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# Staff Report Memorandum

September 19, 2024

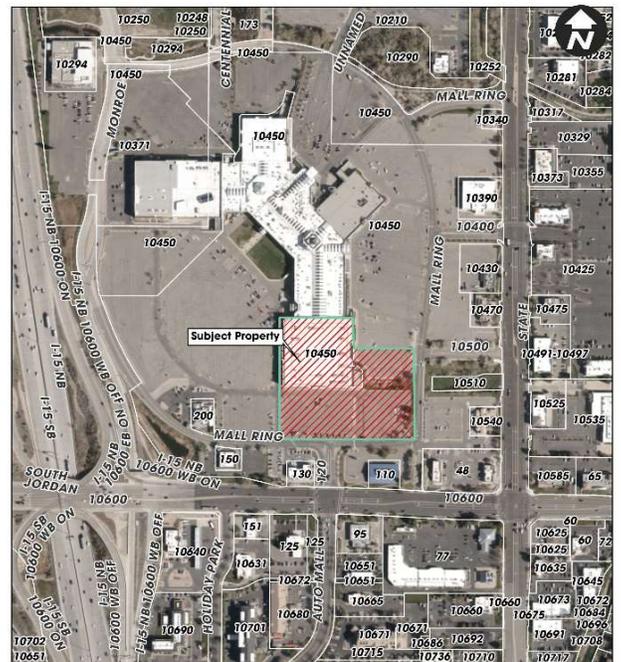
To: Planning Commission  
From: Community Development Department  
Subject: Utah Hockey Club Practice Facility Site Plan Review  
10450 S. State St.  
(Community #9, Commercial Area)

SPR09062024-006844  
CBD Zoning District  
Cairns District  
Site: 4.67 Acres; New  
Building: 59,377 Sq. Ft.

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

## Request

The applicant, Larry Oldham, Architect with Babcock Design, representing Smith Entertainment Group (SEG), is requesting Commercial Site Plan Review for the property located at the south end of the Shops at South Town. They are proposing to bring the team offices and practice facility for the new NHL Hockey team, the Utah Hockey Club. SEG has purchased the entire Shops at South Town property (approximately 111 Acres). They intend to amend the site plan for the mall to replace some of the current parking lot located at the south end of the former Macy’s building. A new 59,377 square foot building will be built for the twin ice sheets, which will attach to mall; extending it to the south and east. Approximately one-half of the existing and vacant Macy’s Department Store building will be remodeled to contain the team locker rooms, exercise facilities, team administrative offices and public use locker rooms. The west, east and part of the south elevations of the old Macy’s building will be remodeled with the same materials as is being used for the new building. Please see the vicinity map for site location orientation. Please see applicants letter attached as (Exhibit A) and application materials (Exhibit B).



SPR09062024-006844  
Site Plan Review  
10450 S State St.

Sandy City, UT  
Community Development Department

Property Case History	
Case Number	Case Summary
SPR 85-05	Initial South Towne Mall site plan approval for buildings and parking lots. 1985
SPR 92-16	South Towne Mall Expansion. 1992
SPR 96-46	Dillard’s at South Towne Mall addition to west of Mall building. 1996

**Background**

The Shops at South Town has experienced what other regional retail malls across the country have as well, which is a reduction in retail sales and especially big box national department stores, which have traditionally been the anchor stores in shopping mall developments. Mervyn’s, Dillard’s, and Macy’s department stores have all exited this mall, leaving only JC Penny’s as an original anchor store. This mall site is keenly located geographically for redevelopment and re-investment by the ownership and the community. Smith Entertainment Group (SEG) has purchased nearly the entire mall property including the “Market Place” portion (where the Target is located).

SEG has told city officials that they purchased this property for eventual, long-term redevelopment, but in the short term, as a site for the hockey team headquarters and the practice facility for the recently acquired NHL hockey team, the Utah Hockey Club. City staff has been meeting regularly with the SEG officials and their design and construction professionals since May of 2024 in discussions about how to accomplish the design, construction, and operations of the practice facility use at this location. The Utah Hockey Club will perform at the Delta Center (located in downtown Salt Lake City), but all other team operations will occur at the Sandy practice facility site. Public use of the ice sheets will also be provided when the team is not using the ice and will accommodate public access to areas in the facility, a team store, and public use locker rooms.

