

Downtown Frankfort Community Engagement/Master Planning Process

November 2018



The Spirit of Downtown Frankfort



architecture
urban design

GAMBLE
ASSOCIATES

ACKNOWLEDGEMENT

The Downtown Frankfort Community Engagement and Master Planning process was undertaken through the funding and the support of the City of Frankfort and the Franklin County Fiscal Court. Numerous City and County officials and staff members provided both assistance and oversight of the process, as well as Downtown Frankfort, Inc. and the Kentucky Capital Development Corporation.

In addition, hundreds of Frankfort residents were actively engaged in the process and provided invaluable information, insight, perspective, suggestions, and comments; all were invaluable in the crafting of a vision for Frankfort's future that reflects the attitudes and aspirations of Frankfort's citizens and public officials.





Downtown Frankfort, Kentucky

BACKGROUND

Downtown Frankfort is truly at a historic crossroads in its development. A charming, authentic downtown in the Commonwealth of Kentucky's capital city has had a rich history since its founding as a "ford" across the Kentucky River in a visually stunning limestone valley; home to some of the most prestigious bourbon distilleries in the world. Its historic downtown has, admirably, retained much of its historic fabric and charm, and has avoided the ravages of urban renewal that have left gaping holes in many similar cities. However, the imposition of the inappropriately scaled Capital Plaza development in the 1970s and the development of the State office complex on the north side of the downtown area - while providing much needed economic benefits - have combined to disconnect the historic downtown from these other areas, as well as creating major obstacles to its ability to seamlessly connect to its riverfront and other parts of the City.

The decision of the Commonwealth of Kentucky to demolish the Capital Plaza complex has provided a new and unique opportunity for downtown Frankfort to repair these disconnections as well as provide acreage for new development in the downtown area. In addition, the Commonwealth has decided not to undertake this in a vacuum, but rather to do so in partnership with the City of Frankfort, Franklin County, as well as the citizens of the

community. Under an equally unique arrangement, the Commonwealth requested that the community undertake a public process to determine what it believes to be the most appropriate redevelopment strategy for the parcels of Capital Plaza that will remain after the Plaza demolition and a new State Office Building and Garage is completed.



Capital Plaza Original Design Plan

This represents a literally “once-in-a lifetime” opportunity: to not only remove a major physical intrusion in the downtown that – in spite of its well-intentioned goals at the time – has proven to be a major barrier to its health and vitality, but in addition to provide a major new downtown development opportunity.



Capital Plaza prior to demolition

This is an opportunity that the public officials and citizens of Frankfort and Franklin County have not taken lightly. Rather than merely undertaking an analysis of the Capital Plaza property, the community determined that the future of this

property and its potential benefits were *far greater than the boundaries of the property itself*. In fact, this presented a much broader opportunity to evaluate the entirety of downtown Frankfort, to best determine not only the development potential of Capital Plaza but the possibilities that were now presented across the downtown area.

As a result, the City of Frankfort and Franklin County engaged the firms of CityVisions Associates and Gamble Associates to undertake a Downtown Frankfort Community Engagement and Master Planning Process. The analysis, findings and recommendations of that process are presented herein.

A New Spirit Infusing Downtown Frankfort

COMMUNITY CONVERSATION

Tuesday - May 8, 2018 - 5:30pm
Mitchell Building - 317 West Broadway

Please join the continuing Community Conversation regarding the next phase of the Downtown Master Planning and Community Engagement Initiative. The energy and excitement exhibited during the initial round of Conversations has been palpable, and this momentum will surely continue, as we review the aspirations of the community and the principles for downtown's future. Once again, the meeting will showcase another of downtown Frankfort's exciting renovation projects, the Mitchell Building on Broadway. Additional information can be found at:
www.spiritofdowntownfrankfort.com



COMMUNITY ENGAGEMENT

The Master Plan initiative included as a major component a community engagement process that involved interaction with hundreds of community residents interested in the future health and vitality of downtown Frankfort. This outreach included numerous one-on-one and small group meetings and interviews, major Community Conversations public meetings and presentations, the development of an interactive web site, presentations to community groups, community surveys (including the On the Table initiative), and specific focus groups. Discussions centered on *both* the Capital Plaza area and the entirety of downtown.

This process, not surprisingly, resulted in numerous comments regarding citizens' aspirations for downtown, their concerns, their likes and dislikes, and specific recommendations for improvements to the downtown. Most people were proud of the downtown area, and appreciated its charm and character. Among the more common comments were the following:

- Downtown has retained and preserved its historic character
- Comfortable pedestrian scale
- Sense of beauty and history
- Safe
- Friendly
- Shops and restaurants are primarily local with interesting products
- Very distinctive downtown atmosphere
- *“we have history in every street and alley.”*
- *“ we have a downtown on the cusp of a new era of growth and activity.”*

There was also a sense of frustration that downtown was a “hidden gem” in that few people outside of the community, and many that visit Frankfort for state business or as tourists, don’t really know that downtown Frankfort exists.

