories, each with its own collection of strategies and considerations that balance the goals of the project with stakeholder sentiment and position the City to follow through on the preferred concept's vision. The categories are Process and Policy, Phasing, Development Characteristics and Impact, and Mobility. The strategies identified in this section will help guide City administration to implementing the vision of this plan.

It should be noted that this project was completed in December of 2025. The Infrastructure Design Project, which will define the future street network, parcels, and land available for new development and open space, is still ongoing as of this report. As the infrastructure design is finalized, there may be a need to update this study to reflect the final street and block network.

The next pages show a pair of maps that summarize the key recommendations and guidance of Section 4 (Development Strategy) and Section 5 (Implementation). Both maps include references to parts of Section 5 that elaborate on the recommendations. The Development Implementation Diagram on page 12 illustrates how land use and development can phase and transform the corridor. It also includes recommended locations to focus active first floor uses, and other notes about the sites. The Mobility Implementation Diagram on page 13 illustrates how transportation infrastructure can enhance how residents and visitors will be able to get around throughout the project area. It identifies key strategies and infrastructure of the future transportation network.

For more detailed information on implementation strategies, see Section 5.

Development Characteristics & Impacts

1. Mixed-use development is encouraged but should be strategic
2. Future commercial uses should focus on both daily needs and creating destinations
3. Future developments should focus on mixing incomes
4. Encourage homeownership across multiple residential development types
5. Promote universal accessibility
6. Strategically locate parking and keep it to a minimum
7. Build with consistent setbacks along all new development sites
8. Collaborate and integrate with other initiatives
9. Future investment is expected near the corridor
10. Architectural designs should reflect existing context as appropriate
11. Promote anti-displacement strategies

Phasing

1. Overall strategy on phasing
2. Phase RFPs in correspondence with construction phases
3. Do not compromise higher potential for short-term market interests

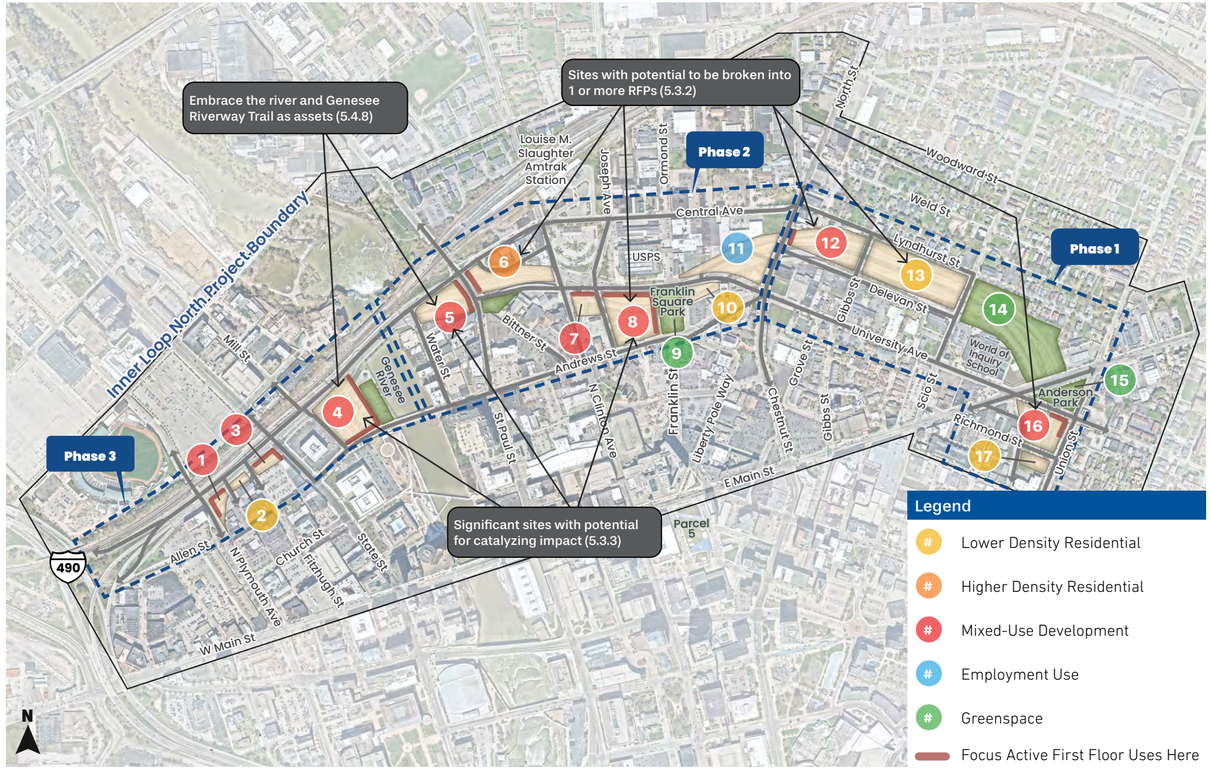
Process & Policy

1. Establish a task force to oversee implementation
2. Establish tailored RFPs and the RFP review process
3. Encourage inclusion of smaller and minority owned firms in the implementation process
4. Continue coordination with local, state, and federal departments, their initiatives, incentives, and programs
5. Update zoning in accordance with this study
6. Potential updates to this study

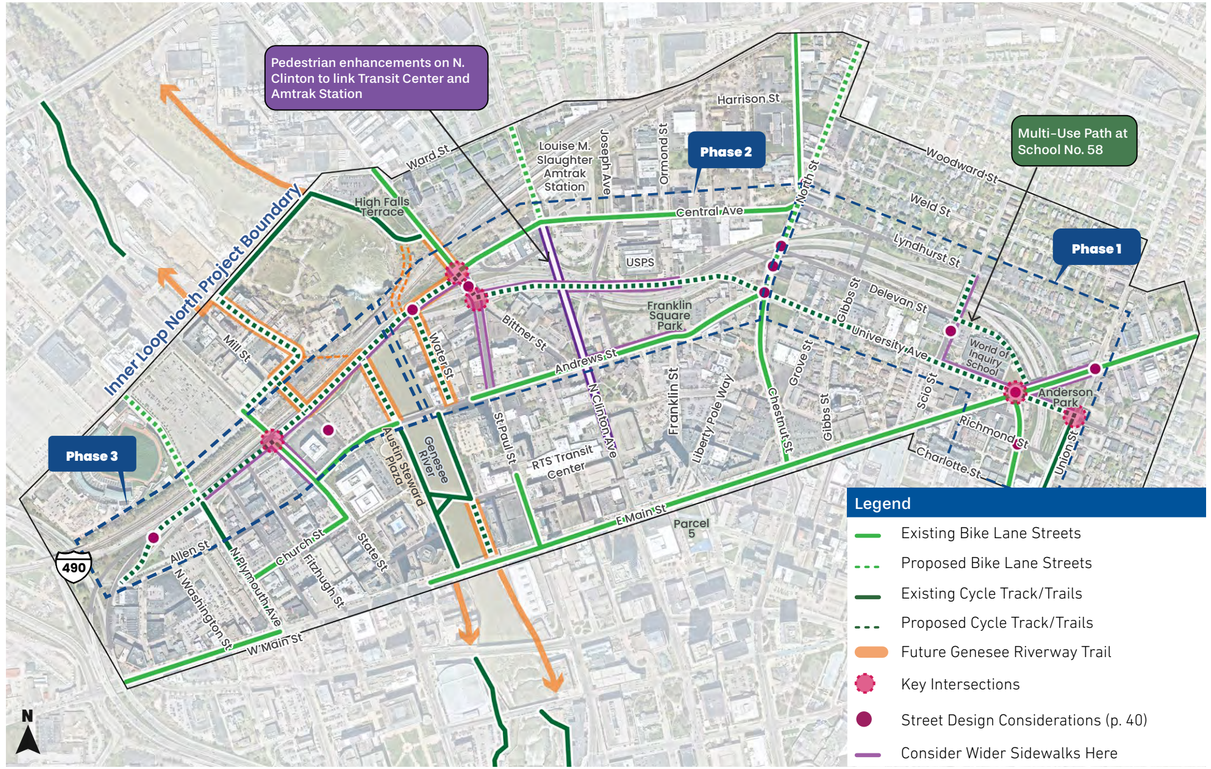
Mobility

1. Ground all transportation decisions around the principles of connectivity, safety, and multimodal access
2. Encourage Regional Transit Service (RTS) to introduce one or more transit routes throughout this newly established corridor
3. Ensure that a dedicated and protected bike facility extends east-west from Union Street to Plymouth Avenue along the core corridor(s)
4. Incorporate development requirements and incentives that support walkability and accessibility
5. Ensure convenient and secure bike parking with new development

Development Implementation Diagram



Mobility Implementation Diagram



Frequently Asked Questions (FAQ)

Common questions regarding the Inner Loop North project have been collected and answered below. These questions reflect the common inquiries of both stakeholders and the greater Rochester community expressed during the planning process, which will continue to be relevant through implementation.

Why was this project initiated?

The Inner Loop North's transformation from expressway into a network of at-grade city streets will lead to the creation of new parcels of land that will offer opportunities for future development and the creation of new open space. During the initial Inner Loop North Transformation Planning Study (2022) and the ongoing Infrastructure Design Project, the city recognized the differences between the Inner Loop North and East projects in both scale and differing contexts. That recognition led to a desire to prompt targeted conversations and exploration of future land use, open space and mobility related to the future of the Inner Loop North.

What is the relationship between this study, the 2022 Inner Loop North Transformation Planning Study and the ongoing Infrastructure Design Project?

The 2022 Inner Loop North Transformation Planning Study identified a preferred conceptual street network to re-design the Inner Loop North Corridor. It set the stage for the ongoing Infrastructure Design Project, the more detailed design of traffic lane configurations and multimodal connectivity. The Transformation Planning Study also provided initial exploration of future land uses along the corridor, serving as a jumping off point to this Mobility & Development Strategy. The ongoing Infrastructure Design Project focuses on the engineering and design of the future road network replacing the current Inner Loop North. That process is further exploring the conceptual street network identified in the Transformation Planning Study. This Mobility & Development Strategy coordinates with and builds off the Infrastructure Design Project to create a land use, open space, and mobility strategy for the blocks created because of the street network being engineered.

Who was involved and engaged in this planning process?

This project utilized three different types of engagement groups: The Project Advisory Committee (PAC), stakeholder focus groups, and the public. The PAC, consisting of government staff and community representatives met on a regular basis to discuss project progress. Four stakeholder focus groups that included representatives of prominent organizations or anchors along the Inner Loop corridor provided a specific point of view for review of plan content. These stakeholders included neighborhood groups, mobility advocates, business operators, and developers and brokers. Additionally, there were two open house style community meetings to gather feedback from the public at designated intervals.

What are the outcomes of this strategy?

This strategy resulted in the creation of a vision for land use, open space, and mobility along the corridor. It also provides guidance for the City for the implementation process. Additionally, this study presents a preferred concept in Sections 3 and 4, and includes depictions of future development types, open space characteristics, and transportation improvements.

How definitive is the resulting vision and preferred concept plan?

The vision and preferred concept for the corridor is a result of the insights and experience of the consultant team, a market study conducted in this process, benchmarking against local and regional examples, and stakeholder feedback during this process (July 2024 to October 2025). Implementation of this project will take multiple decades and thus may warrant future revisions or updates as the infrastructure design, market conditions and stakeholder sentiments evolve. This preferred development concept is meant to inform future requests for proposals (RFPs) for development of parcels created by the project and is not meant to serve as definitive proposals for each parcel of land. Each site will be subject to future design, engineering, and City approval.

What impacts will this preferred concept have on traffic in the area?

Traffic impacts from the new street network and future land use and open space are continuing to be studied as part of the Infrastructure Design Project. That process utilizes a traffic model to inform the final design of the street network, with the intent to find a design that best distributes traffic on the city street grid following the removal of highway infrastructure. The vision plan presented here has informed the traffic model's assumptions about future development. More information can be found at www.cityofrochester.gov/innerloopnorth.

Frequently Asked Questions (FAQ)

How will the future transformation and development of the Inner Loop North corridor impact current adjacent areas and neighborhoods?

The goal of the Inner Loop North's transformation is to create better connectivity between adjacent areas, including neighborhoods and Downtown. Additionally, future land use and open space along the corridor should add to the surrounding community, enhancing economic vitality and neighborhoods' character. The results of the transformation should enhance the quality of life for existing and potential future residents and create opportunities to provide new housing, amenities and services to the area on the newly created parcels of land. This report also provides recommendations to mitigate potential displacement of existing residents and businesses, a key objective of the study. The preferred concept presented in this study focuses primarily on parcels created by the Inner Loop North's transformation and does not plan for changes to existing occupied properties.

Does this study examine the impacts of this transformation on all modes of transportation?

Yes, this study does capture recommendations related to future mobility for all transportation modes along the corridor. This includes promoting accessibility in transportation and future development, pedestrian safety and experiences along the new streets, future transit opportunities, and the network of infrastructure established for bicyclists along the corridor.

How does this study impact zoning along the corridor?

Future zoning classification boundaries along the corridor will be updated following the finalized design of the road network and infrastructure when newly established parcels are more accurately defined. The nearly completed Zoning Alignment Project (ZAP) and its draft recommendations were reviewed for alignment with this study. The content of the new zoning classes accommodate the intended land uses captured in this study.

Will development be phased?

Yes, the Inner Loop North will create approximately four times as much land for new development as the previous Inner Loop East Transformation Project. This amount of land and the development potential it can offer will require a phased approach. Existing market conditions suggest that this amount of acreage is too large to be absorbed by the market simultaneously, but initial investments may raise the potential for subsequent waves of investment. Additionally, the construction and transformation of the highway itself will be phased over multiple years, meaning development sites will become shovel-ready at different times. Details of the phasing are yet to be solidified and will come after the Infrastructure Design Project is finalized. This study offers some considerations on phasing as part of the implementation Section (Section 5).

How can community members continue to be involved in this process of the Inner Loop North's transformation?

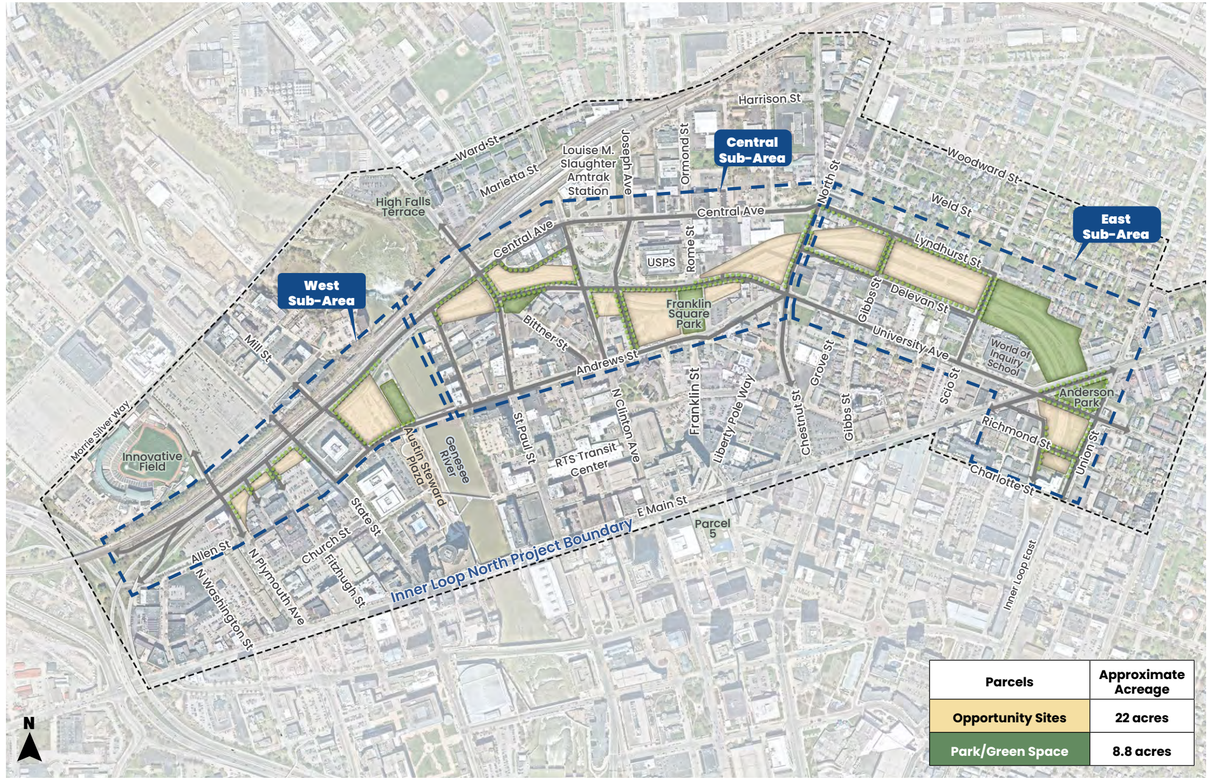
The Infrastructure Design Project will continue beyond the conclusion of this study and additional public input opportunities will occur as a part of that process. Other opportunities may arise for public input in future zoning process meetings or updates to this study, if they occur. Opportunities for input will be advertised on this website: www.cityofrochester.gov/innerloopnorth.

Will this study be revisited in the future?

One recommendation included in this document is that City leadership revisit the preferred development concept once the street network design is finalized and demolition of the highway infrastructure is farther along. After the Infrastructure Design Project is complete, development parcels have been more concretely identified, and more current market contexts evaluated, it would be ideal to review whether the proposed vision still aligns with future market opportunities, development standards, and public sentiment.

Section 1
Project Background

1.1 Project Study Area & Opportunity Sites



1.2 About the Study

The Inner Loop North (ILN) is the remaining 1.5-mile segment of the Inner Loop Expressway located along the northern edge of Downtown Rochester. The Inner Loop was originally completed in the 1960s and provided a 2.7-mile beltway expressway around the Downtown core of Rochester. Its impact was felt most gravely in the neighborhoods and communities where it was built, demolishing blocks of homes and businesses, and disconnecting the neighborhoods from Downtown. Decades of change in the Downtown and the city at-large have highlighted the lack of need for the Inner Loop, which is aging, underutilized and overbuilt for the volume of traffic it accommodates, warranting its removal. This presented an opportunity to reestablish the neighborhood fabric and street network of the community. Over two decades of planning and design led to the Inner Loop East's removal, completed in 2018, and transformation into a series of new at-grade city blocks and streets that reconnected neighborhoods and created economic investment in Downtown.

After completing that transformation, focus shifted to the remaining Inner Loop North section. An initial study, the Inner Loop North Transformation Planning Study (2022), developed an overall strategy for a similar transformation on Downtown's northern edge. The study included extensive public and stakeholder engagement, and a comprehensive design process that culminated in a preferred concept for the future city street network and block patterns. This concept was the starting point for an ongoing Inner Loop North Infrastructure Design Project, which will advance the design from planning-level concept to detailed design and eventually construction documentation to prepare for implementation. During the initial Transformation Study and continuing into the Infrastructure Design Project, stakeholders and the public wanted to see more proactive planning and greater input regarding the potential land use and open space on the future blocks along this corridor. As a response to this input, the City of Rochester and the Genesee Transportation Council established a parallel project to the Infrastructure Design Project, called the Inner Loop North Mobility & Development Strategy.

In 2024, a consultant team comprised of MKSK (project lead), Nelson Nygaard, and Highland Planning was hired to complete the project. The results of this study are captured in this report. The project focused on addressing the following key tasks to:

- Develop a strategy to create a preferred mobility, land-use, and open space layout along the corridor to best meet City goals and prepare the area for future investment opportunities.
- Create a strategic development process that is both market realistic and aspirational, recognizing the significant opportunity and potential for the ILN's transformation.
- Establish a strategy that includes recommendations to inform the implementation process.

The resulting 15-month process included stakeholder and public engagement, ongoing coordination with the Infrastructure Design team, development of multiple alternative scenarios for land use, open space, and mobility improvements, creation and evaluation of alternate scenarios, and finalization of the preferred concept captured in this report. This report also includes a section on key considerations and strategies for a variety of components in the implementation process.

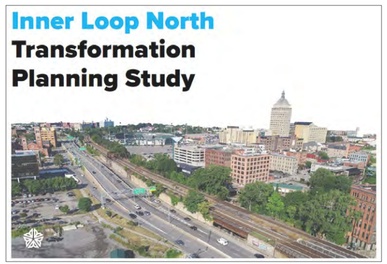
Looking southwest over Water Street towards the Genesee River and Downtown

Looking south at the crossing of the Inner Loop North and Clinton and Joseph Avenues

Looking east from North Street towards the Marketview Heights neighborhood.

1.3 Prior Plan Review

Previous and ongoing planning efforts in the City of Rochester helped inform the preferred concept of this study.



Inner Loop North Transformation Planning Study (2022)

The Inner Loop North Transformation Study identified a preferred concept for the re-design and transformation of the Inner Loop North corridor and detailed how that concept will reshape the roadway conditions through Downtown Rochester. The study also contains a summary of the community engagement that shaped the preferred concept, and a 2019 market study of the project area. Understanding the recommendations of the Transformation Study is important to this project's development planning, as the work builds cumulatively on decisions that have already been made. The study makes recommendations that are all-encompassing to shaping the character of the future redevelopment to the corridor, such as streetscape design, lot delineation, roadway classification, and phasing. The following is a brief summary of important insights gathered from the review of the Transformation Study.

Historic Context
The study reviews and acknowledges the lasting negative impacts of the Inner Loop's construction on neighborhoods and residents that has continued til present day. The Inner Loop was constructed through areas of the city already seeing targeted disinvestment and policies like redlining, that led to its impacts being felt primarily by black and immigrant neighborhoods. Some of these neighborhoods even today are still facing considerable economic constraints as a result of limited access to quality housing and jobs.

Planning for the transformation of the Inner Loop North began more than 30 years ago under a long-held recognition that the Inner Loop was under utilized and negatively impacting our neighborhoods and city almost immediately after its completed construction.

