

2016 aerial



Comprehensive Plan Conformance #17009

Antelope Valley Redevelopment Plan Amendment Telegraph District Phase 2

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T. Telegraph District Phase 2: Telegraph Flats & Telegraph Lofts

1. Project Area Description

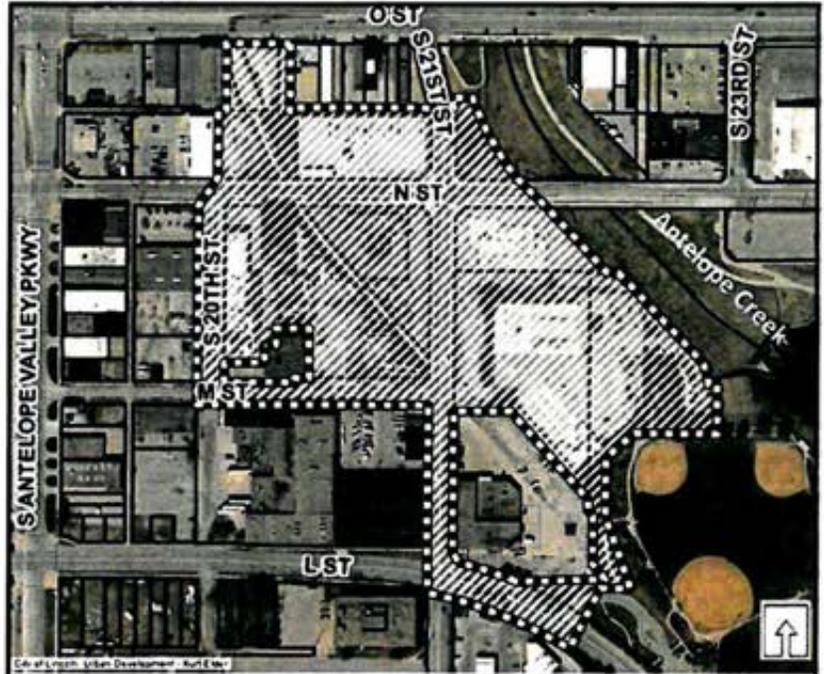
Telegraph District Phase 2 will include up to four areas with connecting streetscape enhancements:

- *Telegraph Flats* which includes up to three existing buildings located southeast of the S. 20th Street and N Street intersection and a surface parking area located directly north across N Street.
- *Telegraph Lofts East* which will include a new building constructed on the southeast corner of S. 21st & N Street.
- *Telegraph Lofts West* which will include a new building constructed on the southwest corner of S. 21st & N Street.
- *Telegraph Lofts South* which will include a new building constructed on the northwest corner of S. 21st and M Street.

The Project Area also includes the City-owned Munny Building and surrounding area, just west of the Antelope Creek channel. Total area of the Project, including public right-of-way, is approximately 16 acres. See maps, above & right.

