

MEMORANDUM

TO: Genesee Transportation Council Members & Alternates
FROM: Scott A. Leathersich, Interim Executive Director
DATE: February 19, 2026
SUBJECT: Accepting a report as evidence of completion of a UPWP Task / Proposed Resolution 26-02

The following item is provided for your consideration:

- 1. Proposed Resolution 26-02** (Accepting the *Inner Loop North Mobility and Development Strategy* as evidence of completion of UPWP Task 7707) and the **Executive Summary** of the project.

Recommended Action:

Approve Proposed Resolution 26-02.

GENESEE TRANSPORTATION COUNCIL

RESOLUTION

Resolution 26-02 *Accepting the Inner Loop North Mobility and Development Strategy as evidence of completion of UPWP Task 7707*

WHEREAS,

1. The *FY 2025-2026 Unified Planning Work Program* includes Task 7707, Inner Loop North Mobility and Development Strategy, for the purpose of developing a strategy for mobility enhancements, land use, and potential development along the former expressway to align with the upcoming transformation of the Inner Loop North corridor's transportation infrastructure;
2. Said Task documented current conditions and reviewed previous Inner Loop North corridor redevelopment planning studies; identified three corridor sub-areas with future development, open space, and transportation infrastructure improvement concepts; developed two alternative land use scenarios for each sub-area; presented the alternative scenarios to the community for public review and input; and developed a final preferred corridor development concept based on stakeholder input;
3. Said Task has been completed and has resulted in the *Inner Loop North Mobility and Development Strategy*, which provides a plan for future land use, open space, and mobility improvements along the Inner Loop North Corridor; and
4. Said Report has been reviewed by GTC staff and member agencies through the GTC committee process and has been found to be consistent with the goals, objectives, and recommendations of the Long Range Transportation Plan.

NOW, THEREFORE, BE IT RESOLVED

1. That the Genesee Transportation Council hereby accepts the *Inner Loop North Mobility and Development Strategy* as evidence of completion of UPWP Task 7707; and
2. That this resolution takes effect immediately.

CERTIFICATION

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on February 26, 2026.

Date _____

BRADLEY A. WALIKE, Secretary
Genesee Transportation Council

INNER LOOP NORTH

MOBILITY AND DEVELOPMENT STRATEGY

EXECUTIVE SUMMARY

December 2025



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

GTC

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 alignment



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.

