



# 5.

## LAND USE

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The Land Use chapter is the City and County's official guide to future land use decisions. The goals and objectives support the region's vision for smart growth, developing a healthier economy, supporting business retention and expansion, and ensuring an aesthetically pleasing environment.

The Future Land Use Map assigns every parcel to a Future Land Use District. Each parcel has been reviewed based on the current land use, existing character, community feedback, historical significance, natural constraints, and growth or development opportunities. Every Future Land Use District has a proposed vision, existing character analysis, recommended uses, and future outlook. The chapter reflects how the City and County will encourage growth and development moving forward.

# GOALS & OBJECTIVES

## **GOAL 1: Develop a healthy economy with shared prosperity that includes sustainable growth, low unemployment rates, and price stability within the community.**

- › Infill, reuse, and redevelopment opportunities within the City should be prioritized over new development.
- › New development should prioritize locations where public facilities and utilities are present and available or are anticipated in the future to support planned growth areas.
- › Identify and preserve prime farmland, key rural viewsheds, and the County's rural character.
- › Encourage the retention of young professionals and college graduates in the community.
- › Promote minority-owned and locally-owned businesses.
- › Encourage the expansion of eligible properties and districts to the National Register of Historic Places which allows for federal and state rehabilitation incentives for commercial and residential properties.
- › Prioritize development that provides quality and high-paying job opportunities to support and expand the tax base.

## **GOAL 2: Support business retention, development, and expansion.**

- › Update the development regulations for the City and County to ensure that infill and redevelopment regulatory requirements are streamlined.
- › Encourage the clean-up and redevelopment of brownfield and greyfield properties.
- › Support the retention and expansion of existing local businesses.
- › Develop strategies to incubate innovative technology industries and businesses.
- › Aid the retention and expansion of local farming production, including farmer's markets.
- › Expand multi-modal transportation opportunities to provide a variety of means for residents to access employment opportunities, services, education, and goods.

## **GOAL 3: Ensure that development is constructed in an aesthetically pleasing, sustainable, and complementary to the surrounding community.**

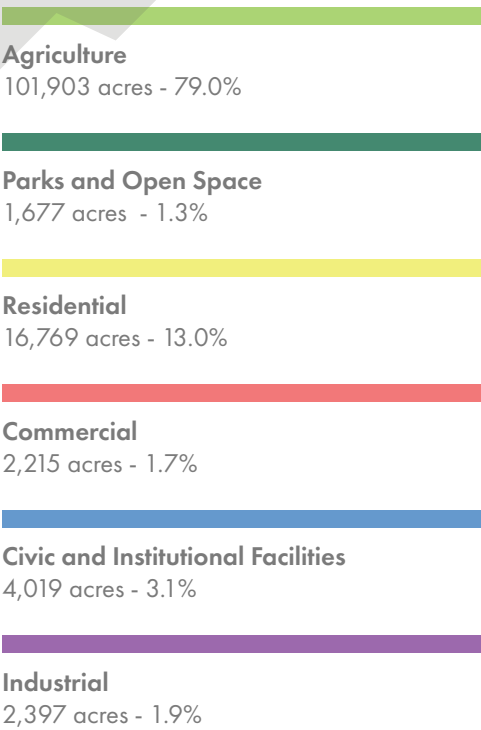
- › Support a mix of uses in identified growth areas, including housing, employment, commercial, service, parks and open spaces, and mixed uses.
- › New development and redevelopment projects should be completed in an aesthetically pleasing manner with high-quality building materials, landscaping for screening and softening, and well-designed sites.
- › Encourage large lot and cluster residential development that minimize impacts on the County's rural character.
- › Promote objectives for connectivity between old and new neighborhood areas and commercial, recreation, and educational centers to support the community's desire for increased accessibility.
- › Encourage environmental assessments of developments which are associated with the use, manufacturing, processing, and/or bulk storage of hazardous materials and substances in ways that could pose a risk to the environment and/or human health.
- › Discourage auto-oriented development in urban areas.
- › Discourage the conversion of first-floor commercial storefront spaces in historic two-part commercial block buildings downtown to residential use.



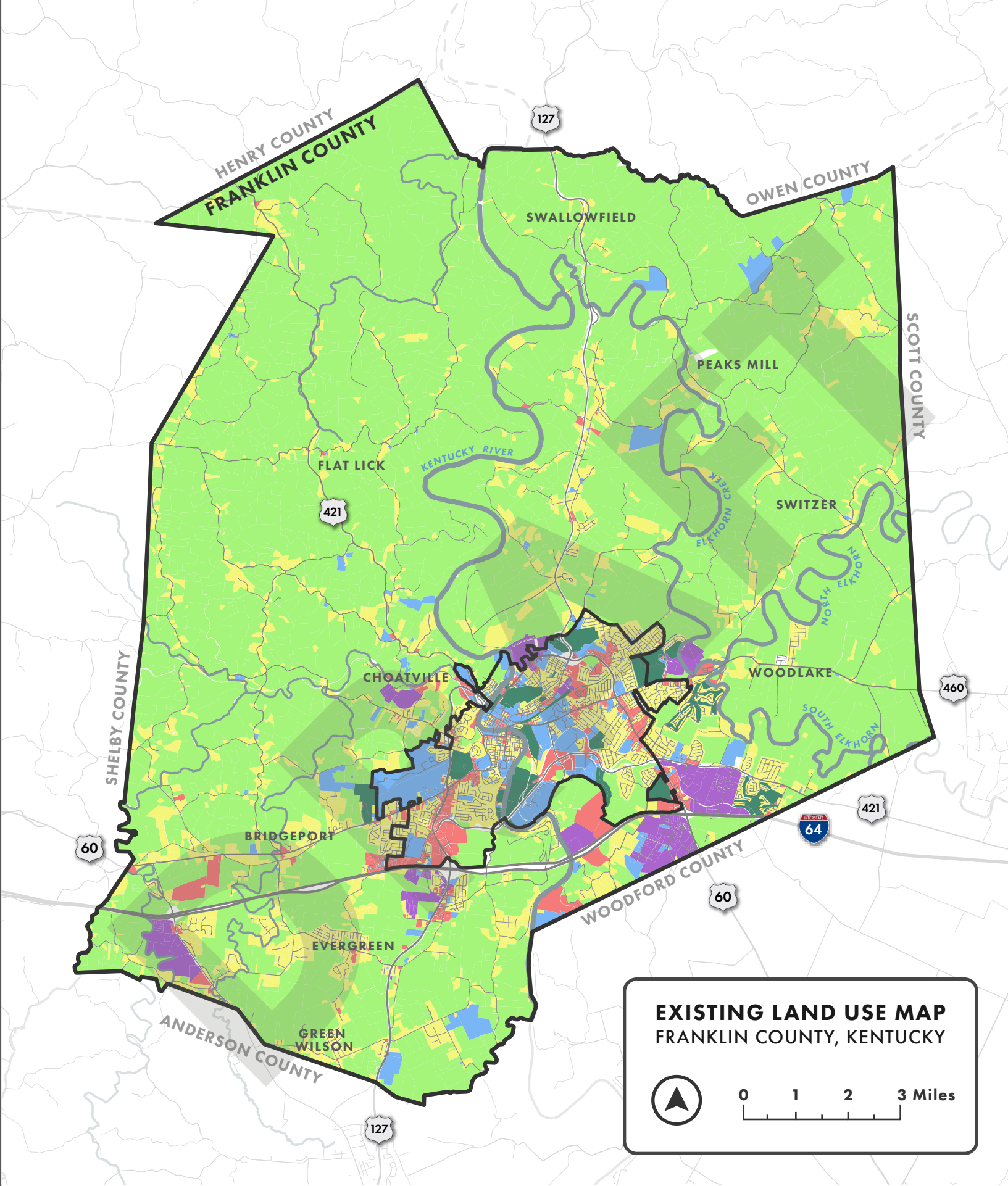
# EXISTING LAND USE

The Future Land Use process began by looking at the Existing Land Use at a broader level. The City and County were broken into six land use categories: Agriculture, Residential, Civic, Commercial, and Parks and Open Space. Understanding the larger land use patterns allow for general land utilization and identifying opportunity areas.

### LAND USE DISTRICTS



**EXISTING LAND USE DISTRIBUTION CHART:** corresponds with the land use districts and percentage, displaying the percentage of land dedicated to the use.



**EXISTING LAND USE MAP**  
FRANKLIN COUNTY, KENTUCKY

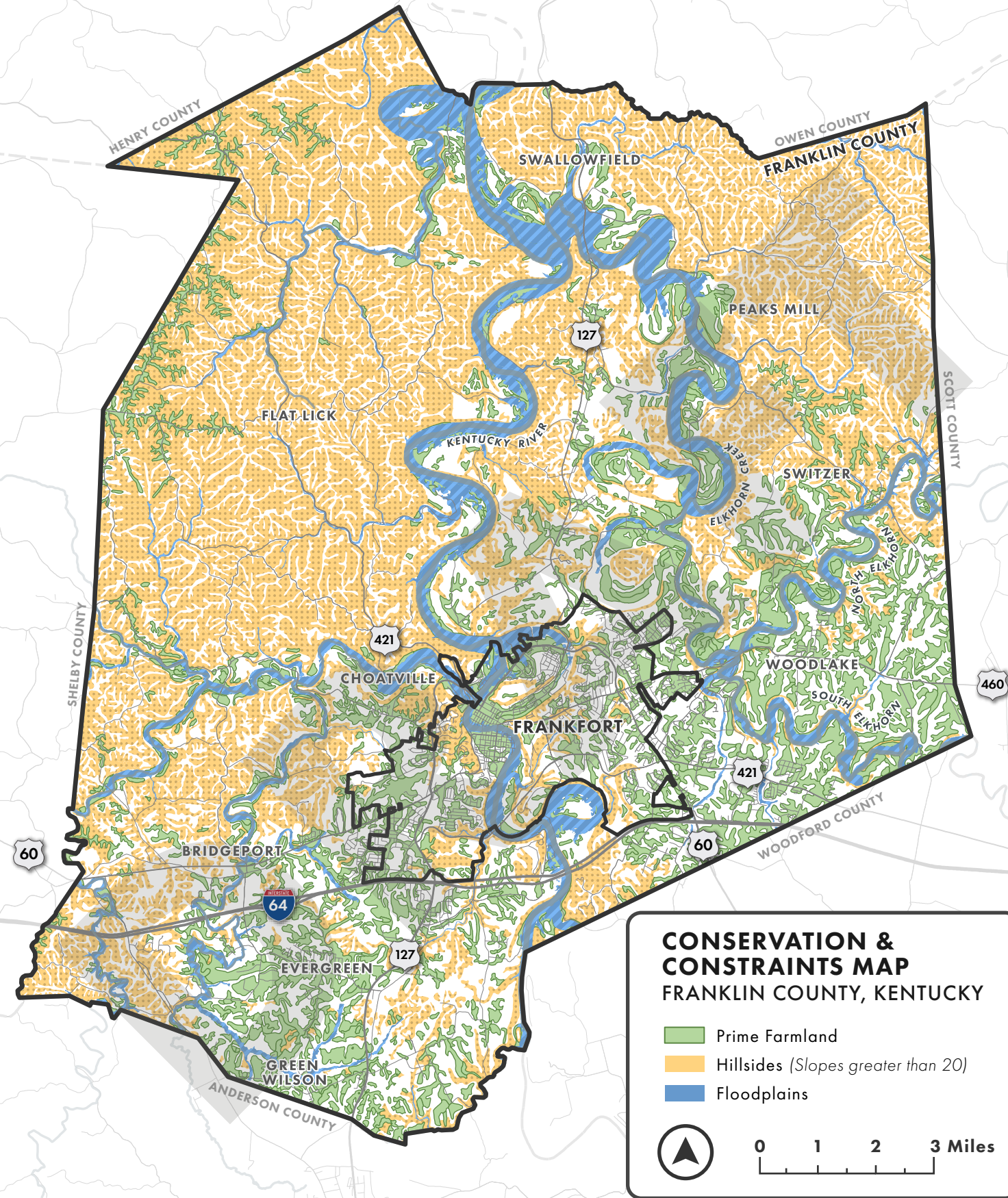


# CONSERVATION & CONSTRAINTS

Franklin County's identity and beauty can be largely attributed to its forested hillsides, waterways, and farmland. The FFC Plan takes a proactive approach to conserve these resources for future generations of humans, fauna, and flora.

