

## COMMUNITY DEVELOPMENT AGENCY

The Community Development Agency of the City of Norfolk, Nebraska, met in the Council Chambers, 309 N 5th Street, Norfolk, Nebraska, on Monday, November 6, 2023, beginning at 5:15 p.m.

Chairman Moenning called the meeting to order.

Roll call found the following Agency members present: Frank Arens, Shane Clausen, Corey Granquist, Kory Hildebrand, Andrew McCarthy, Justin Snorton, Justin Webb and Josh Moenning. Absent: Thad Murren.

City staff members present were City Administrator Andy Colvin, City, Finance Officer Randy Gates, City Clerk Brianna Duerst, Public Works Director Steve Rames, Operations Manager Lyle Lutt, Assistant City Engineer Anna Allen, Communications Manager Nick Stevenson, Economic Development Director Candice Alder and City Planner Val Grimes.

Notice of the meeting was given in advance by publication in the Norfolk Daily News, and the notice of the meeting was given to the Chairman and all members of the Agency prior to the meeting.

The Chairman presided and the Secretary recorded the proceedings.

The Chairman informed the public about the location of the current copy of the Open Meetings Act posted in the meeting room and accessible to members of the public.

### Agenda

Granquist moved, seconded by Hildebrand, to approve the agenda as printed. Roll call: Ayes: Arens, Clausen, Granquist, Hildebrand, McCarthy, Snorton, Webb and Moenning. Nays: None. Absent: Murren. Motion carried.

### Minutes

(October 16, 2023 CDA Minutes)

Arens moved, seconded by Snorton to approve the minutes of the October 16, 2023, Agency meeting as printed. Roll call: Ayes: Arens, Clausen, Granquist, Hildebrand, McCarthy, Snorton, Webb and Moenning. Nays: None. Absent: Murren. Motion carried.

(Sunset Plaza Redevelopment Plan)

This item was tabled at the October 16, 2023 Community Development Agency.

McCarthy moved, seconded by Arens to remove acceptance of the Redevelopment Plan for the Sunset Plaza Redevelopment Project and authorization to forward to the Planning Commission for recommendation from the table.

Granquist moved, seconded by Webb to approve acceptance of the Redevelopment Plan for Sunset Plaza Redevelopment Project and authorization to forward to the Planning Commission for recommendation.

Agency Treasurer Randy Gates provided information to agency members. The Project Site is approximately 20.68 acres of developed property. The Redevelopment Project will consist of the renovation and rehabilitation of the existing Sunset Plaza Mall, and it is anticipated that the associated renovations will occur in two phases. First, Redeveloper intends to undertake the renovations required by Kohl's, Planet Fitness and TJ Maxx in order to secure their occupancy (referred to herein as "Phase One"). The construction undertaken as part of Phase One will focus on retrofitting the prior Herberger's space into three separate spaces (anticipated to be Kohl's, Planet Fitness and TJ Maxx). The redevelopment plan anticipates the TIF will be used for Phase Two renovations. The Phase Two renovations will include, without limitation, replacement and/or repair of the associated sidewalks and parking lots, landscaping, exterior façade enhancements, renovation of hallways and food court, and interior tenant improvements for the remainder of the mall. While Redeveloper may be able to undertake the initial renovations without TIF, it could not complete the broader rehabilitation of Sunset Plaza Mall.

The cost of public improvements, site acquisition, and other TIF-eligible costs are expected to be approximately \$15,463,466. Total project costs, including private improvements, are expected to be more than \$22,500,000. The Redeveloper is requesting TIF in the amount of \$3,500,000. The redeveloper has indicated the Project is not economically feasible without TIF.

Andrew Willis, representing the redeveloper. Willis explained the redevelopment plan is broken down into two phases. Phase One is underway due to tight time constraints. With Phase One already occurring, without TIF, Phase Two doesn't happen. Total project costs between Phase One and Phase Two are approximately \$22 million. The total TIF request is \$3.5 million. Willis discussed other shopping malls in Nebraska that have utilized TIF for redevelopment in recent years.

Arens asked about the timeline of the phased projects. Willis explained that redevelopment of the prior Herberger's space needs to be done by January. Phase Two of the project would begin in 2024 and would be about a 24-month project.

Andres Sevilla, redeveloper, said they have a delivery date for TJ Maxx and Kohl's of mid-January, and both stores are expected to be open in April. Sevilla reviewed the second phase of the redevelopment project and shared the renewal vision, masterplan goals, masterplan scope, and exterior and interior spaces masterplans.

Clausen asked about the current assessed valuation of the mall. Willis said the current assessed valuation is just over \$9 million. Willis said they are trying to get the assessed valuation to last year's base value of \$4.5 million. Anticipated value of the mall after all improvements is \$24 million. If the valuation stays at \$9 million, it shrinks the increment, so instead of \$3.5 million in TIF, about \$2.7 million would be generated.

Webb asked Sevilla why he had chosen to do this project in Norfolk. Sevilla said the mall is part of the identity of Norfolk and described the potential the project has. Webb discussed the decreasing tax valuation of the mall property over the last several years and said it's clear the direction the property was going, and now we have someone that wants to bring it back up.

Clausen asked about projected sales revenues from TJ Maxx and Kohl's. Sevilla said that the national average in annual sales is about \$450/square foot. In Norfolk, Kohl's will be 47,000 square feet and TJ Maxx will be 22,000 square feet.

Willis reiterated that while Phase One is key to making the project work, TIF will not be used for the Phase One projects that have already been done, just Phase Two.

Jim McKenzie, 1412 Longhorn Drive, said he is against the use of TIF unless it is used for its initially indented purposes of rejuvenating truly blighted areas and solving a community need such as affordable housing or something similar. McKenzie said the biggest issue he has with this is the inconsistencies and variables within the application. There are challenges in determining the base value, which determines the amount of TIF. The current assessed base value is \$9.3 million, and they are trying to reduce it to \$4.5 million. McKenzie said he does not believe Nebraska State Statute contemplates authorizing TIF in the middle of a project that is underway. The big question is, what is the base value? If the Phase Two improvements are the only improvements that are eligible for TIF, since Phase One improvements should be mostly complete before TIF is even approved, McKenzie said it makes sense for the developer to come back to the city after Phase One is complete and ask for TIF for just the Phase Two portion of the project to determine a proper base value.

Rod Wilke, 2401 Hardison Drive, said he is opposed to TIF and said it puts a burden on citizens. Wilke said he feels citizens are not being listened to and cannot afford more taxes.

Soshia Bohn, 1628 Mulberry Drive, expressed support for the project and said it's important to keep the money and families in town.

Clausen said he understands the concern but said it is important to look at each TIF project individually and determine whether the project is a net positive or net negative for the city and said he feels this project is a net positive, as it will increase the revenues coming into the community.

Jan Haberman, 204 E Phillip Avenue, said TIF is not warranted here due to so many TIF projects the city has already approved.

Troy Weyrich, representing Renegade, said there is a return on investment and the sales tax revenues that will be generated are significant. To improve the mall, Weyrich said, for his business alone, he anticipates a 10-15% increase in sales. Weyrich also said this type of project is exactly what TIF should be used for.

Roll call: Ayes: Arens, Clausen, Granquist, Hildebrand, McCarthy, Snorton, Webb, and Moenning. Nays: None. Absent: Murren. Motion carried.

There being no further business the Chairman adjourned the meeting at 6:14 p.m.

ATTEST:

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Josh Moenning, Chairman

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Brianna Duerst, Secretary

( S E A L )





Masterplan  
2023

# SUNSET PLAZA MALL

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### Background

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## Background

Norfolk is a city of traditions. Its inhabitants value their territory, landscapes and culture.

Both, festivities and everyday gatherings with family and friends are valuable sharing opportunities.

The Sunset Plaza has a value in the collective memory, precisely as a meeting place, since it has been a space to highlight the culture of the city through exhibitions, events, temporary markets, and for welcoming its visitors all the seasons of the year.

In response to a social commitment, the Sunset Plaza seeks to enrich the experience of its visitors and multiply the reasons for special encounters by enhancing its spaces and promoting new ways to enjoy moments of recreation.



## Renewal vision

Sunset Plaza is back!

We want to break with the isolated scheme of a shopping center to make way to urban scenarios where people enjoy a walk, taking a minute outdoors, sharing a conversation with a good cup of coffee, reading a book or have a family lunch.

It is not about beautify the building itself but rather to beautify everyday moments.







## Masterplan Goals

### Main goals:

1. Enhance the use of the mall's exterior and interior spaces to enrich the experience of its visitors.
2. Convert Sunset Plaza into an attractive center for new tenants to offer their products and services.

### Specific goals:

1. Generate interesting urban spaces that add value to the city context.
2. Improve the visitor experience by providing new services and meeting spaces
3. Renovate the food court and hallways to make them more attractive and with the capacity to accommodate more people
4. Increase and diversify commercial spaces to attract new businesses.





