



# 2100 South & 2100 East Small Area Master Plan





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## ACKNOWLEDGEMENTS

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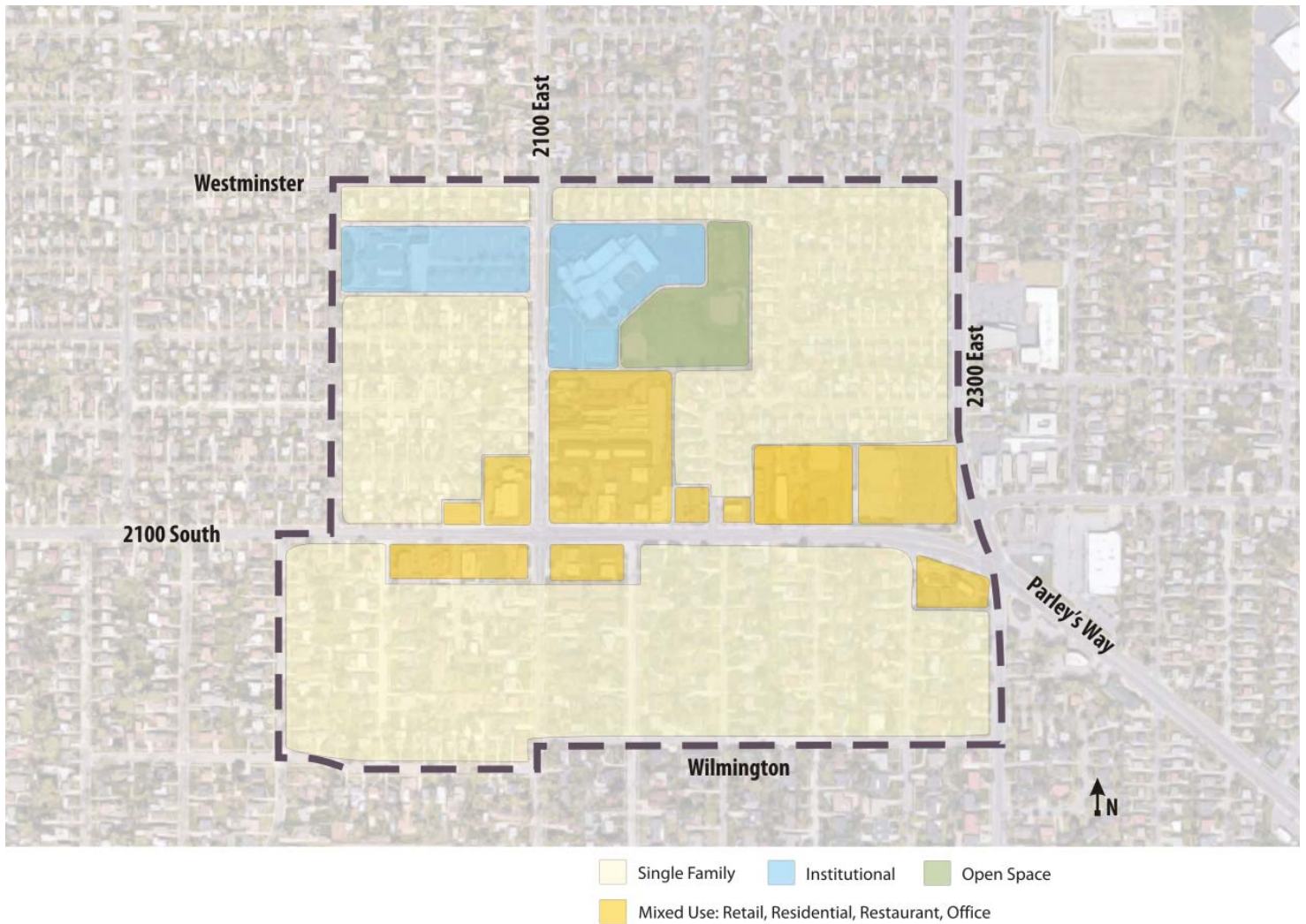
CRSA: Kelly Gillman, Susie Petheram, Tina Gillman

What should be the  
'look and feel' of future  
development in the  
21st & 21st area?

Answering that question is  
the purpose of this plan.

PROJECT PURPOSE  
21ST & 21ST SMALL AREA PLAN





*The project study area with potential land uses.*

# 1. INTRODUCTION

The area at 2100 South and 2100 East in Salt Lake City, commonly referred to as 21st & 21st, is a bustling node surrounded by residential neighborhoods. Here people can walk from home to dine at a café or restaurant, shop at a clothing boutique, visit a coffee shop, attend yoga or dance class, get a haircut and other similar activities. For many years the area remained generally unchanged. However, recently Salt Lake City recognized a need to proactively guide the future of this area before significant changes occur. This small area plan is a tool to prepare for anticipated growth. While the intersection of 2100 South and 2100 East is easily recognizable as a node, it is important to note that the boundaries of this Small Area Plan extend beyond the intersection east/west from 2000 East to 2300 East and north/south from Westminister Avenue to Wilmington Avenue.