A key priority throughout the future land use process is limiting development on and protecting prime farmland, identified by the U.S. Department of Agriculture (USDA) based on the physical and chemical characteristics of the land needed for producing food, feed, forage, fiber, and oilseed crops in the effort to meet the Nation's food supply needs, which makes up nearly 19% of Franklin County. Some of the only available land to grow in the county is in these areas. Approximately 41% of Franklin County has a slope grade of 20% or greater, a common development suitability threshold. Another 9% fall inside a 100-year FEMA (Federal Emergency Management Agency) designated floodplain. Some of our greatest assets also constraint development patterns.

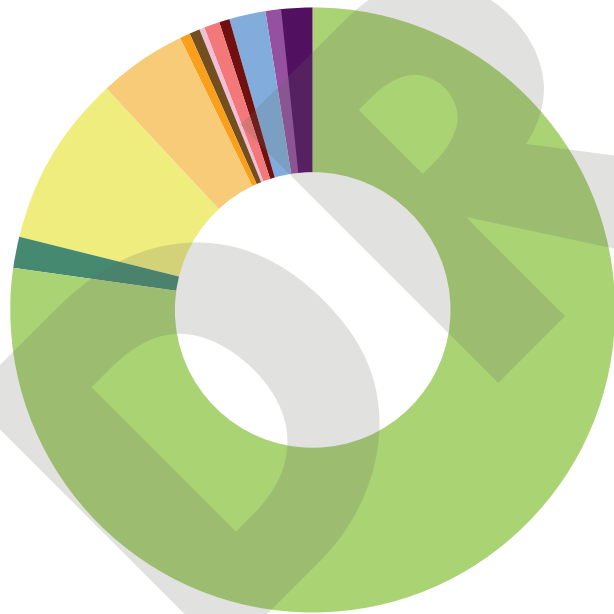
Future land use recommendations focus on protecting natural landscapes and encouraging the ten principles of Smart Growth America. The plan promotes the rehabilitation of existing urbanized areas and the ability to allow for a better mixed-use environment of diverse housing types, community amenities and services, and job creation.





# FUTURE LAND USE

The Future Land Use map is a guide for future growth, development, and preservation. The map highlights fourteen Land Use Districts and shows how the community foresees its future landscape. Each District is summarized with a proposed vision, existing character analysis, recommended uses, and future outlook. The map was developed across nine months of community stakeholder workshops where the entire county was reviewed parcel by parcel.



**FUTURE LAND USE DISTRIBUTION CHART:**  
corresponds with the land use districts and percentage, displaying the percentage of land dedicated to the use.

## LAND USE DISTRICTS

**Rural Farms and Natural Landscapes**  
100,065 acres - 77.5%

**Parks and Open Space**  
1,807 acres - 1.4%

**Rural Residential**  
12,037 acres - 9.3%

**Residential Neighborhood**  
6,180 acres - 4.8%

**Urban Neighborhood**  
481 acres - 0.4%

**Downtown Neighborhood**  
190 acres - 0.1%

**Multi-family Neighborhood**  
546 acres - 0.4%

**Villages and Hamlets**  
537 acres - 0.4%

**Neighborhood Mixed-use**  
1,081 acres - 0.8%

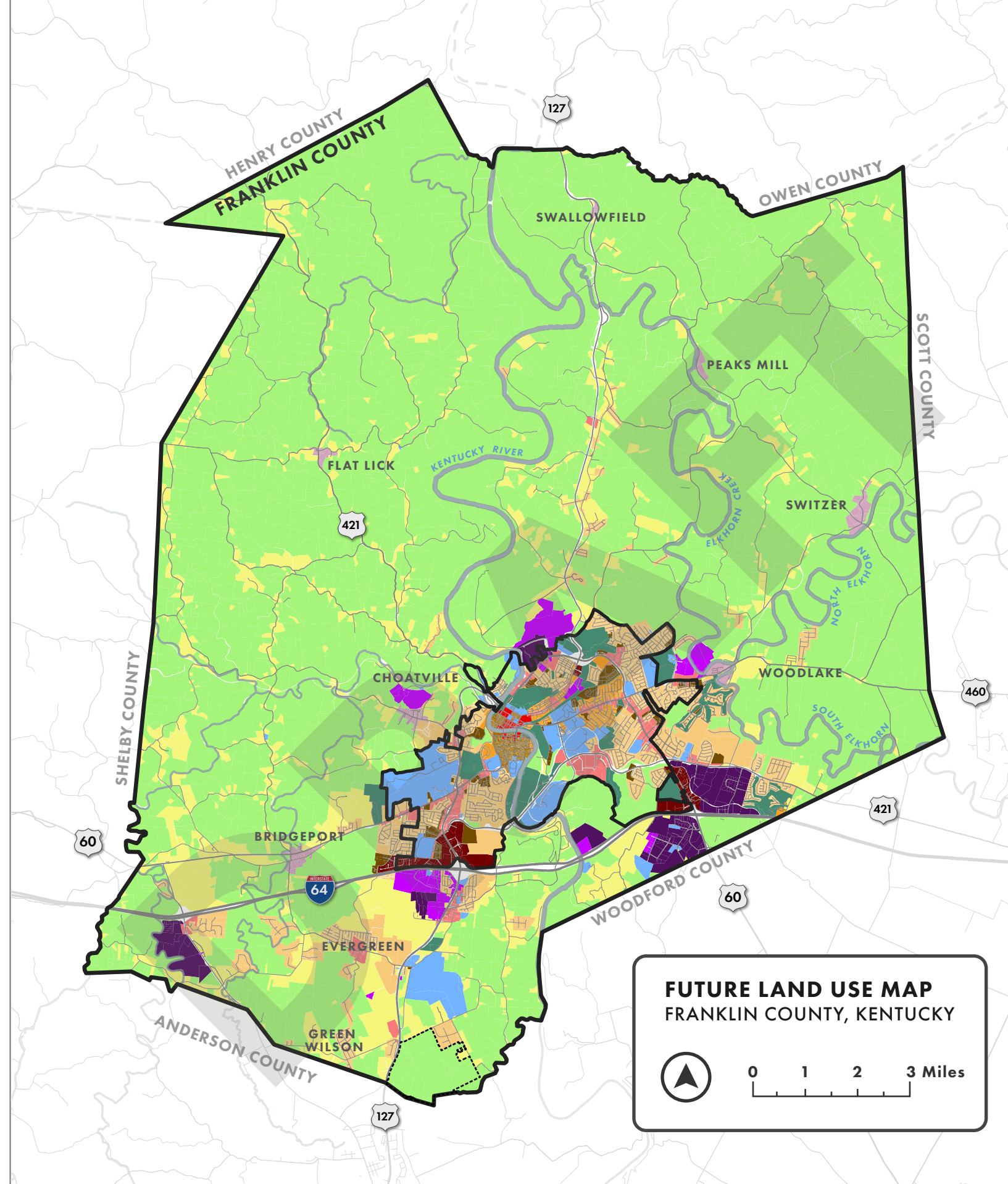
**Downtown Mixed-use**  
75 acres - 0.1%

**Regional Mixed-use**  
611 acres - 0.5%

**Civic and Institutional Facilities**  
2,550 acres - 2.0%

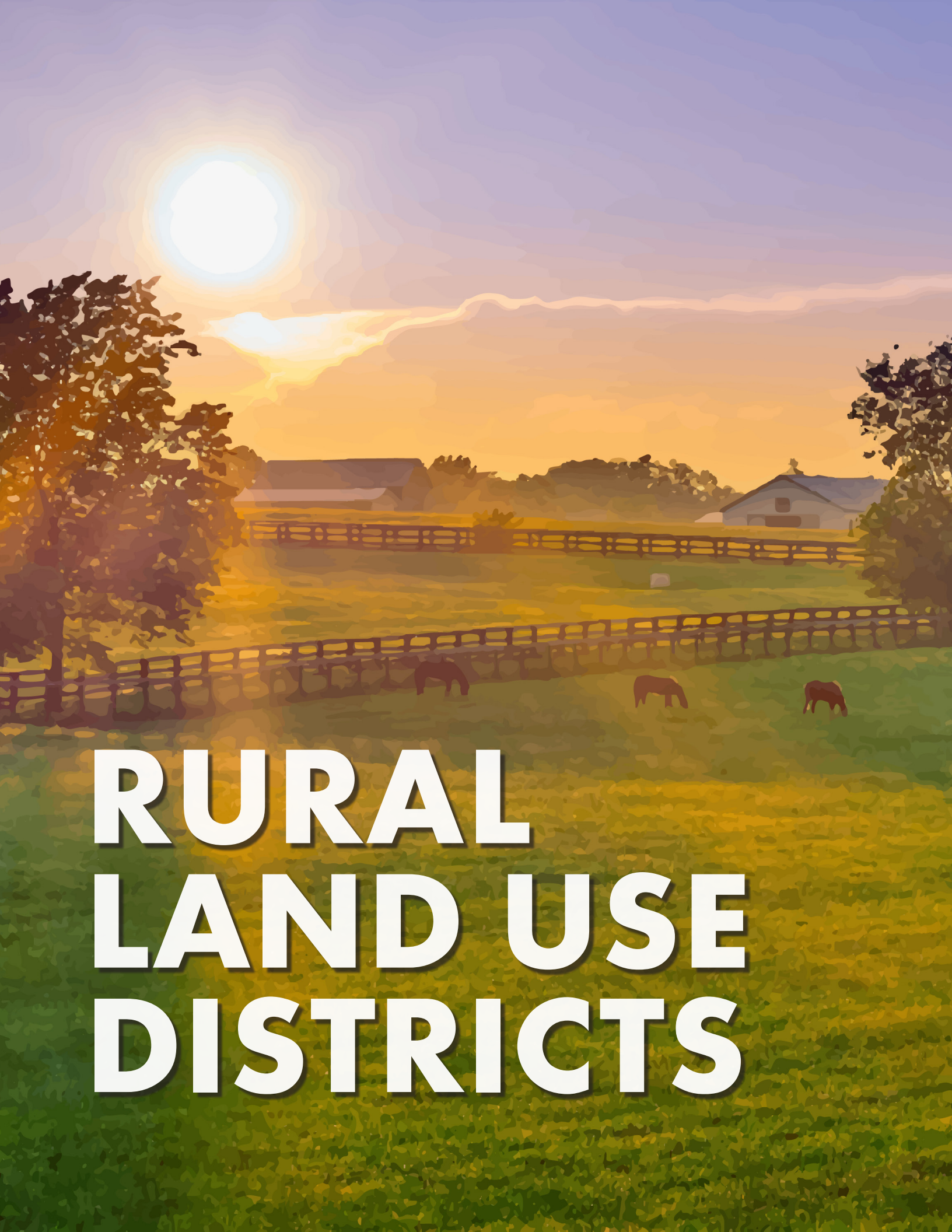
**Light Industrial and Employment Center**  
1,114 acres - 0.9%

**Heavy Industrial**  
1,870 acres - 1.4%



**FUTURE LAND USE MAP**  
FRANKLIN COUNTY, KENTUCKY





# RURAL LAND USE DISTRICTS

## RURAL DISTRICTS

- › Rural Farms & Natural Landscapes
- › Rural Residential
- › Villages & Hamlets

## RURAL DESIGN GUIDELINES

The following design guidelines are recommended for all Rural Land Use Districts:

- › Development should preserve and limit alterations to existing public viewsheds and tree coverage.
- › Development and redevelopment should take into consideration the density and character of the surrounding properties.
- › Emphasis should be placed on infill development prior to new development that requires infrastructure expansion. Such in-fill strategies will help minimize the need for infrastructure improvements and will help manage urban sprawl.
- › New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- › No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- › Non-residential uses are encouraged to make pedestrian connections with nearby trails and waterways.
- › Development should incorporate the protection of natural resources, including floodplains, forests, and prime farmland.
- › Floodplains and steep slopes should be reserved for conservation or adventure recreation uses where the impacts to the environment can be minimized.