Community Engagement
Through the variety of engagement activities conducted as part of this study, participants indicated that the future of the Inner Loop North Corridor should consider racial equity in the redevelopment of available land, consider architectural diversity within future building designs, reconnect neighborhood assets to their surrounding context and neighbors, and contribute to a more walkable and less auto-centric Downtown.

Existing Conditions
The study highlighted the need for future development to focus on repairing the disrupted urban fabric from the original construction of the Inner Loop, prioritizing missing non-motorized transportation infrastructure, and diversifying housing options in the mixed-income neighborhoods.

This confirms many of the findings that the development and connectivity planning of today is intended to rectify.

Market Analysis
A market study was conducted in 2019 to gain an understanding of what kinds of development are feasible in the ILN project area and the capacity Downtown Rochester has to support these different land uses. It forecasted that the study area can support a wide range of land uses over the next 20 years

As part of this project, this market study was refreshed in 2024 with updated analysis post-COVID. The market refresh reached similar findings and maintains alignment with the original analysis in many land use and development categories.

Preferred Corridor Concept
The preferred concept for the redevelopment of the corridor, known as Concept 6 "City Grid Restoration," focused on restoring a street grid in the project area, balancing new development with public greenspace, and improving safety and comfort for multi-modal users through thoughtful streetscapes. It recommended that future development planning consider site design that breaks up the larger blocks to create the opportunity for smaller developers to participate in revitalization efforts and to ensure a more walkable scale of development.

Ongoing Coordination
The chosen concept from the Transformation Study was advanced in an ongoing Infrastructure Design Project led by the City of Rochester. The continued refinement and advancement of the preferred concept from the transformation study has a direct impact on this study. The Project Team coordinated closely with the ongoing Infrastructure Design Project.

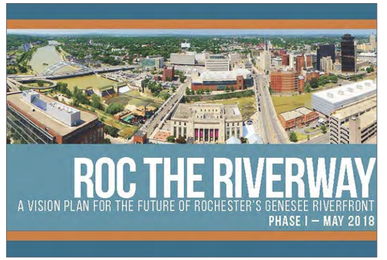
1.3 Prior Plan Review

Rochester 2034 Comprehensive Plan (2019)

The City's Comprehensive Plan emphasizes strengthening Rochester's identity through the celebration of its network of waterfronts and diverse, vibrant neighborhoods. The plan has separate policy and placemaking principles that guide the strategies and recommendations of the plan. Following the spirit of these principles is important as the redesign of the Inner Loop North Corridor is finalized. The Inner Loop North project is mentioned as a part of the following placemaking recommendations:

- Complete a planning study and implement the preferred alternative for the reuse of the Inner Loop North corridor that divides Downtown and adjacent neighborhoods
- Identify opportunities for establishing ball fields and other athletic facilities to serve World of Inquiry School No. 58 (WOI).
- As part of the Inner Loop North project, expand and enhance historic Anderson Park to its pre-Inner Loop footprint.
- Evaluate alternatives, advance recommendations, and seek funding to implement a redesign of the Inner Loop North corridor, including expressway removal and restoration of at-grade "complete" streets, infill development parcels, new green spaces for active and passive recreation, and multi-modal linkages to reconnect Northeast Quadrant neighborhoods with Downtown, the riverfront, and Genesee Riverway Trail.

The Inner Loop North is also mentioned in the streetscapes section as an opportunity to create a safer, more attractive public realm.



ROC the Riverway (2018)

ROC the Riverway is an initiative focused on revitalizing the Genesee River in the heart of Rochester. The initiative covers many different significant projects and efforts that directly connect with the river, including parks and public spaces, major infrastructure projects, trail systems, and private development and investments along the riverfront. The Inner Loop North's transformation is related to the initiative in that it will remove a significant barrier from the riverfront.

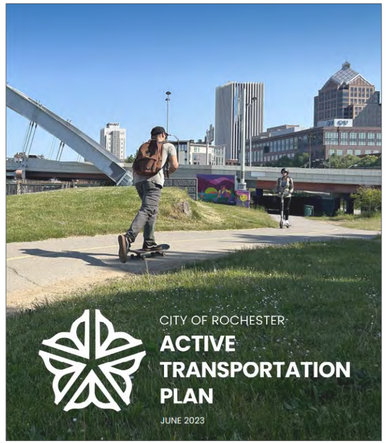
The Inner Loop North infrastructure currently crosses the Genesee River, therefore its demolition will open up access and connections to the riverfront. The network redesign may provide symbiotic benefits to the efforts to revitalize the riverfront, and allow for more enjoyment of the significant asset.

The additional nearby investments in public space can help drive development opportunities by providing non-motorized transportation connectivity and world-class amenities. Nearby, Austin Steward Plaza was recently completed, and just north of the Inner Loop will be the future High Falls State Park. Future completion of upcoming identified initiatives, compiled with those already completed, will enhance the Inner Loop North's connectivity with the city at large, and support continued development interest and success along the corridor.

Zoning Alignment Project (ZAP) (2025, Ongoing)

The ZAP is led by the City of Rochester with the aim of updating the city's zoning code as a key tool for implementing many of the policies contained in the 2034 Comprehensive Plan. The City's last zoning code update took place in 2003, and since then many of the patterns of where people work, live, and choose to spend their time have evolved.

In the draft of the updated zoning map from 2023, many of the development parcels that will be created from the Inner Loop North project fall into the Downtown Mixed-Use category which supports most types of development prioritized in this plan. Included as apart of the purpose statement for the Downtown Mixed-Use zoning district is "Intended to foster a vibrant district by encouraging dense residential development and a broad range of commercial, office, institutional, public, cultural, and entertainment uses and activities within the Center City." There are dimensional standards for buildings within this zone based on street typology, and design standards that are intended to promote Downtown Rochester as the desirable anchor for the region defined by a dense, urban, pedestrian-oriented experience. The ZAP is ongoing, with anticipated adoption in early 2026.



City of Rochester Active Transportation Plan (2023)

The Rochester Active Transportation Plan (ATP) is part of the implementation of the Rochester 2034 Comprehensive Plan and aims to make the city safer and more accessible for active transportation, which includes people walking and using mobility aids, riding bikes and scooters, rollerblading or skateboarding, and more. The ATP builds off past planning efforts with three main objectives: improving traffic safety, increasing accessibility, and expanding transportation options. The planning process included extensive community engagement and analysis of existing conditions, which together informed the ATP's recommended Action Plan. Recommendations in the Action Plan are divided into two primary categories: Policy, program, and process recommendations; and project recommendations.

Policy, program, and process recommendations are actions at a citywide level to help reach the goals of the ATP. The plan outlines specific actions under six larger topic areas:

- Develop capacity within City Hall to oversee implementation
- Engage Rochester residents in the implementation of the ATP
- Establish a traffic safety and education program to comprehensively and equitably advance the City's goal of eliminating serious and fatal crashes
- Align design standards, routine processes, and operations with active transportation goals
- Develop additional pathways for identification and implementation of pedestrian and accessibility projects
- Forge stronger connections between active transportation and land use

Project recommendations are specific infrastructure changes to Rochester's streets. The Action Plan includes 29 Pedestrian and Accessibility projects, which encompass 19 miles of safety-focused pedestrian improvements as well as pedestrian safety focused intersections. With the Key Bike Network projects, the ATP lays out a 63-mile Spine Network of bike infrastructure, which includes 44 miles of new project corridors and additional priority intersections for bike connectivity. The goal of the Spine Network is to create a strong grid of comfortable, predictable connections for people on bikes. Within the Inner Loop North study area and adjacent Downtown, the ATP identifies Spine Network elements on:

- Main Street through Downtown Rochester, which is also identified as a pedestrian priority corridor
- Clinton Avenue
- Plymouth Avenue
- Central Avenue
- State Street north of Central Avenue

The ATP also identifies performance measures to evaluate progress, focusing on safety, accessibility, and availability of mobility choices.

ROC VISION ZERO
SAFE, EQUITABLE MOBILITY FOR ALL

ROC Vision Zero Initiative (2024)

In June 2024, the City of Rochester announced a Vision Zero initiative to eliminate all traffic fatalities and severe injuries while promoting safe, healthy, and equitable mobility for all. Acknowledging that human error is inevitable, Vision Zero advocates for road system designs and policies that minimize the chances of such errors leading to severe outcomes. This entails improving roadway environments, implementing speed management policies, and enhancing related systems to reduce crash severity. Vision Zero also takes a multidisciplinary approach, involving various stakeholders to tackle this complex issue. It addresses multiple factors influencing safe mobility, such as roadway design, speeds, behaviors, technology, and policies.

ROC Vision Zero includes 10 priority actions, several of which are relevant to this plan. They include an emphasis on traffic calming and pedestrian safety improvements in areas heavily used by youths, older adults and/or transit users, as well as building on the Active Transportation Plan's recommendations to continue implementing a more robust bicycle network.

CONEA Upper Falls Neighborhood Master Plan (2023):

Completed in 2023, the CONEA-Upper Falls Neighborhood Master Plan, envisions strategies and recommendations for improvements to a neighborhood just north of the Inner Loop North corridor. The neighborhood boundary is the Inner Loop North on the southern end, the Genesee River on the west, Clifford Avenue on the north, and Portland Avenue/North Street on the east side. While much of the neighborhood does not fall within the immediate study area of the Inner Loop North's projects, there is important overlap.

Throughout the neighborhood master planning process, the Inner Loop North's planned transformation was a common theme brought up in stakeholder engagement. The Inner Loop and the CSX rail lines create a perceived and at times physical barrier between this neighborhood and Downtown Rochester. Many residents of CONEA-Upper Falls are dependent on transit, bikes, wheelchairs, and walking as a primary form of transportation. Ensuring the Inner Loop North transformation and subsequent development enhance connectivity to the neighborhood is critical.

The other areas of overlap between this plan and the ongoing planning and design work for the Inner Loop include future infill development between the Inner Loop and the CSX rail line along and near Central Avenue, as well as establishing primary bike routes and infrastructure north from Downtown into the neighborhood in alignment with the City's Active Transportation Plan.

Concerns were raised in the engagement process about displacement and gentrification from new developments in the neighborhood, not just along the Inner Loop North. Those concerns have been echoed by other stakeholders in the engagement process for the Inner Loop North and will need to be kept in mind as development and open space concepts are developed.

Hinge Neighbors – Inner Loop North Plan

In December of 2021, Hinge Neighbors – a local neighborhood and community advocacy group – developed a plan with input from nearby neighborhood representatives and residents for the Inner Loop North's eastern portion. The goal of the plan was to develop a community-driven vision for land use, transportation, and character of place following the Inner Loop North's transformation and reconstruction.

The concept plan proposed land uses, transportation strategies for multiple modes of transportation, and ideas for open space. The key themes of the concept plan are recommending development patterns that restore the fabric of the neighborhood that existed prior to the Inner Loop's construction. This includes an emphasis on single-family and medium density residential uses (less than 4 stories). Additionally, there are several locations along primary corridors through the area where the plan suggests opportunities for mixed-use development, namely North Street, Scio Street, and University Avenue. The plan takes a more comprehensive view of the neighborhood in providing land use recommendations for areas beyond the footprint of the Inner Loop North, which helps provide context to the recommendations of the concept plan.

1.4 Project Process

Launched in July of 2024, the 15-month process was divided into eight project tasks from project kickoff to final documentation.

The Project was initiated by the City of Rochester and the Genesee Transportation Council, in collaboration with a consultant team composed of planning and design firm MKSK, engagement specialists Highland Planning, and mobility and transportation experts Nelson\Nygaard. Between July of 2024 and October of 2025, this planning team engaged with the Rochester community to hear from as many voices as possible while drafting the development and mobility strategy. The study broke the eight project tasks into three phases of work.

In phase one of the process, the Project Team focused on learning from recent and ongoing planning studies that led to the need for this Mobility & Development Strategy. Coordination with other consultant teams on the results of prior engagement efforts were folded into other methods of analysis of how appropriate development should be determined in different locations along the Corridor. Public engagement of the Rochester community gathered input on their preferences for development character, and the results were combined with current market realities for urban development. These market realities include the City's capacity to support commercial real estate, balancing market rate housing with affordable housing options, current office vacancies, and the role of key institutions along the Corridor. Layered on top of this analysis was research into best practices for development in comparable cities, and policies that can act as tools to help guide the process into the desired results.

Phase two of the process advanced into concept planning, subdivided into three stages of work. First, creating a land use framework, which diagrammed high-level land use, open space, and mobility alternatives along the corridor. Next, feedback from the Project Advisory Committee (PAC) sharpened the land use framework into alternative development concepts with suggestions of building layouts along the Corridor. Lastly, the second round of public and focus group engagement finalized the preferred concept plan captured in this report.

Phase three was the share out of the final development concept and compiling the findings of all project phases into the final document.

Task 1: Project Coordination & Engagement Plan

Presentation of Engagement Plan and formation of the Project Advisory Committee (PAC)

PAC Meeting 1 (October 2, 2024)

Task 2: Review Past Planning Efforts & Studies

Summary of past planning efforts and studies, and evaluation of identified preferred street design of future roads

PAC Meeting 2 (November 20, 2024)

Task 3: Community & Stakeholder Engagement Round 1

Gather information and create a mutual understanding of the project between PAC, Stakeholders, Residents, and the Community

Stakeholder Roundtables (October 2024)

Community Meeting 1 (November 7, 2024)

Task 4: Produce Concepts for Development & Green Space Parcels

Develop three alternative development scenarios for land use and green space along the corridor

PAC Meeting 3 (February 24, 2025)

Task 5: Develop Transportation Considerations

Integrated with Task 4, explore access management, pedestrian safety, shared mobility and transit options, parking, and other potential improvements to the street network

Task 6: Community & Stakeholder Engagement Round 2

Solicit input on the draft development, green space, and mobility alternatives along the corridor

PAC Meeting 4 (June 23, 2025)

Community Meeting 2 (June 30, 2025)

Task 7: Develop a Draft Mobility & Development Strategy

Develop the draft mobility and development strategy based on the results of engagement round 2, inclusive of written recommendations and conceptual site plans

Stakeholder Roundtables (August 2025)

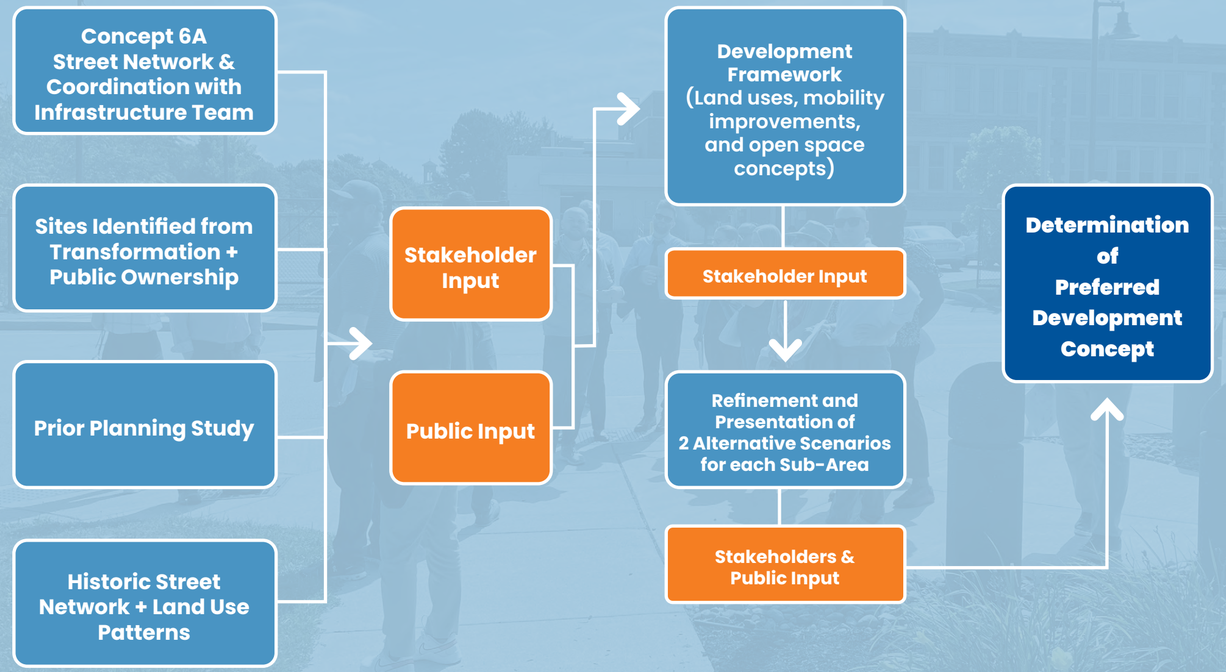
Task 8: Produce a Final Mobility & Development Strategy

Make appropriate revisions and produce the final strategy, based on input from the PAC and other engagement feedback

PAC Meeting 5 (October 7, 2025)

1.4 Project Process

This chart details the process for integrating all of the engagement feedback received along with the findings of prior planning studies into the final development concept reflected in this report



1.5 Market Study Update

Market studies help to identify trends and opportunities in various development sectors.

As a part of the 2022 Inner Loop North Transformation Study, a market study was conducted in order to determine the feasibility of different types of development for future land created by the demolition of the Inner Loop. The 2022 market study analysis covered topics such as demographic trends, an economic profile, and real estate opportunities throughout the study area.

Because the market analysis accompanying the 2022 Transformation Study was gathered prior to the year 2020, the data needed to be updated in order reflect the changes in the development and real estate landscape resulting from the COVID-19 pandemic and since then. This information does not serve as a definitive floor or ceiling for development capacities along the inner loop corridor but offers insights to inform land use decisions.

While the original market study investigated a larger collection of demographic and development market categories, this refresh focused on updating the data needed to verify the feasibility of the proposed development concepts. This market study update uses the same study area boundary established in the 2022 Transformation Study in order to compare the data.

It is worth noting that this boundary does not include some of the major development projects that have taken place in Downtown Rochester. These investments (shown right) include dynamic public spaces, additional residential units, and revitalized urban destinations. All are large enough to catalyze additional development around them, thus positively shifting the development market. Because these projects are outside of the surveyed boundary, their impacts will not be reflected in the market study update.

Market Study Area Boundary

Key Finding: These place-making interventions are significant investments, large enough to attract additional users to Downtown Rochester. Because these projects are not captured withing the market study boundary of the 2022 Transformation Study, the surveyed population will not include added users drawn to or inhabiting these spaces.

1.5.1 Market Disruptors

The Inner Loop East and North projects are market disruptors.

It is important to keep in mind that the Inner Loop East and North projects are "market disruptors" within themselves, meaning that their implementation can cause large and rapid changes to typical activity in the market. This unprecedented change to Rochester is reconnecting neighborhoods to the Central Business District with a large amount of land becoming available in a relatively short amount of time, an abnormal trend that a market forecast can't predict. Below are a few other types of x-factors that can impact the feasibility of development within the Rochester market area:

Employment Centers

Employers choosing to locate downtown or in the region offer opportunities for continued growth of downtown living.

Place-making and Amenities

Providing quality public spaces, experiences, and amenities downtown will attract residents, businesses and other investments over time.

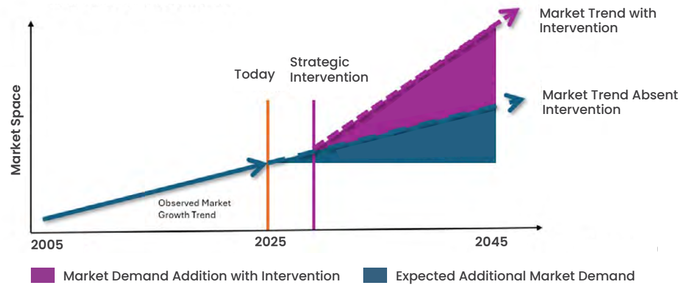
National Economic Trends

Broader national economic trends offer potential to hinder or bolster local development capacity.

Multimodal Connectivity

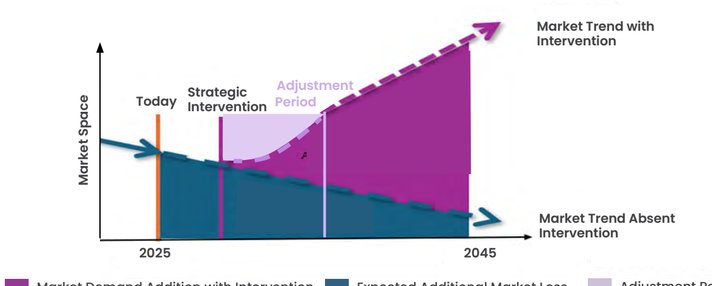
Prioritizing safety for pedestrians and cyclists, accessibility to anchors and amenities, and clear connectivity networks can drive more people downtown.

Impact to Market Demand with Strategic Place-making Intervention in a Slow Growth Market



This graph illustrate the concept of market interventions or disruptors on a market with existing steady growth.

Impact to Market Demand with Strategic Place-making Intervention in a Declining Market



This graph illustrate the concept of market interventions or disruptors on a market with an existing steady decline.

1.5.2 Demographics & Development Feasibility

The demographic data displayed at right was pulled from the wider range of statistics covered in the 2022 Transformation Study's Market Analysis. The most relevant data points are included in this summary of the refresh to determine where key changes occur.

In the four years since the initial market study, the demographics of the study area have changed. The area has seen a population increase of over 600 people, almost 400 new households. There is a considerable increase in median household incomes, from around $16,000 to over $34,600. But perhaps the most momentous finding from the market study update is the 290% increase in median home value. The dramatic increase is likely attributed to the COVID-19 Pandemic, during which single-family home prices skyrocketed nationally. The spike in housing prices has left many American cities, including Rochester, with a lack of housing available at a "missing middle" price point; quality homes that sell between an average of $150,000 and $300,000 in the Downtown area and nearby.

The Development Feasibility summary table (bottom right) reflects the findings of the market study refresh process. This table summarizes general types of land uses and provides a high-level feasibility assessment for each. This feasibility is based on recent examples in the area, national market trends and challenges, and the right column summarizes what is to be expected in terms of new development along the corridor. Residential land uses are typically out-performing retail and office uses; this is likely because of an existing surplus office and commercial real estate, thus creating a soft market for any new development. Any proposed retail and office uses should be limited and strategically located to increase vitality when proposed in development concepts.

