

# City of Frankfort & Franklin County Pedestrian & Bicycle Master Plan

2016 Update



Prepared by



Steering Committee Members

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A special thanks to  
all citizen volunteers that participated in the process to develop this publicly-owned plan.

## **1.0 Introduction**

The purpose of the Pedestrian and Bicycle Master Plan is to lay out a vision. It helps citizens, elected officials, and government staff to picture what an interconnected network of walking and biking facilities can look like in the long term. The plan also lays out the priorities for projects that the public wants and needs. This plan update is to reassess the planned ped and bike network based on changed conditions such as new development, completed projects, and the prioritization of projects that are to be built.

In November 2006, members of WalkBike Frankfort approached the Frankfort City Commission and Franklin County Fiscal Court with a vision of creating a more pedestrian and bicycle-friendly community. By the end of 2007, the first Master Plan was completed and adopted or endorsed by the Planning Commission and the governmental bodies of the city and county.

In 2014, a partnership between the Franklin County Health Department, City of Frankfort, and WalkBike Frankfort, received a small state grant to develop a sidewalk plan. Public input was sought for identifying sidewalk needs and then prioritize

Beginning in 2015, WalkBike Frankfort embarked on the process of updating the Master Plan. Since 2007, several noteworthy projects have been built and many changes have taken place to the built environment. Many of the projects received grants for construction, partly because they stemmed from the master plan. Below is a listing of the successful walking and biking projects built or beginning construction over this time period:

- 1. Riverview Trail**
- 2. Cove Springs Wetland Trail**
- 3. Cove Spring Upland Trails**
- 4. Broadway Street bicycle lanes**
- 5. Second Street bicycle lanes**
- 6. Leestown Road (US421) shared use path and sidewalks**
- 7. Louisville Road bicycle lanes and sidewalk rehab**
- 8. Schenkel Lane sidewalk**
- 9. Myrtle Avenue sidewalk**
- 10. Buffalo Trace hiking trails**
- 11. Capitol View Park mountain bike trails expansion**
- 12. Fort Hill paved trails**
- 13. Steadmantown Lane trail**
- 14. Georgetown Road new sidewalk**
- 15. Sidewalk Rehab – East Main Street hill**
- 16. Lakeview Park trail paving**
- 17. ADA ramp installation and rehab and on sidewalks citywide**
- 18. Bluegrass Avenue pedestrian connection**
- 19. Louisville Road shared use path**
- 20. Louisville Road sidewalk connection**
- 21. Kings Daughter Drive new sidewalk**
- 22. St. Clair Street curb extension at Wapping Street**
- 23. Lafayette Drive sidewalk and parking delineation**
- 24. KSU-Downtown Trail**
- 25. Bridgeport & Bondarant school campus to neighborhood connector trail**
- 26. Juniper Hills exercise trail**

## 2.0 Process

### 2.1 Public Process Philosophy

Members of the Steering Committee agreed that the Pedestrian and Bicycle Master Plan would be created through an open public process. Citizen input and involvement in decision making is critical for two reasons. First, by asking for information about project ideas, values, concerns, needs and priorities, a more comprehensive plan could be developed than if steering committee members worked in isolation. Second, public involvement generates a sense of ownership. Dozens of project ideas were generated and countless modifications resulted from participants' suggestions. By having interested people participate in the creation of the plan, there is now a very strong level of public support to implement the plan's recommendations.

### 2.2 Public Survey

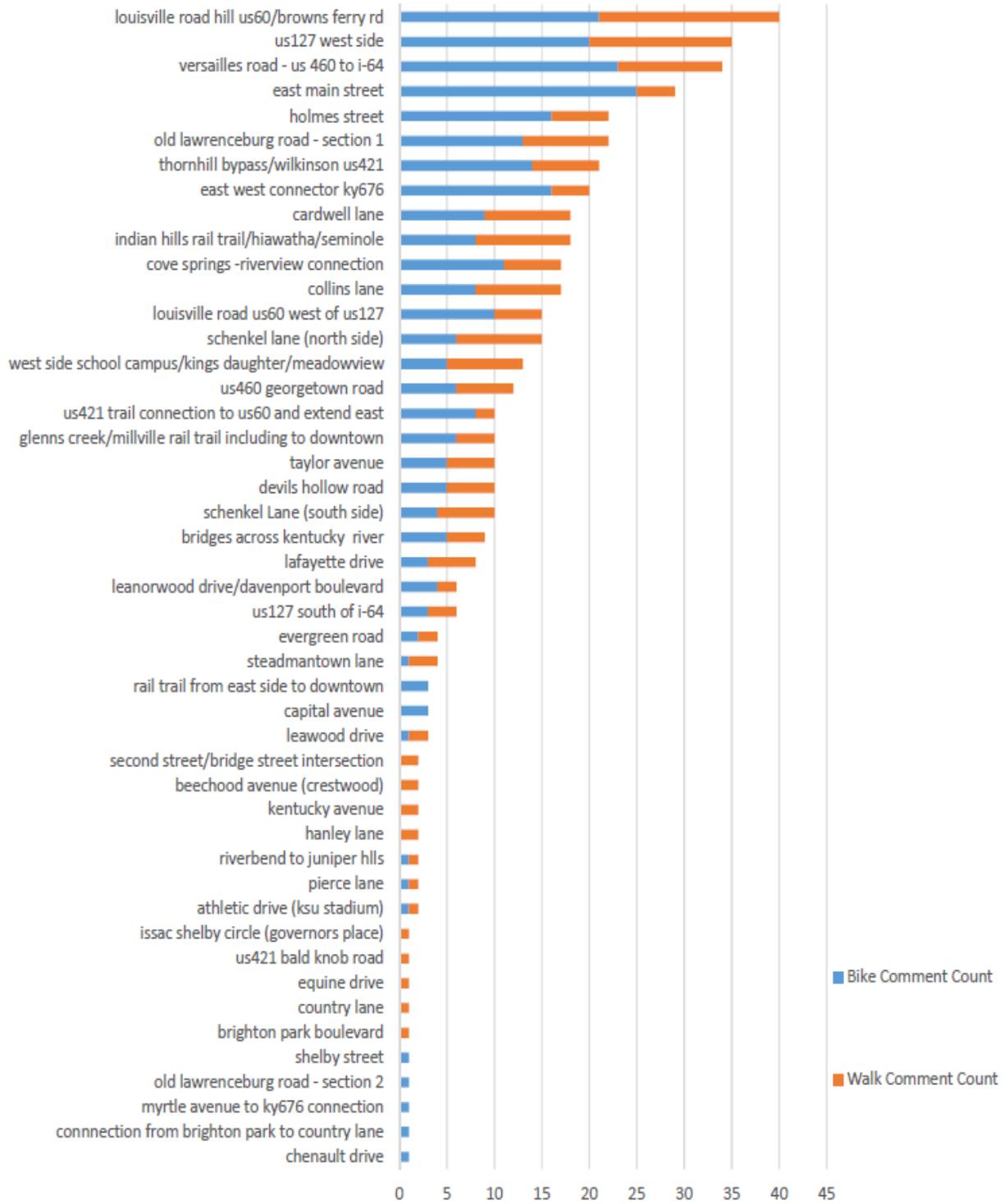
To start the update, a survey was developed to identify the needs and desires of the public in regards to walking and biking around Franklin County. The survey was available online in October 2015. It was advertised via email to many organizations and also QR code and link was sent out in the City's October newsletter.



QR Code for survey in 2015

There were over 200 responses to the survey. Feedback included ideas for new projects and priorities of projects. The table on the following page summarizes and tabulates the ideas generated.

### bike & walk project comments



### 2.3 Prioritization Process and Results

The Steering Committee decided to change how project prioritization would be presented in the update compared to the original Master Plan. The original plan developed a Top 10 list of projects. Each project in that list actually was comprised of many different segments or projects. In this update, each segment will stand independently as a project and receive an independent prioritization.

Prioritization of projects is important for several reasons. With so many potential projects to work on, it helps government leaders, government staff, and groups like WalkBike Frankfort focus their efforts on projects with the highest need or support. It also allows grant writers to hone in on specific projects when applying for funding.

