



**2024** CREATING  
VIBRANT  
COMMUNITIES

# CITY OF ELIZABETHTOWN

**NOVEMBER 2024**

# ACKNOWLEDGEMENTS

## PROJECT TEAM

Tim Aulbach | Property Owner

Kevin Blain | KYTC District 4

Jeff Gregory | City of Elizabethtown

Chris Hampton | KYTC District 4

Melissa Harrell-Nepi | City of Elizabethtown

Jared Jeffers | KYTC

Ed Poppe | City of Elizabethtown

Joe Reverman | City of Elizabethtown

Steve Rice | Elizabethtown Planning Commission

Terry Shipp | City of Elizabethtown

Brent Sweger | KYTC

## SPECIAL THANKS



## CONSULTING TEAM



“ This plan gives us the opportunity to breathe new life into the Towne Mall area and create ripple effects throughout Elizabethtown. We are ready for investment to bring people to shop, work, and live in Elizabethtown!”

- Jeff Gregory, Mayor of Elizabethtown

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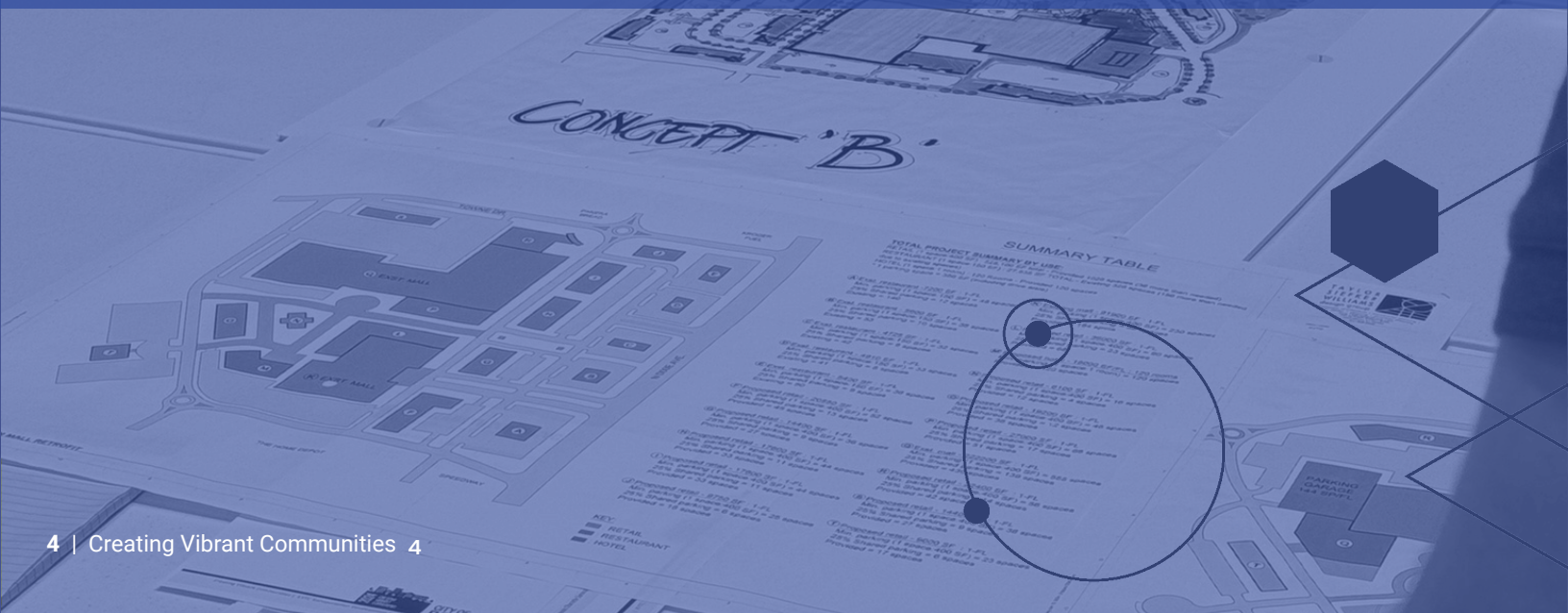
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# INTRODUCTION

## PART ONE



# CVC PROGRAM OVERVIEW

## PROGRAM DESCRIPTION AND GOALS

As part of the Kentucky Transportation Cabinet (KYTC) statewide planning contract, the cabinet created a program that would create land use and transportation plans for communities of less than 200,000 people represented by Local Planning Agencies (LPA). The Creating Vibrant Communities (CVC) program aims to proactively help communities plan for land use, transportation, and future development options for a targeted area containing one or multiple properties.

This program is intended to leverage and coordinate transportation with land use and economic development initiatives in a way that builds better and more vibrant communities. Through the program, Elizabethtown created a plan that outlines the vision, conceptual development plans, and actionable next steps necessary to create a transformative and unique destination for the community.

This plan will serve as a roadmap to actively attract and convey the city's vision to potential development partners. Overall CVC program goals for each community's plan are:

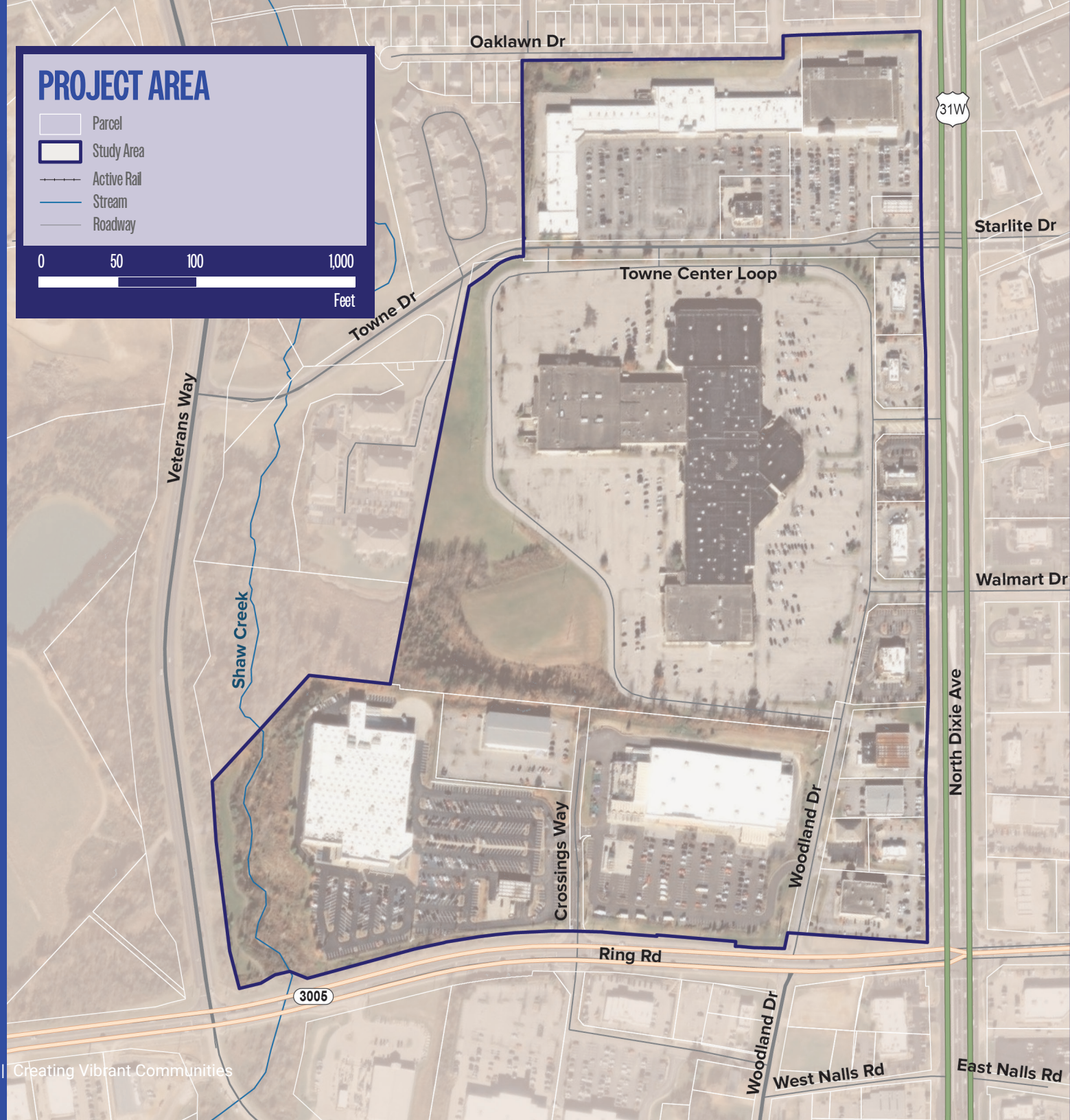
- **Goal 1:** Create a place that serves as a destination for the community
- **Goal 2:** Safely connect the community
- **Goal 3:** Spur economic development

## PROGRAM TIMELINE

Similar to other planning initiatives, the program was organized into six (6) tasks over the course of an eight month planning process. Major production and project development activities were focused during tasks Three: Defining the Project Area and Four: Vision & Goals. The LPA Committee held three meetings to review materials and provide feedback to the project team.

# PROJECT AREA

- Parcel
- Study Area
- Active Rail
- Stream
- Roadway



# PROJECT AREA & CURRENT SETTING

## PROJECT AREA

Elizabethtown’s project area is a free-standing mall, Towne Mall, that was constructed in the 1980s as well as outparcel development adjacent to Dixie Avenue that has typical suburban development patterns that focus on fast food restaurants and thru service. The surrounding area is also heavily focused on vehicular travel with many “big box” stores and large retail outlets.

The project area is near the highest traffic intersection in the county, Dixie Avenue (US Highway 31W) and Ring Road (KY-3005). Dixie Avenue is a major route between Louisville and Nashville, Tennessee that also provides access to Fort Knox to the north. Ring Road encircles the city and connects large-format retail centers and residential developments with I-65, the Western Kentucky Parkway, and the Addington Field Elizabethtown Regional Airport. Towne Mall and the surrounding development are regional destinations that serve a ten-county region shopping and retail needs.

## PAST PLANNING EFFORTS

**Envision Elizabethtown 2040:** The city’s comprehensive plan identifies how and where Elizabethtown should grow. It also identifies key projects, policies, and strategies that need to be implemented to reach the city’s vision for the future. Towne Mall was identified in this plan as a priority area for redevelopment.

**Dixie Avenue Improvements:** Phase 1 of the US 31W Improvement Project constructed Reduced Conflict U-Turn (RCUT) intersections and improved pedestrian crossings along Dixie Avenue adjacent to the Towne Mall property. Construction was completed in 2023 and preliminary one-year data shows a reduction in injury and total number of crashes. Along with improved safety, the project reduces travel time and allows for more efficient signal timing throughout the corridor.

## CURRENT DEMOGRAPHIC/ ECONOMIC HIGHLIGHTS

Elizabethtown is home to almost 31,500 people as of 2022.<sup>1</sup> Elizabethtown has had steady growth over its history due to the diverse local economy as well as the city's proximity to Fort Knox and Louisville. However, with the construction of the BlueOval SK Battery Park, more than 22,000 additional people are anticipated to move to Hardin County by 2026.<sup>2</sup> This will place significant demands for commercial development, housing, employment, and services.

Over 8,800 new housing units will be needed to support these new residents,<sup>2</sup> which will include multiple types of housing and price points. Elizabethtown has a younger population that is about two years less than Kentucky (37.4 years and 39.4 years respectively).<sup>1</sup> Additionally, the city has a significantly higher rental rate than the state and surrounding communities with about 52% of all residents in 2022 rent versus owning the place where they live.<sup>1</sup> These two factors could place a higher demand on rentals, including apartments, based on generational preferences and local trends.

The direct job growth of 5,000 employees will have an average annual pay of \$53,000.<sup>2</sup> This growth and strong wages will place additional demand for retail, dining, and entertainment to support this increased population. Areas like Towne Mall can capture this growth if the sites are able to respond to updated market preferences and housing demands. Vibrant, mixed-use, and well-connected areas will be more attractive than outdated and car-driven locations.

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<sup>1</sup> US Census Bureau, ACS 5-year estimates, 2017-2022

<sup>2</sup> Elizabethtown-Fort Knox MSA Economic Transformation Project: Measuring the Impact of the BlueOval SK Battery Park on the Elizabethtown Metro Area

# ELIZABETHTOWN PROJECTIONS

due to Blue Oval SK

**31,500**

POPULATION  
IN 2022

**+22,000**

POPULATION  
BY 2026

**+5,000**

ADDITIONAL  
EMPLOYEES  
IN THE COUNTY

WITH AN AVERAGE  
ANNUAL PAY OF **\$53,000**



**8,800**

NEW HOUSING  
UNITS NEEDED














# LAND USE & DEVELOPMENT

## EXISTING CONDITIONS

The project area is currently a suburban, commercial mall with outparcel development and expansive parking lots. The commercial outparcels along Dixie Avenue mainly consists of fast food and contributes to a suburban land use pattern that reinforces single uses and focuses on traveling by car. This area is largely zoned Regional Commercial.

