



# SANDY CITY COMMUNITY DEVELOPMENT

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## Staff Report Memorandum May 21, 2026

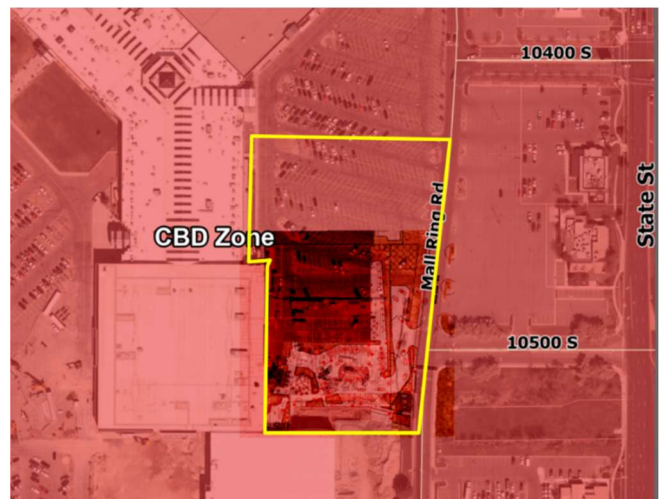
To: Planning Commission  
From: Community Development Department  
Subject: Jazz Box Phase 4b (Site Plan Review)  
10450 S. State Street  
[Community #9, Commercial Area]

SPR04222026-007197  
CBD Zone  
Cairns District  
4.1 Acres  
39,852 Sq. Ft. Building

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

### 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 Utah Jazz. SEG has purchased the entire Shops at South Town property (approximately 111 Acres). The proposal is to construct a multi-story use building with 59,377 square feet for this proposed use which includes offices, amenities, locker rooms, and basketball courts. An underground parking structure for both the Jazz Practice Facility building and a future building to the north. Please see the vicinity map for site location orientation. Please see applicants letter attached as (Exhibit A) and application materials (Exhibit B).



**Background**

As part of the continued effort to revitalize the mall area, SEG is proposing to construct an addition for the Utah Jazz that will serve as their practice facility, re-locating from their current practice location in Salt Lake. As with the recently added Utah Mammoth practice facility, the Utah Jazz will continue to play games at the Delta Center, then use this site to practice and perform other team operations. The project includes a private underground parking area, outdoor plaza area with several amenities, offices, locker rooms, two practice courts, and a private surface parking lot. The building addition includes 39,852 square feet and is sixty-seven (67) feet tall. The finish materials match and are complimentary to the previous hockey addition which include high grade architectural metal siding, several window openings, architectural concrete, and woodgrain aluminum soffits. The objective of the design was to match but not be identical to the hockey addition.

In anticipation of this project the applicant has received approval of a modified site plan for the grading and site preparation for this project as part of a previous submittal, Phase 4A. The subject property included in the modified site plan is currently occupied by a parking lot and the total area of disturbance for this project is 4.1 acres. The proposed development is part of the South Village of the Cairns Master Plan and is subject to the Cairns Design Standards.

<b>Property Case History</b>	
<b>Case Number</b>	<b>Case Summary</b>
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
SPR09062024-006844	Site plan for Utah Hockey Club Practice Facility 2024
SPR02032026-007110	Grading and excavation permit for Jazz Box 2026

**Public Notice and Outreach**

This item was noticed to all property owners within 500 feet of the proposal. A notice was posted to the Utah Public Notice website and the city website. A physical copy of the notice was posted at City Hall.

**Analysis**

As was done previously with the Hockey Practice Facility, the applicant has proposed a phased implementation strategy to implement further development on a portion of the Shops at South Town site. This proposal constitutes Phase 4 of the mall renovation project. The phases of development for this project closely follow what was done previously including:

Phase 4A, 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, and utility relocation) before while the applicant completes the plans for the building addition and modified site plan. Those activities have already begun on site.

Phase 4B, Modified Site Plan Review – Jazz Box. 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.

Phase 4C, Modified Site Plan Review – IHC (discuss what is coming with the IHC facility)  
 As recently announced on May 13, 2026, SEG is proposing a future addition on the north side of the proposed Jazz Box for a new 60,000 square foot facility for IHC which will “offer comprehensive clinical services, including primary care, sports medicine, orthopedics, physical medicine and rehabilitation, sports performance science, performance therapy, advanced diagnostics and imaging, and an orthopedic ambulatory surgery center” (per an article on KSL.com).



