

November 14, 2024



# FRANKFORT LIN CO.

COMPREHENSIVE PLAN

**DISTILLED TOGETHER**

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Adopted by the Frankfort and Franklin County Planning  
Commission on November 14, 2024

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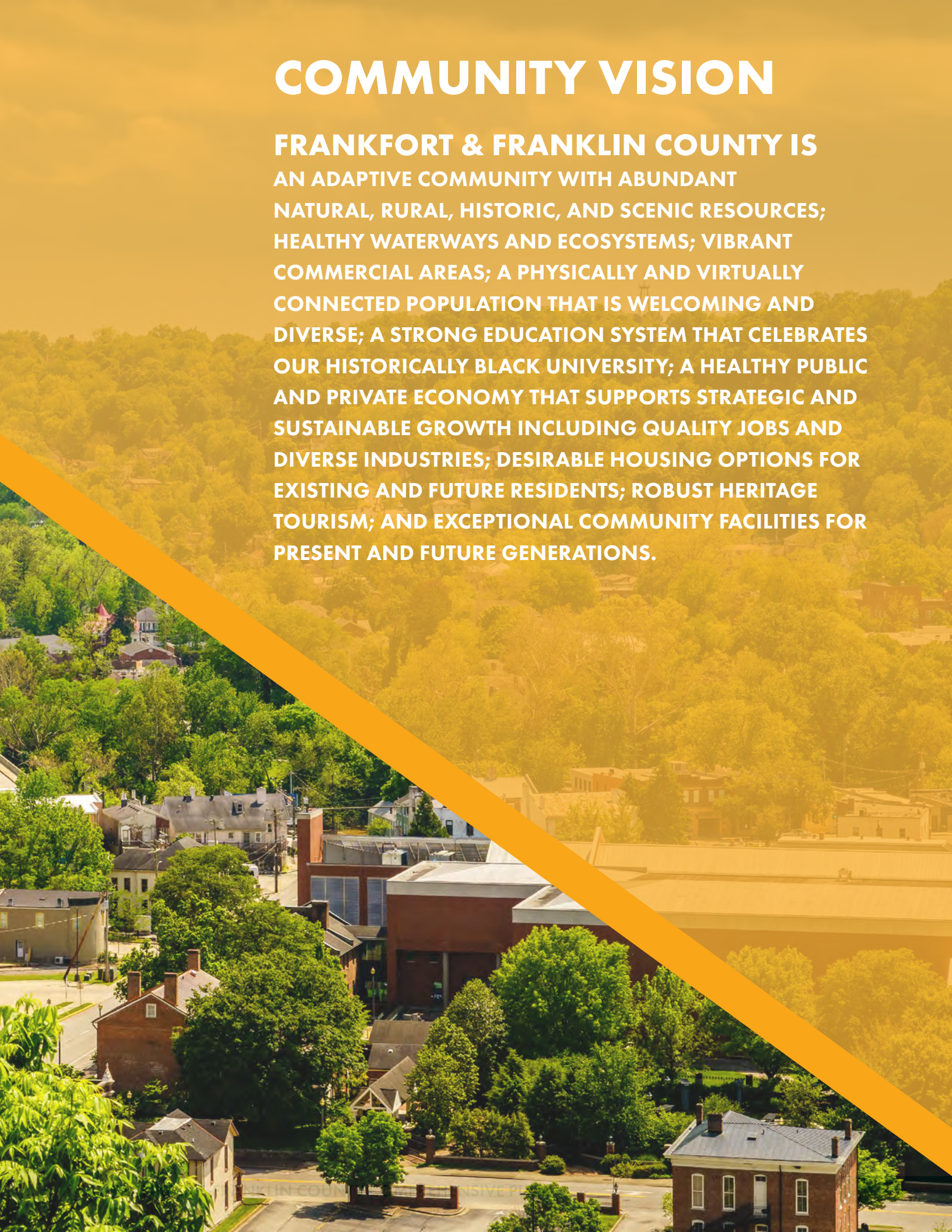
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# COMMUNITY VISION

**FRANKFORT & FRANKLIN COUNTY IS AN ADAPTIVE COMMUNITY WITH ABUNDANT NATURAL, RURAL, HISTORIC, AND SCENIC RESOURCES; HEALTHY WATERWAYS AND ECOSYSTEMS; VIBRANT COMMERCIAL AREAS; A PHYSICALLY AND VIRTUALLY CONNECTED POPULATION THAT IS WELCOMING AND DIVERSE; A STRONG EDUCATION SYSTEM THAT CELEBRATES OUR HISTORICALLY BLACK UNIVERSITY; A HEALTHY PUBLIC AND PRIVATE ECONOMY THAT SUPPORTS STRATEGIC AND SUSTAINABLE GROWTH INCLUDING QUALITY JOBS AND DIVERSE INDUSTRIES; DESIRABLE HOUSING OPTIONS FOR EXISTING AND FUTURE RESIDENTS; ROBUST HERITAGE TOURISM; AND EXCEPTIONAL COMMUNITY FACILITIES FOR PRESENT AND FUTURE GENERATIONS.**



An aerial photograph of a city, likely Chattanooga, Tennessee, featuring a large river, a prominent bridge, and a dense urban area with various buildings and greenery in the background.

# 1.

## BACKGROUND

- › PLAN OVERVIEW
- › PLANNING PROCESS
- › COMMUNITY ENGAGEMENT
- › PLAN FRAMEWORK
- › COMMUNITY PROFILE

# WHAT IS THE FRANKFORT-FRANKLIN COUNTY COMPREHENSIVE PLAN?

The Frankfort-Franklin County Comprehensive Plan is a collective document intended to guide the community for the next 20 years. While the City and County have unique strengths, issues, identities, and aspirations, joint planning offers transparency and collaboration that will help both the City and County succeed.

The plan has four themes: Identity and Character, Natural Resources, Transportation and Infrastructure, and Land Use. Each theme has goals and objectives, an inventory of resources, analysis, and recommended strategies. The plan concludes with an implementation chapter with a table of action items designed to assist the City and County in future decisions, work plans, and funding allocations.

The plan was developed from a two-year-long engagement with citizen committees, public events, and online surveys. The plan represents the community's ideas and vision of a future that is **distilled together**.

## A COMPREHENSIVE PLAN...

serves as a guide for planning staff, City and County boards and committees, developers, and residents to assist in decisions related to development, redevelopment, growth, preservation, and public services. The planning process allows cities and counties to pause and take inventory of their community and environment, review emerging trends, re-evaluate goals, and engage with the community to listen and learn about their long-term vision. The plan is replacing the current comprehensive plan adopted in 2001 and last updated in 2016. The plan will serve as a 20-year vision supported by goals, objectives, and action items that will be monitored and updated annually.

## THE PLAN'S PURPOSE IS TO:

- › Identify strategies to improve the community for existing and future residents.
- › Market our community's assets and opportunities.
- › Empower citizens to determine the community's future.
- › Build consensus among citizens, businesses, and leaders around a community vision.
- › Help leverage resources by prioritizing actions to target funding sources and partnerships.
- › Guide decisions by providing detailed information that helps leaders anticipate community needs and expectations.
- › Provide a tool for developers, businesses, and property owners to identify opportunities and measure success.

## PAST PLANNING PROJECTS

Frankfort and Franklin County have a robust planning history with more than 20 current plans, studies, and reports in use, all of which have been incorporated into the plan's narrative and recommendations. The plan ensures that all these planning projects are working together toward the community's vision:

- › Holmes Street Corridor RAISE Grant Project (2023)
- › Frankfort-Franklin County Housing Market Demand Study (2023)
- › Historic Preservation Economic Impact Report (2023)
- › Frankfort Strategic Plan (2022)
- › African American Historic Context Report (2022)
- › Lakeview Parks Master Plan (2022)
- › 2021 Frankfort Parks, Recreation, and Historic Sites Master Plan (2021)
- › Downtown Parking Study (2021)
- › Frankfort Community Action Plan (2019)
- › Frankfort Small Urban Area Transportation Study (2019)
- › Frankfort Wayfinding Master Plan (2019)
- › Downtown Master Plan (2018)
- › Frankfort Arts Master Plan (2020)
- › Historic District Design Guidelines (2016-2018)
- › WalkBike Frankfort (2016)
- › Joint Land Use Study (2013)
- › Second Street Corridor Plan (2013)
- › Riverfront Redevelopment Plan (2009)
- › Frankfort Flood Mitigation (2008)
- › Holmes Street Redevelopment Master Plan (2007)

# PLANNING PROCESS

The Planning process began in January 2022. The two-year planning effort was a joint initiative between Frankfort and Franklin County staff and officials, planning consultants, community stakeholders, and residents. The process was divided into four phases, with community engagement throughout.

## THE PEOPLE BEHIND THE PLAN

The plan's most important team members were community residents and stakeholders who contributed to more than eleven public meetings and twenty Advisory Committee meetings (see *Community Engagement* for complete review). The feedback from these meetings is represented in every plan section and recommendation.

In addition, the City and County hired a diverse set of consultants who helped guide the planning process, provided emerging planning trends, listened to the community from an unbiased perspective, and drafted the document to reflect the community's vision and goals. The consultants worked with the City and County to build a Steering Committee of public officials and an Advisory Committee of community stakeholders (residents, business owners, and organization members) who provided additional time and community input throughout the planning process.



## PHASES

The planning process was organized into five phases: Initiation, Explore and Framework, Drafting, Review and Revisions, and Adoption. Phase #1 established relationships, gathered community data, and analyzed existing environments. Phase #2 explored the plan's themes and interest areas to develop the framework for the plan's outline, future land uses, and goals. Phase #3 gathered community feedback and information to create the plan's narrative and supporting language around the community's vision, land use recommendations, and goals. Phase #4 presented the plan draft to the community, listened to feedback, made revisions, and finalized the plan for adoption. Phase #5 was the final action of adopting the plan. The adoption process required support and approval from the plan's Advisory and Steering Committees, the City and County's joint Planning Commission, the County's Fiscal Court, and the City's Board of Commissioners.



## ADOPTION PROCESS



# COMMUNITY ENGAGEMENT

The plan was formed by the feedback from over 900 public responses during 11 public meetings and 4 online surveys, 25 advisory committee meetings, 10 steering committee meetings, and 5 focus group meetings.

The **first round of community engagement** was focused on understanding the community's broad concerns and needs (see *SWOT Analysis*, p. 16). Input was solicited on the SWOT Analysis, goals and objectives from the previous Comprehensive Plan, and local transportation infrastructure and natural resources. Two public meetings were held at Bondurant Middle School and Franklin County High School with a supplemental online survey.

The **second round** built on the feedback from phase one, including revisions to the plan's vision statement and SWOT Analysis. The meetings and surveys also focused on existing and future land uses, plan themes, and special planning areas (Downtown Frankfort, Holmes Street corridor, South 127 corridor, the Riverlands, and the I-64 interchanges). Eight public meetings were held across Frankfort and Franklin County at the Frankfort Plant Board, Peaks Mill North Fire Station, Farmdale-Evergreen Fire Station, Dolly Graham Park, Bald Knob-Westridge Elementary School, and Paul Sawyer Public Library with a supplemental online survey.

The **third round** presented and asked for feedback on the plan's Land Use Chapter, including materials for the Future Land Use Map, Land Use Districts, and Special Interest Topics (Bourbon Production, Housing, and Holmes Street). Two public open house events were held in the River Room at Paul Sawyer Public Library with a supplemental online survey.

The **fourth round** presented and asked for final feedback on the complete draft plan (to be drafted further into the phase).

11

PUBLIC MEETINGS

332

IN-PERSON ATTENDEES



## PUBLIC MEETING LOCATIONS

1. Peaks Mill Fire Station
2. Westridge Elementary School
3. Paul Sawyer Public Library
4. Franklin County High School
5. Dolly Graham Park
6. Frankfort Plant Board
7. Bondurant Middle School
8. Farmdale-Evergreen Fire Station

25+

ADVISORY COMMITTEE MEETINGS



10+

STEERING COMMITTEE MEETINGS

5

FOCUS GROUPS MEETINGS



4

ONLINE SURVEYS

607

SURVEY RESPONSES

4,454

WEBSITE VISITORS

8,381

WEBSITE VIEWS

## SWOT ANALYSIS

A SWOT analysis organizes public input into four categories: **Strengths, Weaknesses, Opportunities, and Threats**. The benefit of this exercise is that residents and stakeholders self-reflect on what makes their community unique, where they fall short, what they can build upon, and what is holding them back. Doing this analysis with the public at the beginning allowed the planning team to prioritize and dive into these topics in greater detail in the later phases and became the foundation for the plan's recommendations. The plan looks to enhance strengths, minimize weaknesses, act on opportunities, and offset threats.

# S

- Accessible location between Lexington and Louisville
- Pastoral beauty
- Historic charm and resources
- Heritage and Bourbon Tourism
- Downtown revitalization
- Engaged residents
- Hometown feel
- Kentucky River and Elkhorn Creek
- Affordable housing
- Agricultural opportunities
- Natural preserves
- Riparian corridors
- County Hamlets
- School facilities
- Infrastructure and high development potential
- Kentucky State University
- Expansive open spaces and undeveloped areas
- Robust government employment

# W

- Community facilities
- Absence of convention center
- Entertainment, dining, and hospitality services
- Maintenance of parks and recreational areas
- Lack of diverse housing types
- Lack of Downtown grocery store
- Gateways and landscaping
- Lack of industrial-zoned properties
- Pedestrian connectivity
- Bike safety, infrastructure, and connections
- Lack of diversity at public events
- Bus stop access and conditions
- Insufficient bus routes
- Lack of available workforce

# O

- Downtown's vitality and success
- River and Recreation access
- Cultural and Nature Tourism
- Promote regional sporting events
- Existing and new local businesses
- Diverse job creation
- Infill and redevelopment
- Protect Rural areas and Hamlets
- Environmental Preservation
- Prioritize the mixing of uses
- Create walkable developments
- Commercial/Industrial expansion
- Expand housing types
- Streetscape improvements
- Kentucky River connections
- Balance preservation and development interests
- Develop sustainable energy
- Electric vehicle infrastructure
- Expand park facilities
- Holmes Street reinvestment
- Distilleries and Farm Breweries

# T

- Stagnancy
- Outdated
- Sprawl
- Insufficient infrastructure and maintenance
- Missing sidewalk connections
- Street safety
- Downtown parking conditions and vehicular circulation
- Nearby cities' programming and beautification are prevailing
- Invasive species
- Park accessibility
- Low public transportation demand
- Lacking pedestrian and bike safety
- Political presence is stigmatizing
- Limited East-West crossings on the Kentucky River
- Governmental conflicts
- Topography limitations and challenges

# PLAN FRAMEWORK

The plan is structured around four planning themes (defined on the next page) with supporting goals, objectives, and action items developed from the community's vision. It is compliant with the comprehensive planning requirements set forth in the Kentucky Revised Statutes (*KRS 100.187*).

The plan's success is dependent on the community's progress in accomplishing the plan's goals and objectives.



## 1. COMMUNITY VISION

represents the collective vision and aspirations of Frankfort and Franklin County for the next 20 years. The vision is the base of the plan and is the foundation of the plan themes and goals.

## 2. PLAN THEMES

are topics focused on by the community and that emerged as key assets throughout the visioning and planning process.

Each theme begins with an overview and a list of goals and objectives, followed by an inventory and analysis of resources.

- **Identity and Character** – celebrates Frankfort and Franklin County’s rich history and community. The theme aims to preserve and promote its urban neighborhoods, rural landscapes, and cultural resources while enhancing equity and inclusion.
- **Natural Resources** – explores the ecology of Frankfort and Franklin County, including forests, streams, floodplains, wetlands, parks, trails, and recreation. The theme aims to protect and restore sensitive environmental areas, improve sustainable water, trail, and recreation access, and defend against climate change.
- **Transportation and Infrastructure** – focuses on the City and County infrastructure vital to keeping communities connected and functional. The theme aims to improve transportation quality, safety, access, infrastructure capabilities, and provide equitable community facilities and services.
- **Land Use** – guides how the City and County should manage land that becomes available or is proposed for development in the future. The theme reviews existing land uses and constraints, identifies future land use districts and guidelines, and indicates where the community desires protection and growth.

## 3. GOALS

establish the broad, desired outcomes for the plan theme.

## 4. OBJECTIVES

help define the goal’s meaning and provide a greater sense of direction.

## 5. ACTION ITEMS

are the recommendations to guide the community toward accomplishing goals and objectives and implementing the vision.

# COMMUNITY PROFILE

Franklin County sits between the two largest cities in Kentucky, Louisville and Lexington, with regional proximity (less than 200 miles) to Cincinnati, Columbus, Indianapolis, Knoxville, and Nashville. The Kentucky River, a primary tributary of the Ohio River, bisects both the County and City and plays a significant role in the area's cultural and physical landscape. The City of Frankfort, the County's only incorporated municipality and the state's thirteenth-largest city, serves as the County seat and State capital.

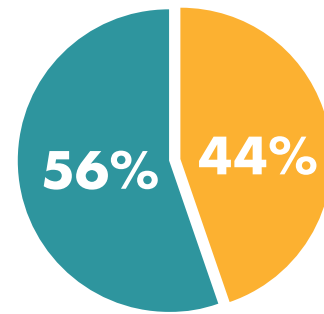


## CURRENT POPULATION

U.S. Census Bureau - 2020 - P1: Total Population

The total population of Franklin County is **51,541**. When the City of Frankfort's population is removed, the remaining County population is 22,939, meaning 56% of Franklin County's population lives in the City. The City and County serve tens of thousands of residents, but the population patterns vary considerably. Frankfort's density, 1,900/sq. mile, is 16x greater than Franklin County's density of 116/sq. mile. These patterns impact the character, community needs, and land use.

**FRANKFORT**  
**28,602**  
1900/sq. mile

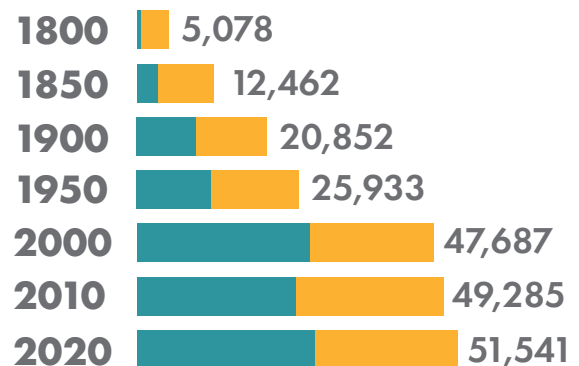


**FRANKLIN COUNTY**  
**22,939**  
116/sq. mile

## POPULATION OVER THE YEARS

U.S. Census Bureau - 1800-2020 - Decennial Census

Frankfort and Franklin County have steadily grown since the initial Census in 1800. The highest population growth rate (PGR) between 50-year periods was between 1800 and 1850, when the population grew 145%. The most significant population gain was between 1950 and 2000, a 21,754-person increase in the population. The **1930 Census was the first year Frankfort recorded a higher population than the remaining County** and has held a larger population ever since.



## POPULATION CHANGE

U.S. Census Bureau - 2000, 2010, 2020 - P1: Total Population

U.S. Census Bureau - 2020 - S0701: Geographic Mobility

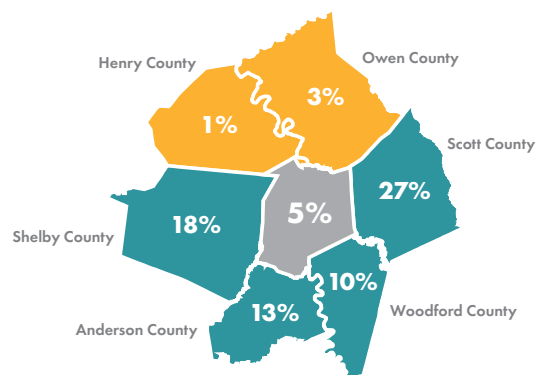
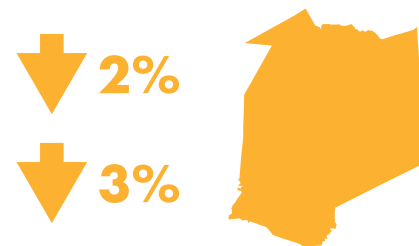
Over the last two decades, Frankfort and Franklin County have experienced plenty of moving households. **The City's population increased by twelve percent (12%) from 2010 to 2020, while the County saw a three percent (3%) decrease.** The County's decline is not inherently negative, as much of the community expressed a desire for low-density and minimal housing development in the more rural areas. The City's continued population increase supports introducing more housing types to accommodate various family and household needs. The City and County are experiencing in-migration. In 2020, five percent (5%) of the households had moved to Franklin County from another Kentucky County, while four percent (4%) had moved from another state.

**Franklin County's overall growth rate between 2010 and 2020 was five percent (5%).** Compared to the surrounding counties, Franklin County grew slightly more than Henry and Owen to the north but significantly less than Scott, Shelby, Anderson, and Woodford. The City and County are well-positioned to benefit from the region's growing population and should anticipate more households moving to Franklin County (see *Land Use Chapter* for details from the *Housing Market Demand Study*).

### FRANKFORT



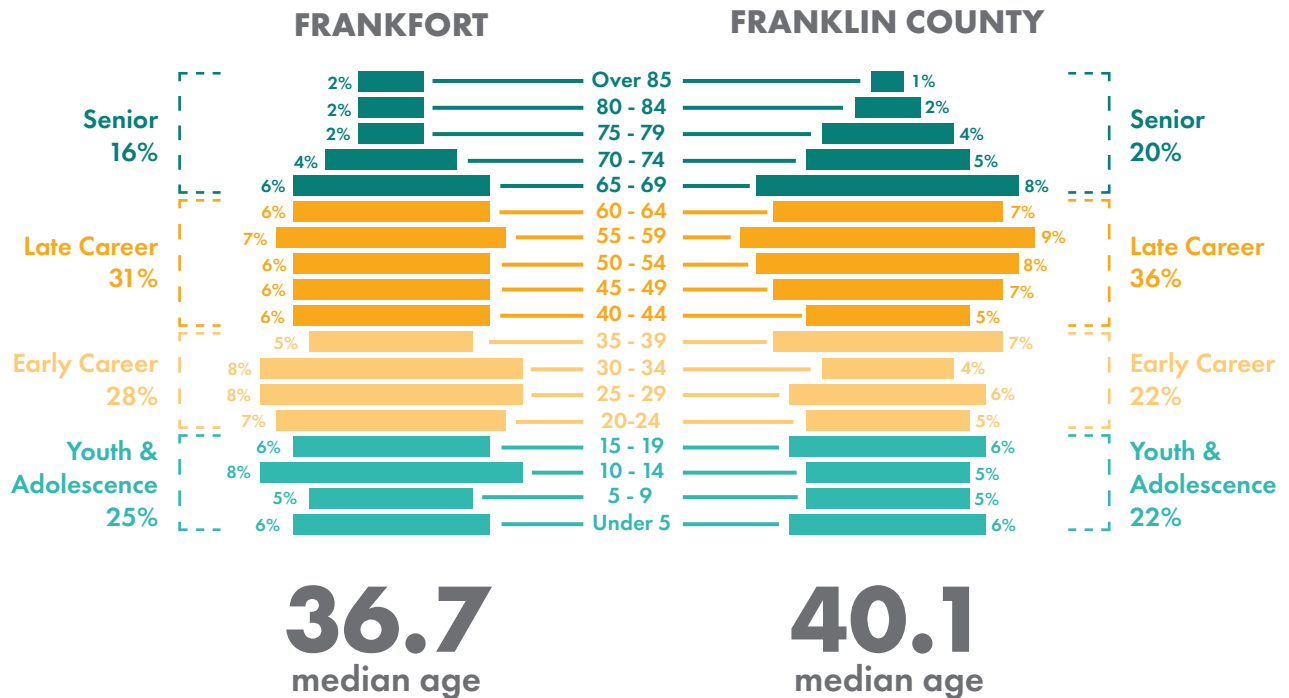
### FRANKLIN COUNTY



# POPULATION PYRAMID

U.S. Census Bureau - 2020 - DP05: ACS Demographic and Housing Estimates

The County's population has more people in the Late Career and Senior age groups, whereas the City has more in the Youth and Early Career age groups, leading to Frankfort having a lower Median Age by 3.4 years. The City's wider base suggests it is maintaining a natural increase and/or attracting family households with children that require additional school facilities, learning services, childcare, and youth recreation. The County's wider top indicates more people who are retired or closer to retirement and may need additional social facilities, recreation spaces, aging-in-place services, or downsized housing options. Both communities have a healthy workforce population attractive to companies and businesses.

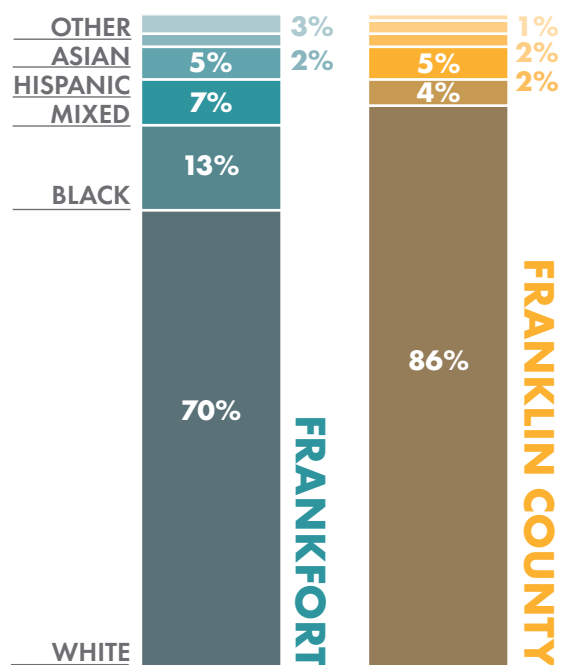


## RACIAL COMPOSITION

U.S. Census Bureau - 2020 - P1: Total Population

Frankfort and Franklin County's largest racial group is those who identify as White, followed by Black, Mixed-race, Hispanic, Asian, and other races.

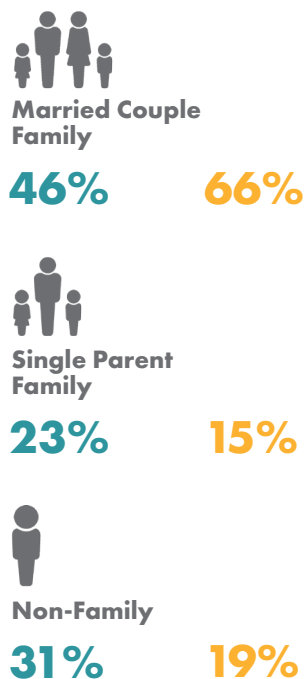
**According to the Census, Frankfort is more racially diverse than the County but far less than at other points in the region's history** when Black and White populations were nearly 50-50 and one of two Historically Black College and Universities in the state (*Kentucky State University*) was founded (see *Identity and Character* for more).



## HOUSEHOLD TYPES

U.S. Census Bureau - 2020 - B11002: ACS Household Type

Frankfort and Franklin County's households vary between families with a married couple, single-parent families, and non-families. **Frankfort has fewer family households, suggesting a potential need for more diverse housing types other than single-family homes and rental options in the City.**

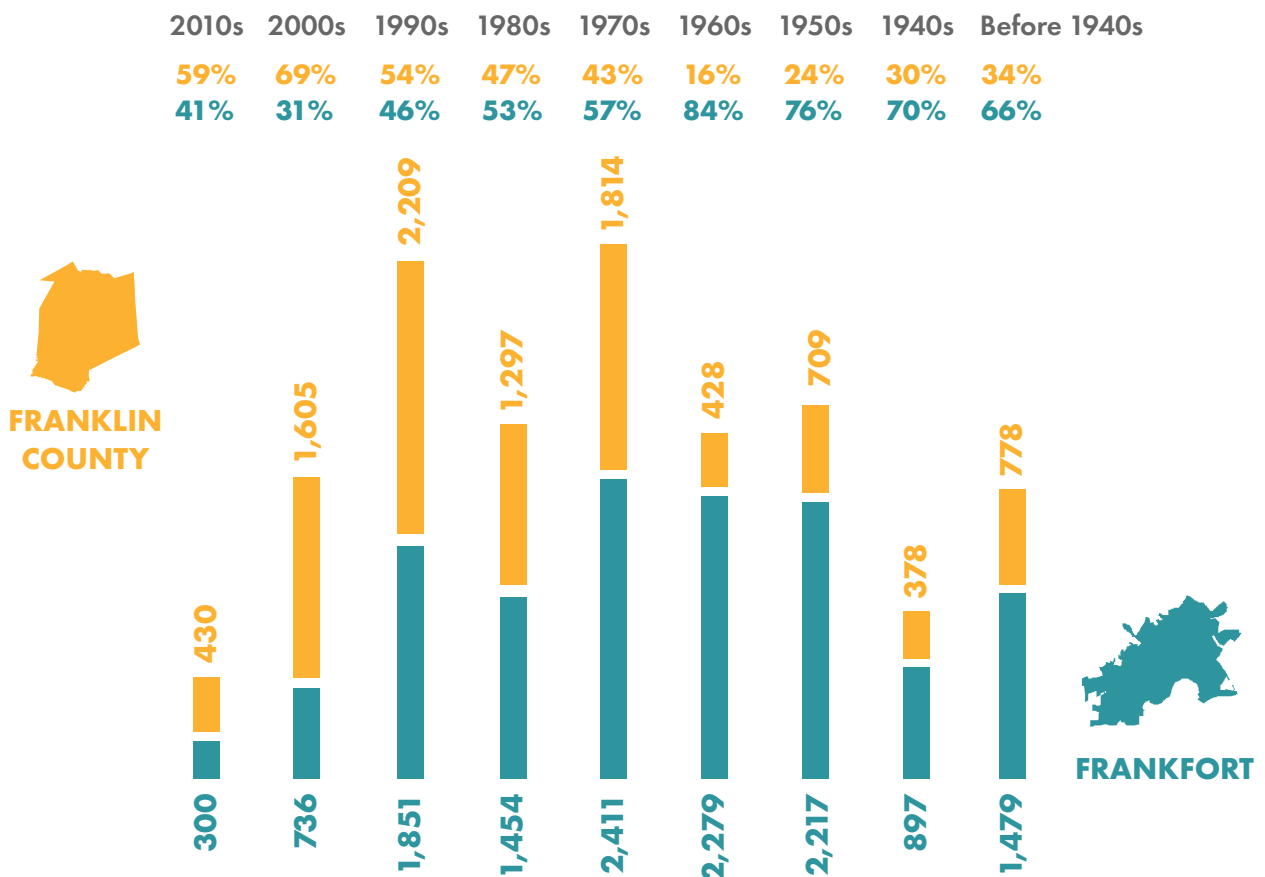


## HOUSING CONSTRUCTION

U.S. Census Bureau - 2020 - DP04: Housing Characteristics

**Before 1970, Frankfort constructed significantly more housing units than Franklin County. However, this leveled out through the 1970s and 1980s and flipped to the County outpacing the City in the 1990s, a trend that has continued ever since.**

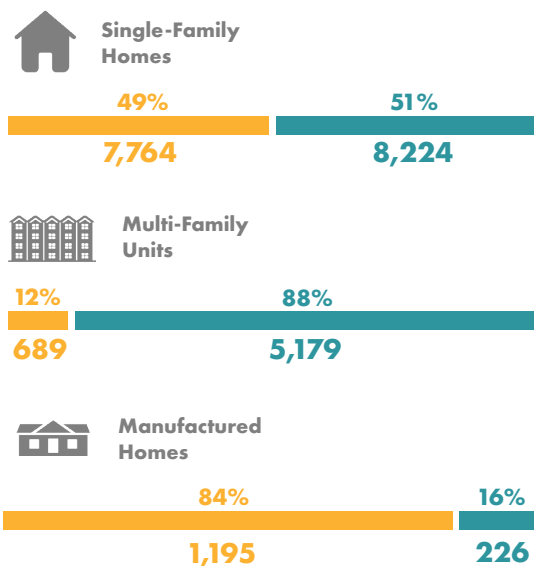
Between 2010 and 2020, the City and County constructed the fewest housing units in a decade since the Census began tracking the data in 1950. According to the Frankfort & Franklin County Housing Market Demand Study (see *Land Use* chapter), 2,874 additional housing units are needed by 2040.



## HOUSING TYPES

U.S. Census Bureau - 2020 - B25024: Units in Structure

**Frankfort and Franklin County have comparable numbers of single-family homes but vastly different numbers of multi-family units and manufactured homes.** The City has 460 more single-family homes than the County. However, single-family homes make up more of the County's housing stock (80%) than the City's (60%). Most multi-family units are in Frankfort, whereas most manufactured homes are in the County. The City's higher density and greater diversity in housing types help to support nearby businesses and a more walkable environment, whereas the County's lower density establishes a more rural, natural environment.

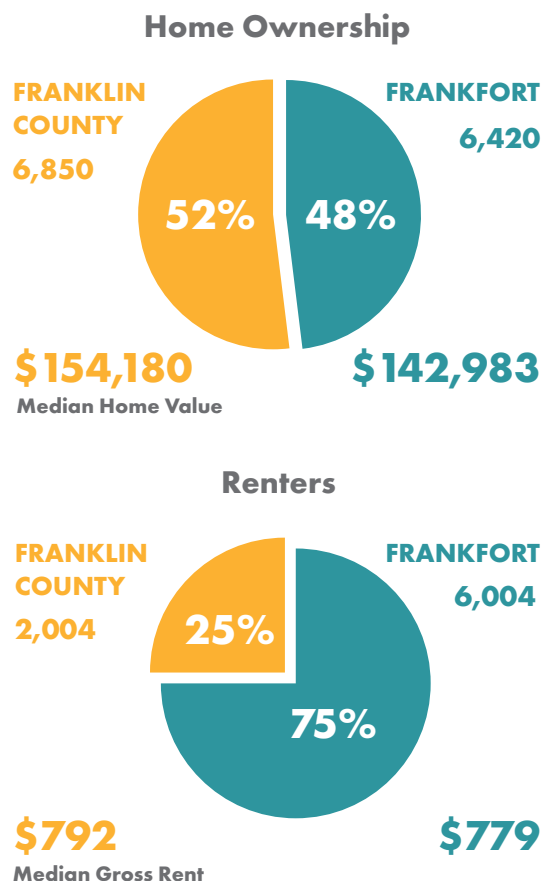


## HOME OCCUPANCY

U.S. Census Bureau - 2020 - B25003: Tenure

U.S. Census Bureau - 2020 - DP04: Housing Characteristics

The number of homeowners is almost evenly split between Frankfort and Franklin County, with 52% of homeowners living in the County and 48% in the City. Frankfort has nearly 3x the number of households renting than the County, which makes sense with more multi-family units and diverse housing types. Median home values are 8% higher in the County than in the City, whereas Median Gross Rent is just 2% higher. Larger lot sizes and square footage of homes outside the City and the rural identity of the region could be a possibility for the County's higher market value.



