



SANDY CITY COMMUNITY DEVELOPMENT

JAMES SORENSEN
COMMUNITY DEVELOPMENT
DIRECTOR

MONICA ZOLTANSKI
MAYOR

SHANE E. PACE
CHIEF ADMINISTRATIVE
OFFICER

Staff Report Memorandum December 4, 2025

To: Planning Commission
From: Community Development Department
Subject: Smith Entertainment Group (SEG) Redevelopment, Phase 3 -
West Façade, Modified Site Plan Review
10450 S. State St.
[Community # 9, Commercial Area]

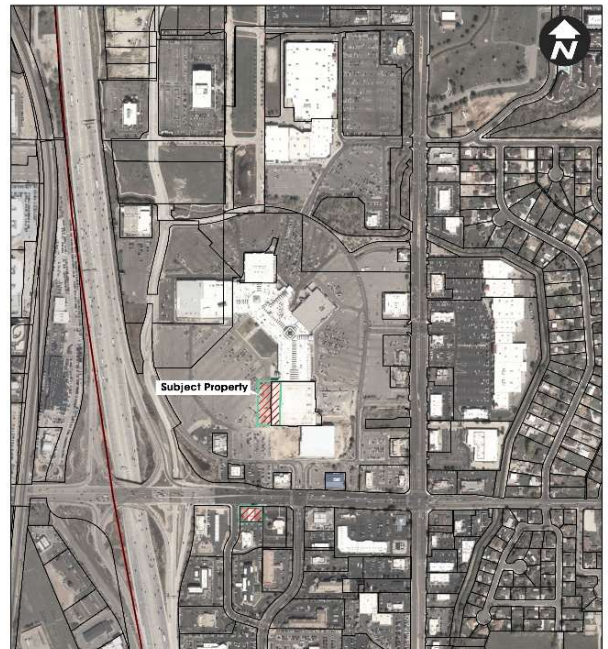
SPR11072025-007071

Central Business District (CBD)
Zone, Cairns District
Approx. 1.04 Acres,

Public Meeting Notice This item has been noticed to property owners within 500 feet of the subject area, on public websites, and at public locations.

Request

The applicants, Larry Oldham, representing Babcock Design and Jamie Galileo, representing Smith Entertainment Group (SEG), are requesting preliminary modified site plan review of the Smith Entertainment Group's Redevelopment of the Shops at South Town Phase 3, which includes an adaptive reuse of the former Macy's Building and remodel of the west façade, for a property located at 10450 S. State St. This project is the third phase of the Smith Entertainment Group's (SEG) evolving redevelopment efforts of the Shops at South Town Mall to bring both the Mammoth Hockey and the Utah Jazz team's practice facilities, player's services and operations management together. The SEG offices for ticketing, promotions, media, and operations staff will also join this location here in Sandy. A future phase will address the Jazz Practice Facility addition and site alterations on the east side. Please see attached applicant's letter (Exhibit "A") addressing the applicable Cairns Design Standards and the application materials (Exhibit "B").



SPR11102025-007071
SEG Phase 3
West Façade
10450 S State St

Community Development Department
Sandy City, UT

Background

The area of the mall property that will be impacted in this phase is approximately 1.04 acres. All surrounding property is existing

Property Case History	
SPR 85-05	Initial South Towne Mall site plan approval for buildings and parking lots. Approved 1985.
SPR 92-16	South Towne Mall Expansion, Phase II, north end anchor store expansion for Mervyns Department store, 90,000 square feet. Approved June 4, 1992.
SUB 97-00	South Towne Center Mall Subdivision, 87.681 Acres, Three lots. Approved 04-22-1997
SUB 02-22	Amended Lot 1, South Towne Center Subdivision. 2.41 acres, Creating lot 4, for the Macy's building property. Recorded 8-15-2005
SPR08242024-006806	Utah Hockey Practice (UHP) Phase 1, site preparation and grading plan. Acres, Approved 9-20-2024
SPR09062024-006844	Utah Hockey Practice (UHP) facility, Phase 2, new hockey practice facility structure and remodel of south façade of old Macy's building, and parking lot reconfiguration on east and west sides of the new building. P.C. approved 9-19-2024, and permit issued 1-07-2025.