There may be opportunities that arise that allow a project with lower priority to be completed. For example, there may be a public works type of project, such as sewer line construction, where the ground could be graded for a new shared-use path along the corridor.

In this plan, there are five priority levels a segment can be designated. The table below includes a description of each. Using the feedback from the survey, the Steering Committee made some modifications to the original master plan map and assigned a priority level for all segments.

| <b>Priority Level</b> | <b>Description</b>  |
|-----------------------|---|
| 1                     | Recognized as the most critical links in the network and feasible to implement; will receive highest focus in development |
| 2                     | Important links in the network that may receive some focus  |
| 3                     | Important links to recognize  |
| 4                     | Links that are not as critical but still of interest.   |
| Unclassified          | These projects remain as part of the long term vision but will not be actively pursued unless an opportunity arises.      |

On June 1, 2016, WalkBike Frankfort hosted a public meeting at the Paul Sawyer Public Library to solicit feedback on a draft prioritization map. Attendees heard a presentation about work done thus far on the update. Subsequently, they were able to view the maps and write their suggestions for change. Following the public meeting, the Steering Committee reviewed all of the comments and made several changes based on the input.

Projects that have been prioritized have been grouped based on the Priority Level and listed in the following four tables.

| # | Priority | Route/Name                        | From                        | To                               | Length (ft) | Description   |
|---|----------|-----------------------------------|-----------------------------|----------------------------------|-------------|---|
| A | 1        | East-West Connector (KY676)       | US127                       | US60                             | 28000       | Mark buffered bike lanes on existing shoulder.                                |
| B | 1        | Westwood Drive/Meadowview Drive   | US60                        | Bondurant Drive                  | 3300        | Add sidewalks along roadway.  |
| C | 1        | Old Browns Ferry Road Trail       | Taylor Avenue               | Browns Ferry Road                | 1600        | Paved shared use path   |
| D | 1        | Old Lawrenceburg Road (KY420)     | West Todd Street            | Panther Athletic Complex         | 6900        | Add curb and sidewalk along roadway.  |
| E | 1        | Cove Spring Connection            | Wilkinson Boulevard (US127) | Cove Spring Park (wetland trail) | 1700        | 150' sidewalk; shared pavement in Buffalo Trace property; 500' trail + bridge |
| F | 1        | Ridgeview Bike Lanes              | Schenkel Lane               | Locust Ridge Road                | 5300        | Mark bicycle lanes on existing roadway (no widening)                          |
| G | 1        | Peaks Mill School Connection      | Locust Ridge Road           | Peaks Mill Campus                | 180         | Paved path to connect neighborhood to school; requires easement               |
| H | 1        | Schenkel Lane South 2             | Colonial Trace              | Thornhill Bypass (US421)         | 1300        | Add sidewalk along roadway.   |
| I | 1        | Westover -Ringo Connection        | Westover Road Spur          | Ringo Avenue                     | 50          | Paved path to connect neighborhoods   |
| J | 1        | Chandler-Brighton Park Connection | Chandler Avenue             | Brighton Park Shopping Center    | 350         | Paved path; 200' asphalt pavement exists                                      |
| K | 1        | US460 Trail Section 1             | Silver Lake Drive           | Raven Crest Apartments           | 2500        | Paved shared use path   |
| L | 1        | Breckenridge Bike Boulevard       | Brighton Park Boulevard     | Timberlawn Lane (southern end)   | 4100        | Signage; replace gate with bollards for bike access.                          |
| M | 1        | Leestown Road Trail Extension     | West of Trail               | Timberlawn Lane and US60         | 1900        | Paved shared use path   |
| N | 1        | Parkside Entrance Sidewalk        | Best Western entrance       | Starbucks entrance               | 300         | New sidewalk  |
| O | 1        | Leonardwood Entrance Sidewalk     | US127                       | Lowes entrance                   | 350         | New sidewalk along Leonardwood both sides;                                    |

| # | Priority | Route/Name                 | From                  | To                     | Length (ft) | Description                                       |
|---|----------|----------------------------|-----------------------|------------------------|-------------|---|
|   |          |                            |                       |                        |             | connect hotel parking lot                         |
| P | 1        | Lafayette Drive Sidewalk   | Sidewalk on west side | 1st house on east side | 600         | New sidewalk                                      |
| Q | 1        | Second Street Intersection | Conway Street         | Bridge Street          | 100         | Reconfigure intersection to improve ped crossings |

| #  | Priority | Route/Name  | From                        | To                               | Length (ft) | Description  |
|----|----------|---|-----------------------------|----------------------------------|-------------|--|
| AA | 2        | Steadmantown Lane Trail                                       | Schenkel Lane               | Powhatan Trail                   | 2300        | Continue shared use path along roadway.  |
| BB | 2        | US127 Sidewalk or Path  | Louisville Road (US60)      | Leonardwood Drive                | 6500        | Build sidewalk or shared use path on roadway shoulder  |
| CC | 2        | Collins Lane Sidewalk   | Louisville Road (US60)      | East West Connector (KY676)      | 4200        | Add sidewalk along roadway.  |
| DD | 2        | Louisville Road Trail   | Sportsmans Lane (Game Farm) | KY151                            | 22500       | Paved shared use path as part of road reconstruction   |
| EE | 2        | East Main Street Bicycle Lanes                                | Capitol Avenue (KY420)      | Georgetown Road (US460)          | 11500       | Restripe road for center turn lane and bike lanes  |
| FF | 2        | Holmes Street   | Meagher Avenue              | Northgate Drive                  | 4600        | Add sidewalk. Note that sidewalks and bike lane should be added if roadway is reconstructed. |
| GG | 2        | Schenkel Lane North Trail 1                                   | Ridgeview Drive             | Steadmantown Road                | 5000        | Paved shared use path within existing road ROW   |
| HH | 2        | Lakeview Park School Connector                                | Lakeview Park Trail         | Franklin County HS Athletic Area | 350         | Paved path between football and baseball fields  |
| II | 2        | Hiawatha Trail  | Georgetown Road (US460)     | Schenkel Lane                    | 4300        | Add sidewalk along roadway.  |
| JJ | 2        | Capitol Avenue Bike Lanes                                     | Second Street               | State Street                     |             | Restripe to one traffic lane plus one bike lane  |
| KK | 2        | Greening America's Plan Second Street Pedestrian Improvements | Conway Street               | Capitol Avenue                   |             | Widening sidewalks; added amenities  |

| #  | Priority | Route/Name                        | From                                 | To                          | Length (ft) | Description  |
|----|----------|-----------------------------------|--------------------------------------|-----------------------------|-------------|--|
| 3A | 3        | Devils Hollow Road Trail          | Parkside Drive                       | Westridge Elementary School | 4200        | Follow road until Skyline Drive. Go through subdivision to school. |
| 3B | 3        | Louisville Road Bicycle Lane      | Bridge Street                        | Tanglewood Drive            | 5400        | Restripe road. 1 lane up; 1 lane down; bicycle lane up.            |
| 3C | 3        | Louisville Road Sidewalk Widening | Taylor Avenue                        | Tanglewood Drive            | 4400        | Widen to 5' and reconstruct sidewalk.                              |
| 3D | 3        | Leawood Drive Sidewalk            | Louisville Road (US60)               | Deepwood Drive              | 1500        | Add sidewalk along roadway.  |
| 3E | 3        | Schenkel Lane North Trail 2       | Thornhill Bypass (US421)             | Ridgeview Drive             | 2100        | Shared use path  |
| 3F | 3        | Millville Rail Trail              | Capitol View Park                    | Millville                   |             | Paved shared use path along railroad ROW                           |
| 3G | 3        | Indian Hill Rail Trail            | Comanche Trail                       | Hiawatha Trail              | 1500        | Shared use path along old railroad ROW                             |
| 3H | 3        | Michael Davenport Boulevard       | Diagnostic Drive                     | Physicians Park             | 650         | Sidewalks to fill in gap   |
| 3I | 3        | KSU Trail Connection              | Douglas Avenue                       | KSU Trail east end          | 1100        | Shared use path connection to overlook                             |
| 3J | 3        | Versailles Road Trail             | North of East-West Connector (KY676) | John Davis Drive (Parkside) | 5700        | Shared use path along roadway shoulder/ROW                         |