## INCOME

U.S. Census Bureau - 2020 - S1901: Income in Past 12 Months

The majority of Franklin County households earn less than \$100,000 annually, with the largest earning group earning below \$50,000. Franklin County's Median Household Income of \$61,092 is less than all surrounding counties but 17% greater than the state of Kentucky's median of \$52,238. In addition, 13% of Franklin County households fall below the poverty level, with 75% residing within Frankfort.



Median Household Income

**\$61,092**



Household Income < \$50k - 41%

Household Income \$50-100k - 37%

Household Income \$100-200k - 18%

Household Income > 200k - 4%

## EDUCATION

U.S. Census Bureau - 2020 - B15002: Educational Attainment for the Population 25 Years and Over

Franklin County is a very educated community. Most residents (over 25) have earned their diploma or a degree. Also, Franklin County has a higher rate of college degrees (31%) than every surrounding county except for Woodford (37%), and six percent (6%) greater than the state of Kentucky.



Population over 25 Educational Attainment

No Diploma 10%

High School Diploma 59%

Bachelors Degree 18%

Masters Degree 13%

## EMPLOYMENT

U.S. Census Bureau - 2020 - DP03: Economic Characteristics

Frankfort provides a significant number of government and public administration jobs as the State Capital, accounting for 19% of employment in Franklin County.

Nearly 60% of jobs in Franklin County fall within the top four employment industries:

Public Administration, Human Services (education, health care, social work), Manufacturing, and Retail Trade. In addition, Franklin County residents spend the least time traveling to work (19.5 minutes) compared to the surrounding County's residents.



Top 4 Employment Industries

Public Administration - 4,510

Human Services - 4,365

Manufacturing - 2,597

Retail Trade - 2,557

The background of the slide features a large, leafy tree in the upper half and a scenic view of a city with a prominent domed building, likely a state capitol, in the lower half. The text is overlaid on a teal rectangular area.

# 2.

## IDENTITY & CHARACTER

- › GOALS & OBJECTIVES
- › IDEA VALUES
- › NEIGHBORHOODS
- › RURAL AREAS
- › HISTORIC PRESERVATION
- › HERITAGE TOURISM & CULTURAL RESOURCES

The Identity and Character chapter provides historic context for past and future land-use planning to ensure the continued preservation of Franklin County’s rich cultural assets. It offers an overview of the history of Frankfort and Franklin County, highlighting significant settlements and growth patterns that shaped the region along with a record of existing historic districts and landmarks. The chapter also addresses inclusion, diversity, equity, and accessibility; promoting tourism; and celebrating the historical and cultural richness of the area.

# GOALS & OBJECTIVES

**GOAL 1:** To establish Frankfort and Franklin County as a vibrant and unique destination within the region, complete with an active and historic downtown, government services, flourishing local businesses, beautiful waterways, scenic rural vistas, and robust natural and agricultural resources.

1. Promote redevelopment, infill, and new growth that enhances the sense of place and vitality of downtown. *City addition: (See 2018 Downtown Master Plan)*
2. Support healthy lifestyles by preserving and enhancing park and recreation facilities and programs throughout the City and County that encourage physical health and mental wellbeing (see 2021 Frankfort Parks, Recreation, and Historic Sites Master Plan and 2021 County Lakeview Park Master Plan).  
*City addition: (see 2016 City of Frankfort County Pedestrian and Bicycle Master Plan)*
3. Support and promote the continued identification of resources with cultural significance to the community through ongoing survey and historic context studies.
4. Cultivate the distinction between the rural landscape of Franklin County and the urban and suburban environments to help guide future development.
5. Emphasize heritage, cultural, and nature recreation tourism as an important economic development asset in the community, including the bourbon industry, historic homes and buildings, and the Kentucky River, Elkhorn Creek, Benson Creek and their tributaries.  
*City addition: (see 2009 Riverfront Redevelopment Plan)*
6. Support and enhance the primary and secondary gateways into Frankfort and Franklin County by developing new signage and identification elements, preserving the natural scenic beauty of the area, and by establishing design standards for development and redevelopment in order to create attractive, unique gateways.
7. Promote public art and encourage the arts, including community art.  
*City addition: (see Frankfort Arts Master Plan)*
8. Encourage the preservation and/or rehabilitation of existing buildings within the City and County.
9. Establish funding to stabilize, improve, infill, and revitalize existing neighborhoods.
10. Maintain existing homes and neighborhoods in accordance with City and County regulations.
11. Utilize form-based zoning practices and similar design and form guidelines as appropriate in the City and County's developed and potential development areas to encourage intentional growth/development and walkable and interactive streetscapes.
12. Protect scenic viewsheds along rural roadways by supporting developments that create scenic overlays or easements.

**GOAL 2: Prioritize the importance of IDEA (inclusion, diversity, equity, and accessibility) Values throughout City and County services, facilities, projects, plans, and codes.**

1. Provide an appropriate supply of housing in Frankfort and Franklin County for all ages, at all densities, and for all affordability levels.
2. Promote the location of affordable housing options near employment centers, along multi-modal transportation corridors, and near community facilities and services.
3. Enhance connectivity with infrastructure and services.
4. Include voices and perspectives of underrepresented communities when conducting planning and community development activities.
5. Use the City of Frankfort's African American Historic Context Report to assist with the evaluation and designation of historic resources that are important to the community's minority heritage.

**GOAL 3: Promote and expand the preservation of the City and County's historic resources and cultural corridors and features.**

1. Protect culturally, historically, archeologically, and environmentally sensitive industries, lands, viewsheds, and buildings that are of cultural, ecological, or historical significance through the use of easements, historic designations, zoning regulations, design guidelines, or similar tools.
2. Protect historic and cultural resources during the development process.

**GOAL 4: Preserve and protect the County's agricultural lands.**

1. Support existing farms and policies to encourage farming in zones designated Agricultural.
2. Work with the agricultural community, state, and federal agencies, as well as civic organizations, to educate and promote best practices for managed runoff from agricultural lands in order to reduce adverse water quality impacts to waterways/ streams and environmentally sensitive ecosystems.
3. Promote the cultivation, processing, and distribution of agricultural products throughout Franklin County.

**GOAL 5 (City Addition): Promote and protect the County's historic and cultural industries including ancillary industries.**

# INCLUSION, DIVERSITY, EQUITY, AND ACCESSIBILITY

Inclusion, diversity, equity, and accessibility matter because we have a shared fate as individuals within the community. We share prosperity when everyone living in the City and County achieves their full potential. The City and County can fulfill their vision by working to transform our community around these concepts to ensure fairness and opportunity for all.

These tenets are incorporated into the plan's goals, strategies, and recommendations. Community stakeholders should make the City and County more inclusive, diverse, equitable, and accessible during the development process, while creating budget allocations, when hiring, when creating public spaces, etc. For instance, within the plan there are recommendations to:

- › Permit Accessory Dwelling Units in existing residential areas to allow for alternative housing options.
- › Allow the construction of multi-family residential units within the City's commercial corridors to provide additional housing choices in areas where people can walk to schools, stores, and community facilities.
- › Improve the walkability, access to services, and safety within the Holmes Street corridor while protecting the elements that give this area its identity and charm.
- › Plan and build a safe, comprehensive, and efficient transportation system through access management, development impact analysis, pedestrian ways, and bike ways.

## I

### INCLUSION

Everyone can participate, and everyone belongs.

## D

### DIVERSITY

The variation of social and cultural identities among people existing together in a defined setting.

## E

### EQUITY

Everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

## A

### ACCESSIBILITY

Making information, activities, and environments sensible, meaningful, and usable for as many people as possible.



**“ALL CITIZENS ARE INCLUDED REGARDLESS OF COLOR, RACE, RELIGION, AGE, NATIONAL ORIGIN, SEX (INCLUDING PREGNANCY, SEXUAL ORIENTATION, GENDER IDENTITY), AND DISABILITY.”**

**- City of Frankfort  
Strategic Plan (2022)**

In addition to the recommendations and the topics that are addressed in this Comprehensive Plan, the City and County can commit to implementing the IDEA values in a number of other ways. This includes:

- › Increase knowledge and awareness about IDEA values through trainings, personnel policies, and accountability programs.
- › Improve ADA accessibility in public buildings and spaces.
- › Diversify City and County personnel.
- › Identify within City and County budgets, plans, and reports how IDEA values are being addressed and incorporated.

These efforts must be ongoing and flexible to address the changing impacts and needs within the community. The City and County are committed to alleviating systemic barriers in order to foster a sense of belonging amongst all residents.

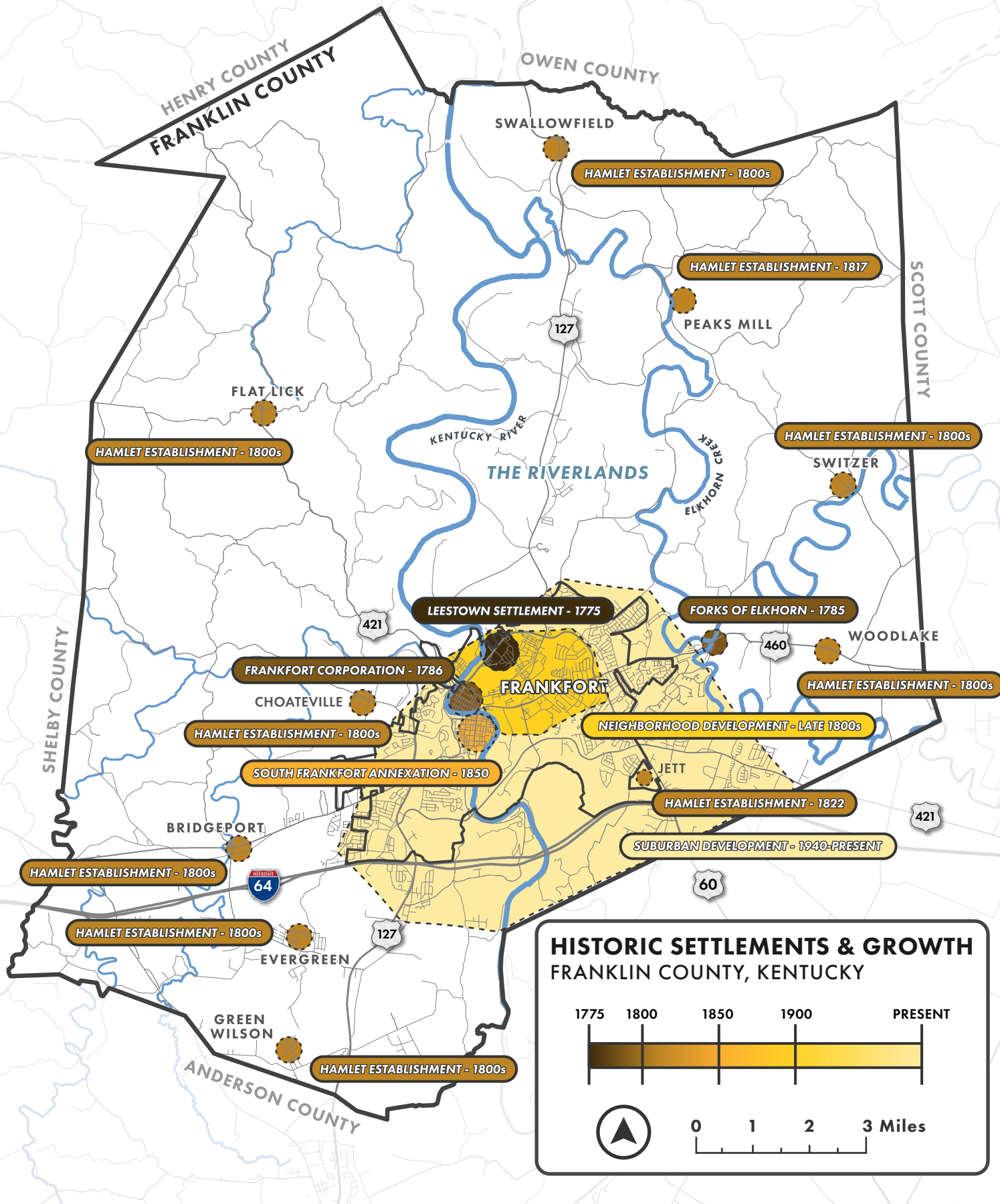
# NEIGHBORHOODS

Frankfort was founded at one of the Kentucky River's great fords (crossing point) and was integrated into the region's buffalo trails that served as a critical transportation network. Native American tribes inhabited the land for thousands of years before the City's corporation by James Wilkinson in 1786, who then helped advocate for and successfully won the capitol designation six years later. During this time, multiple stations appeared across the County.

By 1800, Frankfort's population was 628 and would grow rapidly as Frankfort constructed transportation routes, government establishments, schools, and businesses. Frankfort grew by more than 3,000 by the Civil War's start, with 28% of its population identifying as Black and enslaved. Frankfort achieved city status and crossed the Kentucky River to annex South Frankfort. In the decade following the Civil War and emancipation, Frankfort's population nearly doubled, with significant growth in the Black population, which then accounted for 43% of the City's population. The City began developing beyond its central core - north along Holmes Street, west into Bellepoint, and east up Main Street. Black communities were established in North Frankfort between Clinton and Mero Street, and at the Northeast corner of South Frankfort. The year 1886 witnessed the opening of the State Normal School for Colored Persons, which later became Kentucky State University the state's only public HBCU (Historically Black College or University) and one of only two land grant institutions in the state.



*Top Left: St. Clair Street, Bottom Left: Liberty Hall in the Corner in Celebrities Historic District, Right: Festival on Broadway Street (Images from Visit Frankfort)*



Frankfort's population remained in flux during the first half of the 20th century due to prohibition laws, the Great Depression, and the World Wars. The population of Black residents decreased by more than 1,000 in the early 20th century, from 35% of the total population to 22%, as local discrimination persisted and better economic opportunities were available in the North and Midwest. Rapid growth occurred following World War II with automobile and interstate expansion. Frankfort's population nearly doubled between 1940 and 1970 to 21,356, thanks to the annexation of developing suburbs and more than 90 newly platted subdivisions. Following suburban expansion came the commercial development around the Interstate-64 exits.

Population growth in the 21st century continued to fluctuate. The population declined 8% between 2000 and 2010, followed by a 12% increase in 2020 to 28,602. Historic Downtown, South Frankfort, and older neighborhoods, like Holmes Street, have remained important residential neighborhoods in Frankfort's inner core (see Historic Preservation in the Identity and Character chapter and Special Interest Areas in Land Use chapter). Current population patterns also show Frankfort's population retention in the mid-20th century suburban neighborhoods - such as Thistleton/Cloverdale, Indian Hills, Franklin Heights/Rolling Acres and College Park - around the City's edges and along the Connector loop (see *Urban and Residential Neighborhoods* in the *Land Use* chapter).

Each neighborhood has unique opportunities and characteristics. The Historic Downtown neighborhoods benefit from river access, a traditional street grid,

## DOWNTOWN

At the heart of the city, Downtown Frankfort boasts charm, history, and local commerce. In 2018, Frankfort adopted the Downtown Master Plan, setting the vision for Downtown Frankfort's future. The plan identified recommendations for Capital Plaza, the West and South Riverfront, the Broadway Corridor, pedestrian and bicycle connections, traffic circulation, public open space and art, mixed-use housing, and tourism.

The guiding principles in the Downtown Master Plan are reflected in the Comprehensive Plan. Downtown decision-making and development is encouraged to accomplish the following guiding principles:

- › Engage better with the Riverfront
- › Strengthen a sense of Frankfort's identity
- › Encourage walkability
- › Foster greater connectivity
- › Establish a range of housing options
- › Improve traffic circulation
- › Provide a mix of uses
- › Create more usable public space
- › Respect the historic scale of Downtown
- › Increase bourbon/cultural tourism

well-preserved historic structures, public art, and a walkable network. The Suburban neighborhoods have strong park access, road connections, family-friendly environments, newer housing stock, and retail amenities. Each area has been studied and designated a Land Use District (see *Land Use* chapter) that will enhance and celebrate its identity and character.

Sources:

- › City of Frankfort: City History and African American Historic Context Report

# RURAL AREAS & HAMLETS

Franklin County was formed from the land division of Woodford, Mercer, and Shelby Counties in 1795. Before the establishment of Leestown in 1775, the first recorded settlement in what would become Franklin County, the land was primarily occupied at various times by many Native American tribes. Leestown was located off the East bank of the Kentucky River, about a mile north of Downtown Frankfort, across from today's Buffalo Trace Distillery entrance and bordering Fort and Thorn Hill. Downtown Frankfort was platted eleven years later and would become the center for urban development in the County.

Another important settlement was Forks of Elkhorn, or "The Forks," ca. 1785 and located at the confluence of North and South Elkhorn Creek. Originally settled by veterans of the Revolutionary War and members of Maryland's Catholic Migration and Virginia's Traveling Church, the Forks of the Elkhorn served as the center of Franklin County's agricultural industries from the time of its settlement into well into the 20th Century . By 1800, Franklin County's population would reach 5,078, with 4,454 (88%) residing outside Frankfort.

Thriving off state government, bourbon distilling, agriculture, and water transportation, Franklin County's population grew 300% in the 19th century. Throughout the century, more than 20 small villages called Hamlets formed in the County. Historic Hamlets included Steadmantown, Switzer, Woodlake, Peaks Mill, Harvieland, Choatesville, Swallowfield, Farmdale, Bridgeport, and Jett.



*Left: Leestown settlement area, Top Right: Boats on the Kentucky River, Bottom Right: Historic Stone Fence on Old Frankfort Pike*

These Hamlets often centered around a combination of a church, post office, or school – usually often at important crossroads or waterways with housing density similar to Urban Neighborhoods and surrounded by farms and forests. While Franklin County’s population increased to 20,852, only 11,365 (55%) lived outside Frankfort as the City began expanding its borders to include nearby Hamlet communities.

Franklin County’s population growth slowed in the first part of the 20th century due to prohibition laws impacting Kentucky’s distilling industry, the Great Depression, and the World Wars. The first decade that Frankfort’s population outnumbered the County’s population was in 1920, a trend which has continued until today. In the mid-20th Century, the City underwent a massive annexation, extending far beyond its traditional location of the Kentucky River bottom. In the decades following World War II and the extensive suburban expansion from increased birthrates and automobile/interstate development, the County’s population grew nearly 80%. The County developed large residential and commercial areas near its Southern border along at the two exits of Interstate-64, absorbing much of the commercial energy that had historically focused on Downtown. By the end of the century, the County’s population had more than doubled.

In the 21st century, Franklin County has continued to grow by 8% (twice the rate of Frankfort), with a 2020 population of 51,541. The County thrives off its prime farmland and pastureland, scenic riverways, forests, and Hamlet communities. Current population patterns show the majority of the County population near the periphery of Frankfort, particularly along the Southern half of the border. Franklin County’s historic hamlets continue to serve their communities across the County while continued growth has seen the emergence of new villages and neighborhoods near the edge of City limits.

Franklin County’s agricultural land, natural landscapes, and Hamlets are vital to its rural fabric. The Plan process heard from residents about the importance of protecting rural areas from development that would harm the identity and character of these areas. Each County parcel has been studied and designated into Land Use Districts (see Land Use chapter) that will maintain and celebrate its rural heritage and function while strategically allowing for smart growth within guidelines that preserve the public aesthetic and sustainability of the land.

Sources:

- › Franklin County General History - Morehead State University and The History of Franklin County, KY – The Library of Congress
- › Bevins, Ann Bolton. That Troublesome Parish: St. Francis/St. Pius Church of White Sulphur, Kentucky, Mother Church of Diocese of Covington. (Georgetown, KY: St. Francis and St. John Parishes, 1985).
- › Darnell, Ermina Jett. Forks of Elkhorn Church: With Genealogies of Early Members, Reprinted with Numerous Additions and Corrections (Genealogical Publishing Company, 2013).
- › Johnson, Lewis Franklin. History of Franklin County, Ky. (Frankfort, KY: Roberts Printing Co., 1912)



*Historic Platting of Frankfort and Franklin County (Map from Library of Congress)*

# HISTORIC PRESERVATION

## DISTRICTS

### National Register Historic Districts:

- › Corner in Celebrities
- › Frankfort Barracks District
- › Old Statehouse District
- › Frankfort Commercial Historic District
- › Central Frankfort Historic District
- › South Frankfort Historic District
- › Stewart Home School
- › Julian Farm

### Local Historic Districts:

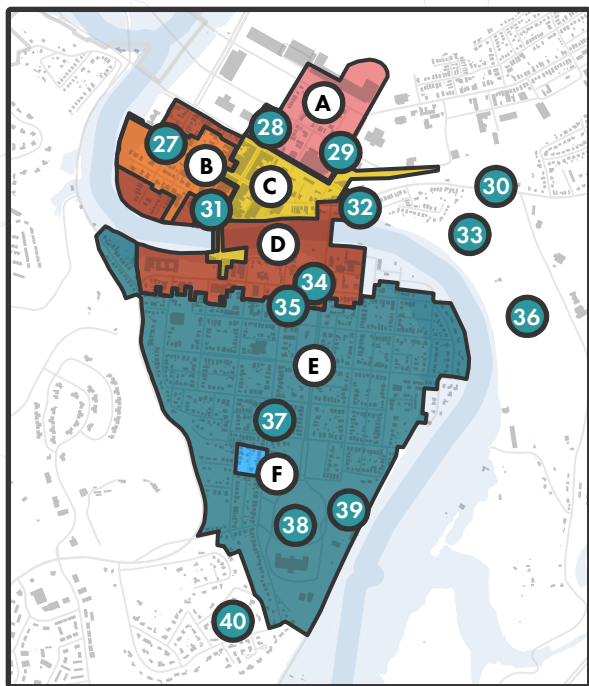
- › Central Business Historic Zoning District
- › Special Historic Zoning District
- › Special Capital Historic Zoning District

Six National Register Historic Districts (National Park Service) are designated in Frankfort and two in Franklin County. A primary benefit of this designation is to provide eligibility for Federal and State Historic Rehabilitation Tax Credits, which can financially assist with a property's rehabilitation. However, National Register designations do not protect structures from demolition or require a design review. In addition to its federally recognized districts, Frankfort decided to designate local Historic Zoning Districts to ensure historically significant structures and neighborhoods are preserved and inevitable change is managed to protect the City's historic and architectural integrity and enhance the area's identity:

**“EACH LOCAL HISTORIC DISTRICT HAS A DIFFERENT CHARACTER AND SEPARATE DESIGN GUIDELINES WHICH REGULATE EXTERIOR RENOVATIONS AND NEW CONSTRUCTION WITHIN THEM. ACTIVITY WITHIN HISTORIC DISTRICTS IS OVERSEEN BY THE ARCHITECTURAL REVIEW BOARD, WHICH ACTS AS THE BOARD OF ZONING ADJUSTMENT (BZA) AND DESIGN REVIEW BOARD FOR PROJECTS IN ALL THREE TYPES OF DISTRICTS.”**

**- Historic Preservation: Frankfort's Capital Asset (2023)**

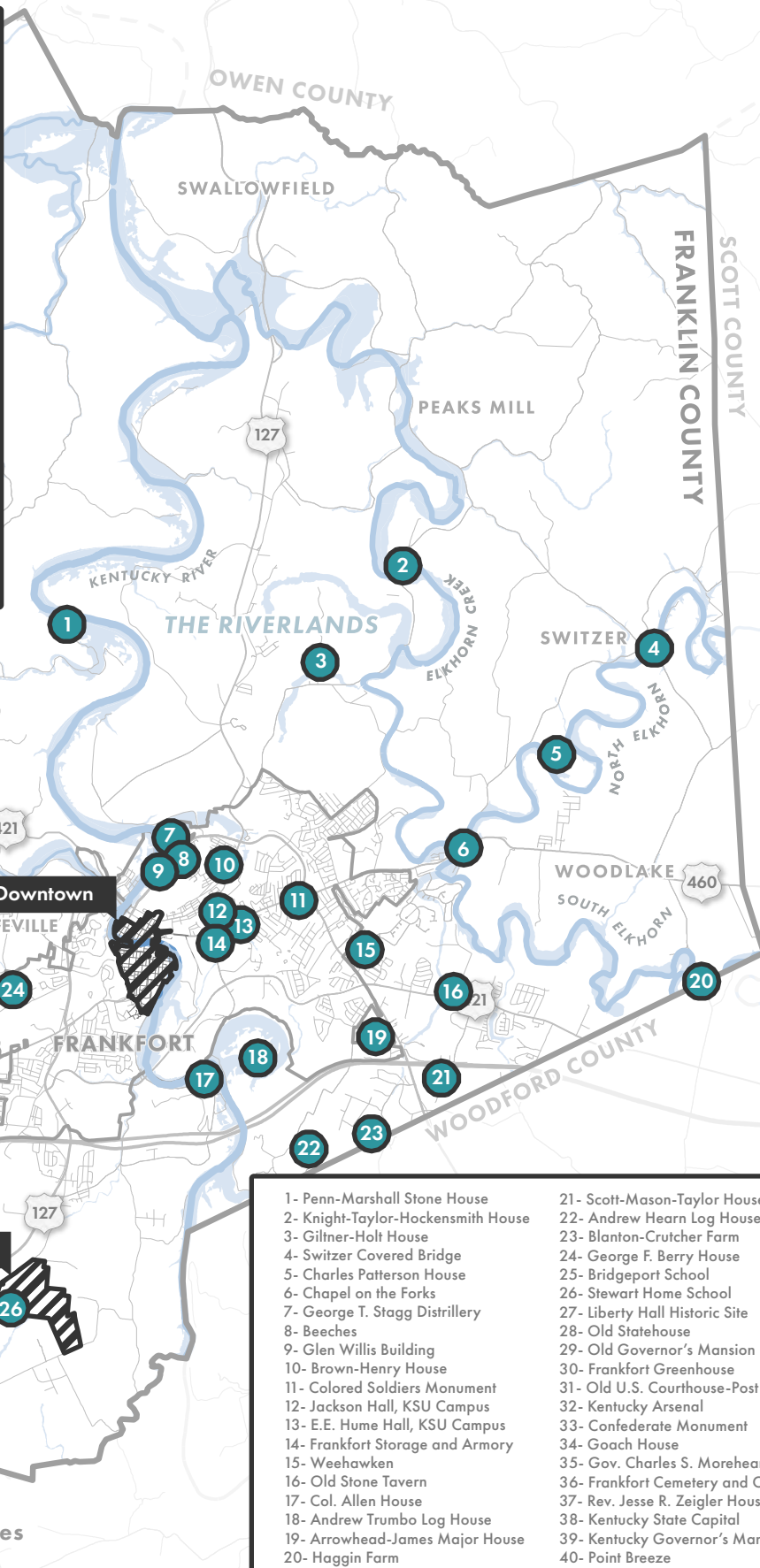
## Downtown



- A- Old Statehouse National Historic District
- B- Corner In Celebrities National Historic District
- C- Frankfort Commercial National Historic District
- D- Central Frankfort National Historic District
- E- South Frankfort National Historic District
- F- Barracks National Historic District



0 1 2 3 4 Miles



- |                                    |                                     |
|------------------------------------|-------------------------------------|
| 1- Penn-Marshall Stone House       | 21- Scott-Mason-Taylor House        |
| 2- Knight-Taylor-Hockensmith House | 22- Andrew Hearn Log House and Farm |
| 3- Giltner-Holt House              | 23- Blanton-Crutcher Farm           |
| 4- Switzer Covered Bridge          | 24- George F. Berry House           |
| 5- Charles Patterson House         | 25- Bridgeport School               |
| 6- Chapel on the Forks             | 26- Stewart Home School             |
| 7- George T. Stagg Distillery      | 27- Liberty Hall Historic Site      |
| 8- Beeches                         | 28- Old Statehouse                  |
| 9- Glen Willis Building            | 29- Old Governor's Mansion          |
| 10- Brown-Henry House              | 30- Frankfort Greenhouse            |
| 11- Colored Soldiers Monument      | 31- Old U.S. Courthouse-Post Office |
| 12- Jackson Hall, KSU Campus       | 32- Kentucky Arsenal                |
| 13- E.E. Hume Hall, KSU Campus     | 33- Confederate Monument            |
| 14- Frankfort Storage and Armory   | 34- Goach House                     |
| 15- Weehawken                      | 35- Gov. Charles S. Morehead House  |
| 16- Old Stone Tavern               | 36- Frankfort Cemetery and Chapel   |
| 17- Col. Allen House               | 37- Rev. Jesse R. Zeigler House     |
| 18- Andrew Trumbo Log House        | 38- Kentucky State Capital          |
| 19- Arrowhead-James Major House    | 39- Kentucky Governor's Mansion     |
| 20- Haggin Farm                    | 40- Point Breeze                    |

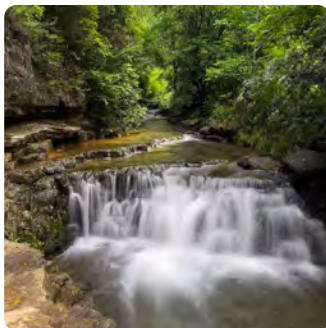


# HISTORIC CULTURAL LANDMARKS & RESOURCES

Frankfort and Franklin County have more than 50 National Register designations. The Plan seeks to identify, map, and preserve all known historic and cultural resources in order to protect as much history as possible. Each resource has varying levels of access and sensitivity. Available sites should be strategically and sustainably promoted in order to encourage heritage tourism and regional education (see *Heritage Tourism in Identity and Character* chapter).

- › National Historic Landmarks (NHLs): Old Statehouse (Old State Capitol), Liberty Hall Historic Site, and George T. Stagg Distillery, aka (Buffalo Trace). These resources are recognized by the federal government as having outstanding historical significance. Only about 3% of the resources included on the National Register of Historic Places are designated as NHLs, and Franklin County contains nearly 10% of Kentucky’s designations.
- › National Register of Historic Places: In addition to the previously mentioned National Register Historic Districts, which include over 1,000 contributing properties, Franklin County also has a number of buildings, sites, structures, and objects that have been individually listed on the National Register. Districts and individual properties are categorized with differing levels of significance:
- › National: In addition to the 3 properties designated as NHLs, the Corner in Celebrities National Register District and the Frankfort Cemetery are both listed with national significance. These are properties that hold significance to the people of the United States of America.
- › State: As the location of the Capital of Kentucky, Franklin County has a number of resources listed on the National Register with significance to the Commonwealth, such as the Kentucky State Capitol and Governor’s Mansion, Kentucky State Arsenal, Switzer Covered Bridge, Scotland (Scott-Mason-Taylor House), the Jesse R. Zeigler House (the only example of Frank Lloyd Wright’s architecture in the state) and the Central Frankfort National Register District, among others.
- › Local: Across the U. S., the majority of properties listed on the National Register of Historic Places are listed with local significance. These are places with special significance to our local history. In Franklin County, those include places like the South Frankfort Neighborhood National Register District, Beeches, Gooch House, Giltner-Holt House, Bridgeport School, Point Breeze, Chapel on the Forks, and the Green Hill Missionary Baptist Church, among others.
- › Historic Resources associated with Kentucky State University: E.E. Hume Hall and Jackson Hall have been listed on the National Register of Historic Places; other buildings and districts associated with the campus have been determined eligible for National Register designation.

- › Old Frankfort Pike: Designated a National Scenic Byway by the U. S. Secretary of Transportation, has been recognized for its unique character that epitomizes the Bluegrass region, including miles of dry-laid stone fences, thoroughbred horse farms, a hardwood tree canopy and a beautiful pastoral setting. The designated portion of the historic road is located in Woodford and Fayette counties, but it terminates at U.S. 60 in Franklin County, near the location of the historic Scotland farm.
- › Archaeological Sites: Humans have been occupying the landscape in Kentucky for thousands of years before the establishment of Frankfort/Franklin County. The Office of State Archaeology (OSA) reports that only 2.37% of Franklin County (approx. 3,200 acres) has been surveyed for the presence of archaeological resources. There are currently over 200 sites recorded. The majority of these sites are prehistoric, meaning they are related to human activity before the invention of writing. A limited number have been evaluated and determined eligible for the National Register, but the majority have not been evaluated. Development in areas with limited previous ground disturbance should be carried out with consideration for archaeological deposits that are likely to exist.
- › Other Significant Historic Places may include such places as Leslie Morris Park at Fort Hill, Cove Spring Park, State Stadium, and Benson Creek Bridge in the City. Due to their longevity and historic character, Historic Hamlets are significant to the county. Not all historic sites and places that are significant to Frankfort and Franklin County are necessarily listed on the National Register of Historic Places. There are many local places and buildings that are part of our history and collective memory that contribute to our community's identity and sense of place, and those qualities should be given consideration as a part of ongoing land-use planning.



*Top Left: Old State House (images from Visit Frankfort), Top Center: Frankfort Cemetery, Top Right: State Arsenal, Bottom Left: Cove Springs, Bottom Center: Governor's Mansion, Bottom Right: E.E. Hume Hall (image from Jason Edwards)*

# THE IMPACT OF HISTORIC PRESERVATION

Historic Preservation is a major theme in the Plan. Frankfort and Franklin County are dedicated to preserving their significant historic and cultural resources, a sentiment echoed by residents who engaged throughout the process. Ongoing historic preservation planning enhances the aesthetic aspects of the community and increases the quality of life for the residents. Attractive, revitalized, walkable historic neighborhoods are assets that distinguish Frankfort/Franklin County from other places. Land Use Districts that encompass Historic Zoning Districts include the recommendation that development follows the Historic District Design Guidelines adopted by the City in order to protect the historic and architectural integrity of these neighborhoods (see *Land Use* chapter).