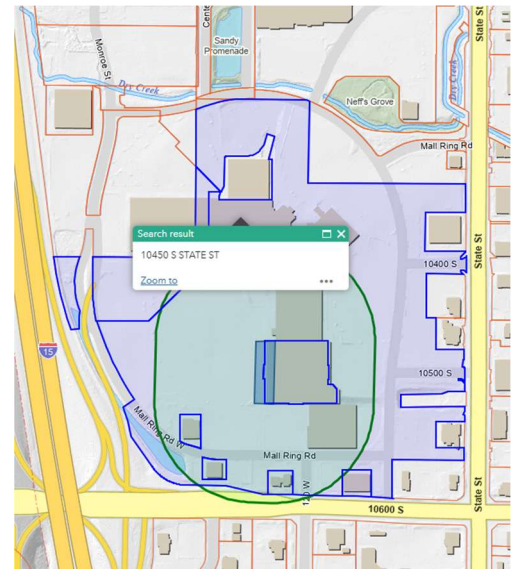
commercial development. Property north of 10600 S. St. is zoned CBD Commercial. All property south of 10600 S. St. is zoned Auto Mall-Commercial. The area is also within the Cairns District and is subject to the Cairns Design Standards.

Public Notice and Outreach

Notices of this public meeting were mailed to property owners within 500 feet of the building site property. This item has been posted on required public notice websites as well as physical notice posting in required public places as required for commercial site plan review by the planning commission.

Analysis

Site and building Elevation Alterations. The proposed reconstruction will remove the existing masonry exterior west wall of the former Macy's department store and replace it with new exterior building materials. The design and materials used on the new hockey practice facility building, now nearing completion, will be continued along this phase of the building remodel.



The sidewalk and foundational landscaping will be reconstructed as well.

The new materials used on this façade will include windows, architectural metal panels, stone veneer and a perforated metal screen to provide solar heat and glare protection for most of the west facing building façade. New entry elements will be added to the existing west building entrance, which will be the main entrance for all SEG employees and business clients. A new building face accent element will be added to the northwest corner of the building, surrounding the new windows of a second level conference room. Interior space in the remodeled former Macy's structure will be converted into offices for SEG, Utah Mammoth,

and Utah Jazz organizations through an interior commercial tenant improvement (TI) permit.

Building and Fire Construction Code Compliance and Accessibility Requirements. The existing Macy's building remodeling will be required to meet current building and fire codes, fire sprinkler requirements, and accessibility requirements for this project. These requirements will be further reviewed and approved as part of the future building permit process.



SOUTHEAST PERSPECTIVE
NOT TO SCALE



City Department Reviews. Preliminary city department reviews of the commercial site plans and documents submitted have been completed. All department reviewers are recommending that the planning commission approve the proposed plans. A standard condition of approval will specify that all reviewing city departments and division's standards, specifications, and conditions will be refined and complied with as detailed in the future review processes with city staff.

Architectural Design. The standards for commercial, office, and institutional development are applicable to this project as well as the Cairns Design Standards. These standards are difficult to apply to this building reconstruction without the full scope of the redevelopment completely understood at this time. It was determined by the Community Development Director that some of the Cairns Design Standards would not be applied to this phase of the project, except for the sections that apply to the building itself. It is anticipated that the full Cairns Design Standards will be applicable to the future phases dealing with redevelopment of the remainder of the mall property. Until then, staff has determined that only Chapters 4 and 5 of the Cairns Design Standards should be considered for these buildings.

The architect is hoping to achieve a “mountain meets urban” design ethos with the mix and placement of materials and forms, consistent with Cairns Master Plan (see Exhibit “A” for the “Mountain Meets Urban” Design Standards review narrative from the architects). The proposed building design, materials, and colors meet city requirements. Existing and proposed new building parapets will effectively screen any existing or proposed building roof top mechanical units (RTU's) or vents. Building massing is consistent with the former Macy's building and continues the existing building and the ice box building's height. Building materials are high quality and colors are the required earth tones with clear glazing windows that open up the former masonry building facade.