The affected area of the mall property that will house the headquarters and the practice facility is approximately 4.67 acres. This will include approximately 100,000 square feet of the 200,000 square foot old Macy’s building and the construction of an addition of a new 59,377 square foot building to house the twin NHL standard size ice sheets with some limited spectator seating on portable bleachers. The interior remodeling of the old Macy’s building will include the south one-half of that building, with the future use of the northern one-half yet to be determined.

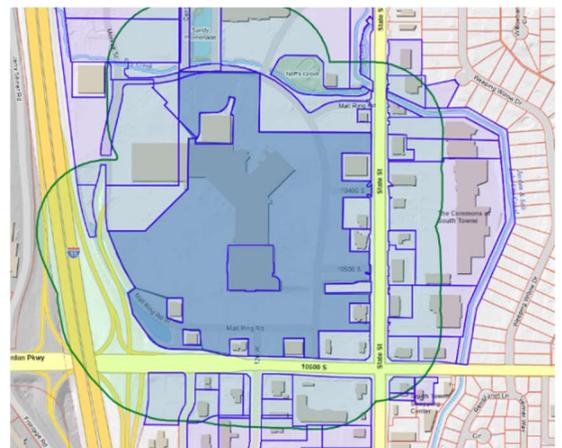
The entire area of the mall property and extending to the freeway on the west and to the east side frontage of State St. on the east, and south to 10600 S. St. is zoned Central Business District (CBD). There are no residential uses in the area. The area is also within the Cairns District.

**Public Notice and Outreach**

This project has been noticed to property owners located within 500 feet of the mall property by U.S. Mail delivery. The project has also been listed on the public notice website. No neighborhood meeting was held or required for this project, due to lack of residential uses in the vicinity.

**Analysis**

This project was brought to the city with an extremely short timeline expectation for completion and occupancy for the hockey team by August/September of 2025. Sandy City staff sees this project as an important addition to Sandy’s sports and outdoor activities culture, and as the catalyst for the future redevelopment of the mall area. To



accomplish completion of the practice facility by the deadline imposed by the owners, staff has broken this project into three phases as follows:

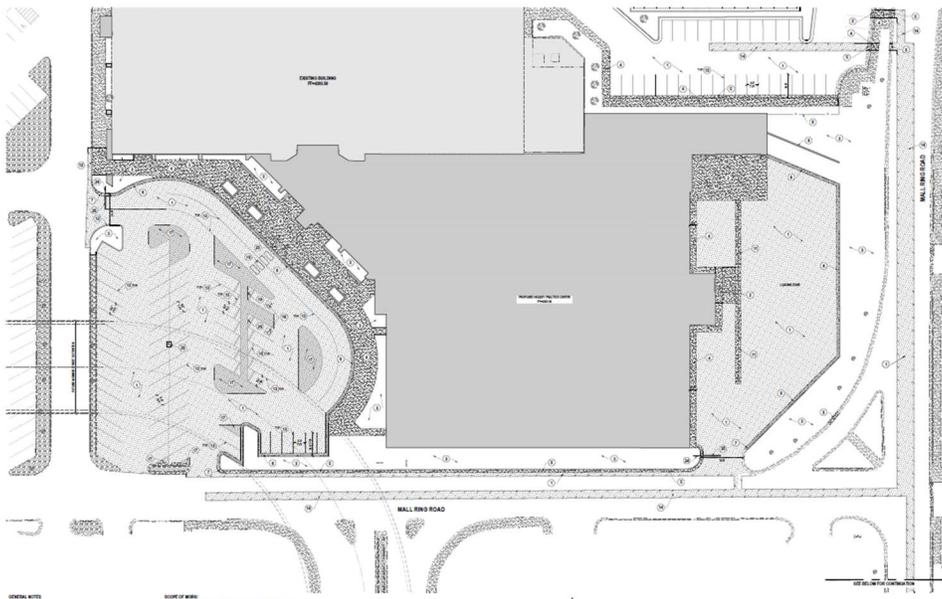
Phase 1, Site Preparation Permit. City staff coordinated with the Development Review Team and the property owners to allow for limited site work to occur (such as site demolition, grading, geotechnical strengthening operations (rammed aggregate soil piers), and utility relocation) to begin before while the applicant completes the plans for the building addition and modified site plan. Those activities will begin on site soon.