This area is a regional shopping destination that generates thousands of visits each month. Other regional uses, such as Walmart, Lowes, Kroger, Target, Home Depot, and Sam's Club, also attract people from a multi-county region. Other surrounding uses include numerous retail and dining businesses. Apartments are clustered west of the project area and include undeveloped natural areas within a floodplain. A large apartment development is also underway just west of Veterans Way.

## ISSUES AND OPPORTUNITIES: LAND USE

 Parcel	 Neighborhood Commercial	 Issues
 Study Area	 Regional Commercial	 Opportunities
 Stream	 Urban Residential, General	
 Roadway	 High Density Residential	
 Floodway	 Woodland Corridor District-2	
 Minimal Flood Hazard		



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**A** Outparcels reduce visibility from Dixie Avenue

**B** Unused spaces within existing structure; mall structure has 410,000 square feet under roof, of which 340,000 square feet is leasable

**C** Potential for large entertainment tenant in vacant space

**D** Potential for green space / public areas to promote activity and allow for outdoor vendors

**E** Largely owned by one local developer

**F** Lack of residential units on site

**G** Long-term lease with existing anchor tenant

**H** Phasing is necessary due to existing tenants and development costs

Oaklawn Dr

31W

Starlite Dr

Towne Center Loop

Walmart Dr

North Dixie Ave

Crossings Way

Woodland Dr

Ring Rd

3005

Woodland Dr

West Hall Rd

Na 11 Rd

Creating Vibrant Communities Na 11

# MOBILITY

## EXISTING CONDITIONS

There are three roads that filter traffic into the project area: North Dixie Avenue, Veterans Way, and Ring Road. North Dixie Avenue (45 mph speed limit) is a principal arterial route with a 35,700 Average Annual Daily Traffic (AADT). This route provides access to many major destinations, including Walmart, Lowes, Target, Town Center Loop, and many restaurants and retail businesses. Ring Road (45 mph speed limit) is a minor arterial route with an 18,500 AADT. Ring Road provides access to Home Depot, Sam's Club, Tractor Supply, Hobby Lobby, restaurants and more within a few miles that contributes to higher traffic volumes. Veterans Way (45 mph speed limit) is a major collector route with a 7,200 AADT. Veterans Way is a 1.3-mile route that travels along the west side of the project area connecting Ring Road, apartment complexes, and retail. Towne Drive (25 mph) is a minor collector with a 4,400 AADT and provides a connection between Veterans Way and Dixie Avenue.

Within this area, there are sidewalks along both sides of North Dixie Avenue, one side of Ring Road and Crossings Way, and segments of Woodland Drive. Towne Center Loop does not have sidewalks. All of the roads in this area also lack high-visibility crosswalks. There is a history of pedestrian-related crashes at the intersection of North Dixie Avenue and Ring Road. Freeman Lake Park is slightly east of the project area with access from Ring Road and Dixie Avenue. The park has paved trails for biking and hiking. Extending the accessibility of the sidewalk network would increase the safety of pedestrians and other vulnerable road users walking to stores, shops, parks, and restaurants in the area.

## ISSUES AND OPPORTUNITIES: MOBILITY

- Study Area
- Sidewalk
- Stream

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local

- Issues
- Opportunities

### Crashes by Severity (2018-2022)

- Fatal (K)
- Suspected Serious Injury (A)
- Suspected Minor Injury (B)
- Possible Injury (C)
- Density of all crashes

Crashes involving vulnerable users are indicated with a walk or bicycle symbol. The purple shade of bubbles indicates the density of all crashes within the study area.



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# CHARACTER & PLACEMAKING

## EXISTING CONDITIONS

The Towne Mall, surrounded by parking on all sides, is a one-story 400,000 square foot T-shaped enclosed mall built in 1985. The large-format anchors are at the three endpoints of the structure. A featured entrance with retail and access to the food court projects outward towards Dixie Avenue. The structure is typical of most 1980 mall developments with minimal detail and little variation in the facade; it is reinforced with a band of smooth concrete at the ceiling height and a wider band at the top of the parapet wall, which wraps around the building. Utility meters, loading docks, and dumpster enclosures are scattered along all sides of the mall and accessed from the parking lot. Trees are planted in narrow beds between the entrance sidewalk and the building and scattered throughout the parking areas in islands. The only openings in the building are at the entrances to interior corridors and the anchor tenants. The anchor space at the rear of the mall was formerly Sears and is currently vacant.

The parking lot is expansive with minimal landscaping or accommodation for pedestrians, and there are few connections to surrounding land uses.

## ISSUES AND OPPORTUNITIES: CHARACTER



CITY OF ELIZABETHTOWN

**A** Space oriented inward; the mall is disconnected without a sense of relationship to surrounding land uses

**B** Develop a new main street and adaptive buildings with vibrant public spaces

**C** Lack of diversity in land uses, building form, materials, height, openings, or design

**D** Reimagine at a pedestrian building scale

**E** Lacks a focal point or sense of shelter and enclosure

**F** Project a strong sense of arrival and sense of place with facades that reflect an urban destination

Oaklawn Dr

31W

Starlite Dr

Towne Center Loop

A

B

C

D

E

F

Walmart Dr

North Dixie Ave

Crossings Way

Woodland Dr

Ring Rd

3005

Woodland Dr

West Nails Rd

East Nails Rd

Great Lakes Real Estate Community

# ECONOMIC DEVELOPMENT

## EXISTING CONDITIONS

Elizabethtown is a vital regional economic center for retail shopping, entertainment, and healthcare. The Towne Mall area along Dixie Avenue is a high traffic area dominated by retail shopping and restaurants. Retail shopping trends have shifted away from typical enclosed mall shopping centers and are moving towards open retail and commercial strip centers with places for dining options, open space, and entertainment focused uses. The Towne Mall area follows this national trend as major retailers have reduced their presence, shoppers have engaged in other retail centers, and overall traffic within the site has scaled back significantly over the decades. The site's current structures, land uses, walkability, and character may limit the types and scale of retail opportunities that are enjoying success and contributing to overall economic viability.

As retail shopping trends continue to evolve, the location could benefit from a new vision of its space, with more open spaces and a more diverse depth of retail, commercial, and entertainment venues that appeal to a greater audience and multiple generations. The availability of incentives and high value tools to leverage better economic use of the site could be more limited with retail land uses and is worth investigating. A revitalization of the site may bring greater economic activity and an increased tax base. With the expected growth in local population from recent major industrial growth, transformation of the space could be important for the community.

## ISSUES AND OPPORTUNITIES: ECONOMIC

- Parcel
- Study Area
- Stream
- Roadway
- Floodway
- Minimal Flood Hazard

- Issues
- Opportunities



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**A** Redevelopment of this site was identified by residents and the City in Envision Elizabethtown

**B** Lack of multimodal access may reduce spontaneous trips for surrounding residents

**C** Diversify land uses to provide a built-in market for commercial

**D** Existing utilities cut through the site

**E** Stormwater runoff and retention issues

**F** Existing flexibility with the zoning ordinance

**G** Establish a regional destination for a mixed-use center

Oaklawn Dr

31W

Starlite Dr

Towne Center Loop

Walmart Dr

North Dixie Ave

Ring Rd

3005

Woodland Dr

West Nails Rd East Nails Rd

Crossings Way

Woodland Dr



# COMMUNITY ENGAGEMENT OVERVIEW

The redevelopment of Towne Mall has been a topic discussed for numerous years in Elizabethtown. The decline of suburban malls across the nation has pushed citizens, the city, and other partners to acknowledge the need to proactively look to the future for this site to be successful. Envision Elizabethtown, the city's comprehensive plan, included an in-depth engagement process that identified this site as a priority. This plan builds upon the previous public input and focused on working directly with a committee that provided input and guided the direction of this plan throughout the process. A summary of the committee meetings follows.

## ELIZABETHTOWN COMMITTEE

A committee was formed to provide more detailed guidance and input during the plan's development. This committee consisted of the following people:

- Tim Aulbach, Property Owner
- Kevin Blain, KYTC District 4
- Jeff Gregory, City of Elizabethtown
- Chris Hampton, KYTC District 4
- Melissa Harrell-Nepi, City of Elizabethtown
- Jared Jeffers, KYTC Central Office
- Ed Poppe, City of Elizabethtown
- Joe Reverman, City of Elizabethtown
- Steve Rice, Elizabethtown Planning Commission
- Terry Shipp, City of Elizabethtown
- Brent Sweger, KYTC Central Office



## MEETING #1: IDEA AND DESIGN CHARRETTE – APRIL 18, 2024

A day-long charrette was conducted with the committee. A working session was held during the morning to discuss ideas for the mall property and outparcels. This discussion included potential uses, anchor tenants, site layout, character, connections, and public spaces. Following the morning working session, the consultant team created two development concepts for the project area that would transform the suburban mall into a mixed-use destination. The committee members then reconvened in the late afternoon to review and provide feedback on the development concepts and discuss the project's next steps.



## MEETING #2: COMMITTEE MEETING – JUNE 18, 2024

The committee reviewed the two refined development concepts and the overall project area strategies. The committee discussed site specific details including building orientation, connections to adjacent sites and uses, pedestrian amenities, parking, and programming. Additionally, the committee reviewed the funding sources and implementation details for each strategy.

## MEETING #3: COMMITTEE MEETING - OCTOBER 9, 2024

A final committee meeting was held to review the updated development concept, revised strategies, and the draft plan document. This also provided an opportunity for coordination on the action steps and timeline. The committee also discussed the anticipated process to adopt the plan.





# STRATEGIES & DESIRED OUTCOMES

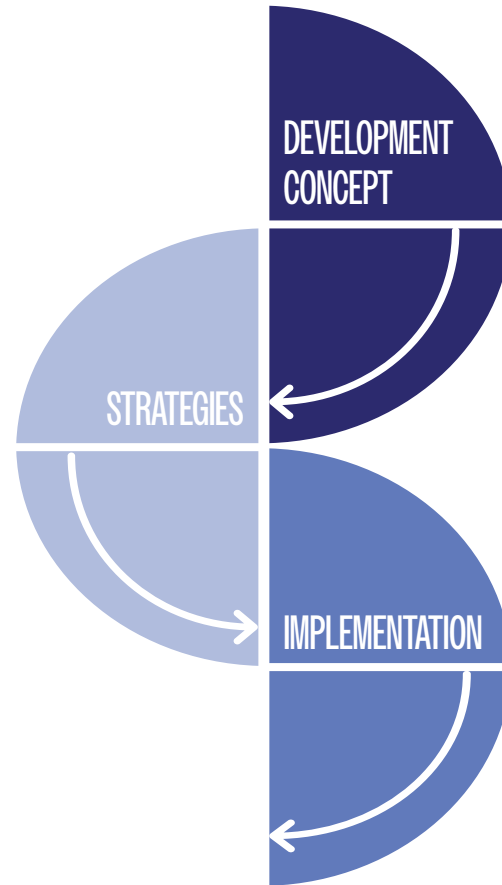
## PART TWO

# PLAN ORGANIZATION AND FUTURE VISION

## PLAN ORGANIZATION

Towne Mall has been an anchor within Elizabethtown for decades. As the city has grown and changed, the mall is now at a point where it needs to respond to current demands and the community's needs. This plan is intended to illustrate a long-term vision for this site through two ways: A development concept and strategies for implementation.

The development concept's purpose is to portray an aspirational vision for the site that depicts its uses, mobility, character, and scale. It is not intended to serve as a development plan or final site layout; rather, it should serve as a set of guiding principles as the site is redeveloped and reimagined. The strategies are the steps necessary to support and implement the overall development concept. These require a group of partners, not just the city or property owners, to complete. Together, the development concept and strategies create a roadmap to reimagine Towne Mall.



# DEVELOPMENT CONCEPT

A key aspect of this plan was conceptually defining the uses, site layout, building design, space programming, and overall character of the project area. Two development concepts were created during the idea and design charrette based on the ideas and vision of how Towne Mall could be transformed from a typical suburban shopping mall into a vibrant and mixed-use destination unlike anywhere else in the region.

The concepts were refined into a preferred concept throughout the planning process, and the preferred concept was a result of blending the ideas and comments of numerous stakeholders, including the property owner, the City, KYTC, and others.