| #  | Priority | Route/Name                     | From                              | To                                | Length (ft) | Description  |
|----|----------|--------------------------------|-----------------------------------|-----------------------------------|-------------|--|
| 4A | 4        | Broadway Bridge                | Taylor Avenue                     | Wilkinson Boulevard               |             | Replace old bridge                                       |
| 4B | 4        | Cardwell Lane Shared Use Path  | Louisville Road (US60)            | Davenport Drive                   |             | Paved shared use path built during road reconstruction   |
| 4C | 4        | US127 Buffered Bike Lanes/Path | Wilkinson Boulevard (US127)       | Louisville Road (US60)            |             | Mark buffered bike lanes on existing shoulder.           |
| 4D | 4        | Bender Drive Extension         | Bender Drive (north)              | Versailles Road (US60)            |             | New sidewalk   |
| 4E | 4        | US460 Trail Section 2          | Stephen Road                      | Silver Lake Drive                 |             | Paved shared use path                                    |
| 4F | 4        | US421-Parkside Trail           | Leestown Road (US421)@Taylor Road | Versailles Road (US60)@Mills Road |             | Follow Taylor Road. New paved trail.                     |
| 4G | 4        | US421 East Trail               | Chenault Road                     | Duckers Road                      |             | Paved shared use path. Build during road reconstruction. |
| 4H | 4        | River Ridge Road               | Riverbend Road                    | Devils Hollow Road                |             | Add sidewalk along roadway.                              |
| 4J | 4        | Carpenter Farm Connection      | Sower Boulevard                   | Athletic Drive                    |             | Shared use path connecting to KSU path                   |
| 4K | 4        | KSU - Rolling Acres Connector  | Athletic Drive                    | Hickory Drive                     |             | Shared use path along power lines                        |

### **3.0 Pedestrian and Bicycle Networks**

#### **3.1 Facility Types**

Different types of pedestrian and bicycle facilities are warranted depending on the field conditions and intended public use. There are six facility types to accommodate pedestrians, bicyclists or both. The type recommended for each route depended on anticipated use, physical constraints (topography and development), current conditions, existing facilities and whether it was part of a roadway right-of-way or not. The facility types are:

1. Sidewalk
2. Shared-Use Path
3. Shared Road
4. Bicycle Lane or Buffered Bicycle Lane
5. Roadway Shoulder
6. Unpaved Trail

#### **3.2 GIS Mapping**

The location of each project was linked to relevant information collected about the project in Geographic Information System (GIS) maps to facilitate future access to information. The GIS maps are available for use by city and county governmental agencies. Data include:

1. Facility Type
2. Date Information Last Updated
3. Priority Route (if applicable)
4. Field Review Team Leader
5. Lane Reconfiguration Recommendation (if applicable)
6. Shared Road Signage (if applicable)
7. Shoulder Sweeping Necessary (If applicable)

The following maps are included as appendices in this report:

1. Priorities Overview Map (Appendix A1)
2. Priorities Maps – Zoomed In (A2 through A7)
3. Master Network Facility Map (Appendix B)
4. Share the Road Signage Map (Appendix C)
5. Lane Reconfiguration Map (Appendix D)

### **4.0 Implementation**

#### **4.1 Government Staffing**

There is a need to have a central point of contact at both the city and county government to help coordinate the implementation of this plan. For several years, the City of Frankfort had a part time position as the Bicycle and Pedestrian Coordinator. Jim Call and John Rodgers filled that position over that time, however it has been vacant and unfilled since 2014. The position was charged with project management, coordination amongst agencies, reviewing development proposals and road plans, developing draft policies and public dissemination of information. These coordinators played a critical role in getting several of the projects funded and constructed. It is recommended that the City and County governments partner to recreate a staff position that can be shared between governments.

It is also important to have support from management and staff within the local governments. Assistance from individuals in leadership, parks, planning, grant writing, and public works has made many of the projects become a reality.

## **4.2 Implementation Group**

It is recommended that an independent, advisory group be formed to guide the implementation of the Master Plan. This group would set priorities, assist government staff in preparing grant requests, and organize volunteer labor for the implementation of projects, update the Master Plan and review progress. WalkBike Frankfort has served in the de facto role throughout the years and will continue to do so in the absence of an officially appointed advisory group.

## **4.3 Project Development**

### **4.3.1 Road and Public Works Construction**

The best time to develop pedestrian and bicycle facilities that parallel a roadway is when major construction is planned for that roadway (i.e. new road construction or widening an existing road). Other opportunities may happen when buried utility work such as sewer or gas line replacement takes place.

The city, county and state governments should consider the Master Plan, and consult with the Implementation Group, in developing pedestrian and bicycle infrastructure improvements that can be incorporated into major roadway renovation projects.

### **4.3.2 Road Resurfacing**

Road resurfacing projects will offer opportunities to implement recommendations for pedestrian and bicycle facilities at little additional cost. These may include:

- Restriping of lanes to accommodate bicycles
- Adding crosswalks
- Adding signing
- Adjusting signal timing
- Adding pedestrian crossing signals (to existing signals)
- Adding ADA compliant ramps at intersections

The city, county and state governments should reference the Master Plan and coordinate with the Implementation Group while making decisions on what types of improvements should be made.

### **4.3.3 Share the Road Signing**

Numerous routes include shared roadways and shoulders. Many have been identified as locations for Share the Road sign posting. At a September 5, 2007 meeting with Steering Committee members, Kentucky Transportation Cabinet (KYTC) District 5 officials indicated their willingness to partner with the local governments to install these signs along state-maintained routes. KYTC would provide the signs and designate the appropriate locations if the local governments provide the posts and labor to install them.

#### **4.3.4 New Development and Public Facilities**

Planning & Building Codes staff, in cooperation with Public Works staff, should develop standards for shared use paths, bicycle lanes and sidewalks to ensure quality and consistent design. It is recommended that this Master Plan be adopted by reference into the Frankfort and Franklin County Comprehensive Plan.

As new residential and commercial development and redevelopment is proposed, the planning staff and planning commission can then use the Master Plan to assist in making decisions on the location of facilities, as well as how appropriate types of facilities should be designed and implemented. The Planning Commission must make the decision on how facilities will be implemented within their processes.

When public facilities such as schools and government offices are designed, the Master Plan can be used to help make decisions on building location and orientation within the site. Implementing pedestrian and bicycle facilities can also help a new development reach its open space requirement.

#### **4.3.5 Code Enforcement**

Deteriorating, unkempt and blocked sidewalks are common issues that make walking difficult. In most cases, it is the responsibility of the property owner to maintain the sidewalk pavement along the perimeter of his or her property, even within government owned rights-of-way. It is also the responsibility of the property owner to keep the sidewalk clear of vegetation, snow, trash cans, vehicles and other items that may block or inhibit travel along the sidewalk.

Code enforcement staff can help property owners comply with their responsibility by notifying property owners of needed repairs, vegetation trimming, etc.