Phase 2, Modified Site Plan Review. The exterior building remodeling, new building construction, architectural building design, materials and colors, and the removal, relocation and reconfiguration of a limited area of existing vehicle parking, are included in the modified site plan review now before the Planning Commission for review and approval.

Future Phase 3, 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 future phases will implement the full Cairns Design Standards.

Zoning and Land Use. All the contemplated land use activities for the headquarters offices, retail, and indoor recreation are permitted uses in the CBD zoning district. Therefore, only Commercial Site Plan Review is required from the designated land use authority, the Sandy City Planning Commission, to entitle this project. This development is also subject to the additional design requirements of the Cairns District.

Site Access and Vehicle Parking. All vehicle access to the larger mall area is existing and adequate for the existing and proposed land uses. The Mall Ring Road (a private road) provides vehicular circulation through the site. The site plan for this project includes a reconfiguration of the existing parking lot and drive aisles located to the southwest of the entry structure, this reconfiguration will create a driveway drop off area queue and a small outdoor plaza. That will provide a new pedestrian sidewalk that connects the west parking field to the public entrance to the building. However, the plans lack pedestrian connectivity to the surrounding existing uses. The new building will necessitate the removal or reconfiguration of much of the existing parking lot area located to the south, southeast and east of the existing former Macy's building. The



overall mall property has sufficient parking available for the new uses and building addition. The remaining and reconfigured vehicle parking within the mall site will be adequate for the remaining mall retail uses and the new use of this property for the practice facility.

Building and Fire Construction Code Compliance and Accessibility Requirements. Both the existing Macy's building and the new building will be required to meet current building and fire

codes, fire sprinkler requirements, and accessibility requirements for this project. These requirements will be reviewed and approved as part of the future building permit process.

City Department Reviews. City department review of the Commercial Site Plan Review plans and documents submittal are being done concurrently with the writing of this report and are therefore mostly unavailable at this writing. A standard condition of approval will specify that all reviewing City Departments and Division's standards, specifications, and conditions, will be met and will be detailed in the future review processes with City Staff.

Sandy City Architectural and Cairns Design Standards. The standards for commercial, office, institutional and industrial development are applicable to this project as well as the Cairns Design Standards. As noted previously in this report, the entire mall site lies within the Cairns District. These requirements are difficult to apply to this building addition 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 Phase 3 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 "D" for the Cairns Design Standards Review). The proposed building design, materials, and colors meets 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 height for the ice box building. Building materials are high quality and colors are the required earth tones with clear glazing windows that open up the former building facade.



SOUTHWEST PERSPECTIVE - ARC RESPONSE  
NOT TO SCALE





Review by the Sandy City Architectural Design Committee (ARC) is required, and was held on August 28, 2024 (see Exhibit “C” for the minutes) The building design presented to the ARC had the benefit of several months of meetings with the city DRT members and planning staff, and the resultant building design, materials and massing elements were greatly improved over that period from the initial design concepts first presented to staff.

The ARC members made a recommendation to the Planning Commission to address the lack of visibility of the main public entrance. It was also recommended by the ARC that the building corner “Blade” or “Pylon” element be clad in stone. Also, the exterior horizontal awning element, located on the south side of the resurface old Macy’s building, by extending it to the south to provide an overhead covering to the walkway that would help lead visitors to the building entrance. Additional vertical enhancement of the building entrance was also suggested. The committee unanimously approved a motion to favorably recommend the building architectural design, exterior colors and materials as proposed, but subject to the architects addressing their three conditions included in the motion. After the meeting Staff received the revised building design, colors and materials plan submittal that is now the subject of this SPR and included in this report, which reflects the changes made, based upon the conditions of approval by the ARC. Staff is very pleased with the resultant changes and is of the opinion that the issues raised by the ARC were fully addressed in the design revisions received.

