

City Council Introduction: **Monday**, March 14, 2011
Public Hearing: **Monday**, March 21, 2011, at **3:00** p.m.

Bill No. 11R-62

FACTSHEET

TITLE: A Resolution approving and adopting a proposed amendment to the **LINCOLN CENTER REDEVELOPMENT PLAN**, requested by the Director of the Urban Development Department, to extend the "Lincoln Star Buildings Redevelopment Project" area to include the M Street right-of-way from 7th Street to 17th Street.

STAFF RECOMMENDATION: A finding of conformance with the Comprehensive Plan.

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: Consent Agenda: 02/23/11
Administrative Action: 02/23/11

RECOMMENDATION: A finding of conformance with the Comprehensive Plan (8-0: Partington, Taylor, Gaylor Baird, Cornelius, Lust, Francis, Esseks and Sunderman voting 'yes'; Larson absent).

FINDINGS:

1. The purpose of this proposed amendment to the **Lincoln Center Redevelopment Plan** is to amend the "Lincoln Star Buildings Redevelopment Project" to extend the project area to include the M Street right-of-way from South 7th Street to South 17th Street to allow for streetscape design and improvements.
2. The staff recommendation to find the proposed amendment to be in conformance with the Lincoln Center Redevelopment Plan, the Downtown Master Plan and the Comprehensive Plan is based upon the "Analysis" as set forth on p.4-5. The proposed amendment is found on p.9-15.
3. On February 23, 2011, this application appeared on the Consent Agenda of the Planning Commission and was opened for public hearing. No one came forward to speak.
4. On February 23, 2011, the Planning Commission agreed with the staff recommendation and voted 8-0 to find the proposed amendment to the **Lincoln Center Redevelopment Plan** to be in conformance with the 2030 Comprehensive Plan (Comprehensive Plan Conformance No. 11001).

FACTSHEET PREPARED BY: Jean L. Preister

DATE: March 7, 2011

REVIEWED BY: _____

DATE: March 7, 2011

REFERENCE NUMBER: FS\CC\20111\CPC11001 Redev Plan

LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for February 23, 2011 PLANNING COMMISSION MEETING

- PROJECT #:** Comprehensive Plan Conformance No.11001
- PROPOSAL:** To amend the Lincoln Star Buildings Redevelopment Project in the Lincoln Center Redevelopment Plan to extend the project area to include the M Street right -of-way from S. 7th Street to S. 17th Street to allow for streetscape design and improvements.
- LOCATION:** M Street from S. 7th Street to S. 17th Street
- CONCLUSION:** This project is in conformance with the Comprehensive Plan, Downtown Master Plan and the Lincoln Center Redevelopment Plan.

<u>RECOMMENDATION:</u>	In conformance with the Comprehensive Plan.
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GENERAL INFORMATION:

LEGAL DESCRIPTION: M Street right-of-way from S. 7th Street to S. 17th Street and Lots 1-4 and the east half of the vacated north-south alley adjacent to Lot 4 and the abutting vacated east west alley Block 88 Lincoln Original and Lots A-F Brocks Subdivision and the west half of the adjacent vacated alley.

SURROUNDING LAND USE AND ZONING:

Almost all of the zoning in this area is either P Public or B-4 Lincoln Center Business District with the exception of 1 ½ blocks on the north side of M Street east of S. 7th Street which is zoned I-1 Industrial.

HISTORY: The Lincoln Center Redevelopment Plan was first adopted in 1975 and has had more than 20 revisions for specific projects since its major update in 1985. Emphasis shifted to smaller, incremental redevelopment efforts, as summarized in “Downtown Master Plan” of 1989. Major benchmarks have been the 1993 revisions to approve parking structures, the Burnham Yates Conference Center, a childcare center, and the O Street Skywalk, utilizing proceeds from a bond issue of 1985. These smaller, incremental projects followed concepts summarized in the “Downtown Master Plan” of 1989. Subsequent redevelopment projects over the past ten years were included by amendment of the Lincoln Center Redevelopment Plan: Cornhusker Square, Lincoln Star Building, Old Federal Building, Lincoln Mall, and Haymarket 7th & 8th Street Core Redevelopment Projects. The 2005 “Downtown Master Plan” highlights the development of a Dining/Entertainment Retail area in the Haymarket, with special identification of likely improvement in the “New arena and convention center neighborhood”.

