

Franklin

Neighborhood Plan



TABLE OF CONTENTS

01	INTRODUCTION	2
02	EXISTING CHARACTERISTICS	6
03	FUTURE LAND USE	14
04	PHYSICAL ENVIRONMENT	20
05	HISTORIC PRESERVATION	26
06	IMPLEMENTATION STRATEGIES	30



Franklin Neighborhood Plan

Produced 2014-2015
Provo Community Development
Director - Gary McGinn
Asst. Director - Bill Peperone
Planning Supervisor - Brian Maxfield

Staff

Aaron Ardmore

Advisory Committee

Kathryn Allen
Nancy Hugo
Troy Jensen
Gary Killpack
Vadra Rowley
Scott Shea
Travis & Margaret Steward
Matthew Taylor
Erik Watkins
Martha Winsor



The Franklin Neighborhood Plan is a product of Community Development Staff and a neighborhood advisory committee working together to envision the best possibilities for the neighborhood's future. The Plan has been developed under the mandate established by Vision 2030 to create neighborhood-specific plans and it furthers the objectives of the Provo City General Plan.

The Plan conceives of a united neighborhood that meets the needs of a diverse population by providing quality, local amenities and safe transportation throughout and around the neighborhood boundaries. Focus should be given to the transitions across 500 West, allowing residents to be served by robust connections to downtown and the many adjacent civic amenities.

The Franklin Neighborhood Plan is adopted as a supplement to the Provo City General Plan and as such reinforces and extends the goals and policies of the General Plan. Future development plans and improvements to the public realm should be consistent with both the General Plan and this Franklin Neighborhood Plan.



Figure 1.1 - Franklin Neighborhood boundary

A. BACKGROUND/HISTORY

The boundaries for the Franklin Neighborhood are shown on the map to the left, but the neighborhood is essentially bordered by Center Street on the north, I-15 on the west, 600 South on the south, and Freedom Boulevard on the east. Within these boundaries are some of the earliest settled areas of Provo City and Utah County.

The foundation for Provo's block system was started with Pioneer Park in the 1800's, which sits as a corner boundary for the Franklin Neighborhood at 500 West and Center Street. The neighborhood boasts a rich collection of architecture and historic buildings.

One hundred south holds three of the great historic homes in the neighborhood. Two of them have been maintained as they transitioned to commercial uses, the Hines mansion at 383 West and the Angus Beebe house at 489 West; while the other at 587 West has continued as a residence. There are others scattered around the neighborhood that are still used as residences, like the Simon Eggertsen house at 390 South 500 West and the Jensen-Marrott home at 670 West 200 South, which help to maintain the historic character of Franklin.

As Provo City has grown, the Franklin Neighborhood has become an historic and central neighborhood with easy access to downtown, the interstate, and a commuter rail station. This plan hopes to protect the historic identity of the neighborhood, while allowing the neighborhood to grow and improve, and increase accessibility.





B. PURPOSE AND NEED

The Franklin Neighborhood has changed over the years. While much of this recent change has been for the better, many historic resources and valued community traits have been lost. Areas of the neighborhood suffer from old infrastructure, dilapidated properties, and other externalities that are not effectively addressed by current regulations. This plan hopes to address the following:

- Absentee landlords and dilapidated businesses detract from the character of an historic single-family neighborhood.
- Pedestrian connectivity and mobility is difficult throughout the neighborhood and surrounding areas.
- The large area adjacent to the interstate is not being used to its fullest potential.
- Existing design standards for homes and businesses are not encouraging development that create a strong community.
- Current enforcement strategies are not resulting in a clean and appealing community.

The goals and objectives for the Franklin Neighborhood reflect the needs of the area and are based on a set of guiding values that were defined by the Franklin Advisory Committee and City staff. The subsequent pages will address the following goals by showing concepts, laying out specific objectives, and recommending courses of action. The guiding principles are as follows:

- Respect and build on the existing character and historic nature of the Franklin neighborhood.
- Enhance pedestrian and bicycle mobility and connectivity throughout the neighborhood.
- Create a community by providing places for people to come together.
- Promote an atmosphere that will encourage quality businesses and housing.
- Stimulate growth of amenities within the neighborhood.
- Improve enforcement procedures and regulatory guidelines for the neighborhood.

C. SCOPE

The Franklin Neighborhood Plan is a mid-range district plan to supplement the Provo City General Plan and the Vision 2030 Plan. The physical boundaries of the planning area match the boundaries of the Franklin Neighborhood. The plan will include multiple functional areas. The topics to be covered in the plan include the following:

- Land Use
- Transportation
- Zoning
- Urban Design
- Historic Preservation
- Parks/Open Space



Figure 1.2 - The Hines Mansion was built in 1895 in the Victorian Eclectic style and is listed on the National Register of Historic Places. Designed by Richard K.A. Kletting, the home is a central block with projecting bays and is similar in style to the Reed Smoot home at 183 East 100 South.



A. LAND USE

The Franklin Neighborhood has a diversity of land uses for what is regarded as an historic residential area of Provo. Though the majority of uses in the neighborhood are still residential; the map on the next page shows a variety of commercial, mixed use, and industrial properties scattered throughout the area. This variety of land uses gets more diverse as it is broken down within each general category.

RESIDENTIAL

Residential types vary around the neighborhood, a product of prior zones allowing higher densities and single family residential conversions, along with the current allowance of accessory apartments in most residential zones of the neighborhood. The west end of the neighborhood has the highest concentration of higher density housing with a number of apartment and condo complexes. Centrally, around 700 and 800 West, most of the residences have maintained a single-family status. Between the two areas, and north along Center Street and 100 South, housing types vary more with a lot of duplex, triplex, and multi-family units. More apartments are concentrated again around 500 West and the east end of 100 South. Finally, there is another pocket of mostly single-family homes centered around 300 West and 400 South.

The Franklin Neighborhood accommodates the highest concentration of low income and very low income housing, where tax credits are used to allow rents in these income categories. While all cities should provide housing for low income and very low income households, to concentrate such housing in one area is overly burdensome to social services in that area. Additional low income housing in the Franklin Neighborhood should not be permitted. Legislative solutions should be pursued that would prevent additional low income housing within the Franklin Neighborhood.

COMMERCIAL

Commercial uses in Franklin differ in type and quality and seem to be randomly scattered. The major corridors for the neighborhoods commercial spaces follow the arterials that border and run through the neighborhood at Center Street, 500 West, 200 West, and 300 South. However, there are other concentrations of commercial uses on the west end of 100 South, the corner of 400 South and 900 West, and in the southeast corner of the neighborhood near the UTA commuter rail station. The remaining commercial locations are spot locations that exist due to old zoning allowances that are now legally nonconforming or allowed by right with DT1 (General Downtown) or CM (Heavy Commercial) zoning.

The types of mixed use development in the neighborhood are not the typical, modern mixed use products that are generally associated with the present characterization of the term. They are older homes with a business behind or attached, which generate minimal customer traffic. These businesses range from heavily advertised functions, like a locksmith, to minor home occupations, like upholstery shops.

A subcategory of commercial, industrial/manufacturing uses are concentrated in the southwest area of the neighborhood along the railroad tracks. The majority of the industrial space here is owned by three separate property owners and the uses include storage for a construction company, a building that hosts a variety of wholesale product manufacturing, and a shuttered foundry.

PUBLIC/INSTITUTIONAL

There are six public or institutional uses within the Franklin Neighborhood. Three of these are well known to the residents of Franklin and the surrounding area: the LDS Church building, Franklin Elementary School, and the Pioneer Park. The remaining properties are owned by Amtrak, Provo City (vehicle storage), and The Alpine House (a non-profit assisted living group).