# RURAL FARMS & NATURAL LANDSCAPES

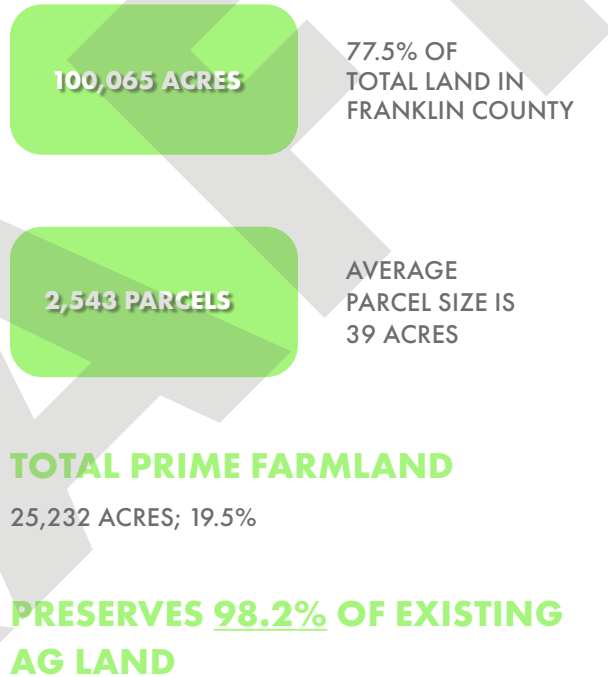
## CHARACTER

Generally, privately owned land outside the developed areas should remain undisturbed to preserve and protect the county's significant natural features, farmlands, croplands, pastures, steep or unstable slopes, forested areas, wildlife habitat, floodways, and conservation areas. Intense development here is undesirable, but individual residential homes on large parcels and agricultural uses are acceptable if developed in a sensitive and respectful manner by preserving existing trees, natural features, and cultural landmarks.

Additionally, land within this area may be appropriate for a variety of activities as long as they do not cause significant changes to the existing landscape. This could include new and upgraded locations for river access, hiking trails, mountain biking paths, campgrounds, adventure activities (e.g., canoeing, kayaking, climbing, and ziplining), horse trails, disc golf, fishing, hunting, and birdwatching. Certain non-residential uses may also be appropriate in these areas such as event venues/lodging, craft distilleries, small farm wineries, or craft breweries particularly when paired with other adventure tourism-related features.

## OUTLOOK

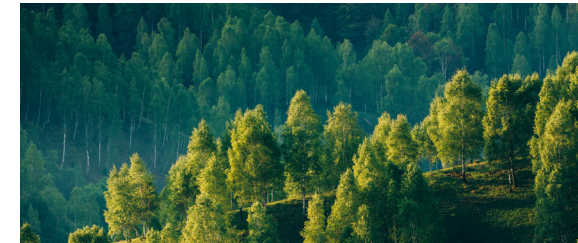
Franklin County boasts outstanding environmental beauty from rolling hills, rushing waterways, and picturesque farmland. The Future Land Use map preserves over 98% of the Rural Farms and Natural Landscapes, signaling our community's dedication to maintaining our environmental integrity, natural and cultural resources, and signature rural viewsheds.



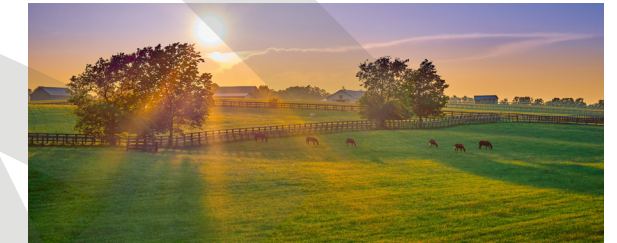
## SPECIAL DESIGN GUIDELINES

- › New housing development should be consistent with existing rural character; low density, large setbacks from public roadways, and ample greenspace.
- › Uses unrelated to agriculture or conservation should fit into the rural landscape and surrounding aesthetics.

## RECOMMENDED USES



**NATURAL RESOURCE CONSERVATION** will ensure our natural areas, forests, and waterways remain essential characteristics of the future landscape and continue to benefit future generations of flora, fauna, and humans.



**HOMESTEADS** are residences located on farms and forested areas that fit into the environment whose occupants manage and maintain the land.

### Other Uses

- › Natural Resource Preservation and Recreation
- › Historic Sites and Cultural Landmarks
- › Campgrounds
- › Trails
- › Water Access
- › Adventure Tourism
- › Sports Clubs
- › Breweries, Wineries, and Cideries
- › Bed and Breakfast
- › Agrotourism
- › Community Facilities



**AGRICULTURE** is rooted in Franklin County's heritage. The rural farms should continue using cropland for production and harvesting and pastureland for livestock foraging and management.



# RURAL RESIDENTIAL

## CHARACTER

Land outside the developed areas designated for lower intensity, larger parcel single-family homes and cluster subdivisions with the feasibility of collective waste treatment. Residential uses in this area may include small farms, gardens, keeping of small animals, or other similar uses appropriate for the size and location of the residential use.

## OUTLOOK

Maintaining the County's rural character is achieved by protecting and promoting Rural Residential uses and designs. The rural lifestyle is part of the County's identity, and the desire is still strong for many people to live on larger lots surrounded by rural and natural landscapes. The Future Land Use Map keeps Rural Residential as the largest residential use in Franklin County, accounting for 62% of all residential uses and 9% overall.

12,037 ACRES

62% OF ALL RESIDENTIAL LAND USE

3,163 PARCELS

AVERAGE PARCEL SIZE IS 4 ACRES

## ADJACENT TO RURAL FARMS AND NATURAL LANDSCAPES

1,973 PARCELS; 62%

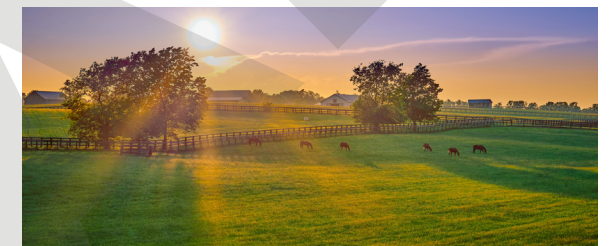
## SPECIAL DESIGN GUIDELINES

- › New housing development will be consistent with the existing rural residential character; low density, large setbacks from public roadways, and ample greenspace.
- › Cluster housing is appropriate with extended setbacks, natural buffers, and no impact on rural viewshed.
- › Building orientation and height should protect the privacy of adjacent structures.

## RECOMMENDED USES



**SINGLE-FAMILY HOUSING** on large parcels, dedicated to an individual family and their residence.



**HOMESTEADS** are residences located on farms and forested areas that fit into the environment whose occupants manage and maintain the land.



**CLUSTER SUBDIVISION** group residential properties together to preserve greenspace and reduce infrastructure costs.

### OTHER USES

- › Natural Resource Preservation and Recreation
- › Community/Civic Facilities
- › Parks and Recreation
- › Educational Facilities

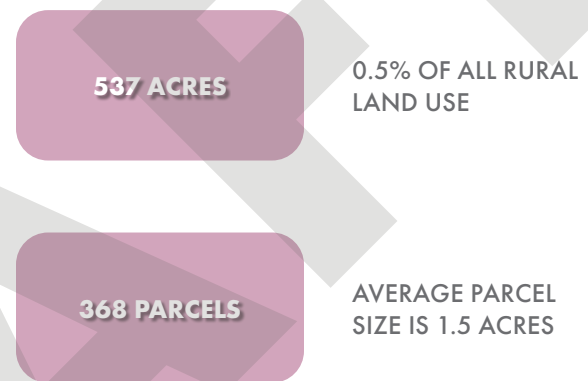




# VILLAGES AND HAMLETS

## CHARACTER

Hamlets are existing small communities, typically of a historic nature, located throughout Franklin County where development has occurred. These areas tend to have a mixture of residential, commercial, and institutional uses as they historically served as rural village centers. Development tends to be concentrated around the community's commercial center and is surrounded by farmland and natural areas. Within the county, commercial and institutional development should be encouraged to locate within these areas to promote a concentration of resources.



**THE AVERAGE HAMLET SIZE IS 60 ACRES**

## OUTLOOK

Throughout Franklin County are several historic crossroad communities known as Hamlets or Villages. These communities are generally located near the intersection of two major roads, or in the cases of Peaks Mill, Bridgeport, Choatesville, Switzer, and the Forks of Elkhorn, the confluence of one or more streams and a major road. Typically, at the center of these historic communities has been a small commercial core, with possibly a church and/or some commercial or industrial uses. Surrounding this core is typically a Residential Neighborhood, skirted by rural land. These communities may contain larger concentrations of cultural resources individually-listed on the National Register of Historic Places, or other significant non-listed resources such as archaeological sites, or which may be eligible for listing on the NRHP.

## HAMLETS

- › Peaks Mill
- › Switzer
- › Woodlake
- › Choatville
- › Bridgeport
- › Evergreen
- › Green Wilson
- › Flat Lick
- › Swallowfield

## SPECIAL DESIGN GUIDELINES

- › The maximum density of housing and minimum lot sizes may vary depending on the availability of services, the location in relation to roadways, the center of the community, the density of surrounding uses, and the impact such density will have on the community.
- › The most appropriate non-residential uses are uses that mostly serve the residents of the Hamlet.
- › Where appropriate, sidewalks should be required on both sides of the street to provide access to community facilities and nonresidential uses as long as they do not impact a historic or cultural resource.
- › Trees and public green spaces should be protected and encouraged throughout Hamlets, including street trees, screening, entry features, and gathering spaces.
- › Adaptive reuse of large institutional and community buildings, such as old schools and churches, for the benefit of the community should be encouraged.

## RECOMMENDED USES



**SINGLE-FAMILY HOUSING** dedicated to an individual family and their residence that fits the historic character of surrounding properties.

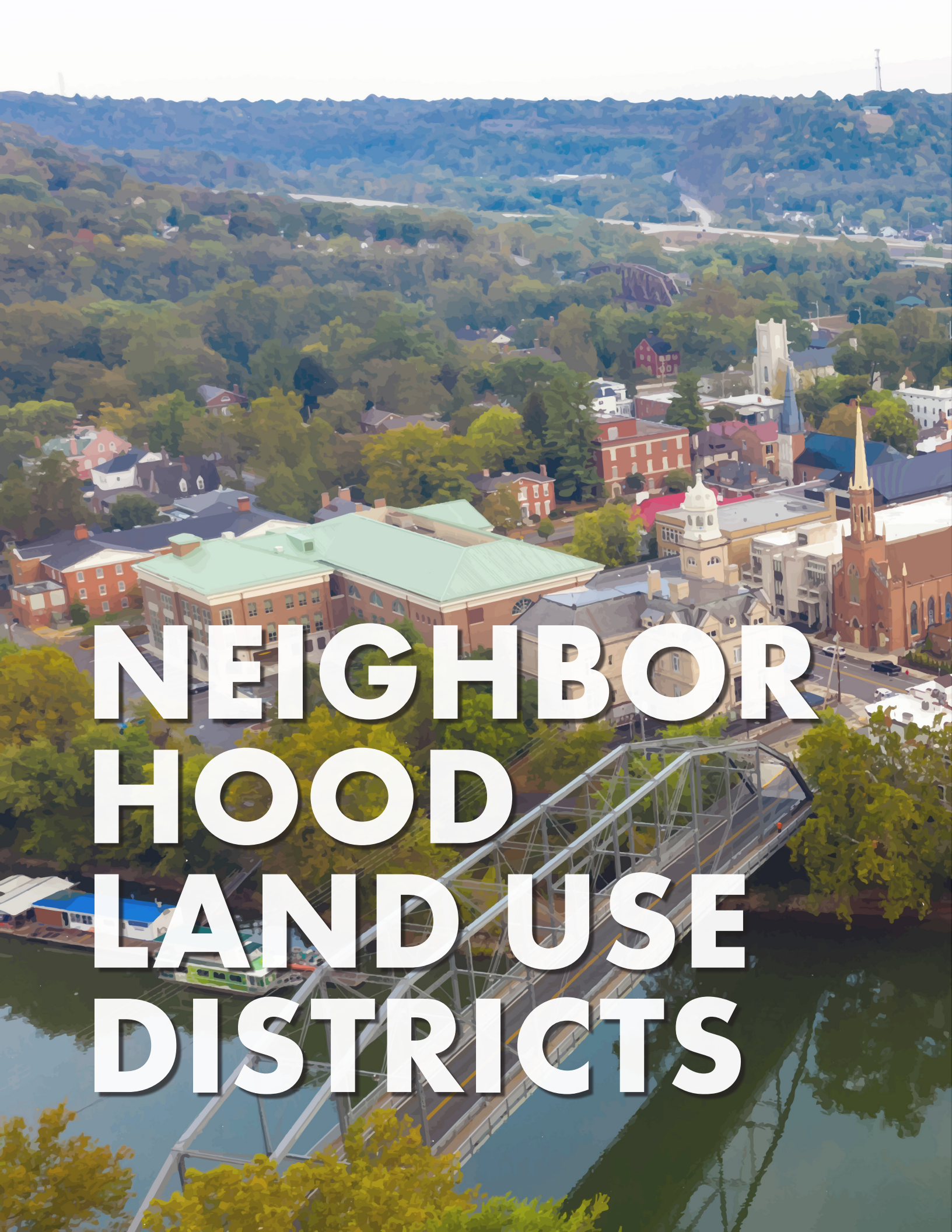


**COMMERCIAL ESTABLISHMENTS** in Hamlets should complement surrounding households and establishments, fitting into the existing scale and character while providing an essential services for nearby residents.