The community engagement process did result in many suggestions as to potential improvements to downtown Frankfort. Among these were the following:

- More downtown events
- More museums/attractions
- Boutique hotel
- New YMCA
- Restore street grid to Capital Plaza area
- New Convention Center
- Bourbon-themed attractions
- More parking
- Tourist Boat
- Create a Central Square
- Reuse Historic Depot
- Reuse Old Post Office Building
- Extend Washington Street
- Convert to Two-Way Streets
- Better connect Buffalo Trace to downtown
- Additional boat docks
- Activate Blanton Landing
- Improve pedestrian/bike environment on/adjacent to Capital Bridge
- “Fix” Ann St/Broadway Intersection

STRENGTHS AND WEAKNESSES

Any downtown area, regardless of how healthy and vibrant, contains a variety of strengths and weaknesses. Downtown Frankfort is no exception. An analysis of its strengths is necessary to identify those elements to build upon. Conversely, an honest assessment and identification of its weaknesses enables a determination to be made as to what is most necessary to reduce and/or eliminate these as obstacles for future economic health and vitality.

Downtown Frankfort Strengths

- Local character
- Local and unique retail shops
- Low housing costs
- Friendly people and merchants
- Safety
- Easy parking
- Pic Pac
- Growing Arts Scene
- Downtown Events

- Historic neighborhoods
- Downtown YMCA
- Kentucky State University
- Lots of state office workers
- Farmer's Market
- Grand Theater

Downtown Frankfort Weaknesses

- Not enough restaurants
- Weak retailing
- Lack of brewpubs
- Nothing open on Sundays (including Visitor Center)
- Not enough people working downtown
- State workers don't frequent downtown
- Downtown rents are low (making redevelopment difficult)
- Zoning and approval process too hard
- KSU doesn't have a downtown presence
- High speed of traffic on Second Street
- River flooding inhibits development

Downtown Frankfort Guiding Principles

As part of the community engagement process, a great deal of discussion, interaction, and work group deliberations were initially focused on the principles that should inform and guide the evaluation of specific downtown improvement strategies. While there may be differences of opinions as to specific improvements, there was in fact a great deal of agreement on the *impacts* of downtown initiatives. What type of downtown was likely to result from individual actions, as opposed to the actions themselves? What kind of downtown did most citizens want it to be?

By focusing initially on a common set of shared principals, improvement strategies, public initiatives, private development, and community priorities are best able to be analyzed as to their overall impact on the future health and benefit to downtown. In addition, the impact of market forces and development economics can be integrated into approaches that may take time to bear fruit, but will in the long term advance these principals and help downtown Frankfort achieve the “sense of place” that its citizens demand.

As a result of these discussions, consensus was reached on the following set of downtown’s guiding principles:

- *Better Engage with the Riverfront*
- *Strengthen a Sense of Frankfort’s identity’*
- *Encourage Walkability*
- *Foster Greater Connectivity*
- *Establish a Range of Housing Options*
- *Improve Traffic and Circulation*
- *Provide a Mix of Uses*
- *Create More Usable Public Space*
- *Respect the Historic Scale of Downtown*
- *Increase Bourbon/Cultural Tourism*

Better Engage with the Riverfront

Frankfort's history is indelibly tied to the Kentucky River and the River uniquely provides downtown Frankfort with two distinct riverfronts. However, over time the River has not been optimized as the major downtown asset that it historically has been. Efforts to better engage with the River should be a high priority, providing increased opportunities to view the River, to recreate along the River, and to be on the River...for both citizens and tourists alike.

Along the West Riverfront, the development of a community boathouse - providing increased opportunities for the public to engage with the river - will celebrate Frankfort's connection to the Kentucky River, highlight its connection to limestone and bourbon, and be the first civic structure that is seen when entering downtown. Creating a new mixed-use development along the riverfront also will provide residents and tourists with a variety of ways to better engage with the River. On the South Riverfront, providing new viewing areas at the end of Ann Street and adjacent to the boat ramp will further connect the River to those in the heart of downtown.