VACANT

The Franklin Neighborhood contains a large percentage of vacant land when compared to other central Provo neighborhoods. The majority of the vacant land is owned by Provo City along Center Street and on 500 South, both around 1000 West. There are also some vacant parcels along the rail line and near the intersection of 500 West and 300 South. These areas provide great opportunities to introduce different housing types and new open spaces into the Franklin Neighborhood.

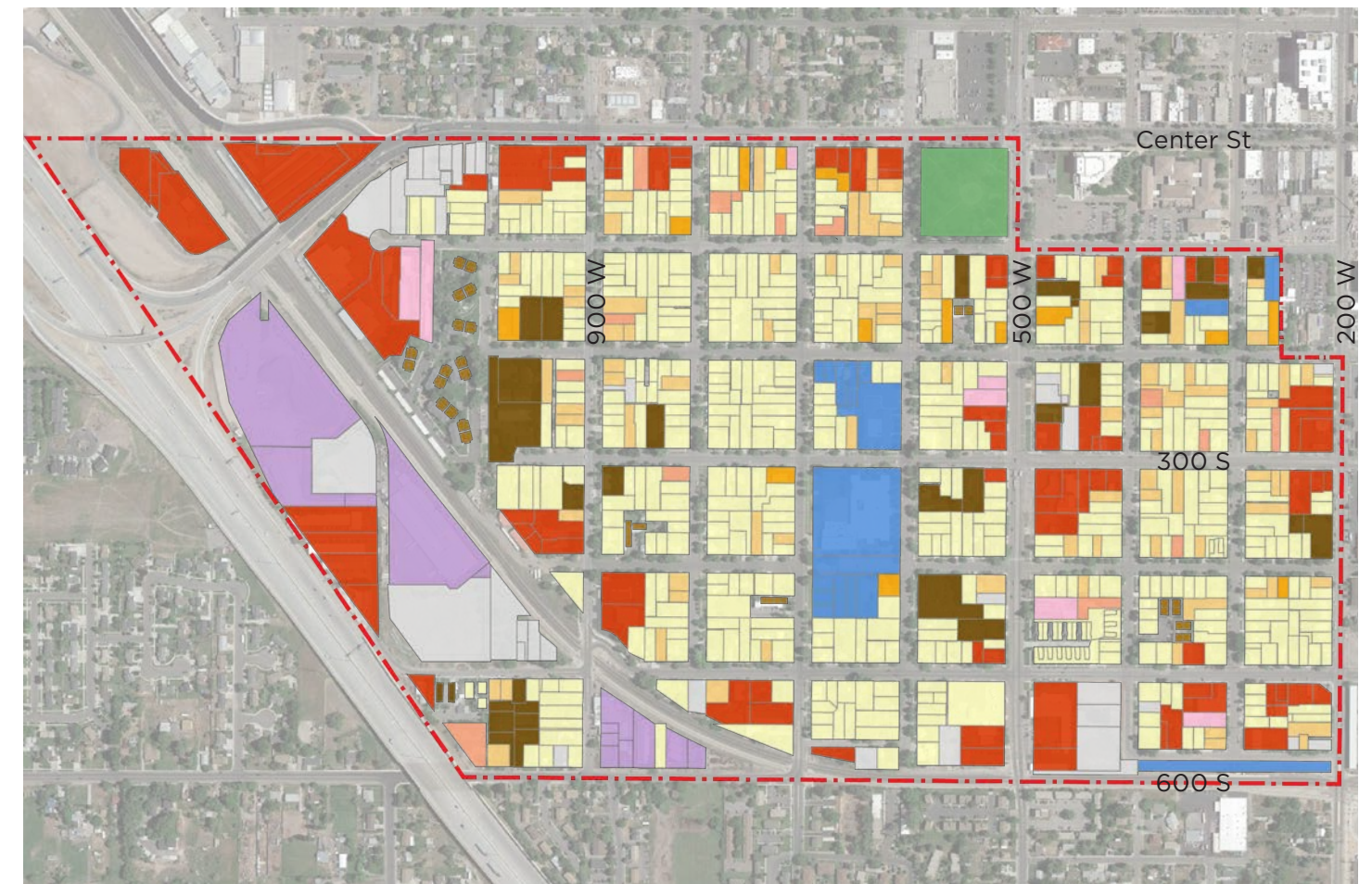


Figure 2.1 - Franklin Neighborhood current land uses (2014)



B. DEMOGRAPHICS

The following demographic information comes from the 2012 American Community Survey (ACS) of the U.S. Census. This data has been organized and analyzed to provide some important demographic characteristics of the neighborhood, helping staff in formulating some of the ideas in the following pages of the plan and in future planning efforts.

HOUSEHOLDS

The household demographics of Franklin show that the neighborhood comprises about 4% of the households in Provo. Containing 1,337 units in 2012, the neighborhood has grown since 2000 (1,240 units). Detached, single-family units are the most common in the neighborhood; accounting for nearly 42% of all housing units. As is shown in figure 2.2, the next most common housing type in Franklin is the multi-family structure (3 to 9 units) at 23.5%, followed by apartments at 17%.

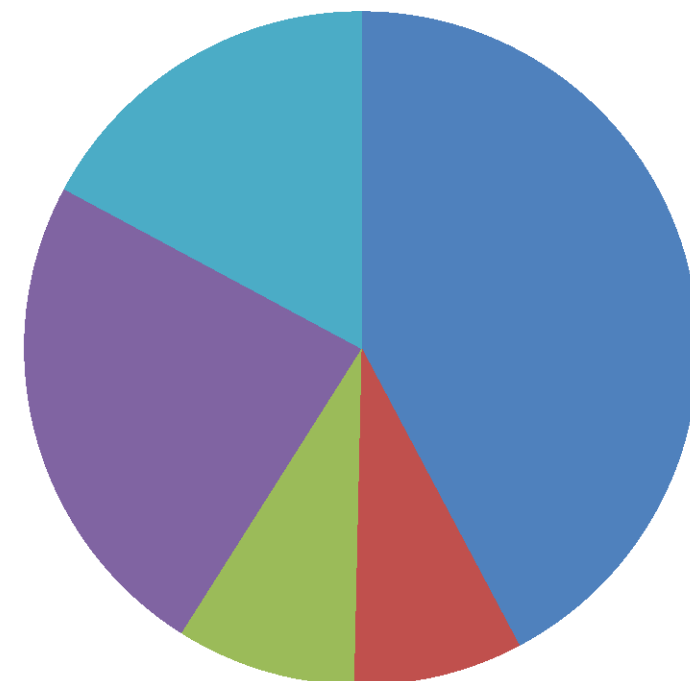


Figure 2.2 - Housing type distribution for Franklin Neighborhood

OCCUPANCY

ACS data shows 1,303 out of the 1,337 housing units in Franklin were occupied in 2012. This accounts for a 2.5% vacancy rate in the neighborhood, whereas Provo City showed a 5% vacancy rate in the same time period.

AGE OF HOUSING

The Franklin Neighborhood is known as being one of the pioneer neighborhoods in central Provo, and the housing data shows that to be true. Considering all the residential buildings in the neighborhood, over 41% were built prior to 1940 and 58% were built before 1970. Housing renewal in the neighborhood has been slow, as only 6% of the existing housing units in 2012 had been constructed after the year 2000.

HOUSING VALUE

Housing value has been an interesting statistic over the last decade. Looking at values from the 2012 ACS gives some information on the housing stock of Franklin. The strong majority of homes (81.5%) were valued in the \$100,000-\$200,000 range as of 2012. This correlates with the median home price for the neighborhood of \$148,200. Out of the 1,337 housing units in the Franklin Neighborhood, only seven (1.2%) are valued over \$300,000. This data shows that Franklin is still an affordable option for first-time home buyers who want to settle in the area.