#### **4.3.6 Funding & Grants**

Implementation of the Master Plan can be accomplished with funding from a variety of sources. The following is a list of potential sources:

- State Government
  - Transportation Alternative funds
  - Highway improvement projects
  - Maintenance (i.e. sweeping, signal timing)
  - Materials Donations (i.e. signs, ped signals)
- Local Government
  - Grant Matching (local budget)
  - Sidewalk Matching Program (local budget)
  - Labor for Planning & Construction
  - Materials for Construction
  - Maintenance of Trails
- Schools
  - Capital Improvements budget
- Private
  - New Local Developments
  - Land Donations
  - Easements

- Cash Donations
- Volunteer Labor

#### **4.4 Future Plan Updates**

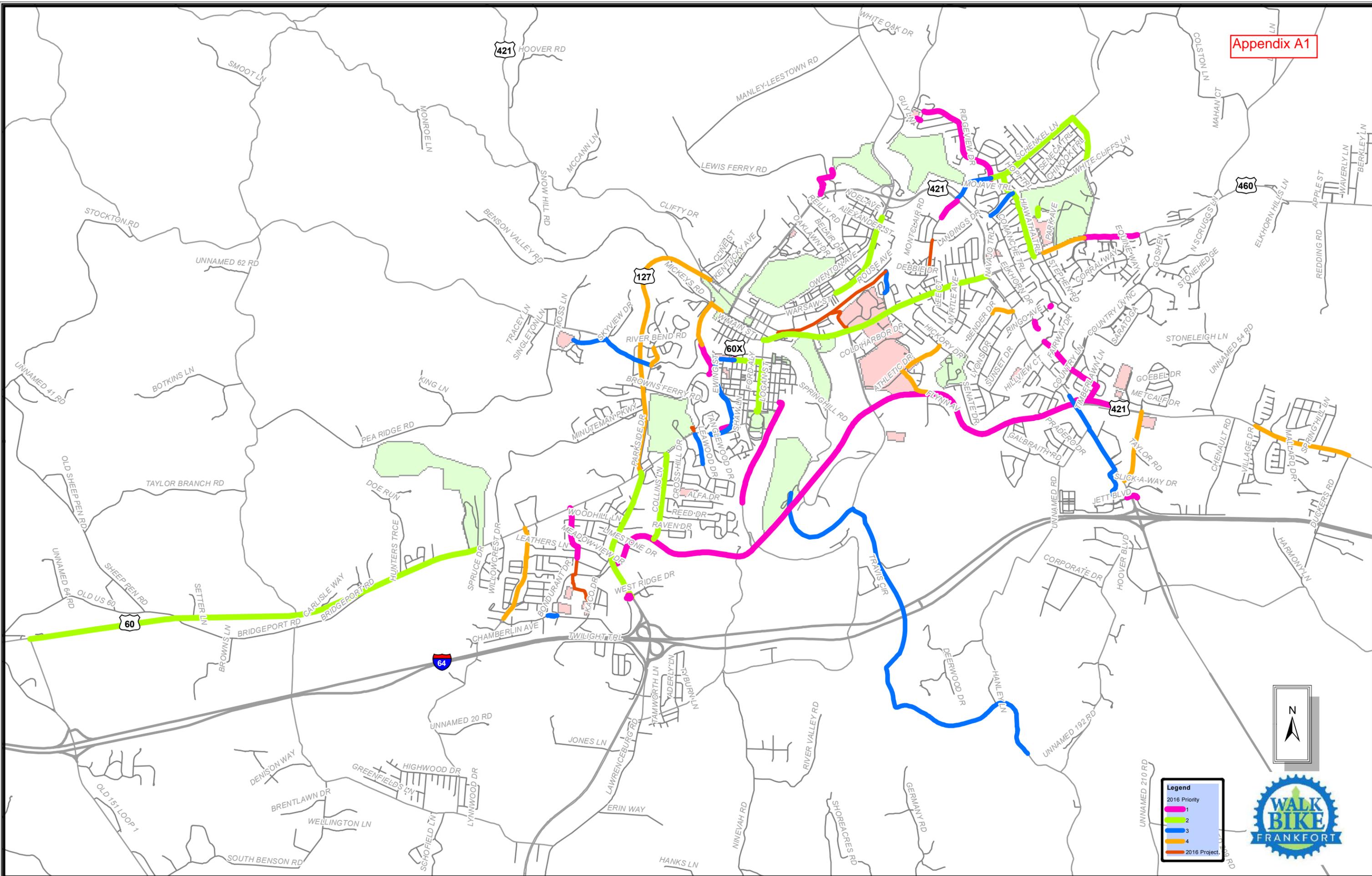
##### **4.4.1 Plan Update Cycle**

As conditions change, new information is gathered and new ideas emerge, it will be necessary to update the Master Plan. It is recommended that the plan be reviewed at least annually. The Implementation Group would be charged with making modifications to the network or this Master Plan. Priority routes should be reexamined every five years. Public participation in decisions involving major changes to the priority routes or Master Plan should always be encouraged.

##### **4.4.2 Progress Report**

As part of the Master Plan update, the government staff, in cooperation with the Implementation Group, should prepare an annual assessment of progress. This assessment should be presented to the local governments' elected officials.