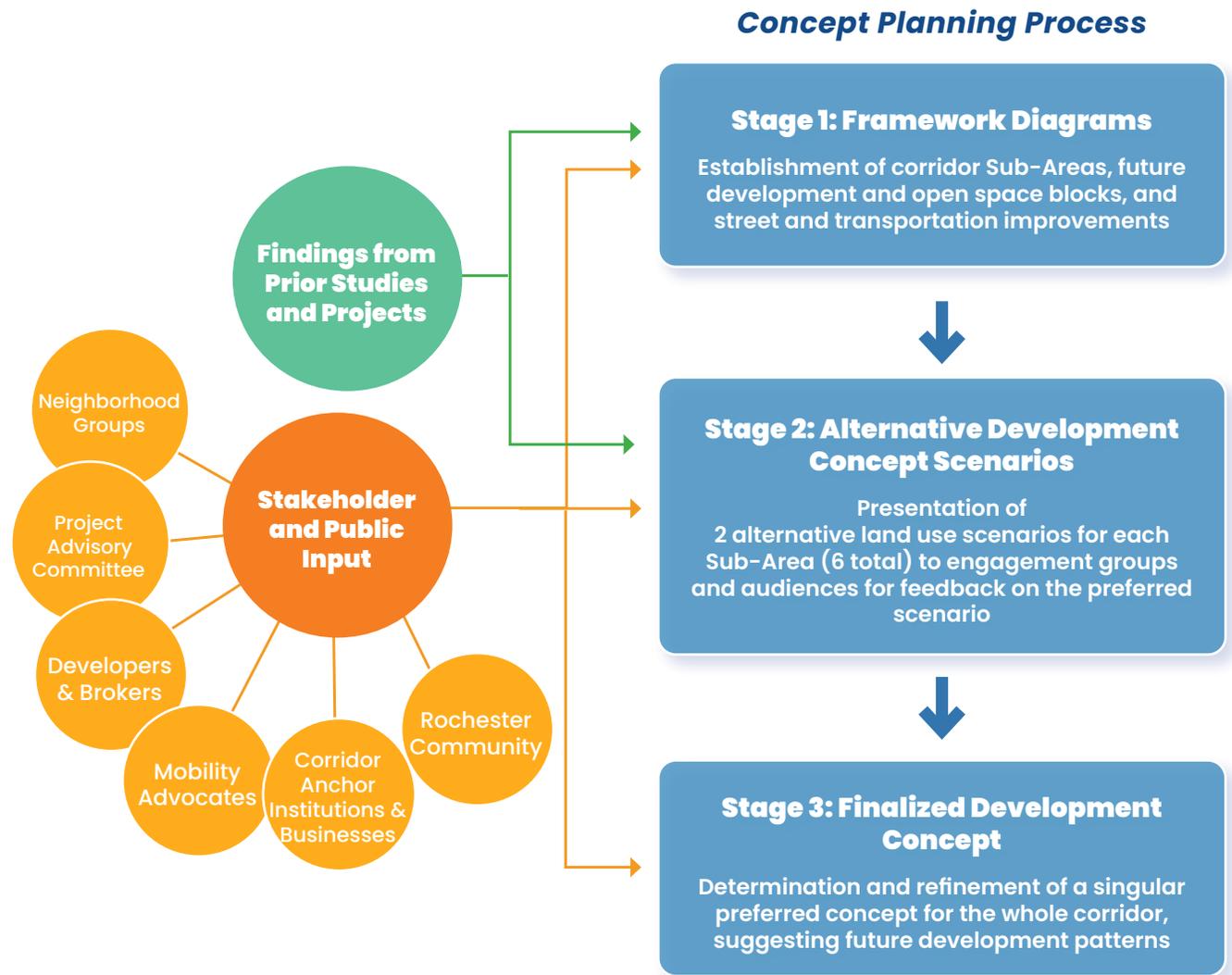


Implementation Tools

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 of the full report.



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 of the full report.

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.

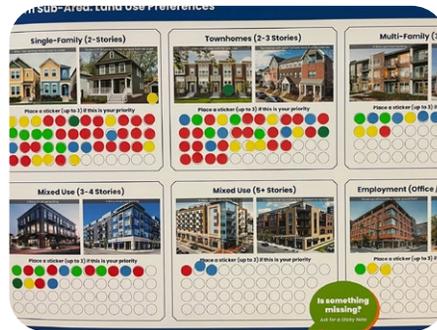
Central Sub-Area

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.