TENURE

Owner-occupancy has been a long standing concern for the residents of the Franklin Neighborhood. In the last decade, efforts have been made to restore more owner-occupancy in the neighborhood and the data from the 2012 ACS shows that the percentage of rental units in the neighborhood has decreased. The latest available data (illustrated in Figure 2.4) shows that there are 595 owner-occupied units and 708 rented units, which equates to 45.7% owner-occupancy (compared to 39.8% in 2000). These numbers show a positive trend towards owner-occupancy in Franklin.

TENURE BY AGE OF HOUSEHOLDER

Overall householder age demographics for the Franklin Neighborhood show a majority of young families with 54.5% of householders in the range of 15-34 years old, and a very small amount of retirement aged householders with only 7.4% aged 65 and over. The 35 to 64 year age group accounts for the remaining 38.1%. However, the age demographics change dramatically when separated by tenure and household type (Figure 2.3).

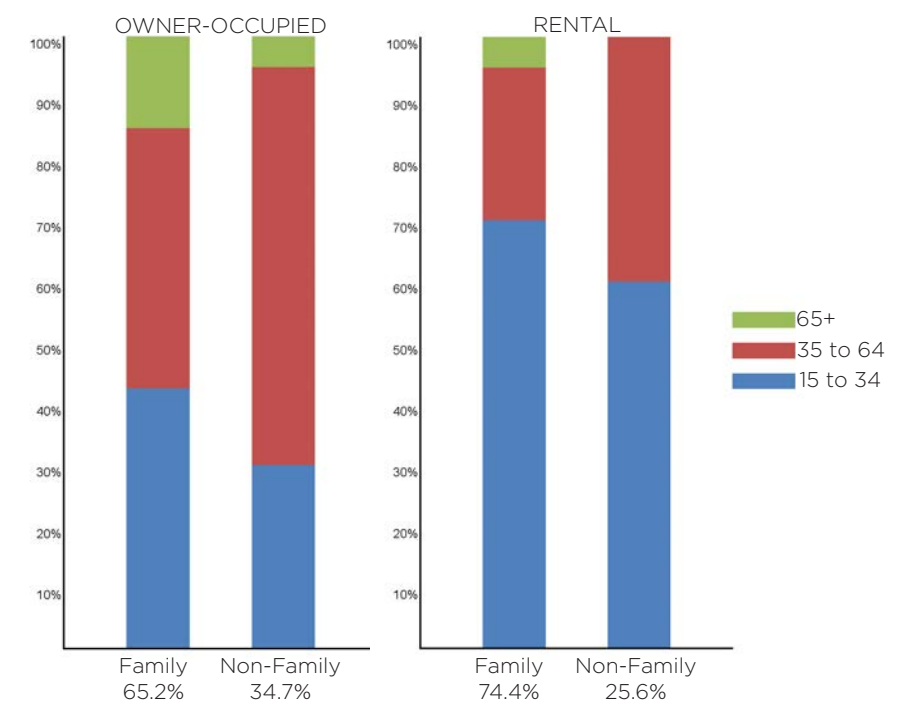


Figure 2.3 - Tenure by age for owner-occupied / rented housing units

Family

Family households are defined by the U.S. Census as a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together. Owner-occupied family household units showed a smaller percentage compared to the overall neighborhood demographics for 15 to 34 year olds at 42.3%, but higher for the 35-64 year range and the 65 and over range, at 42% and 15.7%, respectively. Rental family household units are expectantly much younger, with 71.5% in the 15 to 34 year old age group and 23.7% in the 35 to 64 age group.

Non-Family

Non-family households increase in the 35 to 64 year old age range for both owner-occupied and rental housing, at 65.7% and 39.8%, respectively. This is the only category that this age range is the majority for either household type.

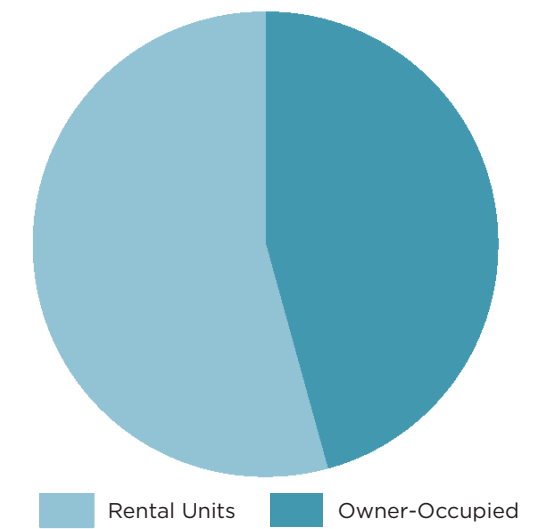


Figure 2.4 - Housing tenure in Franklin



C. CHARACTER/ENVIRONMENT

The identity, or character, of a neighborhood is important to its residents and how others perceive it. Neighborhoods with good character offer people a sense of place and a reason to raise a family there. The residents of the Franklin Neighborhood take pride in its history and enjoy its proximity to transportation and downtown amenities. There is a concern that the historic character is viewed as “old” and some properties are not being kept up, detracting from the value of Franklin. This section will address those concerns, and describe opportunities that the existing environment provides.

PHYSICAL ENVIRONMENT

Many cherish the Franklin Neighborhood for its history, but with that comes some very old infrastructure and dilapidated properties. The aging sidewalk and road network have left gaps in connectivity within the neighborhood. Many of the homes in the neighborhood have a rich past, but have been victims to poor additions and lack of maintenance. However, Franklin has been able to maintain a friendly neighborhood feel with quiet, tree-lined streets and a good variety of homes and historic buildings (shown on page 11).



Figure 2.5 - Entrance to the Franklin Neighborhood at 900 West (shown on page 11).

CONCERNS

The information gathered from neighborhood meetings and discussions with the advisory committee revealed that the residents of the Franklin Neighborhood share many of the same concerns as the city staff. The biggest problem is getting in and around the neighborhood, crossing the major corridors of 500 West, 200 West, and 300 South. The lack of safe pedestrian and bicycle facilities at these key crossings limit pedestrians' ability to get to transportation and amenities nearby. The neighborhood is also currently struggling from a lack of maintenance on public and private properties. The lack of property maintenance heightens the perception of a majority rental neighborhood, which some feel takes away from a strong community atmosphere.

OPPORTUNITIES

The Franklin Neighborhood has a rich history and many opportunities for improvements. One key moving forward will be to preserve the historic nature of the neighborhood, while allowing for new, positive growth. Developing quality design standards for new development that respect the history of existing buildings will increase the character of the neighborhood. Creating some good infill and beautifying the existing commercial nodes can enhance the livability of Franklin. Fixing broken patches of sidewalk and connecting them across busy intersections can promote more connectivity and allow pedestrians to enjoy quality, tree-lined pathways to nearby amenities. Finally, examining new and different development types can help transition the neighborhood to its downtown neighbors. With time and effort and Franklin's great history, the neighborhood will continue to become a more attractive place to live.

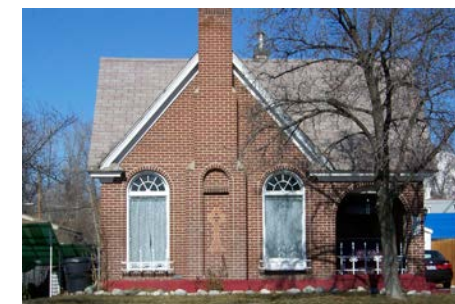


Figure 2.6 - A sample of properties that contribute to the existing character of the Franklin Neighborhood



D. PEDESTRIAN INFRASTRUCTURE

SIDEWALKS

The majority of the neighborhood has sidewalks on all four sides of each block, but there are existing cracks, bumps, and gaps in the sidewalk network. In addition to the maintenance issues, there are sections in the neighborhood with very narrow sidewalks that constrict people down to less than four feet in some places. Most of the existing sidewalks in Franklin were built when a four-foot width was the standard, which can be limiting for two-way traffic. The areas with maintenance problems are also related to the age of the sidewalks, and in most places should be an easier fix than trying to widen the existing walk. As new development comes in or work is being done in the right-of-way, narrow or broken sections of sidewalk should be improved.