Strengthen a Sense of Identity

Downtown Frankfort is a charming place that fortunately has retained a strong sense of its historic core. Its historic building fabric remains largely in place; there are relatively few "missing teeth" along its streets; and its authenticity and charm are evident. Nonetheless, other aspects of its character and identity are either hidden or not to be found in the downtown area: its connection to the River, the stunning limestone formations that are so evident as one drives into downtown, and the importance of the bourbon industry. Visual clues and other references to these important community character elements are largely missing. In addition, the railroad tracks along Broadway are not highlighted as a unique feature of its downtown, and the portion of downtown populated by state offices offers little sense of Frankfort's historic identity.

Opportunities to celebrate its unique identity abound. Opening up connections to the River, engaging limestone and wood as building materials, integrating public art elements that infuse the character of Frankfort into its streetscape, new water features, and an integrated identity program will in aggregate reinforce the uniqueness of downtown Frankfort as a place that is proud of its identity and authenticity.

Encourage Walkability

Today's active and thriving downtowns are those that provide a comfortable and enjoyable pedestrian experience. Impediments to walkability severely limit the vibrancy and economic vitality of a downtown. While the historic downtown portion of Frankfort provides such walkability, there are impediments in walking to and from adjacent areas. These impediments include non-connecting streets, the need to navigate steps and grade changes, wide and high-speed one-way streets, traversing the rail tracks along Broadway, and lack of adequate and welcoming signage. In addition, the two hour on-street parking limit reduces the ability to spend a great deal of time on foot enjoying the downtown and all of its charm.

The removal of the Capital Plaza podium will go a long way to improve the walkability of downtown Frankfort, as long as its new development re-integrates this area into the downtown grid system and retains a more walkable and pleasant two-way street environment. Enhancements to the rail tracks along Broadway are also recommended, as well as a more pleasant and continuous pedestrian and bikeway trail system through and around downtown.

Foster Greater Connectivity

Downtown Frankfort is often identified - quite accurately - as a "hidden gem." One major reason why it is hidden is that it is extremely difficult to get to...on foot, by car, by bicycle. The rail tracks, the Capital Plaza podium, the lack of access to the River, the circulation system, and the proliferation of turning prohibitions all combine to reduce downtown's visibility and its ability to connect to its adjacent areas. These adjacent areas contain a very large number of residents, office workers, and tourists; instead of adding to the economic vitality of downtown, many of them are bypassing downtown entirely.

Fortunately, there are a myriad of initiatives designed to better connect downtown Frankfort and "open up" this hidden gem: the removal of the Capital Plaza podium and re-establishment of the downtown grid; improved connections to the riverfronts; the elimination of the one-way traffic flow around and out of downtown; the ability to turn *into* downtown from Broadway; the establishment of a new downtown "activity node" at Ann/Broadway; and the expansion of the pedestrian and bicycle trail system.

Establish a Range of Housing Options

All vibrant and active downtowns contain a core group of downtown residents, and any downtown revitalization strategy to be successful and sustainable must prioritize downtown housing. There appears to be significant demand for housing in downtown Frankfort, but the range of price points and style options remain rather limited. The ability to establish a wider range of housing options, within reasonable absorption numbers, should be a high priority for downtown Frankfort.

There are many buildings in the downtown core suitable for adaptive use into housing units on their upper floors. While the economics of such conversion currently are challenging, public and private support mechanisms and incentives should prioritize residential units. The redevelopment of Parcel B of the Capital Plaza site provides a unique opportunity to substantially increase the housing supply in downtown, in a phased, block-by block approach that reflects – and respects rather than attempts to overwhelm – the market demand. The combination of these two strategies will, over time, build the number of people living downtown.

Improve Traffic and Circulation

One of the major challenges to the economic health of downtown Frankfort is its traffic flow and configuration, which currently does not prioritize access into and out of downtown. In fact, its current design encourages traffic to bypass downtown. The system's one-way street patterns, its prohibition of turns into the downtown area, and the lack of signage encouraging and welcoming drivers into downtown combine to make accessibility a major impediment to downtown's overall health.

Refinements and alterations to the circulation system designed to improve access into and out of downtown should be prioritized. These include retaining the current temporary two-way traffic flow on Clinton and Mero Streets, and in addition converting Ann and High Streets to two-way; extending Washington Street north to Mero; allowing right hand turns from Broadway to St. Clair, and revisiting the two-way potential of Main Street, especially to allow entry into downtown from Wilkinson Boulevard. The establishment of an extensive network of user-friendly and directional signage directing and welcoming traffic into downtown must accompany these revisions to the circulation system.

Provide a Mix of Uses

Active and robust downtown areas – regardless of size – are characterized by a mix of uses: in districts, along streets, and in individual buildings. Historic downtown Frankfort is characterized in this way; unfortunately, the State office complex and the Capital Plaza have not been. Nevertheless, opportunities currently exist to add to and reinforce the mixed-use character of downtown, re-establish this pattern in the Capital Plaza redevelopment, and create a new mix of uses along the riverfront.