### Staff Concerns

- Pedestrian Connections. With the proposed site changes, some of the existing pedestrian connections are interrupted or lack any connection to the surrounding existing uses. Staff would like to see those connections made with this site plan to improve pedestrian mobility in the area.
- Existing and proposed new trees on site. The landscaping plan does not propose any new trees being added to the landscape areas as required by City Code Section 21-25. An inventory of existing on-site trees needs to be prepared and submitted to the city by a licensed arborist for evaluation by City Staff. The demolition plan shows the removal of some existing trees that may not be necessary from a new construction standpoint.

- Tree Planter details needed. The building elevations show trees in the proposed planter boxes near the main building entrance. The landscape plan does not address these planter box/bench designs details.
- Protective bollards along south mall ring road. The landscape plan shows a line of protective bollards between the road and the south side of the ice rink building. A design detail for these bollards needs to be provided for evaluation by city staff.
- East side of ice box building. On the site plan there is a small building protrusion that is not shown or detailed on the east side building elevation drawings. This needs to be added to the building elevation drawing and its materials and colors evaluated. Staff is assuming that this may have something to do with the ice maintenance equipment or Zamboni garage.
- East elevation of Macy's building staff and player entrance. The new east elevation of the old Macy's building shows a new entrance for the staff and players from a secured parking lot. This entrance is not enhanced to the same level as the other entrances. This may be purposeful, but some of the architectural materials enhancements should be considered for this entrance to the building.

## **Recommendation**

Staff recommends that the Planning Commission determine Preliminary Site Plan Review is complete for the Utah Hockey Club Practice Facility, Phase 2 project, located at 10450 S. State St., based on the following findings and subject to the following conditions:

### **Findings:**

1. The applicant has met the intent and substantially complies with most of the applicable Cairns Design Standards.
2. The applicant has demonstrated that they have largely complied or intend to comply with the Land Development Code requirements for the CBD Zone.
3. That this NHL hockey team headquarters and practice facility will become a valuable addition to Sandy City's Professional Sports Team ethos.
4. That this proposed land use and building will become 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 redlines, items of planning staff concerns included in this report, and those modifications as required by the Planning Commission.
3. That a sidewalk be added to the area between the south end of the ice rink building and the curb along the north side of the private street mall ring road, to allow pedestrian circulation between the west side of the new building and the east side businesses and reconnect other disrupted or incomplete pedestrian connections.

4. 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, with the details finalized with staff during Final Site Plan Review.
5. That the requirements and conditions of the various City Departments and Divisions be met and finalized during the Final Site Plan Review process with staff.
6. 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.



Douglas L. Wheelwright  
Development Services Manager

File Name: S:\Users\PLN\STAFFRPT\2024\SPR09062024-006844 - Utah Hockey Club Practice Facility, Phase 2

## Exhibit "A"



Mr. Mike Wilcox  
Sandy Community Development  
10000 S Centennial Pkwy  
Sandy, UT, 84070

Re: Utah HPC ARC Narrative

Dear Mr. Wilcox,

I am writing to present our narrative for the Utah HPC project. Below describes our design intent and direction for this addition to the Sandy cityscape, described in section 4.1. We have also included descriptions for how we are achieving the requirements for the district in sections 5.1.4, 5.2, 5.3, and 10.2.

#### 4.1 – Where Mountain Meets Urban

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 Utah HPC project aims to reinforce and regrow the deep-seated relationship between nature and humanity, the organic and the constructed, where mountain meets urban.

Taking cues from the great sheer-faced and cave-pocked mountains of the Wasatch range, Utah HPC mimics the stark natural beauty of these cliffs and ledges by way of its layering and contrast. The lobby facade reminds one of the natural layering and diversity of these geological monoliths, building up in strata, and revealing hidden cavernous treasures within. Our lobby represents this idea with its opaque base, defined layered shelves, and glowing glazing, like veins of excitement and entertainment peeking through the solidity. The Ice Box, monumental in its scale and intent, shows its memory of the past, huge vertical striations like stone being ripped and turned on its side, revealing a textured past just as a crown of shadow and light loom above – a sheer cliff face beyond another glowing vein of activity. Clerestory windows form one half of the top of this construct, with the other half being a part of the defined ledge overhanging all that is below, including the meadow-esque plaza and planted trees ringing our formed mountainscape.