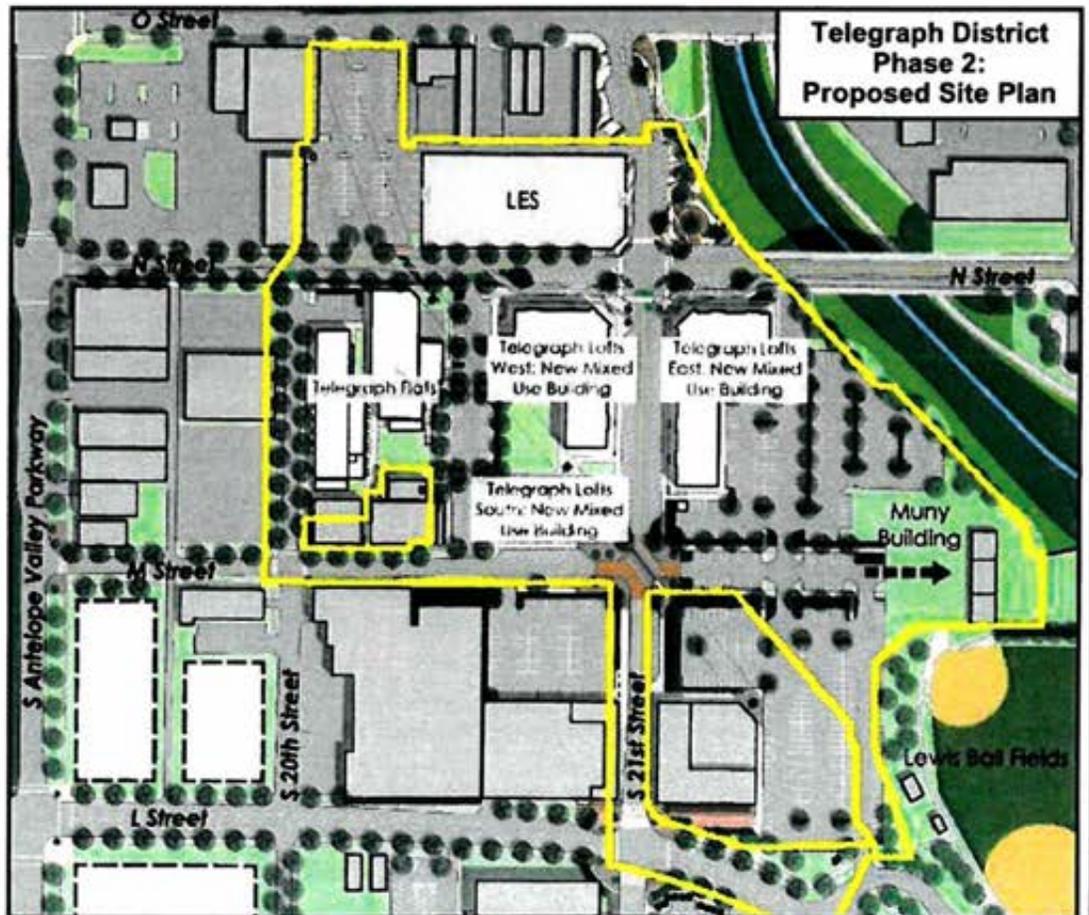
Telegraph Flats

The former Fisher Foods industrial campus will be re-adapted and renovated into a new urban mixed-use neighborhood called Tele-



Telegraph District Phase II: Project Area, Context & Boundaries

Project Area Boundary



Telegraph District Phase 2: Proposed Site Plan

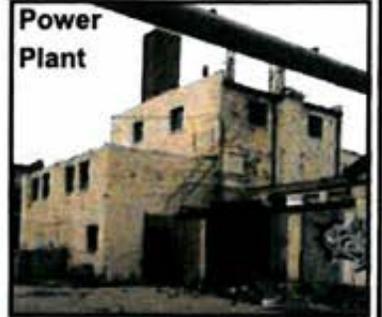
Towel Building



Dairy Building



Power Plant



graph Flats. The "Fisher Foods" building (or the Dairy Building) on South 20th Street has a rich history. It was built in 1924 for Roberts Sanitary Dairy Company by J. R. Roberts who began delivering milk in Lincoln in 1906 from his herd of 60 dairy cows. He soon built a processing plant at 16th & N, then moved to this larger facility at 20th & N in 1924, as well as opening plants in Sioux City and Omaha. J. R. Roberts' father, Artemas, designed the 20th Street building at age 82. He was one of the earliest architects in Lincoln, arriving in 1870 and working here until his semi-retirement to Florida around 1907. He occasionally did projects for his sons in Lincoln until his death in 1944 at 102 years of age. Roberts Dairy became a division of Prairie Farms-Hiland Dairy in 1981, a year after Fisher Foods bought the Lincoln property from Roberts Dairy. Fisher Foods manufactured dehydrated soups at the facility.

The Project Area will include all of the Telegraph Flats campus except for the southern portion along M Street which will be redeveloped in a later phase. The Telegraph Flats area will include renovation of three existing buildings along with a building expansion:

- The red brick Towel Building along N Street will be renovated into approximately four residential dwelling units and first floor retail uses.
- The yellow brick Dairy Building will be renovated and expanded into approximately 57 residen-

tial dwelling units and first floor retail uses. The southern section and east addition of the Dairy building is in total disrepair and needs to be demolished. In its place, a new L-shape building expansion will be added to the south and east of the Dairy Building and stair step from two stories to three stories in height.

A proposed four-foot vacation of S. 20th Street along the west side of the Dairy Building will allow for the construction of residential stairway connections and balconies.

- The Power Plant Building will be renovated to provide amenities to the residents, including indoor and outdoor social areas, patios, commons, and open spaces.