Single purpose buildings, such as office buildings, conference centers, health and recreational facilities, and even parking facilities, should be discouraged. Instead, efforts should be made to integrate a variety of uses into new or repurposed property: a mix of residential, restaurants, neighborhood commercial in the new Capital Plaza block-by-block development; hospitality, conference facilities, health and wellness, and parking at the riverfront site; first floor retail and upper floor residential in the rehabilitation of downtown buildings; even seasonal and/or “pop-up” uses in front of and atop the Sullivan Square Garage.

Create More Usable Public Space

Successful downtowns contain strategically located and well programmed public spaces. While this is often correlated with the amount of “green space,” this is not necessarily the case. Downtown Frankfort and its surrounds contain quite a bit of green space: Morris Park at Fort Hill Park, River View Park, and Frankfort Cemetery. But not all of these green spaces are well utilized and/or easily accessible downtown “public spaces.” The Old State House Lawn is an example of a well-used downtown public space amenity. It is actively programmed, well located, and serves a variety of uses. A number of places in downtown are extremely well located, but currently are not as optimized as usable public space. Foremost among these are Craille Gardens adjacent to the History Center, River View Park on both sides of the River, with more active uses within it (such as a new Boathouse, a relocated Farmers Market, a downtown sculpture park), improved connections to Fort Hill, a redesigned “true” boulevard along Wilkinson, and a proposed new downtown public space at the intersection of Ann and Broadway.

Respect the Historic Scale of Downtown

Much of the charm and authentic nature of historic downtown Frankfort is a result of the scale of the area; over time this scale has fortunately not been interrupted by new facilities or demolition of properties for surface parking. Most of downtown Frankfort's streets contain a mix of two, three, and four-story buildings interacting in an interesting and comfortable manner. While this scale changed dramatically at the Capital Plaza and north to the state office complex, the removal of Capital Plaza provides an opportunity to replace it in ways that reinforce the downtown scale and reintegrate this development parcel into the downtown fabric.

New development proposed for downtown is suggested to be undertaken within typical downtown block sizes, reconnected by public streets and alleys. Development is recommended to be undertaken within the scale of downtown, with similar mixes of two, three, and four-story structures, perhaps as high as five adjacent to the state office complex, if demand warrants. A mix of ground level commercial activity and upper story residential also reflects and respects the historic fabric of downtown.

Increase Bourbon/Cultural Tourism

The rapid increase in the Commonwealth's Bourbon tourism, combined with national trends of cultural tourism growth, has positioned downtown Frankfort well to become a regional tourism "headquarters." Its location at the nexus of multiple heavily visited bourbon distilleries, the Josephine Sculpture Park, and even the West Six Farm, brings large numbers of people into downtown's proximity. And the charm and authenticity of historic downtown Frankfort only adds to its desirability.

However, today's cultural tourists are far more sophisticated, and seek not just attractions to visit, but overnight locations that extend the visitor experience. With nearby communities upping their game in this regard, Frankfort must up its game as well in order to optimize its desirability as a tourism destination. The potential to offer distillery access on the River provides downtown Frankfort with a distinct advantage over other locations. Current hospitality facilities are inadequate in quality and environment to meet tourism needs, and an additional number and variety of micro-distilleries, brew pubs, bourbon bars and restaurants, and additional cultural attractions are necessary. These should be given high priority in the overall tourism attraction strategy.

MASTER PLAN MAJOR RECOMMENDATIONS

Capital Plaza

The de-construction of the Capital Plaza represents a unique and significant opportunity for the City of Frankfort, removing a major disruption in the fabric of downtown Frankfort that has negatively impacted the connectivity of downtown for decades. A large majority of citizens strongly suggested that this area be re-integrated into downtown's grid system, extending Washington Street, and improving connections across Broadway, to the state government complex, the Kentucky River and Wilkinson Boulevard.

Given market conditions in downtown Frankfort, the re-establishment of the downtown grid provides the framework for the most economically viable redevelopment strategy for Parcel B: a multi-phased block-by-block approach that can best respond to market conditions at each phase. A mixed-use program consisting primarily of residential units, with ground floor commercial uses, would add much needed new downtown housing options, in a variety of buildings at a scale similar to those of typical streets in the downtown area. Parking for the Capital Plaza Hotel can be accommodated on one

of these development blocks. If YMCA chooses to relocate to another downtown site, two development blocks can be seamlessly added to the redevelopment program.