Future Phase 5, Overall, Mall Area Redevelopment Master Planning. The City continues to petition with SEG to 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**

**Staff Finding:** *All the contemplated land use activities for the 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**

**Staff Finding:** *All vehicle access to the larger mall area exists and is 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 north of the hockey addition. Access is provided to the proposed addition via one access point that accesses both the private and gated surface parking lot, and underground parking garage. The overall mall property has sufficient parking available for the new uses and building addition. The applicant will need to revise the parking lot affected by this addition showing how the new site will integrate with existing parking stalls. This may be a further clarification as part of the newly announced phase of construction for IHC.*

#### **Building and Fire Construction Code Compliance and Accessibility Requirements**

**Staff Finding:** *Both the existing mall 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**

**Staff Finding:** *City department review of the Commercial Site Plan Review plans and documents submittal are being done concurrently with the writing of this report. 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.*

#### **Architectural Design Standards – Sandy City and Cairns District**

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 most of the Cairns design standards would not be applied to this project, except for the sections that apply to building itself. It is anticipated that the full Cairns Design Standards will be applicable to the future phased 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 this building.



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 proposed building roof top mechanical units (RTU’s) or vents. Building materials are high quality and colors are the required earth tones with clear glazing windows that open up the building facade.

Review by the Sandy City Architectural Design Committee (ARC) is required and was held on April 29, 2026 (see Exhibit “C” for the minutes). The committee unanimously **approved** a motion to favorably recommend the architectural design, exterior colors and materials as proposed.

### **Site Design Standards – Sandy City and Cairns District**

#### **Parking**

**Staff Finding:** Overall, parking for the proposed use will be satisfied with the existing mall parking field, and the added parking structure. The site plan will affect existing parking stalls to the north of the site, and the provided plans lack the detail showing how the existing parking will integrate with the proposed buildings. Staff recommends the applicant provide that detail and update the parking requirements of the mall with the proposed use.

#### **Landscaping**

**Staff Finding:** The applicant is providing several attractive landscaping features. One that is required and will help the exposed concrete walls in the future is the planting of vines which over time will cover those walls, softening their appearance. The site includes several landscape and private site amenities such as fire pits, BBQ areas, sitting areas, bollards, etc. But no details about these amenities have been provided. The Cairns Design standards provide direction for the look, feel, potential design, and quality of these amenities. Staff recommends the applicant refer to those standards and provide details for those amenities that match the intent of the Cairns Design standards. One detail that is required for approval is a proposed shade cover in the plaza area which was not provided with the plans.

*In the surface parking area adjacent to the plaza the applicant is currently showing parking stalls in the center of the parking field that have painted islands on either end. City ordinance requires that these islands be landscaped. Other landscaping is proposed above the parking garage, and staff recommends that the painted islands be replaced with landscaped islands meeting code compliance.*



*With the design of the plaza the applicant has provided space for a gathering area with several amenities to be enjoyed. However, as reviewed by staff there are some improvements that could/ should be made to the plaza area to make it more appealing, attractive, and enjoyable. Although not required, staff strongly recommends the applicant take advantage of the paving of the plaza area. Currently it is shown as the same paving as the parking area, with only bollards to differentiate it from that space. Paving enhancements such as color, texture, designs, etc. make the plaza space more defined for pedestrian use and makes the space more compatible with the surrounding landscaping and amenity design. While shaded areas are proposed and sitting walls are provided, staff recommends the applicant further dial in the design of the plaza. Bicycle parking amenities are not shown in the plans, but should be added as well as the detail for those amenities.*

### **Staff Concerns**

- **Parking Area** - With the site only having one access to both parking areas, and with those accesses being gated, staff is concerned about potential backing onto the Mall Ring Road depending on the location of the proposed gates. Further, the integration of the existing mall parking area to the north is not shown in detail with the proposed addition.
- **Landscaping** - The landscaping plan could include additional areas for landscaping, and the applicant should consider some modifications to the site that will help landscaping areas be more viable, including shifting the retaining wall to make a larger landscape area adjacent to the ramp accessing the upper surface parking lot.
- **Site Amenities and Details** - As stated, the plaza area is full of amenity areas, and features. However, none of the details of those amenities are provided including, but not limited to, bollards, shade structure, seating, fire pit, lighting, bicycle racks, tables, etc. Careful consideration of the Cairns Design standards should be taken into account when providing these amenities in plans, and implementation.
- **Pedestrian Connection** - The applicant is showing the current sidewalk on the west side of Mall Ring Road not connecting south to the existing sidewalk which prohibits pedestrian activity and access.