## CONCEPT A



## CONCEPT B



# CONCEPT OVERVIEW

The transformation of Towne Mall was anchored within the idea of integrating retail, dining, entertainment, and housing uses into a destination where the public spaces would engage people, encourage socialization, and activate a sense of emotion. The preferred concept incorporates the following:

- **Mixed Use:** Three to four story mixed-use buildings line the main internal road that runs from Dixie Avenue to the rear of the site. These buildings would include first floor retail, dining, and similar uses with residential or office space above.
- **Anchor Tenants:** Three anchor tenants that include a retail anchor (such as JC Penny), an entertainment anchor (such as Malibu Jacks), and a hotel anchor that provides a regional draw. The retail and entertainment anchors can be within the existing mall structure while the hotel would require a new structure.
- **Housing:** These anchor tenants are supported by high-density housing throughout the site in mixed-use buildings and standalone apartment buildings. Housing within this site is a key component in creating a destination that has activity outside of normal retail hours and providing a built-in customer base.
- **Connections:** Providing connections to adjacent roads and sites for cars and people is important for access, including additional connections to Ring Road. Prioritizing internal connections for pedestrians is also a critical component of achieving the vision for this site.
- **Public Spaces:** The public spaces, plazas, and sidewalks are intended to provide more than just a function of getting between places. They should be designed and used in a way to create activity, promote people to walk through the site rather than drive, and encourage visitors to stay longer.

Land use diagram of concept plan

Towne Drive

Dixie Avenue

Towne Center Loop

Crossings Way

40,840 SF - 6-FL

11,400 SF - 1-FL

11,400 SF - 1-FL

9,294 SF - 1-FL

9,722 SF - 1-FL

9,722 SF - 1-FL

228,579 SF - 1-FL

18,028 SF - 2-FL

63,199 SF - 4-FL

24,000 SF - 4-FL

12,282 SF - 1-FL

31,339 SF - 6-FL

9,600 SF - 6-FL

13,200 SF - 6-FL

9,600 SF - 6-FL

25,903 SF - 4-FL

24,000 SF - 4-FL




12,282 SF - 1-FL

38,209 SF - 4-FL

79,492 SF - 1-FL

15,304 SF - 2-FL

13,108 SF - 1-FL

	Retail		Multi-Family		Parking Structure
	Multi-Use		Hotel		

# DEVELOPMENT FRAMEWORK

This process recognizes that the development concept will not be implemented exactly as envisioned; it is just that, a concept. As design progresses and exact site conditions, market demands, and construction costs are weighed, the concept will begin to evolve as well.

The preferred development concept was based upon a framework to create a place that is more than just buildings and roads; this framework is intended to capture the underlying principles, guidance, and principles that need to be carried forward as this concept progresses to design and eventually construction. The following framework elements should become the basis for many design decisions throughout the design process.

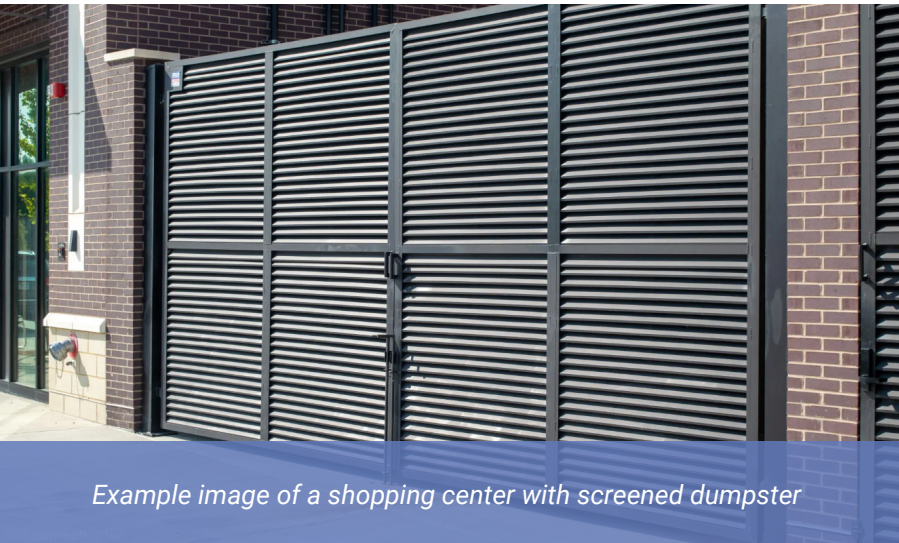
- 1 SUBURBAN MALL RETROFIT
- 2 ABOVE GROUND UTILITIES
- 3 WALKABLE & ACTIVE STREETS
- 4 FLEXIBLE GREEN SPACE
- 5 HIGH-DENSITY HOUSING
- 6 SOCIAL ACTIVITY AREAS
- 7 HOTEL ANCHOR
- 8 ENHANCED ENTRIES
- 9 OUTPARCEL IMPROVEMENTS

# SUBURBAN MALL RETROFIT

A mall retrofit revitalizes and modernizes the existing shopping center, making it more adaptable to evolving consumer preferences. It also allows for additional floors, transforming the space into a multi-use environment that extends beyond traditional retail.

Functional considerations of retrofitting this suburban use also need to be considered. The larger tenants will require service and delivery entrances with loading docks and dumpsters. These can be incorporated into the site layout so they are not highly visible. Smaller businesses and restaurants can typically receive deliveries from the street during non-peak hours and the site can incorporate various centralized, screened dumpster locations.

Examples of how this be integrated into the site are shown on the bottom graphic. For example, the internal parking lot could include loading docks, service entrances, and dumpsters with direct access to the the larger tenants within the existing mall structure and access to the new structures through an internal maintenance or service corridor (similar to a traditional mall). Alternatively, a section of the existing mall or new construction can be carved out as a service area in a less visible location. Truck deliveries or larger vehicles can access this area from a parking lot that allows for the required turning radii and maneuvering area. Decorative, solid gates can be used to screen this area from the parking lot when deliveries are not occurring.



*Example image of a shopping center with screened dumpster*



*Aerial viewpoint of rendered concept showing existing mall structure and new retrofitted development*

# KEY ELEMENTS OF FRAMEWORK #1

Increase development potential & expand uses

Utilize new development to improve architectural interest

Improve connectivity by reorganizing interior roads



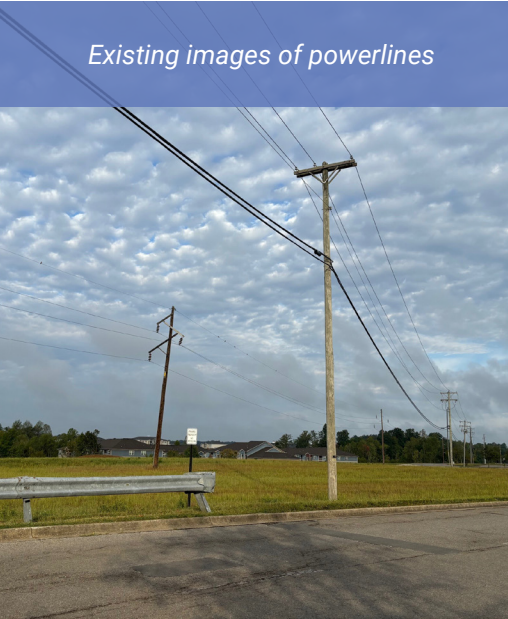
*Example image of retrofitted development*

# ABOVE GROUND UTILITIES

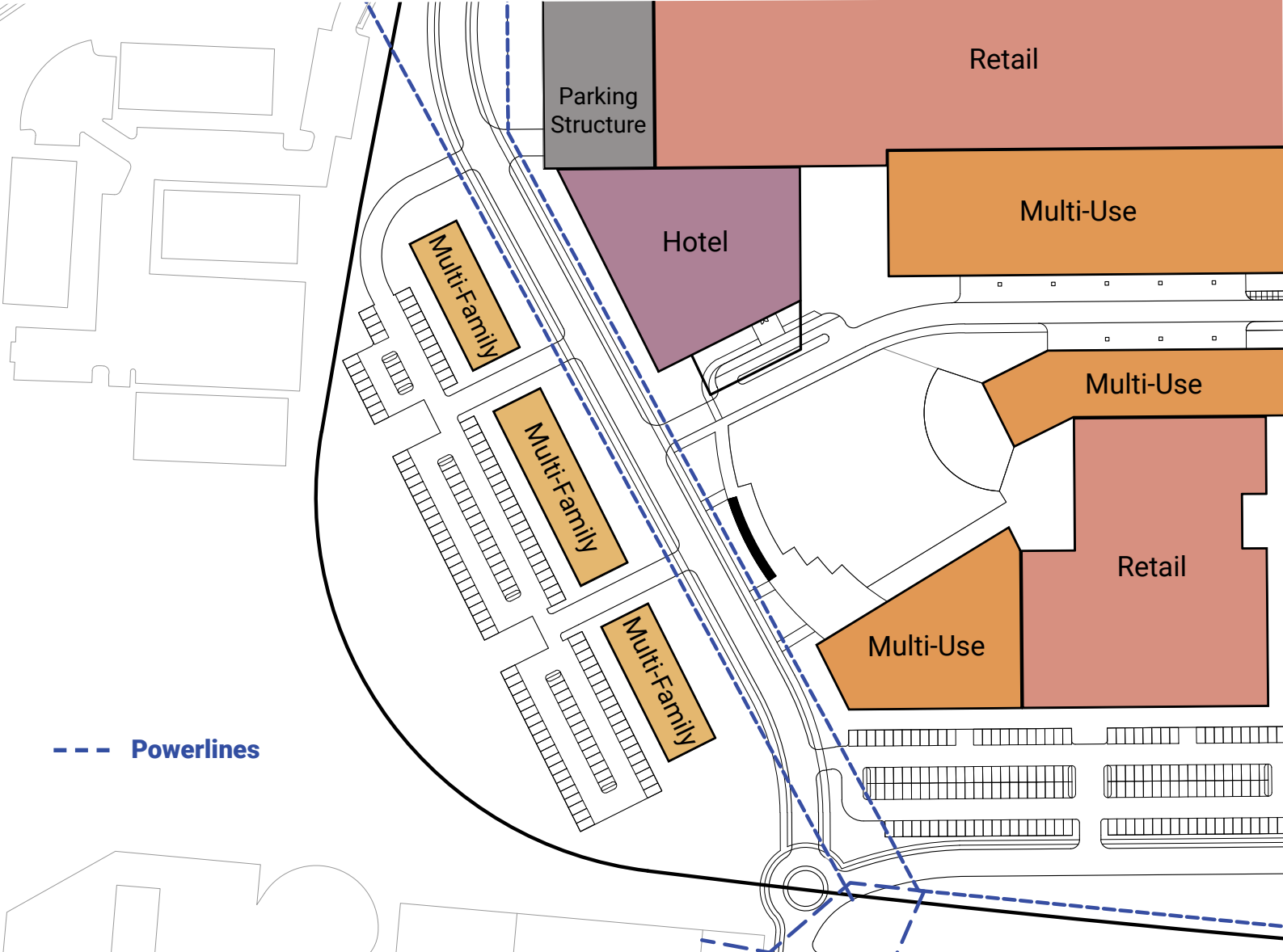
There are two existing overhead electrical lines that run diagonally across the western edge of the site. The preferred site plan option relocates the overhead utilities underground to maximize the connectivity of the site and improve the visual aesthetics of the design.

As an alternative, the existing overhead electric lines could be remain (as shown in the concept to the right) or be consolidated into a single line of poles on the west side of the road. The layout reduces the lawn area, shifts the hotel, reduces the garage and realigns the interior road. Views from the hotel, multi-family, and interior lawn areas will be obstructed by the overhead lines if the utility lines remain.

*Existing images of powerlines*



# KEY ELEMENTS OF FRAMEWORK #2



--- Powerlines

Existing powerlines with development concept

# WALKABLE & ACTIVE STREETS

The Main Street concept creates a vibrant, walkable environment that encourages pedestrian activity and interaction. It also establishes a unique community character, enhancing the overall appeal and identity.