Demographic Trends within the Study Area

	Study Area (2020)	Study Area (2024 Update)	Recorded Change
Population	7,738	8,393	↑ 655
Number of Households	3,669	4,062	↑ 393
Average Household Size	1.85	1.82	-
Median Household Income	$16,213	$34,642	↑ 113%
Median Home Value	$80,283	$313,830	↑ 290%
	Source: 2022 Transformation Study Market Analysis	*Source: 2024 Esri Business Analyst*	

Development Feasibility by Land Use

Land Use	Benefits/Constraints	Feasibility
Single- Family	Price-points have to be affordable and thus subsidized Desired for creating home ownership opportunities where complementary to existing neighborhood fabric (Marketview Heights)	Moderate
Multi-Family	Can serves a mix of different income levels Increased density provides more people and disposable income to support retail, restaurants, and entertainment uses A key component of the mixed-use development pattern desired Downtown	Strong
Townhomes	Provides possible diversity in home-ownership opportunities at a more inclusive price-point Contributes more to urban density than detached single -family homes	Moderate
Retail	Limited to key locations and coupled with residential growth opportunities Requires intentionality in mixing a variety of retail types avoid over saturation	Limited & Strategic
Office	Already considerable available office space Downtown Strategic, significant employment investments could be explored as part of a mixed-use development.	Limited & Strategic

1.5.3 Key Takeaways

Market forecasts and stakeholder feedback suggest capacity for a variety of residential development typologies. Over 22 acres will be available for development and green space once the transformation is complete.

Market forecasts and project team expertise suggest limited new retail opportunities. Retail should be incorporated strategically into the ground floor of mixed use buildings at key locations.

Forecasts look forward multiple decades and will likely be impacted by various external events that are currently unknown.

Thoughtful place-making can increase market demand.

The Inner Loop East and North projects are market disruptors within themselves. This unprecedented change to downtown is reconnecting neighborhoods to the central business district, something a market forecast can't predict.

Development in this corridor can help to re-catalyze office and employment land uses in the surrounding area, but should be limited on the Inner Loop North corridor because of the abundance of space nearby.

Section 2
Community Engagement

2.1 Engagement Overview

The planning process brought more than 200 Rochester voices into the conversation.

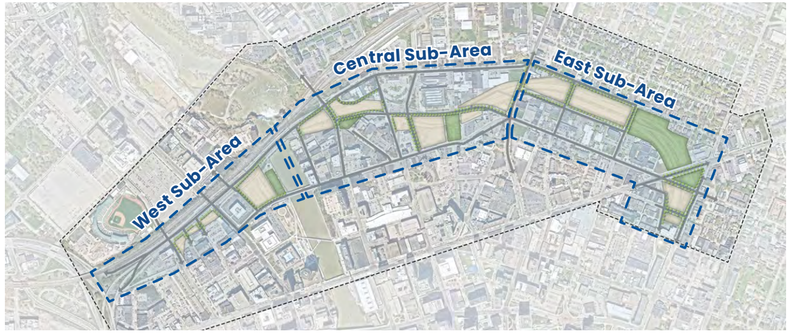
The Inner Loop North Mobility and Development Strategy is informed by the ideas, comments, and aspirations received through all the avenues for engagement executed throughout this process. During project kickoff, the Project Team identified three groups that would serve as engagement audiences throughout the planning process: a Project Advisory Committee (PAC), stakeholder focus groups, and the general public. Many individuals engaged in this process were involved in the Infrastructure Design Project (ongoing) and/or the 2022 ILN Transformation Planning Study, sharing their deep knowledge base with this Project Team.

Project Advisory Committee

The Project Advisory Committee was comprised of representatives from various governmental agencies at the local, county, and state level, as well as leadership from neighborhood organizations, and mobility advocacy groups. Twenty-eight individuals, in addition to the staff from the City, GTC, and the Consultant Team, met five times throughout the project. The PAC's role was to provide the Project Team with feedback on new content as it was developed. Many PAC members were actively involved in the 2022 Transformation Study and the ongoing Infrastructure Design Project.

Stakeholder Groups

Four Stakeholder Groups met twice during the planning process, around the same intervals as the Community Meeting. These groups allowed for targeted discussions with subject-matter experts related to our project. The four group categories were Neighborhoods, Mobility Advocates, Anchor Users (large landowners, employers, or institutions along the corridor), and Developers & Brokers. In total, 30 organizations were represented in these groups.



Exhibits used for engagement focused on each sub-area, recognizing their own unique contexts and opportunities.

Community Meetings

Community Meetings were an invaluable method for the planning team to share ideas with the public, engage in conversations about the possibilities for the future of the corridor, what needs to be improved, and collect feedback on how to best move forward in the planning process. This study included two community meetings, one in each phase of engagement. There were approximately 120 attendees in total between the two meetings. The meeting results are cataloged as part of the engagement phase summaries at the end of this section. Meetings were advertised via online and email lists, and social media posts.

Community Meeting One: Held at the World of Inquiry School No. 58 (WOI) on November 7th 2024, this meeting focused on hearing from the community by way of interactive stations and poster exhibits throughout the space. With an open house format, Rochester residents were asked to share their preferences on land use, open space types, and mobility options for each sub-area.

Community Meeting Two: Held at the WOI on June 30th 2025, this meeting focused on reviewing alternative development and open space concepts for the corridor. For each sub-area, there was a station in which two alternative scenarios could be reviewed and feedback could be provided. Each scenario built on the preferred land use framework created from the input collected during Community Meeting One, and explored some more detailed characteristics. These included building form and height, block layouts, open space design, and more. The feedback gathered at this meeting helped shape the preferred concept.

2.2 Key Findings from Engagement: West Sub-area

Existing conditions lacking in universal character reveal an opportunity to create a new gateway, highlighting some of Downtown Rochester's biggest amenities.

Key Takeaways for Land Use + Development Character

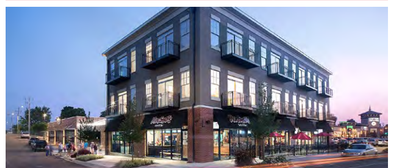
- Higher density development will support and complement nearby amenities such as Innovative Field, and the future High Falls State Park.
- If pedestrian and cyclist safety can be improved, there is an opportunity to create a "work/play/live" environment.
- Parking areas or facilities should be consolidated to maximize space available for development or open space, and minimize land reserved for cars.

Key Takeaways for Open Space Character

- Respondents expressed that connectivity across the river to the future High Falls State Park should be prioritized.
- Smaller-scale open spaces should be used as tools to improve pedestrian and cyclist connectivity and safety.
- New open spaces should unlock waterfront access.

Most Supported Land Use Types

Mixed Use (5+Stories)



Mixed Use (3-4 Stories)

Most Supported Open Space Types:

Pedestrian Only Spaces

Linear Greenspaces

2.3 Key Findings from Engagement: Central Sub-area

The Central Sub-Area can support a wider mix of uses at higher densities and has the potential for the creation of a new dynamic sense of place.

Key Takeaways for Land Use + Development Character

- Connectivity improvements should be considered vital to any new development. Multi-modal infrastructure and a variety of transit options should be balanced throughout the plan.
- Respondents were open to many different land use types as long as they supported a lively, active neighborhood.
- Development should be designed with rhythmic breaks in building facades, to discourage monolithic blocks and provide opportunities for mid-block connectivity points

Key Takeaways for Open Space Character

- Restoration of Franklin Square Park should be a priority of this Sub-Area's plan.
- Respondents feel green streetscape corridors should be prioritized to support connectivity to multi-modal centers, such as the local and regional bus and train stations.
- Small-scale connectivity interventions should support a well linked block network.

Most Supported Land Use Types


Mixed Use (3-4 Stories)


Townhomes (2-3 Stories)

Most Supported Open Space Types:


Pedestrian Only Spaces


Linear Greenspaces

2.4 Key Findings from Engagement: East Sub-area

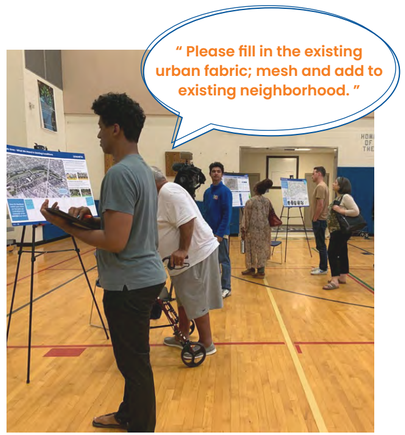
Development in the East Sub-area should knit back together the neighborhood fabric before construction of the Inner Loop, and support existing neighborhood anchors.

Key Takeaways for Land Use + Development Character

- Lower density, predominately residential land uses are supported in this Sub-Area
- Residential land uses, whether single-family detached or attached homes, are supported especially as a pathway to homeownership
- Some support was expressed through comments to allow ADUs or two-three story mixed use development to increase units available in this area's housing stock.
- New development of any kind should be complementary of existing neighborhood fabric.

Key Takeaways for Open Space Character

- Green space around World of Inquiry School No. 58 used by both students and residents is strongly supported.
- The inclusion of play equipment and athletic facilities should be considered in open space design.

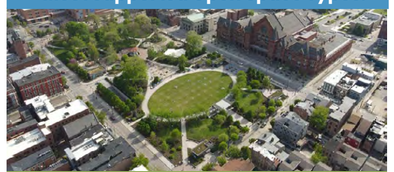


Most Supported Land Use Types


Single-Family (2 Stories)


Townhomes (2-3 Stories)

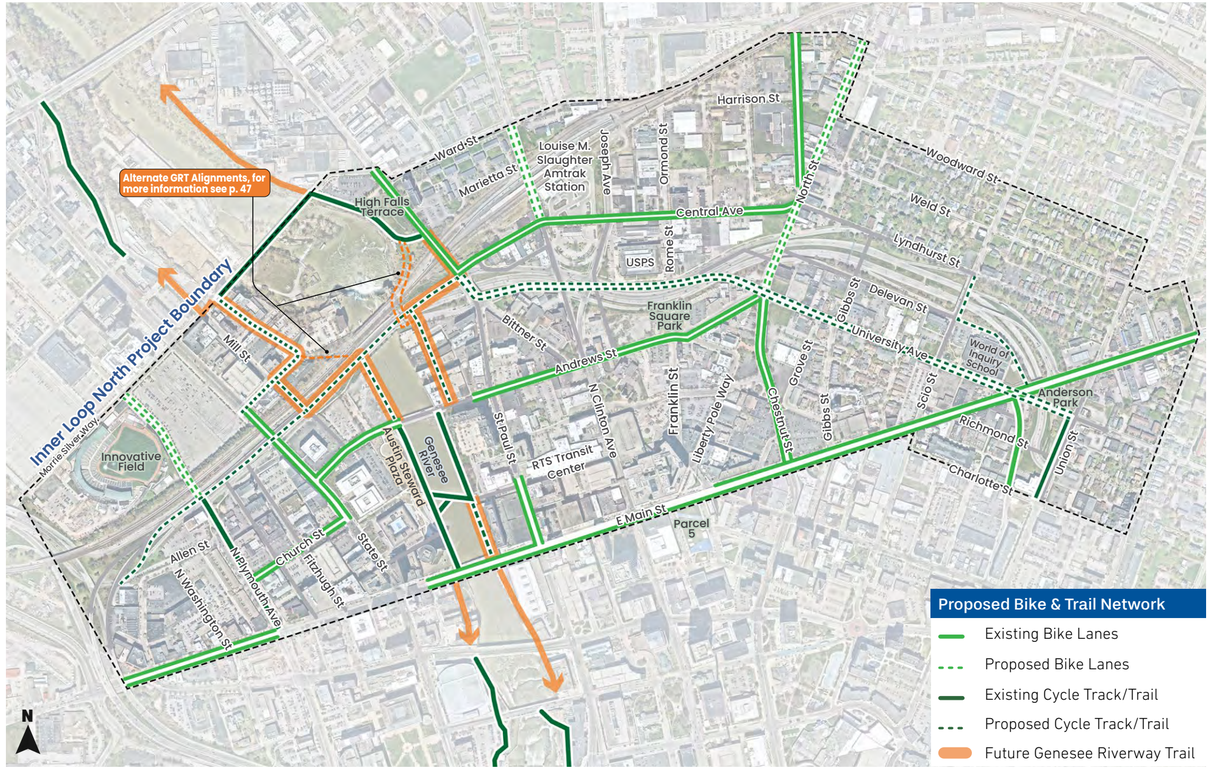
Most Supported Open Space Types:


Open Greenspaces & Parks


Children's Play

Section 3
Mobility Strategy

3.1 Proposed Bike & Trail Network



3.2 Principles of Design for Circulation & Multimodal Connectivity

As Rochester considers the transformative removal of the remaining section of the Inner Loop, a return to a human-scaled street grid offers an opportunity to reshape urban mobility and community life. Our transportation recommendations are grounded in three core principles of design: connectivity, safety, and multimodal access. These align with the transportation-related goals that were established as part of the Inner Loop North Transformation Planning Study (2022) that aim to achieve connectivity and accessibility. They are also consistent with the goals and strategies in both the Placemaking Plan and the Transportation sections of the Rochester 2034 Comprehensive Plan. The project transportation principles are elaborated below.

Connectivity

Central to this vision of connectivity is the establishment of a clear street hierarchy that effectively manages traffic volumes by distributing trips across a network of primary and secondary streets, rather than concentrating flow on a single facility or corridor. Furthermore, reintroducing a finer-grained street grid—with frequent intersections and shorter block lengths—improves circulation and offers more direct and flexible routes for all users. This approach not only benefits motorists but also enhances connectivity for people walking and biking.

Safety

Intentional street design that encourages slower vehicle speeds leads to safer outcomes for all travelers. Street design principles for slower vehicle speeds include narrower vehicle lanes (10–11 foot widths), tighter corner radii at intersections, and curb extensions at intersections or mid-block for shorter pedestrian crossing distances and enhanced pedestrian zones. Other land use principles can accompany these efforts, such as limitations on curb cuts, minimal setbacks/build-to lines, and active ground floor uses.

Multimodal Access

The new street grid should support all road users, particularly those walking, biking, using transit, and using mobility devices such as wheelchairs. Biking and walking for both recreational and transportation purposes can be encouraged through both on-street bike lanes and off-street multi-use trails. Walking and transit access can be supported through wide sidewalks and streetscape amenities, as well as through developmental controls that could incentive, encourage, or even require mid-block and internal walkways (these pathways could form a secondary network that would strengthen walkability and contribute to the vibrancy of public and private spaces). Multimodal accessibility should explicitly include accessibility for people with disabilities, going beyond ADA compliance.

3.3 Circulation & Multimodal Connectivity

The design principles of connectivity, safety, and multimodal access should be implemented at a network level and on all new and modified streets within the study area. As the City moves forward to advance the detailed street network plans of Concept 6A (as proposed in the 2022 Inner Loop North Transformation Planning Study), specific design considerations will help ensure that the new street grid and Downtown connectivity is safe and accessible for all modes. Location-specific considerations for the Concept 6A street network are provided below.

West Sub-Area

- Ensure transition from highway off-ramps to Downtown streets that reduces vehicle speeds to improve safety
- Consider configuring the proposed new interchange to maximize developable space at the western end of the corridor
- Consider extending Mill Street south of Central Ave to increase connections to High Falls

Central Sub-Area

- Ensure bicycle and pedestrian networks are fully connected:
  - Consider designing bike facilities within the right-of-way on North Street, where a connection is needed for the end of the Central Ave route
  - If access to Central Ave from Water Street is maintained, ensure a safe bike crossing
  - If access to Central Ave from Water Street is closed to vehicle traffic, bicycle and pedestrian connections should be maintained from the bridge to Water Street
- Intersection improvement should support traffic flow while still focusing on safety at key choke points:
  - Consider reconfiguring the intersection of North Street & Andrews Street to create a roundabout
  - Consider alternative layouts to simplify the intersection at St. Paul Street/Cumberland Street/Bittner Street to resolve access challenges with Bittner Street and simplify intersection movements

East Sub-Area

- Utilize traffic calming measures, such as incorporating curb extensions in the parking lane on Union Street and Scio Street or adding on-street protected bike lanes on Scio Street
- Consider extending Richmond Street between Pitkin St and Union St to continue connectivity
- Coordinate redesign of the intersections of North Street with Cumberland Street, Lyndhurst Street, Central Avenue, and Hudson Avenue, noting the last lies just outside the current study area. For example, squared-off intersections create safer crossings for people walking, biking, and accessing transit, as well as improving visibility for people driving (including bus drivers). Such changes could also improve public space.

Learning from Inner Loop East

The preferred city-grid concept will enhance network connectivity across the study area as well as ensuring safety for all modes. Unfortunately, meetings with the Project Advisory Committee made clear that there is a perception of unsafe and reckless driving within the Inner Loop East project area.

Additional steps should be taken through design to ensure that streets in the Inner Loop North project area are right-sized for their volume and intended speeds. Street design should be informed by traffic models, but also guided by the overall project goals of safety and connectivity, consistent with the Rochester 2034 Comprehensive Plan, City's Complete Streets Policy and ROC Vision Zero initiative. In 2023, annual average daily traffic volumes on Union Street were less than 10,000 vehicles per day. Union Street's low on-street parking utilization paired with its continuous center turn lane creates added distance between sides of the street which can impede mobility by making it more difficult to walk or bike comfortably along or across the street. Adequate demand and justification should be considered when adding turn lanes and on-street parking to the new streets in downtown Rochester.

3.4 Pedestrian Safety & Circulation

Design principles that promote pedestrian safety and circulation in downtown areas focus on creating a walkable and accessible environment. These include implementing wide, well-maintained sidewalks that provide enough space for pedestrian movement and retail storefront activity. Downtown areas should allow 8 to 12-foot wide "through zones" on sidewalks in downtown or commercial areas zones for sidewalks. Members of the Project Advisory Committee (PAC) voiced that pedestrian zones should be separate from any sidewalk-level cycle-track facility that is also used by bicycles. Streets should also be designed with clearly marked crosswalks, and mid-block crossings should be implemented in locations where intersections are farther apart. Typically, a walkable central business district should have safe pedestrian crossing facilities every ~330 feet to ~500 feet, while in a more residential or mixed-use area the distance between crossings should not exceed ~0.25 mile. Traffic-calming measures, such as curb extensions (at intersections or mid-block) and raised intersections keep vehicle speeds slow, promoting a safe and desirable pedestrian environment.

Slip lanes, or short connecting roadways that allow drivers to turn without entering an intersection, are a design element that should not be used in the new street network. These lanes encourage drivers to maintain their speeds while turning, which limits their ability to see people walking, and are often confusing for people biking and walking to navigate safely. Existing slip lanes, such as the one at Cumberland and Water Street (shown right) should be eliminated and the intersection should be squared off. Roundabouts, if added to the downtown street network, can support a pedestrian-friendly environment by limiting crossing distances and allowing pedestrians to cross only one direction of traffic at a time.

In addition to designing high-quality walkable environments throughout the study area, the PAC highlighted specific destinations and land uses where higher pedestrian activity should be expected, such as the train station and transit center, as well as the new open spaces and recreation fields. Sidewalks and crossings in these zones should be wider than the recommended 8-foot minimum clear width for Downtown corridors, include pedestrian amenities such as benches and good pedestrian lighting, and allow generous crossing time. Detailed guidance on sidewalk widths should follow MUTCD, NYSDOT, and City requirements, with guidance from NACTO on best practices.

Slip lanes at the intersection of the Inner Loop off-ramp to Saint Paul Street and Water Streets

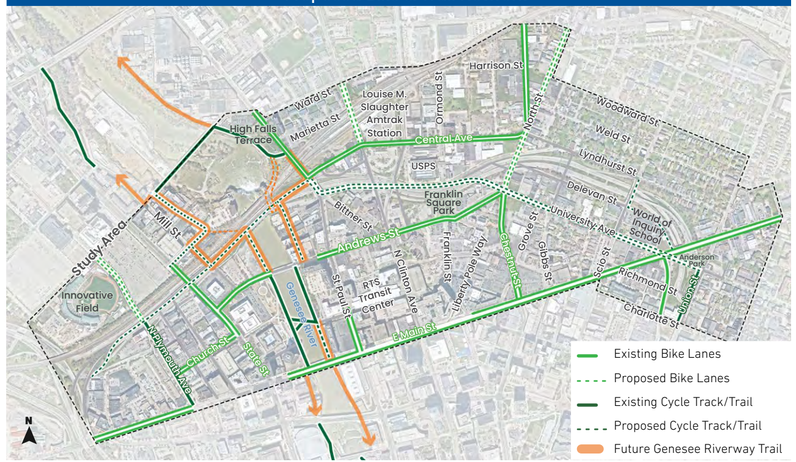
3.5 Bicycle Safety & Circulation

The new streets that will be built as part of the Inner Loop North project should be designed to safely accommodate cyclists, and follow best practices around complete streets.

The Rochester Active Transportation Plan (2023), identifies Allen Street, Plymouth Avenue, State Street, Main Street, and Clinton Avenue as streets within the recommended priority bike network or 'Spine Network.' Cumberland, University Avenue, and Hudson Avenue were called out as corridors with supporting on-street facilities. While not noted in the plan, North Street should be a focus as well The Plan also identified the intersections of Central Avenue and North Street, and University Avenue and Chestnut Street as priority intersections for bike connectivity. .

A street's right-of-way should include dedicated space for bicyclists when the street will have vehicle volumes or vehicle speeds higher than a local residential street. Streets with commercial, mixed-use, or high-density residential uses will have higher vehicle volumes and therefore should have protected bike lanes or use multi-use paths as feasible due to constraints of available right-of-way. The newly designed streets and network present an opportunity to have a fully connected protected bike network as part of this framework. The preferred concept recommend varied approaches to bicycle connectivity, responding to a range of experience levels and transportation need (e.g. recreation or transportation). A key element within each concept is a multi-use path within the large park adjacent to the World of Inquiry School No. 58. The proposed concept reflects technical considerations and shared priorities between the City and Engineering Design team.