Capital Plaza block-by-block phased development program



parking option



Medium density

80 APARTMENTS
20,000 GSF RETAIL
100 PARKING SPACES

80 Units + Retail
100 Parking spaces

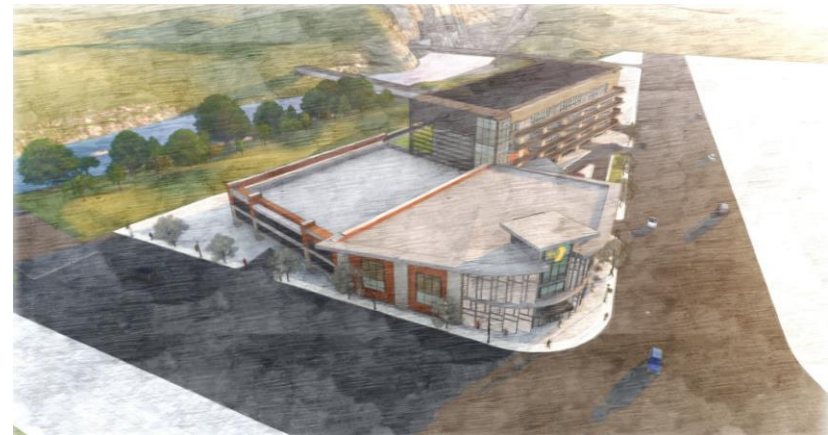
West Riverfront

The west riverfront of the Kentucky River currently serves as a major gateway into downtown Frankfort, and contains parkland and a river trail parallel to its eastern bank. However, much of the property on either side is underutilized and disconnected, and its potential as a major asset to the citizens and visitors in Frankfort has yet to be realized.

The redevelopment of Capital Plaza, however, and strategic use of property in public ownership combine to provide opportunities to re-connect to the west riverfront, and increase activity along its banks. Improvements include the development of a Community Boathouse at the River View Park dock (and new boating options on the River); a mixed- use development integrating a new hotel, meeting and conference space, public/hotel parking, and river view dining; and possibly a relocated YMCA at the current Farmer's Market parcel; a relocated Farmer's Market across from its current site, and a major street improvement project to transform Wilkinson into a true boulevard. These initiatives will combine to transform the riverfront into a new vibrant entry into downtown Frankfort.



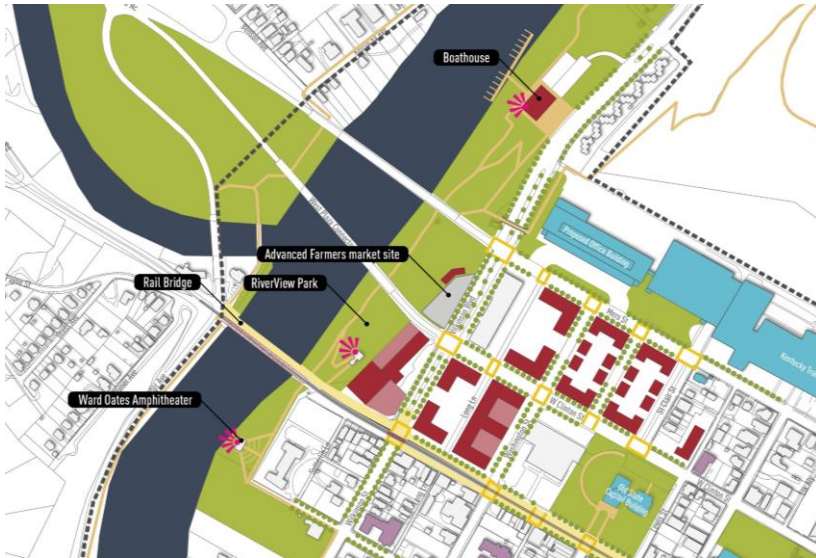
Proposed Community Boathouse



Conceptual Mixed-Use Riverfront Development



Capital Plaza and West Riverfront Activation



West Riverfront Activation Plan

South Riverfront

One of downtown Frankfort's unique features is the existence of two riverfronts, each with its own character, opportunities, and challenges. While the west riverfront is easily seen and accessible along some of its length, the south riverfront is much more hidden, with few public viewsheds and linear accessibility. In many ways, although closer to the heart of downtown, the downtown has over the years turned its back on the south riverfront.

As a result, strategies to reconnect with the south Riverfront are focused on more discreet, rather than continuous, opportunities. Opening up the River with views at the north end of Ann Street will provide a cost-effective way to engage with the River, along with temporary/seasonal use of the upper level of the Sullivan Garage. Providing a true pedestrian path along the River in the parking area behind the Library and the KSU Building will encourage people to access the River at Singing Bridge and the public boat ramp. A later phase includes an extension of the current river boardwalk eastward connecting at Blanton Landing, which can be redeveloped with river-related uses.