The obvious goal of historic preservation is to protect the community's rich history. There are also economic benefits to historic preservation that were identified in the key findings of the recently published Historic Preservation: Frankfort's Capital Asset report that support the Plan's land use recommendations:

- › Local and National Register Historic Districts in Frankfort occupy 4.7% of the land area of the city, are home to 9% of the population, and represent 10.5% of the value of taxable properties.
- › Over the last decade, investment in these historic districts (excluding projects using the Kentucky Historic Tax Credit) accounts for nearly a third of all building permits issued by the City of Frankfort, representing more than 20% of the total value of construction.
- › Since 2014 projects in historic districts have generated more than \$19 million in direct, indirect, and induced labor income.
- › The Kentucky Historic Tax Credit has been used to rehabilitate 90 historic residential, commercial and institutional buildings, representing private investment of \$31 million.
- › Local historic districts attract buyers and property value change within them has outperformed the rest of the Frankfort market by more than 20% since 2003.
- › Density in local historic districts is twice that of other residential areas in Frankfort, but it is density at a human scale.
- › Historic neighborhoods are economically diverse although with a slightly greater share of household incomes below the average median income and a slightly smaller share of households at the highest income levels compared to the rest of Frankfort.
- › Historic neighborhoods are racially diverse, with a similar distribution of White and Black residents that mirrors the distribution citywide.
- › Historic districts are home to a greater share of renters than the rest of Frankfort.
- › Heritage visitors account for about a third of all tourists to Frankfort and spend more than non-heritage visitors in every expenditure category.
- › The heritage portion of Frankfort's tourism industry is responsible for 446 direct jobs and an additional 79 indirect and induced jobs.

# HERITAGE TOURISM

Heritage Tourism promotes the experience of key sites and activities that tell the story of Frankfort and Franklin County's past and present. Heritage tourists are known to spend more and stay longer than non-heritage tourists. Franklin County's abundance of cultural resources and heritage attractions make contributions to its authenticity and "sense of place" that heritage tourists seek.



*Capital Building*

## CAPITAL OF KENTUCKY

Frankfort has been the capital since statehood was established in 1792. It remains the center of the Commonwealth's government, politics, and history. Many sites in Frankfort are significant for their role in state history and the institution of state government. Popular sites to visit include the old and new state capitol buildings, the old and new governor's mansions, Frankfort Cemetery (home to the State Mound, the graves of Daniel and Rebecca Boone, as well as numerous dignitaries), the State Arsenal (Kentucky Military History Museum), and the Floral Clock.

The Old State Capitol (Old Statehouse) on Broadway served as the capitol building from 1830 to 1910 when it was retired to the current Capitol in South Frankfort. The grand neoclassical architecture and Olmsted Brothers-designed grounds of the new Capitol are set on a peninsula hillside near the Kentucky River and Historic Districts. The Capitol and its governmental operations have been a long-lasting identity of the region and thousands of people each year come to Frankfort and Franklin County to visit the site.



Bluegrass Pasture

## SIGNATURE INDUSTRIES OF FRANKLIN COUNTY

Agriculture has long been one of Franklin County's signature industries with Leestown becoming a central location for military and tobacco trade along the Kentucky River to New Orleans as early as 1785. Hemp production and processing was a major industry in the 19th Century. The farms today provide the backdrop for the charming historic and rural aesthetic that draws visitors to the Central Kentucky and Bluegrass Region each year.

Bourbon has been rooted in the state's history since the 18th century. The Kentucky Distillers' Association estimates that bourbon attracts 2.1 million annual visitors to the state. The oldest continually operating bourbon distillery in the U.S. and Franklin County's largest distillery, Buffalo Trace, recorded more than 470,000 visitors in 2022.

Frankfort's and Franklin County's historic role in the legacy of bourbon generates important tourism for the region, which helps support the local economy and encourages visitors to experience all nearby cultural offerings. Visitors can tour, taste, and experience the distilling process at various locations throughout the county, including Buffalo Trace Distillery, Whiskey Thief Distilling Company, Jim Beam Distillery, Glens Creek Distilling, and J. Mattingly 1845 Distillery. Castle & Key Distillery sits just outside the Franklin County line but has a Frankfort address, contributing to the visitor's perception of what is available in Franklin County when making plans to visit. For *Bourbon Production Guidelines*, see the *Land Use* chapter.

Brewing also has a long legacy in Frankfort. Several microbreweries and taprooms have emerged in recent years, including the revival of Sig Lischer Brewery – the oldest operating brewery in Kentucky and 8th oldest in the U. S. (1866). Other beverage options for tourists include Goodwood Brewing, West Sixth Farm, and Stainless Brewing and Spirits.

As with the rest of Central Kentucky, horse breeding and racing was also a signature industry in Franklin County dating from the late 1770s through the mid-1900s. Franklin County was once the home to several regionally significant racetracks, including Leestown, Downtown, Silver Lake, the Forks of Elkhorn, and Woodlake. As horse breeding has become more centralized, its prominence in Franklin County has declined significantly. However, Georgetown Road, Old Frankfort Pike, and Versailles Road remain key tourism gateways along historic horse farm corridors of adjacent counties.



*Switzer Covered Bridge (image by Jonathan Parrish)*

## WATERWAYS

Franklin County has three primary waterways: the Kentucky River, Elkhorn Creek, and Benson Creek. Frankfort is located on the Kentucky River, which offers a variety of opportunities for active and passive recreation, cultural and social activities, and a place to absorb beautiful landscapes and nature. The Kentucky River plays a larger role as a regional waterway, whereas the Elkhorn and Benson Creeks are local waterways. These streams are a critical natural resource that the region relies on for transportation, entertainment, habitat, agriculture, and water (see *Natural Resources* chapter).

The Elkhorn Creek is known worldwide as a destination for smallmouth bass fishing and was the catalyst for the development of the world-renowned Meek & Milam fishing reels that were manufactured in Frankfort. Canoe and kayak outfitter Canoe Kentucky, located in Peaks Mill, is also a significant destination for outdoor adventure recreation along the Elkhorn Creek. In 2021, it expanded by opening Kentucky River Tours to offer tourism experiences by boat.

Franklin County is also home to a significant concentration of historic truss bridges, including the Singing Bridge (1894), Broadway Street Railroad Bridge (1929), Broadway Street Pedestrian Bridge (1893), Benson Creek Bridge (1881), and Red Bridge (1896). The state’s official covered bridge and one of only 11 remaining in Kentucky, Switzer Covered Bridge (c. 1850) is located on the North Elkhorn. These structures add to the character of the waterways in the county.

Throughout the Plan’s process, residents repeatedly mentioned the need for better access to waterways for water activities such as boating, fishing, canoing, and kayaking. Franklin County waterways have defined the region for millennia. The Plan’s land use recommendations strive to honor and celebrate waterways by protecting riparian areas while allowing for sustainable access (see the *Land Use* chapter and *The Riverlands and Recreation Tourism* in the *Natural Resources* chapter).



*“GRAPHOLOGYHENGE” by Peyton Scott Russell at Josephine Sculpture Park (image from Visit Frankfort)*

## PUBLIC ART

Frankfort is the “Public Art Capital of Kentucky.” With more than 11 fine art murals, 32 sculptures, and dozens of cultural offerings and architecturally significant buildings, the City has established itself as an art and culture destination. In Greater Frankfort, Josephine Sculpture Park showcases over 70 artworks along maintained trails on a 40-acre lush landscape, making a unique and popular amenity for residents and visitors to experience. Enhancing the city and county with art that is easily accessible to the public is seen as another way to contribute to local identity and character while increasing the overall attractiveness of the community.

In 2020, Frankfort adopted the Arts Master Plan, telling the City’s story of art and cultural history, takes inventory of art and cultural sites, and presents an action plan with needed future cultural investments. Public Art is a key

component of Frankfort and Franklin County’s future as a tool to celebrate local artists, beautify the built environment, and celebrate history. Public Art is welcomed in all land use districts, and new installations or designations are encouraged to follow the Cultural Investment recommendations in the Arts Master Plan:

- › **Connect us to one another.** Art investments can create exceptional and transformational public spaces. These investments should engage, inspire, and establish common ground for the community.
- › **Tell the story of Frankfort.** Art investments of all forms can embody the spirit of Frankfort and its aspirations by honoring the past and looking toward the future. The City of Frankfort is made up of many cultures and voices, creating a dynamic narrative worth sharing. Respect the Historic Scale of Downtown.
- › **Be bold.** Art investments can be adventurous while reflecting the small-town Kentucky charm that captivates the country.
- › **Increase the draw.** Art investments of all forms can captivate non-locals, building upon their shopping, distillery, and dining experiences.
- › **Be a uniquely Frankfort experience.** Art investments should be made to create experiences that are unmatched in the region, elevating the profile of Frankfort.



Public Art throughout Downtown Frankfort (images from Visit Frankfort)

# 3.

## NATURAL RESOURCES

- › GOALS AND OBJECTIVES
- › RESOURCE PROTECTION & CONSERVATION
- › RIVER ACCESS & CONNECTIONS
- › PARKS, OPEN SPACE, & GREENWAYS
- › RIVERLANDS & RECREATION TOURISM

The geological story of Franklin County, as well as Kentucky as a whole, revolves around limestone. The terrain of Franklin County and the broader Central Kentucky region consists primarily of karst limestone and shale dating back to the Ordovician period (440 – 510 million years ago). This geological makeup holds significant importance for both geologists and paleontologists. The karst landscape of Franklin County, sculpted by waterways and drainage patterns over millions of years, has played crucial roles in shaping the County's history, impacting its flora and fauna, indigenous populations, water quality, agricultural practices, and industry (including crops, bourbon production, livestock farming, and building materials). Moreover, the karst nature of the region occasionally poses geographical and environmental constraints on its development prospects.

Kentucky's diverse landscape features mountains, hills, farms, forests, wetlands, and floodplains. Water has played a significant role in shaping the landscape, resulting in deep valleys, rock-walled gorges, whitewater channels, and waterfalls.

The Kentucky River Palisades form the core of a 450-million-year-old ecosystem comprised of limestone cliffs, deep gorges, springs, and a complex network of caves. The Palisades region extends about 100 river miles along the Kentucky River through Central Kentucky and Franklin County.

The landscape of Franklin County encompasses many of the natural features that make Kentucky unique. The Kentucky River and its major tributaries (i.e., Elkhorn Creek, Benson Creek) have significant floodplains, alluvial deposits from historical waterflow, oxbows, riparian corridors, and steep forested slopes that are a defining characteristic of Franklin County.

# GOALS & OBJECTIVES

## **GOAL 1: Protect and enhance the City and County's ecological and natural resources.**

1. Protect and conserve rivers, wetlands, streams, floodplains, oxbows, and drainage ways, woodlands, and mature forests to provide habitat, encourage biodiversity, manage stormwater runoff, prevent flooding, and to create a system of greenways.
2. Enhance, restore, and replenish environmental and cultural resources throughout the City and County, such as waterbodies, open spaces, tree canopy, heritage trees, and stone fences.
3. Increase access to the natural environment by enhancing community connection/ access to the Kentucky River and its tributaries, the Elkhorn Creek and its tributaries, Benson Creek, public parks, open space, and greenways while preserving the ecological integrity of those areas.
4. Incorporate the natural environment by design.
5. Practice environmental stewardship to protect, enhance, and restore natural areas threatened by pollution, runoff, invasive species, and other factors.
6. Protect scenic viewsheds along rural roadways by supporting proper setbacks, development patterns, land uses, buffers, and development strategies that preserve important views and utilize scenic overlays and/or easements.
7. Strive to be a resilient community and take steps to reduce the impacts of climate change.



# FRANKFORT PARKS, RECREATION, & HISTORIC SITES MASTER PLAN (2021)

The following items are a summary of the top priorities determined by the Master Plan process along with regular consultation with the steering committee.

1. Establish a Frankfort Parks Foundation (501 c3) to enhance fundraising & outreach
2. Utilize the Kentucky River as the valuable, unique resource that it is – add water access, improve viewsheds, & partner for river-oriented programs
3. Complete in-progress Phase I of Dolly Graham Park redevelopment; sustain neighborhood communication throughout this & any future improvement of the site Standardize partnership agreements & establish quarterly check in meeting including all partners to ensure transparent, effective collaboration
4. Prepare park master plans, starting with East Frankfort Park, before development to ensure that improvements meet the needs of residents while respecting the character of the property
5. Assess viability of Juniper Hill Golf Course; evaluate fee structure & alternative revenue sources (e.g., FootGolf)
6. Formalize & adhere to Maintenance Management Plan
7. Develop cost recovery plan for programs & rentals
8. Initiate park ambassadors program & formalize volunteer program (e.g., one-stop online registration, e-blast opportunity updates, etc.)
9. Implement consistent, quality signage systemwide – including wayfinding, interpretive, & informational – ensuring alignment with existing city brand
10. Replace, improve, & add picnic shelters systemwide to provide ample community gathering & possible programming space
11. Improve and protect natural areas, especially Cove Spring Park/Nature Preserve and Leslie Morris Park, to continue to connect users to nature
12. Streamline programming information on department webpage; create recreation calendar & one-click registration for all offerings
13. Develop Thorn Hill & Holmes Street properties as Neighborhood Parks
14. Update feasibility study for an indoor gym/field/program space to make a more cost-effective multiuse facility
15. Complete systemwide ADA Accessibility Audit

16. Add enhanced site amenities throughout all park spaces, including Wi-Fi access, security cameras, lighting (security & pedestrian-scale), restrooms, & seating
17. Update playgrounds systemwide to ensure fully accessible features & diverse experiences; install features like shade, seating, & trash/recycling receptacles to ensure comfortable user experience
18. Reopen closed entrance to Leslie Morris Park on Fort Hill as primary access following engagement with 5 adjacent property owners
19. Continue to evaluate the potential for sports tourism at Capitol View Park; ensure coordination with Franklin County
20. Address flood repairs & mitigation, especially at recurring flood sites like River View Park and Todd Park in Bellepoint

This Master Plan also provided capital improvement recommendations for each park in Frankfort and can be found in Chapter 8 of the Parks, Recreation, and Historic Sites Master Plan.

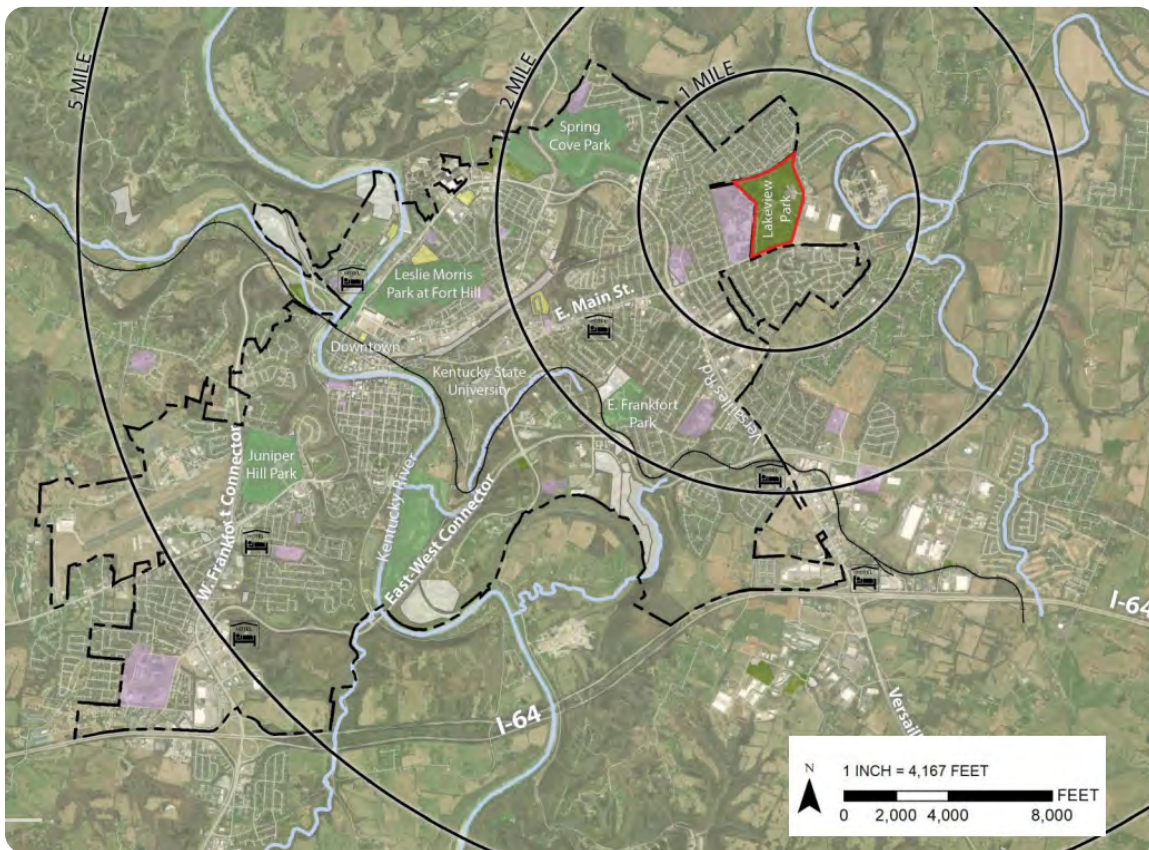


*Top Left: Dolly Graham Park, Top Right: Kentucky River, Bottom Left: Cove Springs, Bottom Right: Bourbon Boat Tour at Riverview Park*

# FRANKLIN COUNTY LAKEVIEW PARK MASTER PLAN (2022)

The Lakeview Park Master Plan is the vision for development and improvements to enhance Lakeview Park in Franklin County. The plan's guiding principles are:

- › Opportunities should be taken to update the park to accommodate tourism that will increase revenues and economic impact.
- › Use a wide range of available funding and explore alternative revenue sources.
- › Local needs are to be determined and incorporated into the project to maximize the use of the park.
- › Regional draw is important to increase economic development and the economic impact that comes from creating destinations.
- › Revenue generation is vital to the sustainability of Lakeview Park and its future vision.
- › Year-round programming capabilities should be incorporated into the park.



*Lakeview Park Site Location and Regional Context (Lakeview Park Master Plan)*

The plan's core program identified the highest and best use for the park, concluding:

- › The highest and best use is the multi-use recreation and convention center concept with maximum flexibility. This can include smaller conventions.
- › The multi-use recreation and convention center could also serve the local community by incorporating recreation center type amenities in multi-purpose spaces in the building.
- › The convention business is anticipated to return to previous numbers, but with some technology enhancements.
- › Improving and updating the rest of the park will be necessary to have the best first impression and achieve outcomes.
- › At least half of fields be redeveloped into synthetic turf as part of full renovation.
- › Partnerships can decrease the high cost to develop and operate.
- › Consider improved high school fields to incorporate into overall athletic events – championship fields.
- › All local needs cannot be physically met within the limits of Lakeview park. Acquired land and private/public partnerships are just two options the FCFC should explore to meet all the wants and needs of the local residents highlighted by the community engagement.



Top Left: Master Plan Map (graphics and images from Lakeview Park Master Plan), Top Right: Lakeview Pond, Bottom Left: Athletic Field Complexes Master Plan, Bottom Right: Carter House

# RESOURCE PROTECTION & CONSERVATION

Conserving and protecting the County's significant natural resources is crucial to preserving its identity and its ability to continue to provide ecosystem services such as biodiversity, carbon sequestration, stormwater and flood control, and clean air and water.

## ALLUVIUM CONSERVATION

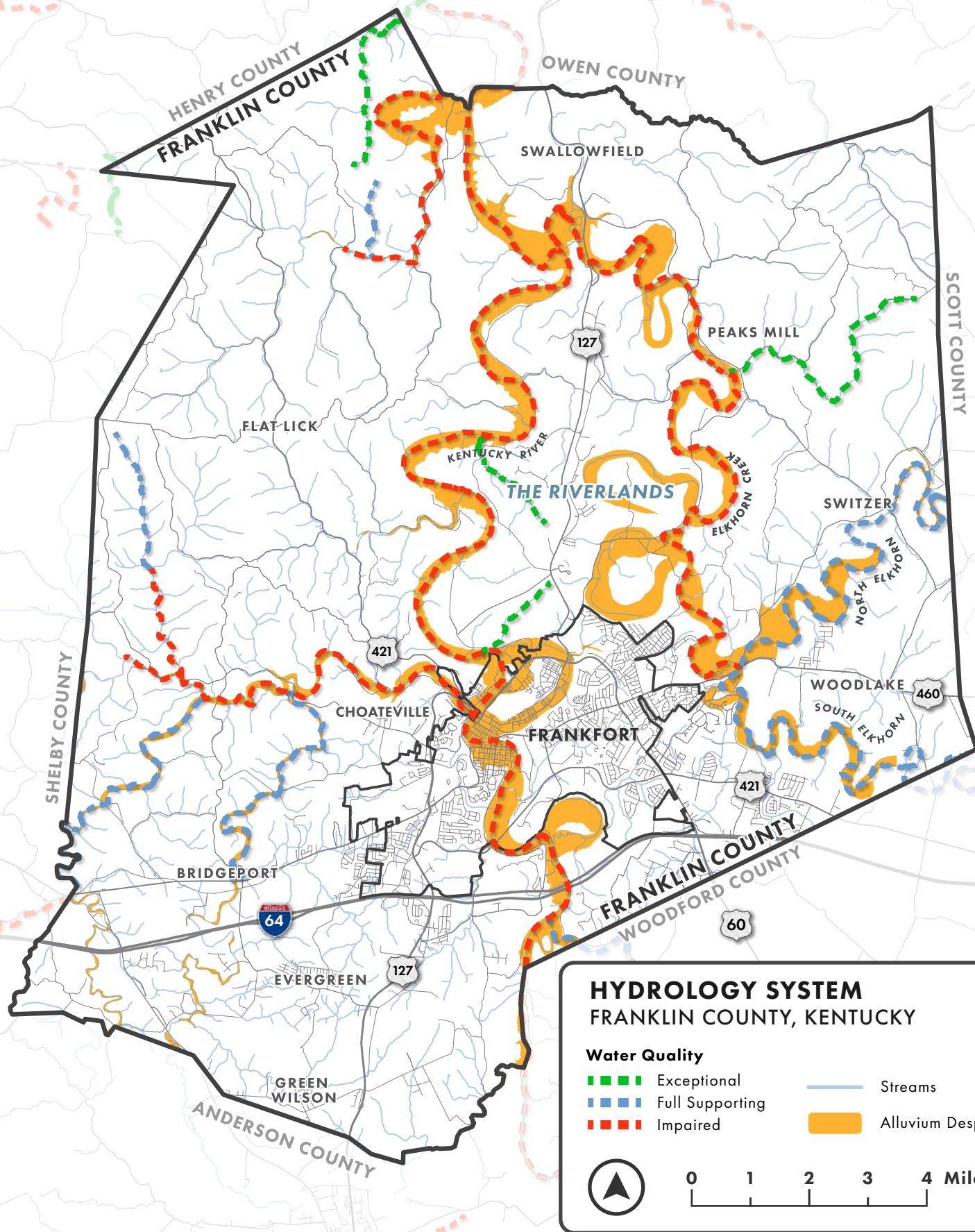
Alluvium geology indicates the historical presence of water where waterbodies like the Kentucky River and Elkhorn Creek once flowed. While these waterways have shifted their course, the alluvium oxbows that remain are valuable natural resources that should be conserved.

## STREAM PROTECTION

Franklin County's water resources range from exceptional to impaired in need of restoration (KAR 10:030, Section 1(2)). Within the County, there are:

- › 523.7 miles of existing streams
- › 13.1 miles of Kentucky Exceptional Waters (Grindstone Creek, Sand Ripple Creek, and Sulphur Lick Creek)
- › 107.8 miles of streams fully supporting warm aquatic habitat
- › 79.7 miles of impaired streams (Benson Creek, Elkhorn Creek, Flat Creek, Goose Creek, Kentucky River, North Benson Creek)

*Source: Kentucky Division of Water, United States Environmental Protection Agency*



**HYDROLOGY SYSTEM**  
FRANKLIN COUNTY, KENTUCKY

**Water Quality**

■ ■ ■ ■ Exceptional	— Streams
■ ■ ■ ■ Full Supporting	
■ ■ ■ ■ Impaired	■ Alluvium Despoits

0 1 2 3 4 Miles

## TERRAIN & SLOPES

Franklin County's river corridors stand out with their significant floodplain valleys, riparian corridors, and forested slopes. While the County's hillsides help shape its unique identity and beauty, they also constrain agriculture and development. Approximately 41% of Franklin County has a slope grade of 20% or greater, making it unsuitable for development or agriculture.

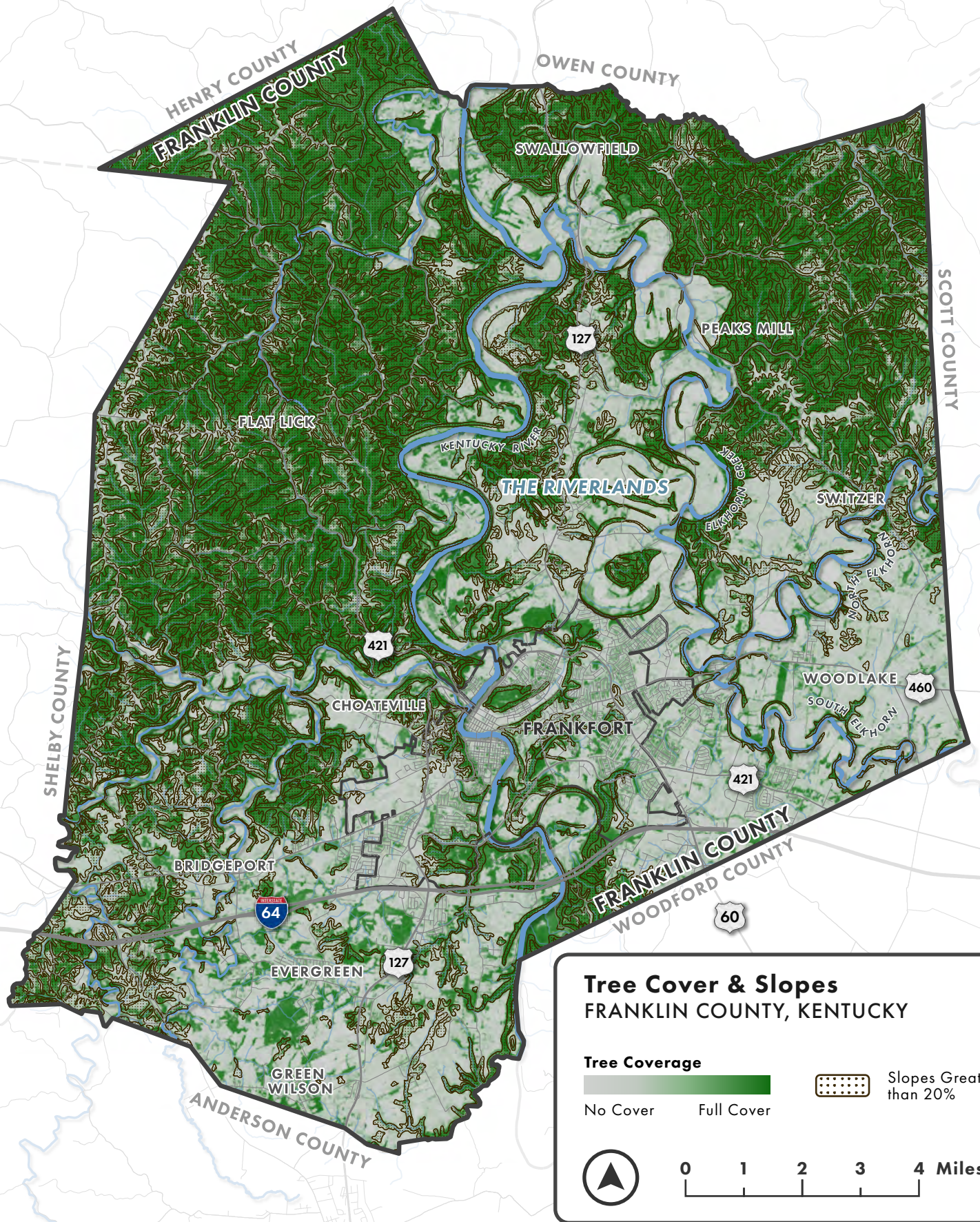
## TREE & FOREST CONSERVATION

Forests reduce erosion and landslides, reduce stormwater runoff, and promote public safety while providing woodland habitat. Where tree canopy is lacking, there is opportunity to focus reforestation efforts to mitigate urban and suburban challenges like stormwater management, urban heat island effects.

## STREAM & RIPARIAN BUFFERS

There are a variety of tools for communities to protect streams that include adopting riparian and wetland buffer overlays; seeking National Wild and Scenic River Inventory designation; collaborating with land trusts and conservation agencies to establish conservation easements; encouraging adaptive reuse, infill, and brownfield and grayfield redevelopment; ensuring that zoning regulations and land development codes require natural resource protection for new development; supporting a County-wide greenways plan; and identifying growth boundaries.

Riparian areas are lands adjacent to rivers, streams, lakes, and other waterbodies that bridge the gap between land and water ecosystems and connect waterbodies to the surrounding land. These areas play a crucial role in managing water movement and quality, offering various ecological functions and services that enhance or uphold the condition of nearby water resources.

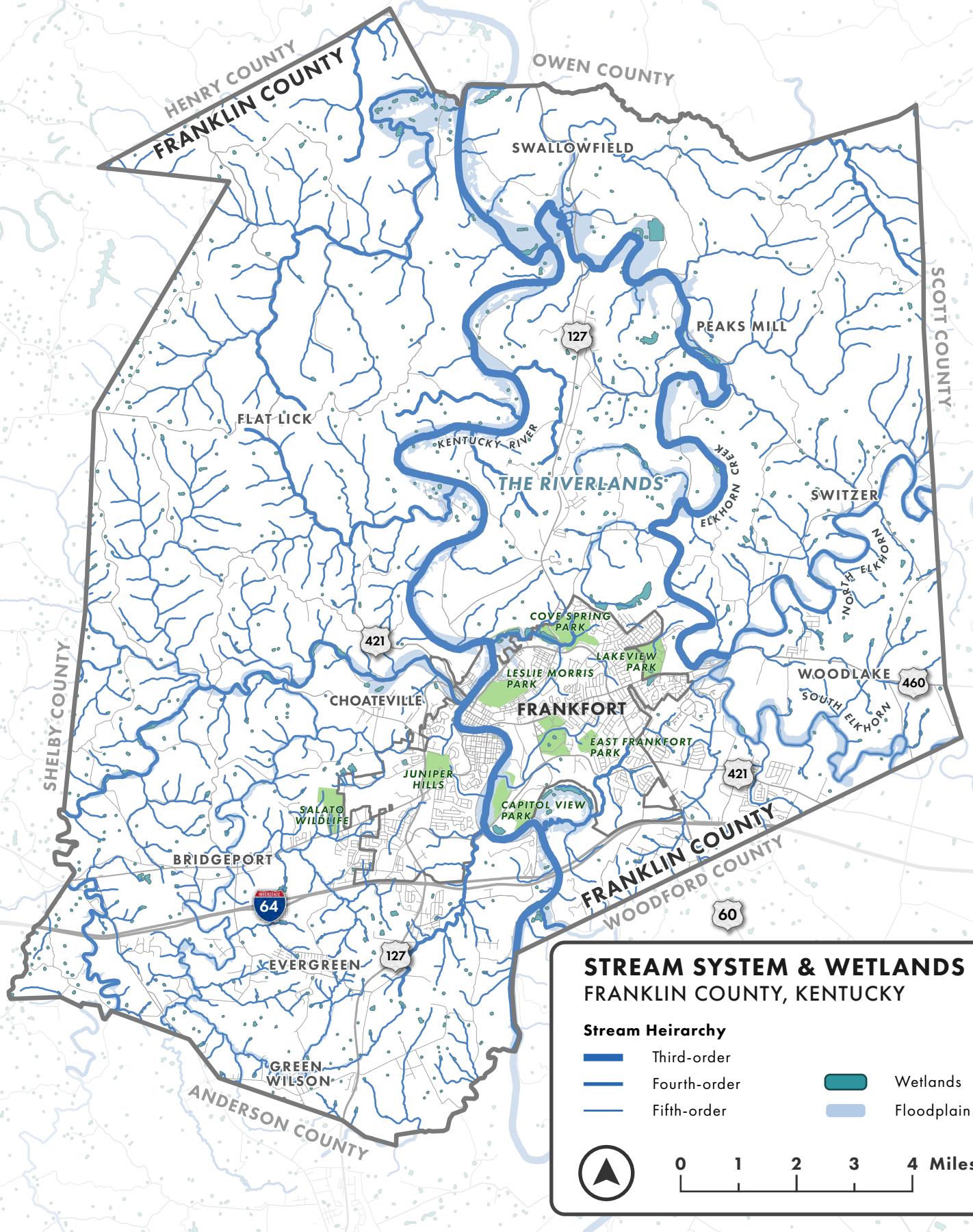


When adjacent land uses are significantly different, or have the potential to conflict, it is common to create a buffer between them. Riparian buffers literally serve as a buffer between developed or disturbed land and the waterbody. They are used to both protect healthy waterbodies from adjacent land uses and enhance or restore unhealthy impaired waterbodies. Forested buffers are recognized as the most beneficial type of buffer because of their ability to improve water quality while protecting or restoring streamside ecosystems.