### **Recommendation**

Staff recommends that the Planning Commission determine that the proposed “Development Enhancements” contained in the architect’s letter (see Exhibit A) be accepted as justifying any actual or perceived short comings in meeting the applicable Cairns Design Standards and further motions that Preliminary Site Plan Review is complete for the Jazz Box Phase 4 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 NBA/ Utah Jazz 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 on the west side of Mall Ring Road connecting the proposed site to the existing sidewalk to the south.
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.
7. The applicant provide amenity details matching the design, and quality of the Cairns Design standards.
8. The applicant provide landscape islands at the end of the parking stalls on the surface parking area per ordinance.
9. The applicant consider modifications to the proposed plaza to enhance the paving of that area which would help differentiate it from the parking area paving.
10. The applicant provide plans showing the integration of the existing mall parking stalls north of the proposed development.

Planner.



Clinton Spencer, AICP  
Development Services Manager

File Name: S:\Users\PLN\STAFFRPT\2026\SPR04222026-007197 Jazz Box b

Exhibit "A"  
See the attached file for full information

# Exhibit A

## 4.1 – Where Mountain Meets Urban – Phase 4

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 fourth phase of this project, we continue the same design elements as we add the Utah Jazz Practice Center to the east side of the mall.

Taking cues from the great sheer-faced and cave-pocked mountains of the Wasatch range, Phase 4 continues to mimic the stark natural beauty of these cliffs and ledges by way of its layering and contrast. The new Jazz box elevation looks to represent these sheer cliff faces, with cantilevered 'outcroppings' over the basket courts and raised vertical elements giving a variety of heights to the façade. It also hints to similar design element included on the Mammoth Hockey practice center.

This phase of the construction is focused on the Jazz Practice Center. The concept is natural light and providing the occupants as much as possible. This is accomplished with vertical curtain wall reminiscent of sheer rock cliffs. The façade is broken by engaged vertical column element of changing material, cantilever out door patio and a long linear bent plate element on the east façade.

## 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 a "concrete look" bend plate element at the east facade.

### Fenestration –

Glazing along the east and south façades match 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 east facade.

The entry is positioned in the central build-out of the east faced near the parking plaza. Other points of ingress or egress are reserved for occupants and are located in the parking garage.

### Articulations –

Phase four is an extension of the Hockey Practice Center 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 4 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 screen by the higher Jazz Box or a screen wall the height of the HVAC equipment measured from the roof surface to the top of the equipment. The design includes an architectural cap.



**BABCOCK DESIGN**

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Exhibit "C"

See the attached file for full information

## Exhibit C

**SEG Mall Redevelopment Ph 4B – Jazz Practice Facility (10450 S. State Street), Larry Oldham and Rob Cottle (Babcock Design), Jamie Galileo (SEG)**

**Chad Littlewood** recused himself from voting on this project because his company is working on this project.

**Rob Cottle** explained that Jazz Box will be their practice facility consisting of two NBA regulation courts for their players. This multi-story building will include office amenities, locker rooms, and an underground parking structure for both this practice facility and a future building to the north. The proposed facility is designed with a heavy focus on privacy and security while maximizing the aesthetic value of its location. Key features of the site plan include a new four-way stop at 105th South and Mall Ring Road which will serve as the entry point, featuring a dedicated control point for credentialed staff, players, and visitors. The site includes an underground garage for credentialed users and an upper-deck parking area featuring a one-way roundabout with 28 stalls. By building atop the parking garage and setting the structure back from the road, the facility gains both a scenic view of the eastern mountains and a natural buffer from public traffic. To protect the basketball team's privacy, the design incorporates landscape buffering and specialized window glazing with integrated blinds for both sun and vision control.

**Scott Westra** asked how many levels to the underground parking garage.

**Rob Cottle** said the parking garage will be one level.

**David Hart** asked if the upper-deck parking will be private parking or if it will be opened to the public.

**Rob Cottle** said it would be all private parking. Because of this, there will be a control point with some type of booth and gate where those credentialed will have access.

**David Hart** asked if the ramp to the parking garage will be a custom design or are they going to buy one and install it on site.

**Rob Cottle** stated they have not gotten that far yet but would probably do something to match the building. Also, the building to the north (not yet built) has a more public function, featuring regular patron traffic, a partially public parking garage, and a plaza that includes a public drop-off and turnaround area.

**Scott Westra** asked if they were going to secure the south side of the underground parking.

**Rob Cottle** stated that yes there would be some barriers set up.

**Kris Nicholl** asked how many cars the underground parking will hold.

Exhibit "D"

See the attached file for full information

# Exhibit D

# The Cairns Design Standards

A DOCUMENT OF DEVELOPMENT REQUIREMENTS FOR  
SANDY'S DOWNTOWN DISTRICT



THE  
CAIRNS