Proposed Bike & Trail Network



General Bicycle Network Design Principles:

- The number of travel lanes, the speed of vehicle travel, and the type of bike facility are factors that should dictate a bike lane's level of protection.
- For most streets within the Inner Loop North study area, protection between a vehicle lane and bicycle lane should ideally include a mix of concrete curbs and/or flex post delineators. Where two or more lanes traveling in one direction are adjacent to a bike lane, however, more substantial protection could be considered.
- Where a multi-use path connects to streets or with on-street bike facilities, the path should do so at intersections to take advantage of traffic signals for safe crossings.
- Branding, signage, or road markings should be used to help maintain the continuity of the bicycle network when facility types change.
- Unprotected bike lanes (one-way bike lanes, typically 5-6' wide travel lanes on each side of the street designated for bicycle use but separated only from vehicle travel lanes by a marked line) are not recommended as new bicycle facilities on major streets in the new roadway network due to the growing preference for and demonstrated safety benefits of protected facilities.

3.6 Multimodal Facilities

Bike Facility	Definition*
One-Way Protected/Separated Bike Lane	Bike lane 5-6' wide on each side of the street, with a buffer zone of 1.5-3' with protection or delineation that separates the lane from vehicle lanes.
Two-Way Protected/Separated Bike Lane**	Bike lane at least 10' wide on one side of the street, with a buffer zone of 1.5-3' with protection that separates the lane from vehicle lanes.
Cycle-Track	One-way or two-way bike lane at sidewalk level as separation from the vehicle lanes.
Multi-Use Path	At least 10' wide path that is located outside of the curb-to-curb zone of a right-of-way that can be used by bicyclists, pedestrians, and other micromobility users. A multi-use path may not necessarily be adjacent to a street.

**For detailed design guidance of bike facilities and their application at intersections, reference NACTO's Urban Bikeway Design Guide.*

***These facilities utilize more traffic controls at intersections and therefore should be used in limited situations, such as when street space is limited or land uses are focused on only one side of a street. One-way protected bike lanes were also favored by the PAC and in public comments given at the Public Open Houses.*

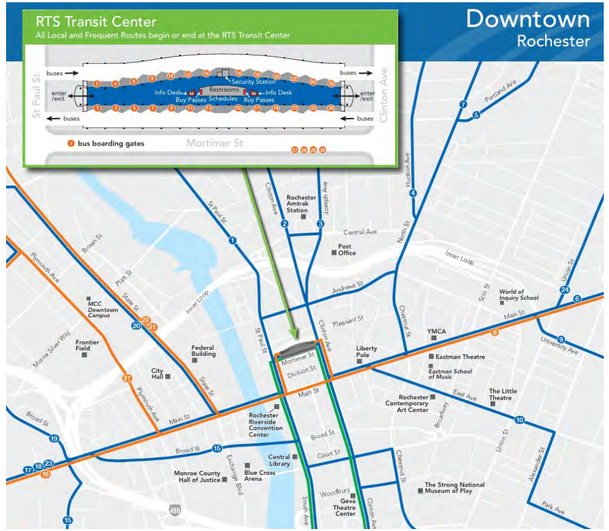
One-Way Protected Bike Lane

Two-Way Protected Bike Lane

Cycle-Track

Multi-Use Path

3.7 Transit & Shared Mobility



RTS System Map – Downtown Rochester

Bus Circulation

The Regional Transit Service (RTS) Transit Center, located on Mortimer St. between St. Paul St and North Clinton Ave in the study area, is the central hub of Rochester's radial bus network, and transit operates along many key corridors within downtown (shown above). With the current radial system, the bus network provides strong access to downtown from outer neighborhoods but does not support circulation within downtown as well.

Long term, with a redesigned street grid and significant new development, RTS should consider a downtown service plan to comprehensively review downtown bus circulation and ensure there is adequate local service for trips to and within downtown without overwhelming particular streets. Transit agencies often undertake these studies in response to similar large transportation investment projects, such as a highway removal, transit center relocation, or new high-capacity service such as bus rapid transit (BRT).

In the short term, smaller, interim steps can enhance transit in the study area and advance the project's goals of improved mobility and connectivity. An east-west bus connection along University/Cumberland Avenue in the study area would also improve transit coverage downtown.

During construction phases, there will likely be significant temporary impacts to the bus network, and RTS and the City of Rochester should conduct comprehensive outreach efforts to inform riders of what disruptions may take place, and why riders will benefit from the construction in the long term with improved amenities and pedestrian access throughout downtown.

Intermodal Connections

The North Clinton Avenue corridor between RTS Transit Center and the Louise M. Slaughter Amtrak Station should be prioritized for improvements during the Inner Loop North project to visually and spatially connect the two major transit hubs in Rochester, particularly in light of potential future intercity bus connections at the Amtrak site. North Clinton Avenue could be transformed into a boulevard with wide sidewalks, bus stop amenities, and public art, acting as a gateway promenade to the city. A boulevard-style street design with wide sidewalks, prominent bus stops, and streetscape amenities (such as trees, benches, and pedestrian-scale lighting) would enhance the corridor and encourage walking to further activate the space.

Bus Stops & Mobility Hubs

Adding bus service to a new street or one previously without transit service, whether by shifting an existing route or adding a new local circulator, would also require the placement of new bus stops. In a multimodal downtown area, in-lane stops can improve bus speed and reliability, reduce traffic slowdowns from buses

3.7 Transit & Shared Mobility

Curbside Space Utilized by Bike Lanes and Micromobility Parking (Transportation for America)

Bus Curb Extension for In-Lane Bus Stops

Bus stop designs with bike ramp/bike lane integration (Photo credit: Zicla, DDOT)

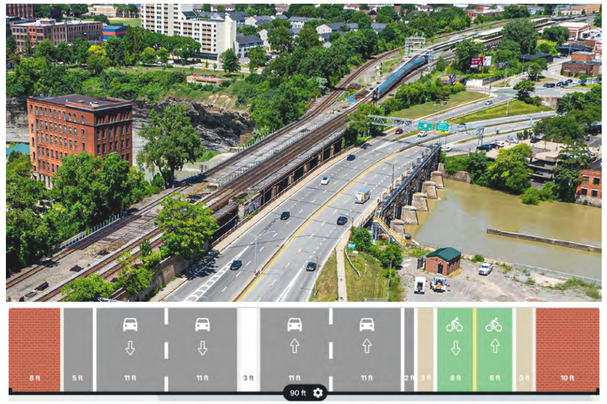
accessible drop-offs, bus stops, multimodal travel lanes, multimodal parking, and even quick commercial deliveries. Curbside space can also be used for other purposes such as outdoor dining or parklets, depending on the adjacent land use and time of day.

When on-street parking is needed, it is best suited for streets serving commercial or mixed-use areas where short-term parking demand and pedestrian activity is high. Restricting the on-street parking to one- or two-hour increments encourages turnover of spaces and supports nearby retail. Longer-term parking, as well as most commercial loading and unloading should be focused at off-street locations, such as parking garages or lots. Curb cuts should be limited on primary streets, and access to off-street parking or loading/service areas should be on side streets or alleyways. This approach reduces conflicts between vehicles and pedestrians, preserves sidewalk continuity, and enhances the overall walkability of the downtown area.

pulling in and out of vehicle lanes, and reduce conflicts on streets with bike lanes. The image above illustrates a bus ramp being used to allow bus access across a bike lane.

Curb Management & Access Management

Curbside space in a downtown setting is valuable and right-of-way adjacent to the curb should be managed for its highest and best use. Rather than dedicating all curb space to parking, curbside lanes should accommodate flexibility and be used for a range of transportation purposes such as passenger loading and unloading,



Conceptual cross section of the river crossing with south (downtown side) on right.

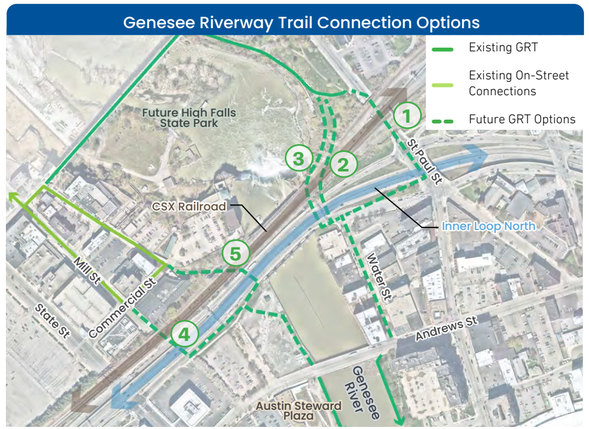
Genesee River Crossing

Converting the portion of the Inner Loop North where it crosses the Genesee River is an opportunity to reimagine the right-of-way and bridge structure as a waterfront destination and a space for all users. The proposed concept (seen above), which would be an extension of Central Avenue, transforms the six-lane highway into a complete street with 8-10-foot wide sidewalks on both sides and a protected two-way cycle-track on the south side. The bridge and adjacent segments of Central Ave would accommodate four vehicle lanes, each 11 feet wide. The two-way cycle-track is proposed on the south side of the street for both the West Sub-Area and this bridge portion since all new development will be constrained to the southeast (downtown) side of the new street, due to the elevated rail embankment to the northwest. Replacing excess vehicle lanes with generous space for people walking and gathering not only improves access (preventing the need for unnecessary crossings)—it also allows the new street to be envisioned as a grand promenade and advances efforts towards a more vibrant and connected riverfront. The engineering design process for the bridge is still in development and the final number of travel lanes on the bridge may differ. The City's goal is to have as few lanes as possible for traffic calming, walkability and bikability.

World of Inquiry School No. 58

Special transportation considerations are needed in the East Sub-Area and around World of Inquiry School No. 58 to ensure a safe and accessible environment for the students and surrounding community. University Avenue adjacent to the school should be designed to promote safety and manage speeds. Any bike facility along this stretch should be physically protected to reduce interference among bike travel, vehicle travel, and pick-up/drop-off activities. To reduce congestion and conflicts here, student pick-up and drop-off activity should instead be directed to the school's side entrance on Scio Street or within the school property, maintaining University Avenue's right-of-way for a wide sidewalk for people arriving or passing by on foot.

Another key focus for future safety improvements is the intersection at University Avenue, Main Street, and Pitkin Street. Here, traffic volumes and turning movements should be studied to consider modifications that reduce the intersection's complexity and make it safer and more comfortable for bikes and pedestrians to traverse along and across.



Genesee Riverway Trail

The north-south Genesee Riverway Trail corridor encounters a major east-west barrier in the form of the CSX/Amtrak rail line as well as the Inner Loop expressway that parallels the rail line immediately to the south. This barrier significantly limits the potential of the multi-use trail to connect Downtown to adjacent neighborhoods. The Inner Loop North Transformation Project will partially address this challenge once the expressway is replaced with an at-grade, multi-modal urban street between St. Paul Street and North Plymouth Ave, including a new bridge over the Genesee River. However, the rail line will remain a major barrier to completing the trail along the entire length of the river, on both sides, within the city.

On the east side of the new bridge over the river, the short-term connectivity solution (#1) entails a high visibility crosswalk for trail users at the end of Water Street. From there, either an off-street or on-street facility will connect that crossing to St. Paul Street. Enhancements to the St. Paul Street underpass under the rail line, including lighting and signage, will improve the experience for trail users for this connection between the Central / St. Paul intersection and High Falls Terrace Park, where an off-street trail through the park connects to the river gorge and points north.

The City should consider a long-term solution in the form of a pedestrian bridge over both the new street and the rail line from the north end of Water Street to High Falls Terrace Park (#2). Alternatively, the City could consider a design solution via an underpass located under the railroad bridge that crosses the river (#3). Both of these long-term options are significantly more costly, which would have to be weighed against the enhanced connection. The pedestrian bridge option would also introduce a signature vertical element to the corridor. Each end of the pedestrian bridge would be constrained, so a design solution with switchback ramps, similar to the Maplewood Park Pedestrian Bridge over Route 104, would need to be considered. The underpass option is challenged by geometric constraints related to the height of the new bridge and the clearance under the existing railroad bridge.

On the west side of the new bridge over the river, there are two connectivity solutions being evaluated as part of the Inner Loop North Infrastructure Design Project. For the first option, when the development site at 84 Andrews Street advances, it should include a segment of the Genesee Riverway Trail along the river side of the site. This is documented as the Front Street Promenade in the ROC the Riverway Vision Plan. At the north end, the trail will need to be routed away from the RG&E facilities related to the Central Avenue Dam. Using an on-street facility along the new street replacing the Inner Loop, trail users would then connect to a highly-visible crosswalk leading to Mill Street (#4). This connection leads under the rail line and into the High Falls District, where additional on-street facilities would host the trail through the district as it connects to Pont de Rennes and the existing off-street trail facility that starts at Brown and Mill Streets.

The second option would traverse the 84 Andrews Street site similar to the first option. If the new bridge over the river is constructed higher than the current bridge's elevation, the trail would then connect under that bridge and under the rail line, tracing the edge of the historic Brown's Race waterway (#5). Once in the High Falls District, it would be an on-street facility similar to the first option. The design of the Brown's Race option will require careful attention to features that enhance safety and visibility under the new street and the railroad tracks. While more expensive than the Mill Street option, this connection will be more direct for trail users, is closer to the river, includes historic interpretation opportunities, and would be a unique urban experience that could attract higher usage and thus mitigate safety concerns.

Section 4
Development Strategy

4.1 Development Planning Overview

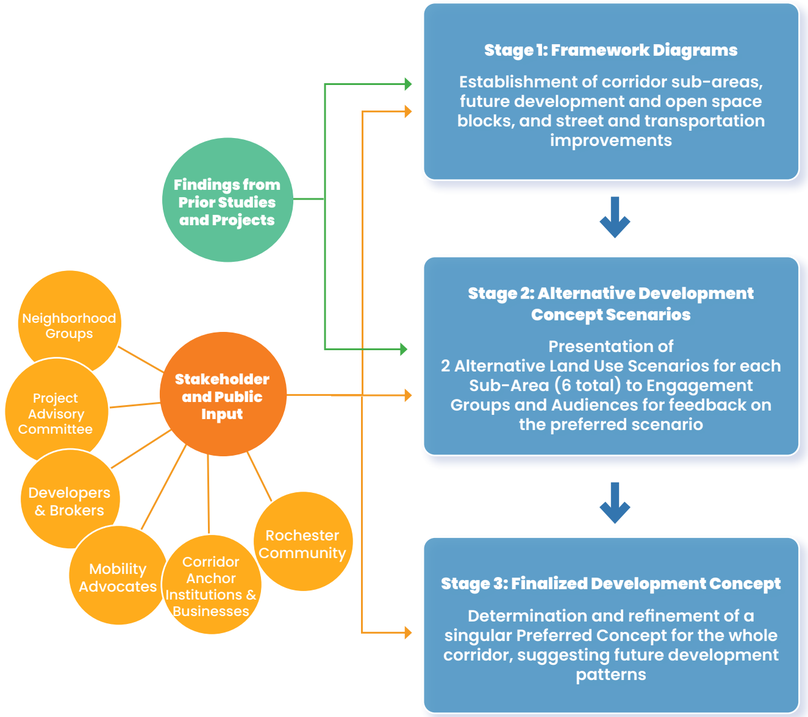
This section details the strategy for future land uses and open spaces along the Inner Loop North Corridor after its transformation.

The vision for each sub-area plans presents a strategy for new real estate development and open spaces along this transformed corridor. Recognizing that eventual implementation throughout the corridor will deviate from exact recreation of these plans, future investments should still hold true to the intended character, density, and placemaking enhancements of the preferred development concept for the corridor. The potential for development along the corridor is based on analysis of current and near future market conditions, the impact of this significant investment in public infrastructure, and feedback from stakeholders. The different developments captured in this vision not only focus on building form and densities, but ownership and rental opportunities, and price points. Balancing affordable housing and mixing incomes along the corridor allows this transformation to both provide much needed affordable housing Downtown and to provide enough incomes to support commercial and retail development in strategic locations along the corridor. The preferred development and open space concept integrates the current plan for streets, pedestrian, and bike network along the corridor through coordination with the Infrastructure Design Project as of October 2025.

Concept Planning Process

The concept development process included three phases, all of which provided opportunities for feedback from project stakeholders. The flowchart (right) depicts the various inputs (green, gold) that informed the concept planning stages (blue).

Concept Planning Process



4.2 Development & Land Use Typologies

The concept plan illustrates over 1,000 units of new housing (across different types), 40,000 square feet of traditional commercial and retail space, 30,000 square feet of employment uses (e.g. light manufacturing), and nearly 9 acres of open space. Residential uses, which comprise most of the future land use on the corridor, will cover a broad spectrum of housing types to meet varying needs and desires of residents. The following land use typologies are meant to aid in the understanding of the preferred concept developed for the corridor at large. The descriptions reflect current market conditions, construction trends, and overall development feasibility for what could be expected along the corridor.

Mixed-Use (High Density): Mixed-use buildings that are five or more stories. The ground floor uses would include commercial, retail, or office uses with upper floors for residential units.

Mixed-Use (Medium Density): Mixed-use building of three or four stories. This lower height version of mixed-use building has been built within the city recently and could be more contextually appropriate in certain areas of the corridor.

Multi-Family Residential (High Density): This is a five-plus story residential development. The units can vary from rental to owner-occupied depending on the development context and market feasibility. Price points can be income restricted affordable units, market rate, or a mix depending on development context and feasibility.

Multi-Family Residential (Medium Density): A three or four story residential development. The units can vary from rental to owner-occupied depending on the development context and market feasibility. This building height may be more appropriate along certain portions of the corridor.

Townhomes: Attached, two or three story residential structures. Can be rental or owner-occupied by unit and are an alternative to single-family homes for a denser, more walkable urban environment.

Single-Family Residential: Detached, single-occupancy residential structures with front and back yard setbacks. Can be arranged with private driveways or shared alley access depending on parcel depth. Typically owner-occupied.

Employment Uses: Single-use buildings containing light manufacturing, boutique production, and/or commercial uses. Typically single-story structures with large footprints. Some office space could occur depending on tenant needs.

Commercial/Retail: Ground-floor spaces containing commercial storefronts, restaurants, entertainment, or other retail services. This use would ideally be included within mixed-use developments and not as standalone buildings to contribute to a denser, more walkable environment.

Civic/Cultural: Public art, memorials, cultural dedications, institutions, and museums. This use should be utilized sparingly and intentionally.

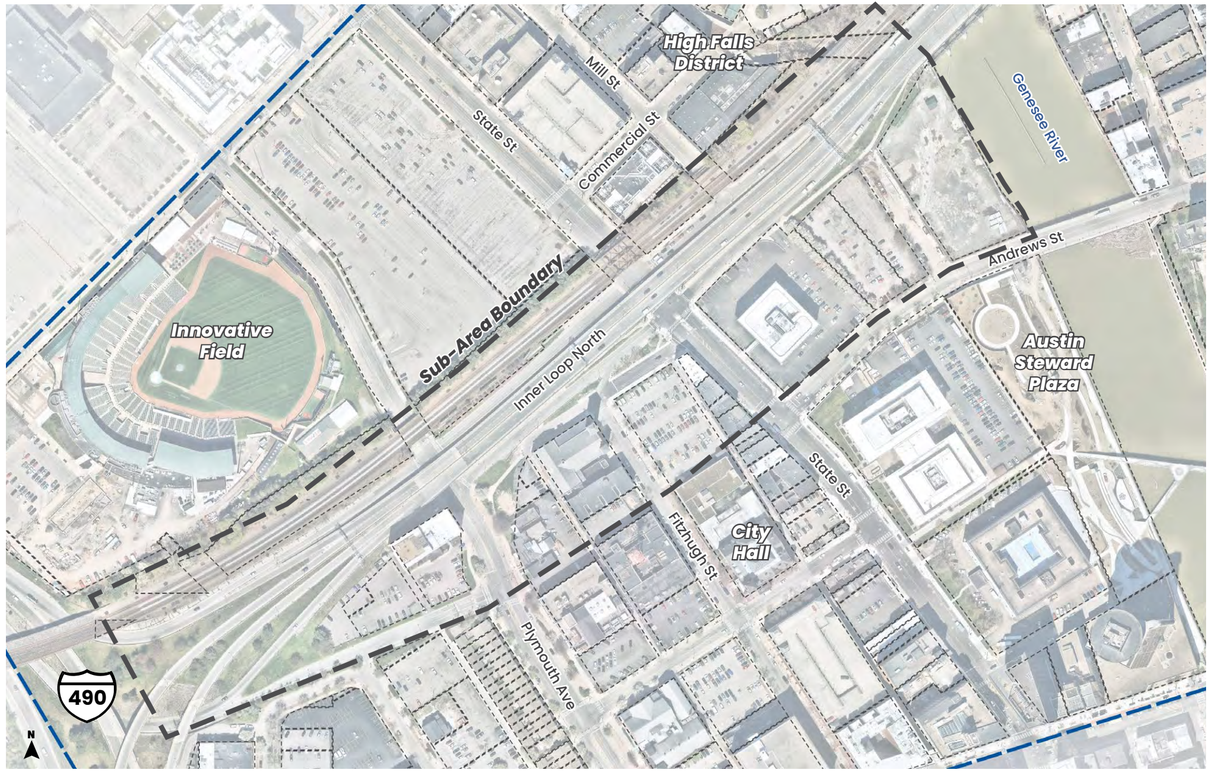
Open Space: Public space, parks and greenspaces, pedestrian only plazas, pocket parks, and linear greenspaces all fall within this land use typology. This typology can occur at a variety of scales depending on its primary purpose. Details on intended programming and key features for each open space will be described in more detail in each sub-area's narrative.

5-Story Mixed-use development example.

3-Story townhome development example

Example of riverfront open space and new development.