## OTHER USES

- › Historic Sites and Cultural Landmarks
- › Community/Civic Facilities
- › Parks and Recreation
- › Breweries and Cideries
- › Bed and Breakfast
- › Light Industrial





# NEIGHBORHOOD LAND USE DISTRICTS

## NEIGHBORHOOD DISTRICTS

- › Residential Neighborhoods
- › Multi-family Neighborhoods
- › Urban Neighborhoods
- › Downtown Neighborhoods
- › Neighborhood Mixed-use
- › Downtown Mixed-use.

## NEIGHBORHOOD DESIGN GUIDELINES

The following design guidelines are recommended for all Neighborhood Land Use Districts:

- › The quality of the built environment greatly influences how people perceive and interact within an area. Frankfort's neighborhoods should uphold excellent design and visual character to create an inviting and pleasant impression on residents and visitors alike.
- › Infill development and rehabilitation should be prioritized.
- › Emphasis should be placed on maintaining the existing housing stock versus total redevelopment that starts with the clearing of existing housing.
- › New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- › New development should be compatible with their surroundings in terms of density, size, and scale.
- › New residential development should offer a variety of unit scales and typologies.
- › New housing developments are encouraged to offer new housing types (e.g., if primarily single-family detached, then offer attached single-family or accessory dwelling units).
- › The maximum density of housing and minimum lot sizes may vary depending on the availability of services, the location in relation to roadways and the center of the community, the density of surrounding uses, and the impact such density will have on the community.
- › New housing developments should include anti-monotony components like new orientations and configurations while maintaining similar neighborhood characteristics.
- › Discourage the use of less durable and sustainable building materials for new construction including vinyl siding, E.I.F.S./Synthetic Stucco, metal panels, and other similar materials.



- › Minimize impervious surfaces and stormwater runoff on developed land by incorporating pervious materials where appropriate and protecting existing trees and green spaces.
- › The most appropriate non-residential uses are those that serve the residents of the neighborhood.
- › Non-residential uses should match the scale and character of the surrounding neighborhood. Materials should include multiple high-quality architectural treatments and encourage public interaction with outdoor seating, windows, and roll-up doors.
- › Trees and public green spaces should be protected and encouraged throughout the neighborhood.
- › New development should incorporate public transit, bike, pedestrian, and other multi-modal connections.
- › Traffic Impact Studies should be required by the Planning Commission for larger projects to help determine what improvements need to be made to minimize traffic congestion.
- › Surface parking is encouraged to be hidden from public spaces or major roadways through landscape treatments or site configuration (e.g., rear building parking).
- › Developments should provide sidewalks and other pedestrian paths with direct connections within the site and to surrounding developments.
- › Maximize interconnectivity between adjacent neighborhoods, commercial centers, community facilities, and sidewalks and trail systems.
- › Sidewalks should be required on both sides of the street to provide maximum pedestrian access and safety.
- › Midblock crossings should be considered for any block size greater than 600’.

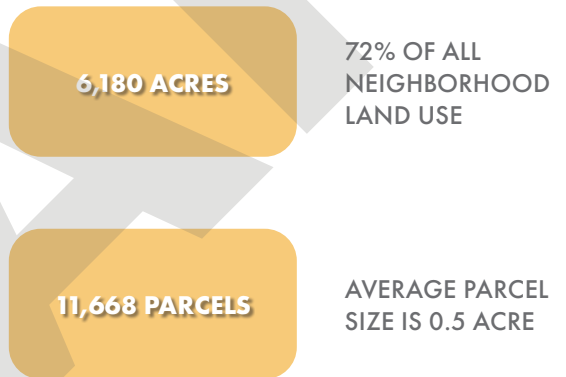






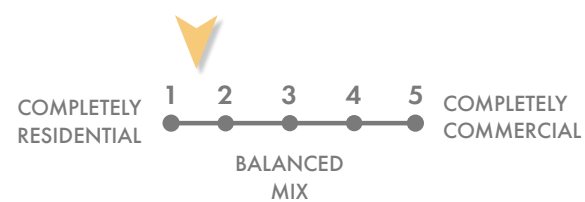
## CHARACTER

Neighborhoods that are comprised primarily of single-family residential homes located in neighborhoods or subdivisions supported by civic, education, parks & recreation uses. Such residential homes may be of a variety of sizes, scales, and price points to satisfy the needs of existing and future residents. Residential neighborhoods should include sufficient pedestrian and multi-modal transportation facilities to provide safe and accessible connections to commercial areas and employment centers.



## OUTLOOK

These residential neighborhoods have provided an attractive housing option for decades. Maintaining these neighborhoods provides safe and attractive areas to raise a family and live a quiet, comfortable lifestyle. When new development or significant development occurs in these areas, density through a mixture of housing types that fit into existing neighborhoods should be included in development plans.



## RECOMMENDED USES



**DETACHED HOUSING** is intended to remain the primary use in the district. New development and renovations should utilize high-quality building materials and should provide a variety of home styles to attract a diverse clientele to the city, including young professionals, new families, and aging adults.



**ACCESSORY DWELLING UNITS** allow for gentle intensification in these neighborhoods and provide diverse housing options while leaving the neighborhood with a primarily single-family residential feel.



**ATTACHED HOUSING** may be appropriate in small clusters around the edges of the district and along primary thoroughfares. The scale and character of these units should be compatible with the adjacent residential neighborhoods.



**COMMUNITY/CIVIC FACILITIES** of a neighborhood scale, including libraries, religious institutions, schools, and public facilities, are permitted in the district. These uses should be integrated throughout the neighborhood and cater to nearby residents.

### OTHER USES

- › Parks and Recreation
- › Educational Facilities



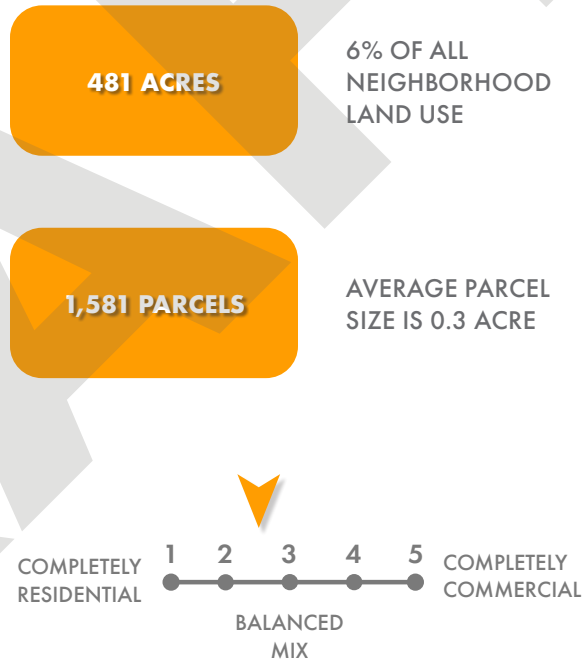
# URBAN NEIGHBORHOODS

## CHARACTER

Neighborhoods within the developed areas comprised of medium intensity single- and two-family homes, elderly living facilities, multi-family, and townhomes. Urban neighborhoods should include sufficient pedestrian and multi-modal transportation facilities and be supported by neighborhood-scale commercial, community facilities, and parks and recreation spaces. There are urban neighborhoods which are primarily single-family neighborhoods, and others that include a wider diversity of housing types and mixed uses. While it may be appropriate for some of the urban neighborhoods to remain primarily single-family neighborhoods, new development or significant redevelopment in these areas may include a variety of housing types and other uses.

## OUTLOOK

Urban neighborhoods are areas in Frankfort that remain residentially focused and can incorporate more commercial amenities and services for existing and future residents. The Future Land Use Map has dedicated 491 acres in the city to accommodate what we feel is a strong, Smart Growth strategy for the future of our community. Urban neighborhoods should encourage a mix of household and family types that welcome diversity of age, profession, race, and ideology that provide great access to everyday needs.



## RECOMMENDED USES



**DETACHED HOUSING** in Urban Neighborhoods should be smaller units on smaller parcels that allow for higher densities and mixed use.



**ACCESSORY DWELLING UNITS** are encouraged in Urban Neighborhoods to increase new, affordable housing units and types while maintaining the existing neighborhood character.



**ATTACHED HOUSING** development in this district may be appropriate as a transitional use from adjacent commercial and industrial uses. Developments could include townhomes, duplexes, condominiums, three or four-plexes, cottage homes, and other similar scales of development. The key characteristic is that units should be designed to be next to each other and not stacked on top of each other.



**COMMERCIAL ESTABLISHMENTS** in Urban Neighborhoods should complement the surrounding households and fit into the existing neighborhood scale.

### OTHER USES

- › Community/Civic Facilities
- › Infill Development
- › Assisted Living Housing
- › Student Housing
- › Parks and Recreation
- › Educational Facilities



# DOWNTOWN NEIGHBORHOOD



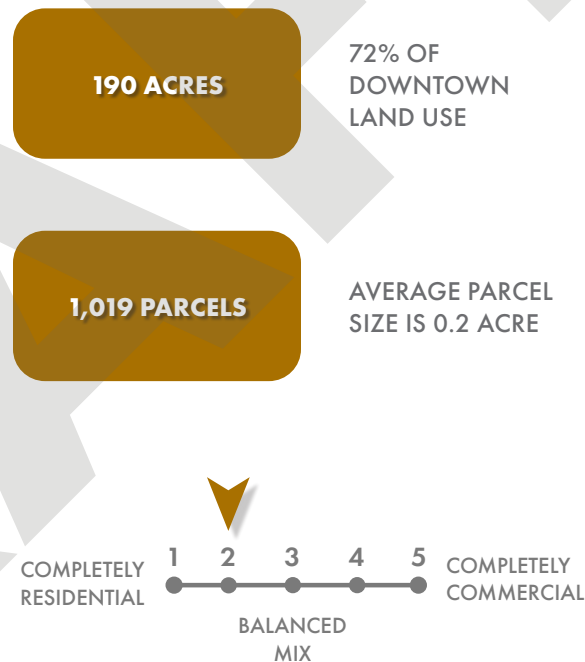
## CHARACTER

Neighborhoods near or adjacent to the Downtown Mixed-Use area which have developed over the last century and which blend single family, duplex, and multi-family uses. Preservation of the existing character and development pattern is a primary focus in these neighborhoods, but the addition of complementary civic, commercial, office, or educational facilities may also be appropriate. Historic preservation has a strong emphasis within this area, including several local, state, and nationally significant historic properties.