**The goals of the plan are to:**

1. **Create a unique destination that respects the neighborhood scale.**
2. **Provide commercial opportunities for neighbors and visitors.**
3. **Support local businesses in the district.**
4. **Establish design guidelines addressing building scale, materials, street engagement and public spaces.**

With this small area plan in place, Salt Lake City now has a tool to guide development in a manner consistent with the goals for the 21st & 21st area.

## 2. PLAN ELEMENTS

The Plan Elements are written to provide architects, engineers, design professionals, contractors, city staff, and city boards a cohesive direction for building and site design in the district. This small area plan is designed to help developers and building owners understand the relationship between the street and their own lots and buildings. These elements are organized into the categories of Private Space, Semi-Public Space, and Public Space. Design guidance is provided for plan elements within each category.

### Private Space

- Building Placement
- Parking Placement
- Building Height
- Building Mass
- Building Facade Materials
- Building Signs

### Semi-Public Space

- Building Entrances
- Ground Floor Minimum Height
- Front Yards & Plazas



### Public Space

- Sidewalk
- Street Trees
- Lighting
- Site Furnishings
- Parklets

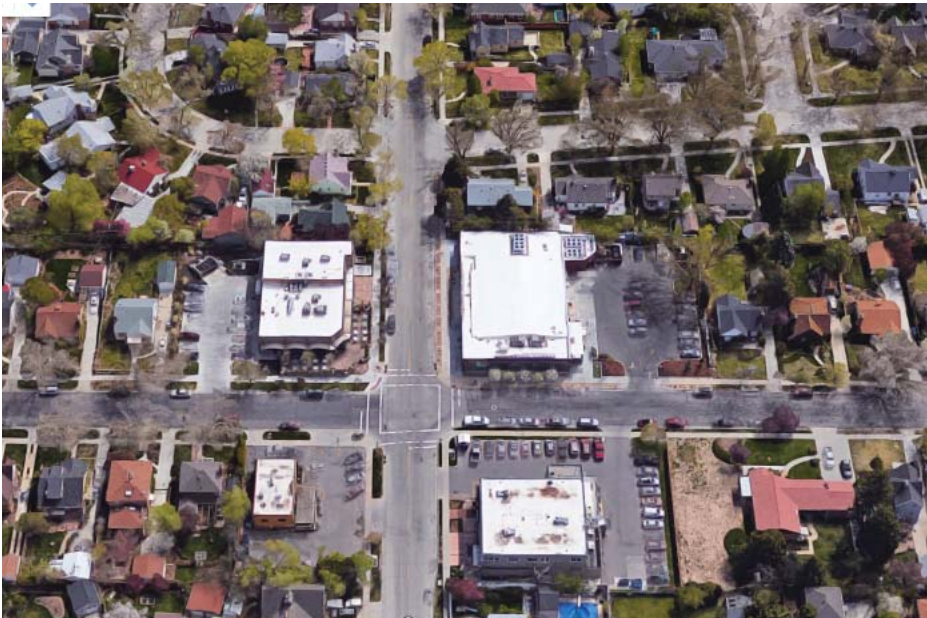
# I. PRIVATE SPACE

Private space is property that is not part of the public way. Yet the placement of buildings and parking lots collectively determine what type of place is created. Building heights, mass, materials and signs create the “look and feel of a place”. The significant impact of these elements requires design guidance to ensure the goals of the small area plan are met.

## BUILDING PLACEMENT

The placement of a building in relationship to the street is a defining characteristic of a place and is a significant factor in how satisfactory a place is for walking. Building placement and orientation must reinforce the connection to primary and secondary streets and contribute in a positive manner to the streetscape.

- Front/Corner Yard: Buildings should be placed close to the sidewalk with various setbacks to allow for semi-public spaces such as patios, plazas, and outdoor dining. Retail stores should be placed close enough to the sidewalk to allow passers-by to see into the store.
- Interior Side Yard: Buildings should be close together. Larger setbacks are appropriate as a buffer next to single family homes.
- Drive-thrus are allowed only on the rear or side of buildings and are not allowed on front/corner sides.
- Orient buildings parallel to the street . If a building is on a corner lot, it may either face both streets or have a corner orientation. This is not to preclude entrances or facade detailing to other orientations such as a side parking lot.