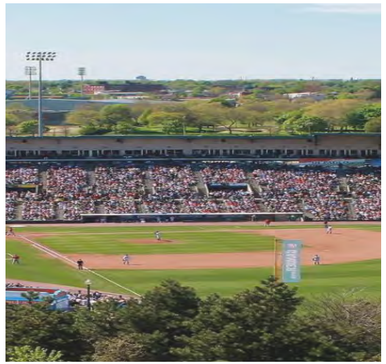
4.3.1 West Sub-Area Existing Conditions



4.3.1 West Sub-Area Existing Conditions

The West Sub-Area of the Inner Loop North (ILN) corridor consists of ramps and connections with I-490 and goes east to the Genesee River. This portion of the Inner Loop North is mostly elevated as it crosses Plymouth Avenue and State Street. Additionally, the elevated portion of the ILN is lined with frontage streets and access ramps on both sides. On the north side of the ILN is an active, elevated rail line consisting of three lines of tracks and multiple rail bridges. Together this infrastructure has created a visible and perceptible barrier to connectivity from Downtown to the blocks to the north.

On the northern side of this Sub-Area is Innovative Field, home to the Rochester Red Wings, surface parking lots serving Kodak Tower and Monroe Community College's Downtown campus, and the historic High Falls District. On the southern side of the Sub-Area is the northwest portion of Downtown Rochester which includes a mix of residential, historic mixed-use, offices and Rochester City Hall. Future development in this portion of the corridor should include a similar mix of uses to what is there today and should be sensitive to historic architecture and landmarks in this area.



Innovative Field

Buckingham Commons Apartment Building

Brown's Race Historic District – High Falls

Rochester City Hall

4.3.2 West Sub-Area Development Objectives

VISION STATEMENT

The West Sub-Area should create a **gateway-like moment of arrival** into this transformed corridor and the west side of Downtown Rochester. Through private investment and public realm improvements, **redevelopment should mimic the present-day building fabric, historic character, and land uses** visible in its surroundings. Along with the Central Sub-Area, its cityscape should **prominently feature the unique and dramatic intersection of three transformative projects – Inner Loop North, ROC the Riverway, and High Falls State Park.**

KEY OBJECTIVES

- Establish a safe, distinct moment of arrival where the I-490 ramps arrive at N. Plymouth Avenue acting as a gateway into this transformed corridor and Downtown's west side.
- Echo building form and the land uses of nearby blocks in new development between Plymouth Avenue and State Street creating mid-rise, mixed-use residential or office buildings.
- Prioritize new bicycle and pedestrian connections along this portion of the corridor that links Downtown and the High Falls District and future State Park, while further completing the Genesee Riverway Trail network.
- Create a unique signature development along the Genesee River that draws visitors and city residents to Downtown and the riverfront more frequently.

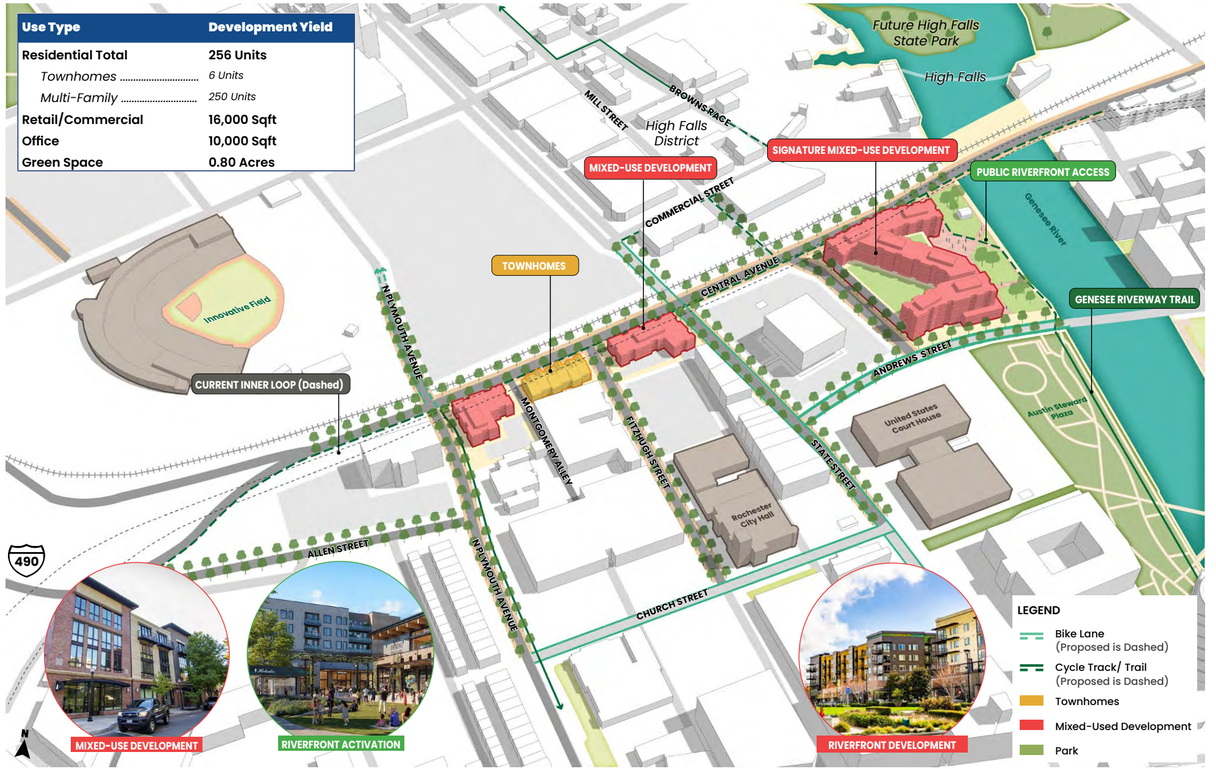
CONCEPT SUMMARY

The development concept for this Sub-Area includes a variety of residential and mixed-use developments and features public space along the riverfront. The three development sites located between Plymouth Avenue and State Street show two mixed use buildings at the intersections with a small townhome development in between to break up building form.

The large riverfront site displays a signature riverfront public greenspace, a high-density mixed-use building, and structured parking. This site would become a unique Downtown destination and would be a key component to the overall revitalization of Rochester's riverfront. The residential stories above the ground floor take advantage of significant views from the riverfront. This site is currently privately owned but should remain a priority for redevelopment by the City of Rochester and offers rare marketability at a highly visible location once the expressway is removed.

4.3.3 West Sub-Area Preferred Concept

Use Type	Development Yield
Residential Total	256 Units
Townhomes	*6 Units*
Multi-Family	*250 Units*
Retail/Commercial	16,000 Sqft
Office	10,000 Sqft
Green Space	0.80 Acres

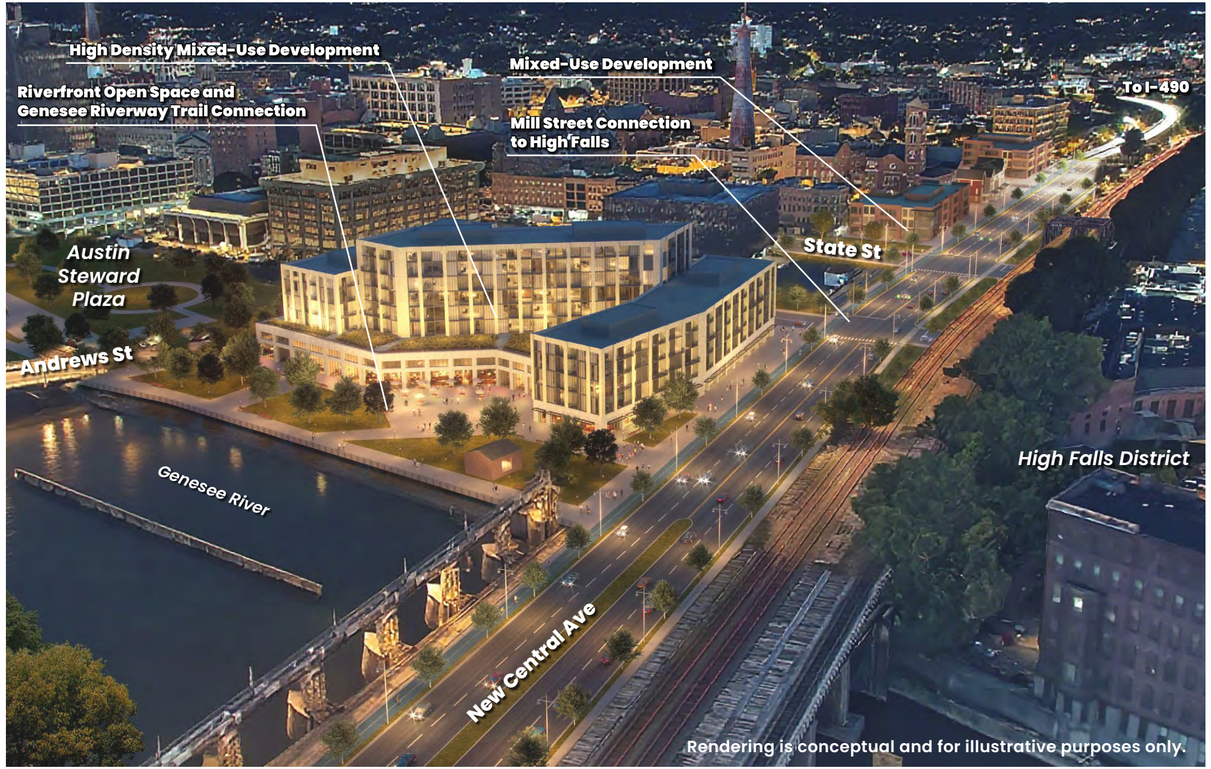


4.3.4 Intersection of Inner Loop & State Street - Before

4.3.4 Intersection of Central Avenue & State Street - After

4.3.5 West side of Genesee River & Inner Loop - Before

4.3.5 West side of Genesee River & Inner Loop - After



4.3.6 West Sub-Area Opportunity Site Strategies & Considerations

Site #1, #2, and #3

Between these three sites there is approximately 1 acre of land area. These developments should be between two and four stories in height reflecting nearby historic buildings fabric.

Land Use, Open Space, and Mobility Strategy

- Site 1 shows a three-story mixed-use building with frontage on Plymouth Avenue and Central Avenue.
- Site 2 shows a townhome development between Montgomery Alley and Fitzhugh Street.
- Site 3 shows a four-story mixed-use building to mirror similar building styles and uses along State Street's west side.
- The south side of Central Avenue should have a two-way cycle-track fronting these new development sites.

Key Considerations for Redevelopment

- The development potential and viability of these sites is dependent on the final alignment of Central Avenue replacing the Inner Loop highway. Ideally the future alignment of the new street design would be as far north as possible to maximize the size of these development sites.
- Future streetscape design, and character of new buildings should recognize this portion of the corridor as an important gateway of arrival into Downtown via I-490, Plymouth Avenue, and State Street.
- Vehicular access should be positioned in the rear of the development sites off Montgomery Alley and Fitzhugh Street.

Four-story Mixed Use Development

Three-story Mixed Use Development

Townhomes

4.3.6 West Sub-Area Opportunity Site Strategies & Considerations

Site #4

Site 4 currently exists prior to the demolition of Inner Loop North. It contains multiple parcels at approximately 3.9 acres. It is located directly on the Genesee River and holds significant visibility and access to some of Downtown's greatest assets.

Land Use, Open Space, and Mobility Strategy

- The development concept features a high density mixed-use development with waterfront entertainment, crafting a signature destination for Downtown Rochester.
- The development includes a high-rise mixed-use building, with multiple ground floor commercial spaces fronting the riverfront park.
- A multi-level podium parking garage to accommodate the various uses and high density program.
- Development is anchored by public riverfront greenspace which would extend the Genesee Riverway Trail from Austin Steward Plaza, connecting north to Central Avenue.

Key Considerations for Redevelopment

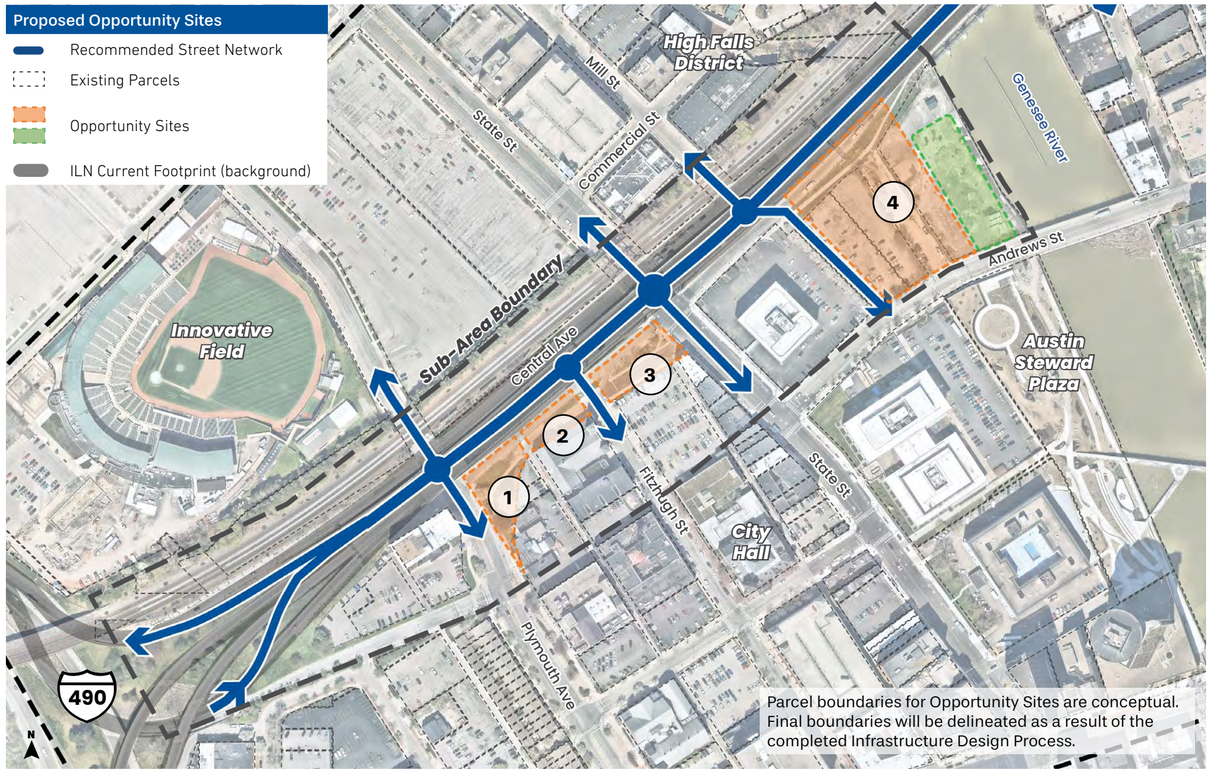
- Implementation may be more intensive in order to capitalize on the only site viable for riverfront entertainment.
- Any future project should recognize the potential for high density development and its ability to create a new Downtown destination.
- The site is not created by the transformation of the Inner Loop North and is currently owned by RG&E. It will require some level of environmental investigation prior to development.
- Significant underground utilities require further investigation.
- Vehicular access should be positioned in the rear of the development off an extended Mill Street.

Mixed-Use Development with Park Space

High Density Riverfront Mixed-Use Development

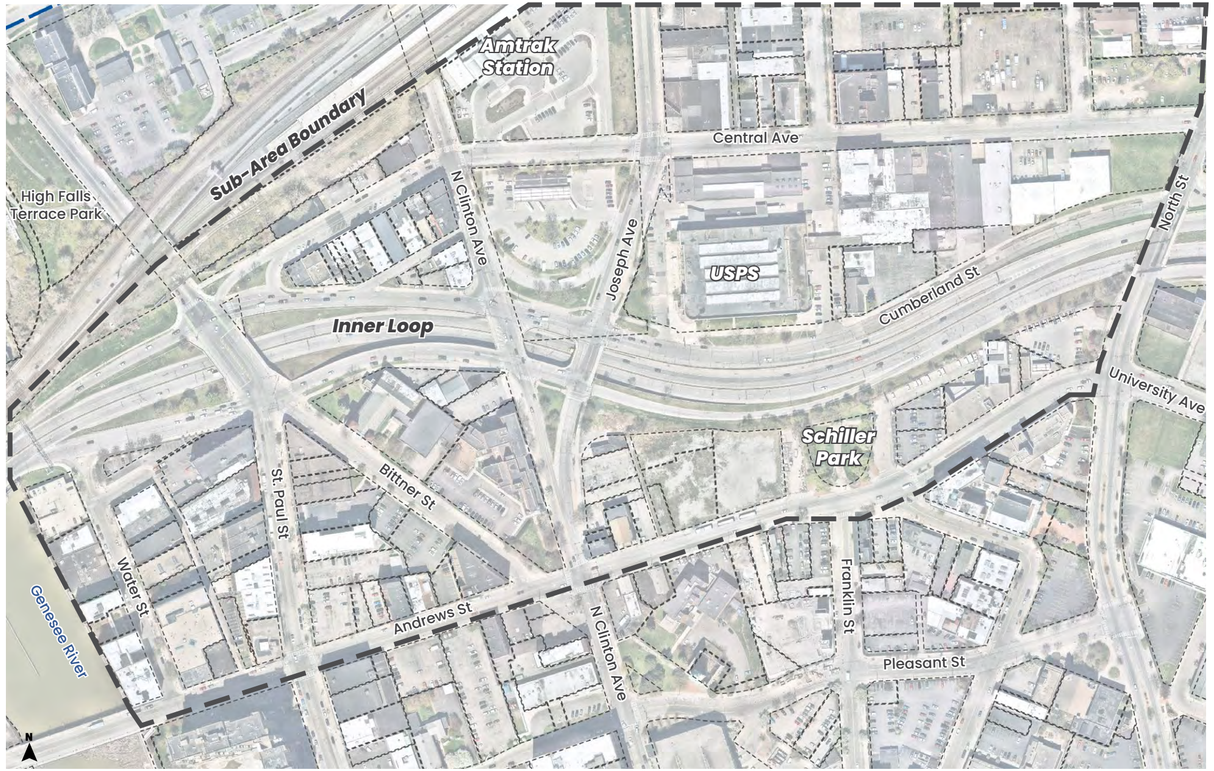
Riverfront Park Space

4.3.7 West Sub-Area Opportunity Sites



This page is intentionally blank

4.4.1 Central Sub-Area Existing Conditions



4.4.1 Central Sub-Area Existing Conditions

The central Sub-Area of the Inner Loop North Corridor spans from the Genesee River east to North/Chestnut Street. It also includes approximately a block north and south of the corridor between Central Avenue and Andrews Street. The Inner Loop in this Sub-Area is a sunken urban expressway with frontage roads and access ramps running parallel to it. The impact of the Inner Loop in this sub area is substantial in creating a barrier to walkability, connectivity, and urban vibrancy between areas north of the Inner Loop and Downtown.

The Sub-Area includes a diverse mixture of building types and land uses. Today, these include light manufacturing and production facilities, distribution warehouses, the large historic USPS building, churches and cultural institutions, traditional downtown mixed-use buildings, and multiple transportation hubs. While the mix of uses is diverse, the impact of the Inner Loop's construction has left this Sub-Area lacking a definable character and has lessened daily activity in this section of Downtown. Legacy elements of the city, including Franklin Square Park, were severed in half by the initial highway construction. Future improvements should focus on restoring the Sub-Area into a more vibrant, mixed-use district, with an emphasis on designing for people first.

Water Street

USPS Building

St. Paul Street

Louise M. Slaughter Rochester Station

4.4.2 Central Sub-Area Development Objectives

VISION STATEMENT

The Central Sub-Area's transformation should establish this portion of the corridor as **Downtown Rochester's newest mixed-use district.** Current businesses in the area should be bolstered by **new residential buildings, revitalized open spaces, better walkability, and a stronger sense of identity and place.** Along with the West Sub-Area, its cityscape should **prominently feature the unique and dramatic intersection of three transformative projects – Inner Loop North, ROC the Riverway, and High Falls State Park.**

KEY OBJECTIVES

- Establish a series of residential buildings to create a live-work-play district.
- Restore Franklin Square Park closer to its original Frederick Law Olmsted design.
- Anchor mixed-use development along a revitalized Franklin Square Park.
- Target ground floor retail uses to key corners and intersections to create nodes for similar activities.
- Create better multi-modal connectivity and strengthen walkability in all directions through a restored street network design that promotes pedestrians and bicycle infrastructure and a completed Genesee Riverway Trail.