Figure 2.7 - Cracks and gaps in Franklin Neighborhood sidewalks

CROSSINGS

Connectivity is a repeated concern shared by Franklin residents, specifically across the arterials and collector streets within and on the boundary of the neighborhood. Crossing 500 West from the neighborhood is safely done at Center Street and 300 South due to the traffic signals at those intersections, but the remaining marked crossings at 100, 200, and 400 South do not provide for safe crossing. The width of 500 West and the speed of traffic prevent people from wanting to walk to destinations to the east.

The same issue exists when attempting to cross Freedom Boulevard, important for those who are walking to the commuter rail station. There is no safe or marked crossing south of 300 South, forcing half the neighborhood to make a dangerous crossing or walk north to 300 South and back down to the station. The same is true for those who desire to walk north of the neighborhood, across Center Street. There are traffic signals at 500 West and 900 West, but the bulk of the neighborhood does not have a place to cross Center Street without walking to one of these edges of the neighborhood. Existing markings seem to do little to slow traffic for pedestrians.



Figure 2.8 - No marked crossing at 500 West (500 S)



Figure 2.9 - No safe crossing at 200 West near rail

E. SUMMARY OF EXISTING PLANS

PROVO GENERAL PLAN

The General Plan contains goals and policies for the central neighborhoods, and more specifically the Franklin Neighborhood. These guiding principles provide a substantial basis for the development of a neighborhood plan. The goals of the Franklin Neighborhood include:

- Increase home-ownership through financial incentives and rehabilitation efforts;
- Reduce cut-through traffic on neighborhood streets, [establish] appropriate speed limit controls on major corridors, improved pedestrian and bicycling access, and enhanced landscaping from 600 West to 900 West as a tool to calm traffic and enhance the transportation corridor's appeal;
- Rezone properties for appropriate residential and commercial development and to encourage quality, "new urbanist" mixed use development in appropriate locations;
- Gain historic designations and landmark status to protect valuable architectural resources within the Franklin Neighborhood;
- Protect viable, significant areas of one-family structures in areas designated as Residential (R) on the General Plan Map;
- Restrict commercial uses along Center Street from 600 West to 1100 West from extending into the Residential (R) General Plan designation;
- Encourage quality mixed use of commercial and residential [around the 100 south cul-de-sac at 1100 West and along Center Street from 800 West to 1100 West];
- New development should be coordinated with the ongoing planning for the intermodal center and related street network and redevelopment guidelines, including mixed-use, transit-oriented development in appropriate locations.

VISION 2030

In 2010, Provo City staff worked with a citizen group and community stake-holders to develop an aspirational vision statement for the community and to specify some core Provo values. The process helped to define important goals for the City. Applicable goals for the Franklin Neighborhood include:

- Improve neighborhood interconnectivity;
- Help neighborhoods establish their own identity and sense of place;
- Give families, individuals, and businesses opportunities to participate in neighborhoods;
- Encourage owner-occupancy or long-term residency by creating healthy and balanced neighborhoods for schools, businesses, religious congregations, and community organizations;
- Maintain and improve the physical appearance and beauty of neighborhoods;
- Identify opportunities for neighborhood amenities in established neighborhoods;
- Preserve structures and districts with unique histories or architecture;
- Create walkable areas throughout the city. Walkable areas should be attractive, providing adequate lighting, a sense of safety, appropriate crossings, and social nodes;
- Ensure a safe travel environment for all modes of transportation and carry out strategies and programs that will maintain this environment.

The future land use map for the Franklin Neighborhood was produced by studying existing land uses, observing building trends, and understanding the needs of the area. Staff combined this information with the stated desires of the neighborhood advisory committee to create a vision for the future of Franklin.

The map is meant to be a guide, much like the General Plan, for future zone changes and project proposals. Detailed building setbacks, height, and other standard regulations should be addressed with future design standards as a part of this plan or as a supplement to be added to the code by staff at a later date; but are not completely included in the future land use analysis.

The goal of the future land use map is to create a seamless Franklin Neighborhood with easy access to quality amenities. The focus is to create a healthy diversity of housing types and uses within the neighborhood, while respecting its historical significance, and maintain a desirable place to live. Creating a walkable neighborhood with desirable destinations will enhance the desirability of the Franklin Neighborhood. Figure 3.2 shows the existing zoning in the neighborhood, and figure 3.3 shows proposed changes to current zoning or land uses.

A. RESIDENTIAL

R1.6(A)

The area in yellow in figure 3.3 is proposed as R1.6(A), a one-family residential zone with the ability to have an accessory apartment. This zone is the most prevalent in the Franklin Neighborhood and would allow the homes in this area that are currently zoned RC (residential conservation) to continue the permitted use of an accessory apartment, when one unit is owner occupied. The advisory committee and public stated a desire to protect and strengthen the single family environment of the neighborhood; removing the RC zone and replacing it with a R1 zone allows that to happen, but also allows more property rights for growth and renewal than the RC zone permits.

LDR (LOW DENSITY RESIDENTIAL)

The LDR (shown in orange in figure 3.3) can work as a transition between single-family lots and more intense uses. This type of zoning allows more density than the R1 zone, but maintains the residential character compatible with one-family housing. There is currently one property with LDR zoning, at 700 West and 500 South. The idea is to continue LDR zoning throughout that block near the rail, where there is some heavy commercial zoning remaining; the same at 500 West near the rail.



Figure 3.1 - Example of LDR housing

There are two other major areas where LDR would make sense for the neighborhood; as a replacement for the RC zone near the Franklin Park Condos and adjacent to the future Draper Lane alignment.