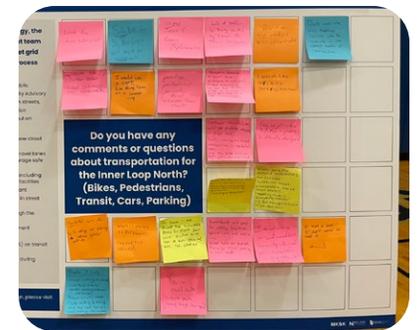
East Sub-Area

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



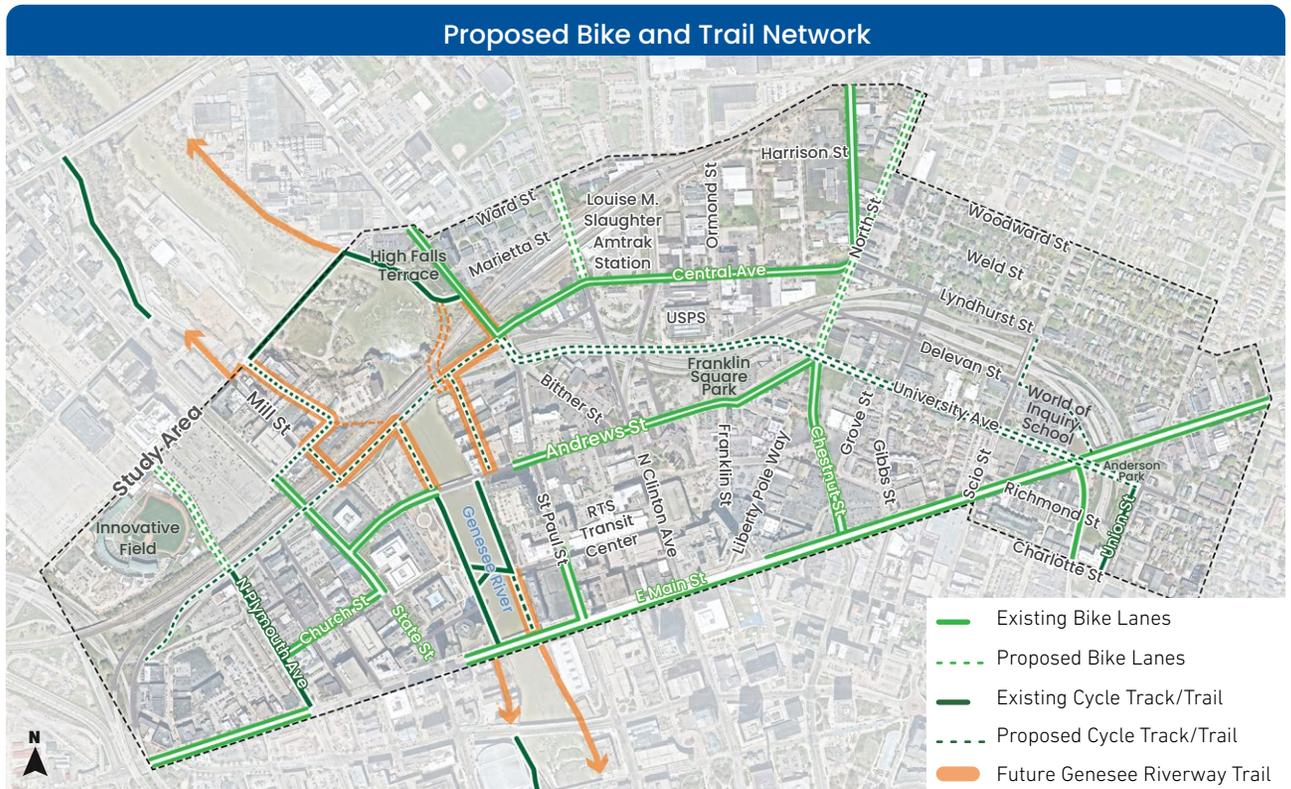
2
Open-House
Community
Meetings



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 of the full report.