Rendering of the west elevation of renovated Dairy Building



**Rendering of Telegraph Lofts East
on SE corner of 21st & N**



Telegraph Lofts East

A new building containing approximately 147,870 square feet, four to five stories high is proposed for the southeast corner of S. 21st & N Street. The vacant corner was formerly an automotive dealership and human service center. The vacant lots to the south were previously used by the City's Parks and Recreation Department for a general maintenance building, a community forestry maintenance building, a shops building yard and a fueling station; all of which have been relocated.

The new building, along with a potential comple-

mentary companion building across S. 21st Street to the west, will help form a center focus point for the Telegraph District. Telegraph Lofts East will be designed to enforce the aesthetic character of the District. The first floor will be designed to include approximately 25,250 square feet of retail/restaurant uses as well as live/work loft and multi-family housing, with an elevated continuous covered porch dock adjacent to S. 21st Street. Upper floors will contain approximately 37,920 square feet comprised of office space and approximately 61 residential units. The new building will include both underground parking and off-street surface parking.

Rendering looking SSW at 21st & N



Telegraph Lofts West

This proposed footprint is currently a car wash facility. If the parcel on which the car wash is located were combined with the City-owned property immediately to its east and south, the property could be transformed into approximately 19,743 square feet of retail and 96 residential units in a five-story building with a lower level parking garage yielding approximately 45 parking spaces and associated off-street surface parking. Along with the Telegraph Lofts East, this complementary building could help create a central focal point for the Telegraph District at the intersection of N and S. 21st Street. Telegraph Lofts West will be designed to enforce the aesthetic character of the District.

Telegraph Lofts South

Another mixed use building is proposed at the northwest corner of S. 21st and M Street. The new building would contain approximately 17,308 square feet of retail and 84 residential units in a four or five story building with a lower level parking garage yielding approximately 39 parking spaces and associated off-street surface parking. Again, the building design will include durable brick masonry and complement the aesthetics of the Telegraph District.

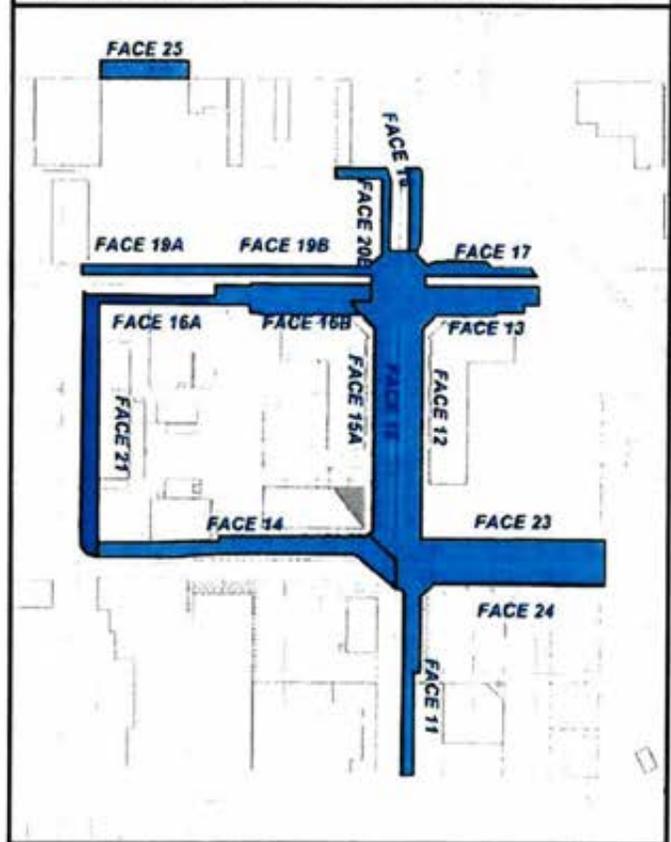
Streetscape Improvements

Subject to available funds, the Telegraph Flats, Telegraph Lofts East and Telegraph Lofts West (and/or South) will be connected and abut new and renovated streetscape improvements constructed throughout the Project Area, including: sidewalks, utilities, additional on-street parking, curb lines, brick pavers, street lighting, pedestrian lighting, planters and planting areas, District identification and logo markers and banners, bioswales, stormwater improvements, a bike share station and other related public improvements and infrastructure. The Project's streetscape improvements will cover approximately 4,350 linear feet (0.8 of a mile).