Ann Street River Overlook

Broadway and Anchors

Strong downtowns tend to have active “anchors” at each end of their major downtown streets. Strengthening the anchors at each end of Broadway is therefore a key element of this strategy. The mixed-use project recommended for the parcel at Broadway and Wilkinson, combined with the Capital Plaza redevelopment, will provide in the long term a strong western “anchor” for Broadway. The eastern end of Broadway currently does not have such an anchor, as Broadway essentially fades away east of Ann Street. The reuse of the Depot Building for a variety of public uses, combined with street and paving improvements can transform this downtown node as an attractive public space, adjacent to the History Center and the KSU trailhead, creating a true activity “anchor” at this key intersection.

The main feature of Broadway itself between these anchors is the presence of the rail line along its length. This unique “feature” of Broadway can be highlighted and be integrated into an enhanced overall streetscape environment along Broadway, through a variety of lighting, paving, and landscaping, along with signature identity painting of the rail trestle at Wilkinson.



Depot Area Activity Node



Broadway streetscape/rail enhancements

Pedestrian/Bike Trail System

Frankfort has made great strides in the development of its pedestrian and bicycle trails, and a strong and connected trail system is a major asset to cities such as Frankfort. The current system in downtown Frankfort has some nice sections – and significant potential - but remains fragmented and does not provide the continuity and ease of usage that would make it exceptional.

Improvements to the system are recommended. Foremost is renovation and reuse of the Broadway Bridge into a pedestrian/bike facility. At the west end of the Bridge, a new connection along the River south along Taylor Street can connect to Second Street. To the north, potential exists for trail improvements across the Benson Creek Bridge at to the Rt. 127 bridges and along Kentucky Avenue to Lock 4; as well as improved connections along the eastern bank to Fort Hill and north to Buffalo Trace as part of the Wilkinson Boulevard redesign. These improvements will combine to create a continuous pedestrian/bicycle trail system in downtown Frankfort that would rival most comparably sized cities.



Broadway pedestrian/bicycle bridge reuse



Downtown Frankfort Continuous Trail System

Connectivity

Downtown Frankfort as a “hidden gem” is due in large part to the difficulty of easily getting there, as well as interruptions in its connections to other parts of the community. Reducing these connection “gaps” is therefore critically important. The removal of the multi-level Capital Plaza in conjunction with restoring the city grid system and extending Washington will be a major improvement. Further improving the connectivity impacts will be the conversion of Clinton and Mero Streets permanently to two-way traffic flow, as well as Ann and High Streets. The aggregate impact of these changes will make it substantially easier to connect both parts of downtown, access the River and increase the activity levels throughout the downtown area.

In addition, improving the ease of visitors to downtown is critical. Providing easier access *into* downtown – as opposed to around it – can be accomplished by providing right hand turns from Broadway to St. Clair Street. Transforming Main Street to two-way flow to, among other benefits, provide a more gracious entry into downtown from Wilkinson, is recommended as well. The Broadway/Ann Street activity node will provide a new connection nexus among historic downtown, the state office complex, and Kentucky State University.



Broadway/Wilkinson Intersection



St. Clair Street

SUMMARY OF RECOMMENDATIONS

Capital Plaza

- Extend Washington Street/ provide alleys to enable block pattern
- Re-institute city street grid
- Consider block-by-block development strategy
- Development program: mixed-use, commercial ground floor, upper story residential.
Mix of unit styles and price points, in 2 -5 story buildings, similar scale to downtown Frankfort. On-site residential parking, with on street as well. Density dependent upon market at time of phasing. 80 units plus/minus per block
- One block of 170-200 surface and/or covered parking spaces for the Capital Plaza Hotel.
- Institute new zoning with design standards

West Waterfront

- Community Boathouse at current River View Park dock: community boating programs, high school and/or KSU programs, citizen usage, commercial tour embarkation to Buffalo Trace/Lock 4
- Riverfront mixed use development at the Wilkinson/Broadway parcel: new hotel, meeting and conference space, public and hotel parking, relocated YMCA; river view deck/restaurants
- Relocated Farmers Market Pavilion and parking across from existing site
- “True” boulevard design along Wilkinson from Broadway to Buffalo Trace

South Waterfront

- Ann Street river overlook deck
- Sullivan Garage upper level seasonal use
- Pedestrian landside riverwalk parallel to River from Washington east to existing boat ramp
- Continuation of Boat Club floating riverwalk east to Blanton Landing
- River-oriented development at Blanton Landing