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## Masterplan scope

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### Exterior spaces:

- A- Zoning plan
- B- Urban entrance design guidelines
- C- Building entrance design guidelines
- D- Outdoor walkways design guidelines

### Interior spaces:

- E- Zoning plan
- F- Circulation design guidelines
- G- Retail kiosk guidelines
- H- Store facades guidelines



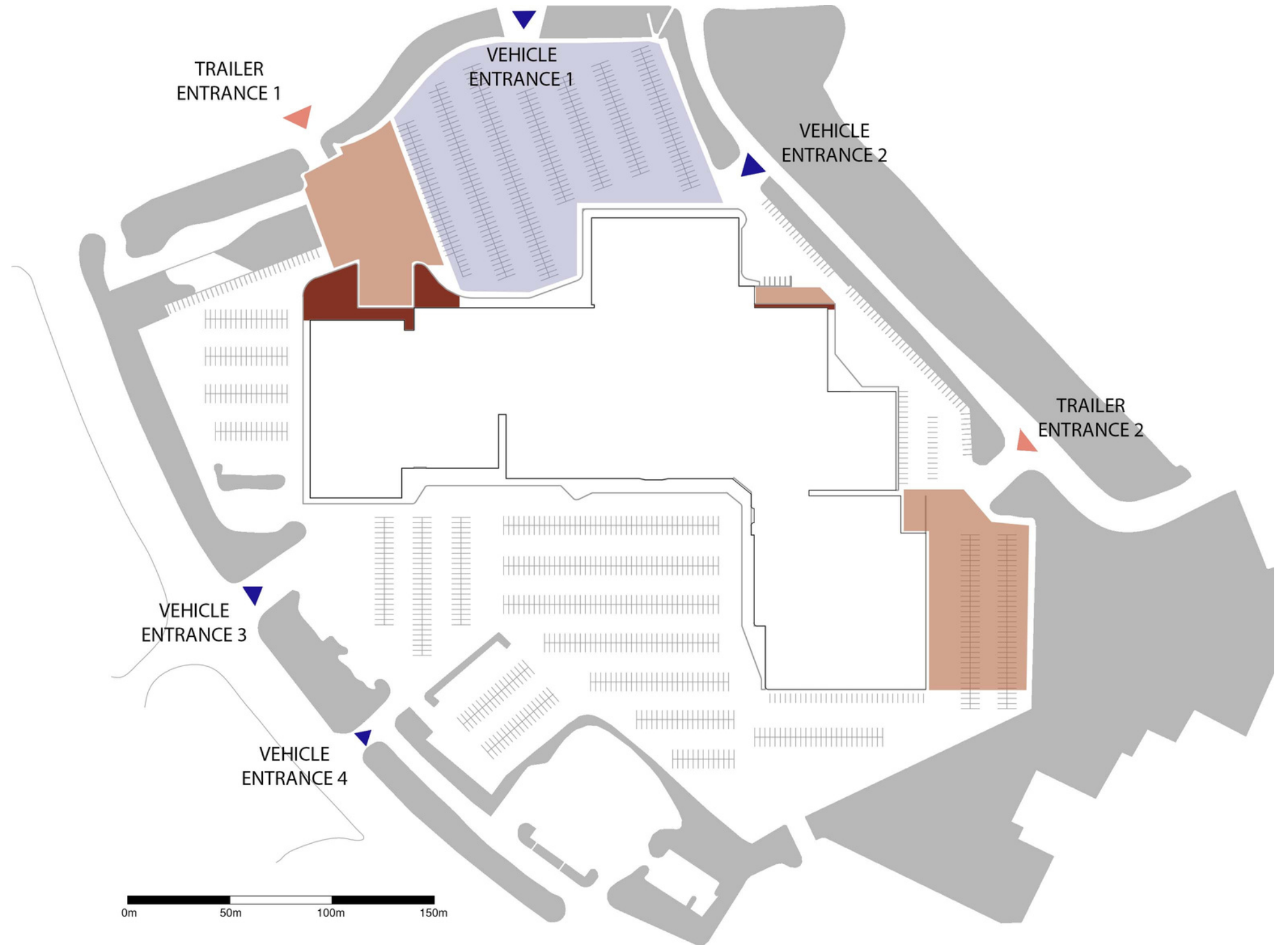
# A

## Zoning plan

### Parking areas

Restricted areas	▶	Trailer entrances are exclusive for heavy transport
	▶	Traffic signs should be installed at trailer entrances
	■	Parking stalls around unloading areas, next to entrance 2, should remain restricted for visitors
	■	Walkways next to unloading areas should be signposted

Parking stalls	▶	Traffic signs should be installed at vehicle entrances
	■	Parking zone next to vehicle entrance 1 is a temporary flexible use space.
		Pedestrian walkways from parking areas to Mall entrances must be signposted





# A

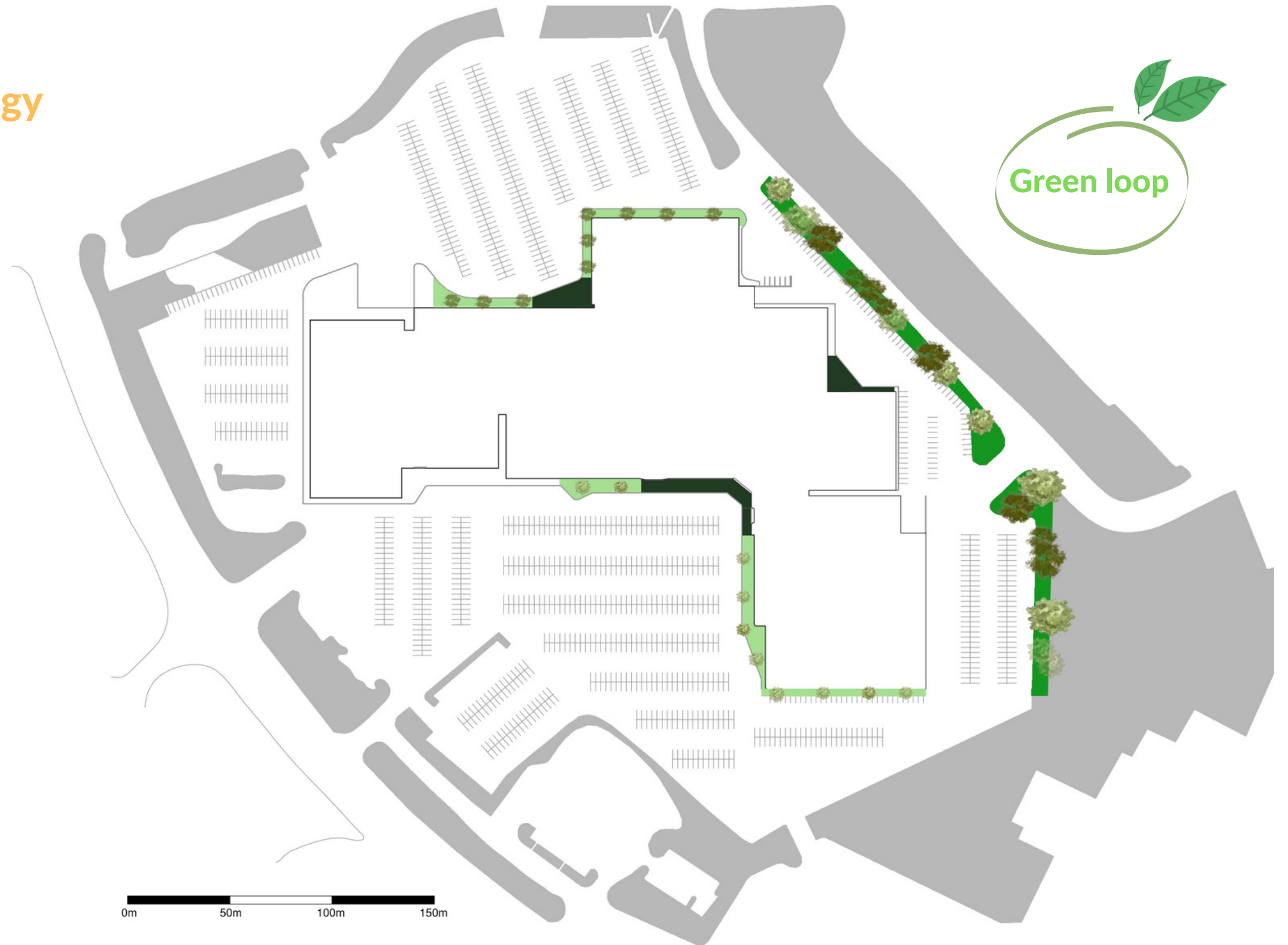
## Zoning plan

### Pedestrian areas- The green loop strategy

The traditional layout of shopping centers focuses mainly on car facilities. The projection of Sunset Plaza is to provide the city with a natural landscape, and outdoor recreation stage through the creation of the "Green Loop".

This ½ mile circuit is made up of sections that offer various forms of use, focused on the people's experience: Meeting plazas, urban walkways and nature trails.