*Viewpoint of rendered concept showing active streetscape, monumental entry-point, and multi-use retail developments*



# KEY ELEMENTS OF FRAMEWORK #3

Provide wide sidewalks with amenities (seating, tables, landscaping & lighting)

Create an allée of street trees for shade and enclosure

Add pavers on the main street to signify a sense of place



*Rendered concept showing active streetscape elements*

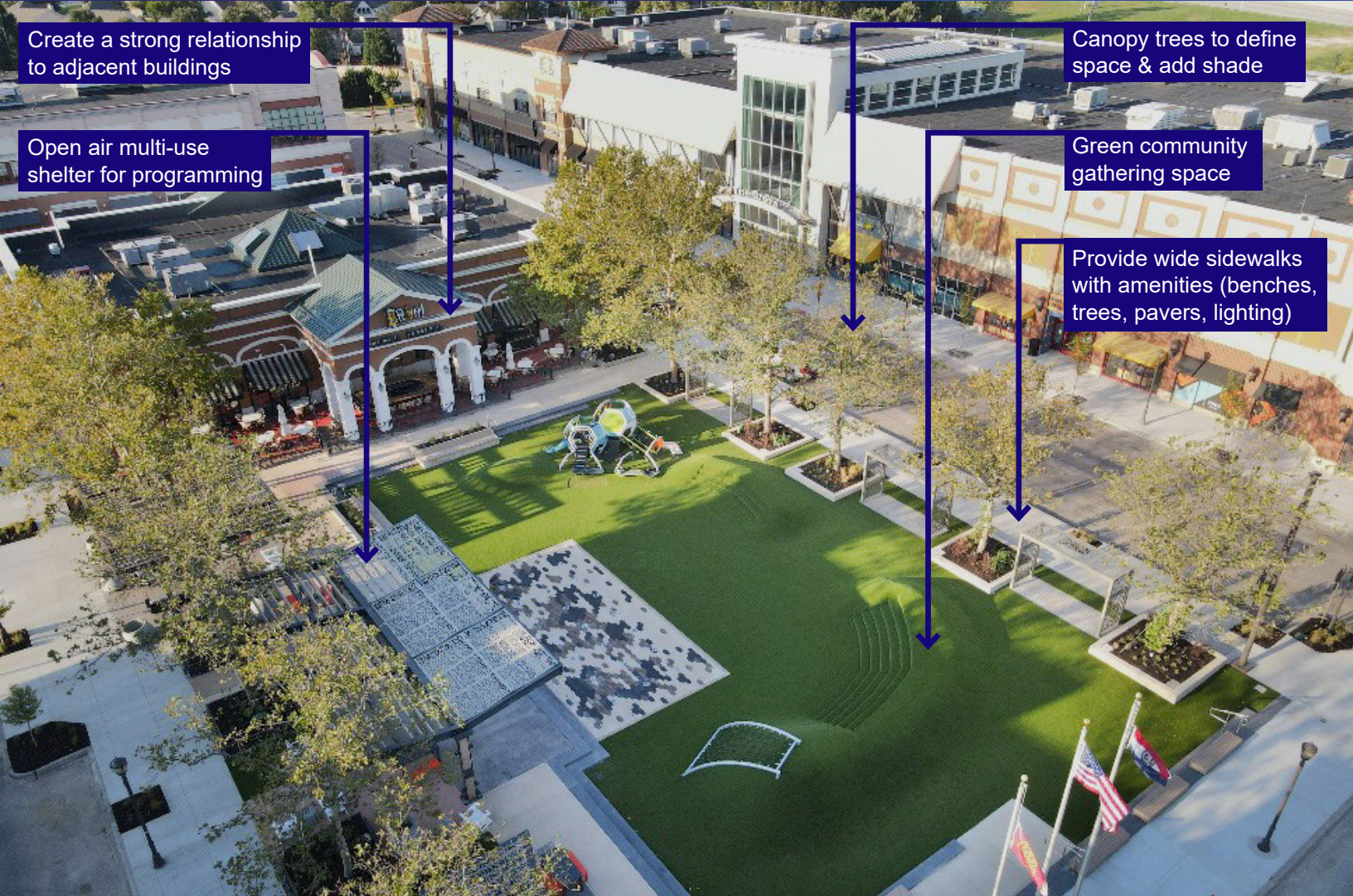
# FLEXIBLE GREEN SPACE

A greenspace serves as a central gathering area, offering a space for various events and programming. The open design allows for flexibility and adaptability, making it ideal for community interaction and engagement.

*Aerial viewpoint of rendered concept showing flexible greenspace and hotel plaza*



# KEY ELEMENTS OF FRAMEWORK #4



Create a strong relationship to adjacent buildings

Open air multi-use shelter for programming

Canopy trees to define space & add shade

Green community gathering space

Provide wide sidewalks with amenities (benches, trees, pavers, lighting)

Example image of green space

# HIGH-DENSITY HOUSING

Incorporating apartments into a mixed-use development increases foot traffic and enhances the property's value and market appeal. The residential component attracts more visitors and contributes to a more lively and active community.

*Example imagery of potential high-density residential development*



# KEY ELEMENTS OF FRAMEWORK #5



Maintain a human scale of 4-6 floors

Provide safe pedestrian connections with sidewalks buffered by trees & lighting

Create pedestrian only connections to encourage walking through the development

*Example image of potential high-density residential development*

# SOCIAL ACTIVITY AREAS

A plaza creates a central gathering space that fosters community interaction and provides flexibility for hosting various events and gatherings. Its design supports a dynamic and engaging environment, making it a focal point within the site.

*Example imagery of potential activity areas and programming*



*Viewpoint of rendered concept showing potential seasonal activity*



# KEY ELEMENTS OF FRAMEWORK #6

Movable seating options to create flexible spaces

Incorporate colorful shade structures

Create open plazas that can accommodate a variety of uses

Add interesting lighting, colors & signs to personalize spaces



*Example image of potential activity area*

# HOTEL ANCHOR

A hotel boosts foot traffic, which in turn enhances the economic viability. By providing a full-service experience, the hotel strengthens the development's brand appeal and attractiveness to both visitors and businesses.

*Aerial viewpoint of rendered hotel concept showing flexible greenspace and hotel plaza*



# KEY ELEMENTS OF FRAMEWORK #7

Provide a well-defined entrance and drop off

Utilize high-quality materials & articulate surfaces to create interest

Maintain scale of 6+ floors

Create an animated street life with trees, furniture & pavement



Example image of hotel

# ENHANCED ENTRIES

Clearly defined entry points improve navigation and accessibility, enhancing safety and security. Consistent and well-designed entries also contribute to a cohesive identity.

*Aerial viewpoint of rendered concept showing main entry to new development*



# KEY ELEMENTS OF FRAMEWORK #8



Add signage to direct & create identity

Provide pedestrian refuge in the median

Median to provide safety and landscaping

*Example image of a defined gateway*

# OUTPARCEL IMPROVEMENTS

Outparcel lots add flexibility and potential revenue streams by allowing separate leasing or sales opportunities. Their enhanced visibility and access draw more visitors, contributing to the overall success of the development.

*Example imagery of potential improvements to outparcel developments that could include outside dining and landscaping*



# KEY ELEMENTS OF FRAMEWORK #9



*Example image of potential outparcel development characteristics*



*Rendered plan view of redevelopment concept*

# TRANSFORM TOWNE MALL

into a vibrant, mixed-use center that creates:

A **unique destination** for shopping, dining, entertainment, and living;

**Safe connections** for cars and people;

Distinct pedestrian-scaled **public spaces and buildings** and;

Strategic **private and public investments** that spur future reinvestment.

**STRATEGY 1:**

Mixed-Use Development

**STRATEGY 2:**

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# Mixed Use Development

## STRATEGY 1

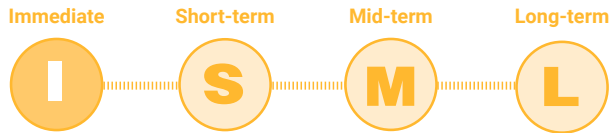


### ABOUT THIS STRATEGY

People are attracted to vibrant, active places where they can engage in multiple activities. While the character of a site can influence the use and attraction of people, a variety of uses can also bring more people to an area and encourage them to stay longer. Elizabethtown's site should include multiple uses, such as retail, dining, entertainment, lodging, and housing, to extend the time people spend in the area.

Integrating housing, such as apartments, into this site can provide a customer base that is on the same site as the retail, dining, and other commercial uses. These uses and public spaces serve as an amenity to the housing development to attract residents and justify higher market rates. Residents have the advantage of convenience and walkability just steps from their door. High-density housing also provides an additional sense of security by having "eyes on the street" outside of normal business hours.

Elizabethtown, Hardin County, and the region currently have rapid residential growth due to the BlueOval SK Battery Park. Additional higher-density housing on this site can help to fulfill this need, such as apartments, townhomes, or even small-lot single-family houses. This diversity of uses can also provide multiple revenue streams for the developer, which can allow redevelopment of the entire site to occur faster.



## PRIMARY PARTNERS

- City of Elizabethtown
- Property Owner

## FUNDING

- Private

## ACTION STEPS

### 1.1

#### ADOPT A PUD

This should be done in partnership with the city and all of the property owners (including the existing outparcels) to create a Planned Unit Development (PUD) that outlines the expectations for the site. The PUD should address permitted and conditional uses (including any minimum requirements for uses such as housing); site standards (including transitions to adjacent parcels and reduced parking requirements); structure/building standards to reflect the massing, density, and design character; and public/semi-public spaces. The development and streetscape design guides in Strategies 3, 5, 11, and 12 should also be integrated into or referenced as a requirement within the PUD.



# Key Anchor Uses

## STRATEGY 2



### ABOUT THIS STRATEGY

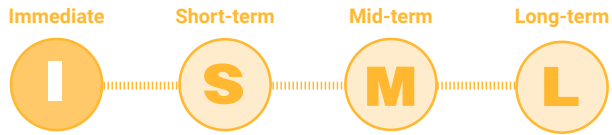
Having a variety of uses within this site is important, but attracting key uses that complement each other and attract large numbers of customers and residents is equally important. These uses become an anchor that can attract other businesses and uses who can build upon their customer base.

The key anchor uses should be prioritized and actively marketed and should include the following:

- Large Retail Anchor (such as JC Penny): A large retailer can draw a variety of people to the site from a larger region. This should be located within the existing mall structure provide direct access to the street and parking areas.
- Entertainment Anchor (such as Malibu Jack's): A business that offers multiple options for all ages (such as arcade games, bowling, parties, and food/alcohol) can draw a broad base of customers. These venues not just attract families but can also attract young adults in the evening hours. This use should be in the

existing mall structure towards the rear of the site (the former Sears building) to activate this portion of the site and have proximity to the future parking structure.

- Hotel Anchor: A hotel can attract out-of-town visitors that can support dining, entertainment, and retail businesses on the site. This should be near the rear of the site to provide a visual landmark as people move through it. The hotel should be a new structure that is 6+ stories that has direct access to the parking structure. It should also engage with the street and public open space through a plaza, outdoor restaurant, and/or similar space.
- High-Density Residential: Apartments, condominiums, or other high-density housing options are key to bringing life to the site 24 hours a day and providing a customer base for many of the retail, entertainment, and dining options. This can be located as stand-alone buildings (such as towards the site's rear) and the upper floors of the retail or mixed-use buildings. The Preferred Development Concept could accommodate 450 new housing units.



## PRIMARY PARTNERS

- Property Owner

## FUNDING

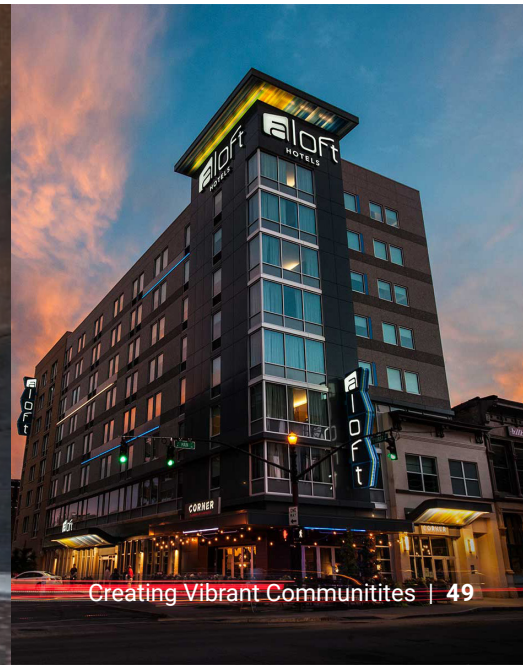
- Private

## ACTION STEPS

# 2.1

### CREATE A MARKETING/PROMOTIONAL STRATEGY

This plan should be based on the vision and strategies established in this plan and prioritize securing the key anchor uses. It should also highlight the character of the redeveloped site, the customer base from the intended uses, and the benefits of the public spaces/events.



# Active Outdoor Spaces

## STRATEGY 3

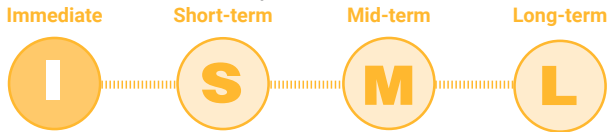


### ABOUT THIS STRATEGY

A public or open space within a development does not directly generate revenue like leasable spaces. However, these areas can draw people to the site with regular programmed events, encourage visitors to stay longer, and serve as an amenity for nearby housing. The goal of these public spaces is to reinforce the development's character, serve as a venue for events (both formal and informal), and support nearby businesses by increasing the number of customers.

The primary open space on this site (as shown in Preferred Development Concept) can accommodate large events (such as concerts, outdoor movies, and festivals) as well as small, everyday activities of shoppers and residents. It can also become a hub for seasonal food trucks and a place where visitors or residents relax between activities with movable tables and chairs, public art, play areas, and benches. Smaller spaces throughout the site serve as a transition between adjacent parcels or different uses and provide more intimate spaces for people to stop and take a break during their shopping.