Cairns Design Standards

The developer has been working with staff on the implementation of the Cairns Design Standards. While the project meets many of these standards, they are requesting an exception. The applicant identified the wrong section of Chapter 5 that would apply to this office building retrofit, as it is not a Specialty Use Building. Staff has identified that they are offering proposed enhancements they are offering as offsets to the exceptions to the standards (see Exhibit “A”).

There are two types of Cairns Standards exceptions requests: hardships and non-hardships. In review of the requested exception, staff finds that their requests fit into the non-hardship category.

The non-hardship exception requests must meet the following criteria:

- The intent of the applicable regulations are met.
- The intent of the Master Plan is met.
- The same or better-quality design is achieved.

If the Planning Commission finds that all of the above requirements are not met, the Planning Commission may deny the requested relief, or the Planning Commission may require additional enhancements that will meet the requirements.

The proposed building façade generally complies with all requirements of Chapters 4 and 5 of the Cairns Design Standards with exception of the following (analysis is shown below):

- Top of Building Articulation
 - Vertical and horizontal divisions are required so that a variety of physical and material breaks exist in the façade. The top of the building has a long uninterrupted plane. There is no vertical articulation of this roof line until you reach the entrance to the Hockey Practice Facility. The intent of the regulations and master plan is not met, nor is the same or better quality design achieved.

The applicant is proposing the following as development enhancements to offset the impact of not complying with the requirements listed above:

- Iconic Architecture
- Community Gathering Space
- Community Ice Sheet Access

Development enhancements are intended to balance the scales for failure to comply with all of Cairns Design Standards. Staff finds that the proposed design does not meet the definition of “iconic architecture.” There is not a plaza space created or planned that is large enough to meet the requirement for a Community Gathering Space within this project. However, there is a community benefit in providing the public with open times for use of the Ice Hockey Practice Facility (serving as a quasi-public recreation facility). Staff generally supports that proposed enhancement and the intent to offset the negative impacts on the Cairns branding identity and design elements that make this area unique.

Review by the Sandy City Architectural Design Committee (ARC) is required and was held on August 27, 2025 (see Exhibit “C” for the minutes). The building design presented to the ARC had the benefit of several meetings with the city DRT members and planning staff, and the resultant building design, materials and massing elements were refined and finalized. The ARC discussed the various elements of the west building façade and those elements that have changed since prior concept illustrations, such as more pylon elements at corners and entry doors. The lack of additional vertical elements raised above the otherwise level horizontal parapet canopy was also discussed. The ARC unanimously recommended that the planning commission accept the proposed building architectural design, building materials, colors.

Future Overall, Mall Area Redevelopment Master Planning. At some time in the future, SEG will collaborate with Sandy City staff to envision, conceive, design, and develop the future master development plan and vision for the remainder of the existing mall property. This will include the design, exact location, and construction of the future phase of the Monroe Street connection to 10600 South Street. It is also anticipated that this redevelopment master plan will more closely follow the Cairns Master Plan and that future phases will implement the full Cairns Design Standards.

Staff Concerns

Staff articulated our concerns over the building's lack of vertical articulation at the top of the building façade during the ARC meeting. While they are seeking an exception to this requirement, staff suggests that this design requirement could easily be accomplished and not require an exception at all from the Cairns Design Standards.

Recommendation

Staff recommends that the Planning Commission approve a modified site plan review, and the building architectural design, colors and materials for the Smith Entertainment Group (SEG) Redevelopment, Phase 3 - West Façade, modified site plan review, as described in the staff report for the property located at 10450 S. State St., based on the following findings and subject to the following conditions:


Findings:

1. The applicants have met the intent and substantially complies with the applicable Cairns Design Standards as to the “Mountain Meets Urban” design elements.
2. The applicants have demonstrated that they intend to comply with the Land Development Code requirements for the CBD Zone where applicable.
3. That this proposed building reconstruction will help in becoming a catalyst for further redevelopment of the Shops at South Town property located in the commercial heart of Sandy City.