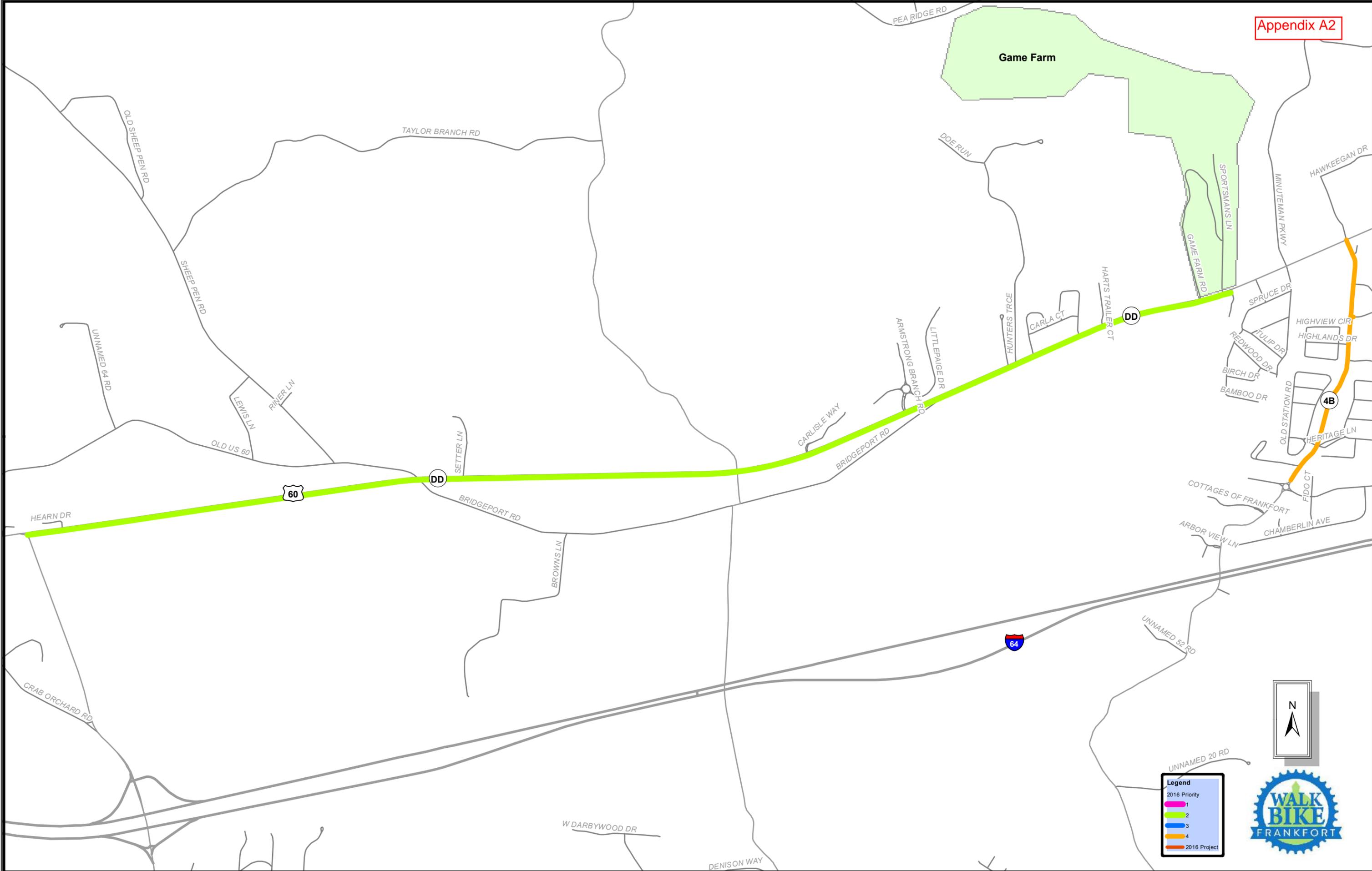


**Legend**

- 2016 Priority
- 2016 Project





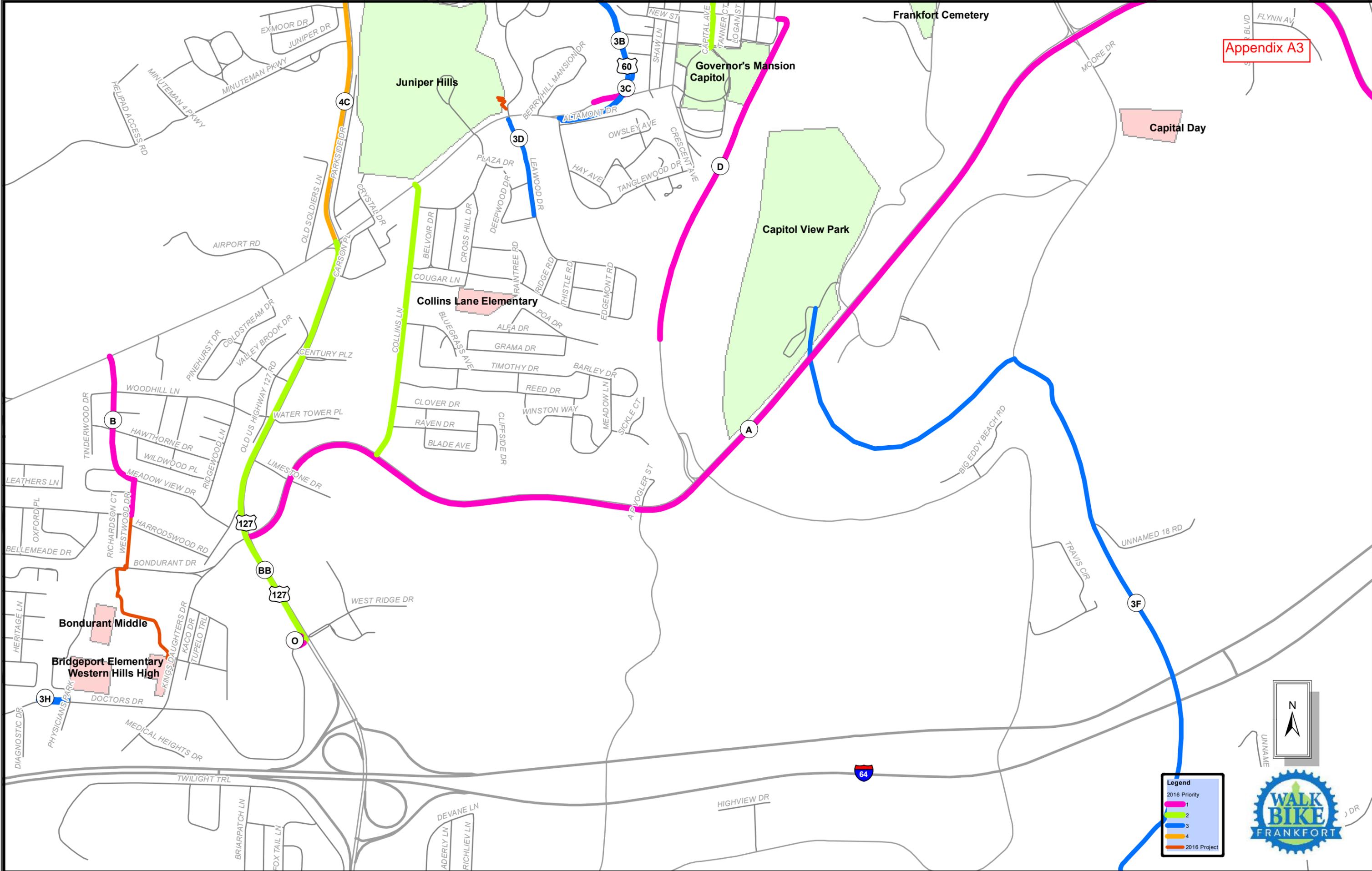


**Legend**  
2016 Priority

- 1 (Pink)
- 2 (Green)
- 3 (Blue)
- 4 (Orange)
- 2016 Project (Orange)