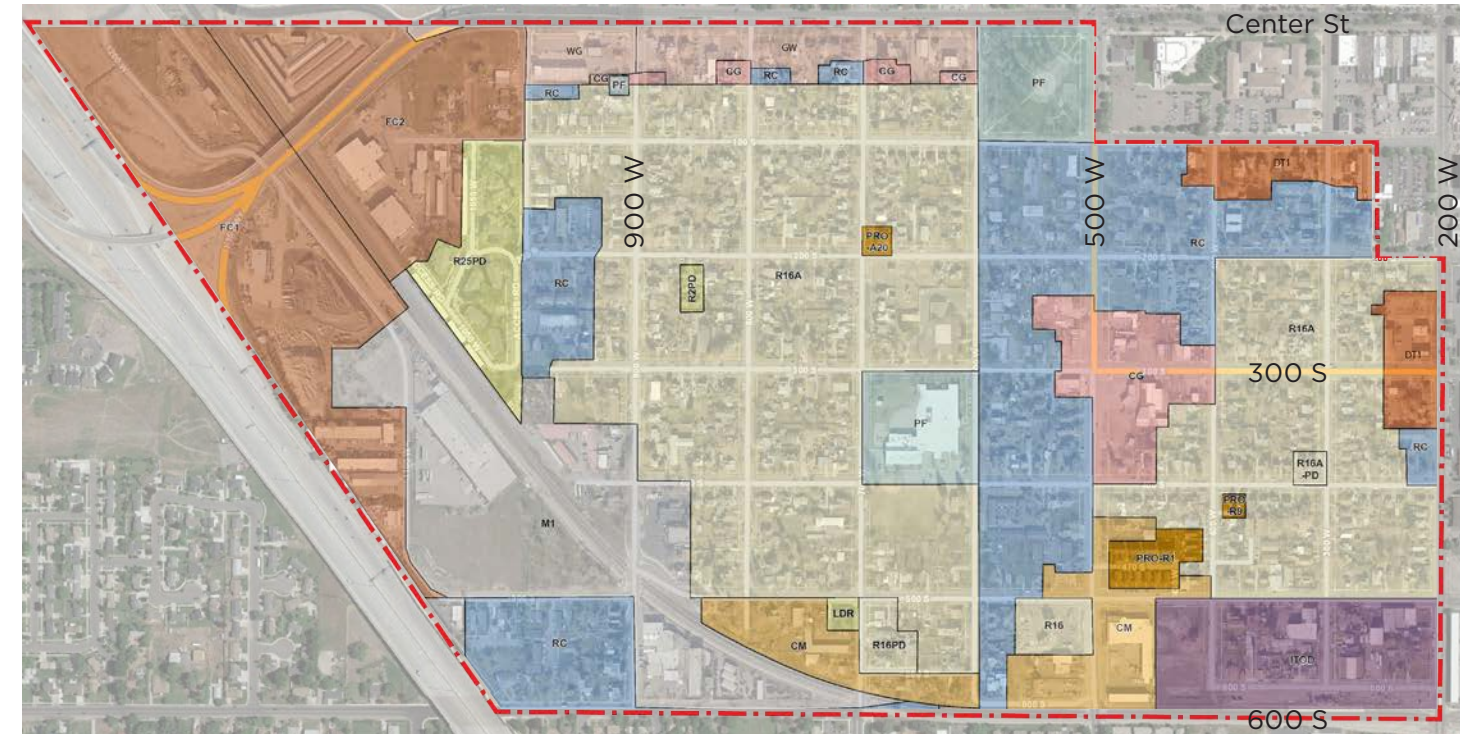
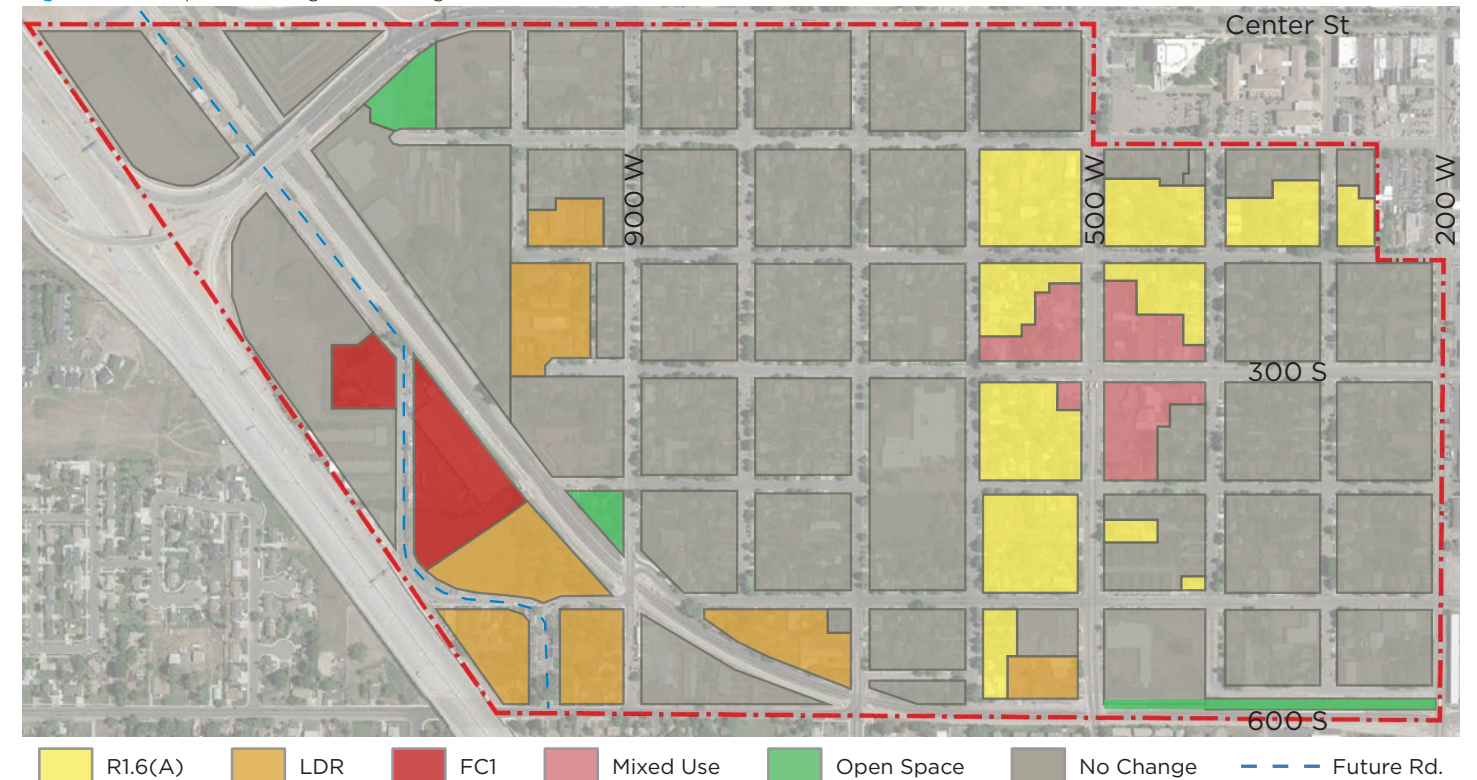


Figure 3.2 - Current zoning in Franklin

Figure 3.3 - Proposed changes in zoning and land use





B. COMMERCIAL

FC1 (FREEWAY COMMERCIAL)

Freeway commercial zoning is already used in the neighborhood between I-15 and the rail lines, as shown in figure 3.2. This zoning, along with a future realignment of Draper Lane, should provide the opportunity to meet the goals of the Advisory Committee and the General Plan in developing the area near the freeway with larger commercial spaces. As Draper Lane is built and redevelopment occurs, there will be a good opportunity to change the remaining M1 (light manufacturing) zone to match the neighboring FC1 zone.

MIXED USE

The areas in figure 3.3 highlighted in pink are currently a mix of CG (General Commercial) and RC (Residential Conservation) zones. This area, around the intersection of 300 South and 500 West, is one of repeated concern and focus when meeting with Franklin residents, Provo City staff, and the Franklin Neighborhood advisory committee. The idea, as shown in the graphic to the right, is to establish this area as a neighborhood center in what is already an established commercial node of the neighborhood.

To establish the vision of this area, city staff will need to write a new mixed-use zone. Current zones which allow a mix of commercial, office, and residential uses are not suited for a primarily single-family neighborhood like Franklin. This new neighborhood mixed-use zone should permit multi-use buildings and parcels, but at the neighborhood scale. This plan proposes the area marked as mixed use in figure 3.3 to include up to two-story commercial mixed use buildings brought up to the street at the corners, with plaza and seating areas in front and parking in the rear. Transitions can be addressed with mid-block residential buffers to abut single-family homes on the edges. Figure 3.4 to the right shows what these new standards could bring to an important center of the Franklin Neighborhood.

C. OPEN SPACE

The Provo City Parks and Recreation Master Plan does not show any new park areas in the Franklin Neighborhood. However, there are two areas proposed for new open spaces in figure 3.3, as well as an open space pedestrian walkway along the north side of the tracks between 200 and 500 West. The neighborhood residents and the advisory committee have both identified a need for more open spaces in Franklin. Below are two ideas identified by residents and planning staff that could work for the highlighted park sites.

DOG PARK

The concept of a dog park in the Franklin Neighborhood would first have to address funding and maintenance. However, it has been stated that there is a desire for an area where people can take their dogs to run and play without the conflict of families, children, and other activities being disrupted.