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2030 Comprehensive Plan Future Land Use map shows this area as Commercial. (P. 19)

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. At the same time, Downtown Lincoln belongs to all residents of Nebraska because “downtown” is synonymous with the University of Nebraska, state government, and the State Capitol building. This state-wide ownership has strong economic implications, and for that reason, as well as the desire to maintain downtown as the “heart” of the community, the Comprehensive Plan will ensure that downtown remains a special place. The Plan will seek to preserve vistas and institutions of cultural importance, to reinforce the district as a center of entertainment, and to promote a rich diversity of activities and uses, including housing, education, government, offices and commerce. (P. 7)

Transit, pedestrian, and bicycle networks should maximize access and mobility to provide alternatives and reduce dependence upon the automobile. (P. 11)

Streets and public spaces should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities. The street network should facilitate calm traffic conditions, provide multiple connections within and between neighborhoods, using neighborhood development aspects such as four way intersections of residential streets, multiple connections to arterial streets, and reduced block lengths. (P. 11)

Streets and public spaces should be designed within each center to enhance pedestrian activity and support multiple modes of transportation. Commerce Centers should have convenient access to the major roadway system and be supported by roads with adequate capacity. (P. 47-48)

Pedestrian Districts - These areas are typically located in settings where people go to walk around, shop, eat, or conduct business. These districts attract large numbers of pedestrians on a regular basis. They include the Downtown (along with the main campus of the University of Nebraska-Lincoln), University Place, College View, and Havelock. Pedestrian level of service standards in these areas should be high. These areas should have direct, continuous sidewalks with safe street crossings. Visual interest and amenities should serve to attract people to these districts. Future large scale, mixed-use activity districts should be considered members of this category of pedestrian activity centers. (P. 91)

An existing bike lane is shown on S. 11th Street and a potential future bike lane is shown on M Street adjacent to this block. (P. 95)

M Street is classified as an urban collectors. (P. 102)

DOWNTOWN MASTER PLAN SPECIFICATIONS:

The M Street side of this block is identified as part of the “Bicycle Framework”. (P. 45)

New Circulation Opportunities include possible street enhancements that could provide circulation for new development and improve movement within existing districts. These streets may be constructed all at once or in phases as part of individual redevelopment proposals. The new streets could include: M Street with pedestrian friendly access along the proposed M Street park blocks and adjacent development between 7th and 11th to the west, and 16th and 19th to the east.(57)

M Street

Outside of the existing M Street right-of-way, and separated from the main travel lanes by a landscaped median, the new M Street streets would provide auto travel one-way westward – thus allowing autos traveling on the main, eastbound M Street roadway to loop back in the opposite direction at each block.

These new streets are different from the “parallel access streets” discussed earlier as part of the Retail Boulevard; the parallel access streets are within the existing right-of-way (rather than adjacent to it) and provide travel in the same direction as the adjacent roadway (instead of in the opposite direction). (P. 59)

11th Street and M Street are both identified as being part of the “Bicycle Framework” (P. 67)

Improvements and additions to Lincoln’s parks and open spaces network include M Street Park Blocks -M Street between 7th and 11th Streets and between Centennial Mall and 21st Streets.

- East and West Park Blocks – M Street between 7th and 11th Streets and between 16th and 21st Streets.
- Urban Park Blocks – M Street between 11th and 16th Streets. (P. 91)

M Street Park Blocks

The Park Blocks are intended to provide a memorable, easily identifiable public open space for southwest and southeast downtown districts. The Park Blocks will:

- Provide a focus and amenity for nearby redevelopment.
- Provide green linkages connecting major recreational parks in South Haymarket and Antelope Valley.
- Provide lawn areas for passive and active impromptu recreation opportunities.
- Include a multi-use (bike/ped) pathway.
- The Park Blocks will require willing acquisition or dedication of approximately 50’ of setback within existing private parcels . These Park Blocks:
- Do not reduce the viability of development of any planned building type on adjacent parcels. Instead, they improve property values of adjacent parcels.
- Can be phased or added as parcels redevelop, although it is preferable that the Park Blocks are assembled and constructed in a single phase.
- Could require narrowing of existing M Street roadway facilities. (P. 92)