**Legend**

- 2016 Priority
- 1
- 2
- 3
- 4
- 2016 Project



Juniper Hills

Governor's Mansion Capitol

Capitol View Park

Collins Lane Elementary

Frankfort Cemetery

Capital Day

Bondurant Middle

Bridgeport Elementary  
Western Hills High

127

BB

127

O

3H

4C

3D

3B

60

3C

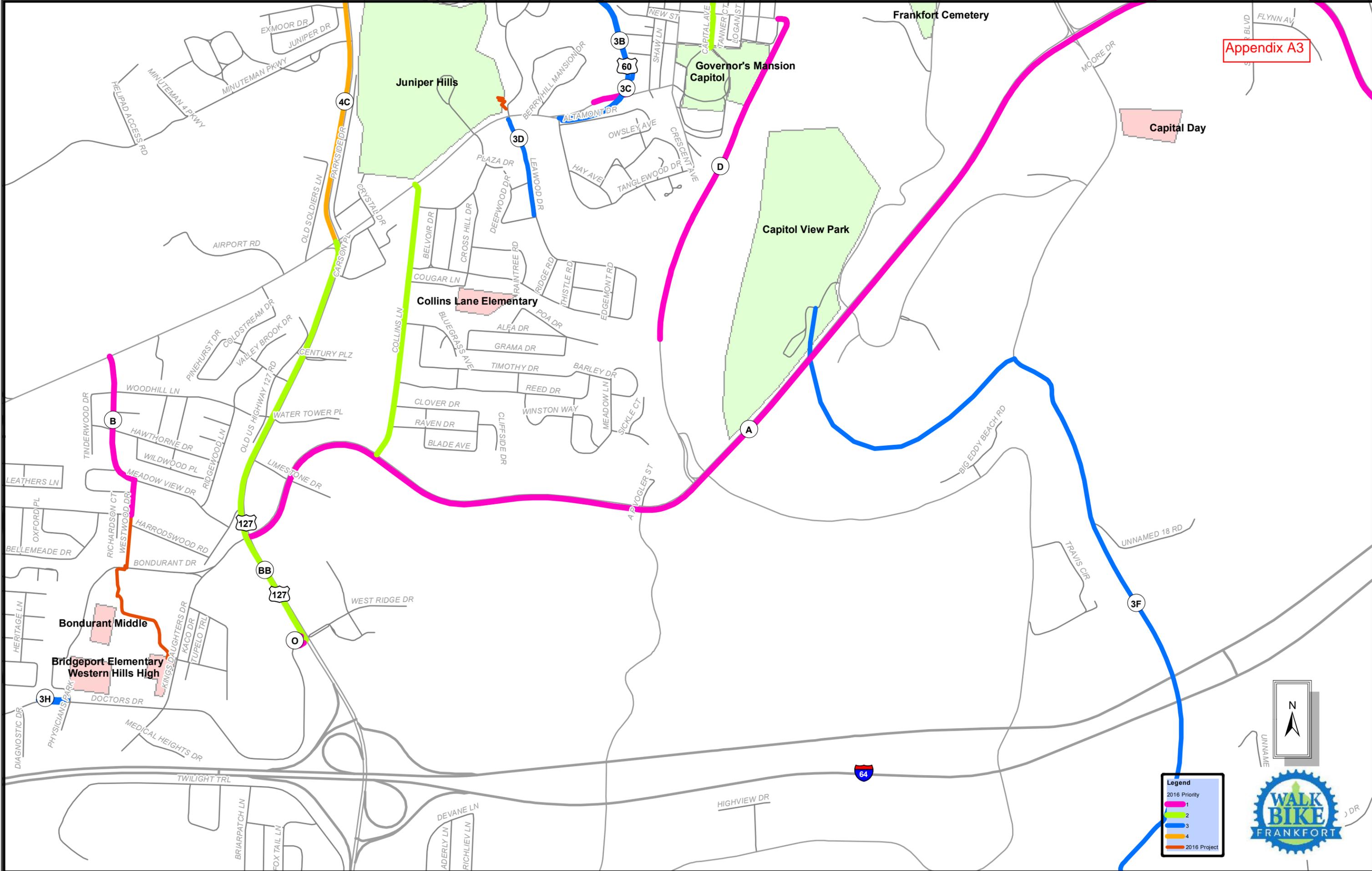
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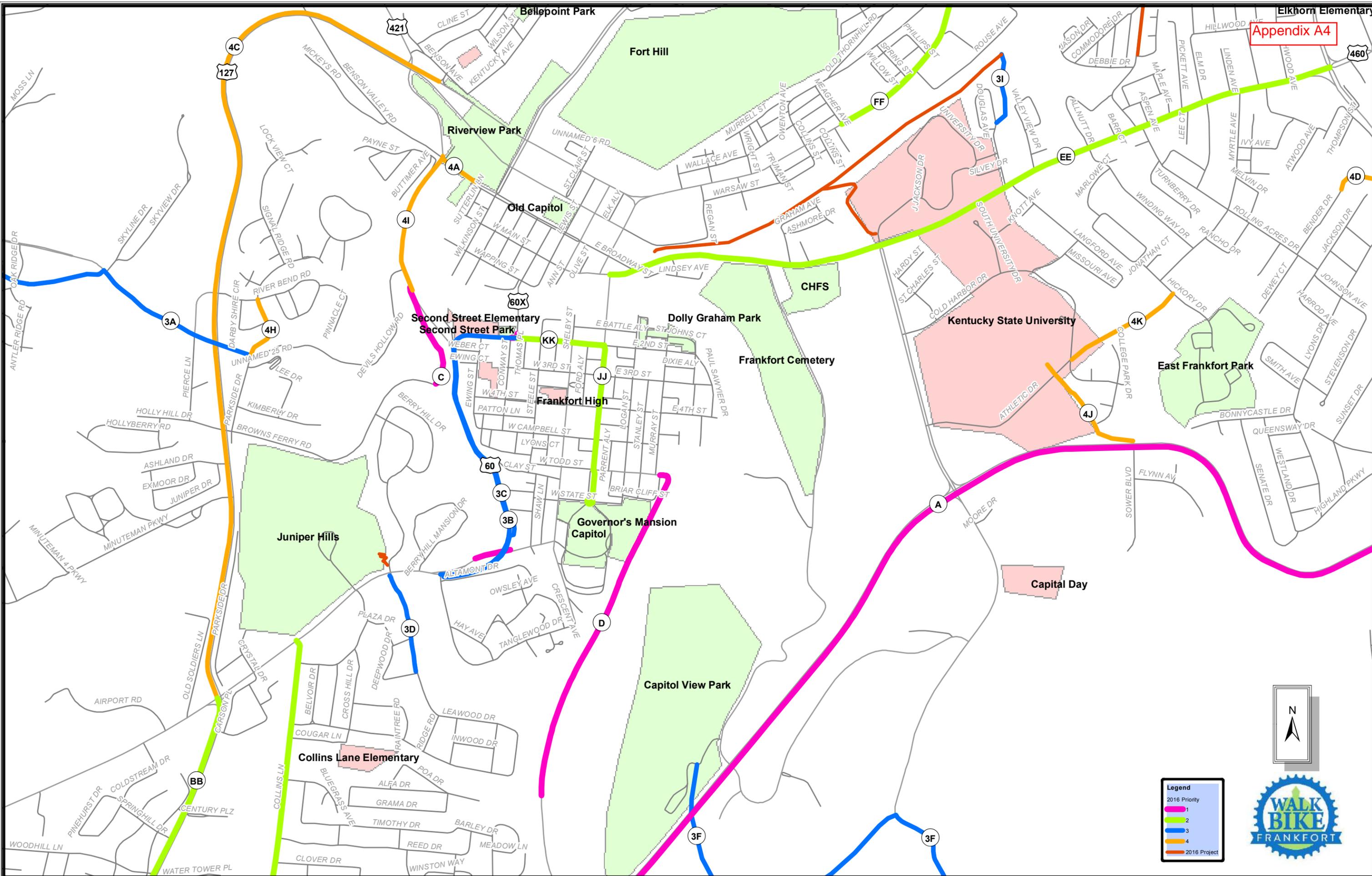
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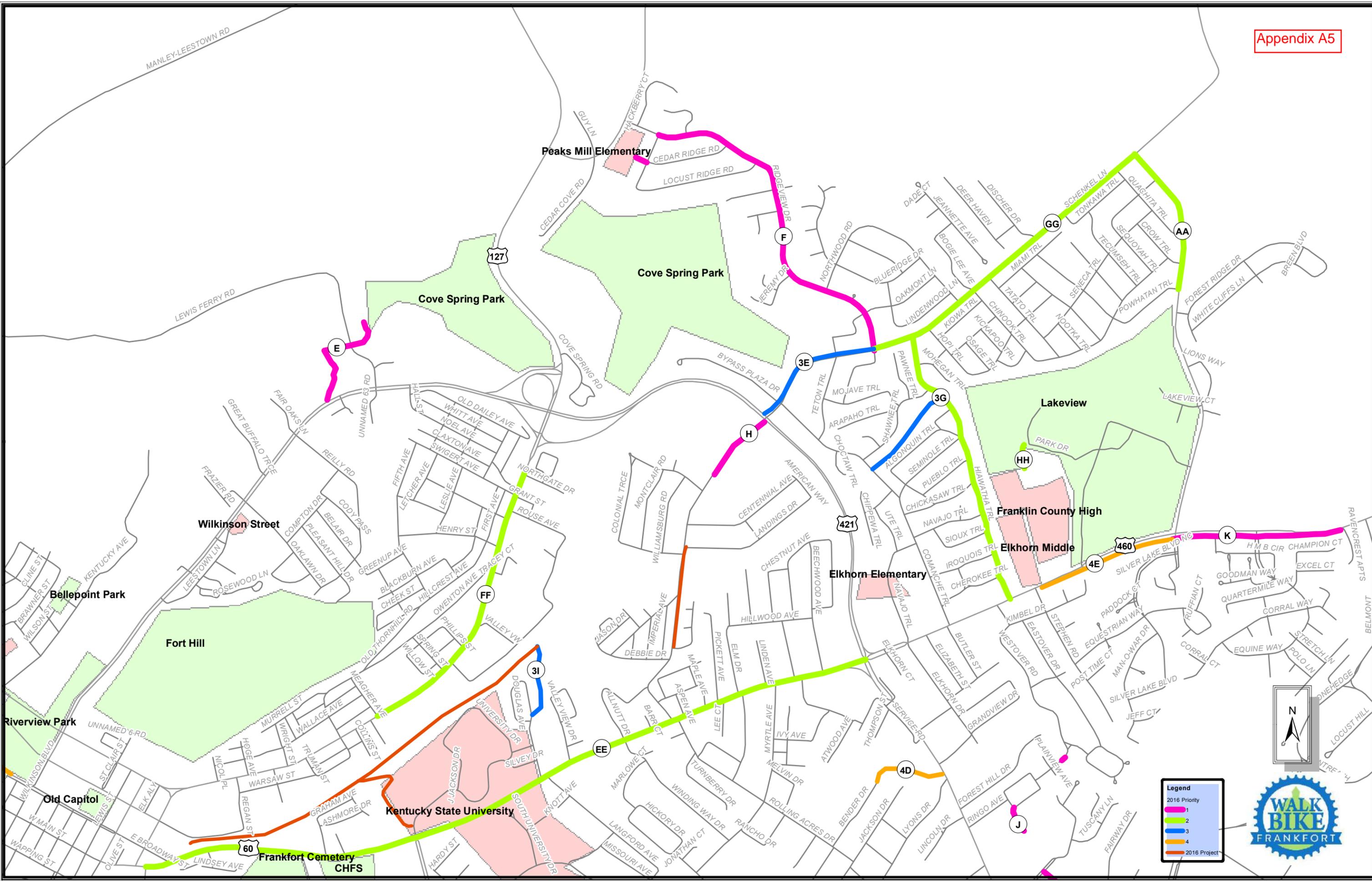