Create Guidelines/Requirements:



Design & Construction: See Land Use Strategy 4

## PRIMARY PARTNERS

- Property Owner

## SECONDARY PARTNERS

- City of Elizabethtown

## FUNDING

- Private

## ACTION STEPS

# 3.1

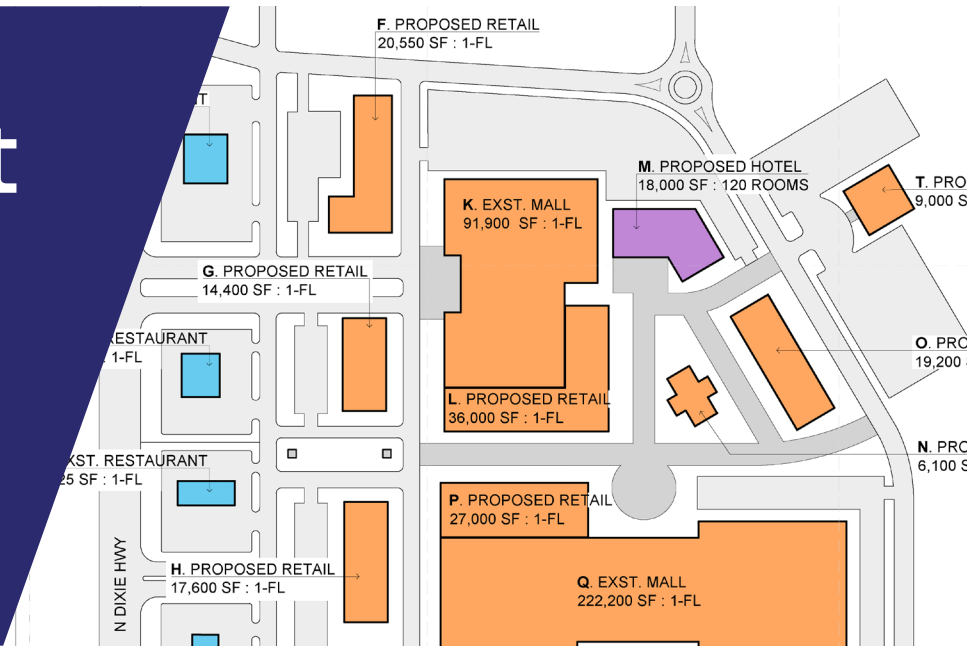
### CREATE MINIMUM REQUIREMENTS FOR THE PROGRAMMING AND DESIGN OF OUTDOOR SPACES

This should outline the minimum design requirements and programming expectations for the open spaces on this site as it is redeveloped. This can serve as a clear vision of the minimum expectations but can also be used to attract key anchor uses that would benefit from being located near the outdoor spaces. The guidelines or requirements should be defined within the PUD (see Action 1.1).



# Development Phasing

## STRATEGY 4



### ABOUT THIS STRATEGY

The vision for the redevelopment of this entire site cannot be done immediately. It will require a large level of coordination, marketing, and capital improvements that would occur over multiple years. Improvements should be prioritized based on necessity, funding, and attraction of tenants. The phasing should be outlined, but it is important to be flexible to respond to future changes.

The demolition of the middle of the existing mall structure and construction of the new road and exterior leasable spaces along it should be the first phase for design and construction. Improved access to the site (including access to Ring Road) should also be prioritized as an earlier phase. As specific uses, such as the hotel or housing, are confirmed, these areas should then be prioritized.

## Ongoing Initiative



### PRIMARY PARTNERS

- Property Owner
- City of Elizabethtown

### SECONDARY PARTNERS

- Utility Providers
- Elizabethtown Tourism

### FUNDING

- Private
- General Fund (public amenities)
- Kentucky Tourism Development Act (KTDA)
- Build-Operate Transfer (BOT)
- Tax Increment Financing (TIF) or Tax Abatement
- Tourist Development Tax (public amenities)

## ACTION STEPS

### 4.1

#### IDENTIFY STRATEGIC PUBLIC INVESTMENTS

These investments should be strategic elements that could or will be completed or funded by the city (and/or other public funding sources) to offset any financial gaps based on market analysis. This could include construction of one or more elements of the site, such as new roads or access points, utilities, sidewalks or trails, public spaces or parks, or other features that provide public benefit.

### 4.2

#### STRATEGICALLY PHASE THE OVERALL DEVELOPMENT

Identify the first phases of development and begin design and construction of those areas. This should include demolition of a portion of the existing mall structure, construction of the new central road, and improved site access. Continue to adjust the timing or sequence of future phases based on market demand, funding, and attraction of tenants.

# Outparcel Redevelopment

## STRATEGY 5

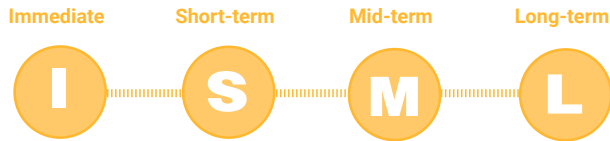


### ABOUT THIS STRATEGY

While the overall development of the Towne Mall site will have the greatest influence on creating a distinct destination within Elizabethtown and the region, the development of parcels surrounding the mall can contribute to the character and functionality of the overall redevelopment effort. The outparcels between the current mall and Dixie Avenue should also be a priority for redevelopment with both short-term and long-term strategies. All of these parcels, except for one, are owned by separate businesses or entities so the city should communicate the implementation of this plan with those property owners as well.

The outparcel sites are currently focused on drive-thru service and cars. These sites can be improved to provide a safer and more inviting atmosphere for people with minimizing drive-thru access, providing outdoor dining, and activating exterior spaces. Easier and less expensive short-term improvements can be made to these sites, such as adding outdoor dining, sidewalk connections, reconfigured or visual buffers of drive-thru areas, and additional landscaping. As the buildings on these sites are eventually demolished or redeveloped, these sites and new structures should be designed to reflect a walkable, pedestrian-scale development and transition from the suburban development pattern on Dixie Avenue to the new mall development.





## PRIMARY PARTNERS

- City of Elizabethtown

## SECONDARY PARTNERS

- Business Owners
- KYTC
- Property Owner

## FUNDING

- General Fund
- Kentucky Tourism Development Act (KTDA)
- Tax Increment Financing (TIF) or Tax Abatement
- Tourist Development Tax

## ACTION STEPS

### 5.1

#### ADOPT SHORT-TERM STRATEGIES FOR THE OUTPARCELS

These policies should encourage improvements that better reflect the overall vision for this area as as short-term solution if buildings are not being demolished or significantly renovated. It should include, at a minimum, the following: adding outdoor dining areas; constructing sidewalk connections to Dixie Avenue and the mall and adjacent sites; reconfiguring existing drive-thrus to minimize conflicts with pedestrians; installing visual buffers of drive thru and parking areas; and installing additional landscaping.

### 5.2

#### CREATE A SITE IMPROVEMENT PROGRAM FOR THE OUTPARCELS

This should be focused on the smaller parcels that abut Dixie Avenue and could function similar to the downtown façade improvement program. The program could provide matching funds for site improvements that are included in the city's short-term strategies (see Action 5.1), such as adding outdoor dining, screening, or sidewalk connections.

### 5.3

#### ADOPT REGULATIONS FOR REDEVELOPMENT OF THE OUTPARCELS

These regulations should be included as part of the PUD (see Action 1.1) and require redevelopment of the outparcels to provide a site layout that reflects a walkable area and structure design that reflects the vision of this plan. The regulations should include, at a minimum, the following elements: outdoor activity, minimal setbacks, pedestrian-scaled structures, drive-thru location, parking that is screened, reduced number of required parking spaces, reduced access points, and landscaping.

# On-Site Parking

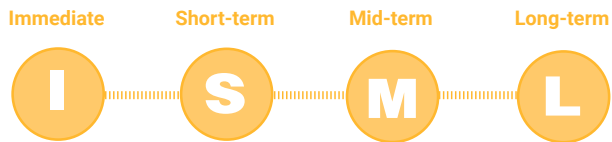
## STRATEGY 6



### ABOUT THIS STRATEGY

The current Towne Mall site has a surplus of surface parking. The land use strategies envision much of the area redeveloped to higher density uses that increase the footprint of structures on the site, but parking is still needed for visitors, residents, and workers. A parking strategy centered around efficient use of space, wayfinding, and well-designed aesthetics will provide the necessary parking spaces while fitting in with the overall vision for the new Towne Mall development. Parking should be a mix of surface lots, a parking structure, and on-street parking that balances parking demands among uses so the site does not have an overabundance of parking.

The development concept could accommodate up to 1,300 surface parking spaces and about an additional 100 spaces per floor in a parking structure. This would sufficiently serve the uses by providing approximately 1.5 spaces per dwelling, 1 space per 400 sq ft of retail and business uses, and 1 space per hotel room. Parking could potentially be reduced based on shared needs between uses that are will not have the same peak parking demands.



## PRIMARY PARTNERS

- Property Owner

## FUNDING

- Private
- Tax Increment Financing (TIF) or Tax Abatement
- Kentucky Tourism Development Act (KTDA) - if connected with tourism project

## ACTION STEPS

### CONSTRUCT A PARKING STRUCTURE

6.1

A parking structure should be at the site's rear (behind the former Sears location). As shown in the Preferred Development Concept, the structure would provide direct access to serve the hotel and entertainment anchors and overflow parking for the dining and retail throughout the site. Based on the intended uses, the parking structure should be two to three stories and could accommodate roughly 100 vehicles per floor. The visual appeal and design of the parking structure should complement the other structures on the site by incorporating facade improvements or other techniques to soften the visual impact. Wayfinding from the vehicular entrances along Dixie Avenue, Ring Road, and Veterans Way should clearly direct people to the parking structure. Specific considerations for hotel guests may need to be discussed, depending on the final size of the structure and hotel capacity.

### INCLUDE PARALLEL ON-STREET PARKING

6.2

This could occur along internal access roads to accommodate short-term visitors and curbside deliveries. Including on-street parking also encourages vehicles to drive slower, and the availability of nearby parking is attractive for businesses that rely on short customer trips.

### INSTALL ELECTRICAL INFRASTRUCTURE FOR EV CHARGING STATIONS

6.3

EV charging stations can be installed in on-street parking spaces and/or in parking structures. Consideration should be given to where the main anchor uses are on the site and place EV chargers near those uses to incentivize driving EVs.



# Internal Connections

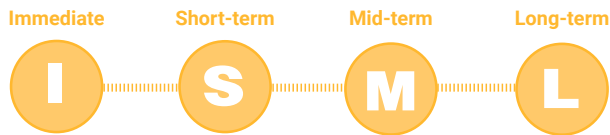
## STRATEGY 7



### ABOUT THIS STRATEGY

The redevelopment of Towne Mall should prioritize how people get around the site to invigorate the economic investments and cultivate a vibrant, walkable development. People who drive to the site should be able to park in one location and walk to everything they wish to visit without moving their car. The current site layout includes a vast amount of parking that creates a flexibility for redevelopment. This allows opportunities to include wide sidewalks, large gathering areas for pedestrians, and green spaces that make walking more comfortable.

The site has the potential to influence other nearby sites and begin a network of compact, walkable developments connected throughout Elizabethtown. Wide sidewalks with space for street furniture and outdoor activities, like outdoor dining space, should take precedence over the interior roads. Interior vehicular circulation should be low speed to encourage walking throughout the development.



## PRIMARY PARTNERS

- Property Owner

## SECONDARY PARTNERS

- City of Elizabethtown
- KYTC

## FUNDING

- Private
- Tax Increment Financing (TIF) or Tax Abatement

## ACTION STEPS

### CONSTRUCT PEDESTRIAN-CENTERED SIDEWALKS

The sidewalks should function similar to a traditional “main street” where it is comfortable and interesting to walk along. This should coordinate with Strategy 12 and include:

- Wide sidewalks, between 12 to 16 feet, that can accommodate street trees, furniture, and activity areas (such as outdoor dining).
- Curb extensions (i.e. bump-outs) to extend sidewalks further into the road at all intersections and all pedestrian crosswalks. When used consistently, curb extensions calm traffic speeds and make pedestrians more visible at crossing and around parked cars. Curb extensions also reduce crossing distance for pedestrians.
- Raised crosswalks at the heaviest pedestrian traffic areas and the main interior intersections to further prioritize people over cars.

7.1

### INSTALL BIKE RACKS

While most people will drive to the site, bike racks are needed and should be well lit and near the entrances of businesses.

7.2

### LIMIT SPEED ON INTERIOR ROADS

The maximum speed limit within the site should be 15-mph to create a safe and welcoming environment for people.

7.3

### USE ROUNDABOUTS

The key interior intersections should be constructed as mini roundabouts to help with traffic flow and speed.