COMMUNITY GARDEN

A community garden promotes more neighborhood interactions and can help strengthen a friendly neighborhood atmosphere, as well as give residents a space to grow their own produce. The large city-owned parcel(s) on the west end of 100 South provides an opportunity for this type of space to be created.



Figure 3.4 - Photo simulation of 300 South and 500 West



D. GOALS AND OBJECTIVES

1. Replace existing RC (Residential Conservation) zoning with new zones to allow positive change in the Franklin Neighborhood.
 - a. Update the General Plan to be consistent with the future land use map.
 - b. Amend the zoning map to be consistent with the future land use map.
2. Create a walkable neighborhood center in the Franklin Neighborhood.
 - a. Establish a new mixed-use zone to implement the proposed land uses.
 - b. Amend the zoning map to be consistent with the future land use map.
 - c. Incentivize redevelopment in the neighborhood center area.
3. Find new opportunities for open space within the Franklin Neighborhood.
 - a. Assess opportunities for different open spaces in strategic locations as shown on the future land use map.
4. Coordinate surrounding neighborhood plans to be complementary to the Franklin future land use plan.
 - a. Review proposed projects and zone changes adjacent to the Franklin Neighborhood in relation to the Franklin land use plan.
5. Pursue strategies for relieving the Franklin Neighborhood of additional low income housing.
 - a. Propose legislation to the Municipal Council.
 - b. Adopt new legislation that will cap the amount of low income housing in a neighborhood.



A. PEDESTRIAN ENVIRONMENT

SIDEWALKS

Earlier sections of this plan addressed the existing sidewalk network in the Franklin Neighborhood. To summarize, the neighborhood has a pretty strong network of sidewalks, but is lacking in proper width and maintenance and has some connection gaps.

Any new development or redevelopment that occurs in the neighborhood will be required to install new, six foot sidewalks along the street frontage. Remaining narrow and broken sidewalk in the Franklin Neighborhood should be addressed through fund-raising mechanisms or as part of Provo's recent utility transportation fund increase.

In addition to improving the sidewalk network, the Franklin Neighborhood would benefit from restoring the historic practice of wayfinding through concrete stamping or concrete obelisks as shown in figures 4.1 and 4.2. This small addition would help pedestrians move in and around the neighborhood, as well as help strengthen the identity of Franklin.

CROSSWALKS

Safe pedestrian crossings are a big concern in the Franklin Neighborhood. Divisions in the neighborhood created by large and busy streets disrupt the pedestrians accessibility. Marked crossing that provide a safe crossing are few and far between on the collector and arterial roads that flow through the neighborhood.

Additional crossings along Freedom Boulevard and 300 South should be a priority in the Franklin Neighborhood. Additionally, current marked crossings without traffic signals on 500 West and Center Street should be made safer with the addition of pedestrian activated signals (i.e. HAWK) to ensure safe crossings over busy roads.

STREET FURNITURE

As a way to strengthen the identity of the Franklin Neighborhood, a street furniture program should be chosen and implemented. Specifically, in established or new gathering spaces, a programmed street furniture plan will help build the character of place. Special attention should be given to furniture types that speak to the history of the Franklin Neighborhood.



Figure 4.1 - Stamped concrete wayfinding



Figure 4.2 - Historic wayfinding marker

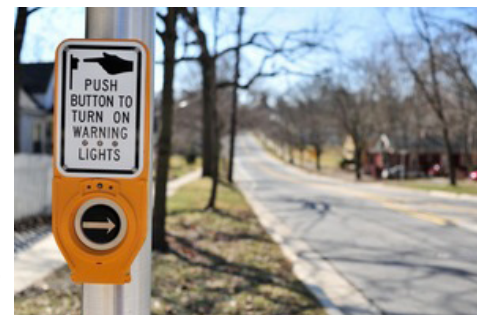


Figure 4.3 - Pedestrian signal

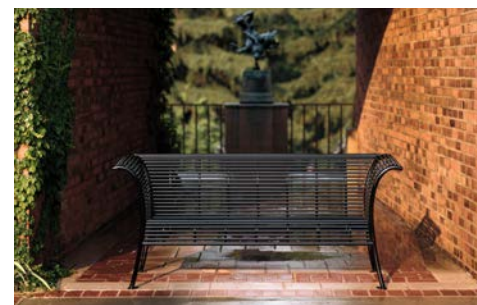


Figure 4.3 - Programmed street bench

B. BUILDING DESIGN

HOUSING CHARACTER

The Franklin Neighborhood has been able to maintain an historic character through parts of the neighborhood. As the neighborhood evolves, the historic character should be protected and enhanced. The neighborhood boasts a great variety of architectural styles, and that diversity is central to the character that needs to be maintained.



Figure 4.4 - Examples of remodels or new construction that respect the character and design of the Franklin Neighborhood

DESIGN GUIDELINES

The current design standards and guidelines found in the Provo City Code for residential development need to be revised to better address the placement and scale of buildings. In addition to the general residential design standards, each residential zone has setback, height, and lot coverage standards which affect the design of a neighborhood. Staff must ensure that these standards compliment one another as the zones encounter adjacencies.

Future design guidelines should be written in a way that addresses the historic nature of the neighborhood. These standards should allow for remodeling or new construction on existing dwellings, but respect the scale and character of the Franklin Neighborhood. Current guidelines already address building location and scale well, but should be revised to better address the following:

- Building Density
- Building Style
- Building Materials
- Garage/Parking Location
- Open Space and Landscaping



C. STREET DESIGN AND CIRCULATION

The Franklin Neighborhood is considered a family, residential neighborhood, but attention must be paid to the fact that it also houses transportation connections. The collector and arterial streets that bisect and border Franklin can not be ignored or routed to other parts of the City, but the following section should offer some ideas that could help relieve the pressure that these corridors place on the neighborhood.

300 SOUTH

The Utah Department of Transportation (UDOT) controls 300 South (east of 500 West) and currently is in the design phase for making changes to the right-of-way. The first phase, starting construction in 2016, will be from 700 East to 100 West; but the project will eventually run west to 500 West. The community and City staff should have direct participation in the design of this important corridor to ensure the best possible outcome.

Current designs show an 80 foot right-of-way with a 92 foot right-of-way at typical intersections. The design also includes a paved center median and four foot bike lanes in both directions. Design for the section of 300 South in Franklin should remove the center median to allow important north-south traffic on 300 and 400 West. Any reduction of access across 300 South will serve to further divide the Franklin Neighborhood.

500 WEST

The north half of 500 West in the Franklin Neighborhood is also controlled by the Utah Department of Transportation (UDOT) and efforts should be made to improve east-west access in that section of the street. However, there is a lot of improvement that could be done in the City-controlled section of the street, south of 300 South. The improvement and concept for development of the intersection at 300 South and 500 West referenced in the previous chapter will provide opportunity to address issues on 500 West.