These buffer distances can be applied as a fixed buffer to all waterways that appear on USGS 1:24,000 topographic quadrangles (perennial and intermittent streams) or they can be assigned by hierarchy, or stream order. Stream order is a classification for measuring the relative size of streams. Stream sizes range from the largest (i.e., first-order) to the smallest (i.e., ninth-order). For example, the Kentucky River is a third-order waterway. Elkhorn Creek flows into the Kentucky River and is classified as a fourth-order waterway. Tributaries to Elkhorn Creek are classified as a fifth-order waterway. Using this classification, buffer groups that apply buffer distances relative to stream order (i.e., smaller distances to smaller stream order and larger buffer distances to larger stream order) could be assigned to the waterways in Franklin County. Specific buffer distances should be established and included in the City and County's Zoning Regulations.

Regardless of the distance selected, native forest vegetation should be maintained or restored within all riparian and wetland buffers to provide optimal habitat and water quality for adjacent waterbodies. All major sources of contamination (i.e., construction resulting in major land disturbance, impervious surfaces, logging roads, mining activities, septic tank drain fields, agricultural fields, waste disposal sites, and livestock) should be excluded from the buffer. Application of pesticides and fertilizer should be prohibited within the buffer. Invasive species should be removed within the buffer.

Some areas have used a three-zoned riparian buffer approach for agricultural areas to allow some limited use of riparian land while preserving buffer functionality. Zone 1, the first 15 feet from the stream bank, is undisturbed forest. Zone two, 15 – 75 feet from the bank, is managed forest where periodic harvesting and some disturbance is acceptable. Zone 3, starting at 75 feet from the stream bank and extending to 100 feet, is a grass filter strip that protects the forested areas and may permit controlled grazing and mowing. While this approach represents a good compromise for buffers on agricultural land, it introduces an added level of complexity to an ordinance that may not be needed (Wenger 1999).



## WETLAND BUFFERS

Wetlands play a vital role in supporting human communities by controlling flooding, mitigating storm damage, capturing pollutants, replenishing groundwater, and providing wildlife habitat. Sustaining these functions relies on the care and protection of the land adjacent to these wetlands.

Well-designed buffers play an important role in safeguarding wetland survival and functionality by filtering out sediments and pollutants from stormwater runoff, controlling nutrients and contaminants from nearby sources, impacting the water body's temperature and micro-climate, and supplying organic matter to the wetland. Buffers also sustain habitats for various wildlife and can serve as pathways connecting different local habitat patches, aiding wildlife movement. Like the riparian buffers, specific buffer distances for wetlands should be established and included in the City and County's Zoning Regulations.

## RESOURCE ENHANCEMENT

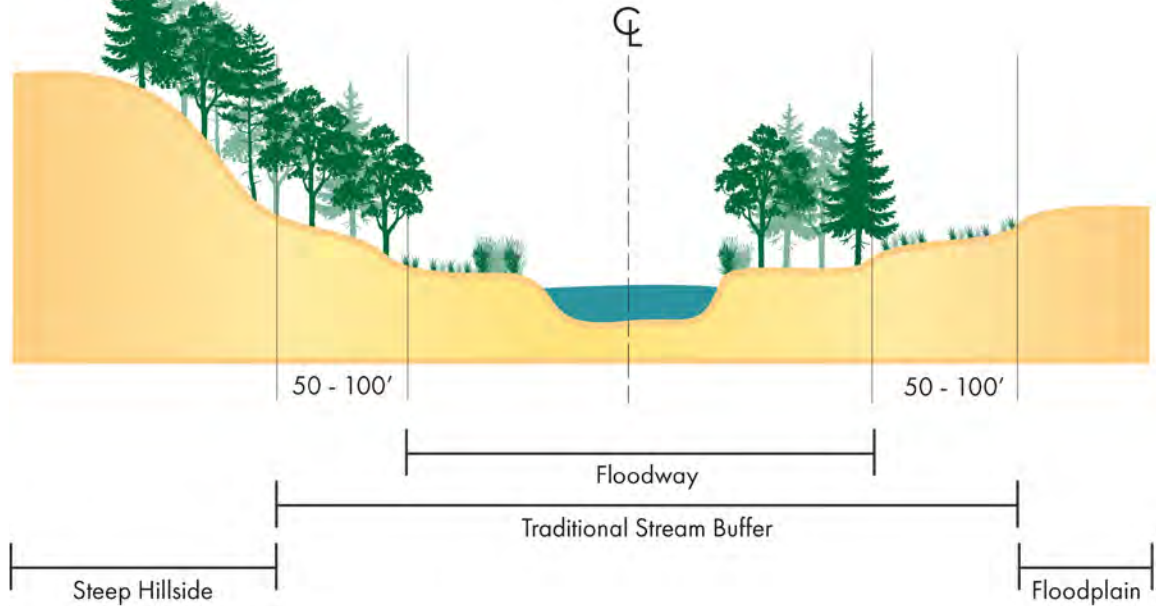
Restoring, replenishing, and enhancing the environmental and cultural resources that are being protected (i.e., waterbodies, open spaces, forests and tree canopy, heritage trees, and stone walls) is another essential goal to this plan and can be achieved through adopting riparian and wetland buffer overlays; managing stormwater runoff to mitigate non-point source pollution, flooding, and erosion; encouraging the development of Agriculture Water Quality Plans to protect surface and groundwater resources from pollution from agricultural and forestry activities while preventing soil and nutrient loss; maintaining and improving the quality and health of the current tree canopy and heritage trees through stewardship, development regulations, and public education; developing tree canopy goals to increase canopy cover equitably among communities; identifying and mapping natural and cultural resources to encourage better land-use and development planning; adopting higher anti-degradation implementation requirements for a point source discharger to some streams than is required by the state (see 401 KAR10:030, Section 1); and establishing mitigation strategies for restoring impacted natural areas.



*Left: Forested Hillside, Center: Floodplain, Right: Palisades*

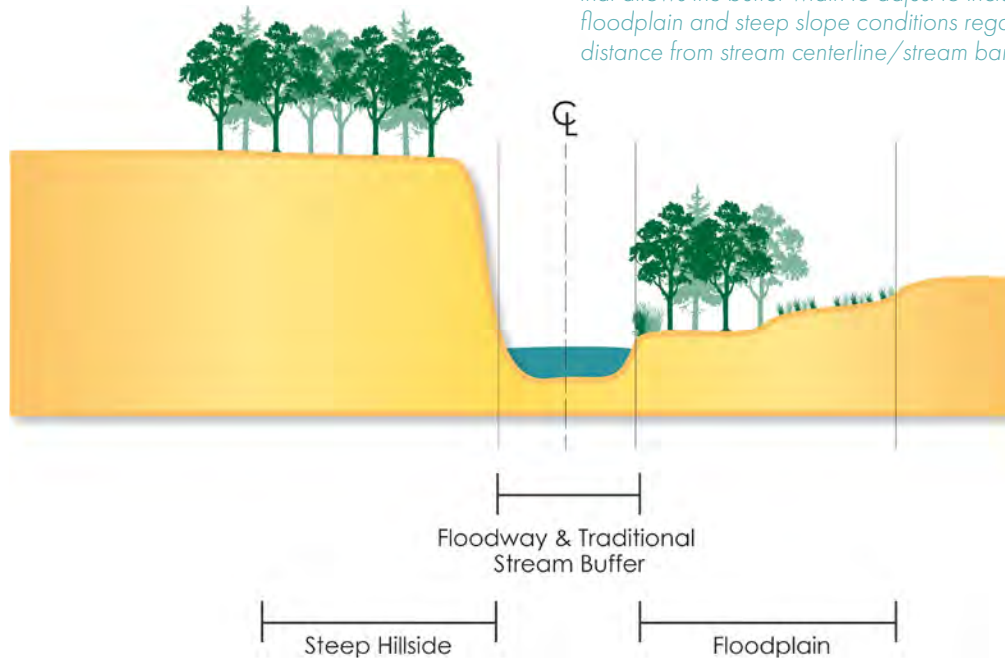
**EXAMPLE STREAM BUFFER CROSS-SECTION**

*that depicts standard buffer widths applied to a stream centerline or stream bank.*



**EXAMPLE STREAM BUFFER CROSS-SECTION**

*that allows the buffer width to adjust to include unique floodplain and steep slope conditions regardless of the distance from stream centerline/stream bank.*



# RIVER ACCESS & CONNECTIONS

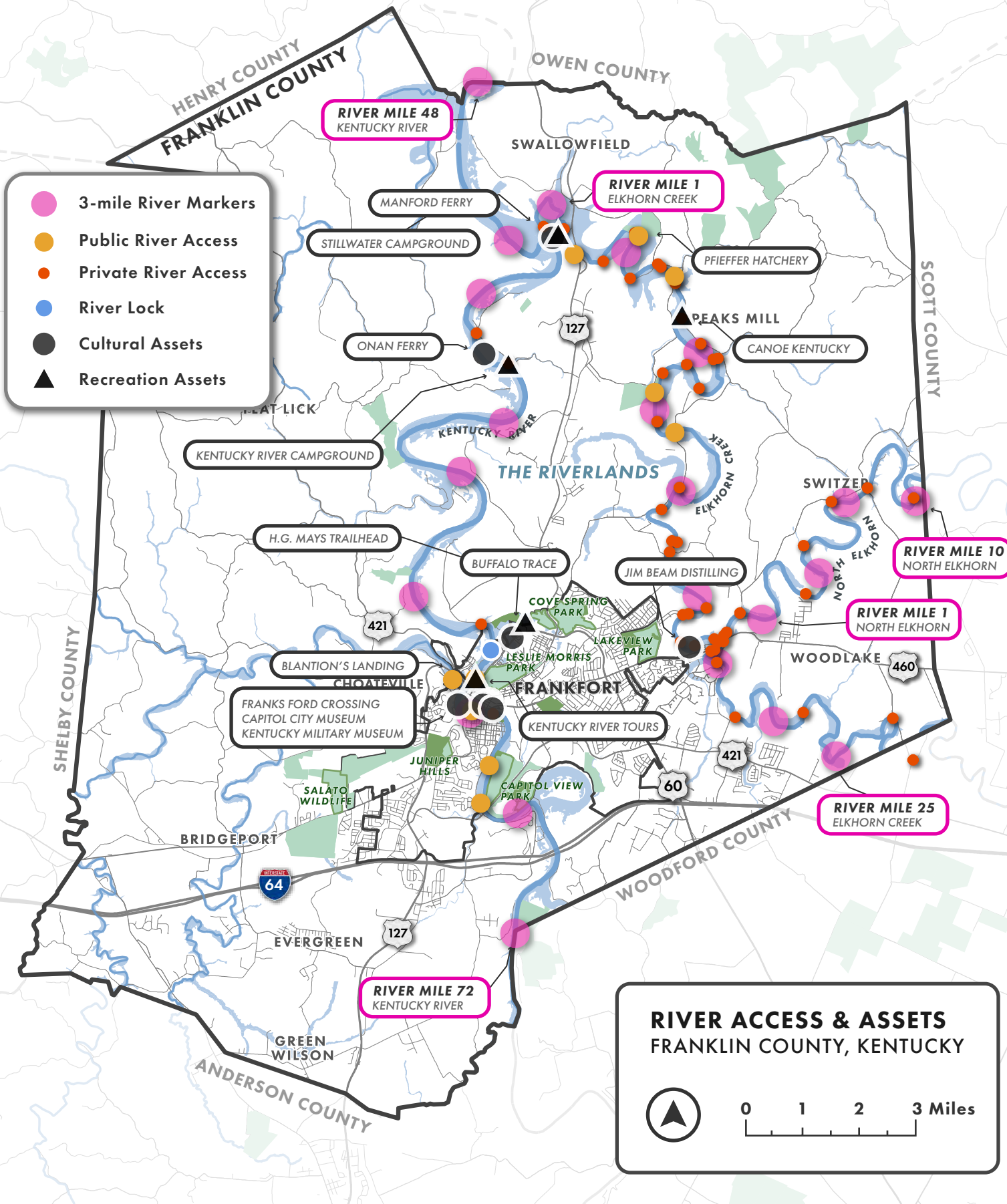
The Parks, Recreation, and Historic Sites Master Plan identified the need for more and improved access to natural areas, especially the Kentucky River. The plan recommends enhancing community connections and access to the Kentucky River, Elkhorn, and their tributaries while preserving the ecological integrity of these unique and valuable areas.

Identifying existing and potential new public river access sites, especially in areas of the County where access does not currently exist, within a Blueways Master Plan is important to improve physical access to the water. These access points allow individuals to engage with the water and can be designed in a variety of ways to best support the desired recreation experience while still protecting and enhancing sensitive resources. For example, sites can be designed to support passive recreation with limited impact to the natural environment (i.e., soft surface trails, limited site amenities) or they can be designed to include features that support active water trail recreation with canoe, kayak launches, ramps, paths, and parking.

Distribution of river access and launch sites is also important when promoting water recreation along waterways. Identifying and providing an entrance and exit within 3 to 5 miles of each other is a distance considered ideal for all ages and abilities. As potential new access sites are identified and explored, a partnership or multi-jurisdictional agreement between entities could help purchase of sensitive lands, hold conservation easements, manage properties, provide for the restoration of multi-jurisdictional impaired streams, and fund parks, trails, and open space projects such as water access points.



*Left: Pfeiffer Hatchery on Elkhorn Creek (image from KDFWR), Right: Blanton's Landing on the Kentucky River*



There are businesses, such as Canoe Kentucky, that currently provides water recreation and educational experiences on the Kentucky River and Elkhorn Creek. This plan recommends continuing existing organizations as well as exploring additional public/private partnerships to offer river-oriented programs.

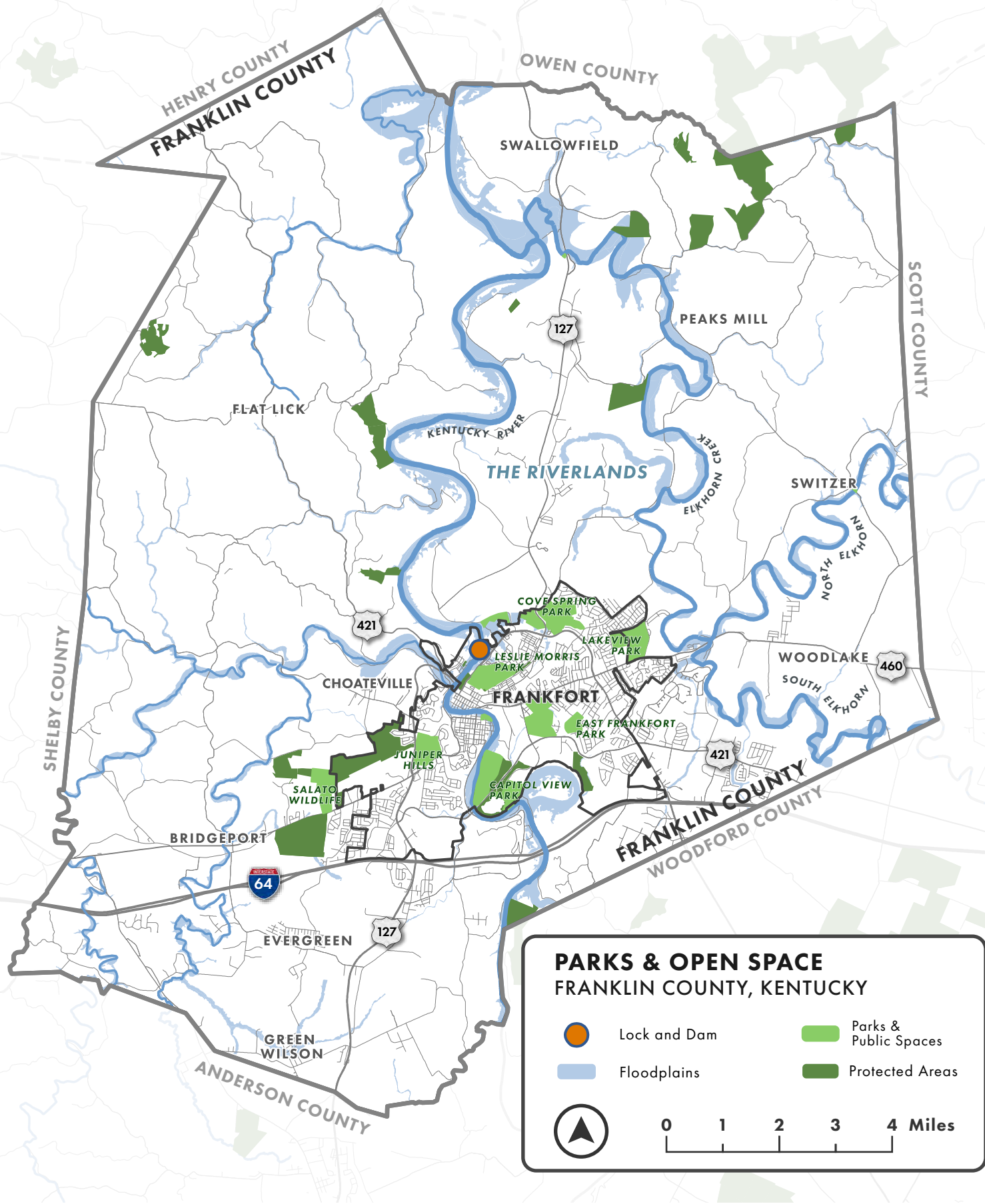
Seeking National Recreation Trail and Water Trail designation for the Kentucky River and Elkhorn Creek would provide several benefits. The National Water Trails Program, administered by the National Park Service, has been established to protect and restore America's rivers, shorelines, and waterways; conserve natural areas along waterways; and increase access to outdoor recreation.

In addition to recreational and ecological opportunities and benefits, the creation of a water trail, or blueway, can serve as a catalyst to inspire visitors, residents, landowners, and policy makers to nurture and improve the stream. Stable and functional watersheds and streams not only enhance the water trail experience but also promote wildlife and environmental well-being. A blueway trail encourages recreation, wildlife observation and public awareness and attention towards local watershed restoration initiatives.

## PARKS, OPEN SPACE, & GREENWAYS

The City of Frankfort recently completed the 2021 Frankfort Parks, Recreation, and Historic Sites Master Plan. The plan honors the recommendations outlined (i.e., existing park improvements, trails and connectivity, new parks/facilities, etc.) in the Park's Master Plan.

There are two public parks – Lakeview Park and the Elkhorn Creek access site off 127 near Swallowfield that are located within the County and provide public access to parks and green space that is more proximate to County residents. The County completed the Lakeview Master Plan in 2022, identifying improvements to facilities, recreation activities, and circulation. In addition, a few state-owned natural conservation areas within the County are open to the public: TN Sullivan Wildlife Management; Peter Pfeiffer Fish Hatchery; and John Kleber Wildlife Management. This plan recommends that the County continue to identify opportunities for new parks that serve each area of the County and are connected by regional trails.



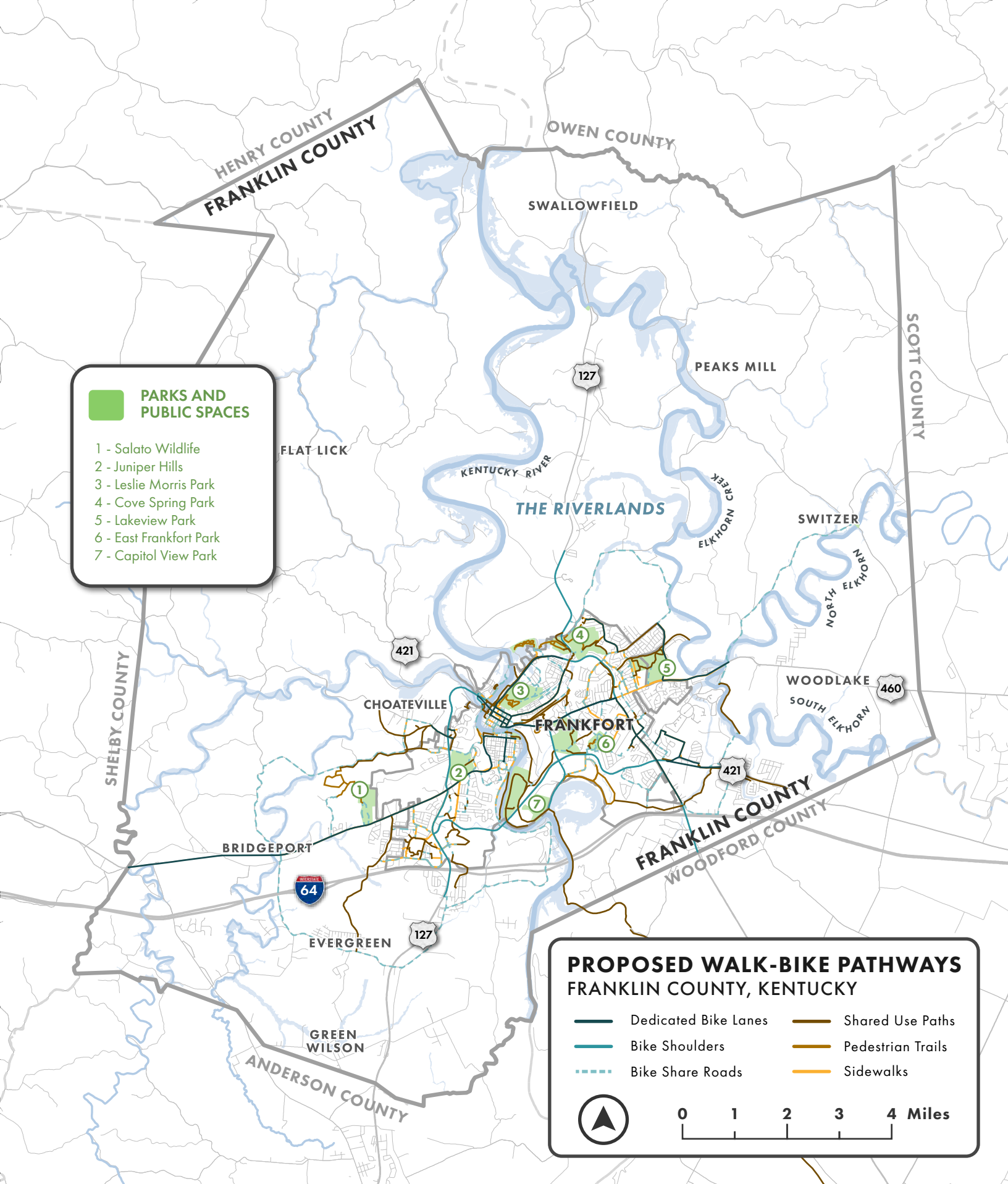


Access to parks, whether driving or walking, is a key aspect in ensuring adequate park facilities for all residents. Individuals who live closer to parks will visit them more often. Those who are unable to walk to parks are less likely to visit them and are therefore deprived of the opportunity to experience the many benefits parks can provide. It is therefore essential that parks be easily accessible to all citizens.

The plan recommends enhancing community connections and access to public parks and open space within the City and County through vehicular and pedestrian (roads and sidewalks) and bicycle (trails) corridors. Continuing to implement the Frankfort Walk-Bike Plan recommendations and update where necessary is essential, including forming an advisory group to guide implementation and creating a staff position that serves as the central point of contact between the City and County to coordinate the implementation of the Walk-Bike Plan.

Identify trail pathways that: follow major rivers and streams; connect east-west and take advantage of existing and proposed bridges and crossings; use and convert abandoned rail corridors; and connect to community assets and state and national recreational and cultural trails and corridors (i.e., Frontier Trails, Purple Heart Trail, Buffalo Trace, historical ferry crossings) will further enhance the Walk-Bike Plan throughout the City and County.

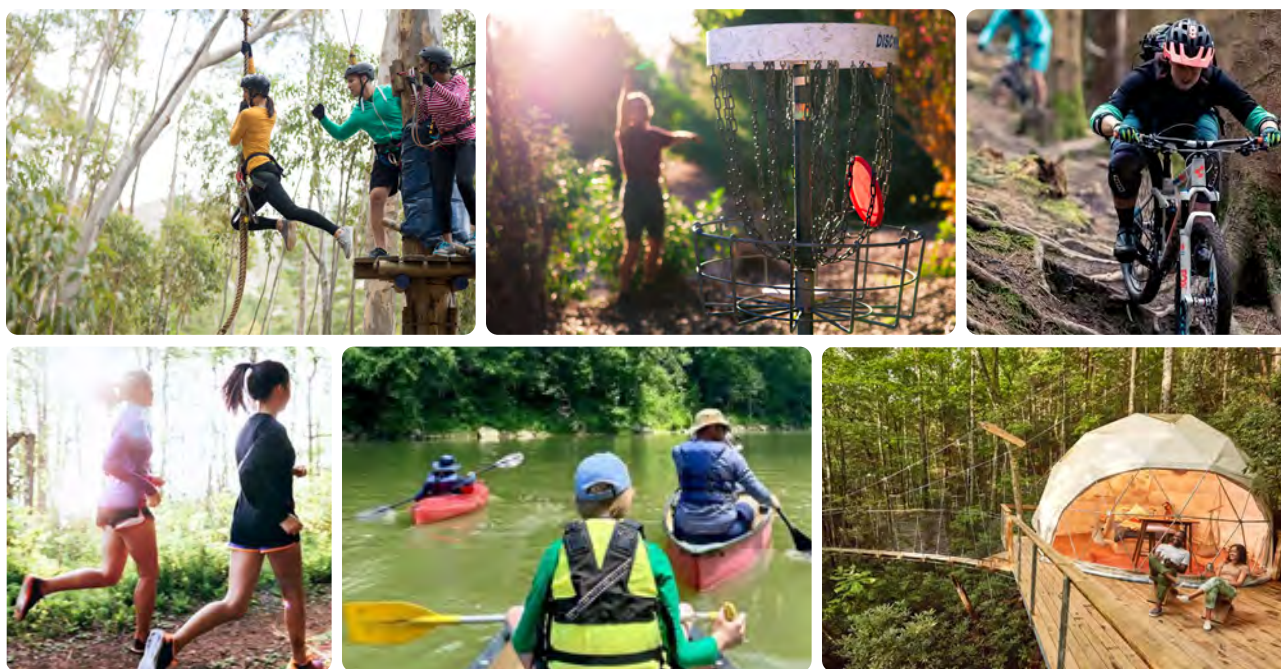
The National Recreation and Parks Association (NRPA) believes that the key to ensuring accessibility to parks is by creating safe routes to parks within our communities. There are several physical and social barriers that make walking to parks undesirable - proximity (route to a park should be no longer than a quarter of a mile, or a 10-minute walk), lack of infrastructure, crime, and safety concerns. Removing these barriers to make parks accessible to everyone is a goal that is being addressed by park professionals across the country. NRPA's Safe Routes to Parks program recommends five essential elements that compose a safe route to a park: comfort; convenience; safety; access and design; and the park itself. This plan recommends the City of Frankfort sign on to the 10-Minute Walk Mission by the Trust for Public Land and NRPA to show the City's commitment to connectivity and access to parks (Frankfort Parks, Recreation, and Historic Sites Master Plan (2021).

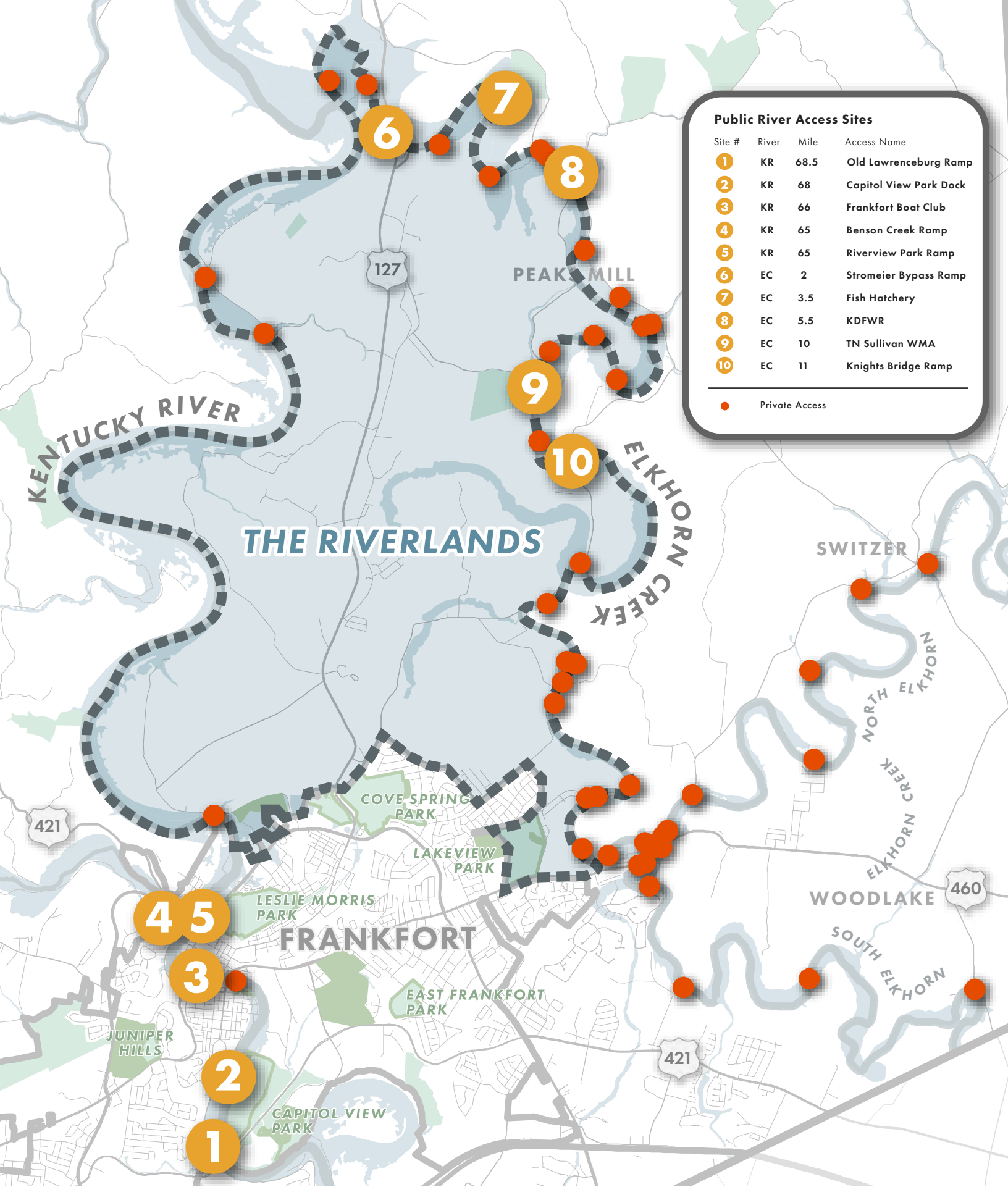


# THE RIVERLANDS & RECREATION TOURISM

The natural asset maps included in this chapter highlight an area of the County that is rich in natural resources - stream corridors and their floodplains, wetlands, forests, and alluvial geologic patterns. This area, referred to as “The Riverlands” throughout this plan, has been identified by the community, staff, and project teams as an area of the County with potential for adventure tourism.

Water bodies and streams, along with their adjacent shorelines and floodplains, provide another dimension to the quality of the landscape. Water increases an area’s ability to support a variety of plant life and animal species. These factors make Franklin County a prime location for outdoor recreation. The environmental, social, economic, and aesthetic value of water makes nearby land areas ideal for recreation - camping, picnicking, hiking, and similar low-impact activities. More direct recreational uses of the County’s water resources include swimming, various types of boating, canoing, kayaking, rafting, and fishing. However, several factors affect the ability of a water body to support passive and active forms of recreation. These factors include water quantity, water quality, and water temperature, all of which vary seasonally or in response to natural or human-induced environmental changes.







# 4.

## TRANSPORTATION & INFRASTRUCTURE

- › GOALS & OBJECTIVES
- › TRANSPORTATION
- › UTILITY INFRASTRUCTURE SYSTEMS
- › COMMUNITY FACILITIES

The Transportation and Infrastructure chapter offers a comprehensive overview of the road network in Frankfort and Franklin County. It also covers upcoming transportation projects, public transit options, bicycle and pedestrian systems, utility infrastructure districts and services, and community facilities. By creating an inventory of these systems, the City and County could analyze the entire network and prioritize actions. The plan aims to establish a unified transportation network, improve and expand infrastructure, and provide efficient and equitable community facilities.

# GOALS & OBJECTIVES

**GOAL 1:** To establish a connected system of roads and multi-modal networks within the City and County that link neighborhoods, business districts, employment areas, civic facilities, and parks and recreation areas.

1. Encourage proactive long-range planning efforts as a means of coordinating public services/utilities, infrastructure improvements, and expanded facilities such as pedestrian ways, bikeways, public transit, and rail.
2. Provide public Transit to ensure that existing and proposed routes meet the needs of residents, employees, and tourists.
3. Plan and build safe, comprehensive, and efficient infrastructure and transportation systems through access management, roadway connections, traffic systems management, development impact analyses, transit, pedestrian ways, bikeways and other means.
4. Improve infrastructure and access for pedestrians, bicyclists, and rail.
5. Utilize smart transportation technology to increase efficiency and reduce environmental impact.
6. Design complete streets that serve multiple functions and modes for all ages and abilities.
7. Provide multi-modal transportation options.
8. Update the development regulations for the City and County to incorporate sustainability elements in order to improve drainage and stormwater management, reduce the impact of heat islands, and address new technologies.
9. Encourage the expansion of ride-share options within the community to provide alternative means of transportation to and from tourism and entertainment opportunities.
10. Work with Kentucky Transportation Cabinet to beautify gateways.

## **GOAL 2: Evaluate, improve, and expand the existing infrastructure network.**

1. Prioritize improvements to existing infrastructure.
2. Evaluate the condition of infrastructure, utilities, and services in the County's rural areas to determine what improvements and expansions should be made.
3. Encourage the conversion of overhead utilities to underground utilities whenever feasible.
4. Work with utility providers to reduce and manage stormwater runoff to mitigate non-point source pollution, flooding, and erosion within the City and County through innovative gray and green infrastructure solutions.
5. Maintain City and County rights-of-way free of invasive species.