ANALYSIS:

1. This project proposes to add the M Street right-of-way from S. 7th Street to S. 17th Street to the Lincoln Star Building Redevelopment Project which is part of the Lincoln Center Redevelopment Plan in order to capture Tax Increment Financing(TIF) generated from the Lincoln Star Redevelopment Project for street scape improvements and design. The original Lincoln Star Redevelopment Project included the entire block from S.11th to S. 12th Street and from M to L Street.
2. The total initial expenditure for the Lincoln Star Buildings Redevelopment Project was estimated to be \$1,931,441; public (City) \$451,441, and private \$1,480,000. Funds not yet expended and additional TIF funds expected to be accrued as part of the original investment will be used toward the expansion of the M Street streetscape design and improvements. The funds may be used on design and construction of utilities and streetscape improvements, including removal or redevelopment of vaults, and construction or installation of sidewalks, streets, curbs, drives, and streetscape amenities. The source of public funds for these improvements will be Community Improvement Financing generated from the private development within the project area. Community Improvement Financing is estimated to be \$.6 million. Additional funds for the construction of M Street improvement will need to be designated as part of existing and future redevelopment projects along the M Street corridor.
3. Funding to design the M and S. 11th Street promenades and construct a portion of street and install streetscape improvements as identified in the Downtown Master Plan was part of the 2010-2011 Capital Improvements Program (CIP). The capital improvements financing shown as part of the CIP was \$480. This project was found to be in conformance with the Comprehensive Plan.

4. This proposal allows for refinement of the concept in Downtown Master Plan. M Street corridor includes several historic resources including Meadow Gold block, Color Court, St. Paul United Methodist Church, Palace Stable & Lincoln Star Building, Pershing Auditorium which should be taken into account in the corridor/streetscape design.
5. The need for a more detailed plan for M Street has been identified as the City recently has dealt with redevelopment plans for Block 68 (Gold's parking lot, between S.10th and S.11th Streets, L to M Street) and the Telesis block (S.7th to S.8th Street, L to M Street). The Park Block concept in the Downtown Master Plan will be re-examined and may be reconfigured to more closely resemble the promenade concept shown for other streets in the plan. The design plan should establish the configuration of future curblines, parking bays, as well as prototypical designs for streetscape improvements.
6. M Street is shown in the Downtown Master Plan along with N Street as accommodating a pair of one-way bike lanes from Antelope Creek on east to a proposed new park in South Haymarket on the west. Additional funding will need to be found to look at how N Street will be configured and how the pair of bike lanes will extend east of 17th Street (the boundary of the redevelopment area) and connect to the new Antelope Creek bike path.
7. After review no city department had any objections to this application. Departments made the following comments:

The Lincoln-Lancaster County Health Department supports the approval of this application.

Public Works will work with the developers and property owners for the on street parking changes that may be required with this application. There may also be some utility relocations such as storm sewer and fire hydrants that may need to be addressed on the final plans.

Prepared by:

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DATE: February 10, 2011

APPLICANT / CONTACT: Urban Development
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Hsalem@lincoln.ne.gov

COMPREHENSIVE PLAN CONFORMANCE NO. 11001

CONSENT AGENDA
PUBLIC HEARING & ADMINISTRATIVE ACTION
BEFORE PLANNING COMMISSION:

February 23, 2011

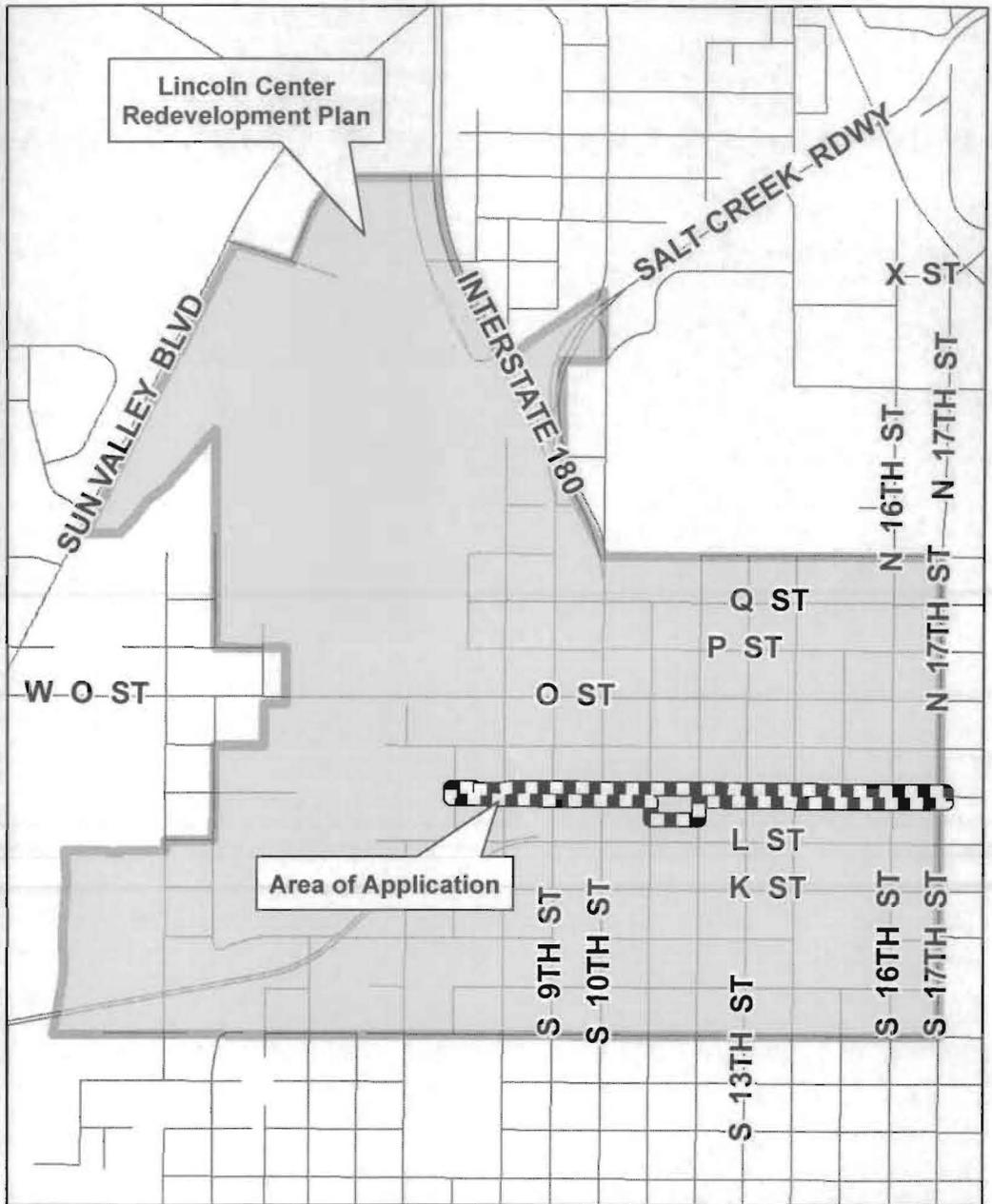
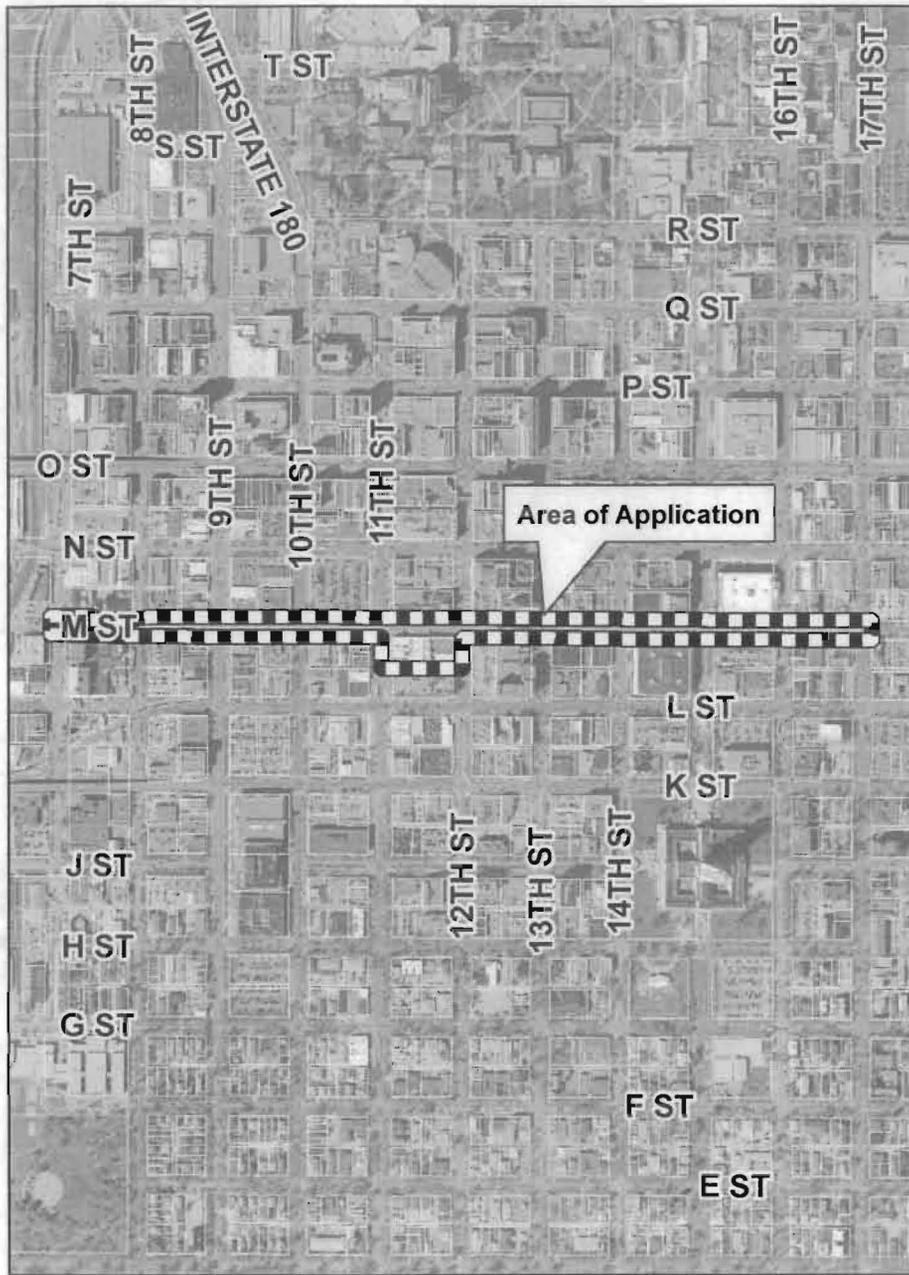
Members present: Gaylor Baird, Cornelius, Esseks, Francis, Lust, Partington, Sunderman and Taylor; Larson absent.