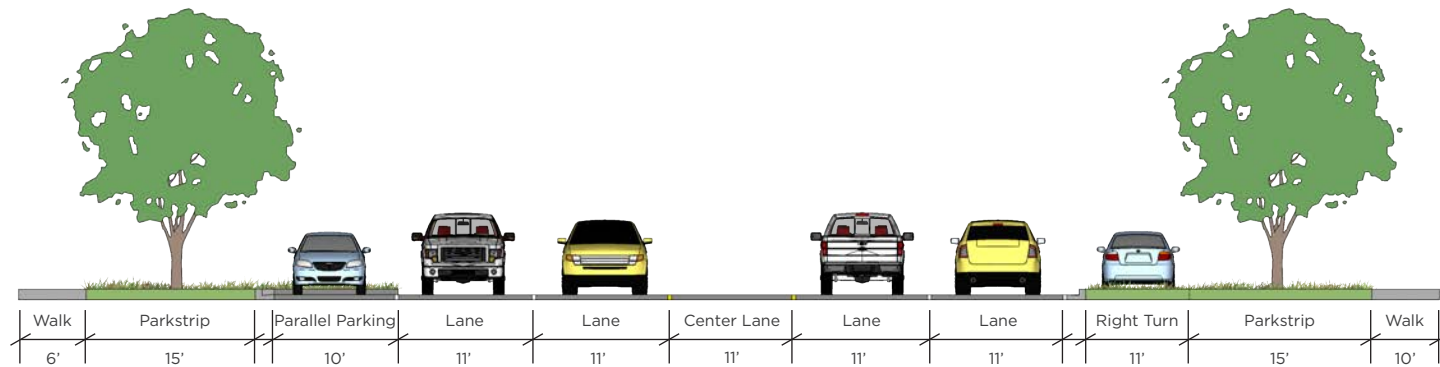


Figure 4.5 - Street cross-section for 500 West at south side of 300 South intersection

At the intersection of 500 West and 300 South, the first step should be to re-establish a sidewalk, parkstrip, curb, and gutter on both sides of the street. Another way to make this section of the street feel more comfortable for the neighborhood is to introduce a bulb-out at the southwest corner, reducing crossing distance and creating a clear parking lane on the west side south of 300 South. Ideally, with the changes described and shown, the City could also reduce this section of 500 West to a 30 mile per hour speed limit. These small changes would still allow the same traffic flow that exists, but would provide relief to the residents in the area. Overall, a slimming down of the roadway and introduction of bike facilities should be pursued for 500 West and 300 South.

500 SOUTH

The section of 500 South between 700 West and 200 West averages a pavement width of 60 feet from curb to curb. The image below shows the amount of excess street that taxes pay to maintain; when space here could be better used for landscaping features, walking paths, or bicycle facilities. This plan recommends a heavy road diet for this section of 500 South. Reducing the pavement for this section of road will slow traffic that speeds through, mostly at times when trains are blocking access across the north-south streets. Additionally, this area would be improved by adding more pedestrian amenity or greenspaces.



Figure 4.6 - Section of 500 South, between 500 West and 400 West

NEIGHBORHOOD STREETS

The remaining streets in the Franklin Neighborhood should be improved as well. There is a feeling among the neighborhood residents that the east/west streets lack good traffic control. In addition to more traffic enforcement, there are several proven practices that would help relieve this concern and create a safer and more walkable environment.

One relatively inexpensive strategy is to stripe the neighborhood streets. Simply putting lines down on the road has been proven to slow traffic and will help to more efficiently make use of the amount of asphalt on the right-of-way. Other options include curb bulb-outs, traffic circles, landscaped medians, or even narrowing the roadway by increasing sidewalk and planter widths. Combining the installation of wider sidewalks with narrow lane striping on the street will provide for a safer and more pedestrian-friendly neighborhood.



Figure 4.7 - Traffic calming strategies for Franklin Neighborhood city streets (bulb-out, striping, traffic circle)



BICYCLE ENVIRONMENT

The Provo City Transportation Master Plan has identified bicycle corridors for the Franklin Neighborhood. Shown on the map below are the proposed locations and types of bicycle facilities that have been adopted by the City.

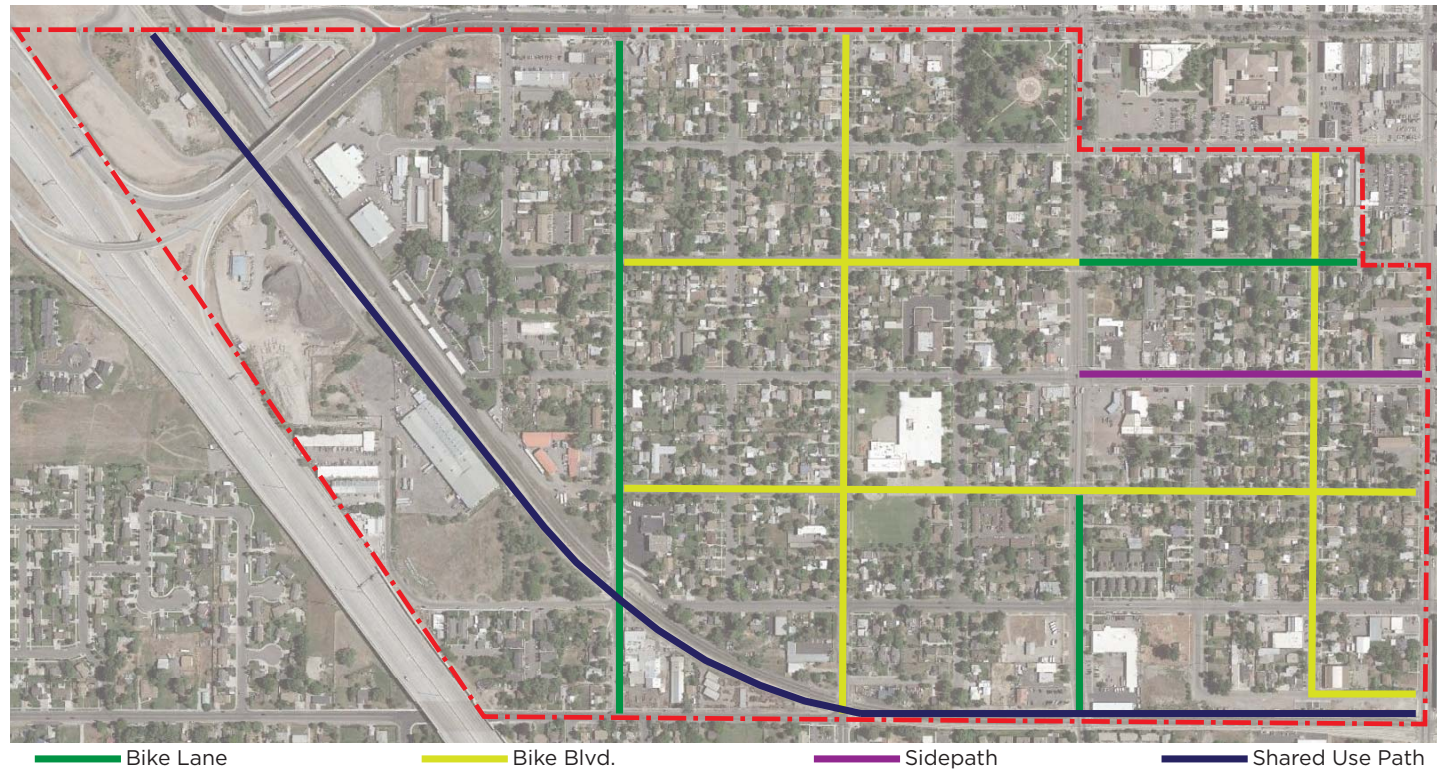


Figure 4.7 - Proposed bicycle facilities in the Franklin Neighborhood

E. GOALS AND OBJECTIVES

1. Provide a well connected and safe pedestrian environment in the Franklin Neighborhood.
 - a. Build improved pedestrian crossings on collector and arterial streets.
 - b. Identify funding sources to complete gaps and repair broken sections of sidewalk.
 - c. Establish new pedestrian crossings on 500 West and Freedom Blvd.
 - d. Install bulb-out curb extensions at intersections to shorten crossing distances, where feasible.
 - e. Develop a regular maintenance plan for sidewalks and street crossings.
 - f. Identify opportunities to create more walkable destinations within the Franklin Neighborhood.
2. Develop a defined identity for the Franklin Neighborhood.
 - a. Implement concrete stamping and/or obelisk pedestrian wayfinding program.
 - b. Develop a street furniture program to install at major neighborhood nodes.
 - c. Establish design guidelines to protect and enhance architectural diversity.
3. Mitigate neighborhood divisions created by busy collector and arterial streets that border and run through the Franklin Neighborhood.
 - a. Prioritize and protect important transportation connections within the neighborhood.
 - b. Coordinate with developers, City departments, and UDOT to install improvements in public right-of-way on key corridors.
 - c. Revise capital facilities plan to prioritize improvements noted in this section.
 - d. Ensure adopted bicycle facilities plans meet demand and create a high quality and safe environment for bicyclists in the area.
4. Ensure a safe and quiet residential neighborhood that will attract new residents.
 - a. Establish standard traffic calming strategies to implement on residential roads.
 - b. Install new traffic control and speed limit signs in areas of concern.
 - c. Review design standards to address appropriate parking space and location.