7.4

# External Connections

## STRATEGY 8

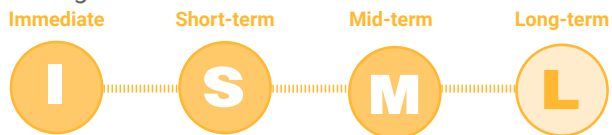


### ABOUT THIS STRATEGY

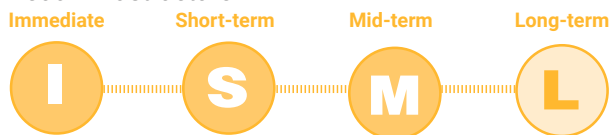
Pedestrian safety and mobility are essential for cultivating a vibrant, economically sustainable, and walkable community around and within the Towne Mall site. Sidewalks are constructed along most of Dixie Avenue, Ring Road, and the new section of Towne Drive from the western edge of the Towne Mall property to Veterans Parkway. Sidewalk connections into adjacent shopping centers also already exist. Two serious injury crashes and one fatal pedestrian crash occurred near the Dixie Avenue and Ring Road intersection and could indicate an issue with safe pedestrian crossings across the two busy roads. These crashes occurred before the R-CUT corridor improvements and other pedestrian crossing upgrades on Dixie Avenue. However, improvements to ensure people can safely walk or bike across Dixie Avenue, Ring Road, and Veterans Way are still likely needed, and there are locations where sidewalk gaps need to be constructed, particularly along Towne Drive.

Ensuring appropriate vehicular access is also needed to prevent excessive curb cuts and manage on-site traffic flow. The site borders the most-traveled intersection in Hardin County – Dixie Avenue and Ring Road. The main vehicular access to the site is currently on Dixie Avenue at Walmart Drive and Towne Center. Access from Ring Road via Woodland Drive only allows right-in-right-out access. A new public road should also be built between Ring Road and Town Drive by extending Crossings Way. This would provide an additional route between many sites in this highly congested area. The driveway for Towne Commons Apartments could also be relocated with access to this new public road to reduce conflicts on Towne Drive.

## Pedestrian & bicycle infrastructure & access management



## Road Infrastructure



## PRIMARY PARTNERS

- City of Elizabethtown
- Property Owner

## SECONDARY PARTNERS

- KYTC

## FUNDING

- Transportation Alternative Program (TAP)
  - Sidewalks/crosswalks along collectors or arterials
- Surface Transportation Block Grant Program (STP) – Along collectors or arterials
- Safe Streets for All (SS4A) Grants – Only safety improvements on exterior public roads
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)
- Tax Increment Financing (TIF)
- General Fund (public infrastructure)
- Recreational Trails Program (RTP)

## ACTION STEPS

8.1

### EXTEND CROSSINGS WAY AS PUBLIC ROAD

The road between Sam's Club and Home Depot into the Towne Mall property should be a public road and extended to provide an access point to the site from Ring Road. Currently, the only access from Ring Road is Woodland Drive which is right-in-right-out only.

8.2

### RECONSTRUCT TOWNE CENTER LOOP

This internal road should function as a low-speed boulevard with a multi-use path and sidewalk through the mall site (see key elements of framework #3).

8.3

### MAKE IMPROVEMENTS TO TOWNE DRIVE

Roundabouts should be installed at the larger intersections from the mall site on Towne Drive to improve traffic flow and safety. Sidewalks along Towne Drive are needed as well as additional improvements to the pedestrian crossings at Veterans Parkway and Towne Drive to ensure safe crossings for pedestrians and cyclists who access the site via Towne Drive or the multi-use trail along Shaw Creek (see Strategy 9). These improvements would also provide safer connections to the new residential developments along Robinbrooke Boulevard and along the Towne Drive extension.

8.4

### INCLUDE PEDESTRIAN AND BICYCLE FACILITIES IN FUTURE ROUNDABOUTS ON RING ROAD

As the future vision of a roundabout corridor along Ring Road is defined, pedestrian and bicycle facilities should be considered, especially at Crossings Way. This is the main signalized intersection between Veterans Parkway and Dixie Avenue and will provide another access point to the site.

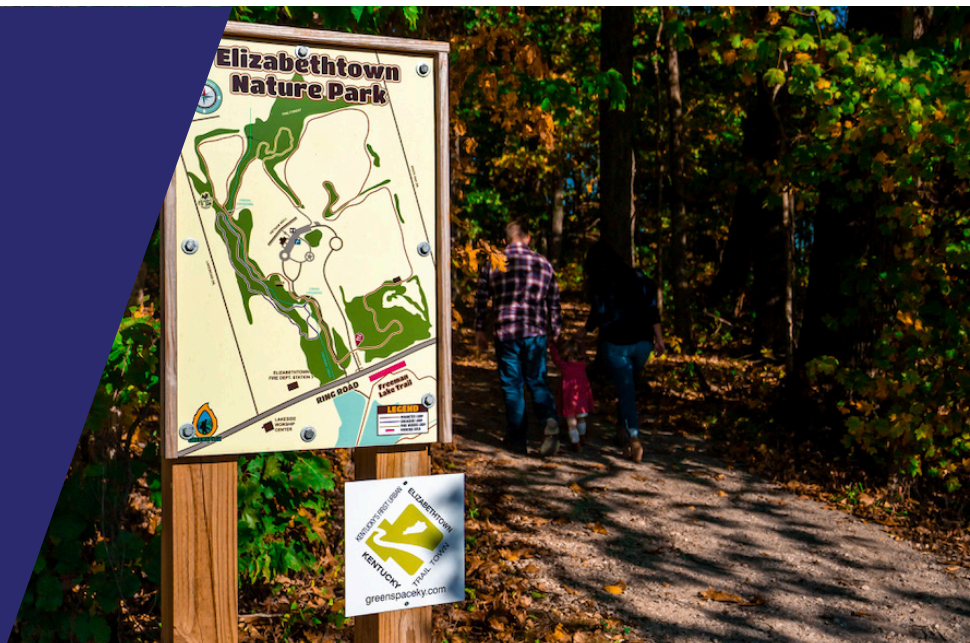
8.5

### MONITOR RECENTLY INSTALLED PEDESTRIAN INFRASTRUCTURE

This should include pedestrian refuge islands, new signal heads, and ADA curb ramps at key intersections along Dixie Avenue to determine if additional improvements are needed.

# Regional Trail Connections

## STRATEGY 9

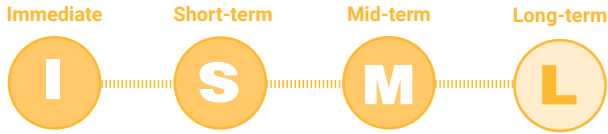


### ABOUT THIS STRATEGY

Regional and local trail networks are increasingly incorporated into suburban and urban redevelopment sites to improve connections to recreation and tourism destinations and spur further economic development opportunities.

Elizabethtown is Kentucky's first "Urban Trail Town," which is a designation awarded by Kentucky's Tourism, Arts, and Heritage Cabinet to 24 communities throughout the state that offer hotels, restaurants, attractions, entertainment, and other conveniences near significant outdoor opportunities. With many trails and parks within walking and biking distance of Towne Mall, Elizabethtown can continue to capitalize on recreational tourism and expand the city's trail network.

Elizabethtown has made significant strides in building out the Elizabethtown Greenbelt, a series of trails and mini parks around Freeman Lake, Buffalo Lake, and Fisherman's Lake that is envisioned to connect across the city. The redevelopment of Towne Mall is an opportunity to provide additional connections through the site to the Greenbelt trails – specifically to nearby Freeman Lake, less than a mile from Towne Mall. These trail connections will support the desired mixed-use development, attracting people who want to live near recreational facilities and inviting visitors who come to Elizabethtown for the growing mountain biking tourism to eat, shop, and play at the new development.



## PRIMARY PARTNERS

- City of Elizabethtown

## SECONDARY PARTNERS

- Greenspace Inc.
- Property Owners

## FUNDING

- Transportation Alternative Program (TAP) – Along collectors and arterials
- Surface Transportation Block Grant Program (STP) – Along collectors and arterials
- Active Transportation Infrastructure Investment Program (ATIIP)
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)
- Tourist Development Tax
- Tax Increment Financing (TIF)
- Development Allocation Fee Revenue (public amenities and only if implemented by the city)
- General Fund (public infrastructure)

## ACTION STEPS

### 9.1

#### COORDINATE WITH THE ELIZABETHTOWN TRAILS MASTER PLAN

As this plan is developed in 2025, new trail connections should be coordinated with this master plan to ensure connectivity is provided between the mall site and larger community.

### 9.2

#### CONSTRUCT MULTI-USE PATH/TRAIL ALONG TOWNE DRIVE BETWEEN VETERANS WAY AND DIXIE AVENUE

This trail should be coordinated with regional trail planning efforts and eventually extend alongside the Walmart property east of Dixie Avenue. This will provide a direct connection to the Elizabethtown Nature Park along Quail Run Road.

### 9.3

#### CONSTRUCT A TRAIL ALONG VETERANS PARKWAY

This trail would extend the existing trail segment along Shaw Creek on the west side of the Sam's Club property (near the intersection of Veterans Parkway and Ring Road) and eventually connect continue along Buford Lane, Gray Street, and Blue Heron Way to provide access to Freeman Lake Park

## WHO'S DONE THIS? Monon Trail in Marion and Hamilton Counties

The Monon Boulevard and Midtown Plaza in Carmel, Indiana runs through a redeveloped mixed-use area and provides a direct connection between the Monon Trail and shopping, eating, and living uses.



# Transit Stops & Connections

## STRATEGY 10



### ABOUT THIS STRATEGY

Transit access goes hand-in-hand with the desire to expand the ways people can get to Towne Mall and support the mixed-use, livable environment envisioned by this plan. The Transit Authority of Central Kentucky (TACK) is the public transit authority in the Elizabethtown-Radcliff urban area. TACK does not operate fixed-route service, but it offers on-demand public, Medicaid, and senior transportation services. The Radcliff-Elizabethtown Metropolitan Planning Organization (REMPO) is currently completing a study for the need and feasibility of a fixed-route system in the region. One proposed route is along Dixie Avenue with a potential stop at Towne Mall. Although fixed-route service is not currently available, the redevelopment should include a designated place for on-demand transit pick up and drop off, with the intention the space would also serve as a fixed-route bus stop should that service be implemented.



## PRIMARY PARTNERS

- REMPO
- TACK

## SECONDARY PARTNERS

- City of Elizabethtown
- Property Owner

## FUNDING

- Private
- Surface Transportation Block Grant Program (STP) – Stops along collectors or arterials
- Transportation Alternative Program (TAP) – Sidewalks/ crosswalks along collectors or arterials

## ACTION STEPS

### 10.1

#### RESERVE A DESIGNATED AREA FOR A FUTURE BUS STOP

The main bus stop area should be near Dixie Avenue and Walmart Drive. This is the gateway to the site and where a fixed-route bus stop would likely be located. The space can also be designated as a micro transit stop in the short-term. A shelter and boarding pad delineated from the sidewalk should be built if a fixed route is implemented. The materials and design should be aligned with the site's streetscape design, if feasible

### 10.2

#### INSTALL WAYFINDING SIGNS FOR THE BUS STOP

This is important for directing people to this stop location (either micro transit stop or fixed-route stop) and raising awareness that a transit service is offered.

### 10.3

#### PROVIDE SIDEWALK CONNECTIONS TO THE BUS STOP

Prioritize sidewalk connections and pedestrian crossings around this main bus stop to safely allow people to access the development.

# Design Guide for Buildings

## STRATEGY 11



### ABOUT THIS STRATEGY

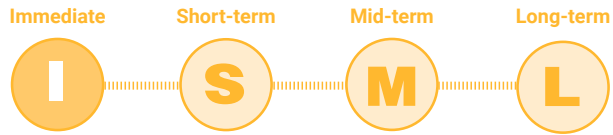
Balancing the scale of the buildings, structures, and roads on the site can drastically influence how areas are used and how people feel in them. A neighborhood built in the Nineteenth Century feels different than a shopping mall built in the middle of the Twentieth Century and differs in style from a development in the Twenty First Century.

A critical element to the success of redeveloping a large site is its layout. This includes spatially organizing a variety of activities and uses close together and creating a sense of enclosure in the areas between the buildings to provide “small rooms” and areas of interest. The design strategy for the site layout changes how the mall is used, in essence turning the mall “inside out.” The existing structure that is inward focused, climate-controlled, and surrounded by parking would be divided into smaller structures with pockets of activity and, secondarily, parking. The new layout is modeled after a traditional village and city center, where the civic, retail, dining, maker spaces, and dwellings are arranged in smaller-scale buildings that are built to the sidewalk. This transitions to new or redesigned structures that invites commuters on Dixie Avenue and Ring Road to venture inside and experience the space at a pedestrian level.