The Consent Agenda consisted of the following items: **COMPREHENSIVE PLAN CONFORMANCE NO. 11001, COMPREHENSIVE PLAN CONFORMANCE NO. 11002, STREET AND ALLEY VACATION NO. 11001, COUNTY CHANGE OF ZONE NO. 10026, CHANGE OF ZONE NO. 11003, COUNTY CHANGE OF ZONE NO. 11004, WAIVER NO. 11002 AND COUNTY WAIVER NO. 11003.**

Ex Parte Communications: None

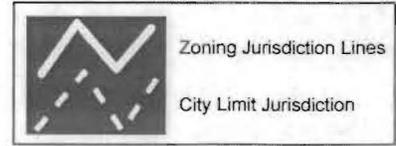
Taylor moved approval of the Consent Agenda, seconded by Francis and carried 8-0: Gaylor Baird, Cornelius, Esseks, Francis, Lust, Partington, Sunderman and Taylor voting 'yes'; Larson absent.

Note: This is final action on Waiver No. 11002, unless appealed to the City Council by filing a letter of appeal with the City Clerk within 14 days of the action by the Planning Commission.



Comp Plan Conformance #11001
Lincoln Center Redevelopment Plan
M Street ROW from S 7th St to S 17th St

m:\plantarcview\CPCRedevelopmentAreaDrawings.mxd (CPC11001)



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**CITY OF LINCOLN
NEBRASKA**

MAYOR CHRIS BEUTLER
lincoln.ne.gov

Urban Development Department
David Landis, Director
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Lincoln, Nebraska 68508
402-441-7606
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January 26, 2011

Brandon Garrett
Planning Department
City / County Building
555 S 10th Street
Lincoln, NE 68508

Dear Brandon:

Please find that the proposed amendment to the Lincoln Star Buildings Redevelopment Project in the Lincoln Center Redevelopment Plan has been submitted via ProjectDox. The amendment extends the project area to include the M Street right of way from 7th to 17th Streets to allow for streetscape design and improvements.

Please forward the proposed amendment to the Planning Commission for their consideration of its consistency with the Comprehensive Plan at the February 23, 2011 public hearing. We hope to have the amendment to City Council for introduction on March 14 and public hearing on March 21.

If you have any questions about the plan amendment or schedule, please contact me at 441.7866 or hsalem@lincoln.ne.gov.

Best Regards,

Hallie Salem
Community Development Specialist

J. THE LINCOLN STAR BUILDINGS REDEVELOPMENT PROJECT

1. Revitalization Project Description

The Lincoln Star Buildings Redevelopment Project, ~~as part of the revitalization/~~ redevelopment involves a portion of Block 88 and the M Street right of way within the downtown mixed use revitalization/development area (see Exhibit IV-115 for project boundary). The project involves a combination of public and private resources detailed in this section. The project area is presently occupied by the four (4) structures (formerly Back to the Bible Complex) being renovated (The Star Building, The Star Annex, The Back to the Bible Tower, and the historically significant Palace Stables) and two-structure College of Hair Design Complex. A fifth building/facade (Townsend) may be relocated to this block. The public elements of the project include rebuilding the sidewalks and (repairing/sealing) sidewalk vaults, roof/slab, and streetscape/landscape improvements, and building an alley skywalk bridge connecting the Back to the Bible Tower (or Star South Annex), and the Carriage Park Garage. ~~The skywalk bridge is necessary to provide the parking and pedestrian connection from the renovated Star buildings to the city parking garages and to provide pedestrian access into the existing downtown skywalk system.~~ The redevelopment/revitalization will result in the following improvements:

The Lincoln Star Buildings Complex - An aggregate of four integrated buildings of varying heights and designs to be substantially renovated with new windows/facades and interior construction, some of which are historically significant. All of these buildings will be converted into office space. A fifth building (Townsend) may be relocated to this block. In addition, an underground fuel tank exists under the 12th Street sidewalk (city rights-of-way) at the northeast corner of the Star South Annex Building. The tank must be removed, which may involve environmental requirements, issues/concerns. All these improvements/activities will be the responsibility of the private developer.

College of Hair Design Complex - An aggregate of two integrated buildings (two-story without basement; three-story with basement), both have structures exterior and interior building, electrical, plumbing and heating systems in good to very good/well-maintained condition except for the south half of the basement, which is presently being renovated for classroom, conference room and office space. The entire complex is used for beautician and barber education and training, and made up of a service area, classrooms, offices, lounge, and some apartment units for student housing. (See Exhibit IV-114 - Site Plan).

Skywalk ~~A skywalk bridge is proposed to be constructed over the privately owned, east-west alley between 11th and 12th Streets. The skywalk bridge may be open on its sides or enclosed with support columns which may need to occupy Carriage Park Garage alley setback space. The proposed skywalk will allow an easy, convenient connection between the Carriage Park Garage and the redeveloped Star Buildings. This may be a public or private improvement.~~

Public Improvements/Amenities - Installation, construction or re-construction of streets, curbs, sidewalks, utilities, drives, sidewalks, vaults, and streetscape improvements, i.e. landscaping, benches, bike racks, trash receptacles, may be accomplished as or where necessary.