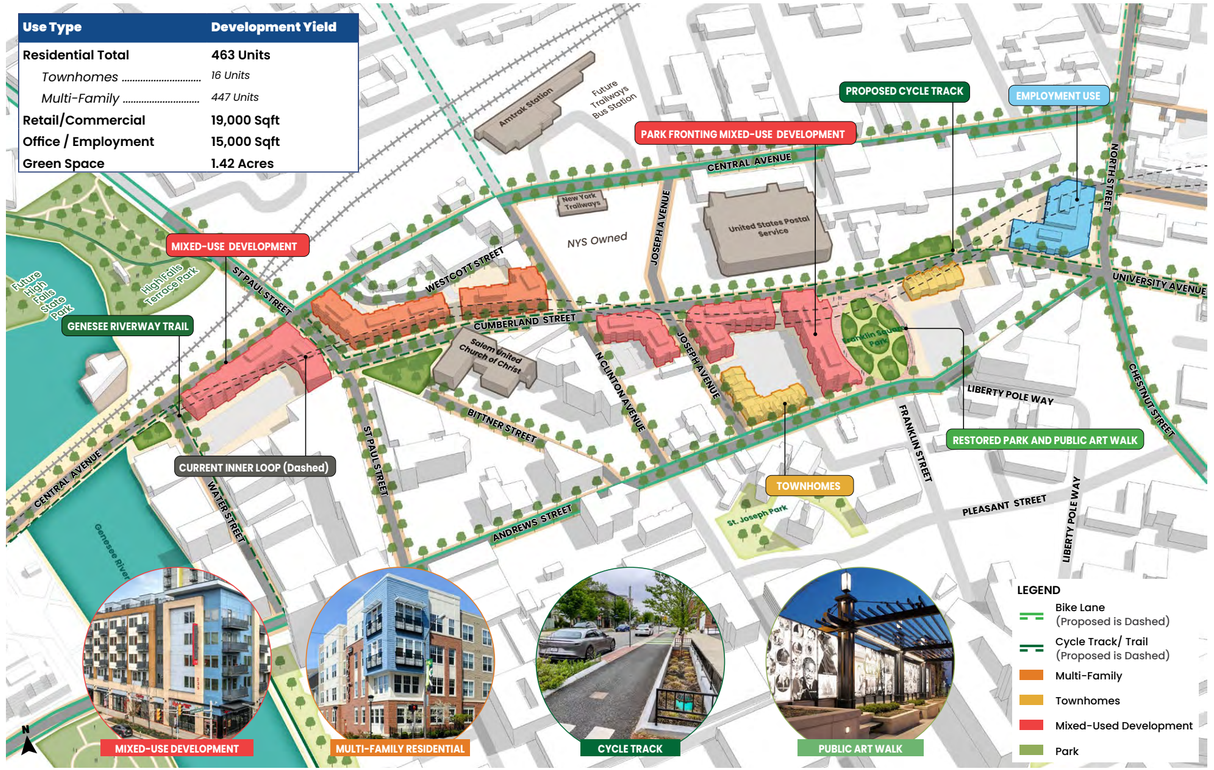
CONCEPT SUMMARY

The development concept for this Sub-Area focuses on establishing this corridor as Downtown's newest mixed-use district by proposing a mix of higher density mixed-use and multi-family residential developments. The development is bolstered by high-quality walkable streetscapes, and a restored Franklin Square Park provide a diverse assembly of use types and opportunities for activity on the corridor.

Ground floor retail and commercial uses should be located strategically along the corridor, including St. Paul Street, Cumberland Street, and the building frontage along Franklin Square Park. The collection of different uses and building types, combined with the overall revitalization of Cumberland Street, should offer a district environment where future residents can satisfy their daily needs with lively entertainment and recreation options. Bike facilities along Cumberland would connect to facilities on North/ Chestnut Street, St. Paul Street and across to the west side of the river, de-emphasizing the need for personal vehicles and supporting multimodal connections to other sections of Downtown.

4.4.3 Central Sub-Area Preferred Concept

Use Type	Development Yield
Residential Total	463 Units
Townhomes	*16 Units*
Multi-Family	*447 Units*
Retail/Commercial	19,000 Sqft
Office / Employment	15,000 Sqft
Green Space	1.42 Acres



4.4.4 Franklin Square Park & Cumberland Street - Before

4.4.4 Franklin Square Park & Cumberland Street - After

4.4.5 Cumberland Street & St. Paul Street - Before

4.4.5 Cumberland Street & St. Paul Street - After

4.4.6 Central Sub-Area Opportunity Site Strategies & Considerations

Site #5

Site 5 is approximately 1.6 acres with frontage on Water Street, Central Avenue and St. Paul Street.

Land Use, Open Space, and Mobility Strategy

- The preferred concept envisions a 5 story, mixed-use development with ground floor commercial space along St. Paul Street to align with other historic mixed-use buildings on the west side of the street.
- The concept shows surface parking accessed from Water Street.
- Bike facilities from Cumberland Street turn in front of this development site and then round the corner on to Central Ave to connect across the river.

Key Considerations for Redevelopment

- Based on the depicted street network, as proposed in the current network re-design, this site would serve as a terminus for Cumberland Street as it moves westward to St. Paul. This reinforces the need for development at this location to contribute to establishing a higher quality sense of place through architectural prominence, an activated ground floor, and streetscape enhancements. The final configuration of the St. Paul intersection may differ, depending on the outcome of the Infrastructure Design project.
- This site could increase in density but would require structured parking to do so.
- Vehicular access should be positioned in the rear of development off Water Street.

Five-Story Mixed-Use Development

Five-Story Mixed-Use Development

Activated Ground-Floor of a Mixed-Use Building

4.4.6 Central Sub-Area Opportunity Site Strategies & Considerations

Site #6

Site 6 is comprised of approximately 1.7 acres between St. Paul Street and N Clinton Avenue.

Land Use, Open Space, and Mobility Strategy

- The preferred concept is comprised of two buildings, both depicted as four to five story multifamily structures.
- To diversify opportunities for home ownership along the corridor, one of these buildings could be owner-occupied condominiums while the other is rental units.
- This site is greatly enhanced by the realigned Cumberland Street, its new streetscape, and the inclusion of bike facilities along the street.
- While not the priority of the proposed development concept, if there is market support for additional first floor commercial spaces the St Paul St and N Clinton Ave frontages should be prioritized.

Key Considerations for Redevelopment

- Four-five stories in height is appropriate for the market context and in alignment to many of the similar development types being constructed in Downtown today.
- Inclusion of condominiums on this block should be explored as a method for offering home ownership opportunities along the corridor in a higher density typology.
- This block should be developed with at least two buildings so that the large site is broken down and mid-bock crossings are available for pedestrian access, and designs without visual interest are avoided.

Four-Story Residential Building

Four-Story Residential Building

Five-Story Residential Building

4.4.6 Central Sub-Area Opportunity Site Strategies & Considerations

Sites #7, #8A, and #8B

Four-Story Mixed Use Development

Four-Story Mixed Use Development

Townhomes

Sites 7 and 8 comprise approximately 3.3 acres on the blocks between N Clinton Avenue and Franklin Square Park.

Land Use, Open Space, and Mobility Strategy

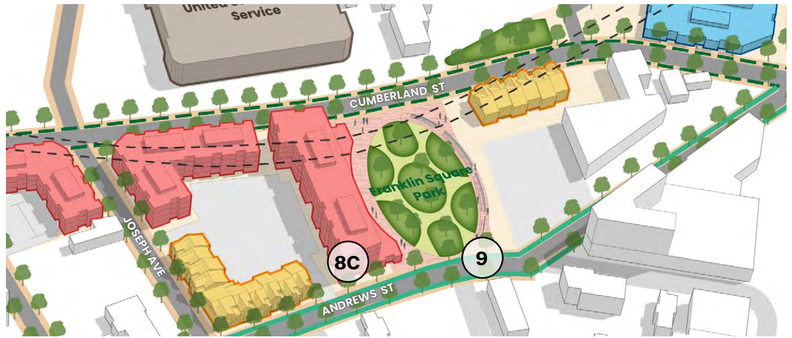
- Site 7, located between Clinton and Joseph Avenues, is created after establishing a more grid-like street network replacing the current converging intersection of Clinton and Joseph today. The preferred concept shows a three-story mixed use building with ground floor commercial space fronting the intersection of Joseph Avenue and Cumberland Street.
- Site 8 between Joseph Avenue and Franklin Square includes two mixed-use buildings.
- Building 8A is a four-story mixed-use building with ground floor commercial fronting Cumberland Street.
- Building 8B is a townhome development that helps to diversify residential options in this Sub-Area, and steps building height down from Cumberland Street to Andrews Street.

Key Considerations for Redevelopment

- Opportunities for owner-occupied residential units should be considered within the three different buildings shown.
- Townhomes and mixed-use development can co-exist in proximity, for the sake of diversifying building form and development character along the corridor, especially within walking distance to the redesigned Franklin Square Park.
- Vehicular access is provided from Clinton, Joseph and Andrews Streets and these blocks are served by an internal or rear lot parking areas.

4.4.6 Central Sub-Area Opportunity Site Strategies & Considerations

Sites #8C and #9



Park fronting Mixed-Use Development

Historic Postcard of Franklin Square Park

Public Art / Historical Mural Wall Example

Sites 8C and 9 comprise approximately 3.8 acres on blocks east of Joseph Avenue, including Franklin Square Park.

Land Use, Open Space, and Mobility Strategy

- Building 8C and Site 9 offer a unique opportunity to combine mixed-use development with newly created park frontage, fully connecting the programming and activity of the two uses together.
- Site 9 proposes a restored Franklin Square Park, depicted as being restored to its original Frederick Law Olmsted oval-shaped configuration. Additionally, the preferred concept shows pedestrian only spaces flanking the park creating a walkable blend of open space and new development.
- Building 8C is a five-story mixed-use development with a prominent ground floor of commercial uses fronting directly onto the park.
- The east side of Franklin Square Park is depicted as a public art walk, that could pay tribute to historical impacts of the inner loop and celebrate local history and neighborhood identity. This art walk would aid in screening surface parking lots on the east side of the park and is more artistic in nature and design.

Key Considerations for Redevelopment

- Restoration of Franklin Square Park to its original Frederick Law Olmsted design should be considered a key objective of the Inner Loop North's Transformation.
- The mixed-use development (8C) should reflect the significant opportunity to occupy frontage directly on to Franklin Square Park.
- Vehicular access is provided off Joseph Street and Andrews Street, and this block is served by an internal central parking area.

4.4.6 Central Sub-Area Opportunity Site Strategies & Considerations

Sites #10 and #11

Sites 10 and 11 comprise approximately 3.0 Acres on sites along Cumberland Street from Franklin Square Park to North Street.

Land Use, Open Space, and Mobility Strategy

- Site 10 in the preferred concept depicts a townhome development fronting Cumberland Street. These townhomes could be rental or ownership units and offer diversity in housing stock and building form along the corridor. The site itself is narrow, not providing sufficient space for most other development types.
- Site 11 depicts one of the unique uses on the corridor, an employment use. This preferred concept shows this site being developed as a light industrial or craft production facility with the main goal being to provide employment opportunities along the corridor and the production of goods.
- Site 11 and the private property to the north of it are served by a shared access drive coming off Cumberland and aligned to the rear of Site 11.

Key Considerations for Redevelopment

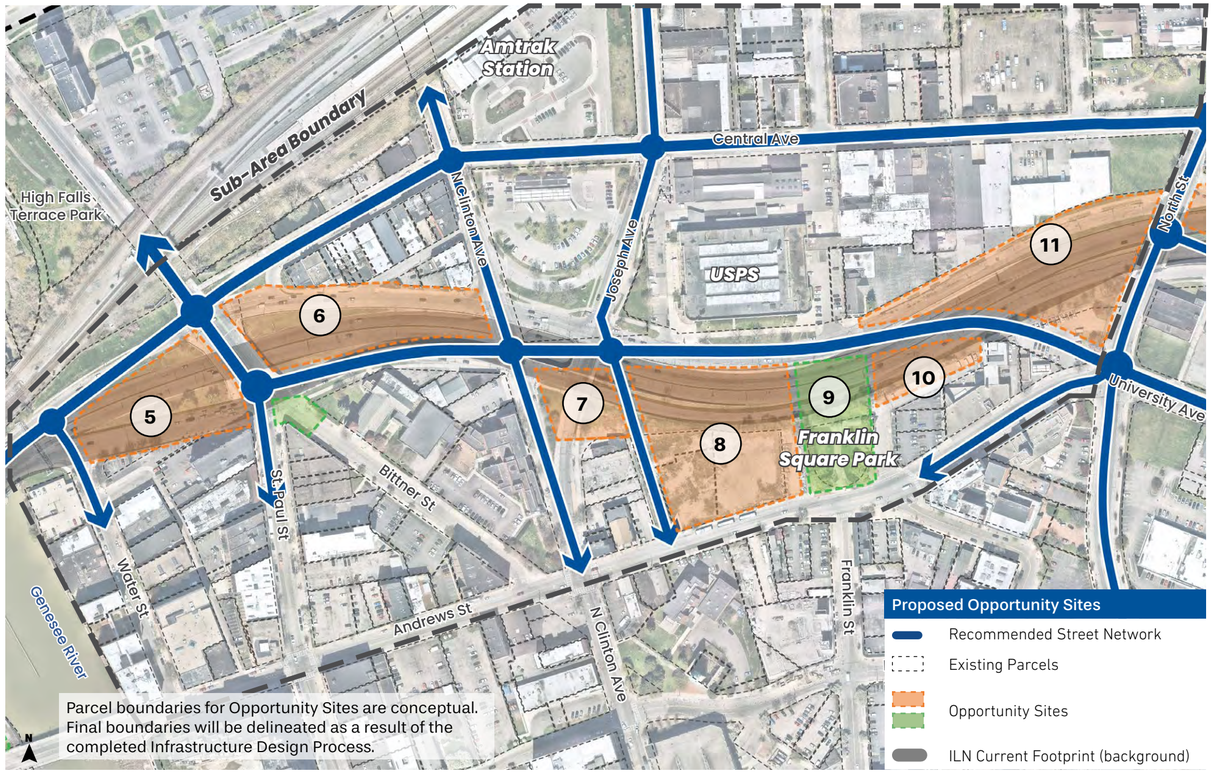
- Site 11 sits at a prominent intersection of North Street, University Avenue, and Andrews Street and as such, its design and frontage should positively contribute to the pedestrian environment and be inviting and accessible. Blank walls and bland streetscape frontage should not be permitted.
- Site 10 could offer opportunity for higher density developments but would likely require acquisition of adjacent parcels to create a larger development site.
- Any vehicular access to this Site 10 or 11 should be positioned in the rear of the development sites.

Light Manufacturing | Production Building

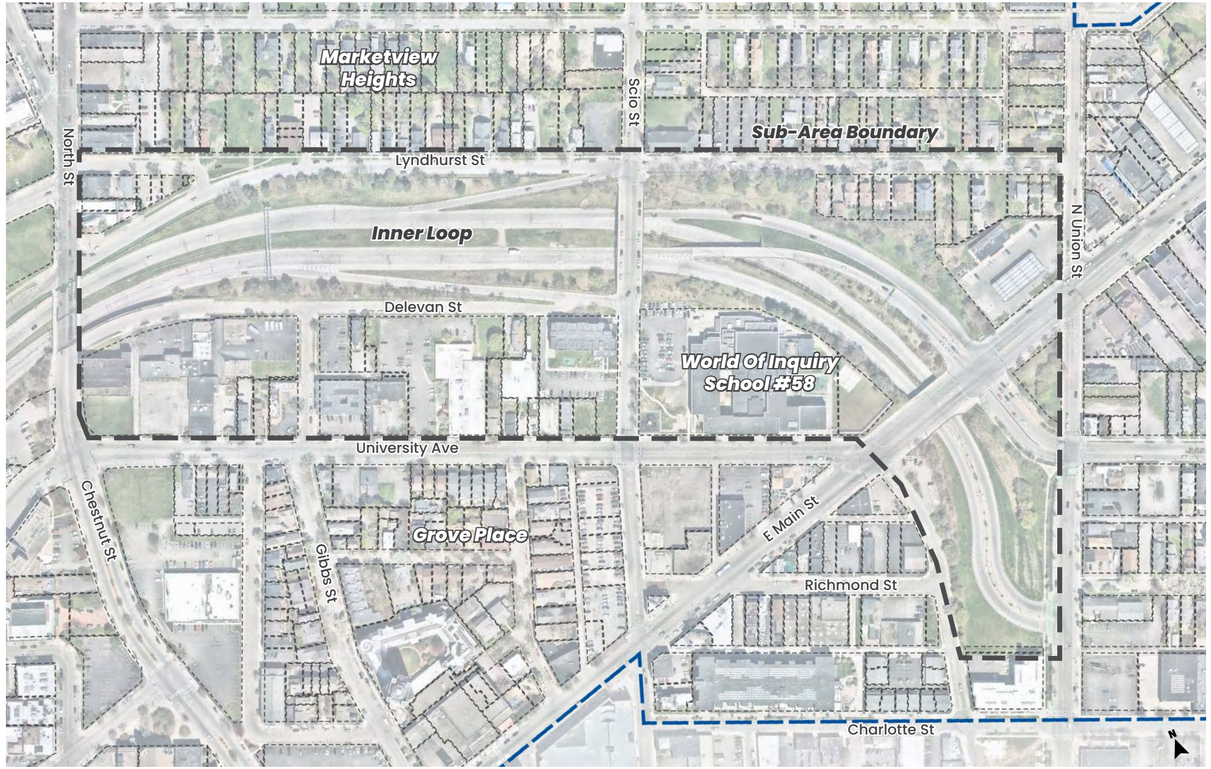
Makers Space | Production Building

Townhomes

4.4.7 Central Sub-Area Opportunity Sites



4.5.1 East Sub-Area Existing Conditions



4.5.1 East Sub-Area Existing Conditions

The East Sub-Area of the corridor spans from North/ Chestnut Street east to Union Street and includes land between University Avenue and Lyndhurst Street north and south of the corridor. Additionally, this sub area includes several blocks south of East Main Street that have frontage on
Union Street.

This Sub-Area includes several unique conditions. Directly north of this Sub-Area is the Marketview Heights neighborhood with single-family and multi-family homes fronting directly onto the Inner Loop. In this portion of the corridor, the Inner Loop's construction removed blocks of similar single-family homes and neighborhood fabric. South of the Inner Loop is University Avenue which includes a variety of residential and commercial uses including offices and businesses. University Avenue is also on the northern edge of the Grove Place neighborhood. These neighborhoods were impacted by the creation of the Inner Loop and stand to benefit from its transformation.

World of Inquiry School No. 58 (WOI) falls within this Sub-Area with direct frontage onto the Inner Loop Corridor. This is a K through 12 Rochester City School in need of outdoor recreation facilities on its campus. It is currently landlocked and would benefit from more land to better meet the needs of its students. Residents from the surrounding neighborhood have also expressed a desire for public access to future recreational facilities on the site. Lastly, the eastern end of the Inner Loop North meets up with Union Street in this Sub-Area and its transformation will create the final sites of the Inner Loop East project for new investment.

Marketview Heights Neighborhood

Grove Place Neighborhood

World of Inquiry School No. 58

4.5.2 East Sub-Area Development Objectives

VISION STATEMENT

The East Sub-Area's transformation should restore the neighborhood fabric through the **re-creation of a walkable residential neighborhood** with **opportunities for home ownership and better connectivity** to surrounding neighborhoods and destinations.

KEY OBJECTIVES

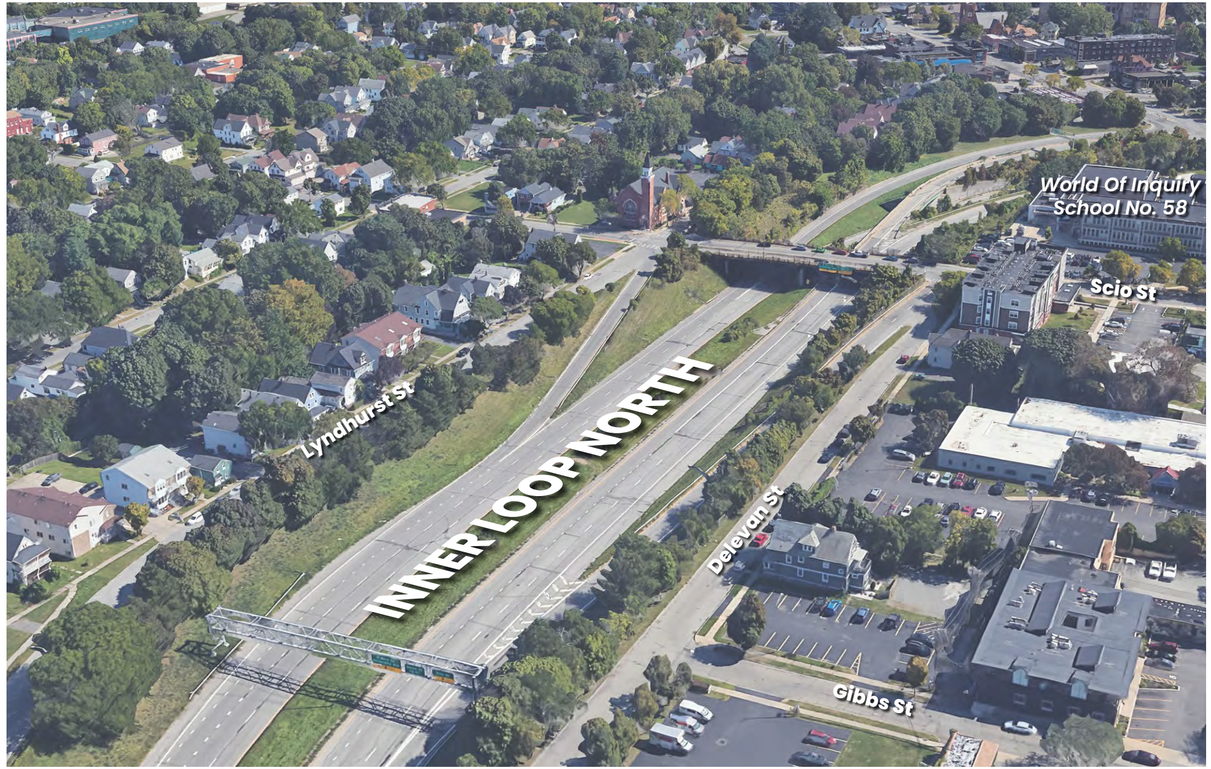
- Restore neighborhood fabric through development patterns and layouts similar to and compatible with existing adjacent neighborhoods.
- Create pathways to home ownership as a means to uplift individuals and households with the opportunity to acquire a wealth-building asset.
- Establish recreation / open space for students at World of Inquiry School No. 58 that also includes appropriate level of access for residents that live nearby.
- Reestablish Anderson Park as a more prominent public open space that is complemented by new development.
- Create streets and spaces that complement the surrounding neighborhood that encourage pedestrian and cyclist activity.
- Promote the reinvestment of North Street as a neighborhood business district.
- Complete the redevelopment of the Inner Loop East's last remaining parcels with walkable development that builds on prior investments and finishes reconnecting adjacent neighborhoods.