#### 5.1.4 – Institutional, Civil, and Entertainment uses.

- Materials –
  - The project aims to use the high-quality materials listed here, and is composed of insulated metal panels, glazing, and wood-like aluminum panel soffits.
  - There is an uninterrupted expanse over 25 feet in length, necessitated by not being able to have any direct sunlight on the ice surface in the ice box, is made up for by having clerestory windows under the ledge as much as possible.
- Fenestration –
  - Glazing at the lobby area is nearly 100%, but the ice box area cannot have any glazing at this level.
- Entries –
  - Access must be controlled to the building for security purposes, excepting emergency egress there is only planned on being one public entry area.
- The entry is articulated by having a shift in the façade, and under a canopy.
- Articulations –
  - The lobby is defined by a low opaque base, tall middle of glazing, and top of protruding metal panels. The Ice Box is defined by contrastingly large vertical panel base, with a middle strip of glazing, and a top of protruding metal panels. The lobby and ice box are meant to contrast each other to enhance each other. This uses the generous overhang of the ice box and the greatly exposed interior of the double-height lobby space to give great variety between the two portions of the building.

## Exhibit "A" - continued



## 5.2 – Site Grade

- There is necessarily no stepping for the ice box area, as the approximately 50,000SF footprint must remain level. Other requirements met.

## 5.3 – Roof Treatments

- All mechanical or utility equipment will be out of view, with the two largest RTUs for the ice box sitting on a lowered roof of the lobby portion.

## 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.
- Given the huge portion of the program 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.

With appreciation,

Ian N.H. Boyd

Project Architect for Utah HPC – Babcock Design



## Exhibit "C"

See the attached file for the full exhibit.

**Architectural Review Committee Meeting  
August 28, 2024**

**Members Present:**

Steve Burt  
Cheryl Bottorff  
Lyle Beecher  
Daniel Schoenfeld  
Cyndi Sharkey – nonvoting

**Staff Present:**

James Sorenson  
Brian McCuiston  
Mike Wilcox  
Doug Wheelwright  
Eyisha Malieituluva

**Those Absent:**

Scott Westra  
Marci Houseman -  
nonvoting

**4:00 p.m. Utah Hockey Club Practice Facility (10450 S State Street), Larry Oldham, Rob Cottle, Jim Olsen, Jessi Galileo**

Steve Burt asked the applicants about their timeline for the project.

Rob Cottle said they're looking to have substantial completion by August 1, 2025.

Steve Burt asked about the layout of the new addition to the existing building and the city's proposal to extend the roads through the southwest corner of the old Macy's building.

Rob Cottle said the original plan was an extension of Macy's for another 300 feet that conflicts with the city's transportation master plan. The revised plan is slid to the east to create a plaza in the front of the building and avoids conflict with the road.

Mike Wilcox showed the proposed site plan for this project with the realigned Monroe extension overlaid.

Steve Burt asked if the main entry is on the west side of the building.

Cyndi Sharkey said that she likes revised site plan of the project.

Rob Cottle spoke about their latest elevation concept with a counterclockwise turnaround for queuing and a nice plaza area for the entrance.

Jim Olson asked Steve Burt if there's a concern with the traffic flow or just the architectural design of the structure.

Steve Burt replied that he wanted to make sure that the site plan does not eliminate future extension of Monroe Street.

James Sorenson reminded the committee that the focus of this meeting needs to be on the architecture of the building.

Rob Cottle spoke about the "ice box" that contains two NHL regulation size ice rinks. He said that all the locker rooms, training facilities, coaches offices, sports medicine offices, community locker rooms for the kids will be in part of the Macy's building. He spoke about having to keep the ice at a certain temperature and that an opaque wall is needed for sun control and