*Bird's Eye View: The top two buildings placed on the corner create a friendlier pedestrian environment than buildings with parking adjacent to the corner.*



*A street level view of the bird's eye view on the left.*

## PARKING PLACEMENT

Walkable business districts locate parking in places that reduce the visual impact of the parking and make it safer for people walking through the district

- Front/Corner Yards: Parking lots should be located behind or to the side of buildings. Parking should not be located in front of the building.
- Interior Side Yard and Rear Yard: Parking adjacent to residential use is required to have a buffer of fencing and landscaping to reduce the visual impacts of parking lots.
- Use of shared parking lots that provide more efficient parking patterns and reduce the amount of land dedicated to parking is encouraged. Cross easement agreements must be in place for shared parking allowances.
- Locate interior driving routes so that conflict with pedestrians is minimized.
- Define interior circulation drives with other site design features such as lighting, trees and other planting areas, special paving, and walkways.



## BUILDING HEIGHT

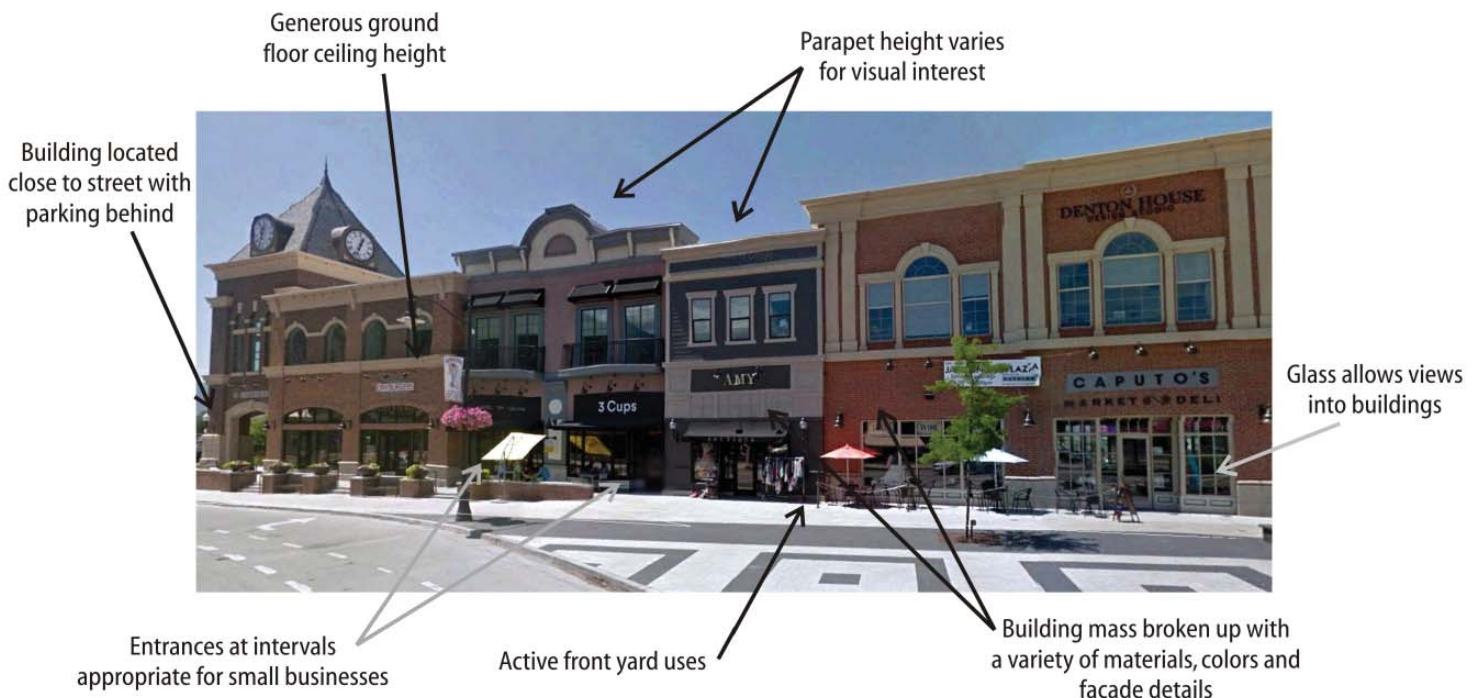
Building height is an important characteristic to consider when fitting a new building into an established residential area. It is appropriate for buildings in the 21st & 21st district to maintain a relatively low building height. Two to three story buildings are appropriate, particularly if the third level is stepped back from the street. Stepping back upper stories allows incremental change in building height between residential areas and business uses. Allowing for a third story can help make development more financially feasible than if buildings were limited to one or two stories.