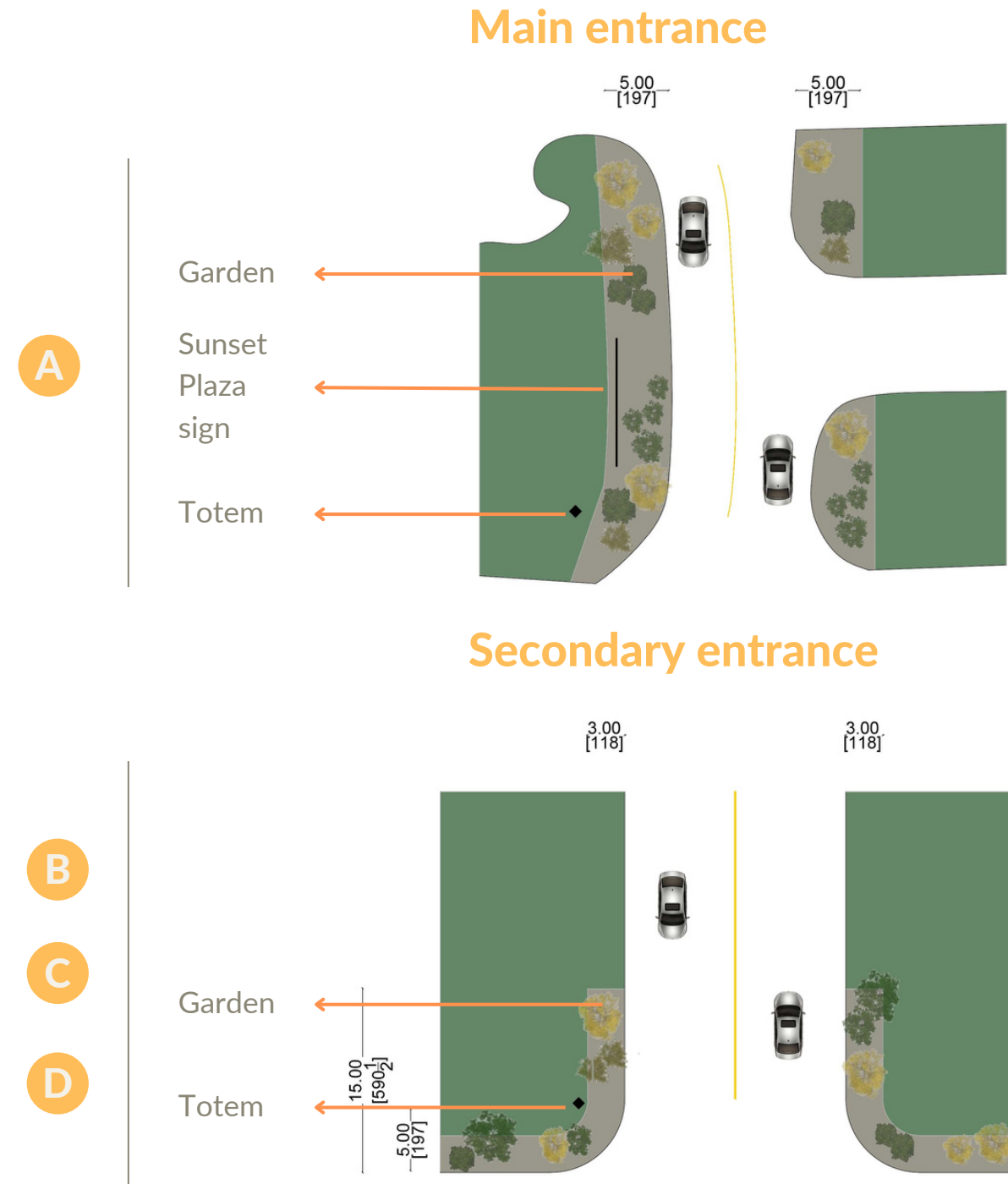
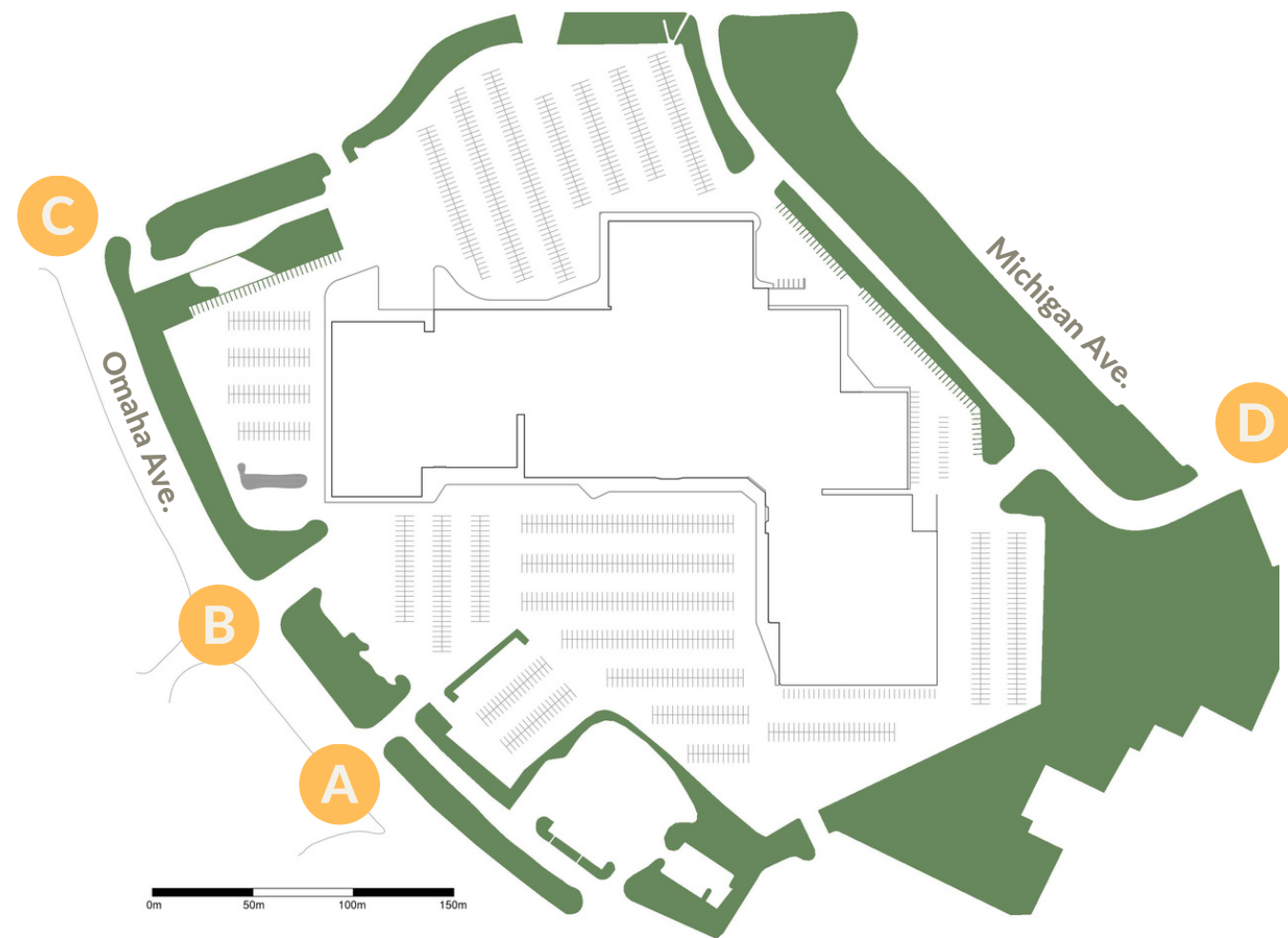
Meeting plazas	■	Placed next to the mall's entrances, this spaces welcome visitors and also let them enjoy an outdoor encounter or relax time
Urban walkways	■	Wider sidewalks decorated with trees that guide the user towards the entrances of the mall
Nature trails	■	Walk and stay spaces with special landscape design that highlights local natural settings
Running lane		For those who enjoy sports, a lane takes them through the green loop



# B

## Urban entrance design guidelines

A renewed presence in the context is achieved through a contribution to the urban landscape. Accompanying strategic landscape interventions, adequate signage from main access routes is important to improve visibility and access facilities for visitors



# B

## Urban entrance design guidelines

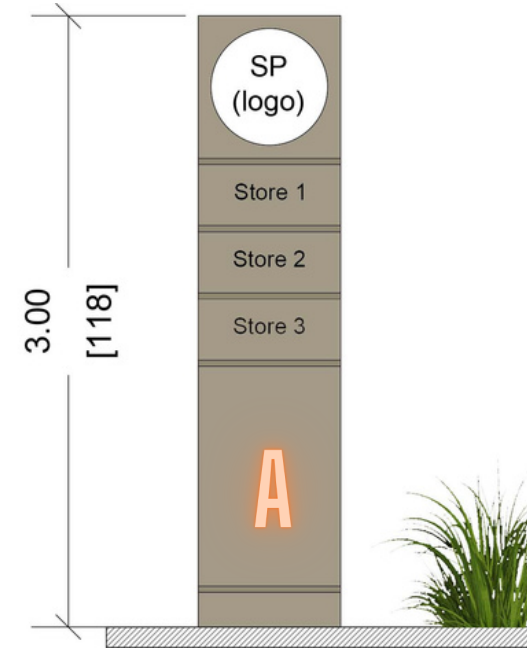
### Entrance elements

#### Gardens



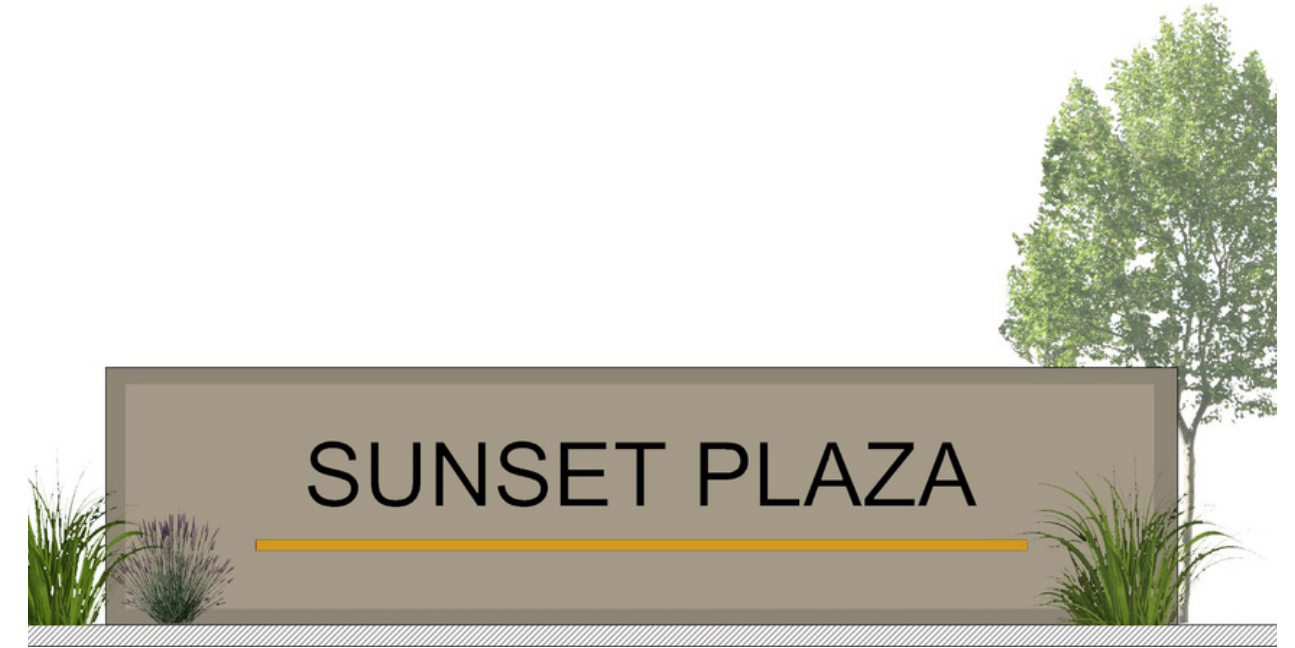
Minimum width	197" (5m) for main entrance 118" (3m) for secondary entrances
Vegetation	<ul style="list-style-type: none"> <li>Shrubbery, trees and plants should not cover any sign.</li> <li>Conserve existing trees</li> <li>Representative local species are recommended</li> </ul>
Lighting	Consider decorative lights in landscape design