**Legend**

- 2016 Priority
- 1
- 2
- 3
- 4
- 2016 Project





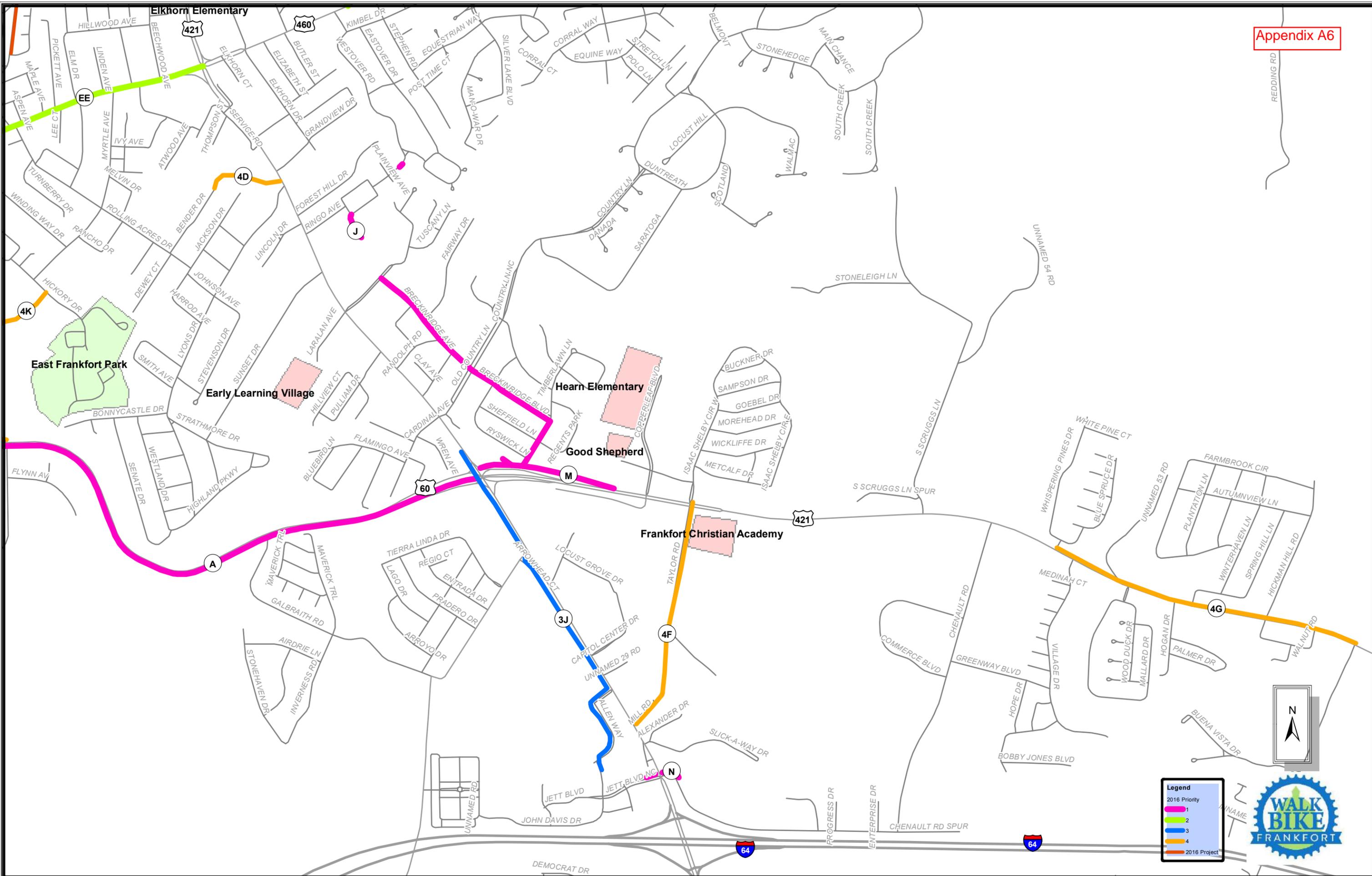


**Legend**

- 2016 Priority
- 1
- 2
- 3
- 4
- 2016 Project





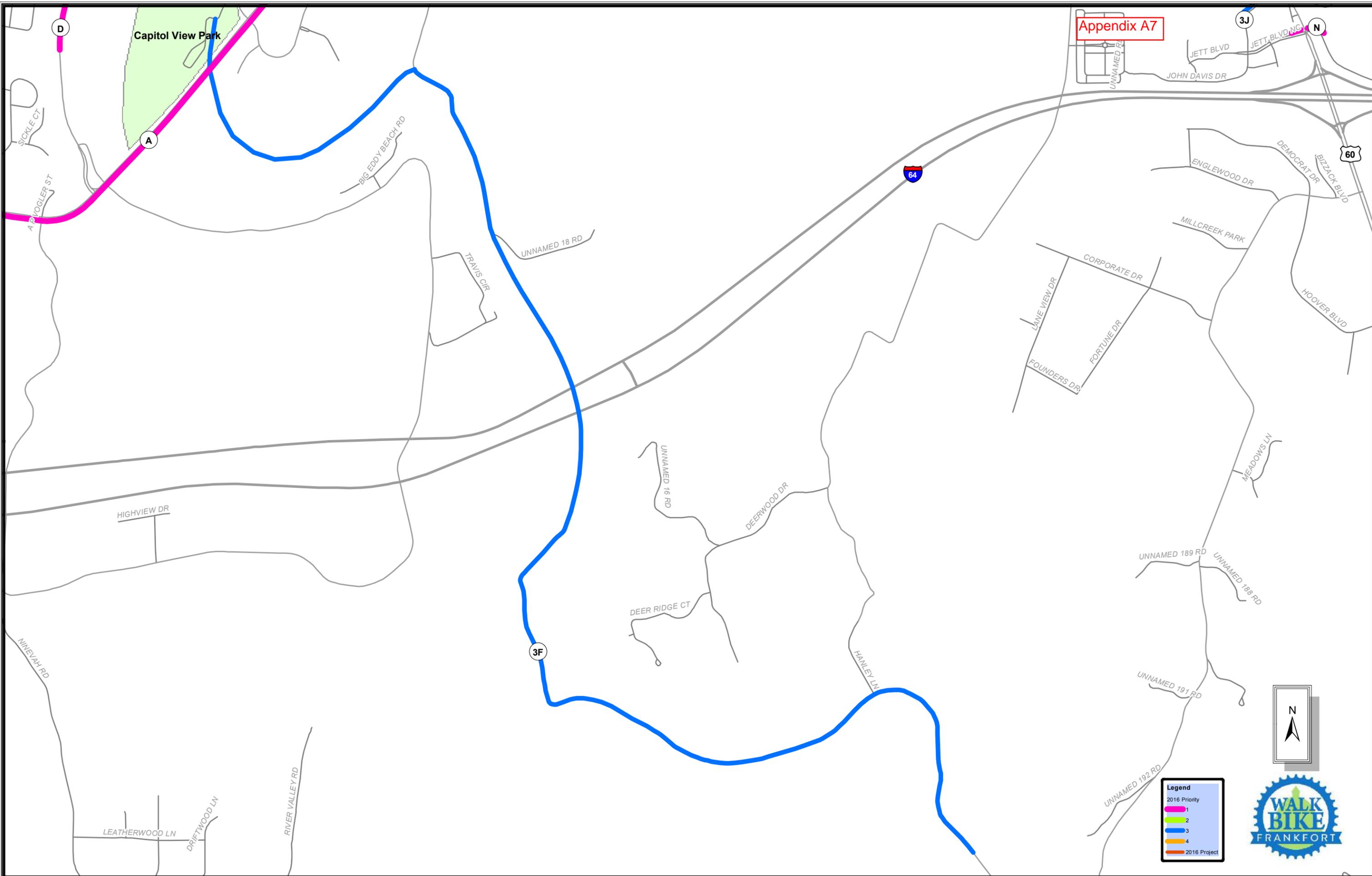


| Legend        |               |
|---------------|---------------|
| 2016 Priority |               |
| 1             | (Pink line)   |
| 2             | (Green line)  |
| 3             | (Blue line)   |
| 4             | (Orange line) |
| 2016 Project  | (Red line)    |