## OUTLOOK

Downtown Neighborhoods represent part of Frankfort's history. These neighborhoods were the first built in Frankfort when settlers began building around the Kentucky River, which is felt by the classic street grid and historic homes. Frankfort has valued and protected large portions of these neighborhoods as Historic Districts, and these districts provide outsized sources of revenue, disproportionately contributing to the economic vitality of the community.

The Future Land Use map and recommendations support preservation of Downtown Neighborhoods as key community anchors that prioritize rehabilitating existing properties and honoring the established identity while understanding that these neighborhoods' needs have and will continue to change.



## SPECIAL DESIGN GUIDELINES

- › Developments should follow the city's Special Historic Zoning District Design Guidelines and Special Capital Historic Zoning District Design Guidelines.

## RECOMMENDED USES



### HISTORIC SITES AND CULTURAL LANDMARKS

with their surroundings should be protected. Downtown Neighborhoods include portions of five distinct National Register of Historic Places Districts encompassing 800-900 contributing resources and individually-listed significant buildings and sites, including archaeological sites.

**DETACHED HOUSING** is single-family properties and is the primary use in Downtown Neighborhoods. Some Attached Residential may be appropriate with a specific focus on ensuring they fit the architectural design and character of the neighborhood. Downtown neighborhoods maintain a mix of single family and duplex uses. Downtown Neighborhoods may also be appropriate for some higher density multi-family in some places



**ACCESSORY DWELLING UNITS** are encouraged in Downtown Neighborhoods where lot sizes can accommodate them to increase new, affordable housing units and types. Permitting uses and design for ADUs in these neighborhoods should be regulated more than other urban neighborhoods to ensure the historical character and integrity of the neighborhood is preserved.

### OTHER USES

- › Commercial Establishments
- › Infill Development
- › Community/Civic Facilities
- › Education Facilities
- › Parks and Recreation



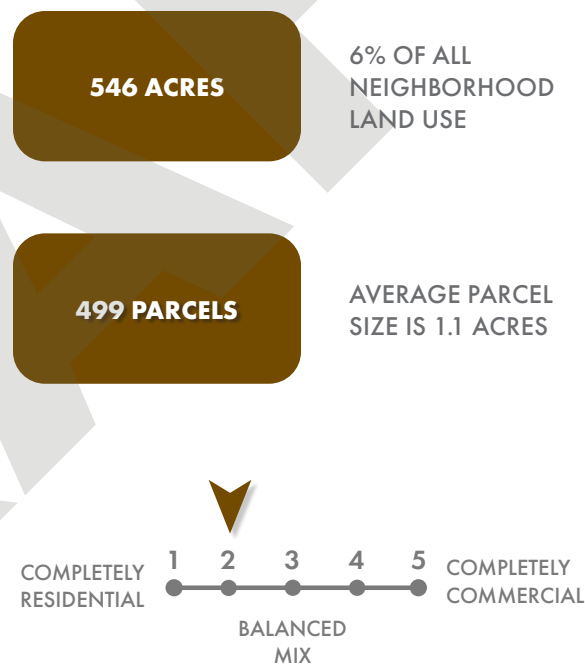


## CHARACTER

Neighborhoods and planned developments within the developed areas comprised of small to large-scale multi-family projects. Multi-family developments should include sufficient pedestrian and multi-modal transportation facilities to reach commercial areas & employment centers; they are supported by civic, institutional, education, parks & recreation facilities. Multi-family developments may integrate complementary uses such as wine bars, coffee shops, dog parks, recreation facilities, co-working spaces, ground-floor commercial uses, or other similar amenities.

## OUTLOOK

Frankfort and Franklin County will have apartment communities at differing price points which offer flexible homes for individuals & families. Land in developed areas near Neighborhood and Regional Mixed-Use districts is designated for multi-scale apartments. This district encourages both newly built multi-family homes and adaptive reuse of existing neighborhoods with a multitude of shared amenities. This district has multi-modal connectivity within these sites and adjacent developments.



## RECOMMENDED USES



**MULTI-FAMILY RESIDENTIAL** development is encouraged in this district and may vary in size, density, and composition. A wide variety of housing options and styles can help attract young professionals, families, and empty nesters to live in the district.



**SMALL-SCALE MULTI-FAMILY RESIDENTIAL** development in this district may be appropriate as a transitional use from adjacent commercial and industrial uses. Small-scale multi-family residential developments could include condominiums, three or four-plexes, cottage homes, and other similar scales of development.



**MIXED USE DEVELOPMENTS** allow for multiple uses to occupy one property or building to diversify the land's efficiency and functionality. Developments could allow for commercial space on the ground floor with residential or office units above or a multitude of different uses spread out across a campus-like setting.

### OTHER USES

- › Attached Residential
- › Infill Development
- › Plaza & Open Space
- › Assisted Living Housing
- › Student Housing
- › Parks and Recreation





## CHARACTER

Neighborhoods and corridors within developed areas that blend small-scale mixed-use developments, neighborhood-scale commercial, office, entertainment, restaurants, service uses, and low- to medium-intensity residential uses in a walkable fabric focused on the pedestrian experience.

## OUTLOOK

Neighborhood Mixed-Use districts are areas appropriate for a more intense mix of commercial and residential uses. These neighborhoods promote a strong business center with abundant amenities and services surrounded by various housing types. Residents benefit from having accessibility to everyday needs and jobs within a walkable distance. Mixed-use neighborhoods will be critical anchors in the community.



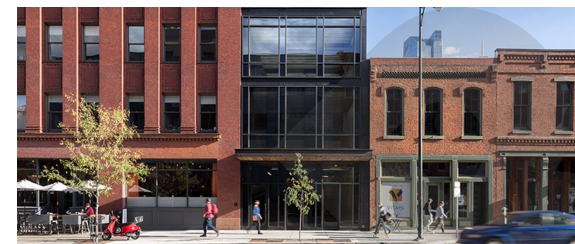
## RECOMMENDED USES



**MIXED USE DEVELOPMENTS** allow for multiple uses to occupy one property or building to diversify the land's efficiency and functionality. Developments could allow for commercial space on the ground floor with residential or office units above or a multitude of different uses spread out across a campus-like setting.



**ATTACHED HOUSING** development in this district may be appropriate as a transitional use from adjacent commercial and industrial uses. Developments could include townhomes, duplexes, condominiums, three or four-plexes, cottage homes, and other similar scales of development. The key characteristic is that units should be designed to be next to each other and not stacked on top of each other.



**INFILL DEVELOPMENT** are encouraged in the Neighborhood Mixed-use district to increase new, affordable housing units and commercial amenities while maintaining the existing neighborhood character.

### OTHER USES

- › Commercial Establishments
- › Office
- › Community/Civic Facilities
- › Medical Office/Clinic
- › Plaza & Open Space
- › Small-scale Multi-family Residential
- › Accessory Dwelling Units
- › Assisted Living Housing
- › Student Housing
- › Parks and Recreation
- › Educational Facilities





## CHARACTER

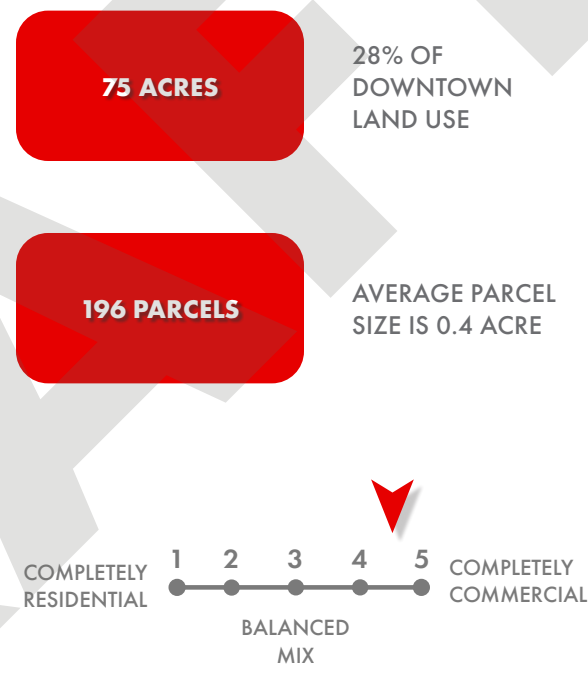
The central core of the developed area blends high-intensity commercial, civic, entertainment, office, institutional, and residential uses in both single-use buildings and mixed-use developments. This district has a heavy emphasis on historic preservation while enhancing the community's existing fabric.

## OUTLOOK

Downtown Mixed-Use celebrates and preserves Frankfort's city center. The Future Land Use map and recommendations support the classic street grid and alleys, historic buildings, local businesses, art scene, public spaces, river access, and other aspects that make the city special.

## SPECIAL DESIGN GUIDELINES

- › Developments in historic zoning districts should follow the city's Central Business Zoning Design Guidelines and those developed specific to New Mixed-use developments elsewhere.
- › Downtown should have a mixture of retail, office, and residential uses that encourage a "24-hour" active environment.



## RECOMMENDED USES



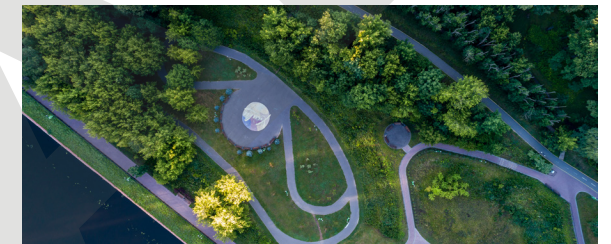
**HISTORIC SITES AND CULTURAL LANDMARKS** with their surroundings should be protected. The Downtown Mixed-use District includes portions of three National Register of Historic Places Districts and between 100-200 contributing resources and individually-listed significant buildings and sites.



**MIXED USE DEVELOPMENTS** could allow for commercial space on the ground floor with residential or office units above or a multitude of different uses spread out across a campus-like setting to diversify the land's efficiency and functionality.



**INFILL DEVELOPMENT** are encouraged in the Downtown Mixed-use district to increase new, affordable housing units and commercial amenities while maintaining the existing neighborhood character.

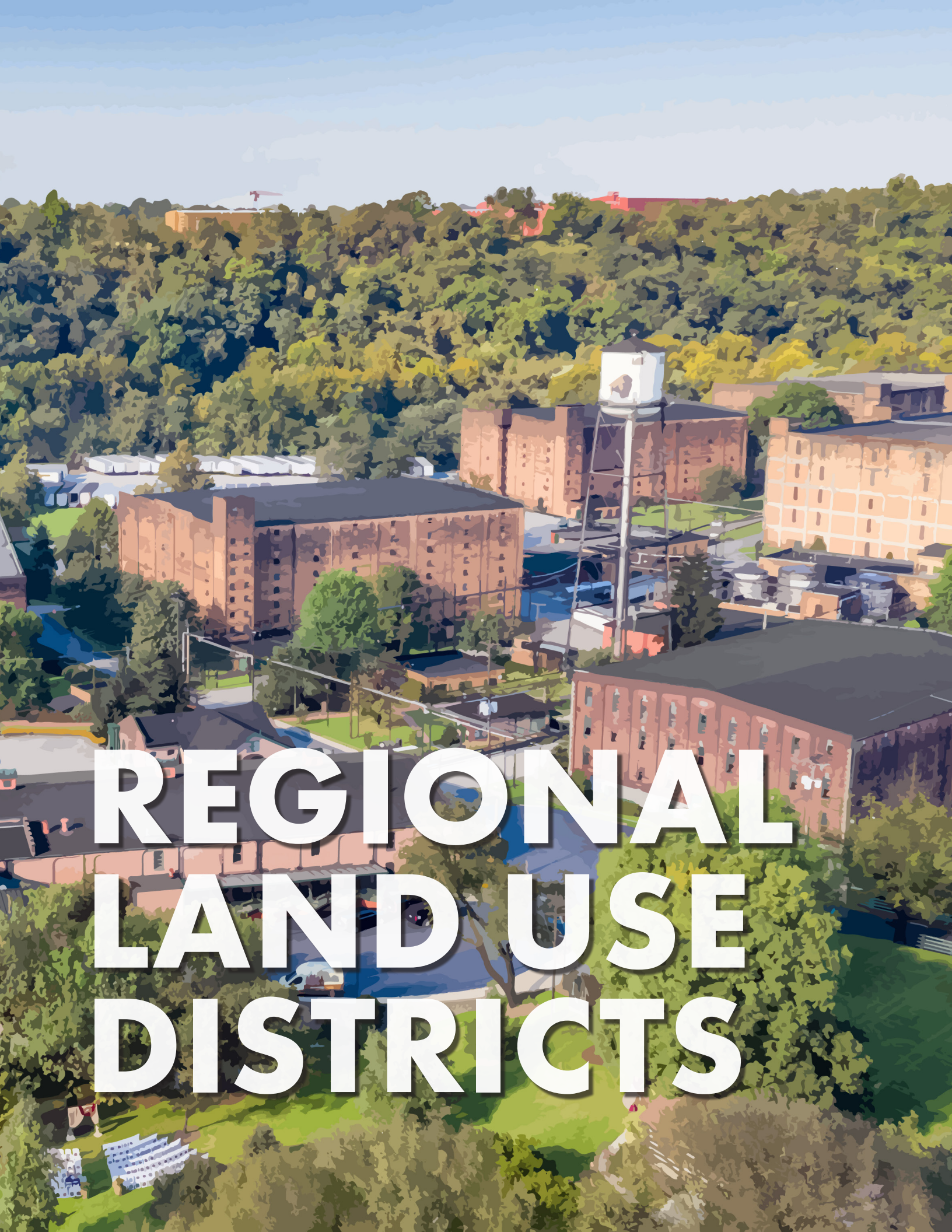


**PLAZAS & OPEN SPACES** for community gathering and outdoor dining spaces should be encouraged in the area. This helps the district become a local draw for social activities, community events, and family-friendly attractions.