#### Totems



Placement	<ul style="list-style-type: none"> <li>All entrances must have a totem</li> <li>Design and placement must consider visuals from both sides of the road</li> </ul>
Height	Totem height: 118 in
Information	<ul style="list-style-type: none"> <li>Sunset Plaza logo placed on the top</li> <li>Stores' logos placed under the logo</li> <li>Include entrance number/letter</li> </ul>

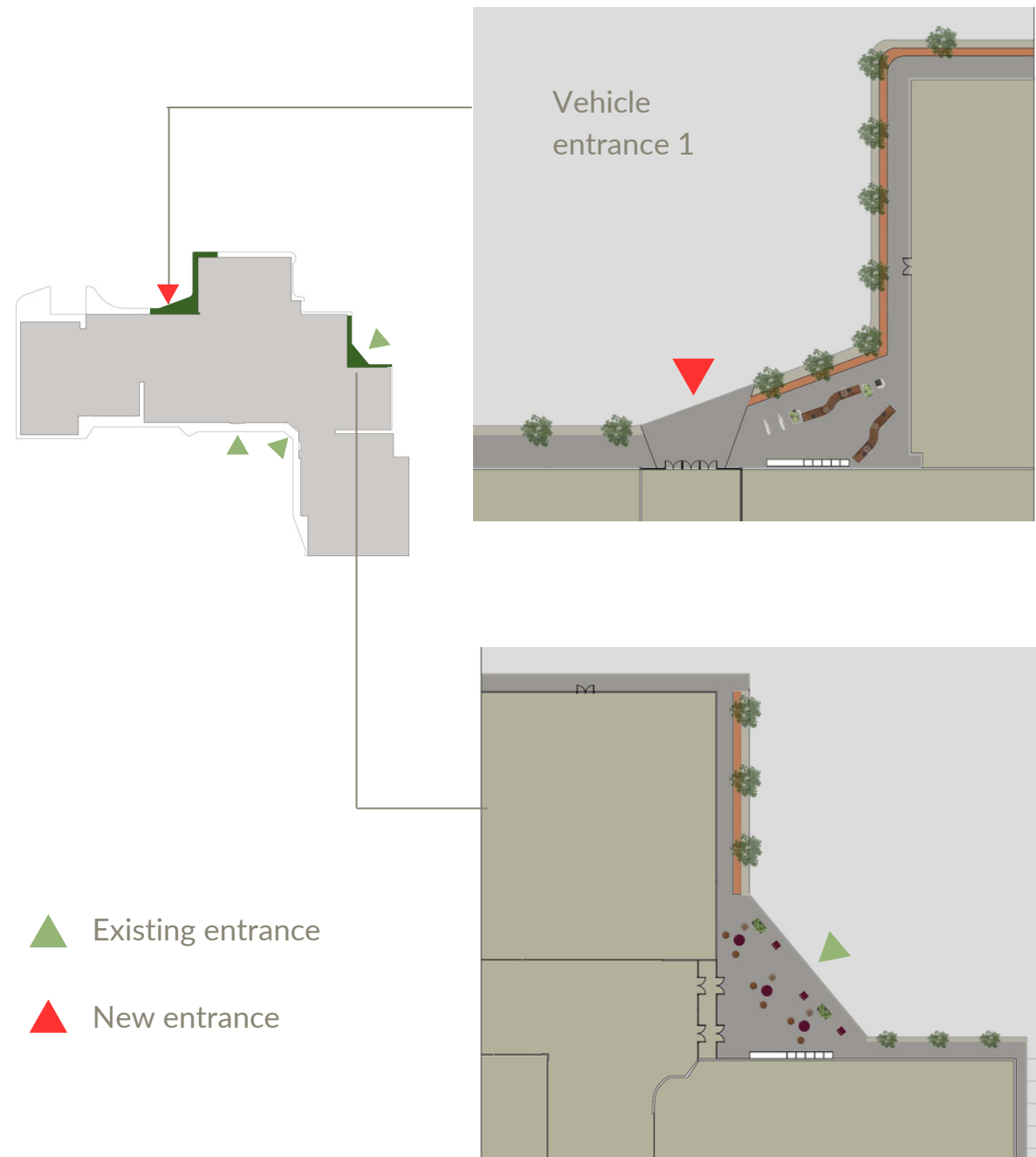
#### Mall sign



Placement	<ul style="list-style-type: none"> <li>Placed at the main entrance</li> <li>Optional for secondary entrances</li> </ul>
Vegetation	<ul style="list-style-type: none"> <li>Shrubbery, trees and plants should not cover any sign.</li> </ul>
Lighting	Consider decorative lights in sign design

# Building entrance design guidelines

## Strategies



- A **new entrance** is proposed to facilitate access to an important flow of people coming from vehicle entrance 1, which is also intended to be a flexible use space for outdoor temporal events.

Additionally, this access activate inside halls, making them more attractive for tenants and visitors.

- The creation of **plazas** next to each entrance allow to implement improvement strategies:

For visitors:

- Reaffirm belonging and choice by humanizing and making pedestrian spaces more welcoming.
- Extend the mall's sharing spaces
- Become interesting rest spaces within the green loop circuit
- Provide the city with open urban spaces that remain open 24 hours, equipped with automated services (vending machines, ATMs, recycling points, etc)

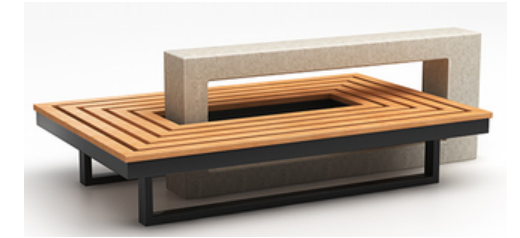
For owner and tenants:

- Multiply commercial spaces alternatives that may be temporary and flexible.
- Position known and new brands by their presence in a renewed referential place
- Make a difference with a new vision of contribution to the community.