Broadway

- Redesign of Broadway/Wilkinson intersection
- Identity painting/lighting of rail trestle
- Enhanced paving/landscaping/painting of rail right-of-way along Broadway
- Enhanced Broadway streetscaping
- New activity node anchor at Broadway/Ann intersection: public reuse of Depot; re-creation of historic canopy; pedestrian-oriented
- Paving/landscaping, lighting; connection to KSU Trail

Pedestrian/Bicycle Trail System

- Rehabilitation/re-opening of Broadway Bridge for pedestrian/bicycle use
- New boardwalk trail segment on River along Taylor Street from Broadway Bridge to Second Street; coordinate with Second Street design and extend along Second Street
- Extend trail system west side of river across Benson Creek Bridge along River View Park (west bank) and north along Kentucky Avenue to Lock 4 Park
- Redesigned Rt 127 pedestrian/bicycle connector to River View Park
- New Trail connection from Wilkinson to Fort Hill

Improved Connectivity/Circulation

- Extend Washington Street from Broadway to Mero
- Convert Clinton and Mero from one-way to two-way traffic
- Convert High Street and Ann Streets to two-way traffic
- Permit right turns from Broadway to St. Clair Street
- Convert Main Street from one-way to two-way traffic; create new entry into downtown from Wilkinson via Main Street
- Additional long term visitor parking lot
- Develop new “welcoming” directional and informational signage/wayfinding program
- Improve Broadway at Depot/History Center to better connect KSU Trail and State Office complex to downtown.

Downtown Open Space

- Initiate, in conjunction with Kentucky History Center, analysis or redesign of Craille Gardens to make it a more inviting/usable downtown public space
- Coordinate Ann Street improvements with West Banco plaza
- Improve west bank area of River View Park into bike path and Sculpture Garden

Downtown Identity/Public Art

- Create Lighting on limestone wall and grotto at Taylor Avenue
- Extend River Park public art installations
- Create Entry Art and Sculpture Garden at 127 entry approach
- Infuse identity elements into Second Street improvement and Broadway streetscape programs
- Incorporate limestone and bourbon barrel wood elements into Boathouse design

Encourage Downtown Housing

- Create Downtown Investment Fund
- Prioritize City Downtown Fund for residential upper floor conversion
- Work collaboratively with KSU on student/faculty/staff housing programs

Bourbon/Cultural Tourism Strategy

- Improve ease of access and wayfinding
- Bourbon tourism lodging: boutique hotel, Bed and Breakfast, Airbnb
- Downtown river cruise to Buffalo Trace/Lock 4 start and end downtown
- Downtown micro-distillery
- Bourbon bars/restaurants
- Additional brewpubs

DOWNTOWN FRANKFORT MASTER PLAN IMPLEMENTATION ACTION PROGRAM

PROJECT	CATEGORY	IMPLEMENTATION ACTION	TIME FRAME	ESTIMATED COST	LEAD ENTITY	PARTNERS
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Capital Plaza

Adopt Block-by-Block Development Strategy	A	N/A	City/County	
Follow MOA and select Master Developer	A	N/A	State	City/County
Adopt new zoning with Design Guidelines	A	N/A	City	
Extend Washington Street	B	TBD	City	
Re-establish City Grid Blocks	B	TBD	City	
Temporary parking on one city block	A	\$750,000	TBD	State/Master Developer
Begin Development Program:	B/C	TBD	Master Developer	City Investment Fund
- Multi-phased, block-by-block				
- Ground Floor commercial				
- Upper Floors Residential				
- +/- 80 units/block				

West Waterfront

Community Boathouse	A	\$2-3 million	Civic Funding	
- Possible High School Rowing Program				School District
- Possible KSU Rowing Program				KSU
- Public Community Boating Program				City Parks
- Canoe Kentucky				Canoe KY
- Buffalo Trace/Lock 4 Tourist Excursion				Canoe KY
Redesign of Wilkinson into "True" Boulevard				
- Design	A	\$250,000	City	State
- Construction	C	TBD		
Riverfront Mixed Use Development	C	\$20 - \$25 million	City	State
- New Hotel				Private Developer
- Meeting and Conference Facilities				
- Public and Hotel Parking				
- New YMCA (potential)				

"A" Short-Term (1 -2 years)

"B" Medium -Term (3 -4 years)

"C" Longer-Term (5 + years)

South Waterfront

Ann Street River Overlook Deck	A	\$125,000	City	
Sullivan Garage Upper Level Activation	A	\$50,000	City	
Pedestrian Enhancements: Library to Dock	A	\$50,000	City	KSU/Library
Blanton Landing Activation	B	TBD	City	TIGER Grant
Floating Walkway Extension				
- Singing Bridge east to Blanton Landing	C	\$500,000	City	State/KRA