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

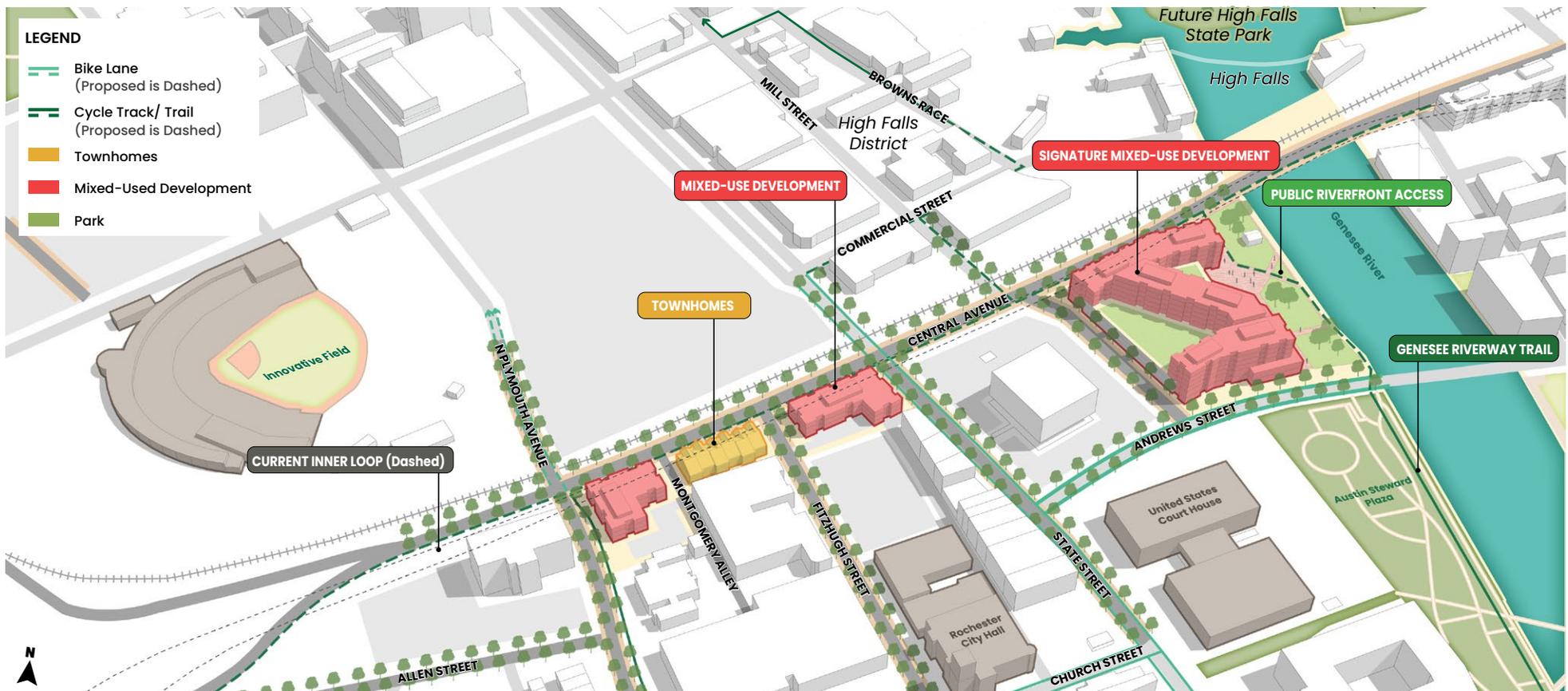
Mobility network recommendations for cyclists, pedestrians, and motorized traffic that consider nearby facilities.