Design - The actual size and design of the public improvements, including the M Street Promenade Streetscape, are to be determined after the city secures the services of professional engineers/architects and receives public input.

Public Improvements - See Exhibit IV-116.

2. Statutory Elements

a. Property Acquisition, Relocation, Demolition and Disposition

Accomplishing the Lincoln Star Buildings Redevelopment Project requires no actual ownership acquisition of property. However, the skywalk bridge will require public action within the existing building improvements and such property rights and air rights necessary to be acquired for streetscape/vault construction and construction of the skywalk bridge and the buildings' facade connection demolition work by the city of Lincoln.

In addition, the city may need to provide for access to, from, and through the Carriage Park Garage facility and the Lincoln Star Buildings Complex for pedestrian use.

(1) Acquisition

The city of Lincoln will acquire such easements, property rights, and air rights necessary to construct the skywalk bridge on the following portions of the indicated block:

Block 88: (a) air rights over a portion of the private alley between Lots 2 and 3, north side (private property), and Lots 10 and 11, south side (public property, or between Lot 1 (private property), and Lot 12 (public property), for construction of skywalk bridge.

(b) easements and property rights on portions of Lots 2 and 3, or Lot 1 for construction through building facade connection. (See Exhibit 115).

The city may acquire the necessary fees, easements, property rights, air rights, and covenants by way of voluntary purchase (see Land Acquisition Proposals, Appendix B).

~~(2) Demolition~~

~~After the city of Lincoln has acquired the easements, property rights and air rights on Block 88 indicated above (a), it will prepare the site/building facades for construction including securing insurance and bonds, and taking other necessary measures to protect citizens, the project, and surrounding property.~~

~~(3) Disposition~~

~~Should demolition be required, the city will take necessary measures to protect citizens, the project, and surrounding property. No sale of property is necessary to accomplish this project.~~

b. Population Density

No population density exists in the Lincoln Star Buildings Complex and will remain unchanged. The apartment units in the College of Hair Design Complex will remain as is (student housing).

c. Land Coverage and Building Density

The present land coverage and building density will increase only if the Townsend Building is moved to the project site.

d. Traffic Flow, Street Layouts and Street Grades

It is anticipated that this project will increase the pedestrian and automobile traffic.

~~The street layout and street grades will remain as is. Street lanes, sidewalk, and bike lanes may be modified as a result of this project to create a traffic flow consistent with the Downtown Master Plan, as well as plans for West Haymarket, Antelope Valley, and other redevelopment projects. The City will work interdepartmentally and with adjacent property owners on design changes to existing street configurations.~~

e. Parking

The redevelopment project area is served by the recently constructed 710-space Carriage Park Garage public parking facility.

~~On-street parking may be modified as a result of this project. The City will work interdepartmentally and with adjacent property owners on design changes to existing parking configurations.~~

~~Parking on the north half of the west side of 12th Street may be modified from parallel parking to diagonal parking, and additional diagonal parking may be added in front of the Palace Stables Building after the overhead doors and associated driveways are removed.~~

~~The skywalk bridge will provide the opportunity for the redeveloped Lincoln Star Buildings to be more efficiently served by the existing inventory of public and private parking garage spaces (Carriage Park/Cornhusker/CTU).~~

f. Zoning, Building Codes and Ordinances

The present Lincoln Central Business District (B-4) zoning allows for the type of development proposed. Likewise, the city's adoption of the Uniform Code for the Abatement of Dangerous Buildings, the Uniform Building Code and their specific city amendments will properly protect the public health, safety and welfare of the people. At this time, there are no contemplated changes in the city's zoning laws or building codes to implement these projects. ~~It may be necessary, however, to adopt ordinances to special assess skywalks and to issue community improvement financing bonds.~~

g. Public Utilities

Public utilities located in the project area will remain. ~~However, where necessary, may be modified, replaced, or rerouted to enable construction of the skywalk bridge or relocation of the Townsend Building.~~