- Third floors should be stepped back from the street as a buffer to reduce their visual impact.
- When adjacent to single family homes, upper levels of buildings should be stepped back from the ground floor as a buffer.

## BUILDING MASS AND SCALE

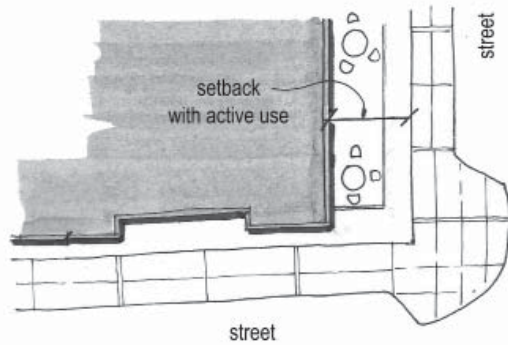
Utilizing appropriate massing changes a building's visual scale and can allow new development to complement and respect the surrounding residential neighborhood.

- Small individual developments are preferred. Several small developments contribute a greater degree of diversity than a few large developments.
- The perceived width of buildings must be consistent with smaller developments. Divide wider buildings into modules to convey a sense of more traditional construction. This is especially recommended for a series of adjacent businesses housed in one development or for buildings with wide facades or long depths.
- Avoid flat looking walls/facades and large, boxy buildings. Break up flat front and sides by introducing projecting elements such as wings, porticos, bay windows, awnings, recessed balconies and/or alcoves.
- A horizontal wall should not extend for a distance greater than 30 feet without a change in articulation or materials.
- Provide for depth and variation in a façade through the use of different colors, materials, and other details.
- Articulation--changes in the surface of the building such as columns or piers--should be carried from the base of the building to the roof or upper story setback.

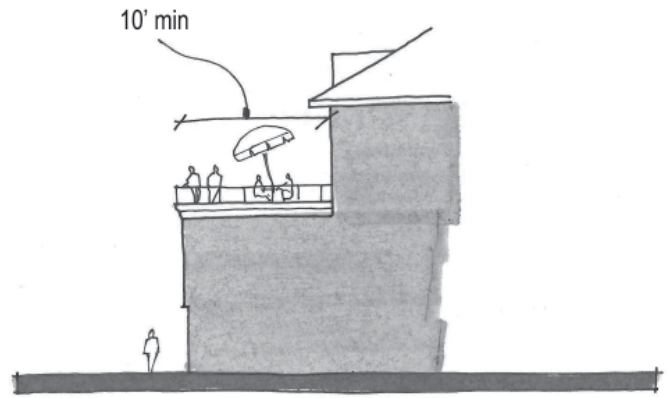


*This building uses a variety of strategies to break up the mass and scale of the building so that one large building appears as if it were multiple buildings.*





*Buildings should be placed close to the street.*



*Upper stories of buildings should be stepped back.*



*Large amounts of glass and articulation break up this building's mass.*



*Articulation and detailing change the visual scale.*

## BUILDING FACADE MATERIALS

Building facade materials can be classified as either primary or secondary materials. Primary materials comprise the bulk of the building facade material. Accent materials are architectural decorative elements that are integral to the design of the building. A mix of both types can reduce the visual size of a building and avoid monotonous blank walls.

- Primary materials should be premium, durable materials such as, but not limited to, brick, cementitious fiber board and plank, metal panel (ACM, MCM, ribbed, etc.), glazing, precast concrete and decorative concrete masonry unit veneer.
- Material types and detailing should be consistent on all sides of a building. For example, materials used on primary facades should also be used on secondary sides.
- The same massing, articulation and detailing used on secondary facades should be consistent with the primary facade.

- Consider durability, life cycle, and embodied energy (the amount of energy required to manufacture a material) in the selection of materials.
- Use materials in a manner that is consistent and visually true to the nature of the building material.
- Use natural building breaks (such as inside corners) for changes in materials, rather than abrupt changes or changes at outside corners to avoid the appliqué look of a material.
- Materials should respect the scale and character of the neighborhood. Materials should be similar to those commonly found on buildings in the neighborhood.
- Large expanses of a single material should be broken up by windows, a change in material color or direction, or by other means.
- Use a balance of colors and materials to break up the monotony of larger developments.
- The use of details can break up uninspiring solid surfaces and can help avoid the box-like appearance often seen in new construction.

## BUILDING SIGNS

Signage is an opportunity to provide individual character to a building.

- Signs should orient to the pedestrian in overall size and placement.
- Signs perpendicular to the building are preferred.
- Sign materials and colors should complement the materials, colors and architecture of the related building.
- Signs should be scaled appropriately to the building. Large cabinet signs are not appropriate.
- Sign materials should be high quality, durable materials.