These design elements for the buildings and structures on the site should be outlined and defined within a design guide to provide consistency throughout the site. The design guide for buildings should define the following elements:

- **Site Layout:** Buildings should be oriented towards the street and built with a consistent setback range. The arrangement, orientation, and setback of the buildings creates a visually interesting, memorable, and easily navigable experience through the new development.
- **Building Height:** Buildings should be designed at a human scale with interest and variety while transitioning to adjoining or nearby buildings. Building height should range from one to two stories for the commercial areas near Dixie Avenue to two to three stories within the core commercial areas and finally transition to five to six stories for the hotel and multi-family housing areas.

- **Facade Scale:** Facades should be scaled to reflect a traditional town center where facades have building components (such as cornices, openings, lighting, etc.) that provide visual interest. These components visually define the vertical scale (height) through creating a base, storefront, upper facade, and top (such as a cornice and parapet) and the horizontal scale (width). The facades should reinforce scale through delineation of stories, articulation, windows, and similar elements. They also define the horizontal scale (width) and should have building components that visually define the facade into 20-, 40-, and 60-foot width sections. The facades of wider buildings in traditional town centers are often divided into two or three symmetrical parts from the storefront through the parapet.
- **Window/Door Openings:** Storefronts should be open with generously sized windows that encourage interaction from the street to the sidewalk and through the sidewalk to the building's interior.
- **Facade Design:** High-quality, traditional building materials should be used throughout the site. The street wall should relate to the sidewalk activity and maintain a rhythm for people walking through the site (typically at a pace of three miles per hour). Other architectural strategies, such as towers, setbacks, and horizontal bands, can be used to maintain visual interest for pedestrians. Additional elements, such as the color story (colors, patterns, and textures) and awnings, should also be incorporated.
- **Signs:** Sign standards should be defined that provide a consistent style, or styles, throughout the site. This should include types of signs (such as a projecting sign, window sign, hanging sign, etc.) colors, dimensions/size, and locations/placement.
- **Mechanical Equipment/Utilities:** The utilities, mechanical equipment, and communications infrastructure should be located behind the building or parapet walls.



## PRIMARY PARTNERS

- City of Elizabethtown
- Property Owner

## FUNDING

- General Fund
- Private (if done by property owner)

## ACTION STEPS

11.1

### CREATE AND ADOPT A DESIGN GUIDE FOR BUILDINGS

This should be included as part of the PUD (see Action 1.1) and define the design elements for the structures and buildings on the site, including site layout, building height, facade scale, window/door openings, and facade design.



# Design Guide for Public Spaces

## STRATEGY 12



### ABOUT THIS STRATEGY

Streets, sidewalks, and parking areas should be designed to emphasize how people move around the site over how cars move. Sidewalks and public spaces should be thought of as “outdoor rooms” where people are encouraged to mingle and engage with the various uses and businesses. The elements included in a streetscape design can also enhance the character of a place and create a safe and comfortable place to shop and dine. However, the maintenance of these areas and life-cycle costs of the materials should be considered.

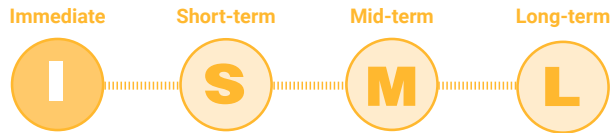
The scale of the building height and overall street width should be comfortable for a person walking through the

development. Roads should be appropriately scaled for the intended traffic volumes and speeds and create that sense of place to encourage visitors to shop, dine, and linger. A street that is too narrow may make it difficult to add dining opportunities or street trees. However, a street that is too wide will feel empty, disconnected from the buildings, and unsheltered from the weather.

Like the design guide for buildings in Strategy 11, the design elements for the streetscapes and public spaces within the site should also be outlined and defined within a design guide.

The design guide for streetscapes and public spaces should be coordinated with Strategies 3, 6, and 11 and define the following elements:

- **Sidewalk Material**, including colors, in-street markings or patterns.
- **Sidewalk Amenities**, such as benches, seating, tables, trash cans, and bike racks.
- **Street Plantings**, including street trees, planting areas, planters, plant species, and long-term maintenance.
- **Street Lighting**, including for cars and people.
- **Traffic Signals and Signs**, such as stop signs, mast arms, and directional signs.
- **Permitted Street Activities & Location**, such as maintaining a minimum width for pedestrians (ADA accessible path), outdoor dining, sidewalk sales, food trucks, and games/entertainment.
- **Public Art**, including dedicated spaces for permanent art or landmarks as well as temporary displays.
- **Street Gateways**, including a common identity that reflects the overall development.



## PRIMARY PARTNERS

- City of Elizabethtown
- Property Owner

## FUNDING

- General Fund
- Private (if done by property owner)

## ACTION STEPS

# 12.1

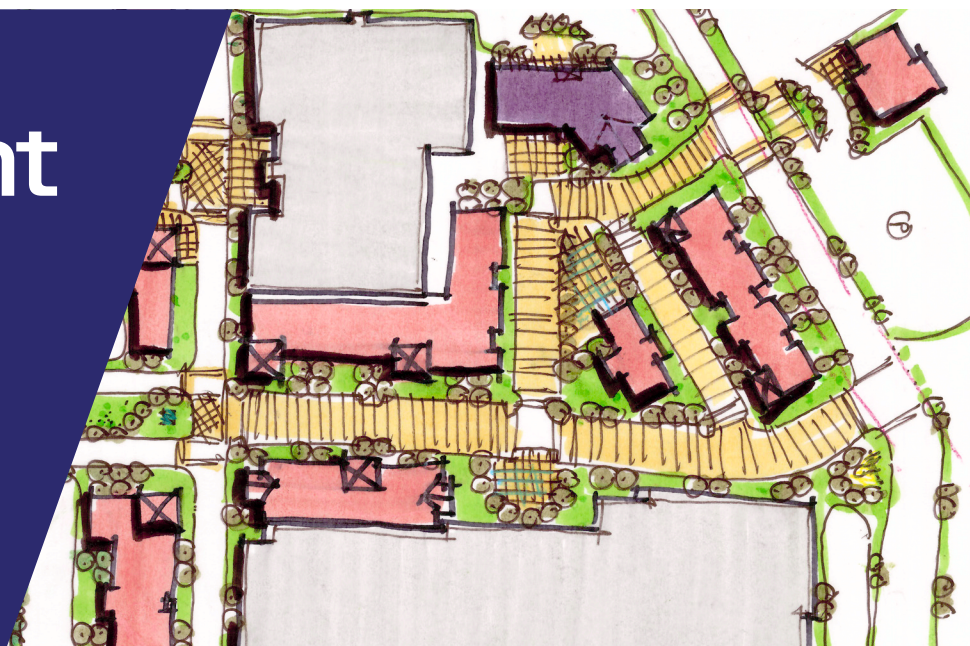
### CREATE AND ADOPT A DESIGN GUIDE FOR PUBLIC SPACES

This should be included as part of the PUD (see Action 1.1) and define the streetscape and public areas, including materials, amenities, plantings, lighting, traffic signals/signs, activities, art, and gateways. This should also be coordinated with Strategies 3, 6, and 11.



# Tax Increment Financing

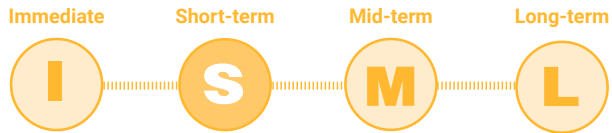
## STRATEGY 13



### ABOUT THIS STRATEGY

Towne Mall is a targeted redevelopment area within the city and was identified as a priority in the city's comprehensive plan, Envision Elizabethtown. This site will be an economic hub if the vision of this plan is implemented. The property values for this site would be substantially higher than today, generating additional tax revenues for the city. It can spur additional development in the area and set a standard for expectations for future developments.

This project, as envisioned in this plan, is likely not financially viable without a partnership between the property owner and the city. This partnership can come in many forms, but this site should be considered for a tax increment financing (TIF) district that would allow for strategic public infrastructure improvements. TIF could be utilized to finance public road improvements, stormwater improvements for the area, public parking areas or structures, and electric utilities.



## PRIMARY PARTNERS

- City of Elizabethtown

## SECONDARY PARTNERS

- Property Owner
- Kentucky Cabinet for Economic Development

## FUNDING

- General Fund (to establish TIF)

## ACTION STEPS

# 13.1

### EVALUATE THE BENEFITS OF TIF

Review the public infrastructure needs that could be financed with TIF for preferred development scenario (including potential for utility relocation for electric) and compare the property requirements for potential TIF designation and resulting economic impacts to the area. Evaluate the benefits and constraints of using TIF for these strategic public infrastructure improvements.

# Zoning and Development Incentives

## STRATEGY 14

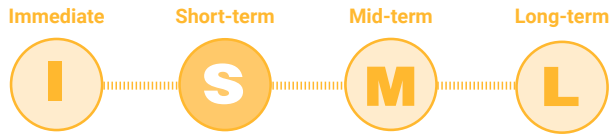


### ABOUT THIS STRATEGY

The City of Elizabethtown has a robust zoning ordinance that offers some flexibility based on the type of development. However, zoning regulations can also be used as a tool to incentivize development projects to comply with a higher standard or expectation.

This places less burden on the property owner with additional regulations, but if done correctly, can provide benefit to both the developer and city. An example of zoning incentives could be that if a development only uses specific building materials (such as brick, stone, etc.), then they can reduce their required parking by a specified percentage. This results in a higher-quality development for the city but also is a cost-savings for the developer.

Incentives could also be evaluated for regional needs that relate to development, such as storm water. The city can review the storm water handling for targeted parcels within the area for compatibility with City Stormwater Master Plan and then seek opportunities to partner with developers to implement stormwater strategies that reduce runoff, increase low-cost green solutions, and are eligible for state or federal grant assistance. The Kentucky Division of Water and Kentucky Infrastructure Authority can provide technical resources to city staff and potential future funding for storm water projects.



## PRIMARY PARTNERS

- City of Elizabethtown

## SECONDARY PARTNERS

- Kentucky Division of Water
- Property Owner

## FUNDING

- N/A (city staff)

## ACTION STEPS

14.1

### EVALUATE POTENTIAL ZONING AND OTHER REGULATORY INCENTIVES

Potential incentives that could be used for surrounding sites, and if beneficial, the zoning ordinance (or other regulations) should be amended, as necessary.

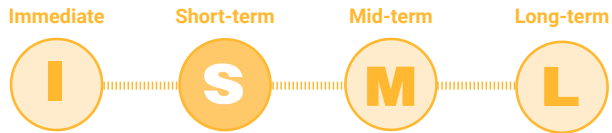
# Rooftop Solar & Renewable Energy

## STRATEGY 15



### ABOUT THIS STRATEGY

Both the current site and proposed redevelopment concept have significant building footprints that could benefit from passive rooftop solar generation. The energy savings overtime and tax credits potentially available to the property owner may improve the financial return of the project. Technology with solar energy is becoming more efficient and less expensive to implement. This enhances its competitiveness on smaller scales and broadens potential applications. Programs to help finance solar energy improvements are also available to assist targeted types of projects.



## PRIMARY PARTNERS

- Property Owner

## SECONDARY PARTNERS

- Local Energy/Electric Utilities (KU / Nolin RECC)

## FUNDING

- Private
- Investment Tax Credit (ITC) or Production Tax Credit (PTC)
- Kentucky Energy Project Assessment District
- Kentucky USDA Rural Development Renewable Energy Programs

## ACTION STEPS

### 15.1

#### EVALUATE THE FINANCIAL BENEFITS OF USING ROOFTOP SOLAR

The property owner should consider the upfront costs of installing solar compared to the long-term return and potential tax credits or state/federal grants that are available. If it is financially beneficial, rooftop solar should be installed.



## DESIRED OUTCOMES

Towne Mall was reimagined based on many factors, such as desired land uses, character, and market demand. However, this vision was also crafted based on the outcomes that the city wanted to achieve based on the needs of the city as it continues to grow. This included the need for additional housing units to accommodate growth due to BlueOval SK Battery Park; new entertainment, dining, and retail uses that increase quality of life; additional employment opportunities; and additional tax revenues to support future projects and needs.

**255 NEW  
JOBS** WITH AN  
**AVERAGE  
HOURLY WAGE  
OF \$20.59<sup>1</sup>**



**+235,000** SQUARE  
FEET OF

**NEW COMMERCIAL  
SPACE**



**450 NEW  
HOUSING  
UNITS**



**1,000  
NEW RESIDENTS**



<sup>1</sup> U.S. Energy Information Administration, Office of Energy Consumption and Efficiency Statistics, Form EIA-871A of the 2012 Commercial Buildings Energy Consumption Survey. Accessed from <https://www.eia.gov/consumption/commercial/data/2012/bc/cfm/b2.php>  
Cabinet for Economic Development, Occupation Wages in State of Kentucky - Retail: Home, Food, Automobiles, and Personal Care. Accessed from <http://www.selectkentucky.com/occupation-wages.html>

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# IMPLEMENTATION

## PART THREE

## IMPLEMENTATION THE VISION

A bold vision can lead to transformative change, but a bold vision requires numerous partners, resources, and coordination to implement. This section is intended to provide the people, organizations, and government entities that will use this plan with a consolidated outline of the action steps and partners required for implementation.