3. Proposed Cost and Financing

The total initial expenditure for the Lincoln Star Buildings Redevelopment Project is was estimated to be \$1,931,441; public (City) \$451,441, and private \$1,480,000. Funds not yet expended and additional TIF funds expected to be accrued as part of the original investment will be used toward the expansion of the M Street streetscape design and improvements. The funds may be used on design and construction of utilities and streetscape improvements, including removal or redevelopment of vaults, and construction or installation of sidewalks, streets, curbs, drives, and streetscape amenities. The source of public funds for these improvements will be community improvement financing generated from the private development within the project area. Community Improvement Financing is estimated to be \$6 million. Additional funds for the construction of M Street improvement will need to be designated as part of existing and future redevelopment projects along the M Street corridor. Exhibit IV-117 contains a breakdown of the public's and developer's estimated expenditures.

~~The project's existing property produces an annual ad valorem tax of approximately \$2,465. With the renovation/revitalization activities completed, it is anticipated that a net increase of \$28,200 a year in taxes generated by the project.~~

~~The acquisition of property easements/rights and air rights, where necessary, for construction of the skywalk bridge, implementation of streetscape/vaults and other public improvements and professional services fees for public improvements may be funded by the public using a combination of the following sources:~~

~~— a. — Any ad valorem tax levied upon real property in the redevelopment project on Block 88, Lots 1, 2, 3, and 4, and N.C. Brook Replat, Lots A, B, C, D, E, and F, and vacated alleys, for the benefit of any public body, shall be divided for a period not to exceed 15 years after the effective date of such provision by the governing body as follows:~~

~~— (1) — That portion of the ad valorem tax which is produced by the levy at the rate fixed each year by and for each such public body upon the redevelopment project valuation shall be paid into the funds of each such~~

public body in the same population as are all other taxes collected by or for the body; and

~~(2) That portion of the ad valorem tax on real property in the redevelopment project is excess of such amount, if any, shall be allocated to and, when collected, paid into a special fund of the authority to pay the principal of, and interest on, and any premiums due in connection with the bonds of, loans, notes, or advances of money to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, such development for financing or refinancing, in whole or in part, a redevelopment project. When such bonds, loans, notes, advances of money, or indebtedness, including interest in premiums due, have been paid, the authority shall so notify the County Assessor and County Treasurer and all ad valorem taxes upon taxable real property in such a development project shall be paid into the funds of the respective public bodies.~~

Exhibit VI-118 summarizes community improvement financing bonds for the Lincoln Star Buildings Redevelopment Project.

~~b. Earned Interest Income.~~

~~c. Special Assessment Funding.~~

~~d. CDBG Facade Improvement Program (Loan).~~

~~e. CDBG Program for Redevelopment.~~

Construction of public improvements will be limited to the amount of Community Improvement Financing Funds available, subject to availability of the other funding sources.

The effective date of the community improvement financing provisions of the Lincoln Star Buildings Redevelopment Project is declared to be the 16th day of December, 1996, (City Council approval date of the project).

~~4. Implementation Steps~~

~~Under the Nebraska Community Development Law, the first step in redeveloping an area is for the city to declare the area blighted and substandard and in need of redevelopment/revitalization. The Lincoln City Council completed this first step by declaring the Downtown Area blighted on October 22, 1984, and affirmed by resolution on October 19, 1987, the area as "blighted and substandard." The City Council determined that private enterprise could not redevelop this area without the assistance provided by the Community Development Law (see Blight Resolutions, Appendix 1 and Appendix 9).~~

The implementation steps for the Redevelopment Project are:

~~— Negotiate redevelopment agreements with developers.~~

~~— Issue and sell Community Improvement Financing notes or bonds.~~

- ~~— Acquire property easements/rights and air rights (as required for \$1.00 and other considerations).~~
- ~~— Select architects and engineers pursuant to city standard practice to design the public facilities and improvements.~~



Exhibit IV - 114

Existing / Proposed Site Plan (Parcel Layout)

Lincoln Star Building, TIF Boundary Expansion

Lincoln Center Redevelopment Area

Created/Compiled by:
The City of Lincoln, UDD
Created/Compiled on: 12/15/2009