## II. Semi-Public Space

Semi-public space is defined by how the design of a site and building allows people to interact and engage with the street. Buildings with large glass windows allow views both from the inside of the building to the street and from the street into the building. Regularly spaced entrances facing the sidewalk allow people to easily access a building from the street. Space for outdoor dining brings life and activity to the street. A high level of street engagement creates a lively, inviting street where people want to spend time.

## GROUND FLOOR MINIMUM HEIGHTS

The height of a building's ground floor level impacts engagement with the street. A generous ground floor ceiling height makes a space feel inviting instead of cramped, makes retail/commercial uses more visible and lets more light into the interior of the building. Also, different building types and uses require different building heights. Shops, stores and restaurants generally will have higher ceilings than residential uses. Requiring minimum ground floor heights allows for a flexibility of uses to occur over time.

- Ground floors should have a taller ceiling than upper stories.
- Commercial, retail, restaurant, office and similar uses should have a minimum 12 foot ground floor ceiling height.
- Residential uses should also have a minimum 12 foot ground floor ceiling height to allow for future flexibility.

## BUILDING ENTRANCES

An inviting building front works in concert with building placement to define the look and feel of place. The placement of entrances is a factor in determining how satisfactory and pleasant a place is for walking.



*Building entrances open to the street and corner. Color and articulation create visual interest.*



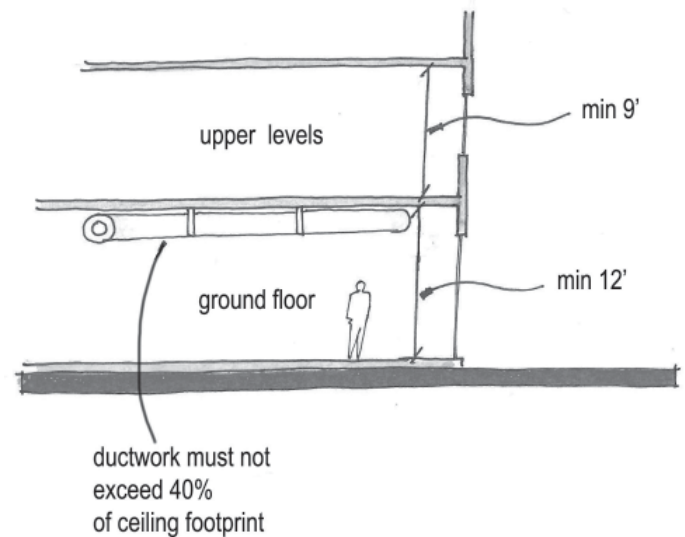


*This building's generous ground floor height and large amounts of glass create interest for people walking on the sidewalk.*

- Ground floor commercial uses should have large amounts of clear glass that allows passers-by to see into the store.
- Ground floor residential buildings should have an actively used room facing the street with windows large enough for occupants to easily see out onto the street.
- Commercial spaces on the ground floor should be of a size that supports local businesses with each business having a unique entrance to the sidewalk.
- Building entrances should be highly visible and defined by a unique feature such as an awning, inset doors, projecting sign, or significant architectural detailing to highlight the entrance.
- Windows at the ground level must be clear glass and placed at a height that allows a visual connection of indoor and outdoor environments.
- Avoid the use of dark-tinted or reflective glass windows. Instead, awnings, overhangs, eaves, arbors and other similar features should be used to shade windows and achieve the energy efficiency of tinted glass.

## FRONT YARDS & PLAZAS

A front yard is defined as the area between the building's front facade and the property line or right-of-way line. A front yard is created when the building is set back from the property line. How front yards are treated plays a role in how a building engages a street. Front yards can provide pockets of space for activities such as outdoor dining, seating, bike racks, merchandise displays, and space for vegetation to soften the surrounding hard materials of sidewalk, buildings and street.



*A gracious ground floor makes a space feel inviting.*

- Front yards must be maintained with plants (landscaping), patio or plaza
- Front yards should be designed to complement the building through the use of appropriate paving materials, providing amenities such as seating, dining, and art, and by providing unique design that contributes to the character of the district.
- Outdoor dining is an allowed front yard use. Outdoor dining should follow applicable city outdoor dining requirements.
- Site furnishings in front yards and plazas should follow the same general selection criteria as site furnishings in the public way. This criteria is provided in the Public Space: Site Furnishings section of this document.



*Outdoor dining brings activity to the street.*



*A parklet with outdoor dining and bike parking.*

### ***III. Public Space***

Public space encompasses the area between buildings and the street. The public space is where streets activity happens. A well designed public space is important to fulfilling the goal of creating a district that is a unique destination.