## **GOAL 3: To provide equitable, efficient, and robust community facilities and services that serve the diverse needs in Frankfort and Franklin County.**

1. Plan for public services and facilities that adequately serve current needs as well as demand generated by future development.
2. Require development to accommodate emergency response and comply with emergency preparedness plans.
3. Work with and encourage the Commonwealth of Kentucky to coordinate its current and projected facility needs with the local governments and the community to ensure compatibility and efficiency.
4. Provide robust community services such as schools, police, fire protection, and parks and recreation opportunities that serve all current and future residents.
5. Community facilities, events, and developments should be welcoming and accessible to all, and integrated into neighborhoods of all income levels.
6. Support improvements, and accessibility to, facilities in underserved areas in addition to investing in constructing new public facilities.
7. Identify and address equity disparities in community facilities/services in minority and underserved populations.
8. *City Addition: Consider the merging of City and County community services and departments to reduce expenses, to make services more efficient, and to eliminate redundant services.*

# TRANSPORTATION

Transportation systems are recognized for their importance in forming the backbone for successful community growth and development in meeting needs of the public. Historically, roadway networks were developed to support mobility and access to population centers and areas of business and commerce. To varying degrees, they were developed to accommodate the movement of goods which has become an increasingly important consideration for retention of jobs for growth-oriented businesses and industries alike. Typically, as communities grow and expand there is also a direct correlation that occurs with increased traffic growth and congestion. In the case of older established roadway corridors, the performance of these routes can become more traffic restrictive due to changes in travel patterns with growth since the roadway lane structure and rights-of-way established for their construction did not fully anticipate the future demands on the roadway network.

More recently, public expectations for improved quality of life have also placed a heightened demand on transportation systems for the addition of bicycle facilities and pedestrian accessible routes to support alternative modes of transportation. These types of facilities are increasingly more common-place in today's society, and also serve as a community's desirability measure in support of key concerns like youth and talent retention and attraction of outside investment for jobs growth and economic development. Similarly, these facilities can also serve as a catalyst for change in underserved areas of communities as recently envisioned in Frankfort for revitalization of the Holmes Street Corridor. Through this strategic visioning and corridor planning initiative, opportunities for redevelopment were identified to provide a clearer understanding of the infrastructure framework needed to support the overall outcome. Collectively, this places a premium on thoughtful planning for future complete street roadway network expansions.



## FEDERAL & STATE ROADS

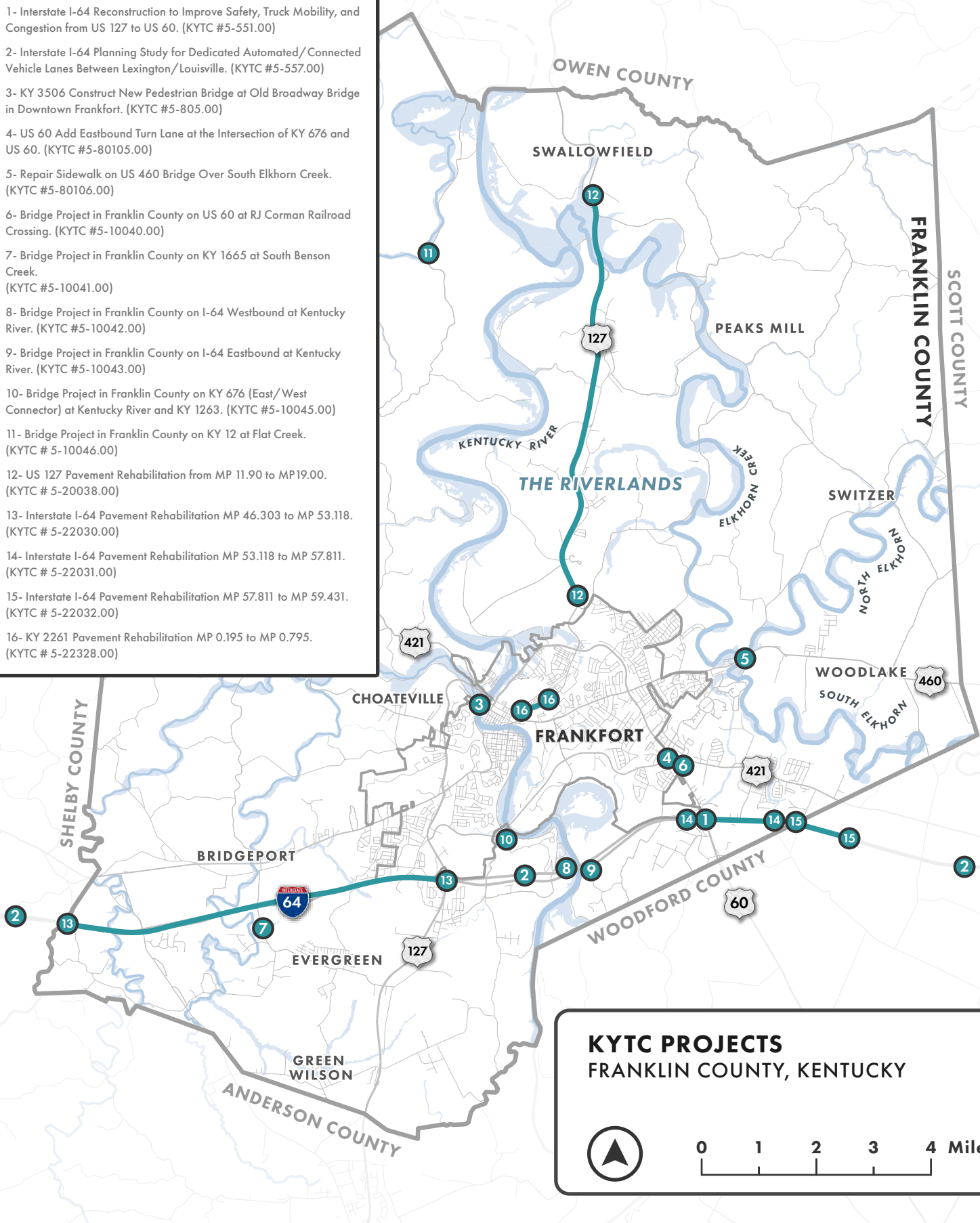
The major thoroughfares and roadways in Frankfort and Franklin County are typically state maintained primary, secondary, and rural roadways under the ownership and maintenance of the Kentucky Transportation Cabinet (KYTC). As a part of its ownership responsibility, KYTC programs and implements improvements to their roadway network as needs are identified based on factors such as capacity, congestion, safety, and routine maintenance for deterioration. KYTC also oversees requests for structural changes to their roadways for work within rights-of-way as encroachments that are allowed by permit for entrances, turn lanes, and other modifications that may be requested from time to time by the local community and/or private sector.

As part of its responsibility for the state highway system KYTC, on a bi-annual basis, develops and maintains a Six-Year Recommended Highway Plan that prioritizes funding for roadway improvement projects based on identified needs. These needs are in-part informed through dialogue with local and county government officials who bring a more informed perspective to the roadway network that serves their community. These projects typically take years to fully fund for the various phases involved with implementation for planning, design, right-of-way acquisition, utility relocations, and ultimately, their construction. For this reason, it is very important that local government leaders take an active role in helping to guide KYTC with an informed understanding of community needs for decision making.

The Six-Year plan also serves as a tool for City and County planning staff to anticipate pending roadway improvements when they evaluate proposed planning and zoning related requests for new development or redevelopment projects. The following list and maps highlight both short-term and long-term improvement projects that have been included in the Six-year plan for Franklin County.

## PROJECTS

- 1- Interstate I-64 Reconstruction to Improve Safety, Truck Mobility, and Congestion from US 127 to US 60. (KYTC #5-551.00)
- 2- Interstate I-64 Planning Study for Dedicated Automated/ Connected Vehicle Lanes Between Lexington/ Louisville. (KYTC #5-557.00)
- 3- KY 3506 Construct New Pedestrian Bridge at Old Broadway Bridge in Downtown Frankfort. (KYTC #5-805.00)
- 4- US 60 Add Eastbound Turn Lane at the Intersection of KY 676 and US 60. (KYTC #5-80105.00)
- 5- Repair Sidewalk on US 460 Bridge Over South Elkhorn Creek. (KYTC #5-80106.00)
- 6- Bridge Project in Franklin County on US 60 at RJ Corman Railroad Crossing. (KYTC #5-10040.00)
- 7- Bridge Project in Franklin County on KY 1665 at South Benson Creek. (KYTC #5-10041.00)
- 8- Bridge Project in Franklin County on I-64 Westbound at Kentucky River. (KYTC #5-10042.00)
- 9- Bridge Project in Franklin County on I-64 Eastbound at Kentucky River. (KYTC #5-10043.00)
- 10- Bridge Project in Franklin County on KY 676 (East/ West Connector) at Kentucky River and KY 1263. (KYTC #5-10045.00)
- 11- Bridge Project in Franklin County on KY 12 at Flat Creek. (KYTC #5-10046.00)
- 12- US 127 Pavement Rehabilitation from MP 11.90 to MP19.00. (KYTC #5-20038.00)
- 13- Interstate I-64 Pavement Rehabilitation MP 46.303 to MP 53.118. (KYTC #5-22030.00)
- 14- Interstate I-64 Pavement Rehabilitation MP 53.118 to MP 57.811. (KYTC #5-22031.00)
- 15- Interstate I-64 Pavement Rehabilitation MP 57.811 to MP 59.431. (KYTC #5-22032.00)
- 16- KY 2261 Pavement Rehabilitation MP 0.195 to MP 0.795. (KYTC #5-22328.00)



## KYTC PROJECTS FRANKLIN COUNTY, KENTUCKY



0 1 2 3 4 Miles

## LOCAL ROADS

Frankfort and Franklin County each share responsibility for ownership and maintenance of local roads under their respective jurisdictions, which includes obligations to permit new entrances and widenings when required. Each fiscal year, KYTC's Department of Rural and Municipal Aid allocates funding for these activities to counties and cities throughout the state based on a population-based formula. These dollars are often limited and typically require local governments to supplement these funds to meet basic needs for roadway network maintenance, repair, and upkeep. As communities grow and pavement systems age, this can often lead to challenges with unmet needs for repairs and resurfacing, as well as other issues such as congestion where a physical roadway or intersection improvement may be warranted.

A prime example of this is the intersection of US-127 at Westridge Drive and Leonardwood Drive, where significant increases in traffic volume are forecasted with near-term planned development adjacent to this congested area of the corridor. To proactively address this issue the City has recently partnered with KYTC to construct the Vandalay Drive Connector, together with a major interchange improvement to the westbound I-64 ramps, to reduce corridor congestion and improve commercial area access and safety. The local road constructed through this partnership will allow traffic flow to extend from a new US-127 access to the Parson Farm Development to Westridge Drive, where it will extend further to Limestone Drive, creating a direct mall road linkage to the East/West Connector (KY-676). Through the utilization of KYTC's Office of Local Programs grant assistance program together with other targeted transportation funding for congestion mitigation, this project will help relieve pressure on US-127 while supporting existing and future development interests in the area.

Through KYTC's assistance with a Small Urban Area Transportation Plan (2018), the City and County has also identified a list of projects it deems necessary to address needs for access and safety at key locations. These are shown with their relative priorities in the following table and map. Notably, the City has also undertaken a major study of the Holmes Street corridor through a competitive RAISE grant award to help revitalize this underserved area of the city. Following this study of the Holmes Street corridor, the City has successfully awarded the Reconnecting Communities grant to finalize the design and construction of the first phase of the Holmes Street streetscape project.

## LOCAL ROAD PRIORITIES

### HIGH PRIORITY OPTIONS

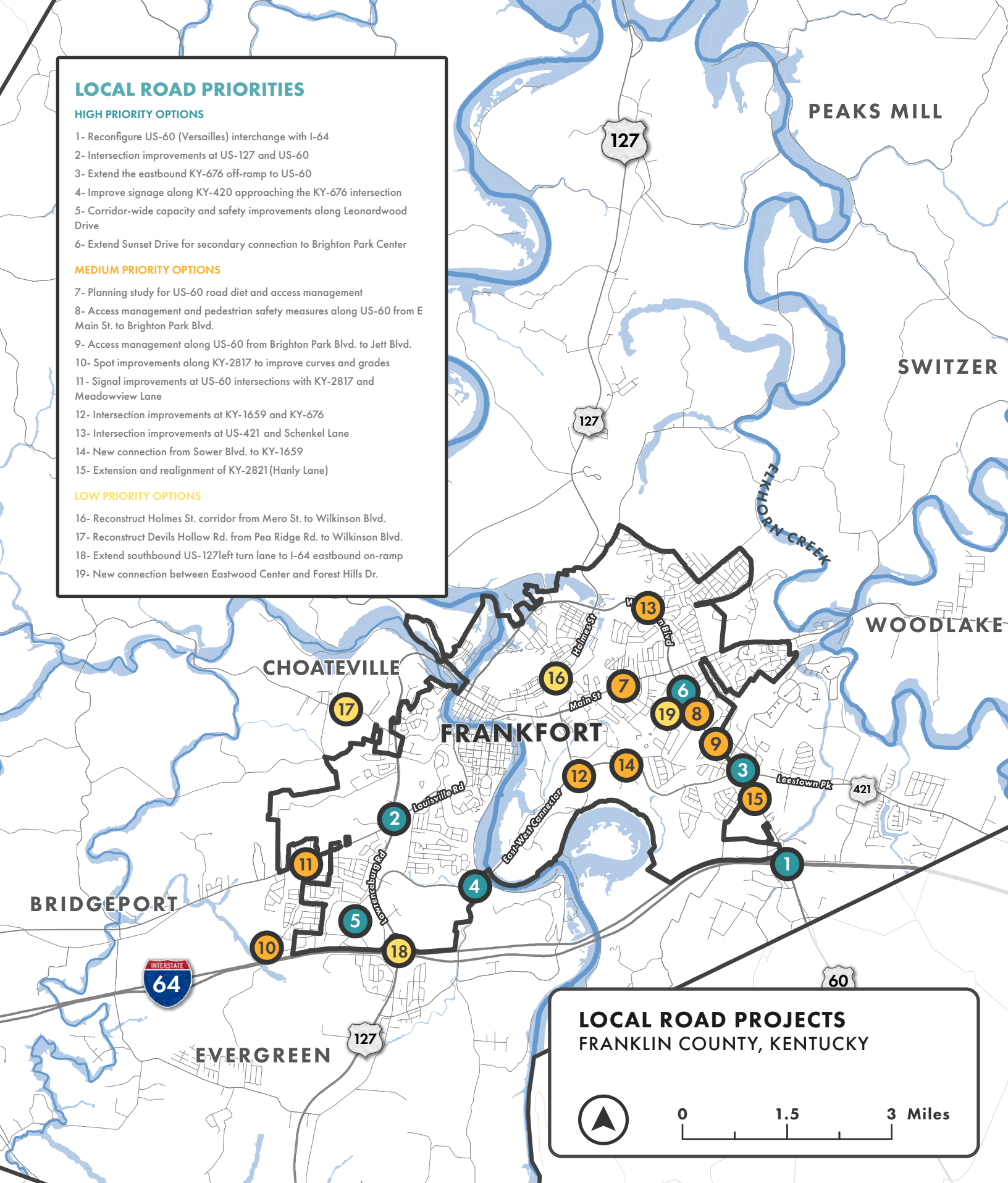
- 1- Reconfigure US-60 (Versailles) interchange with I-64
- 2- Intersection improvements at US-127 and US-60
- 3- Extend the eastbound KY-676 off-ramp to US-60
- 4- Improve signage along KY-420 approaching the KY-676 intersection
- 5- Corridor-wide capacity and safety improvements along Leonardwood Drive
- 6- Extend Sunset Drive for secondary connection to Brighton Park Center

### MEDIUM PRIORITY OPTIONS

- 7- Planning study for US-60 road diet and access management
- 8- Access management and pedestrian safety measures along US-60 from E Main St. to Brighton Park Blvd.
- 9- Access management along US-60 from Brighton Park Blvd. to Jett Blvd.
- 10- Spot improvements along KY-2817 to improve curves and grades
- 11- Signal improvements at US-60 intersections with KY-2817 and Meadowview Lane
- 12- Intersection improvements at KY-1659 and KY-676
- 13- Intersection improvements at US-421 and Schenkel Lane
- 14- New connection from Sower Blvd. to KY-1659
- 15- Extension and realignment of KY-2821 (Hanly Lane)

### LOW PRIORITY OPTIONS

- 16- Reconstruct Holmes St. corridor from Mero St. to Wilkinson Blvd.
- 17- Reconstruct Devils Hollow Rd. from Pea Ridge Rd. to Wilkinson Blvd.
- 18- Extend southbound US-127 left turn lane to I-64 eastbound on-ramp
- 19- New connection between Eastwood Center and Forest Hills Dr.



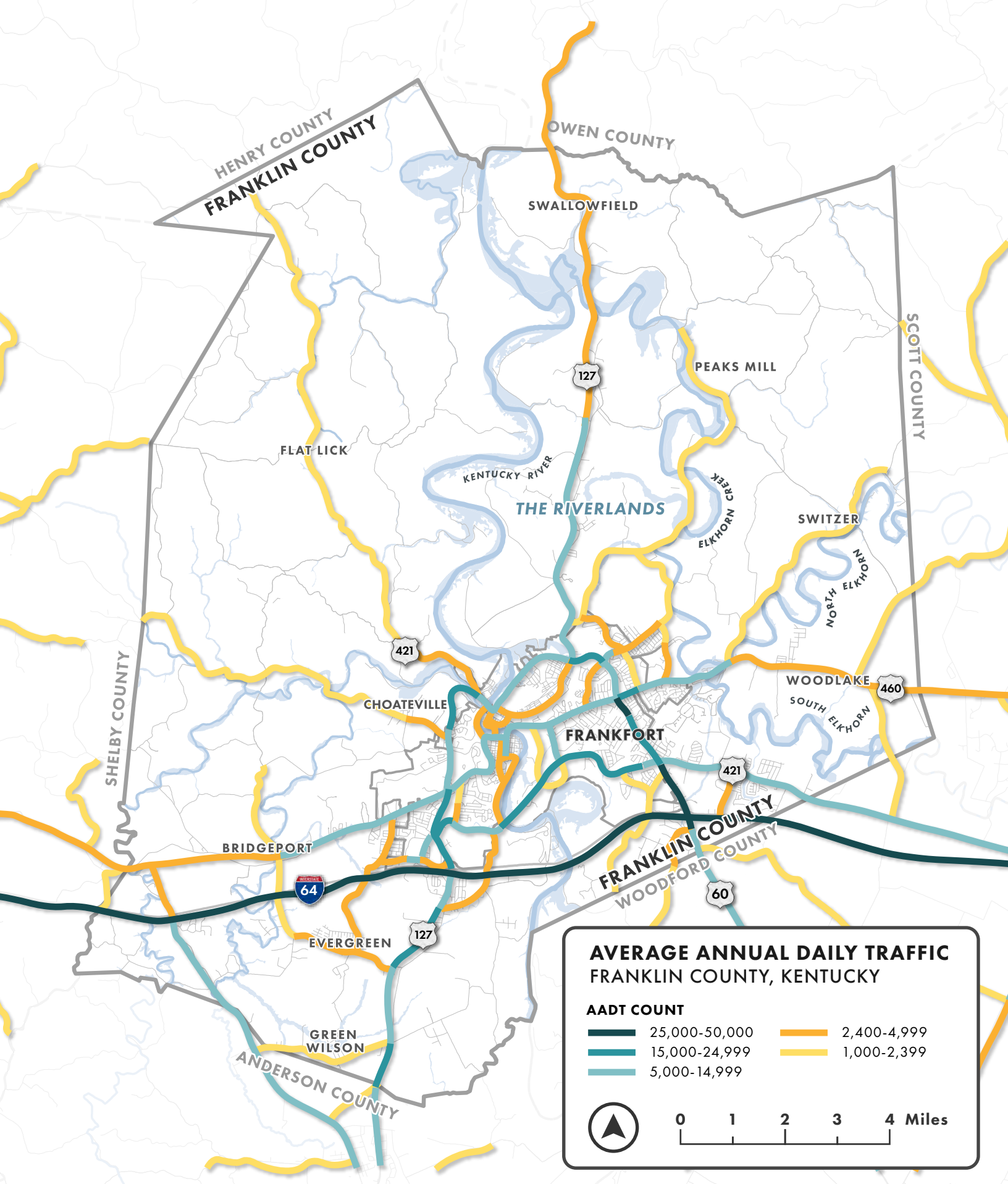
## CONGESTION MITIGATION

Like so many communities traffic congestion is a frequent occurrence along segments of the more heavily traveled primary roadways in Frankfort/Franklin County. This is particularly the case with commercial corridors that are frequented by commuters and the local population on a daily basis. Other more controllable factors can also contribute to traffic congestion including inadequate intersection and/or access spacing, poorly developed entrance approaches and roadway geometrics, and lack of proper turning lanes. The more heavily congested corridors in Frankfort/Franklin County include the following:

- › US-60 from Duncan Road (KY-1681) to I-64
- › US-60 from I-64 to East/West Connector (KY-676)
- › East/West Connector (KY-676) from US-60 to US-127 South
- › US-60 from East/West Connector (KY-676) to East Main Street (US-460)
- › East Main Street (US-60) from US-460 to Martin Luther King Jr. Boulevard (KY-1659)
- › Thornhill Bypass (US-421) from Schenkel Lane to US-127 North
- › US-127 South from US-60 to I-64

To help alleviate congestion issues in these areas, implementation of access management practices should be proactively advocated with any future KYTC and/or City and County programmed roadway improvement projects along these corridors. These practices should also be carefully considered in concert with the early planning stages for future new and/or redevelopment projects that are proposed along these corridors. Congestion issues that are deemed more challenging due to high crash rates as identified may also warrant a more proactive approach for short term relief. KYTC's Highway Safety Improvements Program (HSIP) supports funding on state-maintained roadways for roadway safety improvements which are evaluated on a competitive needs-related basis.

Future development areas identified with this comprehensive plan update should include establishment of an envisioned roadway framework that correlates to anticipated land uses as an important first step. Thoroughfare plans are a commonly used planning tool that formally establishes a preliminary roadway network for a specific geographic area together with street classifications and requirements for intersection spacing and access points. This approach can help reduce the risks with early fragmented development that can often lead to incompatible conditions that hinder the orderly extension of roadway networks. Examples include frontage and/or backage roads for commercial corridors and preferences for major access point locations along existing roads and future roadways to promote connectivity and accessibility for planned growth areas.



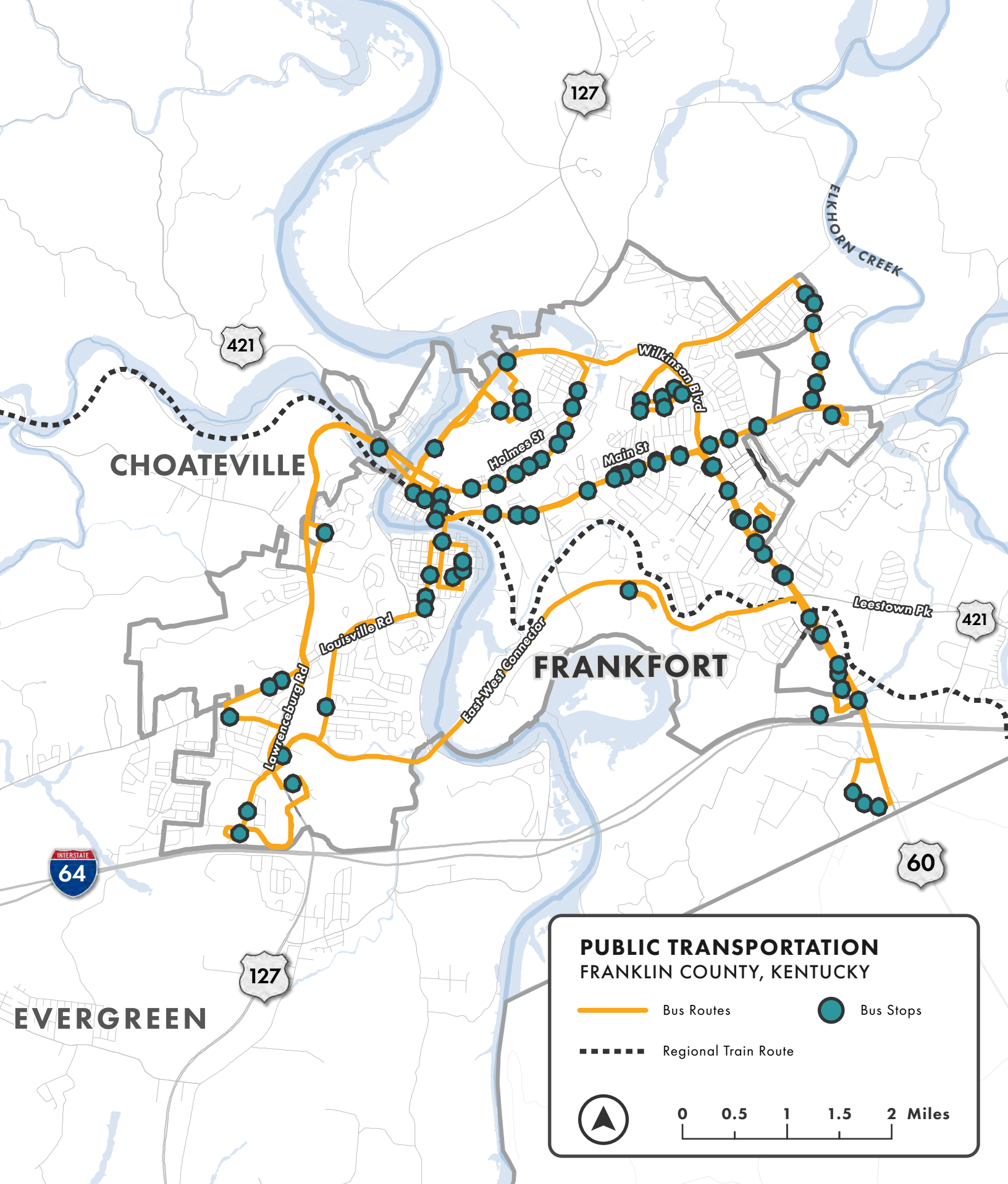
## PUBLIC TRANSIT SERVICE

As cities grow, expanded access to public transit service becomes increasingly important, especially for disadvantaged populations. The City of Frankfort currently supports transit service within the city limits with 86 designated bus stops that are primarily distributed along main thoroughfares. These stops can be seen in the following map. The City's bus service is supported by a fleet of 20 demand response vehicles and 5 buses. These include buses with ADA handicap accessible lifts for wheelchairs. Trolley service is also offered seasonally free of charge, to support local tourism. These kinds of service offerings are an important facet to quality of life in affording equitable access to goods and services while providing an alternative means of travel to employment centers. This is particularly important in Frankfort and Franklin County since larger manufacturing and industrial employment centers as well as hospital and medical facilities are located fairly distant from known disadvantaged populations. The City also offers curb to curb service deviations from the mainline route for up to 3/4 mile, through advanced notice for scheduling.

The hours of operation for transit service are also an important consideration. Currently the city operates an east, west, and purple bus route throughout the week beginning at 6:45 AM and ending at 6:35 PM. This service is reduced during the weekends both in terms of the number of stops and hours of operation, which are from 8:45 AM to 3:05 PM. The city offers reasonable accommodations/modifications on a case by case basis as may be requested. Based on feedback from public outreach, access to jobs centers with shift work on weekends has been an issue for some due to the limited timeframes for bus service. It is recommended that the city complete an annual review and assessment of the transit service program for ridership and other key performance metrics. This review should be complemented with a proactive ridership survey for user feedback to help guide service adjustments as may be needed. In every respect, equity is the keystone for a strong public transit system.

The City is also currently constructing a Transit Center/Parking Garage facility on Parcel B in downtown Frankfort adjacent to the hotel. This facility will provide a 5,000-square-foot Transit Center comprised of 3,000 square feet of Frankfort Transit administrative office space and 2,000 square feet of public waiting area with public restrooms. The parking garage will provide 300 parking spaces for transit vehicles, transit employees, transit users, hotel patrons, and other public users. The facility will allow for most Frankfort Transit vehicles to park overnight on-site.

As Frankfort and Franklin County and its collar communities continue to grow, regional transportation solutions may also come to the forefront for consideration in the future. For example, this could include strategies for expanded regional bus service and consideration of passenger service using the RJ Corman regional freight rail line which connects Frankfort to both Lexington and Louisville. While these thoughts may currently seem unrealistic, trends with alternate modes of transportation should be encouraged where practicable.

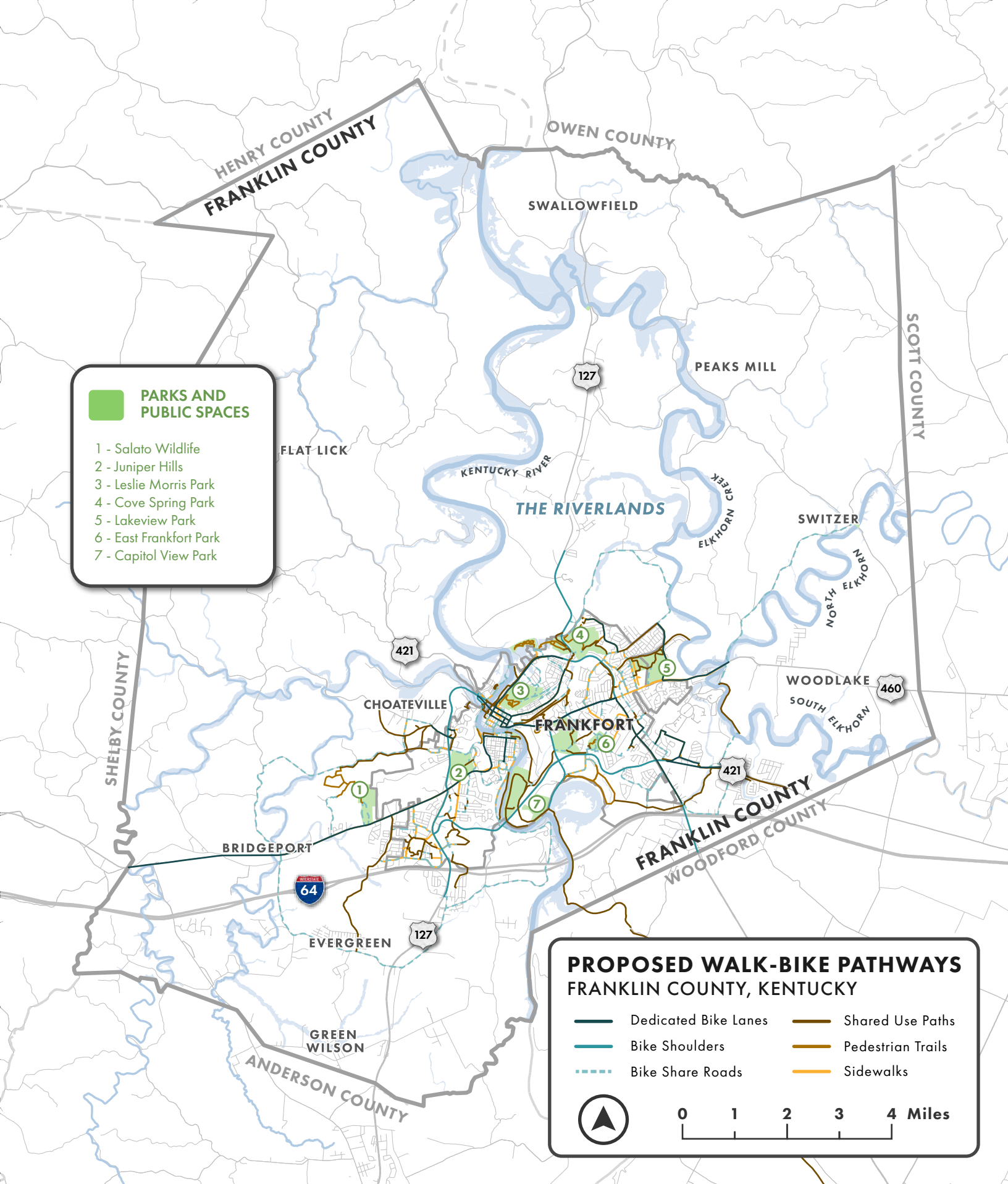


## BICYCLE & PEDESTRIAN SYSTEMS

Several metrics for quality of life can be applied to recognize more desirable cities and communities located throughout the country in distinguishing their success in the current highly competitive economic environment. Success for some is fostered from within based on strategic areas of public emphasis while others reap the benefits of a unique landmark or geographic location that elevates their profile. One metric that bridges many facets of community well-being is health and wellness and accessibility to facilities that help promote quality of life. Since the Covid pandemic, an increased desire for access to public spaces has resulted in a boon for new bicycle and pedestrian facilities with enhanced connectivity to parks, trails, and recreation areas through alternative modes of travel. This micro mobility is now commonplace in thriving communities where growth in private sector businesses and outside investment for new jobs is driven in areas with strong quality of life infrastructure. This includes access to trails, parks, and greenways, and reasonable means of their connectivity to public transit service to accommodate all users.

Locally, the non-profit organization Walk-Bike Frankfort has been a strong advocate in promoting improvement and expansion of sidewalk connectivity and trail systems that are designed to strengthen the fabric of the community. Examples of their efforts include advocacy for completion of the Riverview Trail system, KSU-Downtown Rail-Trail Connector (along an abandoned railroad right of way), and various sidewalk rehabilitation and ADA accessible Ramp installations . Their efforts have also included completion of a Bicycle and Pedestrian Master Plan. This plan establishes priorities and provides the required foundation for pursuit of competitive grant funds for facility improvements such as the recently envisioned 5-mile downtown loop trail which could also strategically help promote bourbon tourism and revitalization of the Holmes Street corridor. Another near term priority is to create trail linkages to Lakeview Park which could similarly benefit from a grant funded pursuit.

It is recommended that the City and County continue its partnership with Walk-Bike Frankfort with emphasis on expanding its focus for advocacy of Complete Streets initiatives in conjunction with future roadway improvements. This initiative should also be aligned in defining requirements for the new urban roadway systems to be developed in concert with the recommendations of this Comprehensive Plan Update. The current priorities for the Pedestrian and Bicycle Master Plan are shown in the following map. This map should be routinely updated to monitor growth of the Bike-Ped network and to ensure equity for those in underserved areas of the community.