Broadway

Downtown Entry/Painting Rail Trestle	A	\$30,000	City	Railroad
Redesign: Broadway/Wilkinson intersection				
- Design	A	\$50,000	City	State
- Construction	C	TBD		Railroad
Enhanced Broadway Streetscape			City	Railroad
- Design	A	\$75,000		
- Construction	B	\$500,000	City	
Rail Right-of-way improvements				
- Design	A	\$50,000	City	Railroad
- Construction	C	TBD	Railroad	City
Depot Square Enhancements	C	TBD	City	History Center Private

Pedestrian/Bicycle Trail System

Rehabilitation of Broadway Bridge Ped/Bike				
- Structural Analysis/repair	A	\$600,000	City	State
- Reuse Design	A	\$50,000	City	
- Construction	B	TBD	City	
Improved Trail Connector: River to Fort Hill	A	\$50,000	City	Walk/Bike Frankfort
Redesign of Rt 127/River View bridge	A	\$100,000	City	State
Improved trail: Benson Creek to 127	A	\$50,000	City Parks	
Kentucky Ave trail extension to Lock 4	B	TBD	City Parks	
Floating riverwalk extension along Taylor Av	B	TBD	City	
- Connect to Second Street Improvement	A	TBD	City	TIGER Grant

"A" Short-Term (1 -2 years)

"B" Medium -Term (3 -4 years)

"C" Longer-Term (5 + years)

Downtown Open Space

Craille Gardens Redesign	A	\$50,000	History Ctr	City
Coordinate Ann Street improvements with United (West Banco) riverside plaza	A	N/A	City	West Banco
Enhanced west bank River View Park	A			
- Bike path extension		TBD	CityParks	Walk/Bike Frankfort
- Entry Sculpture/Sculpture Park		TBD	CityParks	Josephine Sculpture Park

Improved Connectivity/Circulation

Extend Washington St: Broadway to Mero	A	TBD	City	State
Convert Clinton/Mero to Two-Way Traffic	A	TBD	State	City
Convert Ann/High Sts to Two - Way Traffic	A	\$300,000	City	State
Allow Right Turn from Broadway to St. Clair	A	\$50,000	City	
Develop new Directional/Informational Signage and Wayfinding System	A	In process (to be revised)	State	City
Convert Main Street to Two - Way Traffic	B	\$300,000	City	
- Enhance Main/Wilkinson New Entrance Into Downtown	B	\$25,000	City	
Provide Long term Visitor Parking	A	TBD	City	
Depot Activity Node: Enhance connections from KSU and State Office Complex	C	TBD	City	State History Ctr KSU

Encourage/Incentivize Additional Downtown Housing

Create Downtown Investment Fund	A	\$2 - 5 million	Local Banks	City
Prioritize City Downtown Programs for new and/or upgraded residential units	A	\$100,000/yr.	City	
Consider Capital Plaza TIF	A	TBD	City	State Master Developer
Collaborate with KSU for downtown housing opportunities for students/staff	B/C	N/A	KSU	City

"A" Short-Term (1 -2 years)

"B" Medium -Term (3 -4 years)

"C" Longer-Term (5 + years)

Celebrate Downtown Identity/Public Art Program

Lighting program for Taylor Avenue limestone cliff and Grotto	A	\$50,000	Civic Funding	City
Infuse identity re-inforcing elements into Second St and Broadway enhancements	A	N/A	City	Public Art Committee DFI
Rt 127 Entry Public Art Element and Downtown Sculpture Garden	A	TBD	City	Josephine Sculpture Park DFI
Extend Riverwalk Public Art Program	A	continue existing program	City Parks	Josephine Sculpture Park
Incorporate limestone and bourbon barrel references in Boathouse design	A	N/A	Civic Project	Buffalo Trace

Bourbon/Cultural Tourism Strategy

Improve Ease of Access and Wayfinding	A	revise existing program	City	Tourism Commission DFI
initiate Downtown Lock 4/Buffalo Trace tour boat	A	N/A	Canoe Kentucky	Buffalo Trace City Parks
Seek out downtown micro-distillery	ongoing	N/A	KCDC	Buffalo Trace Tourism Commission
Seek of additional brew pubs	ongoing	N/A	KCDC	Downtown Investment Fund City
Encourage ground floor food and drink retailers	ongoing	N/A	City	Downtown Investment Fund Property Owners
New bourbon trail tourist lodging options: - boutique hotel/B and B/Airbnb	B/C	TBD	City	Tourism Commission KCDC

"A" Short-Term (1 -2 years)

"B" Medium -Term (3 -4 years)

"C" Longer-Term (5 + years)