## Plaza components

\*Referential images

Urban furniture



Vegetation

Kiosks

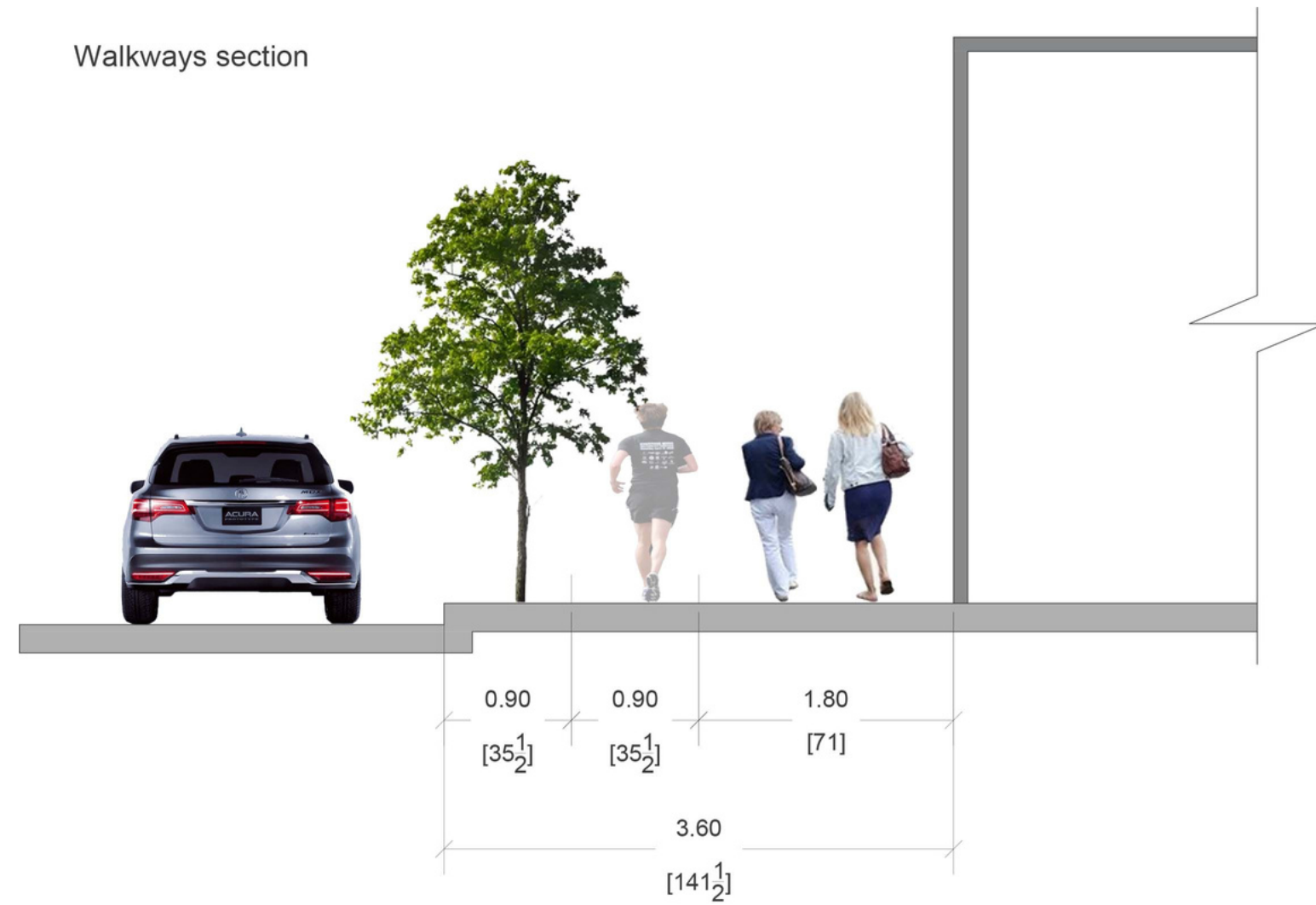


Vending machine station

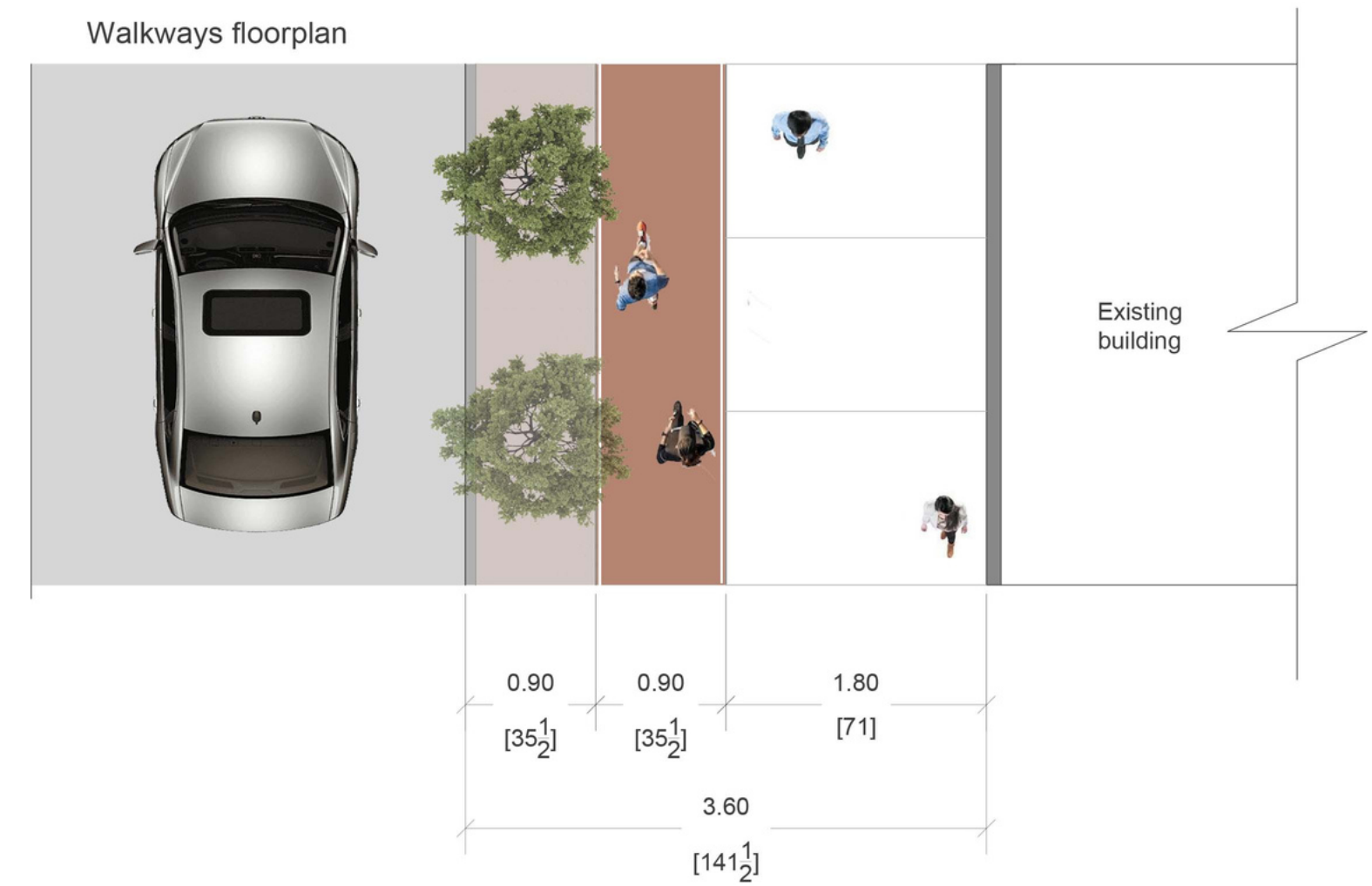


# Outdoor walkways design guidelines

## Section



## Floorplan



- Graphics show minimum dimensions for walkways.



# Interior spaces



Interior spaces:

- E- Zoning plan
- F- Circulation design guidelines
- G- Retail kiosk guidelines
- H- Store facades guidelines

# Zoning plan

## Hallways



- ▲ Existing entrance
- ▲ New entrance
- New hallway
- Comercial hallways
- Flexible use hallways
- Foodcourt

## Stores



- New toilets and services
- Corporative area
- Special events area

# F

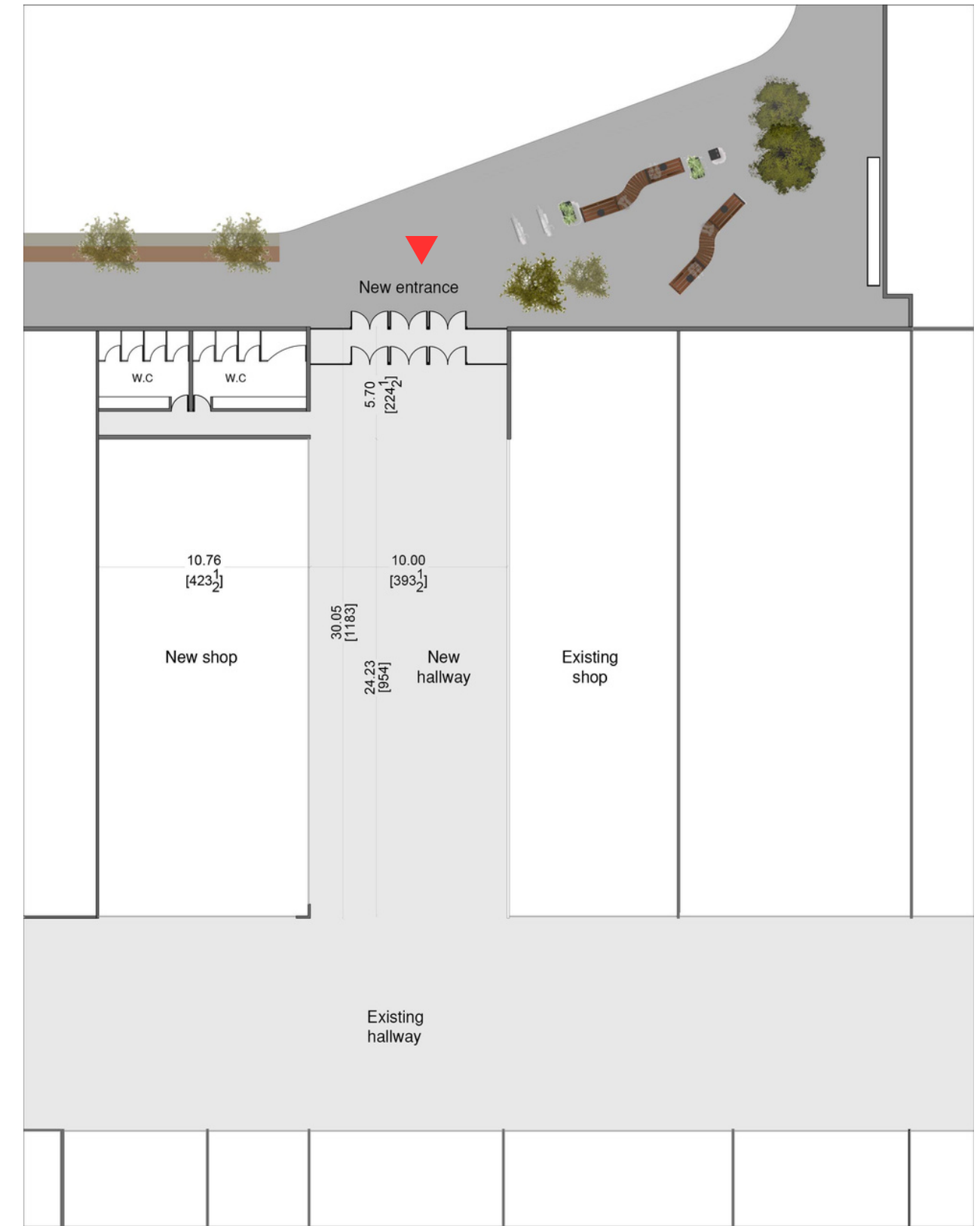
## Circulation design guidelines

### New hallway

This entry generates new communication and functionality possibilities with all shopping center's areas:

- An independent entrance serve areas with posible complementary uses such as corporative, clinics, co-working spaces, etc.
- Promotes the creation of a new entrance plaza in a façade that is currently hermetic and unfunctional
- A new sanitary battery point is proposed to supply the needs and requirements of the mall.
- The new hallway complements internal and external circulation
- General dimension guidelines are shown in the following chart

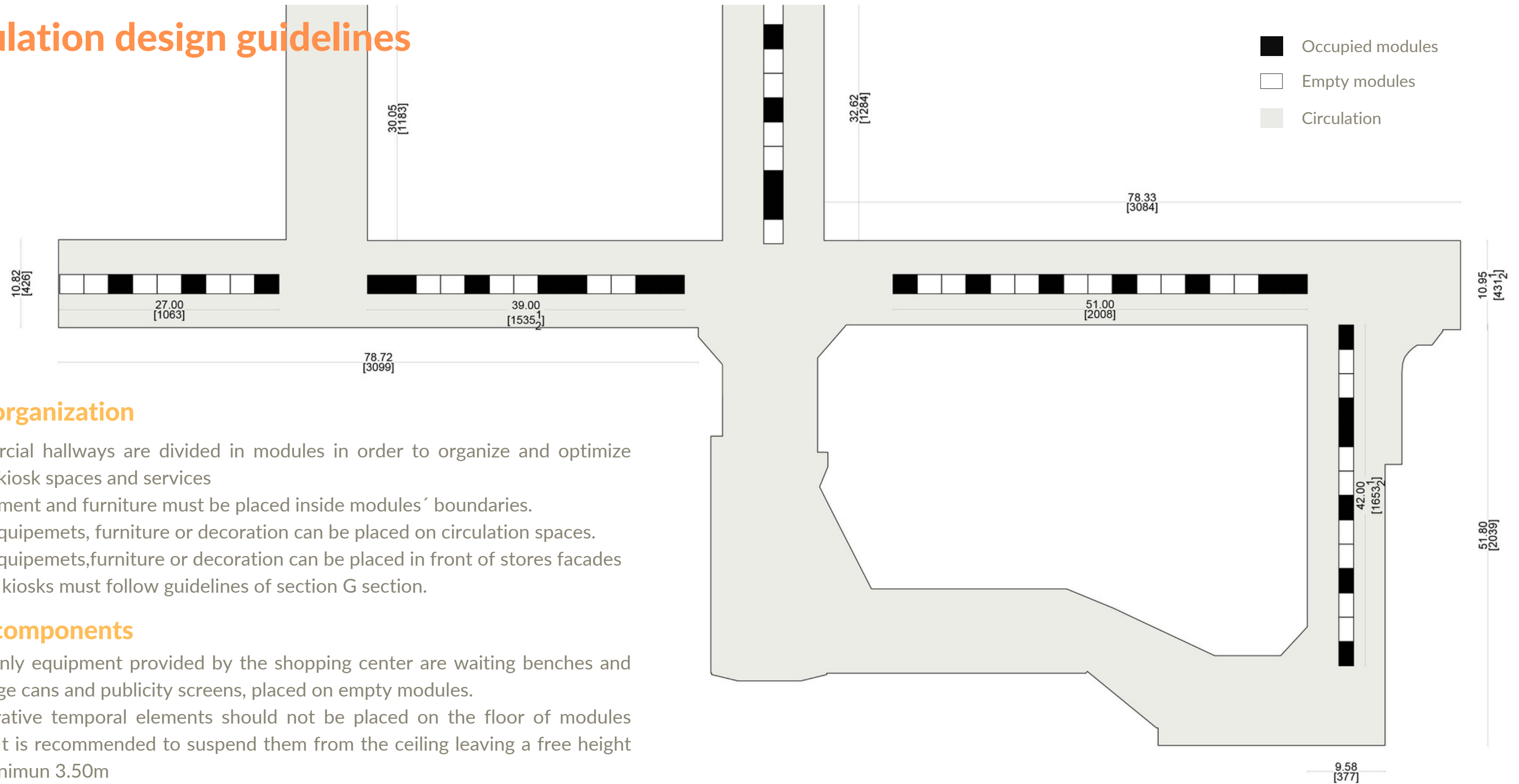
Minimum width	394 in (10.00m)
Length	1183 in (30.00m)
Height	192 in (4.90m)





# F

## Circulation design guidelines



### Space organization

- Comercial hallways are divided in modules in order to organize and optimize retail kiosk spaces and services
- Equipment and furniture must be placed inside modules´ boundaries.
- Not equipemets, furniture or decoration can be placed on circulation spaces.
- Not equipemets,furniture or decoration can be placed in front of stores facades
- Retail kiosks must follow guidelines of section G section.

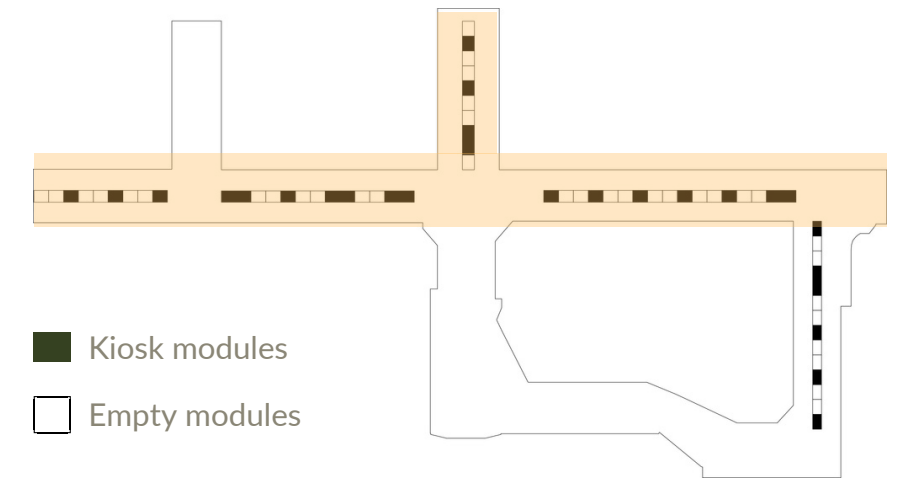
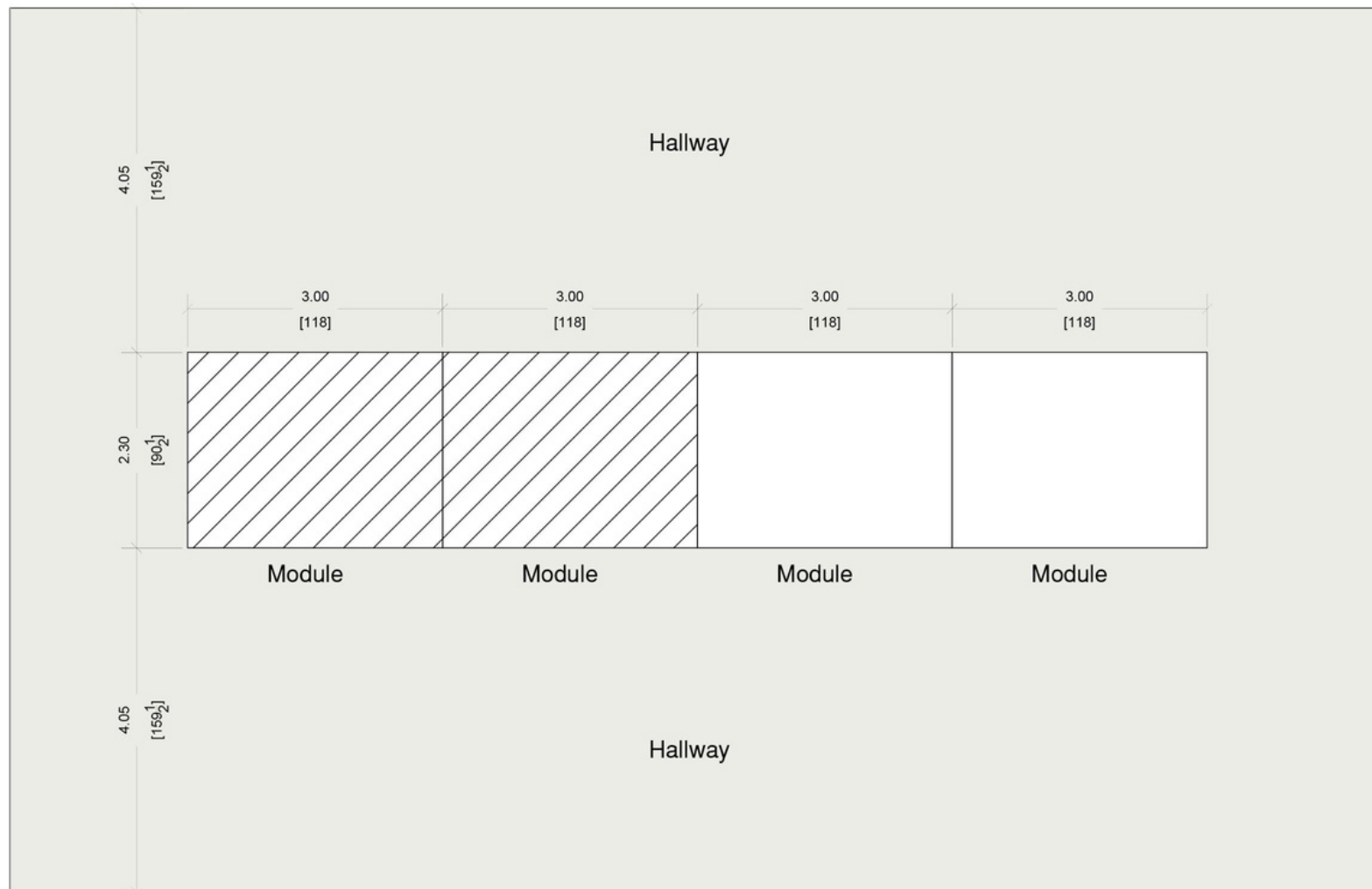
### Space components