## GATEWAYS

Corridor gateways present unique opportunities for a defining element that can be developed to help identify major areas of a community. These elements can also serve as a wayfinding queue to important destinations and points of interest which could extend to rural areas as well. These elements are also used as an orchestrated element that can help brand the city for a highly recognizable facet of interest that the community and surrounding area may offer such as tourism or historical significance.

When considering future growth areas these elements can also serve a purpose to help establish a design concept that is to be extended along a key corridor. An example would be the US-127 South corridor which offers scenic qualities and opportunities for preservation and enhancement of that character. For this purpose, it is essential that elements such as these be considered early on with community planning in context with land use and design requirements along the corridor.

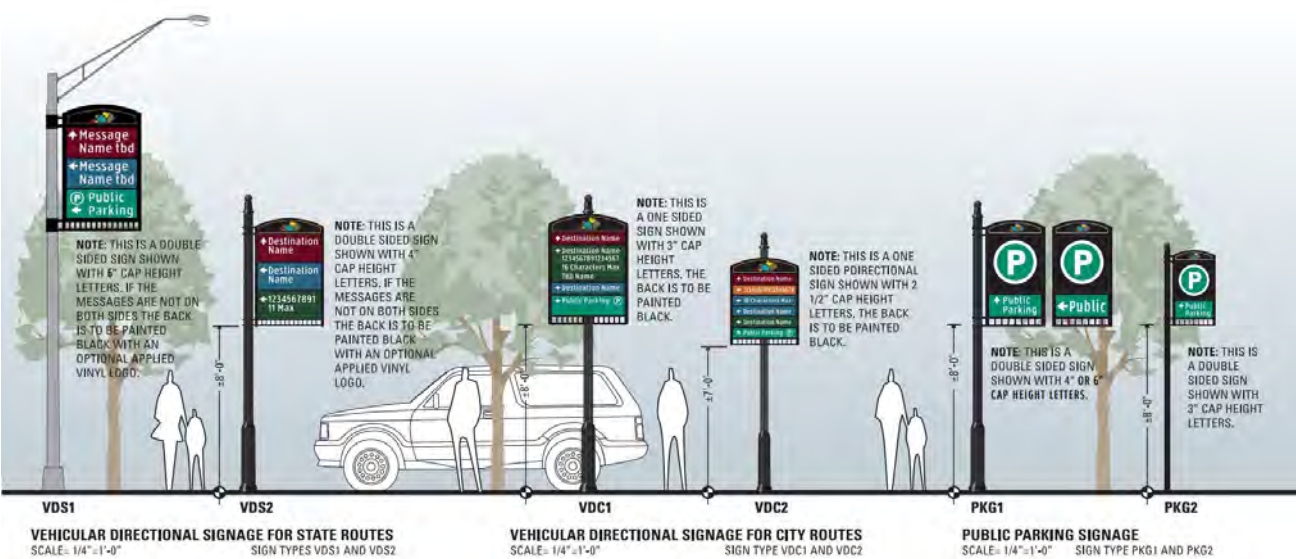
Establishing a desired design palette as part of a corridor plan will in-turn help inform developers of expectations prior to acquiring land in order to better understand new development costs and yields that can sometimes be affected by setback and other roadway improvement requirements.



Top Left: Franklin County Historical Marker, Top Right: Welcome to Frankfort Sign (image from State Journal, Bottom Left: Frankfort Mural at Wilkinson and Broadway, Bottom Right: Historic Frankfort Mural on W. Main (image from Visit Frankfort)

# WAYFINDING

Through implementation of the Second Street TIGER Grant Streetscape Project, the first phase of the City of Frankfort’s wayfinding master plan was constructed for portions of the downtown area. The signage used for this purpose is uniquely color keyed to help guide visitors to select areas of primary interest throughout the downtown. The master plan was prepared under a grant received from KYTC and anticipates coordination of the locally developed signage scheme with the regional wayfinding brown signs that KYTC typically erects on its interstates and primary routes leading into area communities. Since this signage is typically installed along state owned roadways, encroachment permits are required as a prerequisite to installation. The second phase of the City’s wayfinding implementation program was completed in March of 2024. As the city changes and grows and the signage appearance ages with time, it is important that Frankfort/Franklin County maintains a fresh up to date wayfinding system since it is often the first impression for visitors as they navigate travel to desired destinations.



Top: City of Frankfort Wayfinding Diagram,  
Right: Wayfinding Signage (images from Carman Site)



# UTILITY INFRASTRUCTURE SYSTEMS

Frankfort and Franklin County are served by a number of public and quasi-public utility entities for provision of the customary utility services needed to support the general public. The extent of these services can vary depending on whether a property service address is located within the city limits or in the county. This variability is due in large part to the service area limits that exist for the City, which are restricted and adjoined by various water, sewer, and electric utility service districts that support needs for residents and businesses located in the county. A general lack of population density in the county also affects some utility service offerings, principally for potable water, fire, and sewer service. The population breakdown between the City and County is 56% to 44% respectively, whereas the land area within the city limits is 14.6 square miles in contrast with 197.4 square miles for the county. Effective management of utility systems is a vital facet of community development since their available capacity and coverages constantly change with new growth.

## WATER DISTRICTS

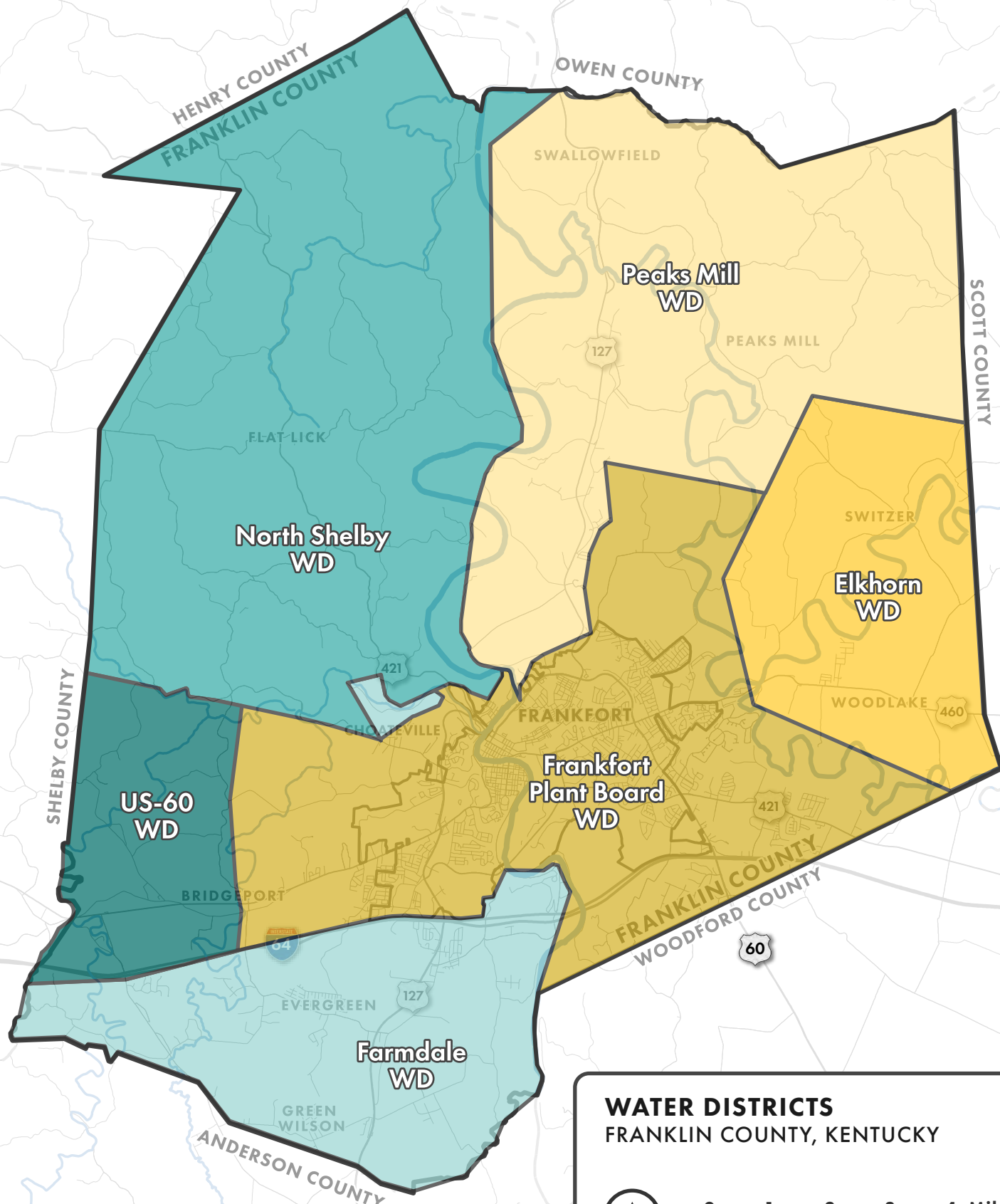
**Peaks Mill Water District** - The Peaks Mill Water District is situated in northeast Franklin County and encompasses the rural hamlets of Peaks Mill and Switzer together with adjacent areas of the county including the US-127 North corridor.

**Elkhorn Water District** - The Elkhorn Water District is situated in eastern Franklin County and encompasses the rural hamlets of the Forks of Elkhorn and Woodlake together with adjacent areas of the county along the US-460 corridor.

**Farmdale Water District** - The Farmdale Water District is situated in southern Franklin County and encompasses the rural hamlets of Farmdale and Evergreen together with adjacent areas of the county south of I-64 and along the US-127 South corridor.

**West US-60 Water District** - The West US-60 Water District is situated in western Franklin County and encompasses portions of the rural hamlets of Bridgeport and Benson together with adjacent areas of the county along the US-60 corridor north of I-64.

**North Shelby Water District** - The North Shelby Water District is situated in northwestern Franklin County and encompasses the mostly rural area of Bald Knob east and west of the US-421 corridor, where some areas currently remain underserved with potable water facilities.



**WATER DISTRICTS**  
FRANKLIN COUNTY, KENTUCKY

0 1 2 3 4 Miles

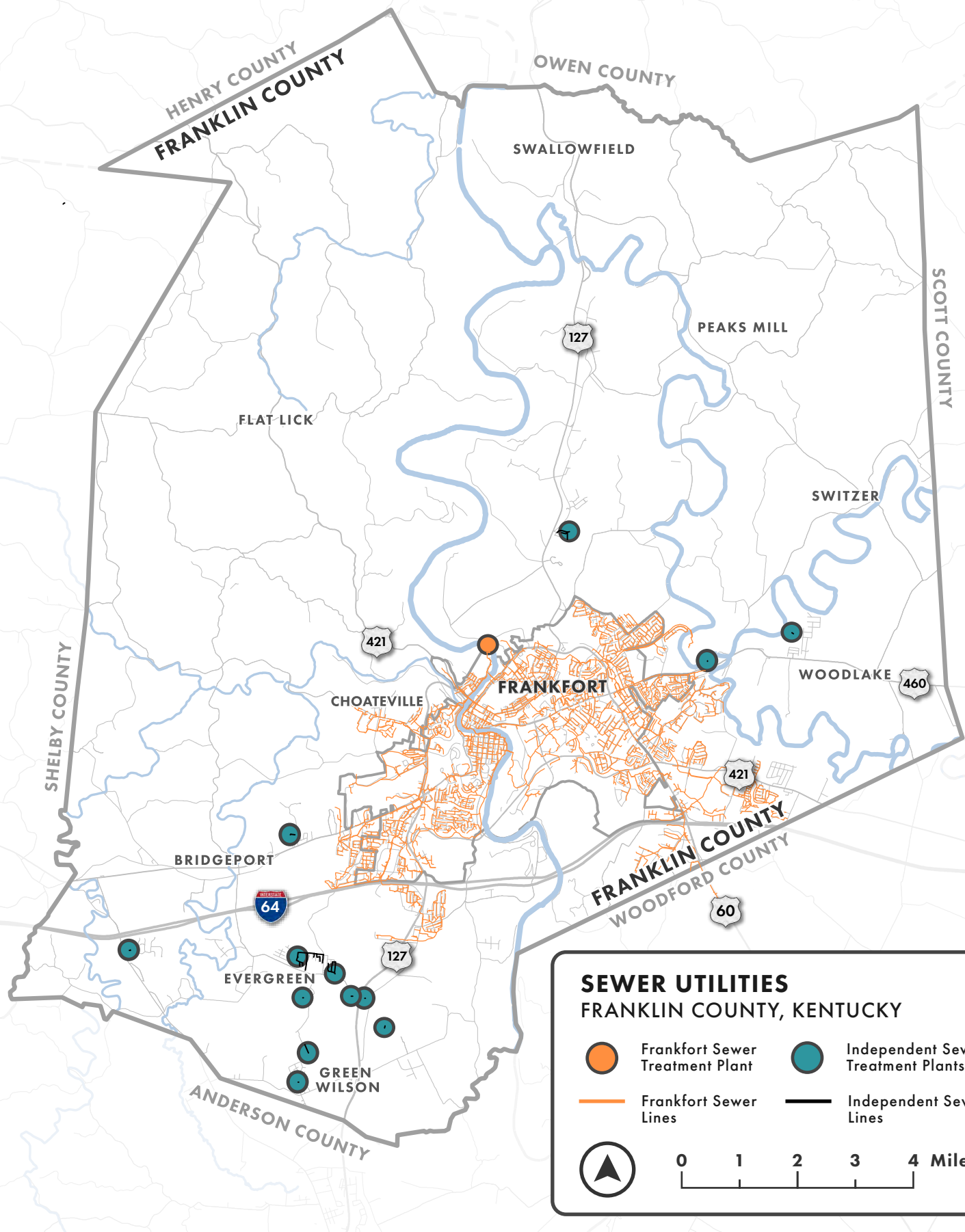
## POTABLE WATER FACILITIES

The Frankfort Plant Board (FPB) provides potable water service for its customer base located within the City limits and some areas of the County. Its source of supply begins with its raw water intake facility and water treatment plant that is situated along the Kentucky River near the East-West Connector (KY-676). This facility was originally constructed in 1977 and has a peak rated treatment capacity of 18 MGD. This facility currently supplies over 300 miles of transmission and distribution pipelines that are owned and operated by FPB through a series of high service pumps and treated water storage tanks that are located throughout the city. The FPB also serves as a treated water wholesaler, providing potable water supply for area water districts established to serve rural areas of the county. These include Peaks Mill Water District, Elkhorn Water District, Farmdale Water District, West US-60 Water District, and North Shelby Water Districts.

## SANITARY SEWER FACILITIES

The Frankfort Sewer Department (FSD) is responsible for ownership and maintenance of sanitary sewer facilities for its customer base which is generally located within the city limits and in some cases adjoining areas of the county where authorized and not encumbered by sewer district service area. This includes operation of the city's only wastewater treatment plant which is situated along the Kentucky River in the Bellepoint neighborhood area on Kentucky Avenue. This facility was originally constructed in 1957 and has since been further upgraded and expanded to provide treatment capacity for up to 9.9 MGD. The City of Frankfort operates as both a separate sanitary sewer system and as a combined sewer system (CSS) for a sizable portion of the downtown area. All portions of the combined sewer area have been proposed for improvements through a modified Long Term Control Plan that is designed to reduce combined sewer overflow frequency and volume. The plan outlines a variety of strategies to off-load stormwater inflow from the sanitary sewer system to help effectively reclaim sanitary sewer conveyance and treatment capacity. The Holmes Street Corridor is an example of a combined sewer area that has benefited from several sanitary sewer separation projects to reduce sanitary flow to the combined sewer system. For newer areas of the city, separate storm and sanitary sewer facilities are a requirement for development located outside the limits of the CSS. These strategies are vitally important in supporting the sewer capacity related needs for future growth within the community.

For the more densely developed areas of the county, sixteen publicly and privately owned and maintained package wastewater treatment plants have been permitted to serve various rural subdivision areas. Many of these systems are older and have typically been operated and managed under enabling ordinances authorized through the county which allows for the formal creation of a sewer district which are authorized to operate independently in a defined service area. Other privately operated package



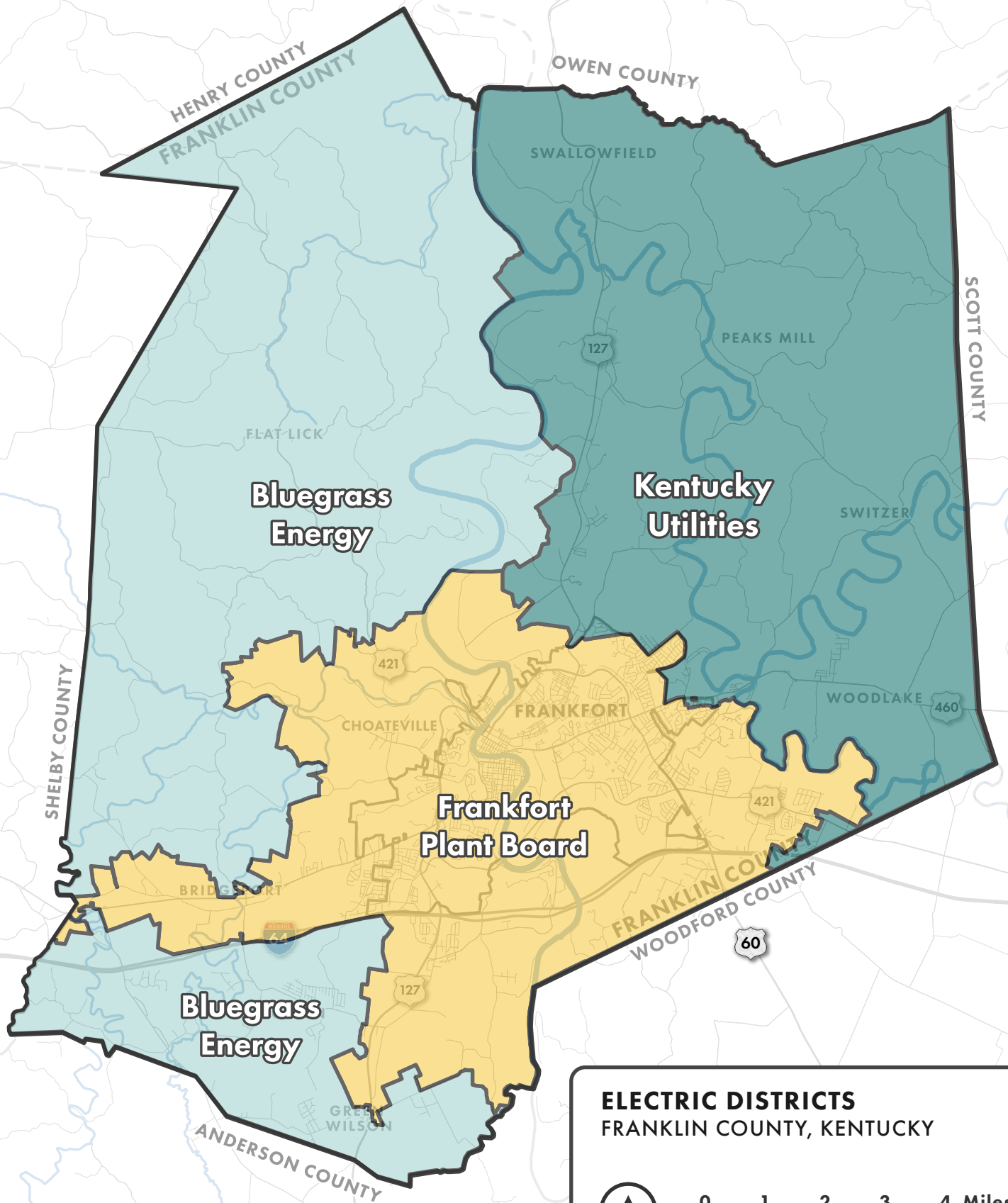
treatment systems have also been permitted to operate under authority from the Kentucky Public Service Commission. In each case, fees are assessed to customers to support operations and maintenance activities. These systems typically discharge effluent into smaller streams and tributaries which has resulted in increased scrutiny due to adverse effects on public health, water quality, and the health of downstream ecosystems. The Kentucky Division of Water promotes consolidation and elimination of package wastewater treatment plants for the overall betterment of the environment. The Farmdale Sanitation District is the largest such operating entity overseeing seven rural area systems. They are currently leading an effort to eliminate package plants and replace them with a new collection and conveyance system that will connect with the City of Frankfort Municipal wastewater system for treatment at its plant. These kinds of partnerships should be explored for other areas of the county as a proactive strategy to support managed growth within these areas and to improve the local environment.

## ELECTRIC UTILITY DISTRICTS

Electric utility service for Frankfort and Franklin County is provided and regulated through legally defined territories where service for new development is provided cooperatively among three independent service providers. The City of Frankfort owns and operates an electric utility division through the Frankfort Plant Board with transmission and distribution facilities supported with the contracted purchase of electrical power through the open marketplace. They also package this service with cable and telecommunications services that are available through the Frankfort Plant Board. Kentucky Utilities operates as an electric utility service provider in its defined territory in the northeastern area of the county as part of their larger service area in central Kentucky. The other rural areas of the county are supported by the Bluegrass Energy Rural Electric Cooperative Corporation. This entity operates as a member controlled non-profit distribution electric cooperative through the purchase of electricity from the East Kentucky Power Cooperative.

## TELECOMMUNICATIONS AND INTERNET

Frankfort/Franklin County is supported by nine internet service providers offering various degrees of coverage within the geographic area. Most notably the Frankfort Plant Board (FPB) is the largest provider of this service for the community with over 13,000 customers. They have recently begun deployment of a new NEXTBAND service, which is advertised as next-generation fiber that offers higher download speeds up to 250 Mbps and greater reliability for the ever-increasing demand for internet usage. The Plant Board can also package this service with a cable television streaming service offering as a turn-key provider. While this service is currently being expanded throughout the City and County service area the FPB website provides its customers a link to query the status of the NEXTBAND service by address in respective areas of the city.



**ELECTRIC DISTRICTS**  
FRANKLIN COUNTY, KENTUCKY



0 1 2 3 4 Miles

# COMMUNITY FACILITIES

Community facilities play an important role in serving a broad spectrum of public needs. Their accessibility and effectiveness are often looked upon as the benchmark for their performance. Following is an overview of the primary community facilities used to serve Frankfort and Franklin County.

## PUBLIC PROTECTION SERVICES

**Police** - The City and County exercise their policing authority through the City police department, the County sheriff's office, and The Kentucky State Police at Post 12 located near the airport and its statewide headquarters is located near the US-60/KY-676 interchange in eastern Frankfort. Kentucky State University also maintains a modest police force that operates within its campus area limits.

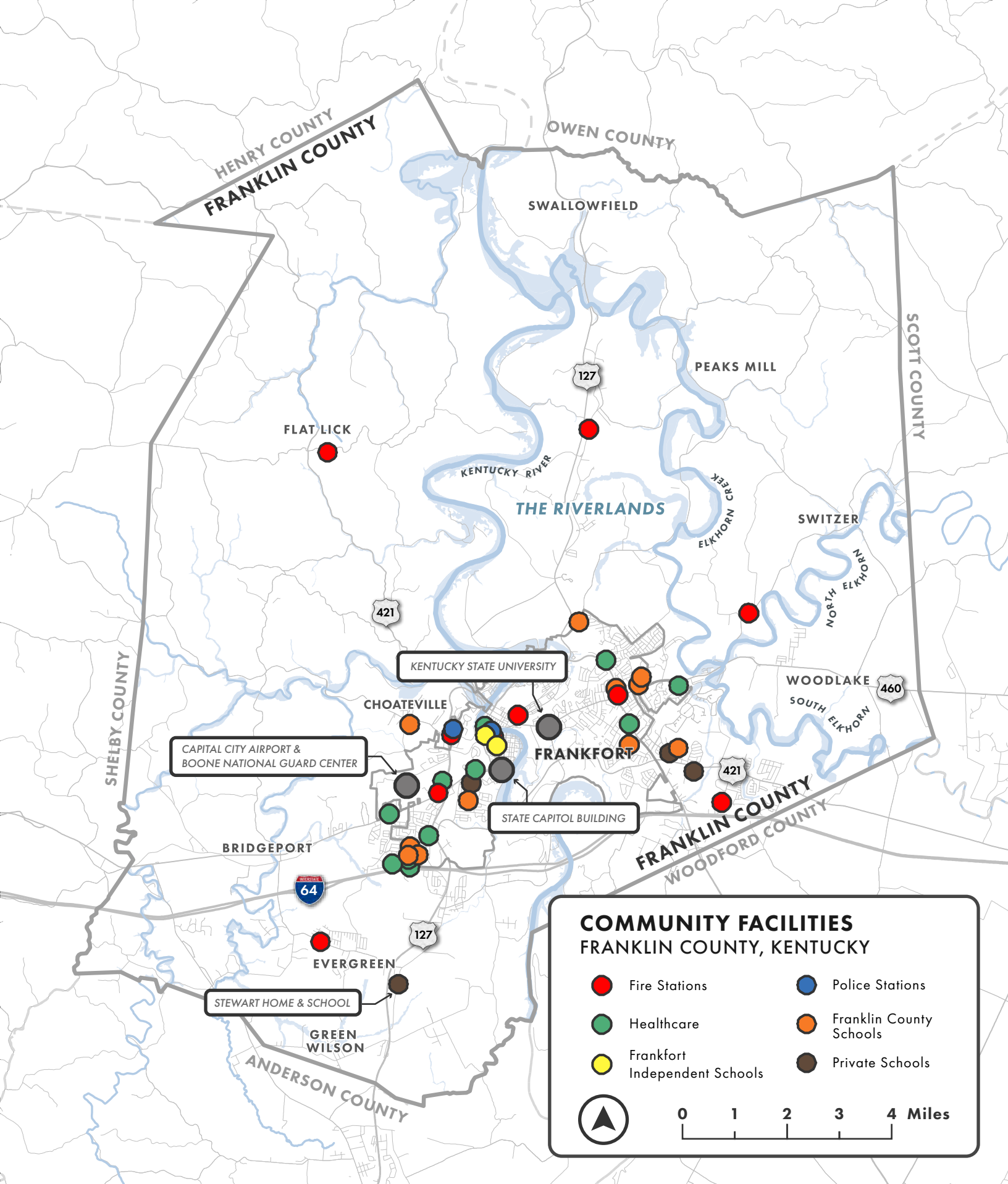
**Fire and Emergency Medical Service** - The City and County each provide fire service through fully staffed fire stations that are geographically located throughout their respective jurisdictional limits. The County provides six fire stations with staff who are trained in fire, rescue, hazmat, and non-emergency medical conditions. The City provides four strategically located fire stations with fully trained staff for fire suppression service to the greater Frankfort area and emergency medical care and rescue to all of Franklin County.

**Public Safety (E911) Facility** - Frankfort, Franklin County, Police, Sheriff, Fire, and Emergency Management are all served by the local E911 Dispatch Center at 300 W. 2nd Street. This facility also fields calls for the Franklin County Coroner's Office and the Animal Control Office.

## PUBLIC HEALTHCARE FACILITIES

**Hospital** - Frankfort and Franklin County is served by the Frankfort Regional Medical Center for inpatient hospital care, emergency medical services and diagnostic related testing services. This acute care hospital facility is located on Kings Daughters Drive and provides a 173-bed inpatient capacity with a 28 bed emergency room.

**Health Department** - The Franklin County Health Department provides a wide range of public health services including clinical services, mental health, school health, community health, environmental health, and emergency preparedness. The Department provides access to services at their Clinic and Business Office at 100 Glenss Creek Road. At the Public Health Center located at 851 East-West Connector, information and support for Community Health, Environmental Health, and the HANDS program can be obtained.



## EDUCATIONAL FACILITIES

**Franklin County Schools** - The county public school system is comprised of 15 schools that serve the educational needs for students K-12. It is managed by the Franklin County Board of Education through elected board members who collectively monitor growth and needs for expansion and construction of new facilities. The county school system also supports the Franklin County Career and Technical Center which focuses curricula and training opportunities on trades related professions.

**Frankfort Independent Schools** - The Frankfort Independent School system is a smaller public school district located in Frankfort. It is governed by elected school board members who oversee the two schools that currently serve the oldest neighborhoods in downtown Frankfort for grades K-6 and 7-12. This system has typically operated within its current building framework with periodic modernization improvements as needed.

**Kentucky State University** - Originally founded in 1886, KSU is a public historically black land-grant college. It is recognized as the second oldest state-supported institution of higher learning in the Commonwealth of Kentucky. The current enrollment at KSU stands at approximately 1,700 students with academic programs that range from Business Administration, Nursing, Journalism, Physical Education/Teaching, Criminal Justice, Computer and Information Sciences, Psychology, and Biological Sciences among others. KSU is rated as the #7 Top Public School for the Region (south) by US News Best Colleges (2024).

**Stewart Home & School** - Since 1893, this privately operated facility has been dedicated to helping with the educational needs of people of all ages with intellectual disabilities. Stewart Home School is located on an 850-acre campus in a very scenic rural area along the US 127 south corridor where it occupies what once was the campus of the former Kentucky Military Institute. The campus includes numerous buildings and related athletic facilities with accommodations to support other facets of campus life that are needed to complete the educational experience for all students and their corresponding needs.

**Private Schools** - In recent years Frankfort and Franklin County has experienced growth with a larger presence of privately operated schools located both in the city and county proper. These include Frankfort Christian Academy, Capital Day School and Good Shepherd Catholic School.

## GENERAL AVIATION AIRPORT AND BOONE NATIONAL GUARD CENTER

The City of Frankfort is home to the Capital City Airport which is owned and operated by the Kentucky Transportation Cabinet. The airport is situated on approximately 355 acres of land within the city limits on Airport Road along US 60 (Louisville Road) near its intersection with US 127 and the terminus of Old Soldiers Lane. Originally constructed in 1953, this general aviation airport facility has more recently been expanded and currently provides access to a 5,900-foot east-west runway that has since been widened to 100 feet to accommodate a variety aircraft for corporate and light general aviation traffic. The airport offers one full service fixed-based operator with an on-site aircraft maintenance shop to service the needs of aircraft owners and their customers. The airport complex contains numerous buildings including 41 aircraft T-hangars, two large public-use hangars, three large state-use hangars, and one large hangar for private use.

The airport also serves as a joint use facility with the Boone National Guard Center which is located on the north side of the main airport runway. . Various branches of the Army National Guard currently operate out of this center for readiness activities at the co-located Army Aviation Support Facility which is home to single and twin-engine airplanes and rotorcraft where emphasis includes nighttime mission training with UH-60 Blackhawk Helicopters. The airport and guard center are flanked with rural residential neighborhoods to the north and south where nighttime training activities are regularly conducted.

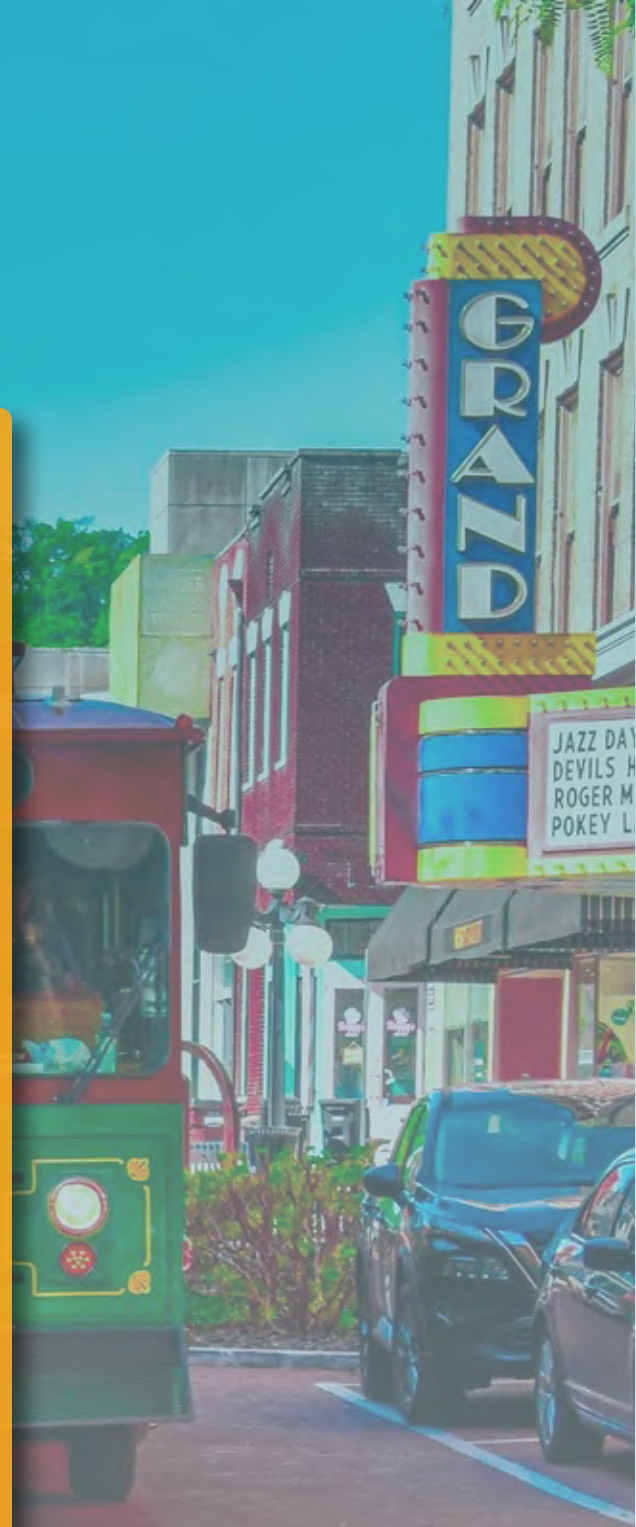
### 2013 BOONE NATIONAL GUARD JOINT LAND USE (JLUS) STUDY

In 2013 the Frankfort and Franklin County Planning Commission and the Boone National Guard Center and Capital City Airport completed a joint land use planning study of the existing framework comprising this facility to review its interface and relationship with the surrounding community. Through a public involvement initiative, a principal objective of the study included identification of needs and concerns for definition of compatibility strategies and action steps designed to protect aviation and training activities while concurrently improving quality of life in the surrounding community. These efforts concluded that land use practices defined within the Comprehensive Plan could help support this objective resulting in adoption of certain policies that are currently in place. It is recommended that the various action steps and strategies as outlined in this 2013 JLUS study be reviewed and updated as appropriate in context with this comprehensive plan update and any future modifications.