#### **SIDEWALK**

Sidewalks provide places for people to walk and socialize. They also provide opportunities for merchants to engage people who are passing by.

- New developments should replace and repair damaged or missing sections of sidewalk.
- The recommended sidewalk width is 10 feet. Where sidewalks are not 10 feet wide, buildings should be setback to provide enough space for a 10 foot wide sidewalk.
- The first 2 feet of sidewalk adjacent to the curb should be a different color or paving material than the remaining 8 feet. The color should be coordinated across the district.





*Sidewalk with a different color near the curb edge creates a visual buffer for pedestrians.*



*A tree lined street in the study area provides shade and comfort for people walking.*

## STREET TREES

In Salt Lake City's arid climate street trees support a comfortable pedestrian environment because temperatures in the shade of a tree are significantly lower than on an exposed sidewalk. Street trees also unify a streetscape and provide an implied barrier between the sidewalk and cars on the street.

- Plant 1 tree per 30 feet of street frontage.
- Street trees that are expected to reach a canopy width of a minimum of 25' are recommended.
- Tree planting soil is required to be a loam or bioretention soil of composition and quantity as required by the city forester.
- Tree grates are required where trees are surrounded by hardscape.
- In lieu of tree grates, tree wells—planting areas around the base of a tree—are acceptable if they are a size similar to a tree grate and are planted with ornamental grasses, perennials or small shrubs. A garden fence or other low border to prevent people from walking in the tree well is recommended.
- The width of grates or wells must leave a minimum of 6 feet traversable sidewalk width.

## PARKLETS

Parklets are small spaces that provide a place for people to rest, relax and socialize in public spaces. In the 21st & 21st area, parklets could be used to help create a unique character and activate small, unused spaces. Any parklets must follow city parklet guidelines.

## CROSSWALKS

Well-marked street crossings are key to communicating the message that pedestrians are welcome in the area. Crosswalks can contribute to the streetscape and improve safety for pedestrians. Crosswalks in the 21st & 21st business district also connect surrounding neighborhoods to the shops, restaurants, and other businesses in the district.

- Stamped or colored concrete is preferred. At a minimum, thermoplastic should be used to mark crosswalks.



*Tree wells provide an opportunity for additional plants.*

## LIGHTING

Lighting should be selected as much for aesthetics qualities as technical qualities. The term lighting when referring to street, pedestrian or parking lot lighting includes the pole, lighting fixture and lamp (the light source). The aesthetic qualities of poles and fixtures contribute to quality of a space and can be a defining visual characteristic of a place. The technical qualities of lighting can either contribute or distract from the quality of the night time environment as lighting is important for creating an ambience that is inviting and safe.

- The design of light poles and fixtures should complement other site furnishings and architectural elements
- Light poles should accommodate banners and signage.
- Parking lot or structure lighting should be low in height with full cut off globes regardless of neighboring uses.
- Street lighting should be of an appropriate height to light the street.
- Preference for fixtures with a Department of Energy LED Lighting Facts Label.
- Preference for fixtures that meet the most current Illuminating Engineering Society (IES) recommendations for color rendering index, color temperature and backlight, uplight and glare.
- Street lighting and pedestrian lighting should be accomplished by a single pole due to the limited space between the curb and property lines. Pedestrian oriented lighting should be lower in height than street lighting.



*A generous amount of conveniently located bike racks encourage people to bike—even when the building is just opening for the day.*

## SITE FURNISHINGS IN THE PUBLIC WAY

Site furnishings—benches, bike racks, wayfinding signs, chairs, tables, tree grates, litter receptacles, bollards, garden borders, and planters—play an important role in outdoor spaces. Site furniture influences how people respond to a space, conveys powerful meanings that people are welcome, and can communicate the identity of a place. Well-designed seating allows people to spend more time in a place and furniture can be used to define a space and create visual order. Site furnishings also provide utilitarian functions such as recycling and trash receptacles to keep an area clean and bike racks to provide people a place to park their bike while they visit nearby businesses.



## General criteria for site furnishings in the public way:

- **Durability:** Selected furnishings should provide many years of public use with minimal need for repairs or replacement.
- **Safety:** Site furnishings should be inspected during construction to ensure they are installed according to the manufacturer's instructions. Periodic inspections should be scheduled to ensure on-going safety. Freestanding seating should not tip even when people sit on the edge. Any umbrellas in the public right-of-way must be fixed to the ground and fabric umbrellas lowered during windy times.
- **Form and Character:** Selected site furnishings should complement each other. The form and character should be elegant and keeping with the goal of a lively and improved district.