Conditions:

1. That the development will comply with all Building & Safety, Fire and Life Safety Codes applicable to this type of use.
2. That the developer proceeds through the final site plan review process with staff. The final site plan shall be in compliance with all Development Code requirements, staff red lines, and those modifications as accepted by the Planning Commission.
3. That the developer be responsible to meet all provisions of the (CBD) zoning district and the Sandy City Architectural Design Requirements, and the applicable Cairns Design Standards (Ch 4 & 5), with the details finalized with staff during final site plan review, with exception of the following:
 - a. Top of building vertical articulation
4. That the requirements and conditions of the various city departments and divisions be met and details finalized during the final site plan review process with staff.
5. That all future signage be reviewed and approved under a separate permit application and the existing or amended sign theme approval for the project area and be in conformance with city code.

Planner

A handwritten signature in black ink that reads "Douglas L. Wheelwright". The signature is written in a cursive style with a large, stylized 'D'.

Douglas L. Wheelwright
Development Services Manager

File Name: S:\USERS\PLN\STAFFRPT\2025\SPR11072025-007071 – SEG Phase 3, West Facade

Exhibit “A”

4.1 – Where Mountain Meets Urban – Phase 3

The relationship between humans and mountains has ancestrally been one of necessity, but as we grew, we moved away from these natural titans and created what we call our ‘built environment’. The SEG projects continue to aim to reinforce and regrow the deep-seated relationship between nature and humanity, the organic and the constructed, where mountain meets urban. In the third phase of this project, we continue the same design elements to wrap around the building, furthering the geographical narrative over 300 feet along the west façade.

Taking cues from the great sheer-faced and cave-pocked mountains of the Wasatch range, Phase 3 continues to mimic the stark natural beauty of these cliffs and ledges by way of its layering and contrast. The new west elevation expanse looks to represent these sheer cliff faces, with momentous ‘outcroppings’ bookending the feature, and a third event in the middle, accepting occupants into the megalith of the varied SEG projects.

This phase of the construction resolves to complete the story of the first two chapters, rhythmically marching northward, partially obscured by the perforated screening, arrayed between smaller outcroppings to shield the inhabitants from the western sun, colored the same as the local geology that is so pivotal to our economy. Completing the first book of our story, we transform the breadth of the west façade into a matrix of texture, light, shadow, and homage to our unbuilt environment.

5.1.4 – Institutional, Civil, and Entertainment uses.

Materials –

The project aims to use the same high-quality materials listed as the previous phases, and is composed of insulated metal panels, glazing, wood-like aluminum panel soffits, and adds in a perforated copper-colored metal screening system.

Fenestration –

Glazing along the west façade matches the design of that found in the lobby, with large swaths of glazing sunken between pillars of IMP.

Entries –

Access must be controlled to the building for security purposes, thus there is only one entry in through the west facade.

The entry is positioned in the central build-out of the phase 3 scope, other points of ingress or egress are reserved for emergency stairs.

Articulations –

Phase three is an extension of the lobby space from the previous phase, and is defined by a low opaque base, supporting a tall, semi-concealed body of glazing, and finally topped by the protruding metal panels, the cantilevered precipice of the cliff. The phase 3 construction is made to match the lobby, with contrasting forms from the ice box. These are meant to contrast and enhance each other by way of the generous overhang of the ice box, and the greatly exposed interior of the lobby and west façade, similar to each other in most ways, unique in others.

5.2 – Site Grade

All requirements met.

5.3 – Roof Treatments

All mechanical or utility equipment will be out of view behind the parapet. The design includes an architectural cap.



BABCOCK DESIGN

SALT LAKE CITY 52 EXCHANGE PLACE SALT LAKE CITY, UT 84111 801.531.1144 | BOISE 800 WEST MAIN STREET SUITE 940 BOISE, ID 83702 208.424.7675 | BABCOCKDESIGN.COM

Exhibit "A" (continued)

10.2 – Development Enhancements

The project has several enhancements planned, including the following:

- Iconic Architecture. The project has no direct comparison in the Cairns district, but the quality of materials and design far surpass a standard community rink in cost by at least 50%.

- Creation of a Community Gathering Space. The project plans to have community events hosted in its plaza, as well as having both rinks available (at times) for the community to use, this design was a part of the previous phase.