### ENTITY LEADING IMPLEMENTATION

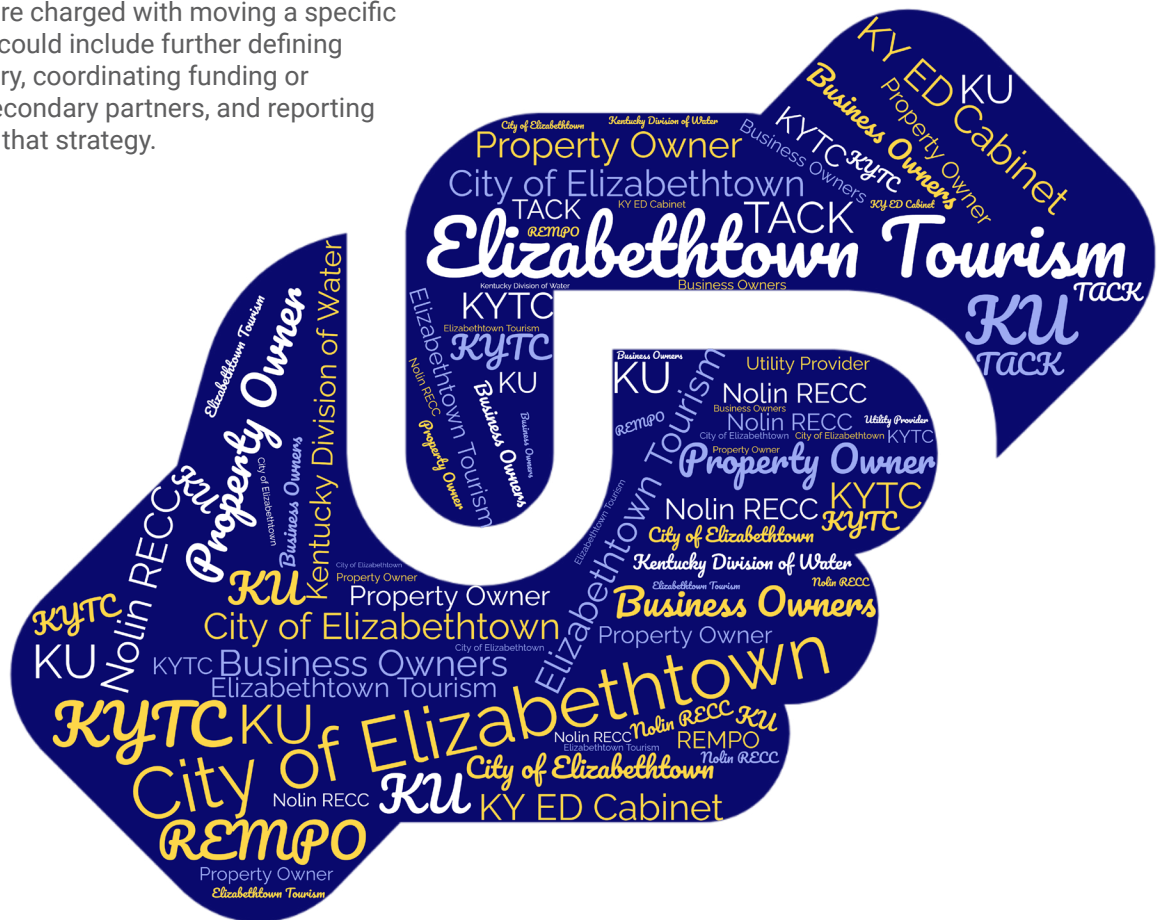
This plan identifies primary partners and secondary partners for each strategy, but implementation also requires an overall champion or leader to help coordinate partners and monitor progress. The city should be the lead entity for implementation for this plan, and this responsibility should be delegated to a staff member.

They should review progress on the various action steps every three to six months, and progress and the obstacles that have been encountered should be reported to the Planning Commission and City Council at least once a year. As the lead entity, the city should also evaluate how potential development proposals meet the vision and guiding principles of this plan and ensure the necessary partners are involved.

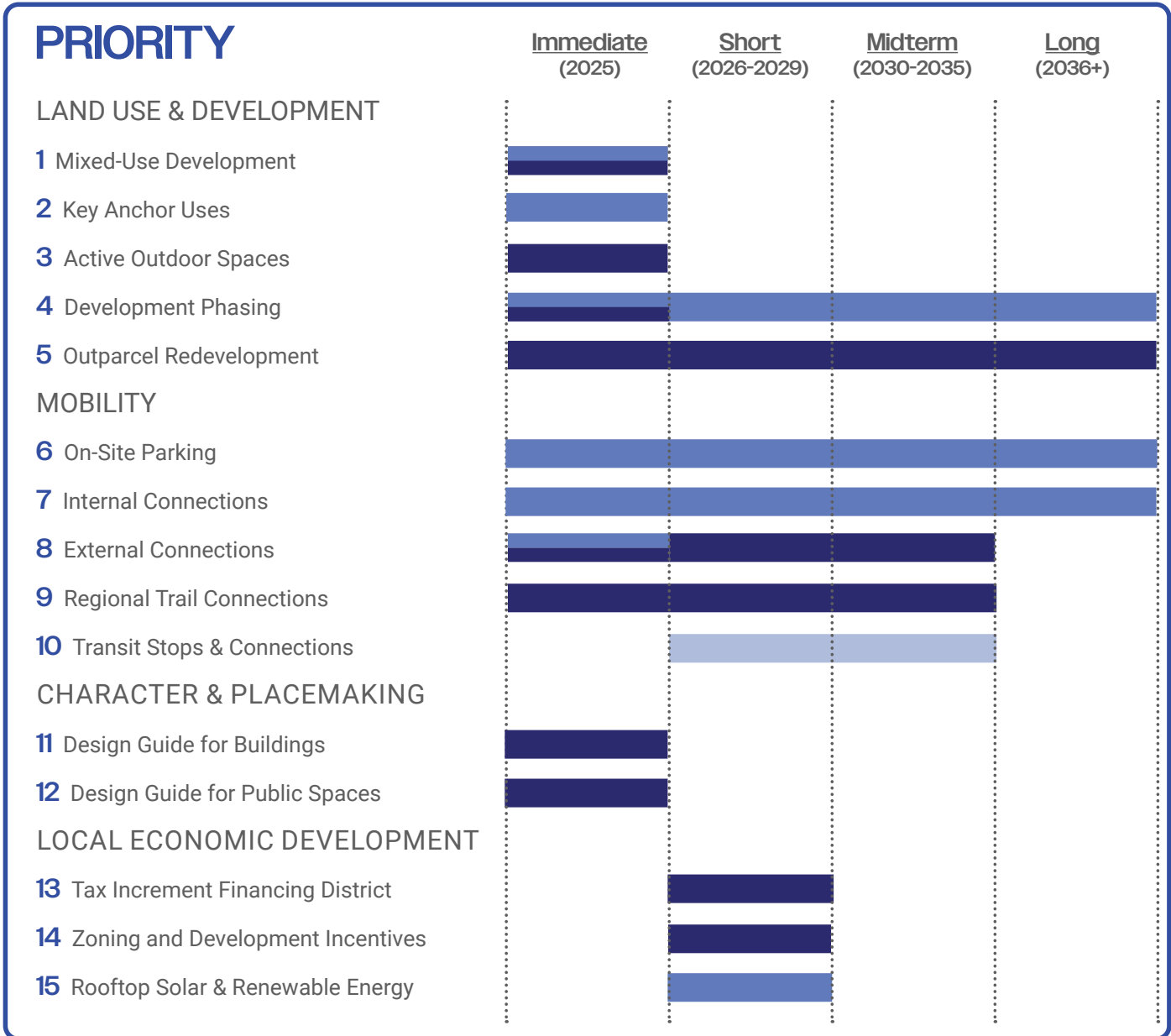
## CREATING PARTNERSHIPS

This transformative vision cannot be achieved alone. The partnerships and working relationships between the numerous people, organizations, and departments working towards implementation will determine success. Each strategy includes primary partners and secondary partners; this is intended to identify the daily “champion” as well as those people or groups who should play a key role.

The primary partners are charged with moving a specific strategy forward. This could include further defining specific tasks necessary, coordinating funding or approvals, engaging secondary partners, and reporting progress to the city on that strategy.



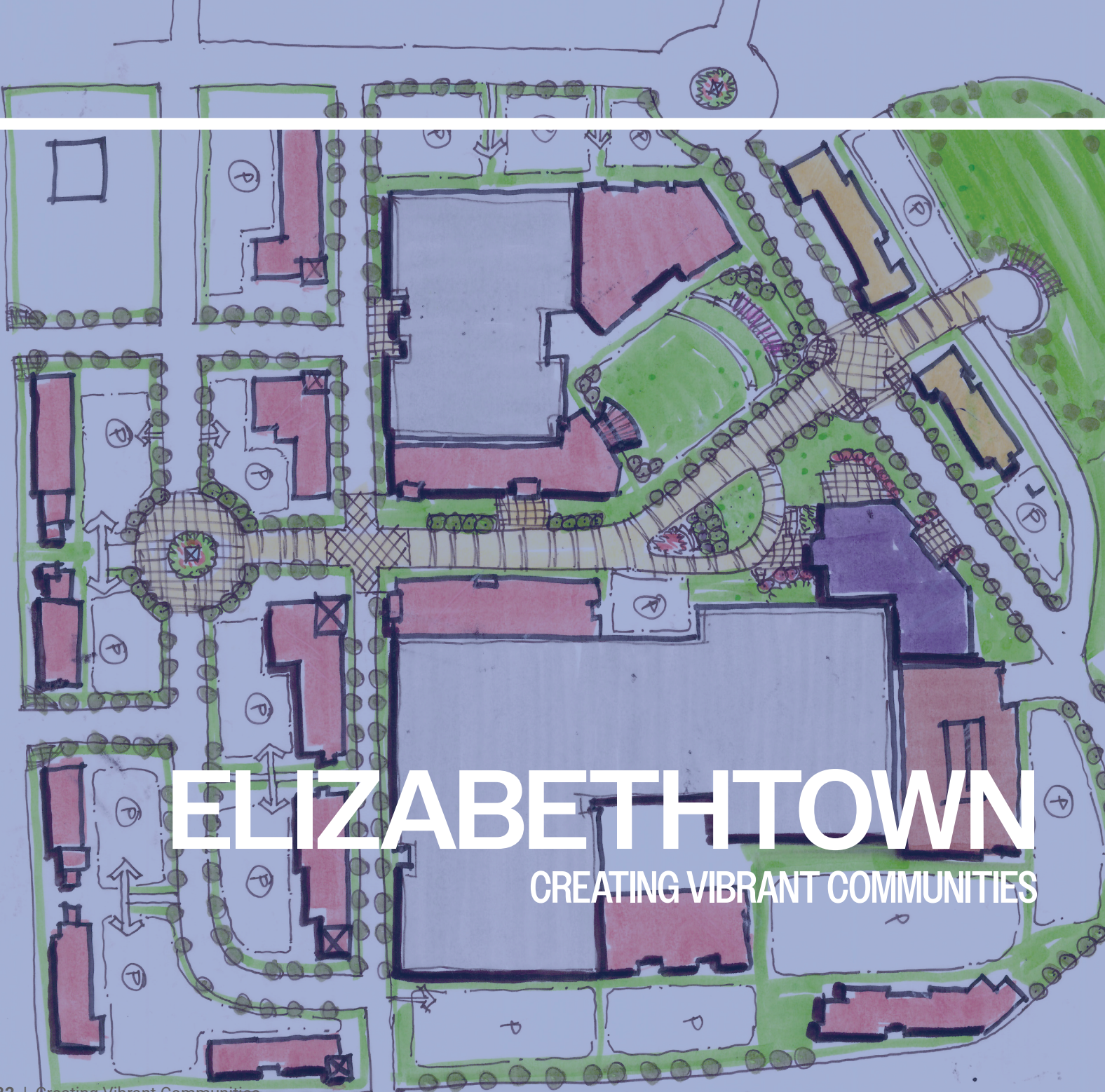
# STRATEGY TIMELINE



**Primary Partner:** ■ Property Owner(s)

■ City of Elizabethtown

■ TACK/REMPO



# ELIZABETH TOWN

CREATING VIBRANT COMMUNITIES