## Criteria by Product Type:

### Bike Racks:

- Bike racks must
  - support the bike frame (preferably at two contact points),
  - accommodate a variety of bicycles,
  - allow locking of frame and at least one wheel,
  - be securely anchored or embedded
  - be intuitive to use without the need for written instructions.

- Rack material must be highly durable.
- Adequate bicycle parking should be provided for each building.
- Bike racks should be located in a highly visible location near the sidewalk and with enough space to maneuver bicycles in and out of the rack. Racks should not block the sidewalk travel zone.

### Seating:

- Locate seating at regular intervals throughout the study area.
- A mix of seating types for resting, watching, socializing and eating is encouraged.
- Use seating at the small area plan boundaries to mark the entrance to the district.
- Seating must be touchable in any kind of weather (i.e. will not become too hot for use on warm, sunny days.)

### Tree grates:

- Grates must meet ADA requirements.
- The grate opening should be large enough to accommodate the anticipated mature trunk size.
- The grate pattern should complement other site furnishings.
- The grate and frame should be strong enough to handle loads of maintenance vehicles and other anticipated traffic.

### Garden Borders:

- Garden borders are recommended around tree wells to protect tree well plants from pedestrian traffic.
- Garden borders should meet the same standard of durability and function as other site furnishings.

### Planters:

- Planters should be sized adequately for the mature size of the plants.
- Planters should be structurally strong enough to hold the weight of plants and water and withstand freeze/thaw expansion.
- Planters on sloped surfaces should be leveled.



*Vibrant light poles and benches help create an identity for this area.*

## IV. Obstacles to Implementing the Small Area Plan

Plans often face obstacles to implementation and this plan is no exception. However, these obstacles are not insurmountable. Awareness of obstacles prior to plan implementation is an opportunity to anticipate them and prepare a way to overcome them. Possible obstacles to plan implementation include:

### Environmental Concerns

A dry cleaning business, now out of operation, is located in the 21st & 21st area. The ground underneath the business is contaminated with by-products of dry cleaning operations. Any development on this property will likely require some clean up of the contaminated soil. This creates an additional expense to development, one that may make redevelopment financially challenging.

### Economic Development Challenges

There are several possible economic development challenges due to the logistics of tearing down older buildings that contain established businesses and replacing those buildings with new development. Often local businesses do not own their own building and cannot afford to occupy spaces in

new buildings. A common result of new development is displacement of long standing, successful local businesses. Also, new developments often include large retail spaces that are difficult for small local businesses to fill.

Land use restrictions pose another challenge. Such restrictions commonly prohibit small, local businesses from locating near neighborhoods. Examples include small scaled food production and other types of small scale production.

### Diversity of Business Types

The type of businesses within an area also contribute to the scale and feel of an area. An area where most or all of the buildings have the same type of business feels larger than an area where there is a large variety of businesses. The 21st & 21st area currently hosts a large variety of business types and maintaining this variety is crucial to meeting the goal of creating a unique place. It is recommended that the City work with developers to ensure that new developments will be designed to accommodate a variety of business types.

### City Code

To encourage an active and inviting streetscape, current city code outlines requirements for Building Entrance and Visual Access which includes minimum percentages of first floor glass, minimum number of entrances and maximum length of



*This building integrates outdoor dining space within its architecture.*



blank wall. Yet there is no minimum ground floor height. The height of a building's first floor is a critical element of a vibrant streetscape and contributes to a comfortable feel for people walking on the sidewalk next to the building. Architect David Baker explains that "Low ceilings make uninviting spaces that rent for less, feel cramped, are less visible from the street, and don't allow commercial uses to easily flourish." This small area plan recommends implementing minimum ground floor heights. However, a minimum ground floor height may make it difficult for 3 story structures to be built within the current allowed building height limit.

## Physical Constraints of Public Spaces

The current amount space available for sidewalks, parkstrips and plazas is limited due to constraints imposed by the current travel lane configuration which consumes the majority of the right-of-way. Physical space limitations may warrant a reconsideration of the design of the street if city leaders decide that more space above what is currently allocated is needed for pedestrians, park strips, and other public spaces.



*Many public comments expressed a desire for wider sidewalks and a walkable neighborhood.*

### 3. PLAN DEVELOPMENT PROCESS

The plan development process was split into three phases: Initial Data Gathering, Scenario Development and Preferred Plan.

**The plan was developed from a variety of sources including public open houses, focus group meetings, an online survey, technical data, input from city staff and citywide vision and goals outlined in other documents such as Plan Salt Lake.**



#### PHASE 1: INITIAL DATA GATHERING

The purpose of initial data gathering was to collect and analyze information that could effect the recommendations in the plan. Data gathered during this initial phase included:

- Analysis of traffic counts, current zoning, street and sidewalk dimensions, and inventory of existing amenities.
- Focus group meetings to identify key issues and concerns.
- Open House #1 to identify assets and desired community identity.