# 5.

## LAND USE

- › GOALS & OBJECTIVES
- › EXISTING LAND USE
- › CONSERVATION & CONSTRAINTS
- › FUTURE LAND USE
- › LAND USE CHANGES
- › LAND USE DISTRICTS
- › SPECIAL INTEREST TOPICS



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 economic stability within the community.

1. Infill, reuse, and redevelopment opportunities within the City and County should be promoted and supported alongside new development.
2. Locate new development where public facilities and utilities are available or are anticipated in the future.
3. Identify and preserve prime farmland, key rural viewsheds, and the County's rural character.
4. Encourage the retention of young professionals, high school graduates, and college graduates in the community. Encourage the retention of business and industry.
5. Promote minority-owned and locally-owned businesses.
6. Encourage the listing 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.
7. Encourage economic and industrial development that provides quality high-paying job opportunities to support and expand the tax base.
8. Encourage the development of new housing units of diverse typologies in the City and County to meet the needs of the community in accordance with the analysis contained within the 2023 Frankfort & Franklin County: Housing Market Demand Study. Focus on the "missing middle" housing including owner occupied condos and townhomes.
9. Promote industrial development as to promote economic and social advancement.

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

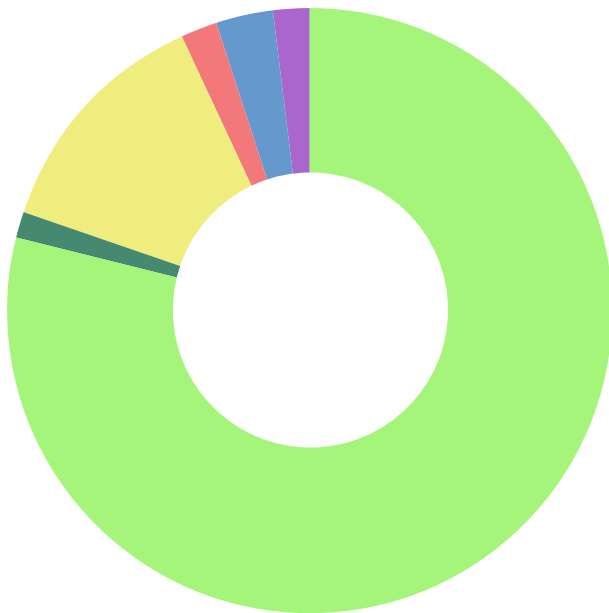
1. Update the development regulations for the City and County to ensure that infill and redevelopment regulatory requirements are streamlined.
2. Encourage the survey, clean-up and redevelopment of brownfield and greyfield properties.
3. Support the development, retention and expansion of local businesses.
4. Develop strategies to incubate innovative technology industries and businesses.
5. Target diverse opportunities to increase investment in the bourbon, IT, government, finance, healthcare sectors, and industrial.
6. Aid the retention and expansion of local farming production, including farmers markets, AgTech, and agritourism.
7. 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, manner that complements the surrounding community.**

1. Support a mix of compatible uses in identified growth areas, including housing, employment, commercial, service, parks and open spaces, and other uses.
2. New development and redevelopment projects should be completed in an aesthetically pleasing manner with high-quality, durable building materials, landscaping for screening and softening, well-designed sites, and land uses.
3. City and County should partner in creating a shared set of development regulations for both jurisdictions, where applicable.
4. Set rural land subdivision and development standards that minimize impacts to rural function and character.
5. Promote connectivity between neighborhoods, commercial, recreation, and educational centers to support the community's desire for increased accessibility.
6. 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.
7. Encourage pedestrian oriented development in urban areas and the inclusion of pedestrian amenities in otherwise auto oriented new developments.
8. Encourage the continued commercial use of first-floor storefront spaces in historic two-part commercial block buildings downtown while focusing residential uses to upper floors and structures originally constructed for residential uses.

# 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.



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

## LAND USE DISTRICTS

**Agriculture**  
101,903 acres - 79.0%

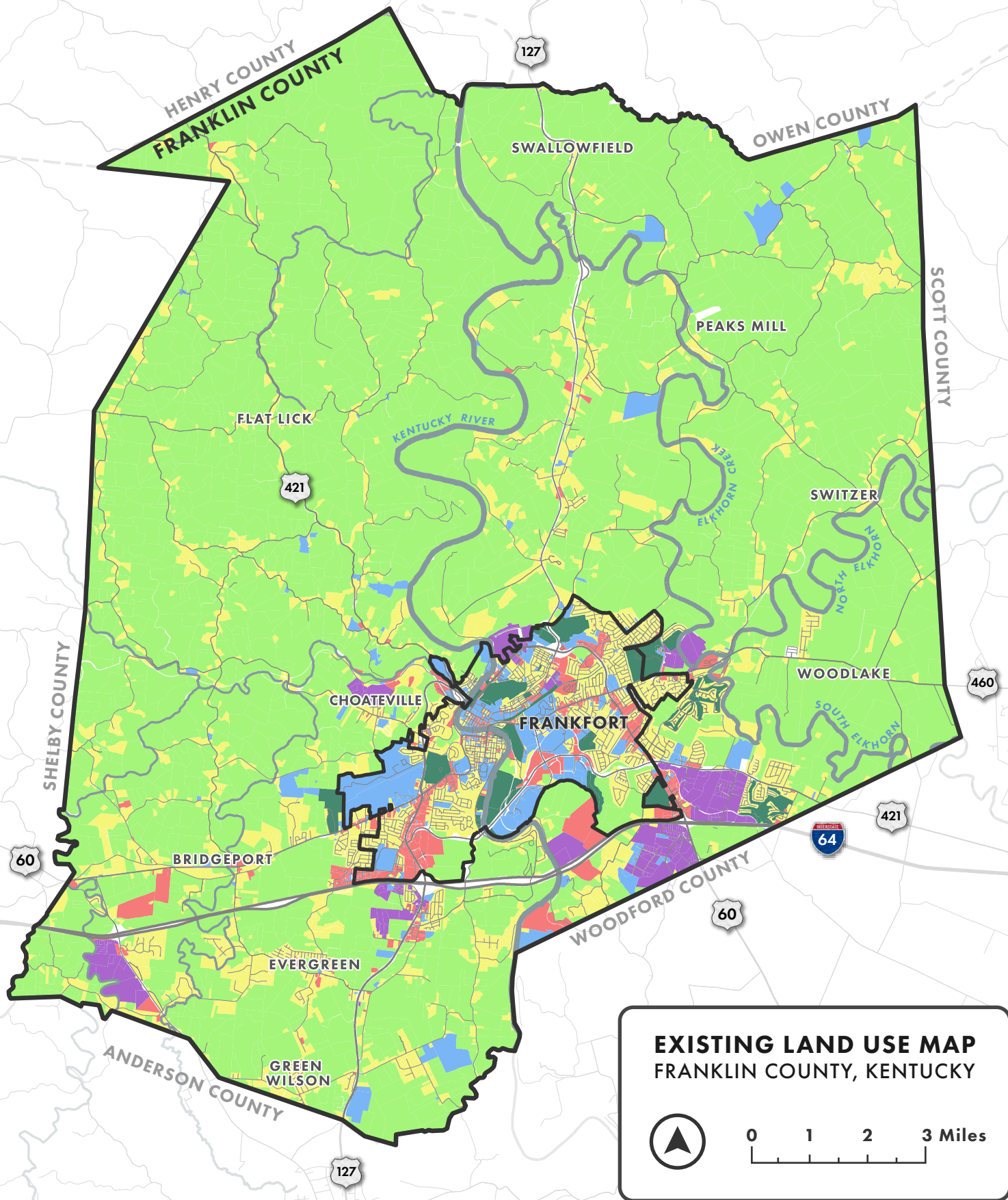
**Parks and Open Space**  
1,677 acres - 1.3%

**Residential**  
16,769 acres - 13.0%

**Commercial**  
2,215 acres - 1.7%

**Civic and Institutional Facilities**  
4,019 acres - 3.1%

**Industrial**  
2,397 acres - 1.9%

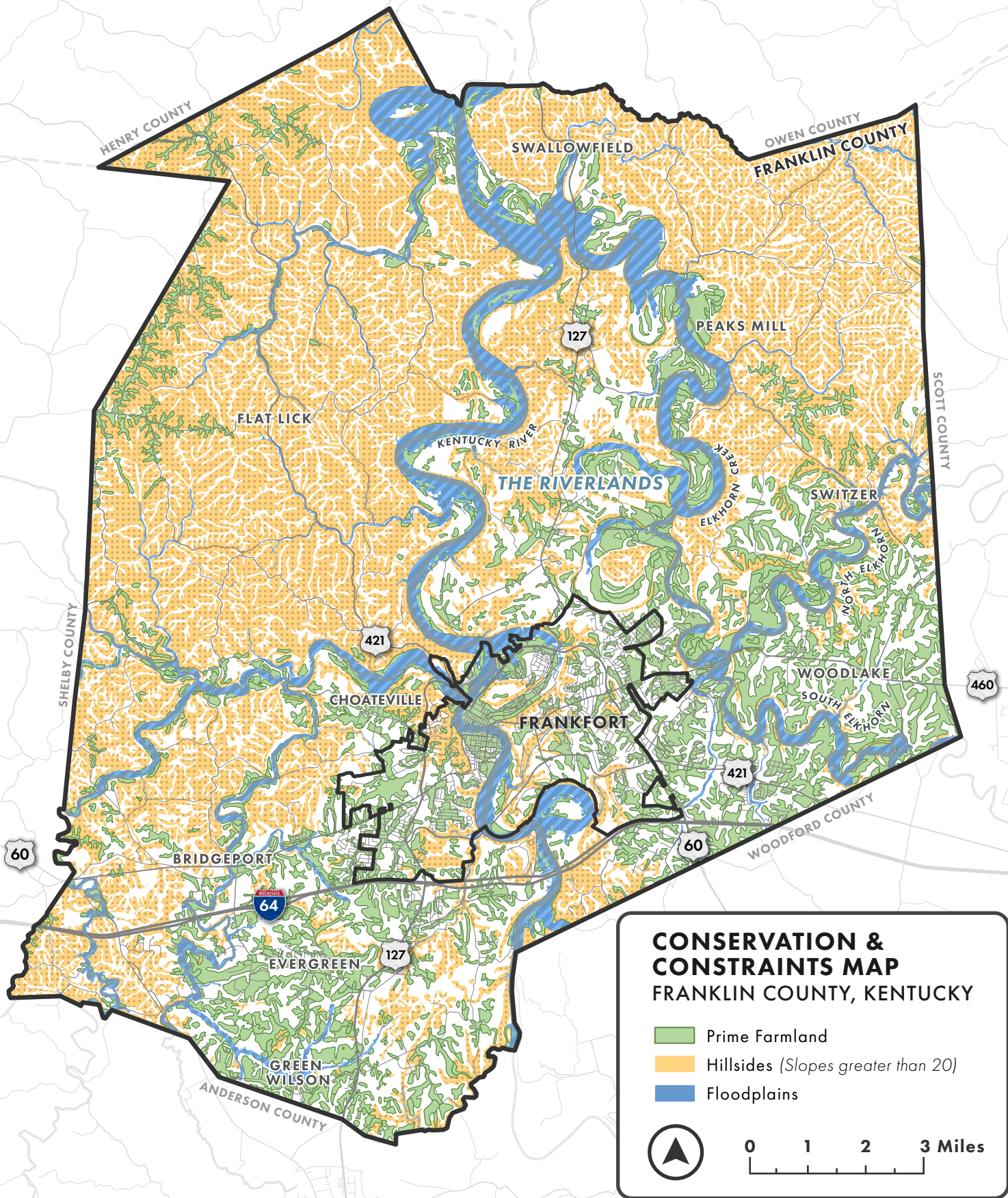


# CONSERVATION & CONSTRAINTS

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

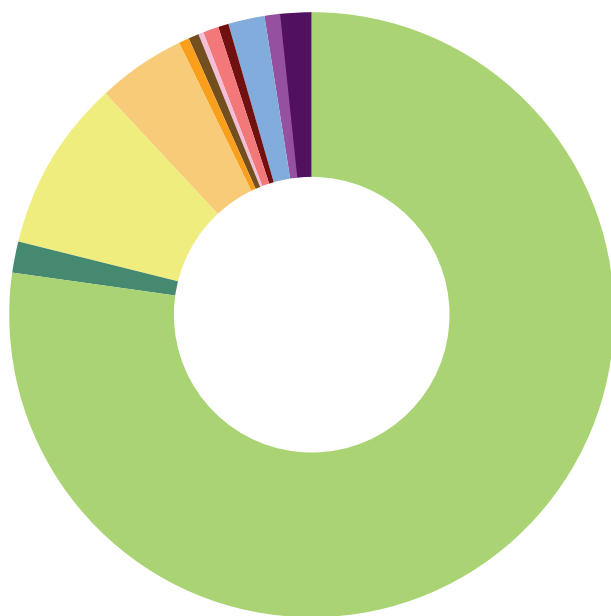
A key priority throughout the future land use process is limiting development on and protecting prime farmland, identified by the U.S. Department of Agriculture (USDA) based on the physical and chemical characteristics of the land needed for producing food, feed, forage, fiber, and oilseed crops in the 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**  
98,928 acres - 73%

**Parks and Open Space**  
1,640 acres - 1.2%

**Rural Residential**  
12,041 acres - 8.9%

**Residential Neighborhood**  
6,386 acres - 4.7%

**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**  
1,083 acres - 0.8%

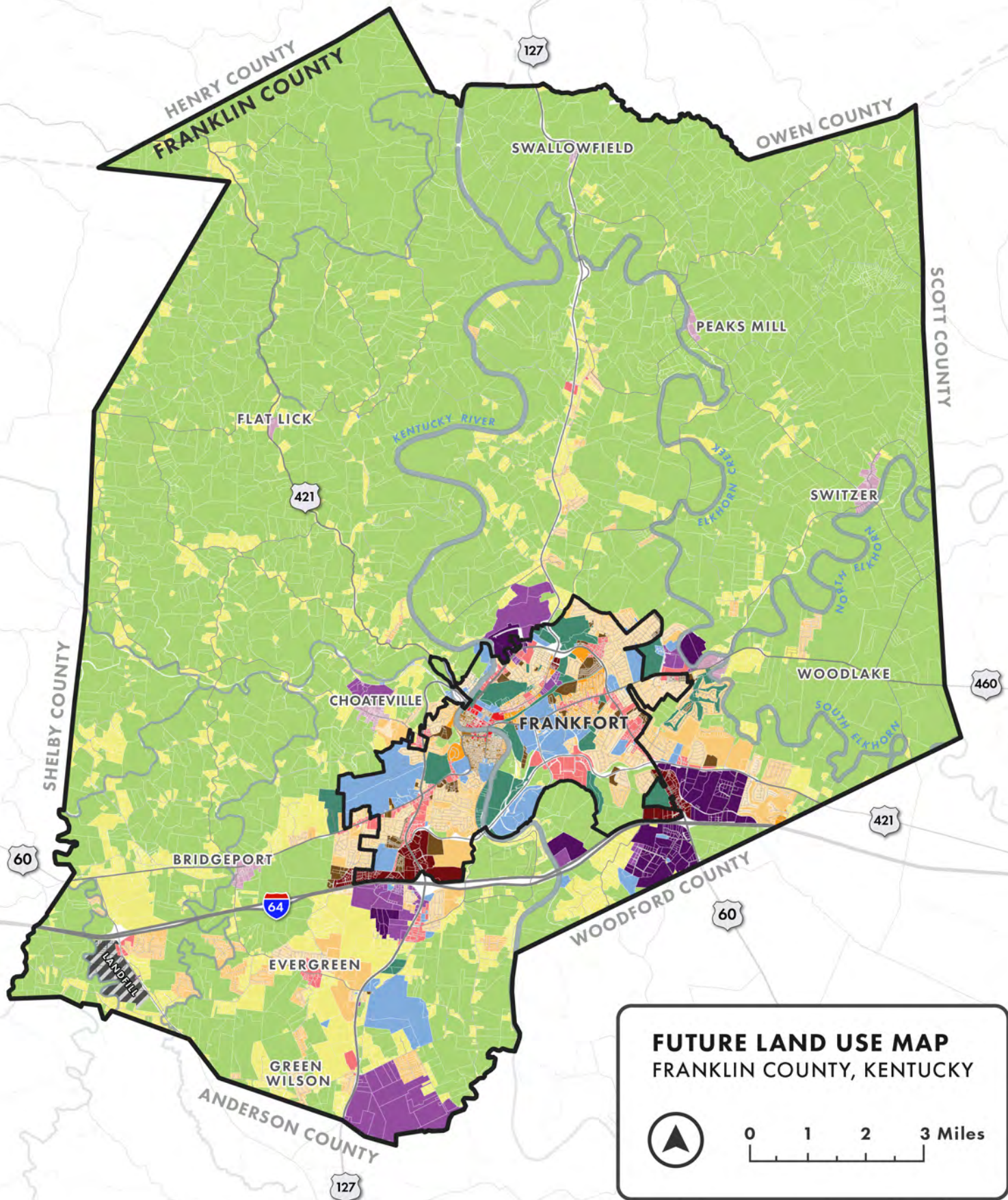
**Downtown Mixed-use**  
75 acres - 0.1%

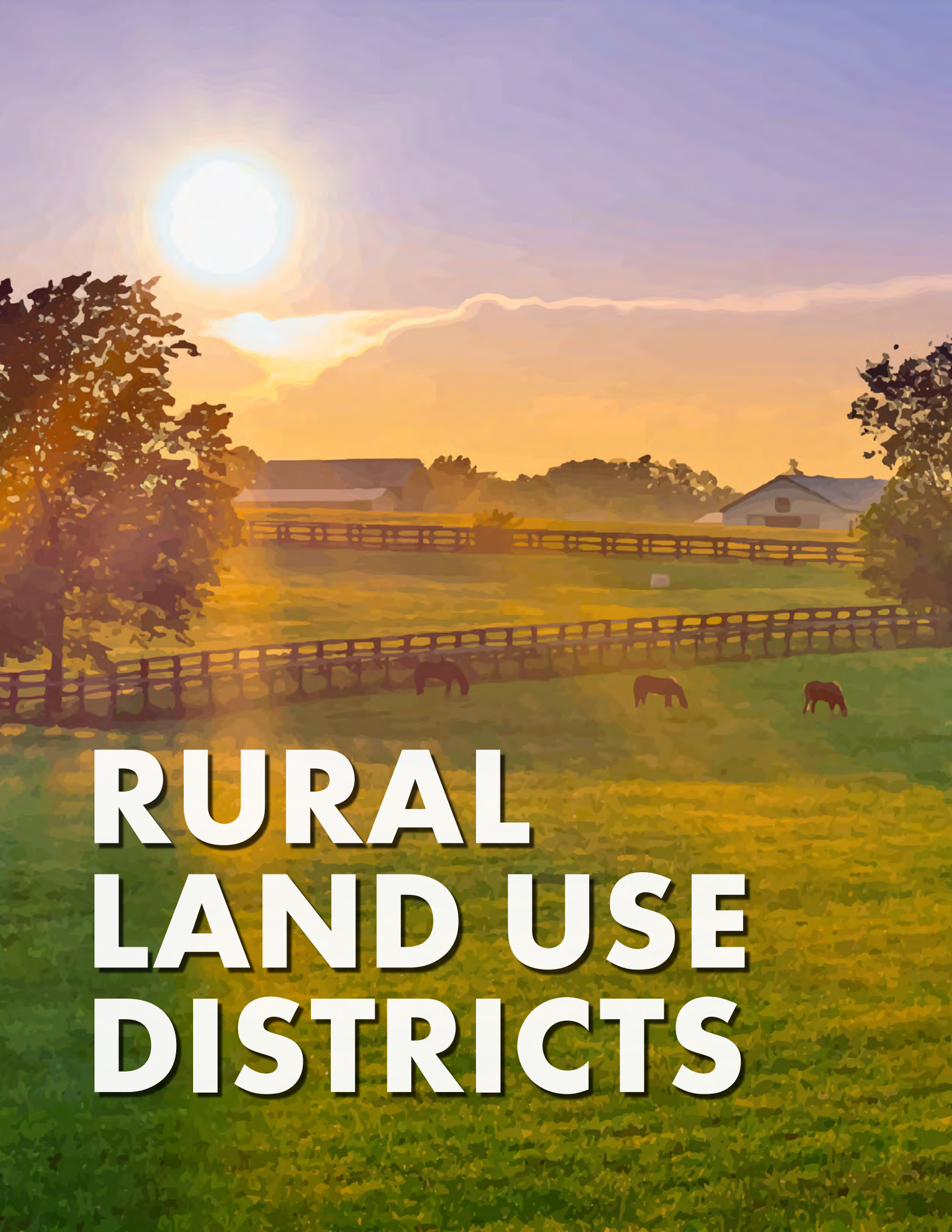
**Regional Mixed-use**  
611 acres - 0.5%

**Civic and Institutional Facilities**  
2,544 acres - 1.9%

**Light Industrial and Employment Center**  
2,093 acres - 1.5%

**Heavy Industrial**  
1,579 acres - 1.2%





# **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.

**98,928 ACRES**

73% OF  
TOTAL LAND IN  
FRANKLIN COUNTY

**2,514 PARCELS**

AVERAGE  
PARCEL SIZE IS  
39 ACRES

## TOTAL PRIME FARMLAND IN THE COUNTY

25,232 ACRES; 18.6%

## PRESERVES 96.7% OF EXISTING AG LAND

## OUTLOOK

Franklin County boasts outstanding environmental beauty from rolling hills, 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.

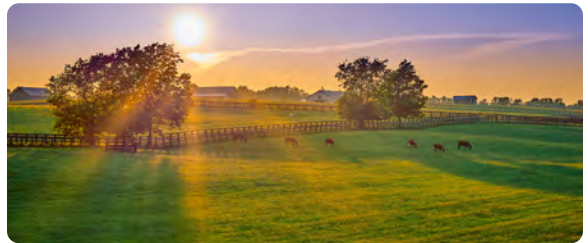
## RECOMMENDED USES



**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.



**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.



**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



# 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.

**12,041 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%

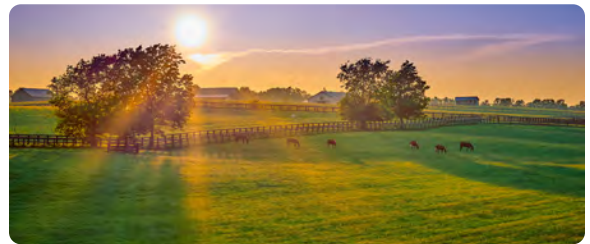
## SPECIAL DESIGN GUIDELINES

- › 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.

**537 ACRES**

0.5% OF ALL RURAL  
LAND USE

**368 PARCELS**

AVERAGE PARCEL  
SIZE IS 1.5 ACRES

**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



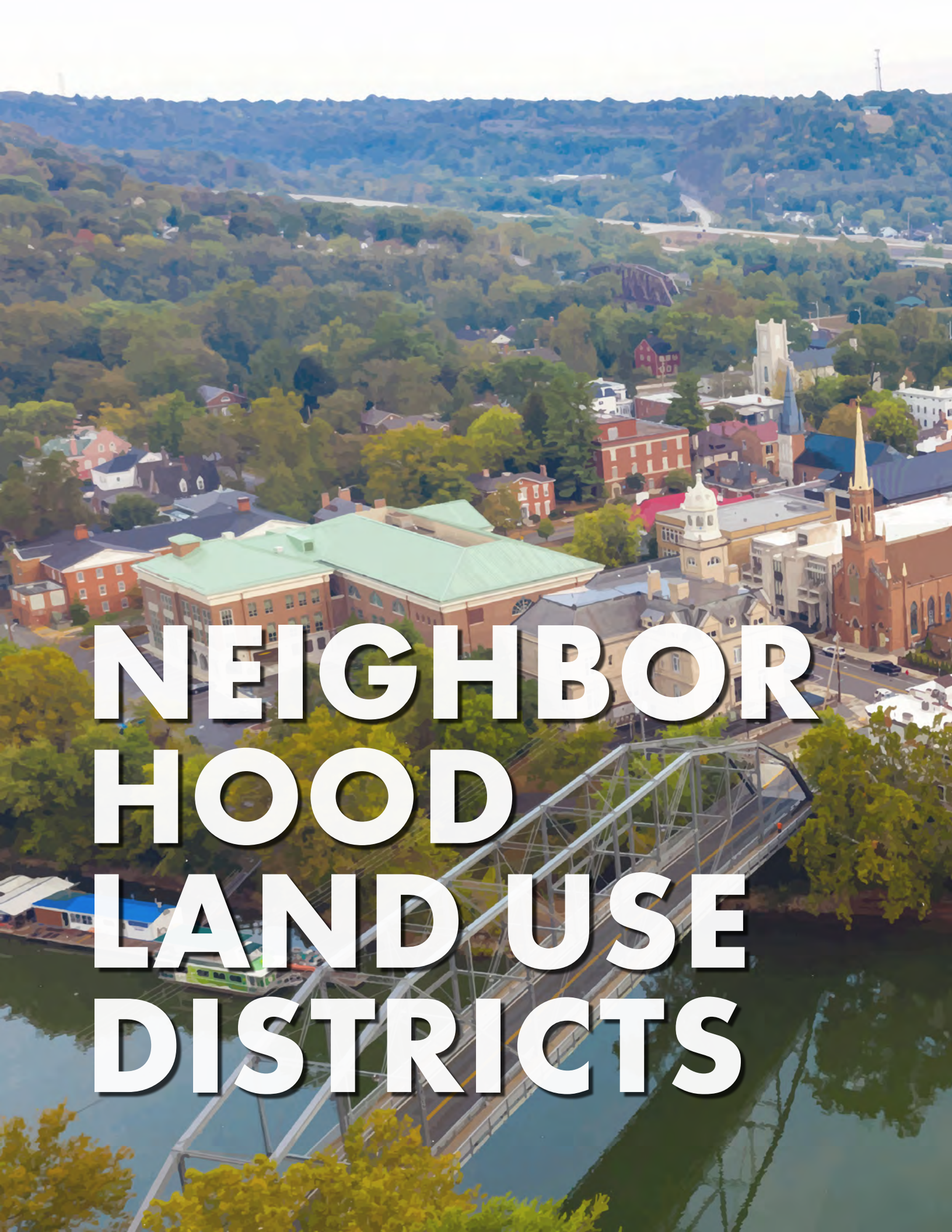
**SINGLE-FAMILY HOUSING** dedicated to an individual family and their residence that fits the historic character of surrounding properties.

### OTHER USES

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



**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.



# NEIGHBOR HOOD LAND USE DISTRICTS

## NEIGHBORHOOD DISTRICTS

- › Residential Neighborhoods
- › Urban Neighborhoods
- › Neighborhood Mixed-use
- › Multi-family Neighborhoods
- › Downtown Neighborhoods
- › 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.
- › Mid-block crossings should be considered for any block size greater than 600’.



# RESIDENTIAL NEIGHBORHOODS

## 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.

6,386 ACRES

70% OF ALL NEIGHBORHOOD LAND USE

11,668 PARCELS

AVERAGE PARCEL SIZE IS 0.5 ACRE



## 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.



**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.



**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.



**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.

**481 ACRES**

5% OF ALL  
NEIGHBORHOOD  
LAND USE

**1,581 PARCELS**

AVERAGE PARCEL  
SIZE IS 0.3 ACRE



## 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.



**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.



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



**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.

**190 ACRES**

72% OF  
DOWNTOWN  
LAND USE

**1,019 PARCELS**

AVERAGE PARCEL  
SIZE IS 0.2 ACRE



## 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.



**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.



**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

### OTHER USES

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



# MULTI-FAMILY NEIGHBORHOODS

## 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.

**546 ACRES**

6% OF ALL  
NEIGHBORHOOD  
LAND USE

**499 PARCELS**

AVERAGE PARCEL  
SIZE IS 1.1 ACRES



## 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

# NEIGHBORHOOD MIXED-USE

## 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.

**1,083 ACRES**

12% OF ALL  
NEIGHBORHOOD  
LAND USE

**745 PARCELS**

AVERAGE PARCEL  
SIZE IS 1.5 ACRES

## 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.



**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.



**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.

### 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

# DOWNTOWN MIXED-USE

## 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.

**75 ACRES**

28% OF  
DOWNTOWN  
LAND USE

**196 PARCELS**

AVERAGE PARCEL  
SIZE IS 0.4 ACRE

## 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.



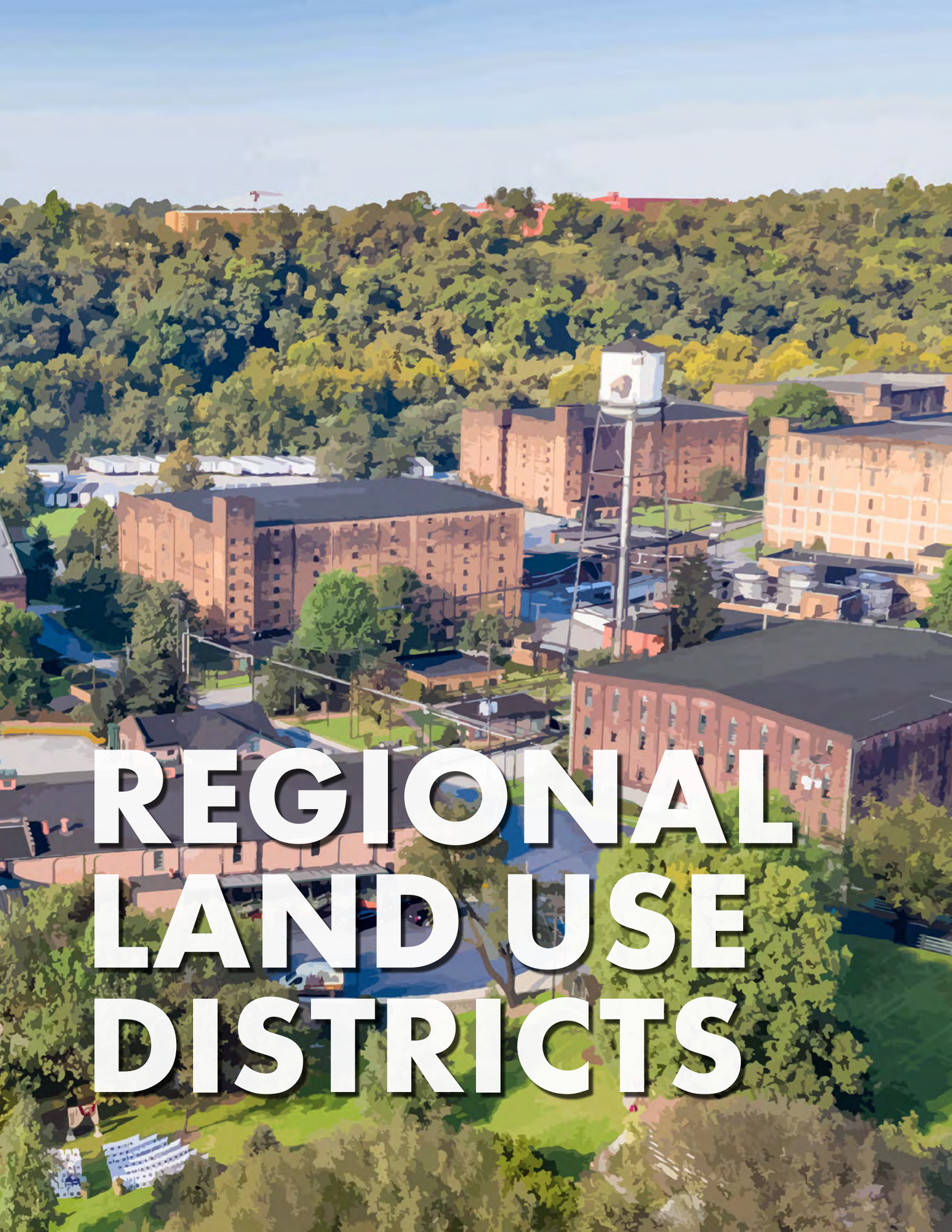
**INFILL DEVELOPMENT** are encouraged in the Downtown Mixed-use district to increase new, affordable housing units and commercial amenities while maintaining the existing neighborhood character.



**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.



# REGIONAL MIXED-USE

## 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

## REGIONAL MIXED-USE AREAS

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

## 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.

## 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.



**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.



**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



# 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.

**2,093 ACRES**

1.5% OF  
TOTAL LAND IN  
FRANKLIN COUNTY

**148 PARCELS**

AVERAGE PARCEL  
SIZE IS 14.1 ACRES

**ADDS 1,676 ACRES TO EXISTING  
INDUSTRIAL LAND**

## 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.

## 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.

## 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.

**1,579 ACRES**

1.2% OF  
TOTAL LAND IN  
FRANKLIN COUNTY

**183 PARCELS**

AVERAGE PARCEL  
SIZE IS 10.2 ACRES

**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.

**1,640 ACRES**

1.2% OF  
TOTAL LAND  
IN FRANKLIN  
COUNTY

**200 PARCELS**

AVERAGE  
PARCEL SIZE  
IS 9 ACRES

**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.



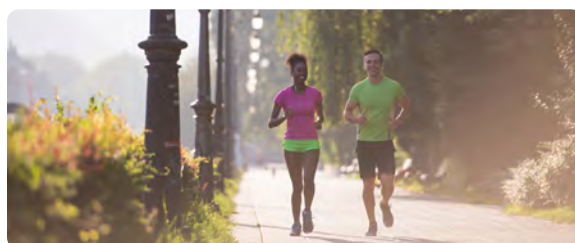
**PARKS AND RECREATION** include publicly owned parkland and public facilities for both passive and active recreation.