An enhanced screen wall is planned for the LES substation located on the northwest corner of S. 21st & N Street. The northeast corner segments of the enhanced screen wall may be designed to carry forward artistic aspects of the Constellation Studio's east façade building wall.

The enhanced streetscape improvements and the enhancements on the northeast corner of 21st & N Street, will complement Union Plaza while creating a sense of

Block faces receiving streetscape improvements



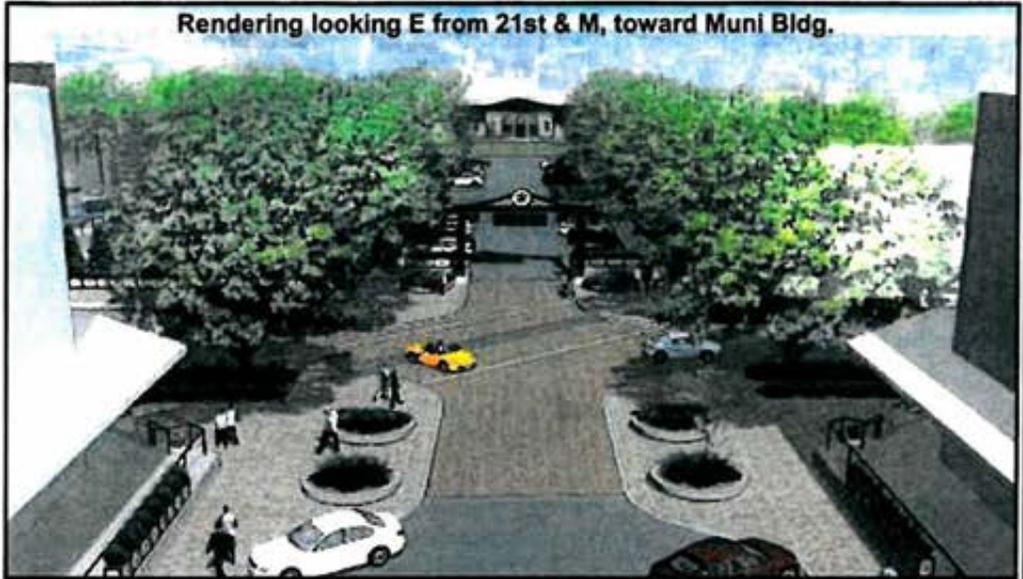
place for the Telegraph District.

S. 20th Street right of way in the Project Area will be reconstructed to enhance the streetscape and shift all on-street parallel parking to the east side of the street. The streetscape improvements will add on street parking on the east and west sides of S. 21st Street and the north and south side of N Street. A small segment of the N Street Cycle Track will be realigned to accommodate the additional on-street angle parking and pedestrian bump-out nodes near the intersection of S. 21st and N Streets.

Muny Building

Located adjacent to the Antelope Valley channel, the Muny Building was designated as a Lincoln Landmark in 2014 and is potentially eligible for listing on the National Register of Historic Places. The building is the former bath house of Muny Pool south of 23rd and N Streets, and was built in 1921 in conjunction with the Municipal (or Antelope) Pool. The pool was closed in 1972 and the basin was filled in. Around 2007, the Lincoln Parks & Recreation Department completed a rehabilitation of the bath house for offices.

The bath house was evaluated as not eligible for the National Register as part of the Antelope Valley Major Investment Study in 1998, on the basis of the loss of integrity due to the removal of the pool. However, the subsequent improvements to the building and its setting prompted its re-evaluation. The building's integrity and scale are compared to the few other surviving Lincoln parks buildings of similar era (Auld Pavilion of 1915, Ager Building of 1936, and Pioneers Park Golf Club House of 1937). The pool building has significance in the history of race relations in Lincoln as the surviving element of the venue of civil rights efforts to integrate the pool, especially for African American residents who lived immediately north of the pool on Monroe Avenue. It is likely the building could be successfully nominated to the National Register, which would add to its existing protection as a Lincoln Landmark.