### OTHER USES

- › Commercial Establishments
- › Office
- › Medical Office/Clinic
- › Multi-family Residential
- › Community/Civic Facilities
- › Education Facilities
- › Parks and Recreation





# REGIONAL LAND USE DISTRICTS

## REGIONAL DISTRICTS

- › Regional Mixed-use
- › Light Industrial and Employment Centers
- › Heavy Industrial

## REGIONAL DESIGN GUIDELINES

The following design guidelines are recommended for all Regional Land Use Districts:

- › Emphasis should be placed on infill development prior to new development that requires infrastructure expansion. Such in-fill strategies will help minimize the need for infrastructure improvements and will help manage urban sprawl.
- › New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- › Development should preserve and limit alterations to existing public viewsheds and tree coverage.
- › Development should incorporate the protection of natural resources, including floodplains, historic resources, and prime farmland.
- › Minimize impervious surfaces and stormwater runoff on developed land by incorporating pervious materials where appropriate and protecting existing trees and green spaces.
- › The maximum density and minimum lot sizes may vary depending on the availability of services, the location in relation to roadways and the center of the community, the density of surrounding uses, and the impact such density will have on the community.
- › Building orientation and height should protect the privacy of adjacent non-industrial properties.
- › Shared amenities and spaces should be encouraged as a focal point of development.
- › High-quality building materials should be utilized in all new developments, which could include a mix of brick, wood, stone, tile, decorative blocks, and cement board siding.
- › The most appropriate commercial uses would mostly serve the employees of the surrounding uses.
- › Signage and lighting should be placed to ensure visibility without creating light pollution.
- › Maximize interconnectivity between properties and roadways through multiple ingress/egress points and connections with existing network, sidewalks, and trail systems.
- › New development should incorporate public transit, bike, pedestrian, and other multi-modal connections.
- › Sidewalks and other pedestrian paths should provide direct connections within the site and to surrounding developments, especially commercial and employment areas.
- › Traffic Impact Studies should be required by the Planning Commission for larger projects to help determine what improvements need to be made to minimize traffic congestion.





## CHARACTER

Key nodes that blend high-intensity commercial, civic, entertainment, service, office, multi-family residential, elderly care facilities, and light industrial manufacturing uses in both single-use developments, horizontal mixed-use developments, and vertical mixed-use developments. Redevelopment of existing regional mixed-use areas is encouraged to promote new mixed-use developments that cater to the work-play-live lifestyle. Access management, stormwater management, landscaping, and site design will be critical review elements of new and redeveloped regional mixed-use areas.

**611 ACRES**

27% OF  
COMMERCIAL  
LAND USE

**253 PARCELS**

AVERAGE PARCEL  
SIZE IS 2.4 ACRES

## OUTLOOK

Regional Mixed-Use (RM) areas include the I-64 intersections at US-127 and US-60 and the interchange at Holmes Street and US-421. These locations help serve rural residents with large box store developments and shopping while being key community gateways for travelers between Louisville and Lexington. Historically, RM areas have been single-use and car-oriented. However, the community can improve these areas' function and efficiency by introducing other uses and landscape treatments to enhance appearance and connectivity and minimize impervious surfaces.

### REGIONAL MIXED-USE AREAS

- › I-64 & US-127 Interchange
- › I-64 & US-60 Interchange
- › Holmes Street & US-421 Interchange

## SPECIAL DESIGN GUIDELINES

- › Non-residential uses should match the scale and character of the surrounding area. Materials should include multiple high-quality treatments and encourage public interaction with outdoor seating, windows, and roll-up doors.
- › Surface parking is encouraged to be hidden from public spaces or major roadways through landscape treatments or site configuration (e.g., rear building parking).
- › Green space should be provided within the district that includes street trees, screening, entry features, and common gathering spaces.

## RECOMMENDED USES



**MIXED USE DEVELOPMENTS** allow for multiple uses to occupy one property or building to diversify the land's efficiency and functionality. Developments could allow for commercial space on the ground floor with residential or office units above or a multitude of different uses spread out across a campus-like setting.



**COMMERCIAL ESTABLISHMENTS** in Regional Mixed-use should complement the surrounding businesses and offer amenities to residents and employees.

### OTHER USES

- › Medical Office/Clinics
- › Offices
- › Community/Civic Facilities
- › Multi-family Residential



**PLAZAS & OPEN SPACES** for community gatherings and outdoor dining spaces should be encouraged inside the district. This helps the district become a local draw for social activities, community events, and family-friendly attractions.



# LIGHT INDUSTRIAL AND EMPLOYMENT CENTERS

## CHARACTER

Land dedicated to high-tech and clean manufacturing uses, office uses, and warehousing, including fulfillment, logistics hubs, and distribution uses. Such operations are located completely within an enclosed building and produce very low noise, odors, vibrations, and pollution. These uses may be in office parks or mixed industrial park developments, but in some parts of the County may be developed outside of industrial parks in relatively close proximity to other mixed-use and residential uses.

1,114 ACRES

0.9% OF TOTAL LAND IN FRANKLIN COUNTY

121 PARCELS

AVERAGE PARCEL SIZE IS 9.2 ACRES

## OUTLOOK

Frankfort and Franklin County benefits from its location in Central Kentucky. With regional proximity to cities like Louisville, Lexington, and Cincinnati and daily access to two-thirds of the country, the County is an attractive location for manufacturing, warehousing, and distribution and fulfillment centers. To meet future demand and increase employment opportunities, the County has dedicated 587 additional acres to Light Industrial and Employment Centers.

**ADDS 587 ACRES TO EXISTING INDUSTRIAL LAND**

## SPECIAL DESIGN GUIDELINES

- › Warehouse and storage buildings should match surrounding architecture treatments or be setback and hidden from public spaces through landscape treatments or site configuration.

## RECOMMENDED USES



**MIXED USE DEVELOPMENTS** allow for multiple uses to occupy one property or building to diversify the land's efficiency and functionality. Developments could allow for manufacturing and warehouse space on the ground floor with office and administration space above or a multitude of different uses spread out across a campus-like setting.



**MANUFACTURING** is encouraged if production or operations do not alter the surrounding residents, businesses, and environment. Manufacturing in this district is expected to mix with other uses safely and contribute to the surrounding network.



**WAREHOUSING AND STORAGE** should be necessary for the operation of a supporting adjacent business and completely contained indoors while blending into the surrounding environment.

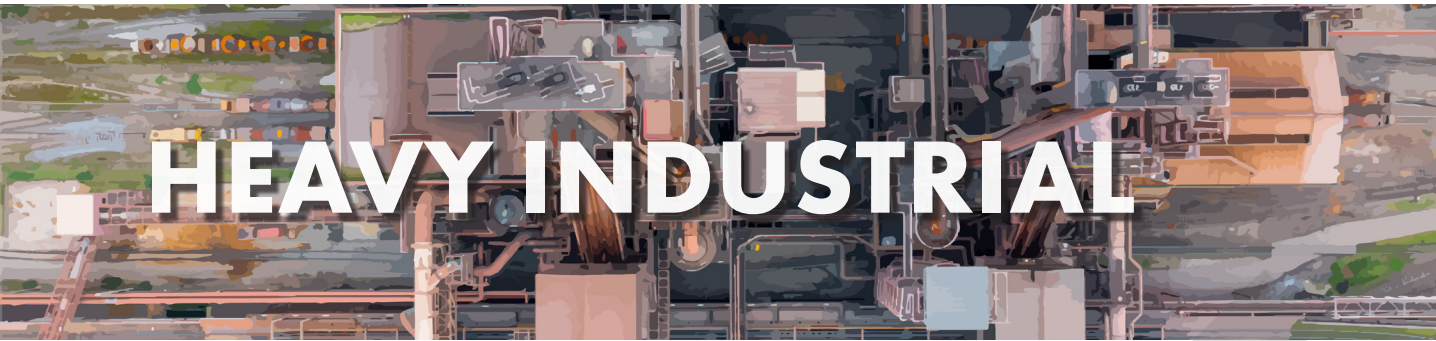


**OFFICES** includes single-user buildings, multi-tenant buildings, and mixed-use office developments.

### OTHER USES

- › Distribution and Fulfillment Centers
- › Commercial Establishments





# HEAVY INDUSTRIAL

## CHARACTER

Land dedicated to higher-intensity industrial uses that have a greater impact on a property and surrounding uses than light industrial developments. Such uses may include outdoor activities, outdoor storage of materials, frequent truck traffic, food processing, or other similar elements. Significant distance and landscape buffers should be provided between industrial, historic and cultural sites, residential uses, and public spaces.

**1,870 ACRES**

1.4% OF TOTAL LAND IN FRANKLIN COUNTY

**183 PARCELS**

AVERAGE PARCEL SIZE IS 10.2 ACRES

## OUTLOOK

Frankfort and Franklin County plan to limit Heavy Industrial land use to existing areas where the operations occur. Future industrial land has been dedicated to Light Industrial and Employment Centers that offer fewer human and environmental impacts.

**ADDS 0 ACRES TO EXISTING INDUSTRIAL LAND**

## SPECIAL DESIGN GUIDELINES

- › New development should not impact other land uses.
- › Warehouse and storage buildings should match surrounding architecture or be setback and hidden from public spaces through landscape treatments or site configuration.

## RECOMMENDED USES



**MANUFACTURING** that produces noise, emissions, odors, vibrations, and pollution should be restricted to these areas to protect more sensitive uses.



**WAREHOUSING AND STORAGE** in this district can be interior or exterior and should be connected to the operation of a supporting adjacent business.



**DISTRIBUTION AND FULFILLMENT CENTERS** a third-party logistics warehouse that receives products and goods from suppliers, processes orders from e-commerce retailers, and ships products directly to individual consumers.



**LARGE-SCALE BREWERIES, DISTILLERIES, AND CIDERIES** that produces more than 15,000 barrels per year and may distribute outside the region. Such uses may include accessory uses including tap or tasting rooms, food service, retail sales of merchandise and alcohol, entertainment space for live music, and other similar uses.