**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.



**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.



**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.

### 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.
- › Shared amenities and spaces should be encouraged as a focal point of development.
- › 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.
- › 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.

2,544 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.



*Left: Buffalo Trace Distillery, Center: Jim Beam Old Grand-dad Plant (image from Distillery Trail), Right: Whiskey Thief Distilling Company (image from Distillery Trail)*

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, 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.

## 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

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. 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
Single-family Homes	15,757	17,566	1,809	11.5%	100
Middle Housing (Duplex, Townhome, Cottages, ADUS)	3,633	4,351	718	19.8%	40
Multi-family Units	3,994	4,540	546	13.7%	30
Manufactured Home Community Units	775	540	-234	-30.2%	-13
Affordable Subsidized Housing *	1,490	1,965	475	31.9%	26
<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.”
- › 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.
- › 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.
- › 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:

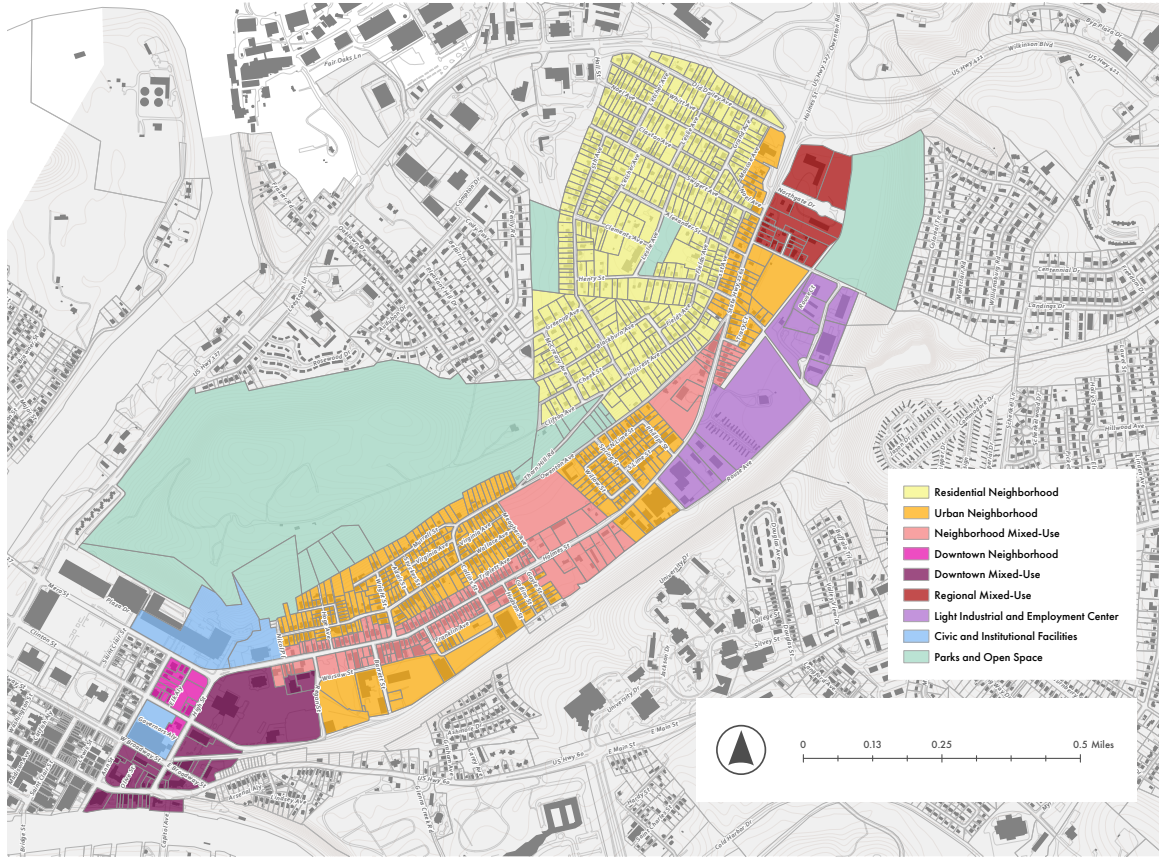
- › Allow for a gradual increase in density within existing residential districts – in areas where the existing infrastructure can handle heavier use.
- › Accessory dwelling units and condos are preferred as viable alternative housing options in lower-density districts.
- › Encourage redevelopment of 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

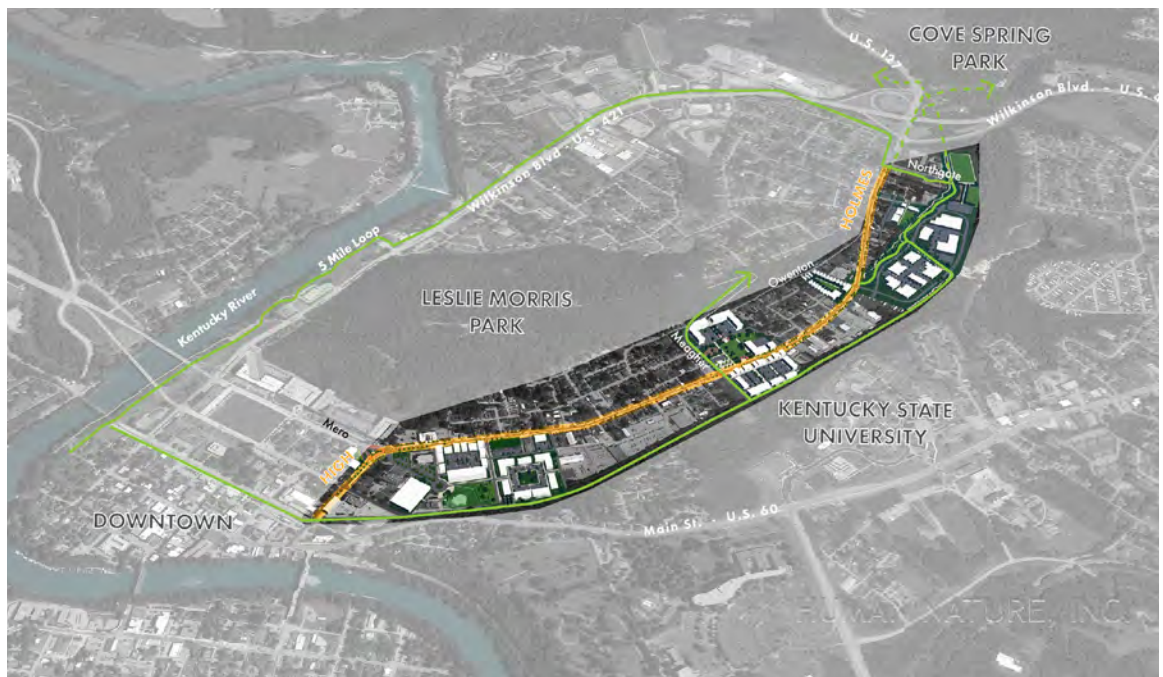
Alongside the Frankfort and Franklin County Comprehensive Plan process, the city underwent a corridor study (Holmes Street Corridor Complete Street Reconnection Project) for Holmes Street, an important gateway and historically significant community adjacent to Downtown. The Holmes Street Corridor encompasses 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.



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



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

## RECOMMENDATIONS

- › Reconstruct the Holmes Street corridor in accordance with the design submitted within the 2023 Holmes Street Corridor Complete Street Reconnection Project.
- › 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'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)*

The background of the slide is a photograph of a large, classical building with a prominent dome, likely a state capitol. The dome is covered in light-colored tiles and has a small lantern on top. The building's facade features tall, white columns and ornate carvings. In the foreground, there are out-of-focus green leaves and pink flowers, adding a natural, soft touch to the architectural scene. A semi-transparent teal rectangle is positioned over the left side of the image, containing the main title and list items.

# 6.

## IMPLEMENTATION

- HIGH PRIORITY ACTIONS
- ACTION ITEMS

This chapter outlines a series of action items that will help the City and County make future decisions, work plans, and funding allocations. The action items provide specific ways for staff, community partners, and others to carry out the plan's goals, policies, and recommendations. These action items are grouped under the plan's four main themes: Identity and Character, Natural Resources, Transportation and Infrastructure, and Land Use.

This list is meant to serve as a guide and may not cover all the ways that staff and the community can work towards implementing this plan. The goal is for this list to be flexible, allowing the City and County to make adjustments, additions, or deletions as needed. This flexibility will enable staff and the community to respond to future opportunities, challenges, or emerging trends throughout the plan's lifespan.

After the Comprehensive Plan is adopted, it is important to monitor the progress of the various items in the implementation table. The City and County should regularly assess progress on implementation action items to ensure that officials, staff, and partner organizations continue to carry out the Comprehensive Plan as intended.

For more information about the plan's structure, see the *Plan Framework* section in the *Background* chapter.

# HIGH PRIORITY ACTIONS

## IDENTITY & CHARACTER

1. Complete a streetscape update to Holmes Street and East Main Street to beautify the existing right-of-way.
2. Consider establishing a rural lands committee to provide recommendations for rural land uses for consideration during zoning code rewrite.

## NATURAL RESOURCES

3. Update the development regulations to require new development to protect water bodies, streams, steep slopes, sensitive landscapes, and habitats.
4. Enhance community connection and access to the Kentucky River, Elkhorn Creek, and their tributaries while preserving the ecological integrity of the areas. This should include exploring opportunities to acquire and develop property for additional water access.
5. Update development regulations to encourage developments and redevelopment projects to implement environmentally sustainable practices and materials including utilizing recycled materials, energy production and conservation methods, and minimal impact development practices that retain important natural features.
6. Update development regulations so that new developments and redevelopment projects will minimize their impact to the area's air quality, water quality, light pollution, noise, and other pollutants and establish mitigation strategies for restoring impacted natural areas.
7. Update development regulations to encourage new development and redevelopment projects to be designed in a manner that preserves and protects the natural topography and other natural features such as trees, woodlands, wildlife, rare, listed and imperiled species, streams, ponds, drainage ways, wetlands, riparian stream buffer zones (or areas), and floodplains (i.e., conservation subdivisions, purchase, or transfer of development rights).
8. Update development regulations to encourage utilizing native species that thrive in the current local climate for landscape planting. Invasive species should be removed from the landscape whenever possible and should not be planted.
9. Develop regulations that protect scenic viewsheds.

10.

Update the City and County subdivision regulations to incorporate reference to 2022 KYTC Complete Streets Manual and Public Rights-of-Way Accessibility Guidelines.

11.

Update the development regulations to reduce the number of required parking spaces, especially for commercial uses; establish regulations for parking lot landscaping that may incorporate bioswales, rain gardens, and other similar elements to reduce stormwater runoff.

12.

Incorporate regulations into the City and County's development ordinances to address renewable energy systems.

13.

Work with existing water and sanitation districts to identify system constraints together with cost effective strategies that support future growth and development plans in the County.

14.

Secure funding to complete goals of the Farmdale Sanitation District, including taking package plants offline and providing Farmdale public sanitary sewer service.

15.

Update the City and County Development Regulations to address what types of residential uses are permitted in each zoning district and consider allowing accessory dwelling units, duplexes, townhomes, facilities for aging adults, and other similar residential unit types in more areas.

16.

Incentivize affordable housing developments within the City and County Development Regulations and through economic benefits such as tax abatement, public private partnerships reduced fees, faster approval processes, etc.

17.

Review and develop incentive programs for infill redevelopment projects using tax credits and other means to offset impediments to project implementation.

18.

Review and revise the development regulations for setbacks, lot coverage, frontage requirements, and other similar elements in the City and County's commercial areas to encourage infill and redevelopment.

19.

Develop regulations for distilleries and bourbon warehouses that implement the recommendations of this plan.

20.

Continue to work with Kentucky Capital Development Corporation towards developing additional industrial lands.


## IDENTITY & CHARACTER ACTION ITEMS

2.1	Expand visual identifiers of important natural, cultural, and historic assets through interpretative signage and other means using the Second Street corridor as a model for implementation.
2.2	Engage with existing residents on an ongoing basis by meeting people where they are in order to seek input in the neighborhoods and commercial areas where these community members live, work, and play.
2.3	Form or continue partnerships with key community groups that can help facilitate planning goals and objectives into tangible actions such as the Chamber of Commerce, the Conservation District, the Tourist Commission, the Kentucky Heritage Council, Kentucky Capital Development Corporation, Downtown Frankfort Inc. and others.
2.4	Implement the recommendations of the Local Foods, Local Places 2019 Community Action Plan for Frankfort, KY relating to local food production and distribution.
2.5	Identify historic neighborhood features and heritage trees for better land-use and development planning and protection.
2.6	Implement equitable practices within the City and County in order to make our community more accepting and supportive of all individuals.
 2.7	Complete a streetscape update to Holmes Street and East Main Street to beautify the existing right-of-way.
2.8	Update the historic preservation guidelines and codes to incorporate the use of alternative and renewable energy systems.
2.9	Continue the effort to be the “Public Art Capital of Kentucky” including implementation of the recommendations and Priority Action Plan contained within the Frankfort Arts Master Plan.
 2.10	Consider establishing a rural lands committee to provide recommendations for rural land uses for consideration during zoning code rewrite.
2.11	Create rural land strategy - to manage long term viability for environmental health, agriculture, and opportunity for future urban growth.
2.12	Create and implement countywide historic preservation strategy



**HIGH PRIORITY ACTIONS**



## NATURAL RESOURCE ACTION ITEMS

3.1	Celebrate and brand the “Riverlands” as an ecological asset and adventure recreation destination.
3.2	Seek designation of the following: National Recreation Trail designation for the Kentucky River and Elkhorn Creek, and the Elkhorn Creek on the National Wild and Scenic River Inventory.
3.3	Encourage farmers to implement USDA’s Natural Resources Conservation Service’s (NRCS) recommendation of planting native filter strips/buffers to intercept field runoff, plant cover crops to reduce soil erosion and hold nutrient in place and implement no-till practices to reduce soil erosion and improve water infiltration capacity.
3.4	Adopt a Stream (Riparian)/Wetland Buffer Overlay throughout the County to establish a forested buffer and protect waterbodies, floodplains, wetlands, alluvial deposits, and steep slopes along the Kentucky River, Elkhorn Creek, major tributaries, and wetlands.
3.5	Collaborate with Woods and Waters Land Trust, Bluegrass Land Conservancy, and other similar organizations to protect farmland, forestland, wetlands, riparian edges, and streams, especially those with exceptional water quality within the County with conservation easements.
 3.6	Update the development regulations to require new development to protect water bodies, streams, steep slopes, sensitive landscapes, and habitats.
3.7	Create a countywide greenways and blueways plan. This plan should identify locations to create public canoe/kayak launches for water (blueway) trail recreation
3.8	Work with the MS4 program to reduce and manage stormwater runoff to mitigate nonpoint source pollution, flooding, and erosion within the City and County through innovative gray and green infrastructure solutions.
3.9	Maintain and improve the quality and health of the current tree canopy and heritage trees through stewardship, development regulations and public education.
3.10	Develop tree canopy goals (county-wide, land use-based, and/or neighborhood level) and increase canopy cover equitably among communities to intercept stormwater, reduce air pollution, energy consumption, and urban heat island impacts, and provide community beautification and investment.





### HIGH PRIORITY ACTIONS

## NATURAL RESOURCE ACTION ITEMS

<b>3.11</b>	Establish mitigation strategies for restoring impacted natural areas.
 <b>3.12</b>	Enhance community connection and access to the Kentucky River, Elkhorn Creek, and their tributaries while preserving the ecological integrity of the areas. This should include exploring opportunities to acquire and develop property for additional water access.
<b>3.13</b>	Encourage multi-jurisdictional agreements to protect sensitive lands, hold conservation easements, manage properties, fund parks, trails, and open space projects.
<b>3.14</b>	Continue public and private partnerships to offer river-oriented programs.
<b>3.15</b>	Enhance community connection and access to public parks, open space, and greenways within the City and the County.
<b>3.16</b>	Continue to implement the 2021 Frankfort Parks, Recreation, and Historic Sites Master Plan.
<b>3.17</b>	Continue to identify opportunities for new parks that serve each area of the county and are connected by regional trails.
<b>3.18</b>	Consider signing on to the 10-Minute Walk Mission by the Trust for Public Land (TPL) and National Recreation and Parks Association (NRPA) to show city's commitment to connectivity and access to parks (Frankfort Parks, Recreation, and Historic Sites MP (2021)).
 <b>3.19</b>	Update development regulations to encourage developments and redevelopment projects to implement environmentally sustainable practices and materials including utilizing recycled materials, energy production and conservation methods, and minimal impact development practices that retain important natural features.
 <b>3.20</b>	Update development regulations so that new developments and redevelopment projects will minimize their impact to the area's air quality, water quality, light pollution, noise, and other pollutants and establish mitigation strategies for restoring impacted natural areas.
 <b>3.21</b>	Update development regulations to encourage new development and redevelopment projects to be designed in a manner that preserves and protects the natural topography and other natural features such as trees, woodlands, wildlife, rare, listed and imperiled species, streams, ponds, drainage ways, wetlands, riparian stream buffer zones (or areas), and floodplains (i.e., conservation subdivisions, purchase, or transfer of development rights).

 **HIGH PRIORITY ACTIONS**

## NATURAL RESOURCE ACTION ITEMS

 <b>3.22</b>	Update development regulations to encourage utilizing native species that thrive in the current local climate for landscape planting. Invasive species should be removed from the landscape whenever possible and should not be planted.
 <b>3.23</b>	Develop regulations that protect scenic viewsheds.
<b>3.24</b>	Strive to be a resilient community and take steps to reduce the impacts of climate change: Continue to support and implement the 2021 Clean Energy Resolution ("Frankfort 100" adopted by the Board of Commissioners) recommendations with the goal of achieving completely clean energy across Frankfort, including all government operations by 2030 (Link to Transportation & Infrastructure); Support the development of a countywide climate action plan.
<b>3.25</b>	Retain open space in flood plains to preserve the area's ability to absorb or redirect floodwaters.
<b>3.26</b>	Explore the possibility of local regulations to prohibit the sale of invasive species.
<b>3.27</b>	Encourage farmers to adopt Agriculture Water Quality Plans to protect surface and ground water resources from pollution from agricultural and forestry activities while preventing soil and nutrient loss.



### HIGH PRIORITY ACTIONS





## TRANSPORTATION & INFRASTRUCTURE ACTION ITEMS

4.1	Continue to monitor the condition of public infrastructure in order to make improvements or repairs equitably across the City and County.
4.2	Improve ADA accessibility in public spaces.
4.3	Connect disconnected networks (i.e., sidewalks and road stubs).
4.4	Identify areas where sidewalk enhancements are needed, such as extensions, repairs, widening, etc.
4.5	Develop Capital Improvement Plans to support orderly expansion of water and sewer infrastructure for future growth objectives.
4.6	Maintain, update, and implement priorities as outlined in the City of Frankfort and Franklin County Pedestrian and Bicycle Master Plan.
4.7	Continue to implement the Frankfort Walk-Bike Plan trail recommendations. Build bike and ped infrastructure per the projects identified in the Master Plan.
4.8	Partner with KYTC Bicycle and Pedestrian Coordinator to explore opportunities for implementation of "Share the Road" signage on appropriate roadways as identified in the Statewide Bicycle and Pedestrian Master Plan.
4.9	Develop a thoroughfare plan that identifies locations for planned future roadways and update the City and County's existing roadway classifications with required right-of-way widths for each.
4.10	Develop monitoring programs and reporting for key transit service performance metrics with opportunities for public comment and input.
 4.11	Update the City and County subdivision regulations to incorporate reference to 2022 KYTC Complete Streets Manual and Public Rights-of-Way Accessibility Guidelines.
4.12	Encourage that new developments establish walkable connections between other neighborhoods and community destinations such as shopping, schools, parks, and open spaces.
4.13	Ensure pedestrian facilities (sidewalks and crosswalks) are equitably provided.



**HIGH PRIORITY ACTIONS**

## TRANSPORTATION & INFRASTRUCTURE ACTION ITEMS

4.14	Continue to implement the MS4 program.
 4.15	Update the development regulations to reduce the number of required parking spaces, especially for commercial uses; establish regulations for parking lot landscaping that may incorporate bioswales, rain gardens, and other similar elements to reduce stormwater runoff.
4.16	Consider regulations for electric vehicle charging stations.
 4.17	Incorporate regulations into the City and County's development ordinances to address renewable energy systems.
 4.18	Work with existing water and sanitation districts to identify system constraints together with cost effective strategies that support future growth and development plans in the County.
 4.19	Secure funding to complete goals of the Farmdale Sanitation District, including taking package plants offline and providing Farmdale public sanitary sewer service.
4.20	Evaluate effectiveness of existing transit service for low-income populations and underserved areas of the community and identify recommended enhancements to address unmet needs.
4.21	Identify pathways that follow along major rivers and streams to take advantage of existing and proposed bridges and crossings; use abandoned rail corridors; and connect to community assets and state and national recreational and cultural trails and corridors.
4.22	Apply access management principles with future roadway improvements.
4.23	Promote gateway aesthetic improvements to enhance sense of place.
4.24	Utilize grant programs for local roadway improvement projects that mitigate safety and congestion issues.



### HIGH PRIORITY ACTIONS



## LAND USE ACTION ITEMS

 <b>5.1</b>	Update the City and County Development Regulations to address what types of residential uses are permitted in each zoning district and consider allowing accessory dwelling units, duplexes, townhomes, facilities for aging adults, and other similar residential unit types in more areas.
 <b>5.2</b>	Incentivize affordable housing developments within the City and County Development Regulations and through economic benefits such as tax abatement, public private partnerships reduced fees, faster approval processes, etc.
 <b>5.3</b>	Review and develop incentive programs for infill redevelopment projects using tax credits and other means to offset impediments to project implementation.
 <b>5.4</b>	Review and revise the development regulations for setbacks, lot coverage, frontage requirements, and other similar elements in the City and County's commercial areas to encourage infill and redevelopment.
<b>5.5</b>	Review and revise the development regulations to require major site redevelopments meet the updated regulations regarding access points and locations, landscaping, building materials, and other similar items.
<b>5.6</b>	Review and revise the zoning districts and permitted/conditional uses to promote a wider range of uses in certain areas in order to promote mixed use developments and redevelopment opportunities of vacant or underutilized properties.
<b>5.7</b>	Review and revise the development and design standards to add design standards for new and major redevelopment projects, enhanced landscaping requirements, and site design strategies.
<b>5.8</b>	Incentivize redevelopment projects to upgrade existing sites with sustainability elements, additional landscaping, or updated building materials or design by allowing reduced setbacks, increased building heights, or other similar tactics.
<b>5.9</b>	Establish development regulations that have an emphasis on locating buildings close to the road and sidewalks while parking areas should be located behind buildings.
<b>5.10</b>	Encourage adaptive reuse, infill development and the redevelopment of brownfield and greyfield properties to reduce sprawl and limit demand for greenfield development in ecologically sensitive areas.



**HIGH PRIORITY ACTIONS**

## LAND USE ACTION ITEMS

<b>5.11</b>	Encourage the reduction of energy costs through more efficient development patterns and transportation modes.
<b>5.12</b>	Update the development regulations to align with the recommendations of the Holmes Street Corridor Study including permitted uses, lot sizes, and setbacks.
 <b>5.13</b>	Develop regulations for distilleries and bourbon warehouses that implement the recommendations of this plan.
<b>5.14</b>	Update zoning and development regulations to ensure that new development complements the character, scale, and intensity of the area in which it is located by requiring buffering between land uses, design standards, appropriate setbacks, and other similar approaches.
 <b>5.15</b>	Continue to work with Kentucky Capital Development Corporation towards developing additional industrial lands.
<b>5.16</b>	Encourage new development to be designed for resiliency and adaptation.
<b>5.17</b>	Consider establishment of urban service boundaries.



### HIGH PRIORITY ACTIONS



# GLOSSARY

## **Accessory Dwelling Units**

A separate, complete housekeeping unit with a separate entrance, kitchen, sleeping area, and full bathroom facilities, which is an attached or detached extension to an existing single-family structure.

## **Access Management**

A set of policies and standards that manage the number and location of access points (driveways) on the public road system.

## **Adaptive Reuse**

The process of converting buildings that have outlived their original purpose to accommodate new uses. (American Planning Association)

## **ADA (Americans with Disabilities Act) Accessibility**

Ensuring that those with disabilities have free and full access to the same programs, services, and areas as those without disabilities do, and without discrimination. (ADA Solutions)

## **Affordable Housing**

Housing for sale or rent that is attainable for middle- to low-income households without costs exceeding 30% of gross household income.

## **Agrotourism**

A form of commercial enterprise that links agricultural production and/or processing with tourism to attract visitors onto a farm, ranch, or other agricultural business for the purposes of entertaining or educating the visitors while generating income for the farm, ranch, or business owner. (United States Department of Agriculture)

## **Best Management Practices (BMPs)**

Measures that are put in place to reduce the negative impact of development on the quality of surface water. They encompass policies, practices, procedures, or physical structures designed to minimize environmental harm. BMPs can be grouped into two categories: structural, which involve physical installations, and non-structural, which encompass techniques and protocols.

## **Brownfields**

Brownfields are previously developed sites that may be contaminated from previous uses; in such cases, environmental remediation can ensure that infill developments remove potential harmful impacts to people.

## **Complete Streets**

An approach to planning, designing, and building streets that enables safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. (Smart Growth America)

## Conservation Easement

A voluntary conservation agreement between a landowner (donor) and a qualified governmental entity or non-profit organization like a land trust (donee). When a person donates or sells a land conservation easement to a land trust, they permanently extinguish certain development rights, while binding future owners of the land to the term stated in the agreement. Perpetual easements help to protect natural and agricultural lands, wildlife habitats, and scenic views while keeping them in private ownership. Each conservation easement is individually written to meet the needs and interests of the landowner. It may cover the entire property or a portion of it, such as the land along the shore of a lake or stream, leaving the option of development open for the remaining park. Permissible land use practices, such as farming, hunting, future home site development are stated in the agreement, in addition to non-permitted practices such as commercial development. (Coalition of Ohio Land Trusts).

## Easement

Easements allow individuals, corporations, governments, or the public to use a piece of property belonging to a separate individual or entity for a specific purpose or general purposes. (Planetizen)

## Gentle Density

An urban development term, gentle density focused on slightly increasing the number and variety of homes in existing single family detached neighborhoods. Gentle density seeks to optimize land use while offering more housing opportunities in neighborhoods without changing their character and feel.

## Green Infrastructure

Mimics nature and captures rainwater where it falls, using plants, soils, or other pervious surfaces to filter and absorb stormwater where it falls. Green infrastructure elements can be woven into communities at several scales. Examples at the urban scale could include a rain barrel up against a house, a row of trees along a major city street, or greening an alleyway. Neighborhood scale green infrastructure could include acres of open park space outside a city center, planting rain gardens or constructing a wetland near a residential housing complex. At the landscape or watershed scale, examples could include protecting large open natural spaces, riparian areas, wetlands or reforesting steep hillsides. When green infrastructure systems are installed throughout a community, city or across a regional watershed, they can provide cleaner air and water as well as significant value for the community with flood protection, diverse habitat, and beautiful green spaces. (United States Environmental Protection Agency)

## Greenfield Property

Land that has never been built on, often located in rural areas.

## Greenway

A linear strip of undeveloped land, usually near an urban area, that is set aside for recreational use or environmental protection.

## Greyfields

Outdated developments that no longer serve community needs, such as standalone buildings, vacant shopping strips, large malls, and parking lots. (American Planning Association)

## Grey Infrastructure

Traditional stormwater infrastructure in the built environment, such as gutters, drains, pipes, and tunnels, historically used by communities to move stormwater away from communities towards treatment plants or local waterbodies. (United States Environmental Protection Agency)

## Heritage Trees

A heritage tree is typically a large, individual tree with unique value, which is considered irreplaceable. The major criteria for heritage tree designation are typically age, rarity, and size as well as aesthetic, botanical, ecological, and historical value.

## Historic Resources

Sites, districts, buildings, structures, and objects significant in to national, state, and local history, architecture, archaeology, engineering, and culture. (National Resource Conservation Service)

## Infill Development

A planning approach that reactivates underutilized buildings and property (i.e., vacant buildings, unused parking lots).

## MS4 Program (Municipal Separate Storm Sewer System)

The Municipal Separate Storm Sewer systems (MS4) Program is responsible for the regulation of polluted stormwater runoff that is commonly transported through MS4s, from which it is often discharged untreated into local waterbodies. To prevent harmful pollutants from being washed or dumped into an MS4, operators must obtain a National Pollutant Discharge Elimination System (NPDES) permit and develop a stormwater management program. (Kentucky Division of Water)

## Nature Recreation Tourism

Tourism based on the natural assets of an area that immerses visitors in a rich natural, cultural, or historical experience. Nature-based recreation tourism promotes conservation by placing increased value and providing incentive for local communities and landowners to conserve wildlife habitats upon which the industry depends. Examples of nature recreation tourism can include, but are not limited to, hiking, biking, camping, rock climbing, hunting, boating, fishing, birdwatching, photography.

## Nonpoint Source Pollution

Is caused by rainfall or snowmelt moving over and through the ground. As the runoff moves, it picks up and carries away natural and human-made pollutants, depositing them into lakes, rivers, wetlands, coastal waters, and ground

waters. (United States Environmental Protection Agency).

## Package Wastewater Treatment Plant

Package plants for the purpose of wastewater treatment are pre-manufactured treatment facilities that are used to treat wastewater generated from small communities, neighborhoods, and in some cases on individual properties for flows that range from 0.002 MGD (million gallons per day) up to 0.50 MGD (Metcalf and Eddy, 1991).

## Prime Farmland

Land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. It could be cultivated land, pastureland, forestland, or other land, but it is not urban or built-up land or water areas. The soil quality, growing season, and moisture supply are those needed for the soil to economically produce sustained high yields of crops when proper management, including water management, and acceptable farming methods are applied. In general, prime farmland has an adequate and dependable supply of moisture from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, an acceptable salt and sodium content, and few or no rocks. The water supply is dependable and of adequate quality. Prime farmland is permeable to water and air. It is not excessively erodible or saturated with water for long periods, and it either is not frequently flooded during the growing season or is protected from flooding. Slope ranges mainly from 0 to 6 percent. Prime farmland is of major importance in meeting the Nation's short- and long-range needs for food and fiber. A recent trend in land use in some areas has been the loss of some prime farmland for industrial and urban uses. The loss of prime farmland to other uses puts pressure on marginal lands, which generally are more erodible, droughty, and less productive and cannot be easily cultivated (United States Department of Agriculture).

## Public Infrastructure

Infrastructure facilities, systems, and structures that are government-owned, developed, and operated, including but not limited to roads, sidewalks, water supply, water management, power and energy sources, telecommunications, schools, and parks.

## Renewable Energy Systems

Energy derived from natural sources that are replenished at a higher rate than they are consumed. Sunlight, wind, hydropower, geothermal, and bioenergy, for example, are such sources that are constantly being replenished, and creates far lower emissions than burning fossil fuels. (United Nations Climate Action)

## Riparian Areas

Riparian areas are lands adjacent to streams, lakes, and shorelines. They bridge the gap between land and water ecosystems, connecting waterbodies to the surrounding land. These areas play a crucial role in managing water

movement and quality, offering various ecological functions and services that enhance or uphold the condition of nearby water sources.

## Sanitation District

A sanitation district is a legally defined service area to provide for the collection and disposal of sewage produced within the district as authorized by the Energy and Environment Cabinet's Commissioner of Sanitation Districts, subject to the conditions of Kentucky Revised Statute (KRS) sections 220.010 to 220.520, and under the authority of the fiscal court(s) of the county(s) having jurisdiction as adopted by ordinance.

## Scenic Overlay

Set of standards that protect significant viewsheds and establishes landscaping to preserve and enhance identified scenic resources.

## Smart Growth

Smart growth is an overall approach to development that encourages a mix of building types and uses, diverse housing and transportation options, development within existing neighborhoods, and robust community engagement. Ten principles, outlined by Smart Growth America, are considered the foundation of a smart growth approach:

1. Mix land uses
2. Take advantage of compact design
3. Create a range of housing opportunities and choices
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas
7. Direct development towards existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair, and cost-effective
10. Encourage community and stakeholder collaboration in development decisions

## Stormwater Runoff

Generated from rain and snowmelt that flows over land or impervious surfaces such as paved streets, parking lots, and building rooftops, and does not soak into the ground. Runoff can pick up and deposit pollutants like trash, dirt, bacteria, heavy metals, and other pollutants into streams, lakes, and groundwater.

(United States Environmental Protection Agency).

## Stormwater Management

Strategies to control the flow of rainwater during storms, aiming to decrease erosion, maintain water quality, prevent flooding, and counteract the negative impacts of land use changes on aquatic ecosystems downstream.

## Sustainability

The use, development, and protection of all our resources in a manner that does not deplete them. Sustainability initiatives or policies enable the residents of Franklin County to meet their current needs and maintain a fulfilling quality of life without compromising the opportunity or foregoing the ability for future residents to do the same. Sustainability links the environment, economy, and social equity together as an action in any one of these areas will have consequences on the others, whether anticipated or not.

## Sustainable Growth

Planning approach that aims to balance the social and economic needs of present and future human generations while preserving, or preventing unnecessary damage to, the natural environment. (Britannica)

## Thoroughfare Plan

A transportation planning tool that provides guidance on configuring the transportation system to support the community's future needs and is the long-range plan for major transportation facilities.

## Traffic Impact Studies

A planning tool that municipalities or governmental agencies may require to assess how the added traffic from a development will affect vehicles, pedestrians, and residents now and in the future. These studies help reviewers make decisions regarding land zoning, special land uses, subdivisions, and other developments that may negatively impact traffic flow.

## Viewsheds

An area of land, or environmental scenery, that is visible by the human eye from a vantage point.

## Walkability

A pedestrian-friendly environment which promotes and supports safe, convenient, and pleasant access to desired locations.

## Water District

A water district is a legally defined service area for the provision of potable water service that is authorized by the Public Service Commission and established by adopted ordinance with a metes and bounds description through action of the Fiscal Court within the County(s) of the proposed district as enabled under KRS 65.810.