Given the huge portion of the phase 2 program and design dedicated to public locker rooms, gathering space, and access for community skating programs, we believe that any portion of the requirements that are not accepted should be mitigated by these significant enhancements to the development. Future phases will also have more enhancements.

**BABCOCK DESIGN**SALT LAKE CITY 52 EXCHANGE PLACE SALT LAKE CITY, UT 84111 801.531.1144 | BOISE 800 WEST MAIN STREET SUITE 940 BOISE, ID 83702 208.424.7675 | BABCOCKDESIGN.COM

The site plan shows a large rectangular building footprint labeled "PROPOSED BUILDING" and "PROPOSED LOT 1". To the left of the building is a parking lot area with several parking spaces marked. A road labeled "HALL LANE ROAD" runs along the right side of the property. The plan also shows existing structures and landscaping elements.

- | 要求事項、引用 | 対応の取組 |
|-----------------------------|------------------------|
| 1. 環境方針の策定と公表の状況について確認すること | ① 環境方針の策定と公表の状況を確認すること |
| 2. 環境方針の策定と公表の状況について確認すること | ② 環境方針の策定と公表の状況を確認すること |
| 3. 環境方針の策定と公表の状況について確認すること | ③ 環境方針の策定と公表の状況を確認すること |
| 4. 環境方針の策定と公表の状況について確認すること | ④ 環境方針の策定と公表の状況を確認すること |
| 5. 環境方針の策定と公表の状況について確認すること | ⑤ 環境方針の策定と公表の状況を確認すること |
| 6. 環境方針の策定と公表の状況について確認すること | ⑥ 環境方針の策定と公表の状況を確認すること |
| 7. 環境方針の策定と公表の状況について確認すること | ⑦ 環境方針の策定と公表の状況を確認すること |
| 8. 環境方針の策定と公表の状況について確認すること | ⑧ 環境方針の策定と公表の状況を確認すること |
| 9. 環境方針の策定と公表の状況について確認すること | ⑨ 環境方針の策定と公表の状況を確認すること |
| 10. 環境方針の策定と公表の状況について確認すること | ⑩ 環境方針の策定と公表の状況を確認すること |



Exhibit "C"

**Architectural Review Committee Meeting – Follow-up
August 27, 2025****Members Present:**

Steve Burt
Cheryl Bottorff
Scott Westra
Lyle Beecher
Daniel Schoenfeld
Cyndi Sharkey – nonvoting
Marci Houseman – Alternate/nonvoting

Staff Present:

James Sorenson
Brian McCuiston
Mike Wilcox
Doug Wheelwright
Jennifer Gillen

4:00 p.m. Smith Entertainment Group "SEG" Phase 3 – Macey's Building Remodel project (10450 S. State Street), Larry Oldham, Rob Cottle (Babcock Design), Jim Olson (Utah Jazz)

Rob Cottle introduced Phase 3 of this project and would like the committee's approval on the plans for the entire west elevation of the old Macey's building. The whole west elevation, other than the entry of the old Macy's store, is all CMU and acts as a gigantic shear wall. Some minor changes have been made since their original design approval. A pylon that was over the pro shop (team store area) has been taken out; it is going to have a larger retail store, and there will be doors on the west and south corner of that to enter the pro shop (not shown on plans yet). There will also be lots of graphics on the corner walls identifying the pro shop. All the column wraps and horizontal panels that are on the west elevation are the same materials that exist on the south elevation. They will have a perforated metal screen curtain, to act as a sunshade that will go over the windows on the west side (see below).



Mike Wilcox asked if the perforated metal material is a new material that has been added to these plans.

Rob Cottle said yes and that this would sit out from the glass two to three feet and help with the solar shading. They would also use this element for some branding, using logos within the panel itself.

Doug Wheelwright asked why they went away from doing the pylon on the southwest corner.

Rob Cottle said that the pylon blocked some of the view and took up half of a building bay (wall section). They wanted the glass to be a more prominent element to the pro shop so you could tell it was a store. They also wanted the signage to be obvious for the patrons coming in. Also, Rob wanted us to know that Ryan Smith, the owner, had concerns that the pylon would block patrons knowing where the retail store was. He wanted to make sure that this space would be obvious to see and find.