The Franklin Neighborhood is one of historic significance to Provo City and to its residents. The neighborhood boundaries encompass one of the first settled areas in Utah County and some of the first city blocks laid out for Provo City. This historical significance is remembered in Franklin's own Pioneer Park and many historic structures. However, there are additional historic aspects to the neighborhood that should be preserved as the area changes and improves.

The original plat that formed the streets and blocks of the Franklin Neighborhood has been mostly preserved over the last one hundred sixty five years. This provides a walkable neighborhood with frequent intersections and simple blocks. The original blocks have also created opportunities over the decades for lot splits and infill, allowing for the architectural



Figure 5.1 - Pioneer Park in the 1920's (Courtesy of L. Tom Perry Special Collections, BYU)

diversity that is enjoyed throughout the neighborhood. It is because these historic aspects have been preserved to this point that Franklin takes pride in being a "pioneer neighborhood". Understanding this historic foundation is important to protecting the character of the neighborhood and enhancing the livability and desirability of Franklin.

The following sections should work as a blueprint on how to continue to preserve and enhance the historic qualities and architecture of the Franklin Neighborhood.

A. IDENTIFICATION

SURVEY

The Franklin Neighborhood has been surveyed for buildings of historical significance. Though there are only four structures currently registered as Provo City Landmarks, there are a number of other properties that have eligible contributing structures that have not yet been added to any historic registry. The fact that over forty percent of the existing homes in Franklin were built prior to 1940 indicates that there is more that could be done in educating residents of the survey and benefits of being listed on a historic registry.

B. PROTECTION

LANDMARKS REGISTER

The Provo Historic Landmarks Register is a great resource to place protections on structures or sites of historical significance. Any structures listed are protected from demolition and incompatible alterations. Additionally, any proposed work affecting a structure or site on the register must first be reviewed and approved by the Provo City Landmarks Commission.



Figure 5.2 - Simon Eggertsen House, 390 South 500 West - built in 1876

DESIGN REGULATION

Design regulation is an effective way to protect the historic characteristics of the Franklin Neighborhood. These characteristics may include details such as lot width, building setbacks, building mass and other geometric standards. Other characteristics such as the location of garages and entrances or the type of landscaping should also be defined. Defining this character and enforcing through design regulation is essential to protecting and reinforcing Franklin's historic quality.

Another aspect of reinforcing historic character through design can come in the form of the public right of way and street furniture. Protecting and maintaining the existing grid network of streets and sidewalks will protect the character that has existed in the Franklin Neighborhood since the original plat of Provo City. Additionally, a new street furniture program should recall the old black iron fencing and features that once existed in the area.



RECOGNITION

An important part of historic preservation is recognition. Markers already in use in other parts of the City may be implemented at significant sites. These simple markers would give a narrative of the site, creating interest and helping to promote the historic character of the Franklin Neighborhood. These markers should be visible without being intrusive to the property owners. This type of marker would provide a level of interpretation that gives neighbors and passers-by a better appreciation and greater connection to the history of the neighborhood.



Figure 5.3 - Emily A. G. Clawson House, 587 West 100 South - built in 1885

REGULATION

Current city codes address preservation with regulations on a historic sites list and the Provo Landmarks Register. The purpose of the regulations is stated as “a means of providing recognition to and encouraging the preservation of historic properties to the community.” This list should be published to the public and specifically to the property owners of eligible sites and structures so that they may understand the incentives available to them and know the standards and regulations that protect them.

C. GOALS AND OBJECTIVES

1. Protect valuable architectural resources within the Franklin Neighborhood.
 - a. Educate residents of criteria for landmarks register.
 - b. Inform owners of historic structures about incentives for registering with the landmarks register.
2. Develop design regulations to protect the historic character of the Franklin Neighborhood.
 - a. Survey existing historic features to create list of significant features.
 - b. Work with the Provo City Landmarks Commission to draft a reasonable set of design standards for the Franklin Neighborhood.
 - c. Determine a street furniture program that recalls Franklin’s history.
3. Create interest and character through historic recognition.
 - a. Install historic markers on existing landmark sites.
 - b. Develop a program to offer recognition to property owners who chose to add their home to the landmarks register.
 - c. Publish a list of eligible sites within the Franklin Neighborhood.



A. RESOURCES

PROCESS

This document is a guide for future development for a specific area. It should be added to regulatory checklists to ensure plans incorporate the ideas in this document and help achieve the vision laid out within its pages. Funding for the plans in this document can be achieved through the following means.

Capital Improvement Plan (CIP)

It is intended that a proposed series of improvements be included in the city’s Five-year Capital Improvement Plan during future budget meetings in order to allocate funding for specific projects within the Franklin Neighborhood. This plan helps the City to know what funding is needed in the future and will ensure a budget for proposed changes in the Franklin Neighborhood Plan.

INCENTIVES

In addition to City budgets, creating an impact-free zone or implementing tax break plans to encourage development within the Franklin Neighborhood can help fulfill the plans in this document.

Impact Fee Reduction Zone dismisses some costs associated with developing and may persuade developers to create the projects that the neighborhood wants to see in Franklin.

Tax Increment Financing is another way to reduce costs by subsidizing desired projects. This can be done by offsetting initial development costs.

B. PROSPERITY

To ensure that the Franklin Neighborhood Plan continues to be a guiding document in City planning, it is important to make it widely available and visible to City Administrators and the public. This document should be available on the City website and at the front counter of City offices.

C. IMPLEMENTATION SCHEDULE

Phase Priority	Phase 1		Phase 2		Phase 3	
	1	2	1	2	1	2
Adopt Franklin Neighborhood Plan (City Council)	█					
Land Use						
Update General Plan for Future Land Uses (Com. Dev.)	█					
Establish New Mixed-Use Zone (Com. Dev.)	█					
Amend Zoning Map (Com. Dev.)		█				
Update Parks Plan to Address New Open Space Locations (Com. Dev./Parks)		█				
Urban Design						
Designate New Pedestrian Crossing Locations (Com. Dev./P.W./UDOT)		█				
Revise Capital Facilities Plan (Com. Dev./Admin.)		█				
Install New/Improved Pedestrian Crossings (P.W.)			█			
Install Traffic Calming Devices at Key Gateways (P.W.)				█		
Develop a Street Furniture Program (Com. Dev./P.W.)		█				
Install and Upgrade Street Furnishings (P.W.)					█	
Amend Residential Design Standards and Guidelines (Com. Dev.)		█				
Amend Standard Street Design Cross-Sections (P.W./Com. Dev.)			█			
Install Improvements on 500 West (P.W./UDOT)				█		
Develop a Maintenance Plan for Street Furnishings (Com. Dev./ P.W.)		█				
Historic Resources						
Produce and Mail Information Pamphlet on Landmarks Register (Com. Dev.)		█				
Publish a Public List of Eligible Historic Sites (Com. Dev.)		█				
Nominate unlisted structures (Com. Dev./Landmarks Commission)			█			
Develop an Inventory of Historic Features and Design Elements (Com. Dev.)		█				
Investigate Establishing Historic Design Guidelines (Com. Dev.)			█			
Implement Historic Marker Program (Com. Dev.)				█		