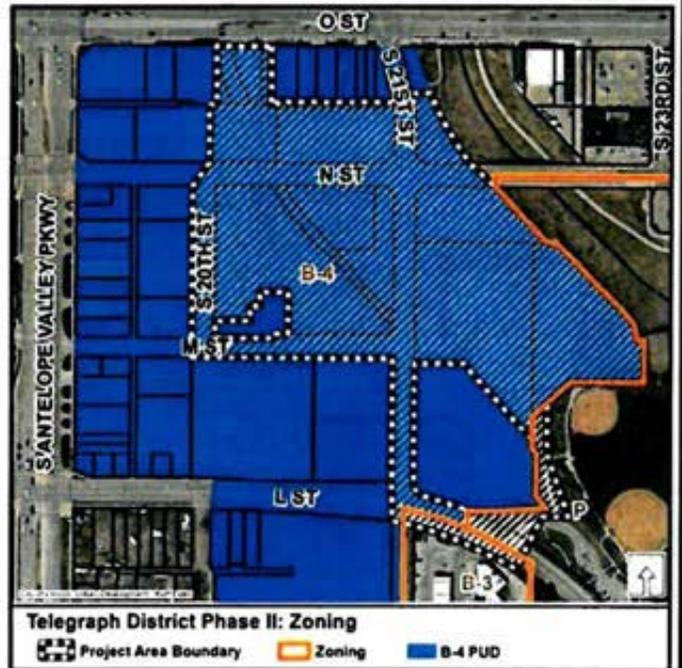
Rendering looking E from 21st & M, toward Muni Bldg.

The Lincoln Parks and Recreation Department relocated and consolidated offices in 2017, with only a small portion of the Muni Building retained for a Parks and Recreation Department office. The site is encumbered by Land and Water Conservation Funds. As a result, reuse of the building and surrounding area for purposes other than those related to parks and recreation will require a conversion process through the U.S. National Park Service, a bureau of the United States Department of the Interior.

Zoning, Design Standards and Land Use:

The site is zoned B-4 Lincoln Center Business District Planned Unit Development (PUD) which includes modifications to the Downtown Design Standards. As illustrated in *Existing Zoning* (above, right), the site is completely surrounded by the B-4 District PUD with the exception of a small portion of P-Public zoning on the Lewis Ballfield area.

The Lincoln Downtown Design Standards, as amended in the PUD, will apply to the Telegraph



District with additional design standards for new buildings constructed within the boundaries of the PUD to include:

- Durable brick masonry for the first 20 feet above street level,
- Articulation of long facades with windows, entrances, ornaments, and/or variations in the parapet and/or roofline, and
- Review of all new structures by the Urban Design Committee.

Land uses adjacent to the four projects are mostly commercial, industrial and/or parking lots. See *Existing Land Use* (right).

2. Statutory Elements

- **Property Acquisition, Demolition, and Disposal:** No public acquisition of private property, relocation of families or businesses, or the sale of property is necessary to accomplish the projects. The existing buildings proposed for renovation and rehabilitation will require extensive internal and external demolition, including asbestos removal and environmental remediation.
- **Population Density:** The proposed development within the Project Area will contain a minimum of 200 or more residential units which will result in a significant increase in population density.
- **Land Coverage:** Land coverage and building density will increase slightly with construction of Telegraph Lofts East on a parcel which is currently vacant. However, three buildings previously on the project site were demolished so future land coverage will not be as great as recent past land coverage, see *Future Land Use* (right).
- **Traffic Flow, Street Layouts, and Street Grades:** The City's Public Works and Utilities Department has indicated that the proposed Telegraph District Phase 2 projects are not likely to result in a significant increase in traffic and no turn lanes will be required.
- **Parking:** The Telegraph Flats project will include approximately 80 off-street surface parking spaces abutting the Towel, Dairy and Power Plant buildings as well as an improved surface parking lot (approximately 65 stalls) across N Street to the north. Telegraph Lofts East will have approximately 65 parking stalls underneath the building and over 200 off-street surface parking stalls located southeast of the building. Additional on-street angle parking will be added along S. 21st Street and N Street.
- **Zoning, Building Code, and Ordinances:** Current zoning is B-4 with no re-zoning required. Applicable building codes will be met and, to the degree possible, so will downtown design standards.