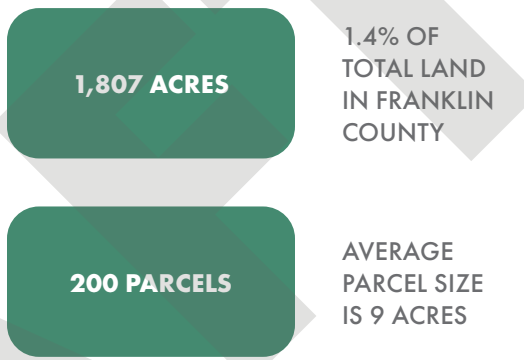
# PARKS & OPEN SPACE DISTRICT

## CHARACTER

Generally, publicly owned outdoor space dedicated to parks, plazas, recreation activities, golf courses, cemeteries, outdoor entertainment, enjoyment of nature, and other similar activities.

## OUTLOOK

Frankfort has great Parks and Open Spaces throughout the city. While there are a few county-owned parks and state-owned protected conservation areas within Franklin County that are open to the public, county residents would benefit from additional publicly owned Parks and Open Space. The Future Land Use Map protects the park system and key greenspace areas, proposes additional land to be designated, and works to increase regional multi-modal connections to these spaces.



**INCREASES EXISTING PARKS AND OPEN SPACE BY 7.8%**

## PARKS & OPEN SPACE DESIGN GUIDELINES

- › The enhancement of existing, and the development of new, parks, recreation areas, and open space should be done in conformance with the 2021 Parks, Recreation, and Historic Sites Master Plan.
- › When considering land for new public parks and open spaces, the City and County should prioritize areas that lack adequate access (i.e., National Recreation and Parks Association’s (NRPA) 10-minute walk mission).
- › Ensure connectivity (i.e., sidewalks, shared-use trails) between parks, open space, and surrounding land uses.
- › Balance active and passive recreational uses within each site and across the parks and open space system.
- › Integrate sustainability practices on every site. Examples include, maximizing native vegetation and minimizing/removing invasive vegetation; incorporating stormwater best practices; utilizing sustainable building materials / practices; promoting environmental / natural resource stewardship for visitors.
- › Ensure that parks and open spaces and the amenities present within them are accessible to users of all ages and abilities.
- › Parks and outdoor recreation areas should incorporate public transit, bike, pedestrian, and other multi-modal connections.
- › Sidewalks and other pedestrian paths should provide direct connections within the site and to surrounding developments, especially residential and commercial areas.

## RECOMMENDED USES



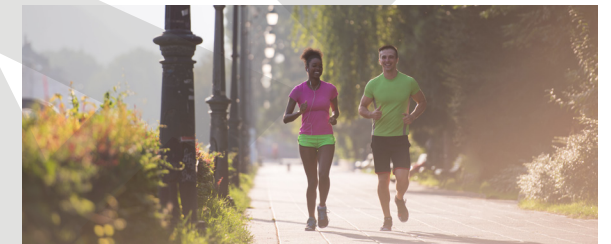
**NATURAL CONSERVATION** will ensure our natural areas, forests, and waterways remain essential characteristics of the future landscape and continue to benefit future generations of flora, fauna, and humans.



**NATURAL PRESERVATION** of Franklin County’s natural landscape can offer exciting recreation options for residents to enjoy our community’s beauty. We want to preserve our landscapes while sustainably blending passive recreation activities.



**PARKS AND RECREATION** include publicly owned parkland and public facilities for both passive and active recreation.



**TRAILS** within Franklin County that provide public access for recreation while also preserving the ecological integrity of the site. Trails can range from soft surface pedestrian hiking and walking trails to mountain bike trails to paved shared use trails.



**WATER ACCESS** includes publicly owned land that provides access to waterways while also preserving the ecological integrity of the site. These sites can be used for passive water recreation that have minimal impact and utilize existing clearings, beaches, or active water trail recreation.

### OTHER USES

- › Historic Sites and Cultural Landmarks
- › Community Facilities



# CIVIC & INSTITUTIONAL DISTRICT

## CHARACTER

The land comprised of government-owned or operated buildings, schools and universities, religious institutions, social and community centers, public safety services, hospitals and clinics, libraries, museums, and cultural landmarks.

## OUTLOOK

Civic and Institutional Facilities serve and enhance quality of life for residents and visitors. The Future Land Use Map prioritizes Civic and Institutional Facilities being built into the fabric of neighborhoods and rural communities for accessibility and response. A proactive approach is taken with state-exempt land, in case this land becomes available in the future.

## CIVIC & INSTITUTIONAL DESIGN GUIDELINES

- › Emphasis should be placed on infill development prior to new development that requires infrastructure expansion. Such in-fill strategies help minimize the need for infrastructure improvements and reduce urban sprawl.
- › The maximum density and minimum lot sizes may vary depending on the availability of services, the location in relation to roadways and the center of the community, the density of surrounding uses, and the impact such density will have on the community.
- › High-quality building materials should be utilized in all new developments, which could include a mix of brick, wood, stone, tile, decorative blocks, and cement board siding.
- › Frontage should engage with pedestrians or provide outdoor seating, and parking be hidden from public spaces through landscape treatments or site configuration.
- › Green space should be provided within the district that includes street trees, screening, entry features, and common gathering spaces.
- › Shared amenities and spaces should be encouraged as a focal point of development.
- › New development should incorporate public transit, bike, pedestrian, and other multi-modal connections.
- › Maximize interconnectivity between properties and roadways through multiple ingress/egress points and connections with existing network, sidewalks, and trail systems.
- › Sidewalks and other pedestrian paths should provide direct connections within the site and to surrounding developments, especially residential and employment areas.

2,550 ACRES

2% OF TOTAL LAND IN FRANKLIN COUNTY

200 ACRES

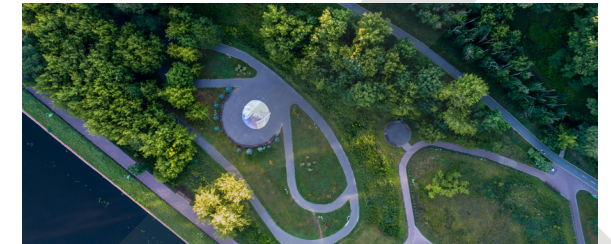
AVERAGE PARCEL SIZE IS 12.8 ACRES

DECREASES EXISTING CIVIC & INSTITUTIONAL LAND BY 1,469 ACRES

## RECOMMENDED USES



**COMMUNITY FACILITIES** include several uses: libraries, fire stations, police stations, city services, conference/event centers, and schools. These uses should be located where practical and convenient for both the current and future needs of the city.



**PLAZAS & OPEN SPACE** for community gatherings and outdoor dining spaces should be encouraged inside the district. This helps the district become a local draw for social activities, community events, and family-friendly attractions.



**HISTORIC SITES & CULTURAL LANDMARKS** on public land and their surroundings should be protected.



**MUSEUMS** devoted to the acquisition, conservation, study, exhibition, and educational interpretation of objects having significant scientific, historical, cultural, or artistic value.



**GOVERNMENT BUILDINGS** utilized and operated by public agencies and administrations to provide necessary services to the City, County, or state.

## OTHER USES

- › Hospital & Medical Clinic
- › Schools & Universities
- › Religious Institutions
- › Social & Community Centers



# SPECIAL INTEREST TOPICS

## BOURBON PRODUCTION

Bourbon has a significant presence in Franklin County and the City of Frankfort. Three bourbon distilleries are located here, and the community has a long history with the spirit.

- Buffalo Trace – a National Historic Landmark and individually-listed on the National Register of Historic Places, considered the oldest continuously operating distillery in the US and the most award-winning distillery in the world.
- Jim Beam – one of the two largest whiskey producers in the United States. Opened its Old Grand-dad Plant in Frankfort in 1997 as an extension of its Clermont, Kentucky headquarters.
- Whiskey Thief Distilling – located in Franklin County on 127 acres of working farmland. Opened in 2012.

Bourbon production facilities range in size and scale and therefore do not fall into one specific future land use category. For instance, Buffalo Trace’s facility in Frankfort would fall into the “Heavy Industrial” future land use district, while Whiskey Thief’s facility would be appropriate in the “Rural Farms and Natural Landscapes” district. It is also common to see mid-size distilleries locating in commercial and mixed use areas where appropriate. Due to this, bourbon production and warehousing are not addressed in any of the future land use districts. Instead, such uses should be reviewed on a case-by-case basis to determine if the proposed facility is appropriate for the location proposed. Factors to be considered include the size of the facility, if there is a tap room or restaurant, number of employees,



Buffalo Trace Distillery



Jim Beam Old Grand-dad Plant (image source: Distillery Trail)



Whiskey Thief Distilling Company (image source: Distillery Trail)

frequency of truck deliveries, access, surrounding land uses, and other similar features. The development codes for both the city and the county should be updated to reflect the different scales of production and uses, appropriate sites, and specific design standards that reflect the recommendations within this section.

Frankfort and Franklin County hope to remain a flourishing bourbon destination by promoting the retention and expansion of existing facilities and the development of new facilities, if done in a sensitive manner that protects the built and natural environment while meeting guidelines established by the community.

## COMMUNITY CONCERNS

Concerns have been raised by many residents of the city and county regarding the costs and dangers of the distilling and storage of bourbon. As part of the aging process for bourbon, barrels of the spirit are stored in specifically constructed warehouses for storage periods. Bourbon barrels can age from a minimum of 2 years, but most are aged 4 years or longer.

One of the effects of the aging process is the production of a black fungus (*baudoinia compniacensis*), typically referred to as “whiskey fungus”. This fungus feeds off the ethanol vapors that escape from the aging barrels and spreads across any surface it can find. The fungus doesn’t “appear” to have negative effects on human health but does cause unfavorable effects on physical property by covering exterior outdoor surfaces such as house siding and brick, cars, vegetation, playground and recreational equipment, and patio furniture which could negatively impact property values of affected properties.

Ethanol is classified by the U.S. Environmental Protection Agency as a hazardous material. The rise in bourbon and craft brewery tourism to distilling, brewing, and storage facility locations has created unique land use, environmental, and public protection dilemmas by combining production and bulk storage of hazardous materials with agricultural, tourism, hospitality, retail, commercial, and industrial land uses, all potentially within single parcels of land or within close proximity to each other. Historically, a single land use category has not existed that permits all of these land uses at one location, however the market is trending toward this multi-pronged theme park model.

The area of impact for the fungus varies depending on the scale of how many barrels are being stored. The fungus can be found at various distances from the warehouse depending on how many barrels are being stored.

## RECOMMENDATIONS

The following recommendations should be taken into consideration when considering the placement of future bourbon distilleries and warehouses:

- The location of bourbon distilleries and warehouses should be reviewed on an individual basis as there are many factors to consider when determining if a proposed location is appropriate or not.
- Landscape berms or trenches should be installed around the perimeter of bourbon warehouses to contain future spills and to disperse spillage and groundwater leachate away from waterways and sensitive landscapes in accordance with Kentucky Building Code ordinance 430.6.
- Distilleries and warehouses should ensure that the utility system can accommodate the energy and water capacity that is required for the use.
- A buffer should be established around all future bourbon warehouses based on the number of barrels being stored in one area and reflected in the City and County’s zoning regulations.



# FRANKFORT & FRANKLIN COUNTY HOUSING MARKET DEMAND STUDY

A housing study was conducted by Points Consulting in 2023 to analyze the housing market demand and assess future needs up to 2040. The primary goals of the study were to:

- Understand the housing environment for both the City and County to identify ways to increase housing opportunities and options.
- Identify support levels for housing development options.
- Identify demand in the current housing market to prioritize future unit types.
- Establish guidelines for future housing development to be used in response to developers' proposals.