CONCEPT SUMMARY

The preferred concept focuses on restoring the neighborhood fabric that once existed in this portion of the corridor. This includes mixed-use development fronting North Street with a goal of beginning to revitalize the neighborhood business district. A mix of townhomes and single-family development from Gibbs Street to Scio Street offer opportunities for homeownership in the neighborhood – a key objective of the development in this Sub-Area. Greenspace and recreational facilities are created behind WOI to serve both School and community needs, pending coordination between the City and School District and future design and engineering processes. What is depicted in this concept is illustrative and representative of feedback provided to us in this process about goals and desires for the space. The Union Street frontage includes a restored Anderson Park and a mix of uses on the remaining sites of Inner Loop East.

4.5.3 East Sub-Area Preferred Concept

4.5.4 Gibbs Street & Delevan Street Looking East - Before



4.5.4 Gibbs Street & Delevan Street Looking East - After

4.5.5 East Sub-Area Opportunity Site Strategies & Considerations

Site #12

Site 12 is comprised of approximately 2.3 acres between North Street and Gibbs Street.

Land Use, Open Space, and Mobility Strategy

- Gibbs Street is extended from Delevan to Lyndhurst, creating two blocks along the corridor between North and Scio Streets.
- Lyndhurst Street and Delevan Street are straightened out to align better with North Street and create a more traditional grid system for street and block layout.
- The North Street end of this site shows a three-story mixed use building (12A) with a goal of providing commercial space fronting North Street. With increased pedestrian access and residential buildings positioned on this site, there is market potential to revitalize the neighborhood business district.
- The eastern side of this block includes a townhome development (12B) that fronts on to Delevan, Gibbs and Lyndhurst.

Key Considerations for Redevelopment

- Development on this site should be sensitive of existing buildings fronting North Street in the northwest corner by redeveloping in a way that is respectful to both frontage visibility and back of house access.
- In an effort to provide multiple price points for homeownership and increase owner-occupied units in this Sub-Area, multi-family residential buildings could be considered condominium-style tenancies.
- Any vehicular access to this site should be positioned in the rear of the development sites and occur off Delevan Street and Lyndhurst Street.

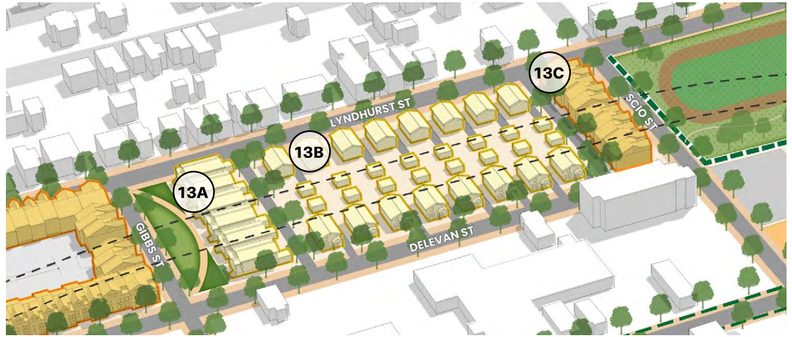
Three-Story Mixed Use Development

Townhomes

Townhomes

4.5.5 East Sub-Area Opportunity Site Strategies & Considerations

Site #13



Site 13 comprises a block between Gibbs Street and Scio Street with a total development area of 4.0 Acres.

Land Use, Open Space, and Mobility Strategy

- A small neighborhood green space is shown fronting Gibbs Street to provide a passive greenspace that adds a heightened quality to the pedestrian environment in this area.
- Single-family homes make up most of the development on this site. This not only pays homage to the neighborhood fabric that was there prior to the Inner Loop's construction but also reflects the market potential and desire for additional single-family homes that exists today.
- Townhomes fronting Scio Street offer more diversity in available housing stock on the more prominent section of the corridor.

Key Considerations for Redevelopment

- Development on this block should be owner-occupied housing. Examples of this type of development in the city include Buy-the-Block program and Pueblo Nuevo.
- Access to single-family homes could occur with driveways, shared driveways, or rear alleys. All options have their own benefits and should be compared during future implementation.
- The small park space provides an opportunity to create a community gathering space and consider a monument to those displaced and impacted by the Inner Loop's construction.
- Buildings should have small setbacks, and yards should be conservatively sized to maintain a more urban neighborhood feel and character.

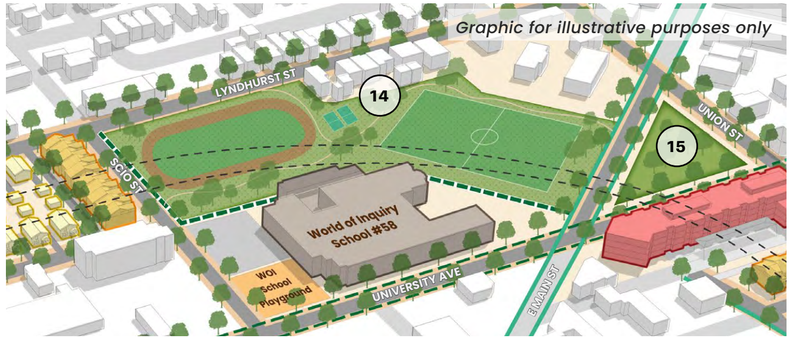
Single-Family with Driveways

Single-Family with Rear Alley Access

Greenspace in front of houses

4.5.5 East Sub-Area Opportunity Site Strategies & Considerations

Sites #14 and #15



Sites 14 and 15 comprise approximately 6.6 acres between Scio Street and University Avenue.

Land Use, Open Space, and Mobility Strategy

- Site 14 is shown as a new recreation and green space for use by the World of Inquiry School No. 58 (WOI). Based on community and school input the uses of the space could include multi-purpose fields, a track, walking paths, outdoor classrooms, gardens, play features, and pedestrian connections for the broader community, subject to coordination between the City and Rochester City School District and future design processes.
- Site 15 shows a restored Anderson Park which was also impacted by the Inner Loop's original construction. This restoration would bring it back to its previous footprint.
- A multi-use path is shown running along the south and west sides of Site 14 to connect the Union Street bike facilities and this portion of the corridor.
- Bike facilities are also proposed for University Avenue.

Key Considerations for Redevelopment

- Further programming and design studies are needed for both sites to define the final program and layout.
- There is a need for additional parking for the WOI Staff that should be considered in the Site 14 space without compromising the overall use as green space. This could include surface parking or more creative underground parking strategies.

Multi-Use Sports Field

Tennis Courts and Basketball Courts

Historic Postcard of Anderson Park

4.5.5 East Sub-Area Opportunity Site Strategies & Considerations

Site #16 and #17

Sites 16 and 17 comprise approximately 2.1 acres of land between University Avenue and Haags Alley.

Land Use, Open Space, and Mobility Strategy

- Site 16 shows a unique building type that changes heights and form from one end of the block to the other. Along University Avenue it presents as a four-story mixed-use building with ground floor commercial fronting onto University Avenue and Anderson Park. As the building faces Union Street, it is a three-story multi-family building, and as it wraps on to Richmond Street it would function as two to three-story townhomes.
- Site 17 shows townhomes, which mirror the north side of Richmond Street from Site 16 and creates a moderately scaled residential block that aligns well with the rest of Richmond Street.

Key Considerations for Redevelopment

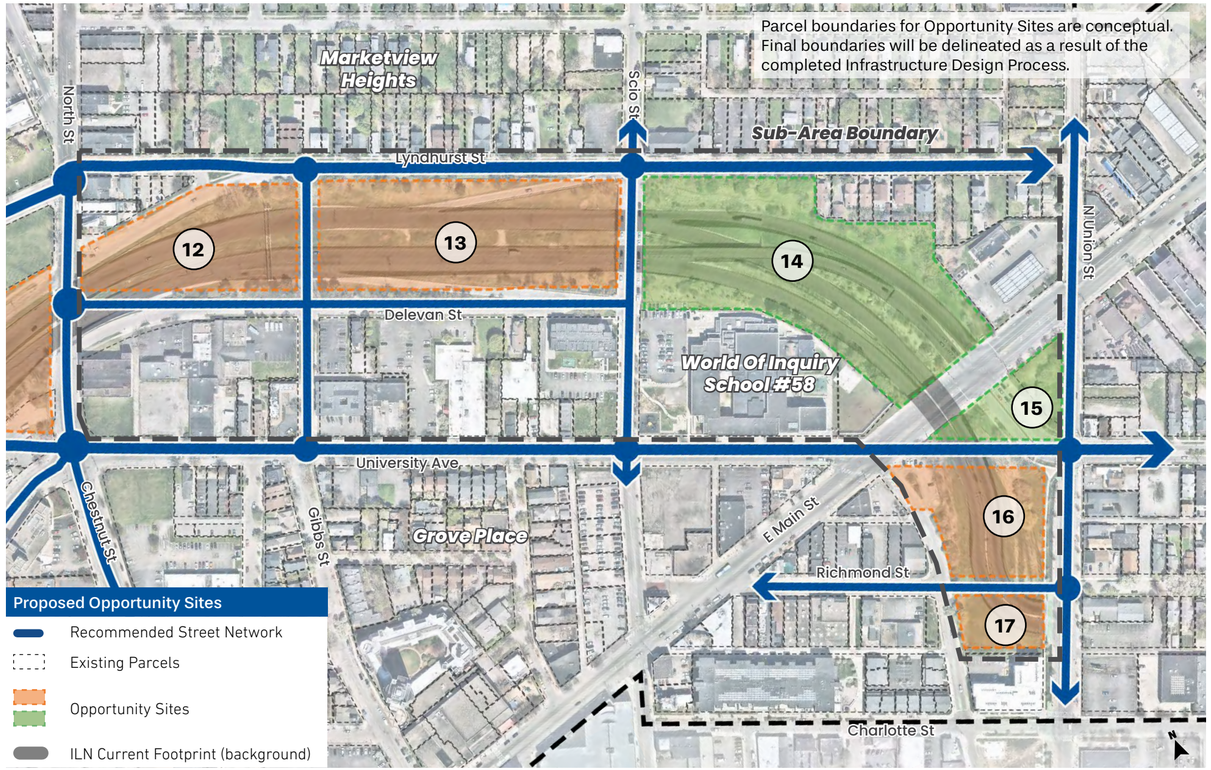
- The development shown in this concept is unique, but the main principle for Site 16 is recognition of a variety of different scales and context to be sensitive to.
- University Avenue and Union Street frontage warrant higher density building forms and uses, while Richmond Street should be fronted by more moderately-scaled development.
- Any vehicular access to these sites should be positioned in the rear of the development sites and occur off Pitkin Street.

Mixed-Use Development

Townhomes

Townhomes

4.5.6 East Sub-Area Opportunity Sites



This page is intentionally blank

Section 5
Implementation

5.1 Implementation Overview

Developing an implementation strategy for seeing through the vision developed is one of the most critical components of this plan.

This project is a generational opportunity to reconnect and revitalize a considerable area of the city. This Implementation Strategy is built on several factors that inform the methods and tools used to ensure implementation is successful and meets the goals of the City and community. Those factors include:

Learning from the Inner Loop East transformation process, how it was constructed and how development occurred.

Recognition of real estate development market potential in a city like Rochester versus other parts of the country with considerable population and economic growth.

Crafting a strategic approach to phasing and prioritization, recognizing that complete transformation of the corridor, including open space and new development will likely take over 20 years.

Expanding the pool of developers beyond just local firms in order to develop this much land Downtown with a variety of development types and styles.

The City will need to refine its request for proposals (RFP) approach to each site and opportunity based on iterative feedback from prior phases, the goals and vision for that given site and updated market context.

The lifespan of this study and the vision it informs will likely need to be revisited or adapted for longer-term phases that respond to this study's outcomes and the results of the initial phases of development along the corridor.

In the future, these implementation strategies need to offer some flexibility to build a vision aligned to the overall objectives of this plan and each sub-area of the corridor. There are varying factors that may evolve in time and will warrant reviewing this plan for adherence to its overall objectives and goals. Those factors could include stakeholder input, market feasibility, other public investments and priorities, and the general desire to be aspirational with this transformative project.

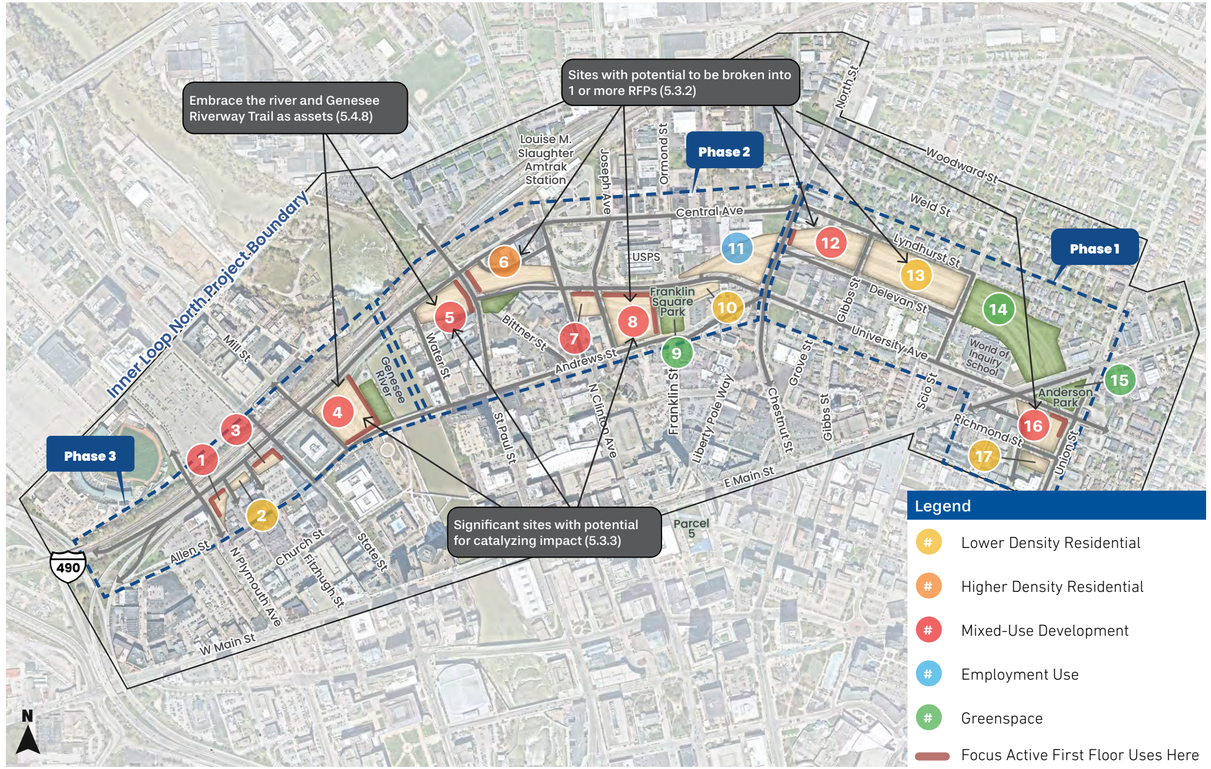
This section is organized into four categories of implementation strategies and considerations:

- Process and Policy
- Phasing
- Development Characteristics and Impacts
- Mobility

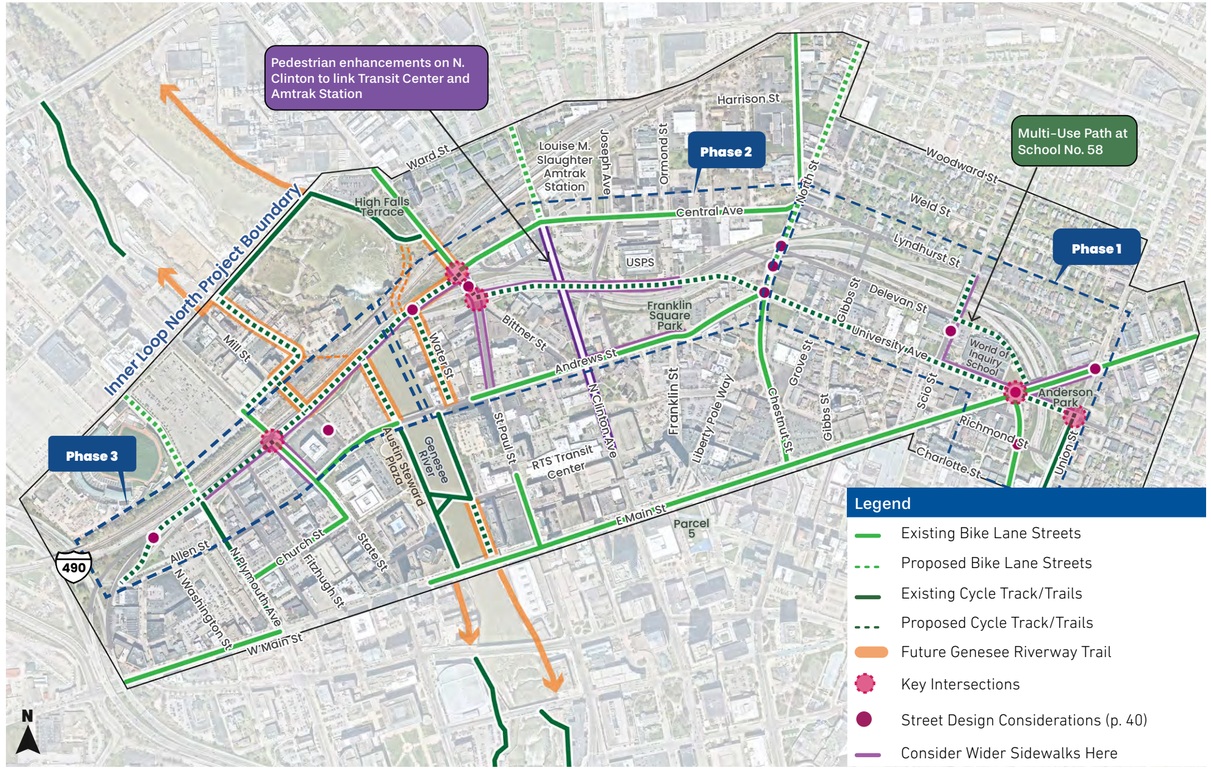
These categories each present strategies, objectives, and approaches for implementing the Inner Loop North's transformation to achieve the vision developed by this study and align with community and City goals for the future of this corridor. Much like the rest of this plan, it is expected that these strategies will evolve once the Infrastructure Design Project is completed and as initial phases of implementation unfold. To accommodate this and provide flexibility for future success, there should be an established process to fine-tune and adjust these recommendations when appropriate. This might occur at certain project milestones such as finalization of the street network, construction documentation planning for each phase, and during preparation of RFPs for development for each phase.

This section begins with a pair of maps that summarize the key recommendations and guidance of Section 4 (Development Strategy) and Section 5 (Implementation). Both maps include references to parts of Section 5 that elaborate on the recommendations. The Development Implementation Diagram on page 94 illustrates how land use and development can transform the corridor. It includes project phasing, recommended land use types for each of the Opportunity Sites, recommended locations to focus active first floor uses, and other notes about the sites. The Mobility Implementation Diagram on page 95 illustrates how transportation infrastructure can enhance how residents and visitors will be able to get around throughout the project area. It includes project phasing, existing and future bike infrastructure (including the Genesee Riverway Trail), recommended key intersections to focus activity and redefine the corridor, street design considerations, recommended locations for wider sidewalks, and other notes about enhanced mobility.

5.1.1 Development Implementation Diagram



5.1.2 Mobility Implementation Diagram



5.2 Process & Policy

This section focuses on processes and policies that provide guidance to the City and its partners, in order to implement the Inner Loop North's transformation and follow through on the vision captured in this report as it relates to mobility, open space, and future land uses along the corridor.

5.2.1 Establish a task force to oversee implementation

This task force should focus on preparation and recruitment of private developers and investor interests as well as support and coordination of public projects and investment in this area throughout the implementation process. This includes building an informational pitch deck to share with a broad spectrum of potential developers locally, regionally and nationally to build awareness of the plans and development potential of the Inner Loop North. Additionally, this task force should coordinate the overall phasing strategy for infrastructure, development sites, and open space improvements within the corridor. This task force should also be responsible for the development of RFPs for future development sites, ongoing communication and updates with corridor stakeholders and any additional studies needed. It is expected that the task force will include representatives from various City departments.

5.2.2 Establish tailored RFPs and the RFP review process

The guidance and expectations established by RFPs for development of land in the Inner Loop North is foundational to achieving the vision established herein. These RFPs should be carefully crafted for the desired result for each specific site. Both the RFP specifications and the review and selection processes should recognize the significance of this opportunity and thus warrants an additional level of scrutiny and the establishment of heightened expectations for quality development aligned with the goals identified in this study. The RFP process should examine best practices of the time.

5.2.3 Encourage inclusion of smaller and minority owned firms in the implementation process

Continue to build contacts with local and regional small and minority-owned businesses. These firms could be involved in development, brokerage, construction, design, engineering, or other services. The City maintains a goal of 30% for Minority and Women-Owned Business Enterprise (MWBE) utilization in construction and development projects. The City of Rochester's continued administration of an annual Upstate NY MWBE Conference is a notable way to continue to foster those relationships. The City should consider expanding programming, training, and networking amongst MWBE firms to grow their capacity for larger involvement in local development and construction projects.

Case Study: Downtown Memphis Commission DEI Toolkit: The Downtown Memphis Commission (DMC) sought to increase the number of women and people of color involved in commercial and economic development to better represent the diversity of residents in the community. Their DEI Toolkit includes a variety of loans aimed at assisting MWBE developers and small businesses in lowering the barrier to entry to working in the Downtown area. Programs include the Downtown Pre-Development Grant, Downtown Development Loan, and Retail TI Grant. These funding mechanisms provide critical assistance to jump-start development and advance projects for emerging or aspiring developers from diverse backgrounds. The DMC also initiated an Emerging Developer program. This hands-on program aims to elevate emerging MWBE developers by providing mentorship and learning opportunities to build their expertise and professional networks.