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

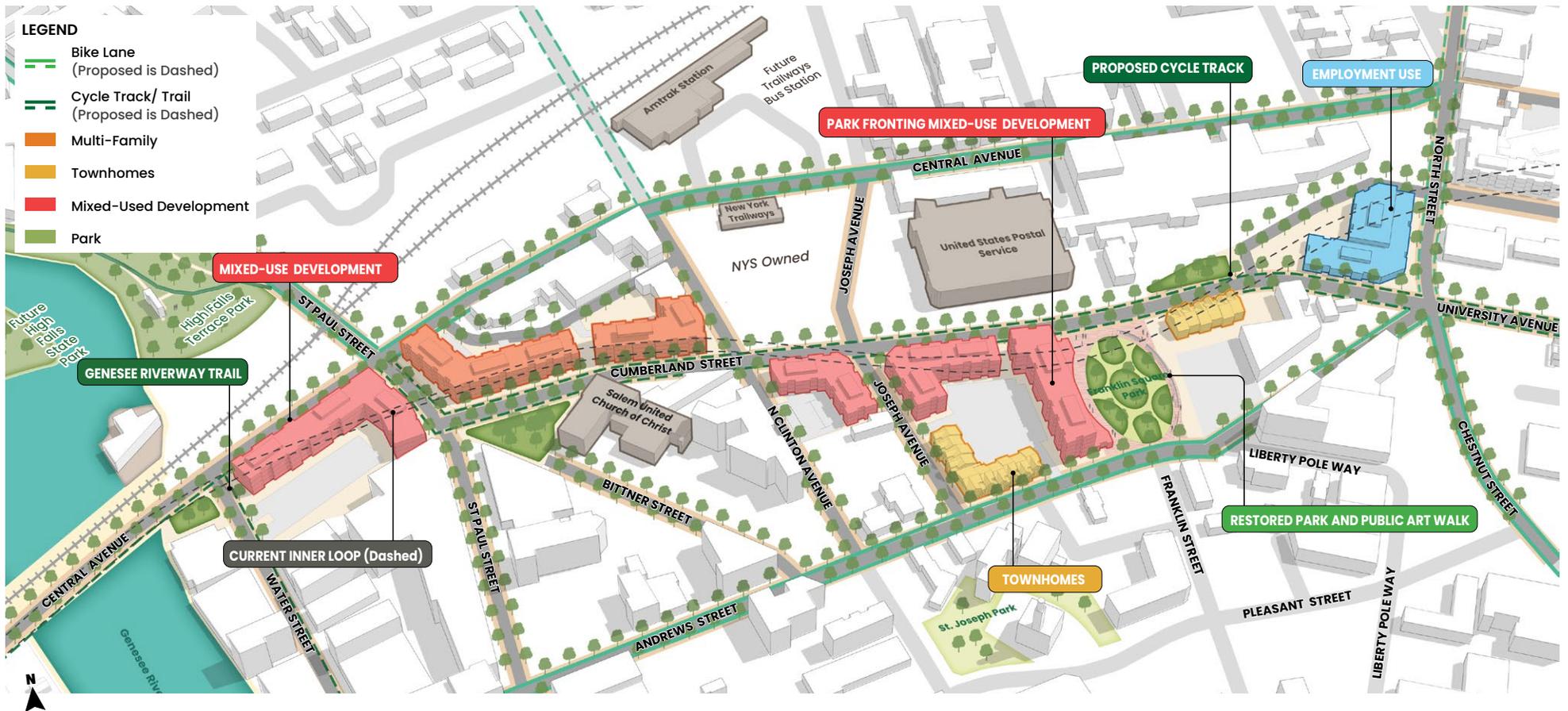
is also home to one of the more prominent sites along the entire corridor, which comprises parcels located along the Genesee River's west edge. The preferred concept recommends this site become a signature development that takes advantage of both the Inner Loop North's transformation and the frontage 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 for each sub-area, see Section 4 of the full report.



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

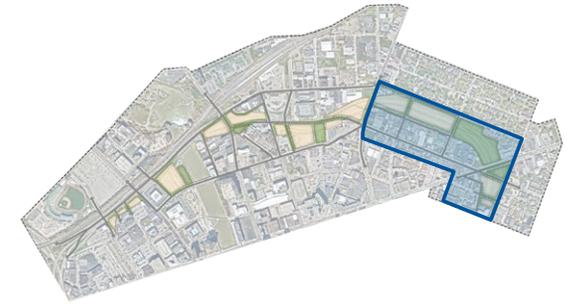
district. The concept proposes a series of mixed-use developments and more dense residential buildings to increase population in the area. This shift could aid in supporting more commercial uses by bringing more consistent and daily activity to the Sub-Area. The concept also restores Franklin Square 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 for each sub-area, see Section 4 of the full report.



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 of the full report.



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 10 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 11 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 of the full report.