- The only equipment provided by the shopping center are waiting benches and garbage cans and publicity screens, placed on empty modules.
- Decorative temporal elements should not be placed on the floor of modules area. It is recommended to suspend them from the ceiling leaving a free height of minimun 3.50m

## Retail kiosk design guidelines

- Due to width differences of hallways, two types of modules are established as shown in the following graphics

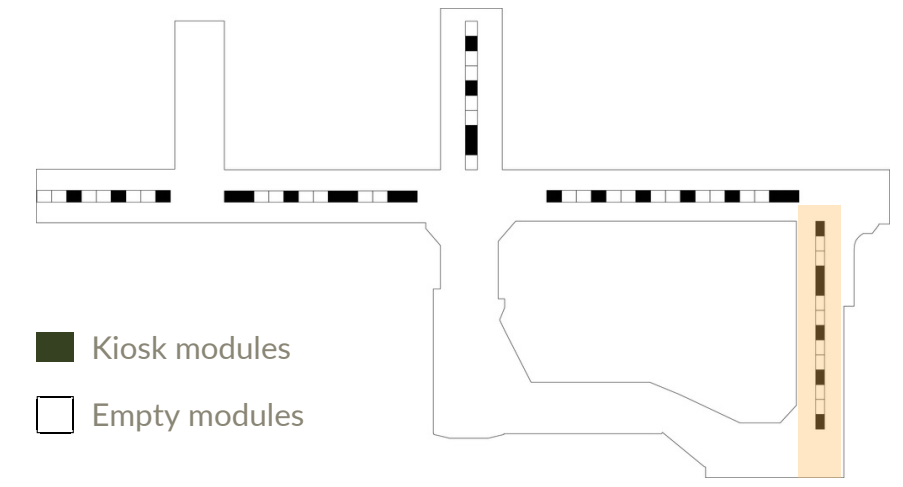
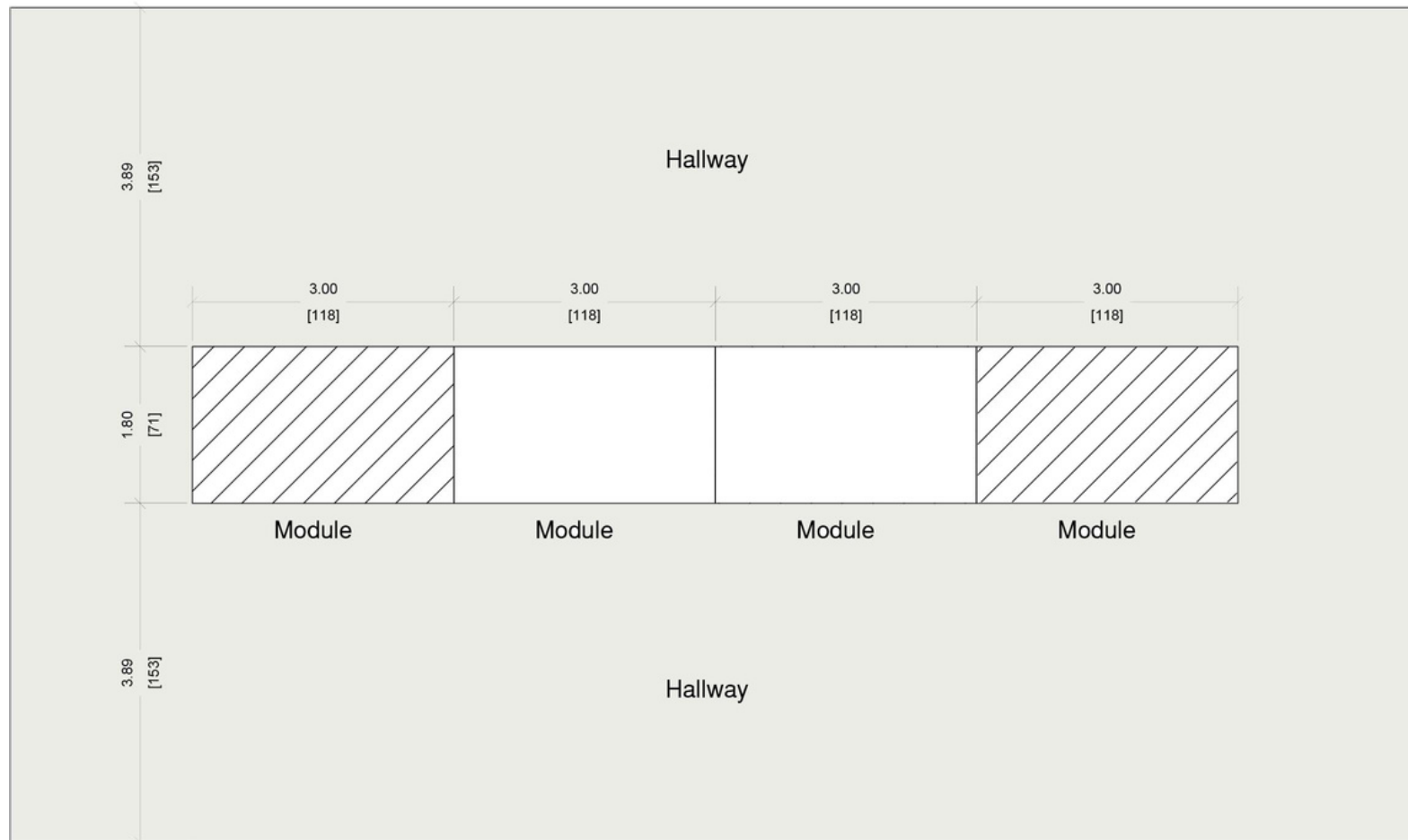
### Module type 1



Module dimension	118 in x 90 1/2 in (3.0m x 2.30m)
Module grouping	Maximum four kiosk modules (28 m <sup>2</sup> )
Space between kiosk modules	Two modules or 236 in (6.0 m)
Maximum height	82 1/2 in (2.10m)