Telegraph District Phase II: Existing Land Use

| | | |
|------------------------|----------------------|------------------|
| Project Area Boundary | Light Industrial | Utility Facility |
| Single Family Detached | Public & Semi-Public | Parking Lot |
| Apartments | Park Land | Vacant Land |
| Commercial | | |



Telegraph District Phase II: Future Land Use

| | | |
|------------------------|----------------------|-------------|
| Project Area Boundary | Light Industrial | Mixed Use |
| Single Family Detached | Public & Semi-Public | Parking Lot |
| Apartments | Park Land | Vacant |
| Commercial | | |

3. *Financing and Cost Benefit Analysis*

As required by Nebraska Community Development Law (Neb. Rev. Stat. §18-2113), the City has analyzed the costs and benefits of the proposed Project including:

- *Tax Revenues:* The public investment may range from \$5.1 to \$7.1 million. These public investments will leverage the private investments ranging from \$39.8 million to over \$50.0 million. Upon completion of the Telegraph District Phase 2 projects, the assessed value of the property will increase by an estimated \$31 million to 42 million. This will result in an estimated range of \$5,125,000 to \$7,077,598 in Tax Increment Financing (TIF) over 15 years to help fund public improvements. Thus for every City TIF dollar invested, there will be \$7.04 to \$7.80 of private investment.

The Urban Development Department believes that the public improvements and enhancements proposed in this plan amendment would not occur "but for" the Tax Increment Financing generated by private redevelopment within the Project Area. Each Phase 2 project would not be achievable to the extent shown without TIF.

- *Public Infrastructure and Community Public Service Needs Impacts:* It is not anticipated that Telegraph District Phase 2 projects will have an adverse impact on existing public infrastructure or City services. In fact, the new streetscape improvements include updated water lines, sidewalks, curb and gutters, on-street parking stalls, stormwater improvements, street lights, pedestrian lighting, and pedestrian crossings.

In the future, to accommodate construction of Telegraph Lofts West and/or Telegraph Lofts South, portions of a 42 inch sanitary sewer main will need to be rerouted from its current location paralleling the former Rock Island Railroad right of way. A new water main will need to be constructed in the M Street right-of-way between 20th and 21st to accommodate the buildings to be constructed within the Project Area and to encourage further redevelopment. Except for the M Street water line between S. 20th and 21st Streets, these improvements will be made without expending utility funds or City general funds.

- *Employment Within & Outside the Redevelopment Project Area:* Telegraph District Phase 2 projects will not have any adverse impact on employment within or outside the Project Area. New retail and commercial businesses in the Project Area will increase employment in the area.
- *Other Impacts:* The reuse and renovation of the Fisher Food complex into Telegraph Flats and the new construction of the three potential Telegraph Lofts redevelopment projects will revitalize the area by bringing new residential opportunities to the southeast portion of downtown. The current dilapidated and blighted area will become a vibrant, mixed-use district while maintaining the historic character of the area. Streetscape improvements will tie the overall area together and create a walkable neighborhood linked to Phase 1 of the Telegraph District. The entire District will change from a blighted area with vacant buildings to a desirable, walkable neighborhood close to traditional downtown, bike trails and Union Plaza Park. One or more bike share stations will be implemented in the Telegraph District, which will add transportation and recreational opportunities to the District and the community at large.

The proposed improvements will retain and create new jobs, increase business and expand the tax base without adverse effect on either public or private entities. There will be a temporary material tax shift because of the use of Tax Increment Financing, but there will also be significant personal property tax and other municipal revenue generated for the immediate benefit of the community. Phase 2 projects will facilitate the redevelopment of underutilized buildings without the incurrence of significant public cost.

The proposed improvements will create tax and other public revenue for the City and other local taxing jurisdictions. While the use of Tax Increment Financing will defer receipt of a majority of new ad valorem real property taxes generated by improvements, Telegraph District Phase 2 projects will include a substantial amount of personal property that will be on the property tax rolls upon its acquisition and installation. The personal property will generate immediate tax growth to all local taxing jurisdictions. In addition to

new personal property tax revenues, the sub-phases will also contribute to municipal revenues through impact fees, excise taxes, fees, licenses, sales taxes, and other taxes that occur and are paid in the course of normal operation of a business.

Phase 2 projects should have a positive impact on private sector businesses in and around the area outside the boundaries of the redevelopment projects. The improvements are not anticipated to impose a burden or have a negative impact on other local area employers, but should increase the need for services and products from existing businesses.