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

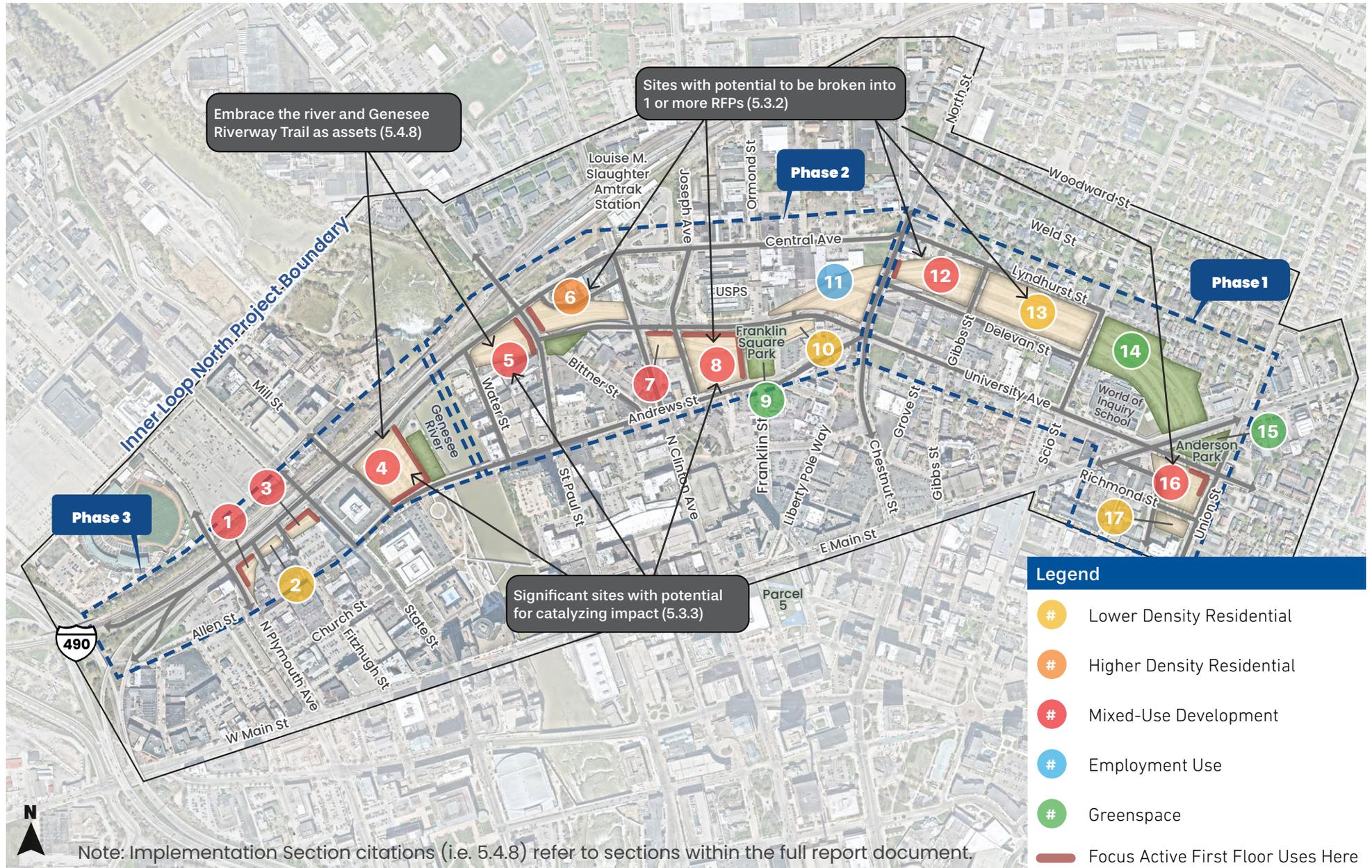
Process & Policy

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



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.



City of Rochester, NY
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Inner Loop North Mobility & Development Strategy