## HOUSING DEMAND

The Housing Needs Forecast identified five different housing categories to analyze future needs:

- The study forecasts a demand for 2,864 new housing units between 2022 and 2040.
- The relative affordability of land and construction will maintain a balance in favor of single-family homes.
- Housing unit types will need to diversify to include more middle-density, multi-family, and affordable housing.
- Developers will need to increase production to meet demand starting in mid-2020s:
  - Past 3-years: 98 permits/year
  - Forecasted demand, 2023-2028: 32 units/year
  - Forecasted demand 2028-2040: 233 units/year

	2022	2040	18y. Change	% Change	Avg. Annual Change
<b>Single-family Homes</b>	<b>15,757</b>	<b>17,566</b>	<b>1,809</b>	<b>11.5%</b>	<b>100</b>
<b>Middle Housing (Duplex, Townhome, Cottages, ADUS)</b>	<b>3,633</b>	<b>4,351</b>	<b>718</b>	<b>19.8%</b>	<b>40</b>
<b>Multi-family Units</b>	<b>3,994</b>	<b>4,540</b>	<b>546</b>	<b>13.7%</b>	<b>30</b>
<b>Manufactured Home Community Units</b>	<b>775</b>	<b>540</b>	<b>-234</b>	<b>-30.2%</b>	<b>-13</b>
<b>Affordable Subsidized Housing*</b>	<b>1,490</b>	<b>1,965</b>	<b>475</b>	<b>31.9%</b>	<b>26</b>
<b>Total Units</b>	<b>24,160</b>	<b>27,024</b>	<b>2,864</b>	<b>11.9%</b>	<b>159</b>

**FRANKLIN COUNTY HOUSING NEEDS FORECAST**  
(Data Produced by Points Consulting, 2023)

## COMMUNITY CONCERNS

As part of the Housing Study, a survey was conducted to discover who is impacted by the housing market conditions and top concerns among residents. A summary of the findings from the 896 responses can be found below, and further information is available in the full report.

- Nearly half of respondents reported having trouble finding housing within their budget – this issue was more prevalent among younger adults.
- Residents are regularly displaced due to housing costs, and the plurality of respondents feel that housing is “too expensive”.
- About half of all respondents feel local government should “play an active role to ensure that housing is affordable,” and about one-third would like to see additional “public housing” or “rent-subsidized housing”.
- Residents share a mix of concerns about Short Term Rentals (STRs). Two-thirds of respondents thought STRs should be “allowed with some restrictions” – a split exists regarding whether there are “too many” STRs, with just a 1% difference between yes and no answers.
- Downtown and South Frankfort are where residents particularly feel that there are “too many” STRs.
- Most respondents would prefer more housing with a “mix of options” (53%), whereas 18% would like more single-family homes.
- Short-term Rentals (STR) are a dwelling unit, or portion thereof, that is offered or provided to a guest by a short-term rental owner or operator for a fee for fewer than thirty consecutive nights. These have become increasingly popular as an alternative to hotels and other travel rentals.
- An Accessory Dwelling Unit (ADU) is a small residence that shares a single-family lot with a larger primary dwelling.

## RECOMMENDATIONS:

The following recommendations should be considered when reviewing new housing developments and the development of additional housing programs:

- Allow for a gradual increase in density within existing residential districts – in areas where the existing infrastructure can handle heavier use.
- Accessory dwelling units and condos are preferred as viable alternative housing options in lower-density districts.
- Encourage redevelopment of semi-blighted neighborhoods and plan for future mixed-use development along key corridors within the city.
- Housing should be encouraged as part of new commercial development to create “Live-work” areas within Downtown Frankfort and in mixed-use districts in Franklin County.
- Establish strategies for addressing Short-term Rentals according to the recommendations in the Frankfort & Franklin County: Housing Market Demand Study.
- Consider establishing a Community Land Trust according to the recommendations of the Frankfort & Franklin County: Housing Market Demand Study.
- Seek state and federal grant funding for developing long-term supportive housing, transportation, and commercial-related projects.
- Develop funding and housing strategies with non-profits to address the impacts of displacement.



## HOLMES STREET

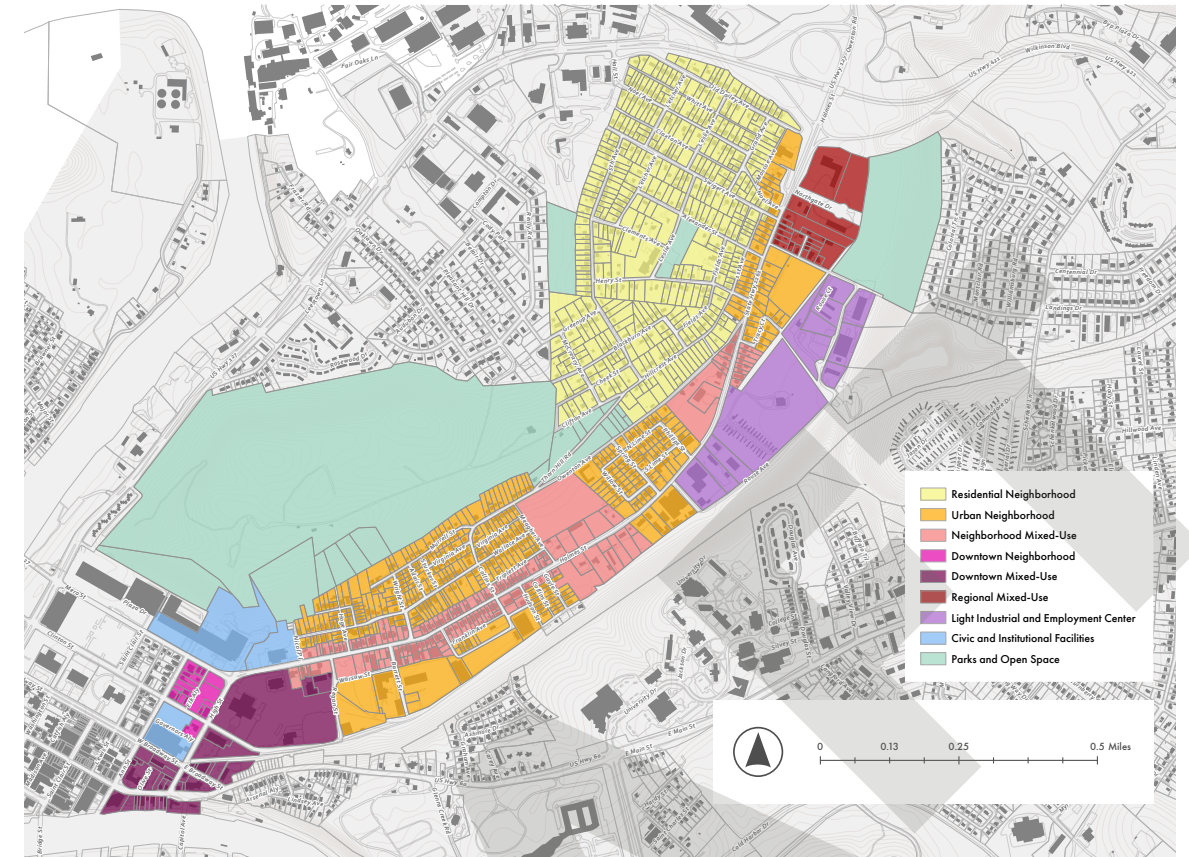
Alongside the Frankfort and Franklin County Comprehensive Plan process, the city underwent a corridor study (Holmes Street Corridor Complete Street Reconnection Project) for Holmes Street, an important gateway and historically significant community adjacent to Downtown. The Holmes Street Corridor encompasses 25 city blocks of the community's oldest infrastructure and is home to Frankfort's original commercial corridor adjacent to workforce housing and intact, historic neighborhoods. Approximately 2 miles in length, the area is socially and economically diverse, with a mix of residential, commercial, and industrial uses and includes the area's only elementary learning center. This area has significant potential, with large tracts of underutilized land that disconnect the neighborhood from nearby economic opportunities. The 2016 Comprehensive Plan identified the reconstruction of Holmes Street as a top priority.

To support the revitalization of the Holmes Street Corridor, the 2023 Complete Street Reconnection Project assessed and developed preliminary design concepts for a Complete Street along High and Holmes Streets, which will, in part, connect households to downtown job opportunities. This study will help the City of Frankfort prepare plans that will improve infrastructure condition, calm traffic, address public health and safety by providing pedestrian and bicycle improvements, promoting sustainability, facilitating the corridor's economic competitiveness, and advancing equity.

The study's future land use recommendations allowed the Comprehensive Plan team to dive deeper into this area and perform additional community engagement. Holmes Street's future land use utilizes the same districts as the Comprehensive Plan and functions as an extension of this plan. Holmes Street's future land use was developed from two public surveys, a public meeting, the Comprehensive Plan process, and interviewing community stakeholders. The most common things we heard from the community were to improve roadway conditions, a need for reinvestment to provide job growth for a historically blue-collar neighborhood, increase access to encourage availability of essential local services and goods, and expand multi-modal connectivity.

## RECOMMENDATIONS

- Reconstruct the Holmes Street corridor in accordance with the design submitted within the 2023 Holmes Street Corridor Complete Street Reconnection Project.
- As a historic gateway into downtown, Holmes Street contains many properties which collectively are eligible for designation as a National Register of Historic Places district. Such a designation would promote the preservation and revitalization of the eligible properties as well as expedite economic development of the area by providing access to federal and state historic tax credits and public and private historic preservation grants which could supplement eligible expenses by between 20-40%.
- Holmes Street's southwestern edge becomes more of an extension of Downtown Mixed-use, improving the connection between the two neighborhoods while still providing a transition between the different scales and intensities. The large brownfield property located on the former Frankfort Scrap Metal site and owned by the Commonwealth of Kentucky should be acquired and remediated to support future mixed-use development along the corridor.



HOLMES STREET PROPOSED FUTURE LAND USE MAP (Produced by McBride Dale Clarion)



HOLMES STREET CORRIDOR NETWORK AND FOCUS AREAS. (Conceptual Design by Human Nature)



- ▶ Holmes Street’s north side will remain an Urban Neighborhood focused on residential uses and diverse, affordable housing offering various unit sizes and tenure options.
- ▶ The properties along Holmes Street set a mixed-use precedent for neighborhood-scale mixing of residential and commercial uses that we want to continue to improve upon for the resident’s accessibility to jobs, daily amenities, and services. Most adjacent properties to Holmes Street have been designated as Neighborhood Mixed-use.
- ▶ The Neighborhood Mixed-use District has the potential to create Holmes Street a Neighborhood Center, between Meagher Street and Spring Street, surrounding a 7-acre vacant site formerly used as a public park and city fairgrounds. This District could include multi-family housing, commercial, a community lawn with play areas, a public plaza, and an improved connected to Fort Hill.
- ▶ If land became available on Holmes Street’s south side, then the recommendation is to replace the industrial uses and warehousing with an Urban Neighborhood and residential housing stock expansion to allow for more housing types (e.g., attached single-family, workforce housing, and small-scale multi-family) near Downtown, Kentucky State University, and neighborhood employment centers.
- ▶ The recommendation in the neighborhood’s northeastern portion is Light Industrial and Employment Center. If land becomes available, we encourage that the largely existing industrial land be improved with more sustainable and less impactful manufacturing and office uses, supported by nearby workforce housing. The existing drainage channel in this area should be restored to the natural stream it once was with a riparian buffer that can better manage stormwater runoff and flooding from the area that is directly upstream and tributary to the Cove Spring Park & Nature Preserve wetlands, Penitentiary Branch stream, and Kentucky River while also providing an open space asset for the community. Coordination with U.S. Army Corps of Engineers and Kentucky Division of Water to implement this stream recreation/restoration project is recommended.
- ▶ At the neighborhood’s most northern edge, there is an opportunity to expand the Regional Mixed-use development near Wilkinson Boulevard/State Route-421; this will provide unique commercial and employment establishments than that found in the rest of the neighborhood and capitalize on the land’s proximity to a major thoroughfare. There is also an opportunity to incorporate much-needed recreational open space for the community.
- ▶ Pedestrian, bicycle, and transit facilities should be improved along the corridor and into the surrounding neighborhoods in coordination with the “Five-Mile Loop” shared use trail proposed by Walk Bike Frankfort. Incentives/requirements are needed to encourage developers to dedicate right-of-way or improve portions of the roadway to meet desired complete street improvements or planned trail connections.



**DOWNTOWN AND HOLMES STREET GATEWAY AT MERO, HIGH, AND HOLMES INTERSECTION**  
(Conceptual Design by Human Nature)



**NEIGHBORHOOD CENTER ALONG HOLMES STREET AT MEAGHER** (Conceptual Design by Human Nature)



**EMPLOYMENT CENTER AND NATURALIZED CHANNEL** (Conceptual Design by Human Nature)