#### PHASE 2: GUIDELINE DEVELOPMENT

Information gathered from the technical data, focus groups and open house provided clear direction for moving the plan forward to Guideline Development. Different scenarios were developed based on information gathered in the first phase. The scenarios addressed Sidewalk, Building Placement, Building Height, and Building Façade.

- Four different scenarios developed for each category.
- The scenarios represented a range in the level of change, development density, and level of impact.
- The scenarios were presented at Open House #2.

#### PHASE 3: PREFERRED PLAN

The third phase of the project was preparation of a preferred plan for 21st & 21st. **The preferred plan represents the primary themes that emerged from the scenarios and is balanced with citywide goals of:**

- Supporting local businesses and neighborhood business districts.
- Growing in places with supporting infrastructure and amenities.
- Increasing the number of medium density housing types and options.
- Encouraging more walkable neighborhoods that are connected to business districts.
- Supporting and encouraging development that responds to the surrounding context and enhances public spaces.

The plan elements were developed with the intent to create a framework for the type of space that is desired with specific details remaining individual to each property. This framework is how the Plan Goals outlined in the Introduction will be achieved.



*Key words that Open House #1 attendees chose to describe 21st & 21st.*

## Open House #1

- **Open house purposes:**
  - o Discover the broader community's desires for the area.
  - o Discover what places people considered as a community asset and as contributing to community identity.
- **Over 400 comments submitted.**
- **Key findings from the comments:**
  - o Strong preference for 1-2 story development.
  - o Strong preference for restaurants and shops.
  - o Strong preference for locally owned businesses.
  - o Community identity as single-family residential neighborhood.
  - o Preference against multi-story buildings and multi-family housing.
  - o Strong preference for upgraded streetscape amenities.
  - o Safety is high priority.
  - o Walkability is a high priority.
  - o Strong preference for bike lanes.



## Open House #2

- **Open house purposes:**
  - o Present design scenarios.
  - o Attendees and on-line visitors asked to choose their preferred scenario.
- 320 people attended the open house.
- 304 people viewed the open house materials online at Salt Lake City Open City Hall.
- **A total of 111 comments were submitted.**
- **Themes that emerged from the comments:**
  - o Sidewalk: New sidewalk with building setback, trees, lighting and outdoor dining.
  - o Building Placement: Entrance and windows on street with outdoor dining and shared parking.
  - o Building Height: Two-Story Buildings.
  - o Building Facade: Moderate Facade Change.







# APPENDIX

## *21st and 21st STAKEHOLDER MEETING FINDINGS*

Date: May 5th & 6th, 2015

Location: CRS Engineers Conference Room & Blue Plate Diner

Meeting Attendees: John Anderson (Salt Lake City Planning), Wayne Mills (Salt Lake City Planning), Ryan Wallace (CRSA)

### **Key Themes:**

#### Community Identity

- This community values the single family residences and neighborhood schools, causing many families to have lived here for several generations.
- Neighborhood commercial center identity is eclectic and unique, any new development in the area should be in similar in character to enhance the existing neighborhood culture.
- Examples of the neighborhood commercial districts 9th & 9th and 15th & 15th were frequently mentioned as models for what 21st and 21st should become.
- This area is not – and should not become – Sugar House Business District.

#### Building Form & Use

- Any new development should not exceed 2 stories, possibly 3 with proper design treatment to avoid creating overwhelming vertical scale or blocking views to the Wasatch Mountains.
- Historically the buildings in the area have featured small footprints with significant transparency on the ground floor and this trend should continue to enhance the diverse, people-oriented, walkable street environment.
- Commercial uses should not expand into residential areas; redevelopment of existing commercial spaces should focus on local retail and office uses with limited housing options.

#### Streetscape Environment

- Amenities such as new pavers, street lamps, benches, and trees or other vegetation could further enhance the identity of this area.





- Parking should be on the street, behind buildings or underground to allow sidewalk areas to be maximized for window shopping and sidewalk dining.
- Buffers of landscaping, fencing and other means should exist between residential and commercial uses.

#### Transportation Options

- The community is walkable to destinations such as schools, parks and local restaurants. Creating additional opportunities for local retail such as restaurants, specialty items, and services is desirable.
- Street noise from vehicle traffic hampers the desirability of spending time at the intersection of 21st & 21st.
- A streetcar along 2100 South is not desirable.
- Vehicle traffic should continue to flow smoothly in this area.