# Retail kiosk design guidelines

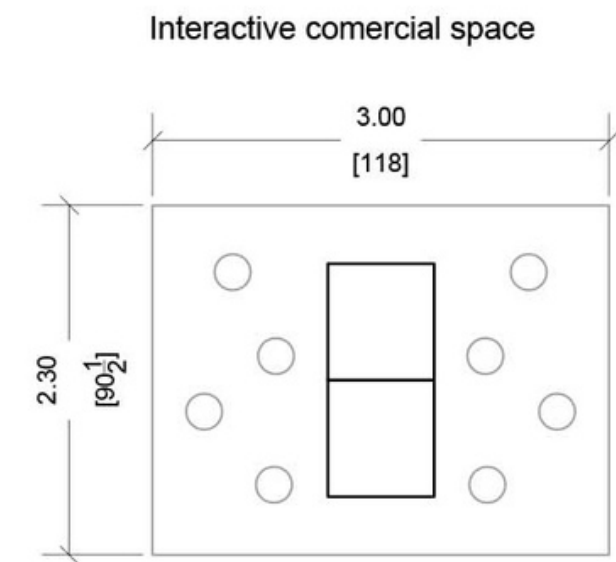
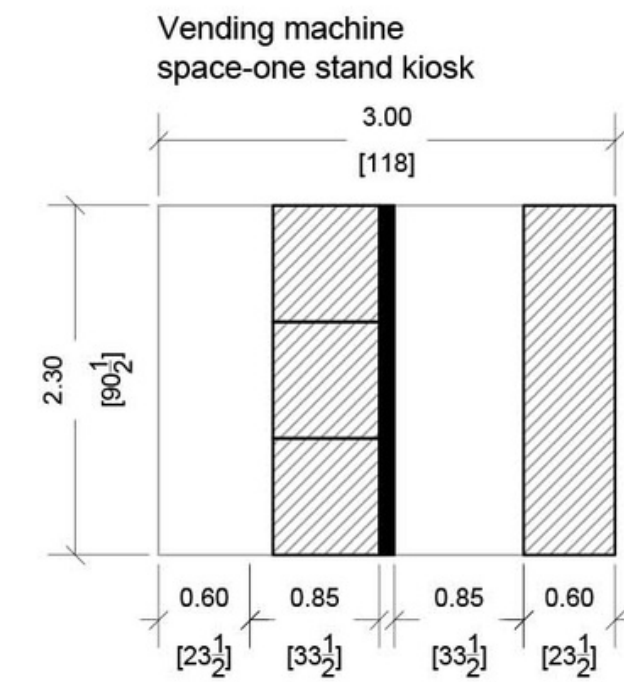
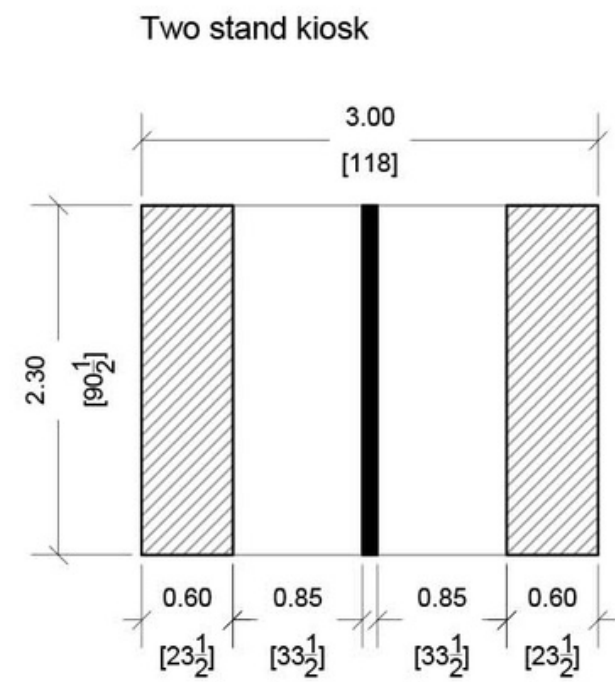
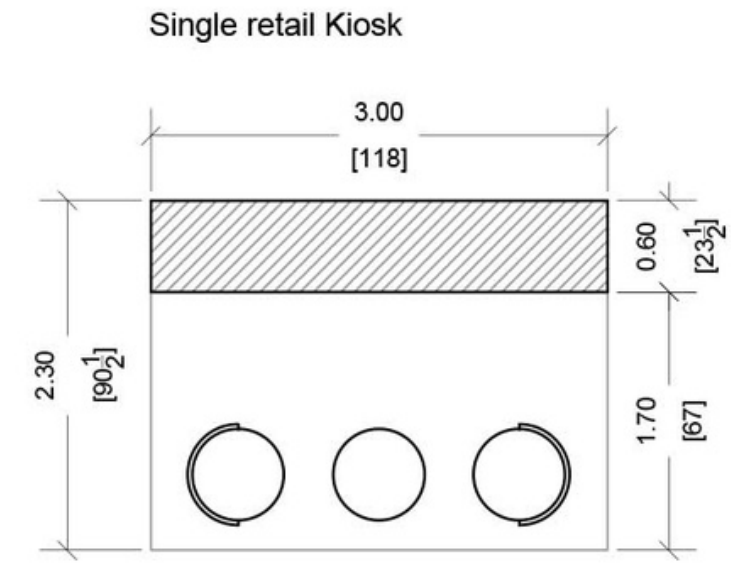
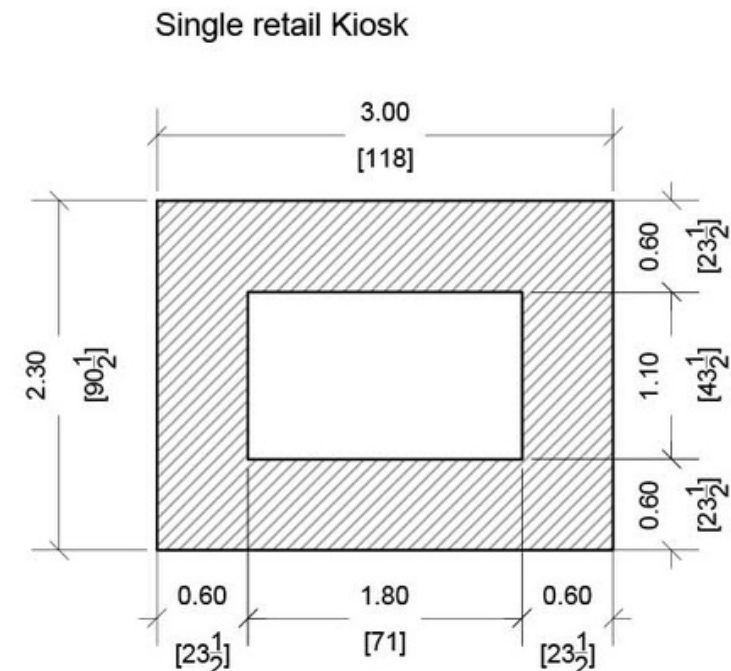
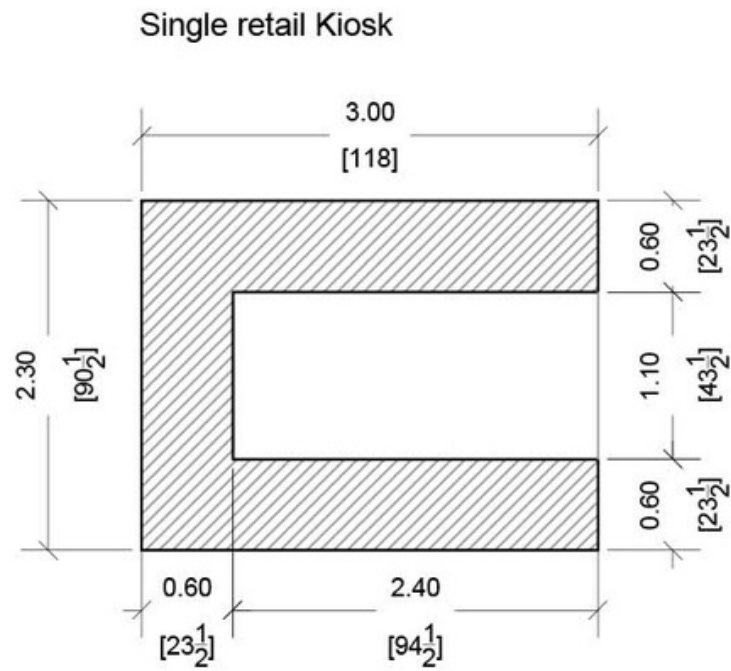
## Module type 2



Module dimension	71 in x 90 1/2 in (3.0m x1.80m)
Module grouping	Maximun four kiosk modules (28 m2)
Space between retail kiosks	Two modules or 236 in (6.0 m)
Maximun height	82 1/2 in (2.10m)

# Retail kiosk design guidelines

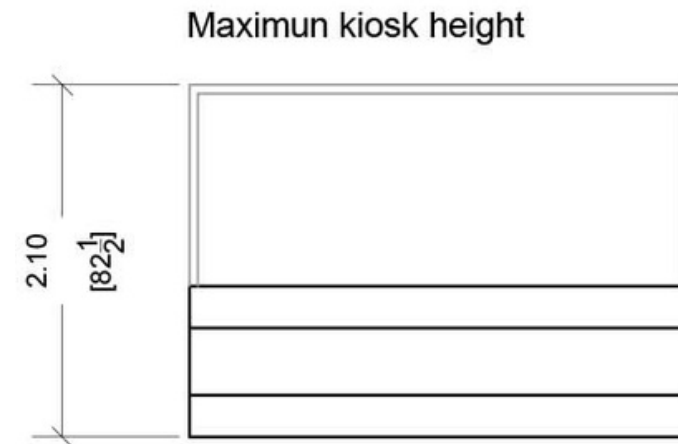
Suggested module occupation alternatives



## Retail kiosk design guidelines

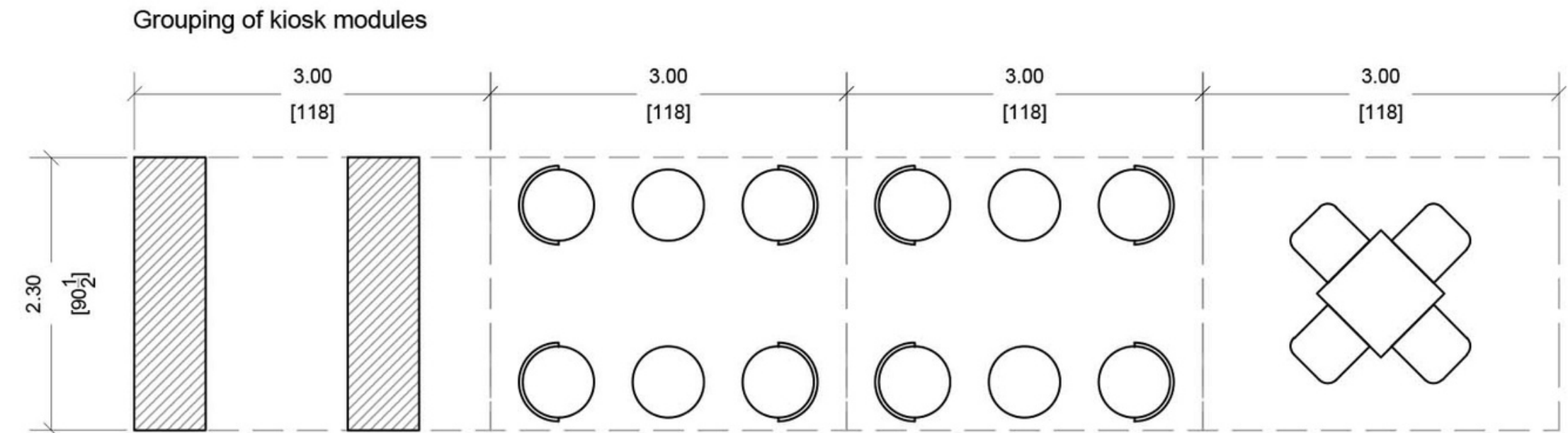
### Kiosk height

The defined maximum height involves any vertical element: ceiling, sign, modular furniture, decoration, etc.



### Grouping of kiosk modules

- Each tenant can build a comercial kiosk in a maximum space of four modules.
- All modules that contain exhibition furniture, storage or stay elements serving a reatil kiosk are considered occupied modules.
- No element may occupy the separation space between kiosks even if they are not fix elements such as chairs, tables, plants, etc.



# H

## Store facades design guidelines

### Store facade components and guidelines

New and existing stores must adapt its facades to the following design guidelines

	A	B	C
Description	Standart solid strip	Brand sign space	Glass facade
Finish	Drywall Matte white paint	Flexibility in the use of materials, according to brand image	Tempered glass with no profiles
Notes	Free of any structural or decorative element	Logos must be backlighted	