5.2 Process & Policy

Case Study: Rochester, MN: Equity in the Built Environment: In an effort to encourage more women of color to enter the construction industry, the City of Rochester, Minnesota developed a co-design process to explore barriers to entry for Black, Indigenous, and People of Color (BIPOC) women in the construction industry and to co-create a solution that will forge a sustainable path forward for women of color to pursue careers in the built environment. This initiative earned Rochester's mayor a $1 million grant from the Bloomberg Philanthropies Global Mayors Challenge to develop solutions that would address the disparities facing women of color in the city. Several strategies emerged from the process: educating women and girls about opportunities in the construction industry, providing trades and entrepreneurial training programs for women, and addressing historic issues of discrimination and harassment in the industry to ensure women feel safe and included at work. The programs initiated by the city aim to both assist women in pursuing careers in the construction and design industry and help employers become more inclusive and attractive to a diverse workforce.

5.2.4 Continue coordination with local, state, and federal departments, their initiatives, incentives, and programs

Continue to share progress updates on the Inner Loop North project with appropriate representatives at state and federal levels and continue to pursue funding and partnership opportunities that may arise through various federal, state, and local programs. This coordination should be targeting construction funding and continuing and emerging incentives or programs for private development.

5.2.5 Update zoning in accordance with this study

The nearly completed Zoning Alignment Project (ZAP), is establishing new zoning classifications throughout the city, including this corridor. The classifications identified to cover this corridor do accommodate the types of development identified in this plan. However, after the conclusion of the Infrastructure Design Project and as new parcels are delineated, the city should update the zoning classification boundaries to ensure those newly created parcels and their specific designation align with the land use and open space recommendations of this study.

5.2.6 Consider potential updates to this study

After the Infrastructure Design Project is complete, this plan should be reviewed and updated as needed. The Infrastructure Design Project will eventually finalize street alignments and this may result in revisions to blocks and the corresponding proposed development sites. Such changes could alter detailed components of the design such as site sizes, layouts, and feasibility of different building types. The task force (recommended in 5.2.1 above) should evaluate this study and decide if any update is warranted. The task force may also take into account potential major changes in the market conditions, private interests, and/or public sentiment and deem an update to the preferred concept necessary.

5.3 Phasing

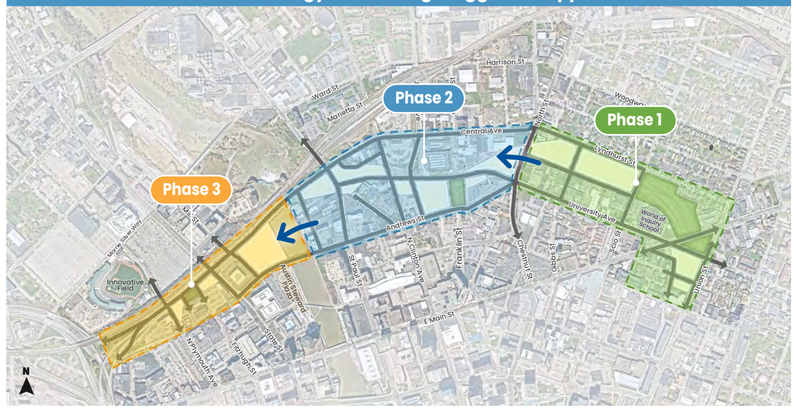
This section focuses on potential phasing and related considerations of the development sites that will be created from the Inner Loop North's transformation as it relates to mobility, open space and future land uses along the corridor.

5.3.1 Phase the implementation of this transformation from east to west

The final phasing strategy of this project will be guided by the constructibility and funding related to the Inner Loop North's Infrastructure Design Project. To the extent possible, this study recommends overall phasing of the Inner Loop North transformation to start in the East Sub-Area and work westward (depicted right). This is recommended for the following reasons:

- The East Sub-Area is in the greatest need of transformation. Existing neighborhoods and the World of Inquiry School No. 58 both stand to greatly benefit in the short term from the vision outlined in this plan to dramatically change the quality of life in this area.
- The current market supports single-family and multi-family residential development, which is what is proposed in the East Sub-Area.
- Developing this Sub-Area first will build upon the success of Inner Loop East.
- Closing the Inner Loop in stages east to west allows for utilization of portions of the highway during the initial stages of construction.

Overall Strategy on Phasing: Suggested Approach



This phasing diagram follows the sub-area breakdown of the corridor and suggests an east to west approach.

- Prioritizing sub-areas and individual sites should remain flexible as the schedule for highway removal and creation of sites becomes more clear.

Phasing is ultimately subject to completion of engineering design and available funding, but it is assumed that potential logical breaks for phases would occur at the major perpendicular corridors such as North Street, and the east side of the Genesee River bridge at Water Street – hence the subarea designations. The West Sub-Area generally provides less transformation than the other sub-areas as there is less land recovered for development and the elevated railroad viaduct continues to serve as a divide. Therefore, the West Sub-Area should be the last priority of the sub-areas from a phasing perspective.

5.3 Phasing

5.3.2 Phase RFPs in Correspondence with Construction Phases

Within each phase of Inner Loop Infrastructure demolition and new construction, this study recommends that RFPs for development opportunities be released when possible to provide continued momentum and prevent long periods of dormancy on shovel-ready sites. Throughout the preferred concept, blocks typically include multiple buildings and at times different land uses. This occurs on sites 6, 8, 12, 13, and 16, but could certainly include more sites depending on future market opportunities and interests. When there are multiple buildings or uses on the same block, RFPs should be released for each building or use to accommodate varying expertise in the development market as well as allow for potential involvement of smaller developers. If an entire block, comprising multiple buildings or uses is included in a single RFP, the language and direction it provides should reinforce the desired scale, form, and uses of development identified in this study.

5.3.3 Do not compromise higher potential for short-term market interests

The project will create considerably more land in this corridor than in the Inner Loop East, and thus Inner Loop North offers room for a variety of building types and forms. Additionally, there are multiple significant sites identified along the corridor (sites 4, 5, and 8) where the preferred concept envisions higher density to create unique developments with potential for significant catalyzing impact. The City should not compromise short-term implementation with proposed development projects that do not meet the visionary outcomes of this strategy. This is ensured through the RFP process including establishing standards for development proposals, a strict review process, the negotiating of incentives use, and marketing the opportunity to interested parties, local and non-local, to generate competition and higher quality end-results.

Case Study: Build South Bend: Pre-Approved Building Plan Sets: The city of South Bend, Indiana provides developers and individuals with no-cost, pre-approved "catalogs" of housing options to expedite home building in the city. These designs include contingent approval of site development, saving time and costs for builders while ensuring community character and architectural standards are upheld by new development. Construction sets are provided at no cost and minor variations are permitted, but each pre-approved design is selected to match the desired character and complement market conditions of the community. This approach could be applied to multiple different types of buildings proposed in this strategy to ensure designs are in line with the vision set out in this project.

Example of pre-approved building plans from South Bend, IN

5.4 Development Characteristics & Impacts

This section focuses on implementation strategies for the development characteristics for the Inner Loop North's transformation related to mobility, open space, and future land uses along the corridor. The following strategies should be referred to by City leaders, staff, and community partners throughout the implementation process.

5.4.1 Locate mixed-use development in strategic locations

Mixed-use development along the corridor is welcomed. However, market realities suggest there is a limit to the amount of commercial activity that can be successful on the ground floor of new buildings, due to the density of population able to support new businesses. Co-locating new commercial activity in ground floor spaces at key intersections across from one another will more successfully create vibrant nodes of street activity. Mixed-use development should be encouraged along the frontage of newly created public spaces like Franklin Square Park and the west side of the Genesee River. Co-locating with other mixed-use buildings to create a concentration of similar activities and help to create nodes along the transformed corridor is an effective overall strategy.

5.4.2 Future commercial uses should focus on both daily needs and creating destinations

Future commercial or retail uses in mixed-use development along the corridor should focus on meeting daily needs of existing and new residents as well as providing new options for dining, entertainment and creating "third places." Third places are locations that people can go for socialization and communal enrichment that are not home (first place) or work (second place). Examples of building uses that meet daily needs are banks, pharmacies, markets, clothing stores, and other destinations of frequent necessity. Examples of building uses that would provide third places include coffee shops, cafes, restaurants, bars and breweries, event venues, and boutique and niche shopping locations for goods often associated with communal activity. Lastly, the RFP process for certain sites should remain open to light industrial uses or other employment centers that create jobs in the area, so long as the building form does not detract from the public realm, neighborhood health, and the goal of creating lively streets.

5.4.3 Future residential developments should focus on mixing incomes on the corridor

A mix of price points for future residential units should be available to varying income levels along the corridor. Providing an urban environment where there is a mix of incomes among residents supports multiple objectives set during this planning process. Ensuring access to affordable housing in the city with access to jobs, education, shopping and amenities, is a key goal of the City. Mixing varying levels of income allows for greater market feasibility for retail and commercial uses to occur on or near the corridor by ensuring individuals with higher levels of disposable income are nearby to support commercial and entertainment uses. Bringing more commercial activity Downtown would be possible when coupled with drawing more residents to the areas that have the means of supporting those activities. Income levels should be targeted to units at affordable levels (60% Area Median Income, AMI, or less), workforce housing (80%-120% AMI) and market rate housing. Affordability in pricing is key, and income restricted units help provide access to many populations who struggle to find high quality housing. However, balancing AMI restricted units with market-rate options can bolster new retail and commercial uses, offering them market viability. Mixing incomes can happen within individual developments and buildings, or applied as a strategy across the corridor in different buildings. The RFP process should establish goals for targeted income groups, especially as implementation moves through phases and RFPs can respond to the first projects developed.

5.4.4 Encourage homeownership across multiple residential development types

Funding sources, which could be at the federal or state level, can be harnessed and used to encourage developers to build products that support homeownership. This can include detached single-family homes, multi-unit homes, townhomes, condominiums, and more. The City's recent two-phases of the Buy-the-Block program utilized funds from the American Rescue Plan Act. Other future federal or state funding opportunities should be monitored and procured when possible. This can occur throughout the corridor, but an emphasis should be placed on the East Sub-Area. Increasing opportunities for ownership in the area is a shared goal of the City and some community members, and can provide individuals and households the opportunity to acquire a wealth building asset. Additionally, providing diversity in ownership products beyond just traditional single-family homes can support aging-in-place for residents of Rochester by offering owner-occupied housing types that are smaller and require less maintenance.

Case Study: Front Porch Investments – Omaha, Nebraska: Responding to a growing need for affordable housing, Front Porch Investments (FPI) is a nonprofit that serves as a public-private connector who coordinates efforts to close the affordable housing gap through creating new housing and preserving existing housing. Their programs include a Development and Preservation Fund for the creation and preservation of affordable rental and for-sale housing, a Greenlining Fund that helps promote homeownership and prevent displacement in designated areas that have historically been impacted by redlining, and an Innovation Fund for organizations that are seeking to implement creative solutions to housing issues in the region. Together, these funding mechanisms help developers create or preserve affordable housing, help existing or prospective homeowners purchase and maintain their homes and foster new ideas and collaborations to continue tackling the affordable housing problem in the Omaha region. The nonprofit also partners with other local organizations to issue RFPs for affordable housing development projects.

5.4.5 Promote universal accessibility

The City currently has a *Visitable Home Design Guidelines* for new construction that ensures that one and two family dwellings provide universally accessible first floor facilities and access points. Similar guidelines also apply to higher density, multi-story buildings. Future developments should continue requirements around accessibility in new development, so as not to discriminate or hinder opportunities for different populations. This should apply across housing types not just multi-family buildings.

5.4.6 Strategically locate parking and keep it to a minimum

Off-street parking and new vehicle access points to parcels across the corridor should be kept to a minimum. Off-street parking should be placed behind buildings to match appropriate urban context and further the walkability of Downtown. Driveways and access points should be minimized and consolidated to reduce pedestrian/bike conflicts with vehicles. Developments on the same block should share parking areas. In blocks with higher density development, shared structured parking should be explored as a solution to accommodate the higher density of users.

5.4.7 Build with consistent setbacks along all new development sites

Regardless of land use for new development, all sites should emphasize maintaining frontages close to the public right of way to frame and engage the street space and improve the pedestrian environment. Active, transparent ground floors located closer to the pedestrian realm contribute to a more vibrant sense of place throughout the corridor. Larger setbacks should be moderate at most and limited to opportunities for building entrances, forecourts, outdoor dining spaces, and in single family or townhome uses, where small front yards or gardens could occur.

5.4.8 Collaborate and integrate with other initiatives

Sites located near the Genesee River should embrace the river as an asset and should integrate the initiatives of the ROC the Riverway, the ongoing implementation of the Genesee Riverway Trail, and the future High Falls State Park. These four major projects and initiatives intersect geographically and in terms of their story of transforming, reclaiming, and redefining the heart of the city.

5.4.9 Anticipate future investment near the corridor

While this study did not plan for the redevelopment of parcels adjacent to newly created land, this level of investment in infrastructure and new development will likely trigger additional investments on nearby blocks. These additional investments should be encouraged to follow the goals of this study whenever possible as it will impact this area collectively.

5.4 Development Characteristics & Impacts

5.4.10 Architectural designs should reflect existing context as appropriate

Traditional, historic mixed-use downtown architecture typically includes a variety of building design characteristics that when taken holistically help build a unique character and timelessness. New development throughout the corridor should be sensitive to the form, materials, and architectural style of buildings in its surrounding context. Where possible, new buildings should look to mirror this character through variation in building massing, height, materials, and features to provide a more organic and timeless feel to the development along the corridor. Reducing monolithic buildings that comprise entire blocks is a goal of this study to make a more pleasant streetscape and pedestrian realm as well as to further the variety in building design and create a compelling sense of place.

5.4.11 Promote anti-displacement strategies

The City and this strategy recognize the potential impact of Inner Loop North's Transformation on existing residents and businesses in the nearby areas. The concept plan for this study proposes new development and open space only on new parcels of land created by the Inner Loop North's transformation avoiding demolition of existing structures. However, it should be anticipated that this new development may have indirect impacts on rents, property values, and other factors in the surrounding area. It is also important to acknowledge that the implementation of this transformation will likely take multiple decades. Over that time, numerous external market factors could impact residential and commercial properties in the adjacent areas. This study recommends exploration of several strategies that could be used to mitigate potential displacement in neighborhoods adjacent to the corridor.

Develop track-able metrics for equity in housing: a key component to evaluating impacts of future investment along the corridor is to continue to monitor a series of metrics for the surrounding area to evaluate emerging trends related to housing occupancy, rent and mortgage rates, owner-occupied units, business occupancy, business life-cycles, employment growth, and others which could be finalized by the implementation task force identified in 5.2.1.

Community Land Trusts: to provide oversight and possibly ownership of properties to ensure they remain at affordable levels for area incomes. The City of Rochester's Land Bank Corporation could play this type of role related to the corridor's redevelopment and indirect impacts on nearby parcels.

Tenant Protection Policies: these could include rent stabilization programs and just cause eviction standards that would better protect existing tenants from unexpected displacements and cost of living increases. The City of Rochester recently enacted a Good Cause Eviction Law which will help with tenant protection and should be utilized in the area around this transformative project. The City also has a policy of Landlord-Tenant Bill of Rights and Responsibilities which aids in upholding protections between tenants and landlords.

Tenant assistance programs: could provide grants in the form of financial aid to businesses or residents to assist them in maintaining their current location. Additionally, a relocation assistance program could be established to subsidize moving costs and expenses when needed.

Required displacement impact studies: done through the RFP process, it could be required to evaluate proposed development projects for these direct and possibly indirect impacts on adjacent properties. This evaluation could examine detriments to adjacent properties, price points on new units and spaces, competition with existing uses, and more to evaluate for impacts.

Case Study: Albany, New York: Land Bank and Land Trust Collaboration: The Albany County Land Bank (ACLB) and Albany Community Land Trust (ACLT) formalized their collaboration towards their shared goals in 2017 to address racial wealth gaps and provide affordable homeownership in perpetuity to underserved individuals. ACLB's Equitable Ownership Program leverages resources and partnerships to assist lower-income home buyers in underserved or historically disadvantaged communities, while ACLT helps identify eligible program participants, pairs participants with a rehab specialist to assist with rehabilitation processes, and lends their expertise in developing permanently affordable housing. The two organizations also operate an Inclusive Neighborhoods Program that offers long-term affordability in areas outside of the land bank's Focus Neighborhoods (i.e., neighborhoods with the most disinvestment or weakest housing markets.) These homes are renovated by the land trust before being sold to a qualified low-income buyer. The homes are kept affordable through a 99-year renewable ground lease, ensuring affordability for future generations while providing stability and wealth-building opportunities for current residents.

Case Study: Community Benefits Agreement – Pittsburgh, PA: The predominantly African American Hill District in Pittsburgh was a target for urban renewal in the 1950s, leading to the development of the Pittsburgh Penguins hockey rink that displaced nearly 1,500 families and led to decades of segregation and economic decline in the Hill District neighborhood. When the Penguins pushed for public funding to rebuild their stadium in the 2000s, the Hill District Community Benefits Agreement was created to ensure the new stadium district would work in conjunction with uplifting the surrounding neighborhood. The CBA represents an agreement between the Penguins and the community residents and organizations to commit funding and projects that would benefit area residents, such as ensuring sustainable job opportunities, constructing a grocery store, and other community development projects that would ensure residents could remain in the neighborhood while accessing new opportunities for employment and fulfillment of daily necessities. Nearly $12 million has been invested in resources in the neighborhood. The creation of the CBA ensured residents' needs and desires were addressed, and that public funding was committed to benefiting both the neighborhood and the development.

Case Study: Small Business Support Resources – Minneapolis, MN: Under the Office of Community Planning and Economic Development, Minneapolis's Small Business Team provides tailored, one-on-one support with current business owners who wish to maintain their businesses in the city. The team matches business owners with local technical assistance consultants, classes and workshops, and community wealth-building programs. They proactively conduct outreach with small businesses in targeted areas to promote engagement opportunities with the broader small business community and ensure owners in all parts of the city are receiving the support needed to succeed. The Business Technical Assistance Program (B-TAP) leverages community business development centers and neighborhood business associations to provide training and consulting services to small business owners, particularly MWBE businesses. Additionally, the Small Business Team works with private lenders to help match local small businesses with financing options that support maintenance costs, equipment upgrades, and alternative financing options that meet the diverse cultural needs of business owners. These programs and resources are geared towards helping existing business owners avoid displacement by providing them with the resources and financial support necessary to sustain their businesses.

Case Study: Small Business Anti-Displacement Network: Consisting of organizations across the United States and beyond, the Small Business Anti-Displacement Network (SBAN) seeks to prevent the displacement of BIPOC- and immigrant-owned small businesses in gentrifying neighborhoods. They are a collective of policymakers, nonprofits, developers, technical assistance providers, small business owners and more who share resources and advocate for policies and programs that help preserve existing small businesses in their neighborhoods. SBAN's toolkit for displacement prevention includes seven strategies: commercial preservation and property improvement, local hiring and entrepreneurial support, tax credits and incentives, zoning and form-based codes, commercial tenant protections, community ownership, place-based, and climate gentrification tools. Specific tools used to prevent business displacement include legacy business grants, technical assistance programs, commercial rent regulations, and many more strategies that cities have used to combat the loss of small businesses. Together, these strategies help maintain a diverse array of small businesses without pricing them out of the neighborhood through community collaboration, strategic policy updates, and funding programs targeted at preserving existing businesses.

5.4 Development Characteristics & Impacts

5.5 Mobility

This section focuses on implementation strategies for the mobility and transportation components for the Inner Loop North's transformation. The following strategies should be referred to by City leaders, staff, and community partners throughout the implementation process.

5.5.1 Ground all transportation decisions around the principles of connectivity, safety, and multimodal access

Regarding the ongoing Infrastructure Design Project and the eventual phased construction of the new roadway network, a walkable, connected Downtown should be the paramount goal. As the network is constructed, the City should prioritize connectivity, safety, and multimodal access in each phase of improvements moving forward.

5.5.2 Encourage Regional Transit Service (RTS) to introduce one or more transit routes throughout this newly established corridor

Due to the additional roads and a more connected network proposed, bus routes can run through several corridors of the new Downtown area, offering greater access and connectivity to more residents, workers, and visitors. Beyond new bus routes, new bus stops and shelters can be enhanced to serve as multimodal connectivity hubs, being co-located with bike storage/rental docking, and wayfinding information to encourage and support first/last mile travel to/from transit from/to a final destination.

5.5.3 Ensure that a dedicated and protected bike facility extends east-west from Union Street to Plymouth Avenue along the core corridor(s)

When possible, offer additional, redundant bike facilities to create a connected network. The development of a new street network is a great opportunity, and any new road constructed should be designed as a complete street with adequate sidewalk and pedestrian space and safe accommodations for bicyclists. Streets that serve as arterials or even connectors should include dedicated space within the right-of-way for bicycle travel. Often, these streets will also require a designed buffer or protection between the vehicle lanes and the bicycle lane, due to the existing/expected traffic volume and vehicle speeds. While this corridor primarily runs east-west it offers the opportunity for connecting with regional trails, namely the Genesee Riverway Trail (which runs north-south), in completing a more robust bike network in all directions.

5.5.4 Incorporate development requirements and incentives that support walkability and accessibility

Limit where and when developers can locate driveways: fewer curb cuts for driveways improve walking and biking access and safety. Driveway access should be limited, whenever possible, to side streets or alleys, as feasible, where loading and long-term parking access is more appropriate. In development RFPs, the City could encourage the use of pedestrian paths and open spaces that provide "cut-throughs" to support mobility and access through larger developments. Promoting pedestrian permeability and open space in new developments can help to ensure a more walkable and connected Downtown where residents want to live.

5.5.5 Ensure convenient and secure bike parking with new development

As e-bikes and cargo bikes have become mainstream transportation choices, travelers need more secure options to store them. New multifamily residential development should provide required indoor storage, much as it requires storage for cars, along with maintenance equipment and ample charging capacity. New commercial development should provide similar storage for employees. In both cases, short-term parking in safe, accessible public locations should be provided for visitors. These requirements have been included in zoning codes in other jurisdictions.

City of Rochester, NY
Malik D. Evans, Mayor
Rochester City Council

GTC

Inner Loop North
Mobility & Development Strategy