Appendix A7

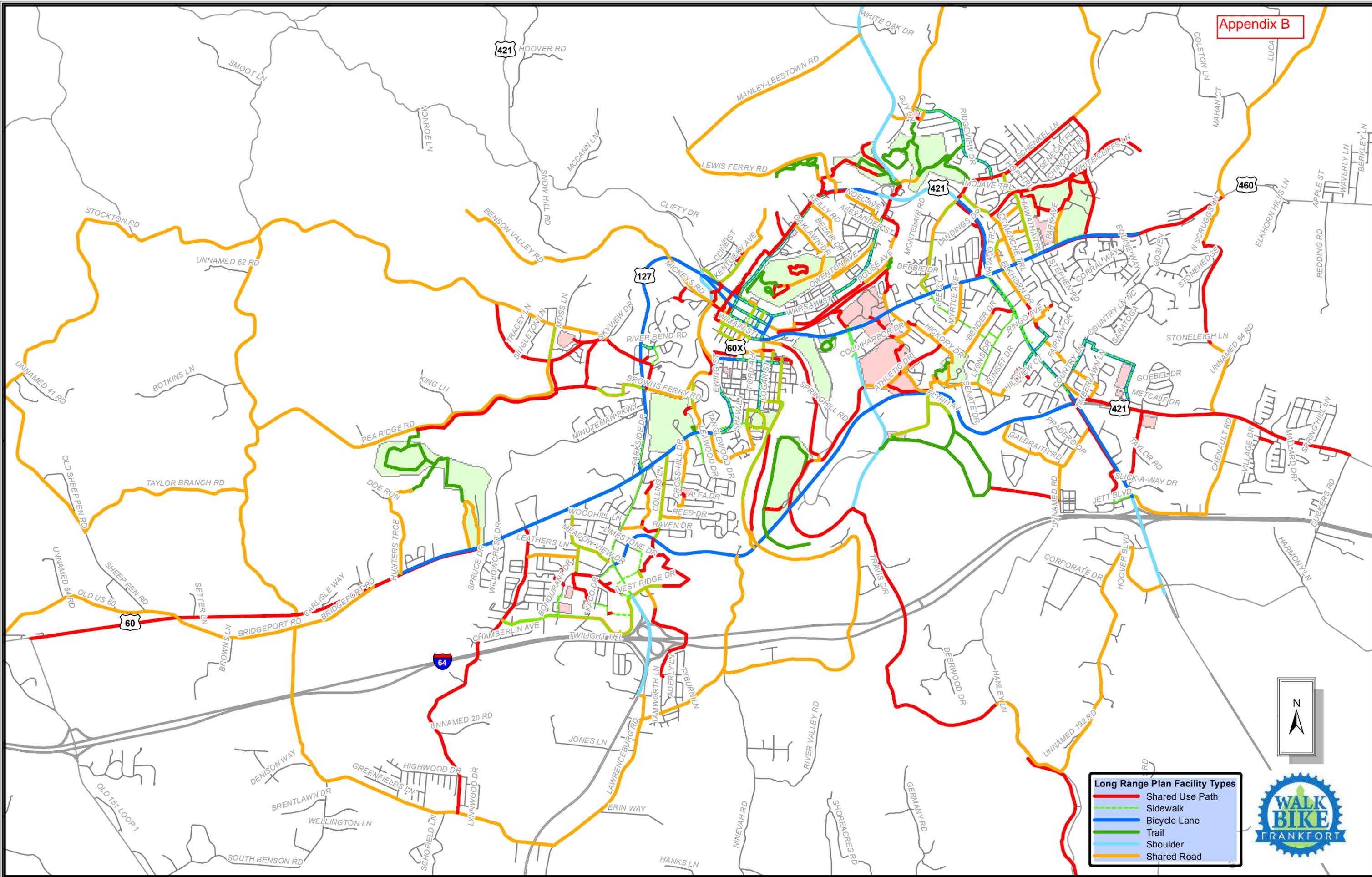


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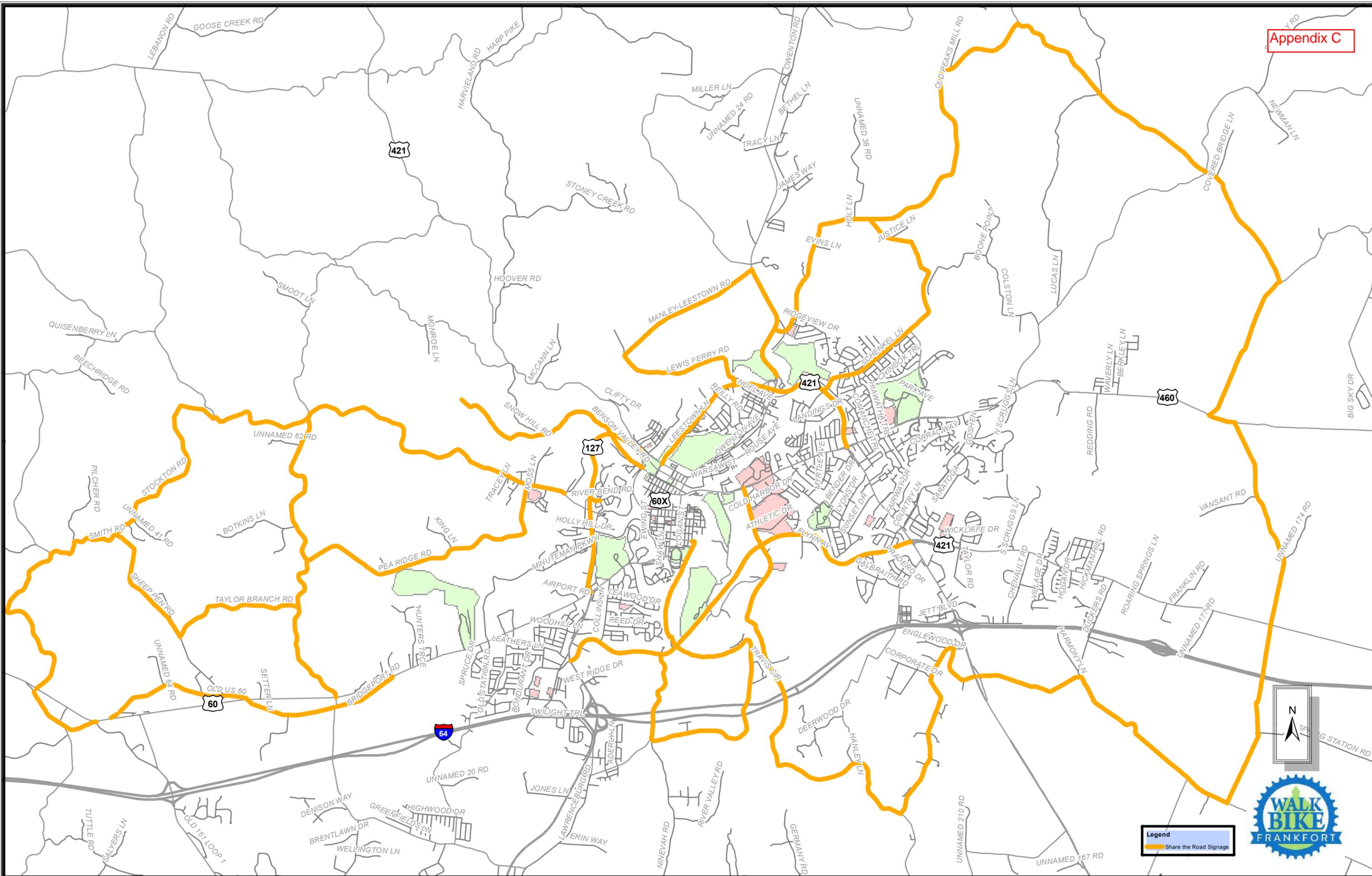
- 2016 Priority
- 1
- 2
- 3
- 4
- 2016 Project











Legend  
Share the Road Signage





